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Sida Joint Evaluation

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Joint Evaluation of impacts of assistance to Social Sector Reforms in Moldova

Final report



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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the commissioning agencies, Sida and the Swedish Embassy in Chisinau.

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Foreword

This is the Final Report of an evaluation of Sweden's assistance to social sector reforms in Moldova covering twelve (Sida co-financed) programmes and projects implemented during the period 2004–2010.

The evaluation was commissioned by Sweden, carried out by Conseil Santé and supervised by a Management Group comprising relevant Moldovan authorities and development partners. The evaluation was initiated in conjunction with Sweden's decision to phase out its financial support to the social sector in Moldova which was taken to allow Sweden to focus its support to other sectors in the country.

The objective of this evaluation is to generate knowledge from the results of Sweden's support and to allow for lessons learned and best practices to be shared with the responsible Moldovan authorities and the development partners active in the sector. The evaluation was executed by an independent team of evaluators.

The ultimate goal for Sweden's support to Moldova is that the country is well integrated with the EU and its values, regarding, in particular, vulnerable and socially marginalised groups. Assessing the relevance of the interventions, the evaluators commend Sweden's support to Moldova's leadership in designing the structures of the sector and in formulating its strategic objectives in line with the Millennium Development Goals and the EU approximation of the sector and the country.

The evaluators conclude that Sweden significantly contributed to the harmonisation and coordination of development assistance in the sector. Sweden applied a flexible approach and adjusted its interventions with other actors' activities under changing and challenging socioeconomic conditions in each of the areas of support. Further efforts to improve the coordination between line ministries, as well as with international partners are recommended by the evaluators who also argue that civil society organisations should be better incorporated in the decision-making processes shaping the sector.

The effectiveness and impact of Sweden's interventions are assessed by the evaluators who point to concrete results both at the level of individual interventions as well as on system level. Key to the success was the comprehensive approach that combined reforms of legislation and regulation with efforts to increase awareness and the implementation capacity of the public administration. In spite of these results the evaluators conclude that for many Moldovan citizens, rights gained at legal and regulatory levels were not accompanied by corresponding enhancement of their living situation. Long-term commitment to reforms by Moldovan authorities and development partners is called for by the evaluators who point to the importance of designing interventions based on lessons learnt and available best practices.

The sustainability of Sweden's support was built by concerted efforts to obtain full national ownership of the interventions and measures targeting capacity building at institutional levels. Whereas the results achieved are assessed as satisfactory, the high turnover of public

officials and over-all low administrative capacity has partially undermined the results, which leads the evaluators to recommend further prioritisation of activities to meet specific strategic objectives in the sector.



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Acronyms

ADA	Austrian Development Agency
AFEW	AIDS Foundation East-West
ANRE	National Agency for Energy Regulation
ANOFM	Moldova National Agency for Employment
AMS	Swedish Public Employment Services (Swedish: Arbetsmarknadsstyrelsen)
AP	EU-Moldova Action Plan
ASEM	Academy for Economic Studies of Moldova
BMA	Bureau of Migration and Asylum
BOYW	UNDP Better Opportunities for Youth and Women project
BGS	Border Guard Service
CEDAW	Convention on the Elimination of Discrimination against Women
CONSEPT	Strengthening Vocational Training in Moldova
CJC	Community Justice Centre
CNAJGS	National Council for Free Guaranteed Legal Assistance (Romanian: Consiliul Național pentru Asistență Juridică Garantată de Stat)
CPT	Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment
CRC	Convention on the Rights of the Child
CSM	High Council of Magistracy (Romanian: Consiliul Superior al Magistraturii)
DEO	Department on Policies for Equal Opportunities and Violence Prevention (MLSPF)
DFID	UK Department for International Development
DPI	Department of Penitentiary Institutions
EBRD	European Bank for Reconstruction and Development
EC	European Commission
ECD	Early Childhood Development
ECPIIS	Electronic Case Processing and Informational System
EGPRS	Economic Growth and Poverty Reduction Strategy
EIB	European Investment Bank
EFA/FTI	Education for All – Fast Track Initiative
ENP	European Neighbourhood Policy
ENPI	European Neighbourhood and Partnership Instrument
ESRP	Economic Stabilisation and Recovery Programme
ETF	European Training Foundation
EU	European Union
FDI	Foreign Direct Investment
EC FSP	European Commission Food Security Programme
GDP	Gross Domestic Product
GoM	Government of the Republic of Moldova
GRB	Gender Responsive Budgeting

HBS	Households Budgeting Survey
ICT	Information and Communication Technology
IDC	Initial Detention Centre
IFMIS	Integrated Financial Management Information Systems
IMF	International Monetary Fund
ILO	International Labour Organisation
IOM	International Organization for Migration
IPM	Institute of Policy Management
IR	Inception Report
IRP	Institute for Penal Reform
ISSP	National Programme on the Development of Integrated System of Social Services
IT	Information Technology
ITES	Information Technology Enabled Services
KAP	Knowledge, Attitudes and Practices study
LPA	Local Public Administration
MCC	Millennium Challenge Corporation
MDG	Millennium Development Goals
MIEPO	Moldovan Investment and Export Promotion Organisation
MEduc	Ministry of Education
MET	Ministry of Economy and Trade
MFAEI	Ministry of Foreign Affairs and European Integration
MIA	Ministry of Interior Affairs
MJ	Ministry of Justice
MLSPF	Ministry of Labour, Social Protection and Family
MoF	Ministry of Finance
MoH	Ministry of Health
MSAS	Moldova Social Assistance System
MSIF	Moldova Social Investment Fund
MTEF	Medium-Term Expenditure Framework
NBS	National Bureau of Statistics
NCHM	National Centre for Health Management
NCCTHB	National Committee to Combat Trafficking in Human Beings
NCC TB/AIDS	National Coordination Council of TB/AIDS
NDS	National Development Strategy
NDP	National Development Plan
NGO	Non-governmental organisation
NIJ	National Institute of Justice
NMB	National Migration Bureau
NSIH	National Social Insurance House
NRS	National Referral System for Victims and Potential Victims of Human Trafficking
NSGE	National Strategy on Gender Equality
NSSJS	National Strategy for Strengthening the Judicial System
NWGJJ	National Working Group on Juvenile Justice
OPM	Oxford Policy Management
OSCE	Organization for Security and Cooperation in Europe

PCA	EU-Moldova Partnership and Cooperation Agreement
PER	Public Expenditure Review
PES	Public Employment Services
PLWHA	People Living with HIV/AIDS
PRU	Preparation for Release Unit
PS	Probation Service
RCVETD	Republican Centre for Vocational Education and Training Development
RoM	Republic of Moldova
SAD	Social Assistance Directorate
SDC	Swiss Development Coordination
SEK	Swedish Krona
Sida	Swedish International Development Agency
SIAMMA	Integrated Information Automated System on Migration and Asylum (Romanian: Sistemul Informational Integrat Automatizat Migratie si Azil)
SME	Small and medium-sized enterprise
SOROS	Soros Foundation Moldova
SOMECD	Moldovan Occupational Standards, Assessment and Certification
SPCG	Social Protection Coordination Group
SWAp	Sector Wide Approach
TACIS	Technical Aid to the Commonwealth of Independent States
ToR	Terms of Reference
UCIMP	Coordination Unit, Implementation and Monitoring of the Project for Restructuring the Health System
UN	United Nations
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Funds for Women
UNDP	United Nations Development Programme
UNDG	United Nations Development Group
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
VET	Vocational Education and Training
VoT	Victims of Trafficking
WHO	World Health Organisation
WB	World Bank

1 Summary

This document presents the final report of the joint evaluation of the impacts of Sida's assistance to social sector reforms in Moldova. It covers twelve Sida-supported programmes and projects in the social sector, including vocational educational training, support to the public employment services and cross-cutting projects on human rights and gender and support to civil society related to the social sector during the period 2004–2010.

The objectives of the evaluation of Sida's support to the social sector in Moldova are clearly stated in the assignment's terms of reference: 'The evaluation of the outcomes and impact of assistance to the social sector [...] will provide valuable lessons for the Moldovan ministries and authorities concerned in the planning for the future direction for the sector, and for donors and implementing agencies involved as to how best assist the reforms.' However, due to the shift of focus of Sida's assistance to Moldova for the coming period and the phasing out of its support to the social sector, the evaluation will not provide recommendations to the donor itself on how best to continue its intervention but will rather orient its recommendations to how the results of the Sida intervention could be used by various other stakeholders, starting with the Government of Moldova (GoM) whose ownership of these results will be critical.

The inception phase of the evaluation, which took place in July 2010, led the evaluation team to the conclusion that grouping the twelve projects into five thematic clusters was the most relevant approach for conducting this evaluation, as explained in Annex 3 (methodology) of this report.

As regards *relevance and design* of the Sida intervention, the evaluation has shown that **the objectives of the Sida support to the social sector in Moldova were fully in line with the relevant main priorities set out in the country's strategic policy framework**, as expressed in its main documents and in particular in the EGPRS (2004–2007), which was itself correlated to the Moldova's commitments for the attainment of the MDGs. Furthermore, during the period under consideration, **Sida played a significant contribution to the improvement of external support harmonisation and coordination of donors' assistance in the social sector**, and it was also always rightly conceived to increase cooperation between the government and international organisations of the UN family. **Sida has demonstrated**, throughout the period under review, **a highly appreciated responsiveness and flexibility to accommodate justifiable requests for adjustments of its interventions**.

Speaking of the *effectiveness and impact* of the intervention, the report shows that to a large extent the projects included in the evaluation portfolio have reached their expected results. **Sida intervention has greatly contributed to the improvement of the social sector legislative, regulatory and policy frameworks**, and in all Sida supported projects, **the reform of the policy and regulatory framework was accompanied by capacity building of the public administration**. The intervention has

also contributed to raising awareness of the public administration staff of the situation and specific needs of vulnerable layers of the population. **All policy and strategy proposals produced within the Sida supported projects have incorporated the consideration of European models and were designed to reflect European standards.** The overall Sida intervention in the social sector has been serving the ultimate goal of improving the situation of vulnerable groups and people, by alleviating poverty and increasing social inclusion. Each project has brought some contribution towards this goal. However, in spite of the important number of reforms aimed at increasing access to services and social inclusion of these groups, one still cannot yet speak of a substantial enhancement of their standards of living and, in many instances, rights gained at legal and regulatory level are not accompanied by a corresponding improvement of concrete socio-economic situations.

From the *sustainability* perspective, the evaluation has shown that the relevant public authorities are committed to take ownership of the results of the Sida intervention, although the existence of necessary resources raises concern. In order to ensure sustainability, **in all Sida projects a particular attention has been given to institutional development, which, although satisfactory in general, can also show some mixed features in several instances, as indicated in the report. Most of the projects have promoted the development and increased use of information systems, and have incorporated components or activities aiming at introducing or refining methodological tools and research based information,** needed to guide decision making and policy measures implementation. Although already well known by all concerned stakeholders, negative implications, for some of the projects, of **the high turnover of high-level officials and lack of continuity in some spheres of public administration still need to be mentioned.**

Nine general conclusions related to issues present in the entire Sida intervention or in a majority of its projects are identified and presented in the report:

- C1 Maintaining synergy with the GoM agenda and coping with changes was one of the strong points of the Sida intervention;
- C2 The EU perspective was always present and Sida has greatly contributed to the advancement of Moldova on its EU path;
- C3 Sida has contributed to better coordination among donors, by supporting structures and cooperation mechanisms and by selecting strategic partners in the areas where one important donor was active. Both approaches proved efficient to some extent, particularly the second;
- C4 The visibility, transparency and participatory nature of Sida's strategy adoption mechanism and the flexibility of its implementation are among the positive characteristics of the intervention but there is room for improvement;
- C5 One of the most remarkable characteristics of Sida's intervention is its completeness: it addresses both policy and capacity building;
- C6 Sida has been successful in its policy of involving all stakeholders and awareness raising among relevant actors;
- C7 Promoting innovation, the usage of reliable data and new technology is common to all projects supported by Sida and is having a positive impact;

C8 There is an insufficiently systematic follow-up on some key issues;

C9 The overall Sida intervention in the social sector has been working towards the ultimate goal of improving the situation of vulnerable groups and people, by alleviating poverty and increasing social inclusion.

Based on both the clusters conclusions and the general conclusions, a number of recommendations have been formulated and included in the report.

1.1 RECOMMENDATIONS ADDRESSED TO THE GOVERNMENT OF MOLDOVA

- There is a need for comprehensive monitoring of the evaluations of achieved results and investment in their sustainability, before moving on to more changes.
- The proliferation of strategies and action plans should be avoided and a more comprehensive evaluation of the existing level of implementation and impact of previous strategies carried out. The adoption of a long term integrated sector strategy document would help shift from segmental solutions to solutions oriented to produce system-wide changes.
- The reinforcement of the Coordinating Board for Foreign Assistance in Labour and Social Protection¹ (SPCG) is one of the key instruments for better coordination of public authorities and the donor community.
- A significant improvement in the quality of public policies can be achieved by increasing the effectiveness of inter-institutional coordination, in particular for cross-cutting issues.
- The bottom-up consultative process for public policy making should be substantially improved to include both the final social service providers and civil society at all stages.
- A cost-benefits analysis of the opportunity to extend public-private partnerships as a general solution for social service delivery should be undertaken and a public debate opened on this matter.
- The GoM should prioritise areas where producing relevant data remains critical for the elaboration and implementation of effective public policies and on strengthening the capacity of the NBS and of dedicated departments within public institutions.

1.2 RECOMMENDATIONS DIRECTED TO DONORS PROVIDING SUPPORT TO THE SOCIAL SECTOR IN MOLDOVA

- To avoid the risk of losing the achieved momentum and results, the donor community together with key national partners and civil society would be well advised to organise an assessment of the social sub – sectors reform status and decide, through the SPCG, in which cases it is necessary to provide bridge funding to link with future projects.

¹ Created on 17 February 2010 by MLSPF Order no. 60. <http://www.mmps.gov.md/en/donatori>

- The decision to include periodical external evaluation(s) in the project plans, at key moments, is worth the resources involved. These evaluations should not only look at the project implementation but also at the outcomes of the projects, in particular at the status and evolution of the new institutions established, policies proposed, and capacities built.
- Examples of best practices can be found in the work undertaken in Moldova, and transferred at regional level.
- During the last couple of years, the communication and coordination between donors and between donors and the GoM has improved but some new mechanisms allowing coordination for cross-cutting areas need to be devised.

1.3 RECOMMENDATIONS DIRECTED TO SIDA

- The end of Sida's intervention in the social sector will leave some gaps, not addressed by other donors, which the GoM will find difficult to fill using its own resources. Sida should continue to participate in the SPCG to ensure a smooth takeover of the achieved results.
- In the VET sub-sector, proposals developed by the Sida supported project have not led to the adoption and implementation of any reforms. In order to avoid the repetition of already completed studies and proposals, under the auspices of new donors, Sida should ensure that these preliminary results are put at the disposal of all concerned stakeholders. It will be highly desirable that Sida plays a role in future discussions on the sector and through joint advocacy in this field with other development partners.
- Sida has the opportunity to play a strategic role in the context of planned EU support for the justice sector in Moldova. Sida and its key partners should work closely with the Moldovan Government and the EU Delegation in the preparation of the new projects.
- Sida may want to dedicate some more time to defining precise indicators of success for its interventions, starting from the strategic design phase.
- Sida could improve the transparency and participatory nature of its strategy adoption mechanism.
- The relationship with NGOs can be improved, including by better use of communication tools.

1.4 RECOMMENDATIONS DIRECTED TO OTHER STAKEHOLDERS (INCLUDING CIVIL SOCIETY)

- Although the capacities and intervention of civil society have increased significantly in recent years, a more active presence of civil society in strategic planning processes in other areas of the social sector is still needed.
- The further development of sub-granting mechanisms reaching grass-root organisations and involving them, even modestly, in large scale initiatives, should be more widely promoted.

- Through developing their expertise in specialised areas, rather than staying at a generalist level, NGOs of a modest size can gain recognition for their knowledge and capacities in well identified domains and therefore find easier access to funding.
- Both local public administration (LPA) and civil society representatives can and should pro-actively get involved in the agenda setting process.
- When deciding on opening new facilities or services, LPAs should assess and take into account their capacity to sustain them in the long term.
- LPAs need to better understand their role in designing the content of social services; many stakeholders have underlined the persistence, among local officials, of the perception that only the MLSPF is really taking decisions.

2 Introduction

2.1 OBJECTIVES OF THE EVALUATION

The objectives of the evaluation of the impacts of Sida's assistance to social sector reforms in Moldova are clearly stated in the terms of reference (ToR, see Annex 1).

At an overall level, the main purpose of this evaluation is 'to generate knowledge from the results of Sida's support to the social sector reforms, including the labour market, in order to provide lessons learnt for the Moldovan ministries and authorities concerned in the planning for the future direction for the sector, and for donors and implementing agencies involved on how to best assist the reforms'.² At a more specific level, its objective is 'to identify outcomes and impacts of the Swedish support to social sector reforms and the progress made towards achieving expected results against their respective indicators'.³

Due to the shift in focus of Sida's assistance to Moldova for the coming period and the phasing out of its support to the social sector, the evaluation will not provide recommendations to the donor itself on how best to continue its intervention to this sector in the country. It is however expected that this exercise will contribute to the further development of Sida cooperation strategies – including their phasing out stages – both as regards Moldova and other countries.

In addition to the inputs the evaluation is intended to provide to the Moldovan state institutions and to the donor community willing to build on Sida's previous initiatives, some conclusions and recommendations will be targeted at civil society organisations active in the social sector.

2.2 EVALUATION APPROACH AGREED AT INCEPTION PHASE

The approach for conducting the evaluation was progressively refined through various contacts and events. It included, after initial exchanges with Sida⁴, a meeting with the Minister of Labour, Social Protection and Family (MLSPF), resulting in the facilitation of contacts and in the appointment of a ministerial focal point. The contribution of the combined management and consultation groups at the end of this phase led to the validation of the inception report. Exchanges with Sida⁵ and discussions about the dissemination aspect of the evaluation continued during the field phase of the evaluation.

² ToR chapter 2.

³ Ibid.

⁴ Mainly with Mrs Y. Sorman Nath, First Secretary at the Swedish Embassy at the beginning of the evaluation period, and with the contribution of Mrs N. Orlova.

⁵ With Mr P. Stalgren, First Secretary at the Swedish Embassy who became Mrs Y. Sorman Nath's successor during the inception phase.

The following points were discussed and agreed:

- **Definition of the precise scope of the evaluation:** it was agreed at the inception stage that the scope of the evaluation would keep to the 12 projects mentioned in the ToR (see fiches in Annex 2) and that only the component related to the reintegration of ex-detainees within the project Strengthening Civil Society in Moldova would be considered.
- **Emphasis on specific evaluation criteria:** it was agreed to give priority to four (relevance, effectiveness, impact and sustainability) out of the five evaluation criteria, while efficiency was considered only in relation to its role in the attainment of the expected results.
- **Distribution into five main clusters:** in order to look at the Sida intervention on a thematic basis, it was agreed that the 12 projects⁶ would be distributed into five main clusters as this approach was more appropriate for drawing conclusions and making recommendations, including on cross-cutting issues and interconnections between the interventions (See Annex 3a on Methodology).

The first cluster can be considered as the core cluster of the social sector. The main issues addressed are the structure, quality, and efficiency of social service delivery to various disadvantaged groups. The main national counterpart is the MLSPF, followed by other public institutions, such as the Ministry of Health (MoH) and the Ministry of Justice (MJ).⁷

BOX 1

CLUSTER 1: Integrated social assistance policies and services

- Social Investment Fund: Building Social Care Services in Different Rayons (**MSIF II project**)
- Support to the Delivery of Effective and Sustainable Social Assistance Services (**SAS project**)
- Creating a Protective Environment for Children and Vulnerable Families (**Protective environment for children project**)
- Safer Sex and Solidarity Mass Media Campaigns (**Safer sex/AIDS project**)

The issues addressed by the second cluster come under one of the cross-cutting themes underlined by Sida cooperation strategies: gender. While several or all of the Sida projects were expected to take gender issues into account in their activities, these two closely inter-related projects aimed at systematically integrating the gender dimension into Moldovan policies and at developing an anti-discrimination approach across the governmental (central and local) and non-governmental sectors.

BOX 2

CLUSTER 2: Enhancement of gender equality

- Promoting Gender Equality in National Development Policies and Programmes (**Promoting gender equality project**)
- PER 2/Public Expenditure Review 2 – Gender Perspective in Education and Labour Market (**PER2/gender analysis project**)

⁶ The 12 project fiches are attached to the present report as Annex 2.

⁷ This abbreviation for the project will be used from now on throughout the entire report; similarly, the abbreviations for other projects will be included in brackets when presenting each of the clusters.

In two of its projects, Sida has worked closely with the MJ and other counterparts from the justice system to promote the rights of users of this system and improve the situation of vulnerable groups confronted by it, in particular youth offenders and ex-detainees. It is an issue which cuts across the social and the justice sectors addressed by the third cluster.

BOX 3

CLUSTER 3:
Promotion of the
rights of users of the
justice system

- Strengthening Civil Society in Moldova Component 2: Marginalised groups. Social reintegration of detainees (**Ex-detainees reintegration project**)
- Reform of the Juvenile Justice System in Moldova (**Juvenile justice project**)

The fourth cluster concerns one of the cross-cutting issues identified by the cooperation strategies, migration. Two of the projects have directly addressed this issue, and the national counterparts are institutions which in one way or another deal with migration and its effects: departments from the Ministry of Interior Affairs (MIA), the Ministry of Economy and Trade (MET), and the Moldova National Agency for Employment (ANOFM).

BOX 4

CLUSTER 4:
Management of issues
and risks associated
with extensive migra-
tion

- Combating Trafficking in Human Beings – Local Action and Direct Assistance to Victims of Trafficking (**Anti-trafficking project**)
- Capacity Building for Developing Migration Management Procedures and Policies (**Migration Management project**)

The fifth and final cluster includes two projects, aimed at responding to the needs of the labour market and to improving the connection between labour supply and demand. This is an issue linking the social and economic sectors. The main national partner institutions are the Ministry of Education (MEduc) and the ANOFM, which was successively under the responsibility of the MET, then of the MLSPF. Both projects were closely inter-related since their initial elaboration and had a single Steering Committee.

BOX 5

CLUSTER 5:
Improvement of la-
bour demand and sup-
ply matching

- Moldova: Active Labour Market Policies; Support to the Vocational Training Services (**VET project**)
- Moldova: Active Labour Market Policies; Support to the Public Employment Services (**PES project**)

- **Approach to cross-cutting issues:** both the 2004–2006 and the 2007–2010 cooperation strategies include some cross-cutting issues. Some of these issues are both cross-cutting and the subject of specific projects under the Sida intervention. This is the case in particular for issues related to gender and to intensive migration. These issues will be analysed in relation to the specific projects dealing with them but, as agreed during the inception phase, a specific question will be devoted to all cross-cutting issues mentioned in Sida's successive cooperation strategies: **prevention of corruption** (mentioned in the 2004–2006 strategy); **reduction of regional disparities** (mentioned in the 2007–2010 strategy); **integration of Transnistria** (included in both strategies) and

support for Moldova's endeavours towards EU membership (present, in a slightly different form for the EU perspective, in both strategies).

- **Adjustment of envisaged methods for data collection:** the inception phase involved, according to the ToR, the development of a methodology and the selection of methods for quantitative and qualitative data collection. A table presenting the various methods to be used during the data collection phase was part of the inception report (IR). During this phase, some minor adjustments had to be made to the proposed table of methods, mainly by transforming some planned focus groups into separate meetings (See Annex 3b). This did not affect the comprehensiveness of the data collection.

The other main novelties introduced at the inception phase were the combination, on Sida's initiative, of the management and consultative groups, and adjustments made to the initial timetable.

3 The social sector in Moldova, 2004 to 2010

3.1 POLICY AND DEVELOPMENT CONTEXT OF THE INTERVENTION

3.1.1 Background information on the social sector in Moldova

During the elaboration of the Economic Growth and Poverty Reduction Strategy (EGPRS) document 2004–2006, Sida was an active member of the Participation Council⁸, and assisted the Government of Moldova (GoM) in determining the overall long-term and short-term strategic objectives and in correlating them with the Millennium Development Goals (MDGs) and international agreements.

The overall long-term EGPRS objectives were: (i) Sustainable socially-oriented development; (ii) Territorial reintegration of the country; and (iii) European integration. The medium-term objectives were focused on: (i) Sustainable and inclusive economic growth, (ii) Poverty and inequality reduction, as well as increased participation of the poor in economic development, and (iii) Human resources development. The Government Programme ‘Revival of the economy-Revival of the country’ was in line with these objectives, which were also used in the preparation of the Moldova-EU Action Plan (AP).

In the EGPRS paper (EGPRSP), the social sector was divided into six sub-domains: (i) education, (ii) healthcare, (iii) social insurance, (iv) social assistance, (v) labour market and (vi) youth policy. Sida’s intervention was targeted towards five of the domains, except social insurance where the World Bank (WB) and the European Commission (EC) were active.

In 2008, a new overall national economic development framework was established through the National Development Strategy (NDS). The main support provided by Sida in its role as member of the National Participation Council was the determination of the measures to ensure the continuity and sustainability of the social reforms. The NDS lists a number of sub-programmes intended to achieve better inclusion and social protection. It also includes measures related to the prevention of domestic violence, expansion of the National Referral System for the assistance of victims of trafficking (NRS) and the social protection of Moldovan migrant workers. Some but not all of these are also reflected in the NDS Action Plan 2008–2011.

During the 2004–2009 period, over 180 specific sectoral strategies were developed, the most substantial part of them concerning the social sector. Many of these strategies were not fully implemented mostly due to the lack of resources or action plans and sometimes due to overlap. The global economic crisis led to the drawing up of reassessed priorities

⁸ Since 2002, a Participation Council, composed of government officials, national stakeholders and external partners, has helped ensure wide participation during policy formulation, implementation and monitoring and evaluation. A Secretariat to the Participation Council, created in May 2003, provides assistance in organising participation activities within the process of the EGPRS drafting.

and, recently, there has been greater willingness to accelerate the process of European integration. The Government Programme for 2009–2013 entitled ‘European Integration: Liberty, Democracy and Welfare’ focuses on five pillars, one of which concerns progress towards European Union membership.

In March 2010, the medium-term priorities of Moldova covered in the document *Rethink Moldova* were presented at the Consultative Council meeting in Brussels. These are based on the five pillars of the Government’s activity programme – European integration, economic recovery, rule of law, administrative and fiscal decentralisation, and the reunification of the country. This document was drawn from several previous strategic documents such as the Economic Stabilization and Recovery Programme, the NDS, the EU-Moldova AP, and the Eastern Partnership and Cooperation Agreement (PCA) between Moldova and the European Union. It will serve as a basis for designing and targeting future external support.

The main middle-term measures receiving priority in the social protection sector in the framework of *Rethink Moldova*, are the implementation of targeted social assistance and the protection of disabled people. The aim is to reduce the vulnerability of the population at risk of poverty and social exclusion.

3.1.2 The European integration perspective

The relationship between the EU and Moldova has been governed, since 1998, by the EU-Moldova PCA, which provides a framework for trade liberalisation, legislative harmonisation and cooperation in a number of sectors, as well as for enhanced policy dialogue. The EU-Moldova AP adopted in February 2005 – initially for three years but later extended – as part of the EU Neighbourhood Policy (ENP), lays down the strategic objectives of this cooperation. Moldova and the EU are at the preparatory stage of a new contractual agreement, the Association Agreement, which would represent greater cooperation. Recently, the high priority of this agreement was underlined once again by the Prime Minister of Moldova.

The EU-Moldova AP entails the upgrading of political cooperation and dialogue, the reaffirmation of EU commitment to the settlement of the Transnistria issue, the development of trade and economic relations, working towards convergence in economic legislation and the further reduction of trade barriers, increased financial assistance, as well as the opportunity for Moldova to participate in some EU policies and programmes. Four chapters of the AP are relevant for the present evaluation:

Chapter 2.1, devoted to political dialogue and reform, includes the strengthening of the judiciary system, police and prison management, alternative means of dispute settlement, improvement of the legal framework against human trafficking, assistance to its victims, protection of children’s rights and fighting discrimination against women. Last but not least, the AP mentions the importance of the continued development of civil society and of social dialogue.

Chapter 2.3, dealing with economic and social reform, prioritises poverty alleviation through the establishment of a well targeted social safety net and the rationalisation of the benefits system. Emphasis is put on redirecting public expenditure to address child poverty and to increase school enrolment, especially in the countryside, as well as to develop community-based child protection measures. It calls for strengthened dialogue on employment and social issues and a move towards a closer alignment to EU standards.

Chapter 2.5, related to cooperation in the field of justice and home affairs, is largely devoted to improving the knowledge and management of migratory flows, to align Moldovan legislation on migration issues as well as to progress in cooperation on visa and readmission issues. A specific focus is again put on the fight against the trafficking of human beings.

Chapter 2.7, concerning people to people contacts, includes bringing the education systems of the European MS and Moldova closer with a specific emphasis on the involvement of social partners in the VET system. The prevention of diseases such as AIDS, through the improvement of the primary health care system, notably in rural communities and vulnerable groups, is also prioritised.

The progress made in the implementation of the AP is monitored each year by the EC. Reports, published annually by the EU, enable a follow-up of the attainment of the priorities set out in the AP to be carried out. These reports can serve as a reference when looking at the potential impact of Sida funded projects in bringing Moldova closer to the EU.

3.2 DESCRIPTION OF THE SIDA INTERVENTION AND OF ITS MAIN FEATURES

3.2.1 Sida's cooperation strategies 2004–2006 and 2007–2010 and the place of the social sector in these strategies

The general objective of the **Strategy for Development Cooperation with Moldova 2004–2006** was ‘to support Moldova’s efforts to create conditions for reduced poverty and increased prosperity’. Democratisation and far-reaching structural change were considered key elements to achieve these aims and the promotion of the cooperation with the EU was considered critical in this process. Three focus areas – (i) Democratic governance, (ii) Sustainable development and economic growth to benefit the poor, and (iii) Prevention of social exclusion, promotion of public health – were identified.

The specific issues to be addressed under the prevention of social exclusion, promotion of public health focus were the following: developing the social services system; finding alternatives to institutional care; improving the situation of children and young people leaving institutional care; acting in the field of maternity and infant care, prevention of tuberculosis, HIV/AIDS and other sexually transmitted diseases and prevention of drug misuse; improving the capacity of Moldovan authorities in migration management; and strengthening and implementing the country’s legislation on human trafficking.

Most of the evaluated projects came under the third focus area. The second one encompassed the intervention on employment/VET and the strengthening of the capacity of Moldovan decision-makers to analyse the social impact of their decisions in economic analysis, forecasting and statistics.

Some general cooperation principles were stated in this strategy. They are recalled here.

BOX 6: STRATEGY FOR DEVELOPMENT COOPERATION WITH MOLDOVA 2004–2006**Main principles**

- Concentration on a limited number of areas with extensive programmes;
- Priority to capacity development;
- Promotion of inter-ministerial steering committees when relevant;
- Involvement in the programmes at both the policy – and pilot project level;
- Increased participation of civil society;
- Possibility to provide grants to promote community-based initiatives and/or income generating activities;
- Developing the involvement of local expertise;
- Exchanges of experience with other transition countries;
- Development of coordination with other donors sharing similar development objectives and possibility of parallel and co-financed schemes.

The following cross-cutting issues were identified: problems related to extensive migration; integration of Transnistria; prevention of corruption; and closer ties to European cooperation structures and their shared values, including support for the EU European Neighbourhood Policy.

A graphic presentation of the Sida cooperation strategy for this period is provided below in Figure 1.



Figure 1: Sida cooperation strategy with Moldova 2004–2006 and the social sector support

The general objective of the **Strategy for Development Cooperation with Moldova 2007–2010** was to support the development of closer relations between Moldova and the EU and the implementation of the ENP AP as a way of promoting economic development and poverty reduction.

The three priorities identified in this strategy were: (i) Promoting democracy and good governance; (ii) Strengthening competitiveness in rural areas and (iii) Reducing vulnerability in the field of energy.

This strategic document gave a positive assessment of the results achieved in the social sector, in particular in relation to the legislative framework and to a number of local/regional projects but mentioned the decision to target the new strategy towards new focus areas. The cooperation strategy underlined Sida's intention to remain active in this sector by participating in the monitoring of the government's and other partners' work in the social sector.

Gender issues, support for Moldova's endeavours towards EU membership and Transnistria were still identified as cross-cutting issues as well as one new topic related to the reduction of regional disparities.

A graphic presentation of the Sida cooperation strategy for this period is provided below:

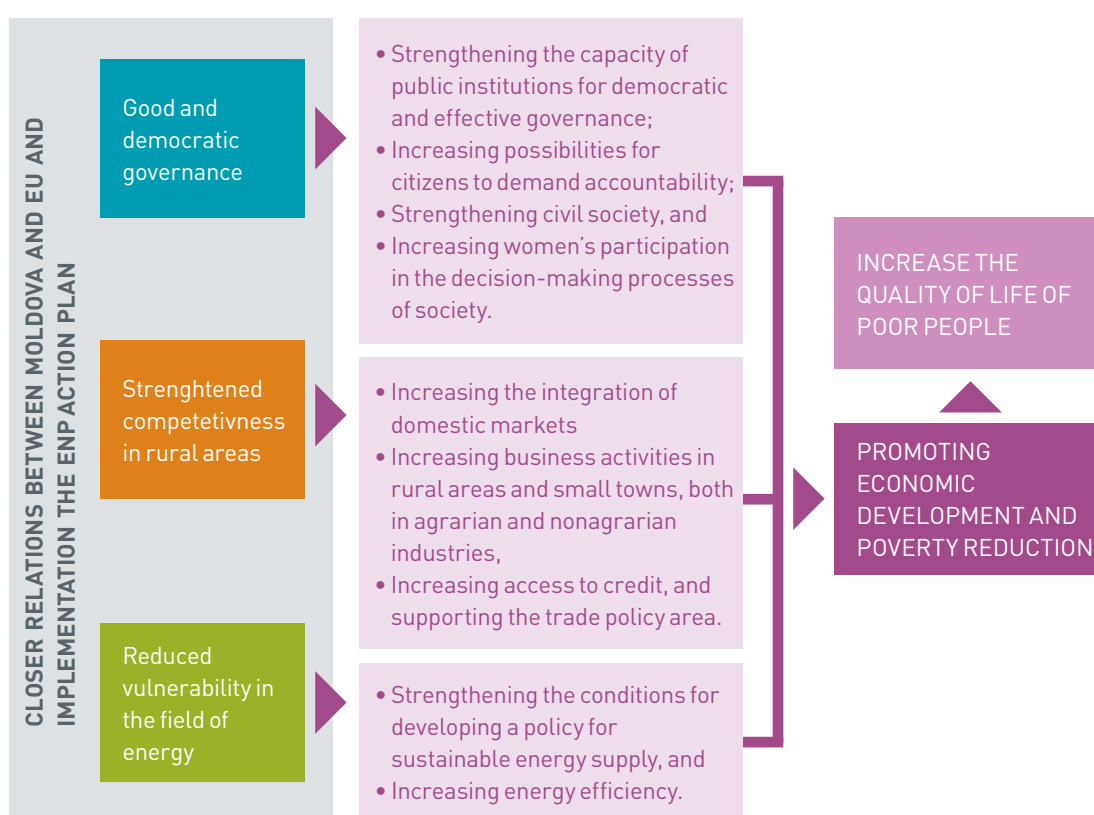


Figure 2: Sida cooperation strategy with Moldova 2007–2010

Since 1996, three main periods can then be observed in Sida's support to the social sector: an initial period up to 2003 where the support to this sector amounted to 31 % of Sweden's total bilateral support to Moldova, covering four areas: democracy, social sector, private sector and economic reforms; a second period corresponding to the 2004–2006 cooperation strategy and a third period, corresponding to the 2007–2010 strategy. This latter strategy did not foresee any new support to this sector but encompassed most of the implementation of the projects launched previously. There was also involvement in the follow-up of these interventions, to secure government ownership and promote the continuity of any needed support through other donors' contributions. The finalisation of the Sida cooperation strategy for the period beyond 2010 is underway. It is likely to continue focusing on the areas selected for the 2007–2010 cooperation strategy, i.e. democratic governance and public administration reform, energy efficiency, trade and market development.

3.2.2 Sida's phasing out strategy in relation to the social sector in Moldova

The main documents covering Sida's phasing out strategy are the **Sida Country Report 2007**, the **Strategy for Development Cooperation with the Republic of Moldova 2007–2010**, presented above, and the **Promemoria-phasing out strategy document** produced by Sida at the beginning of 2009⁹.

The **Sida Country Report 2007** reviews the status and results of the eight main projects included in Sida's social sector support intervention. It states the intention of the donor to phase out all social development and employment related projects by mid-2009. It emphasizes the importance of securing government ownership before this date. It still mentions, under its chapter on good governance, two of the projects included in the present evaluation portfolio, i.e. the **Reform of the juvenile justice system** project due to run until 2012 and the **Support to Civil Society** (including ex-detainee reintegration).

The overview of the social development and employment sector in this document also provides a brief assessment of the results achieved in the various sub-areas of Sida's assistance to the social sector.

The assessment underlines in particular:

- The role played by Sida's contribution to initiating other donors' further intervention in the social assistance sector, with in particular the WB loan to social assistance and the European Neighbourhood and Partnership Instrument (ENPI) 2007 grant made by the EC, in addition to remaining TACIS funds, and to the continuation of the MSIF 2 programme;
- The progressive handover to the Moldovan Government in the area of migration;
- The probable coverage of the employment sector by other donors.

The decision to phase out Sida's support to the social sector in Moldova was taken before the elaboration of the 2007–2010 cooperation strategy. The reasons for this decision were Sida's wish to focus its support on a limited number of areas and to enhance the division of responsibilities between donors in agreement with the principles of the Paris Declaration on aid effectiveness; Sida's willingness to concentrate on good governance issues, where its added value is likely to be optimised within the ENP action plan; and the decision already taken by the EC to devote a large part of its funding during the period 2007–2010 to a large budget support programme to the social sector.

The **Strategy for Development Cooperation with Moldova 2007–2010** underlines Sida's intention to remain present in this sector through an active follow-up phase. It also indicates its intention to shift the next intervention focus onto combating the root causes of migration.

The **Sida January 2009 Promemoria** document provides a plan and a timetable for Sida's withdrawal from the social sector. It includes the present evaluation as one of the elements aimed at securing the sustainability of results achieved in past interventions. Two main deadlines are provided for the implementation of the phasing out plan: 2010 for ending all projects in the social sector, vocational education and labour market, and ensuring

⁹ Sida (2009). Promemoria – phasing out strategy; social sector and labour market/ vocational training 2009–2010.

the takeover of the support by other donors and/or the sustainability of their results by the GoM; 2011 for receiving the results of the evaluation and disseminating its conclusions. This document mentions reasons for satisfaction in relation to project sustainability but also indicates areas of concern as regards some of the projects. It provides an update of the status of the eight main projects and of the remaining activities to be finalised.

3.2.3 Main features of Sida's support to the social sector

The graphs below show the total distribution of the Sida intervention in support of the social sector, per project and per cluster during the period 2004/2010. Its total budget was SEK 134,613,374¹⁰.

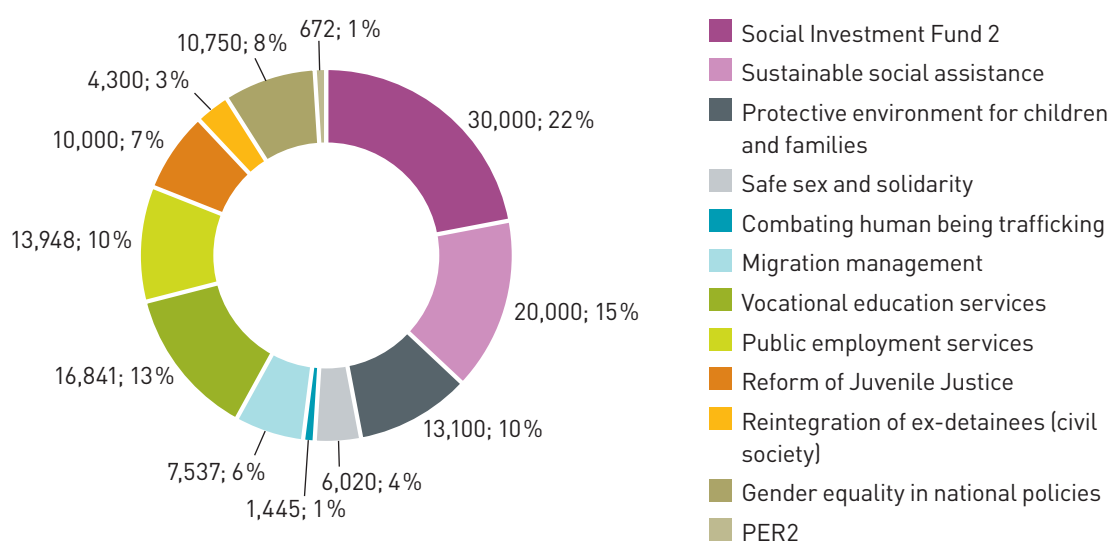


Figure 3: Amounts of Sida financed projects in support of the social sector in thousands SEK

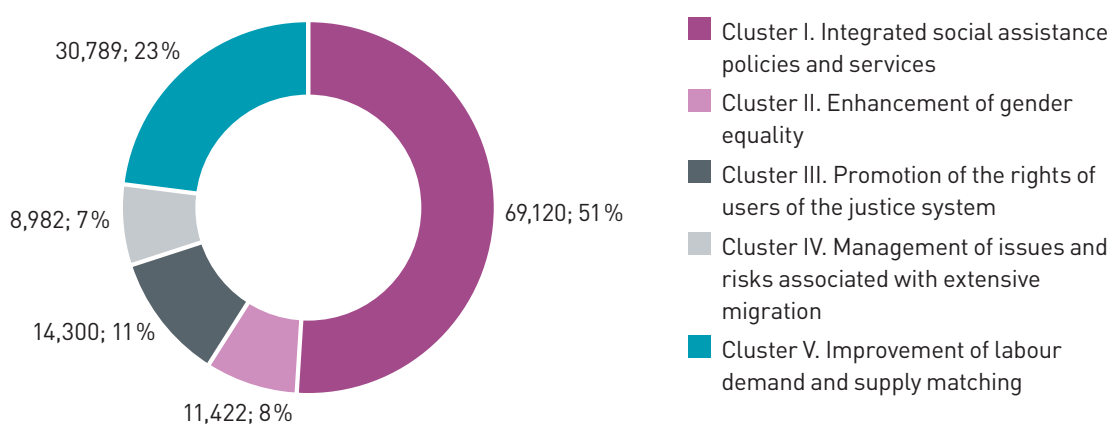


Figure 4: Sida support to the social sector according to the clusters in thousands SEK

¹⁰ This amount takes into consideration the modifications made in some of the project budgets in the course of their implementation (extensions with cost increase for example) and considers only the amount of the Moldovan component for the regional project on Combating trafficking in human beings. For the project Support to the civil society, only the amount of the component devoted to the social reintegration of ex-detainees is considered in the chart.

The biggest share of resources was targeted to clusters I and V, representing 51 % and 23 % respectively from the total funding. The proportion of resources distributed among the three other clusters was between 7 % and 11 %.

As regards the project timeframe, the first two projects, started in the second half of 2004, were the **Social Investment Fund: building social care services in different rayons**, and the **Safer sex and mass media solidarity campaigns projects**. The majority of the evaluated interventions have now come to an end, with only two of them still under implementation. Of these two, the **Support to the delivery of social assistance services 2006–2009 project**, was extended to the end of December 2010. The **Reform of the juvenile justice system project** will continue until the end of 2011.

As regards the geographical distribution of locally implemented projects, the coverage of the Sida intervention was uneven, with two municipalities (Chinau and Balti) having the largest share of the interventions (7 to 8), six other rayons (Cahul, Soroca, Hincești, Drochia, Orhei and Comrat) benefiting from a medium coverage (3 to 5), 13 having a low coverage (1 to 2) and 14 having no coverage at all.¹¹

3.2.4 Earlier evaluative activities in relation to the Sida intervention

No overall evaluation plan was made at the outset of the elaboration of the 2004–2006 Moldova–Sida Cooperation Strategy since not all the specific interventions had yet been defined. However, two types of evaluative activity have been carried out in relation to the twelve presently assessed projects. The first type took the form of assessments made by Sida's staff, through Result Assessment Memos,¹² whose informal structure was more adapted for follow-up and monitoring than for in-depth assessments. The second type was external evaluations, implemented by independent companies or co-funding partners, sometimes at both interim and final stages.¹³

3.2.5 Intervention logic in relation to the five selected clusters

The ToR of the evaluation outline the questions which are meant to guide the identification of the intervention logic both of the projects and Sida's intervention as a whole.¹⁴ The boxes below show the intervention logic of each of the five selected clusters.

¹¹ Annexes 4 and 5 respectively show projects' implementation periods, with possible extensions, and locations.

¹² Their list is included in the general list of project related documents, Annex 7.2.

¹³ Annex 7.4 includes an overview of previous evaluative documents that were available.

¹⁴ The ToR indicate that the following questions should guide the identification of the intervention logic of the projects:

a) What direct results in terms of outputs were expected by the programmes and projects and what kinds of output themes, e.g. policy, institutional reform, social integration, gender, human rights etc, do these outputs come under? b) What outcomes, i.e. intermediate results, were the outputs assumed to contribute to, and how? What were the assumed intermediate impacts of these outcomes, and how – through what kind of linkages and the strength of these linkages – were they supposed to contribute to more global impacts in the country? c) What factors were assumed to impact positively/negatively upon the projects/programmes?

BOX 7

INTERVENTION LOGIC FOR CLUSTER 1: INTEGRATED SOCIAL ASSISTANCE POLICIES AND SERVICES

Main OUTCOMES foreseen and PLANNED POTENTIAL IMPACT(S)

- Developing the policy and institutional framework for the delivery of effective and sustainable social assistance services in Moldova. Social assistance policy more effective and targeted at poor people. The network of social services developed and services provided in accordance with the quality standards.
- An adequate system to protect children and their families. Continuation of the deinstitutionalisation reform.
- Multi-sectoral communication platform created, with communication campaigns contributing to promote the right non – discriminatory messages on people living with HIV/AIDS. Civil society and mass media made aware of these issues.
- New institutions and/or services in the field of child protection: development of the national action plan for the residential care system; nationwide social workers programme; action regarding violence reduction and legal framework concerning violence in the family and towards children in general; awareness campaign for teachers and parents; introduction of probation services for children.

In relation to policy development

- The social assistance policy framework to be developed covered six main areas: (i) poverty analysis and policy 'entry points'; (ii) public financial analysis; (iii) analysis of organisational systems and capacity to deliver the policy; (iv) analysis of financial management controls; (v) design of monitoring, evaluation, and reporting systems; (vi) the development of legal frameworks and media campaigns;
- New laws to be approved and legal framework to be improved in compliance with international commitment on the rights of children and women;
- HIV/AIDS and vulnerable adolescents: youth policy revision and focus on most-at-risk adolescents.

In relation to institutional reform/capacity development

- An institutional framework for targeted social care services;
- New models of regional planning of social care services based on demand/supply mapping and matching;
- A Sector Wide Approach (SWAp) to increase the effectiveness of donor support to social assistance policy;
- Improved capacities of public authorities, including regional social assistance offices, in planning, provision, management and monitoring services;
- Increased capacities of local government in promoting models of public/private partnerships with NGOs;
- Better cooperation among key stakeholders from different sectors to provide a clear and unified national communication strategy for HIV/AIDS in the country;
- Improved capacity of national and local authorities to monitor the situation of children and families at risk; increased capacity of national and local authorities in evidence-based strategic planning;
- Strengthened institutional and human capacities in child and family protection at the national and local level; improved knowledge and skills of child protection actors concerning children's rights and best practices;
- Referral mechanisms established at local level (for human trafficking victims).

In relation to direct assistance to final beneficiaries

- The poorest and most vulnerable receive cash transfers and social services according to their needs;
- HIV/AIDS and vulnerable adolescent programme: increased number of young people having access to youth centres and information.

POLICY FRAMEWORK

The Republic of Moldova has firmly expressed its political will to harmonise its national legislative framework with European norms and standards, including the provision of a minimal guaranteed level of social insurance for the population, with a view to increasing the level of the population's welfare and social inclusion. From a strategic point of view, the problem of social exclusion and inclusion in the Republic of Moldova was first addressed within the National Development Strategy for 2008–2011 (NDS), where one of the five main objectives focuses on the development of human resources, an increase in employment and the promotion of social inclusion. A special emphasis in achieving this political objective is placed on sector strategies and programmes.

The main sectoral policies aimed at ensuring social inclusion are reflected in: (i) the Law on social assistance (2003), (ii) the National Strategy and Action Plan of the reform of the child care residential system for 2007–2012 (2007); (iii) the Programme on the improvement of the social assistance system for 2008–2010 (2007); (iv) the National Programme on the Development of an Integrated System of Social Services (ISSP) (2008); (v) the Strategy on the creation of the system of continuous professional training of staff employed in the social assistance system for 2009–2012 (2009); (vi) The Strategy for the social inclusion of people with disabilities (2010); (vii) the Law on social services (2010) (viii) the National Programme for Prevention and Control of HIV/AIDS and STIs for the years 2006–2010 (2006); (ix) the National Health Policy 2007–2021 (2007), (x) the National Programme for the promotion of healthy lifestyles 2007–2015 (ix) the Health Care Sector Development Strategy for 2008–2017.

BOX 8

INTERVENTION LOGIC FOR CLUSTER 2: ENHANCEMENT OF GENDER EQUALITY		POLICY FRAMEWORK
Main OUTPUTS foreseen	Main OUTCOMES foreseen and PLANNED POTENTIAL IMPACT(S) • Enhancement of political will through support at the policy and operational level to key priority areas for action. • Strengthening of national capacities and mechanisms to develop policies on gender and to use them to implement actions in priority areas. • Strengthening of monitoring and accountability of progress on gender equality in priority areas through increased use of disaggregated data and gender responsive indicators. • Integration of a gender perspective in strategy formulation and in the budgetary process. • Exposing and documenting unwanted differences between sexes and providing new insight on these matters; contributing to greater efficiency in the use of economic resources and decreasing unwanted effects of policies.	Promoting non-discrimination and gender equality in society is an important feature of national policies, and is also integral to the international commitments that Moldova is to assume. Gender equality is dealt with in the following texts and laws: (i) Constitution of the Republic of Moldova art. 16. (2); (ii) Law on ensuring equal opportunities between women and men (no. 5-XVI of 9 February 2006); (iii) the National Action Plan to promote gender equality in society for 2006–2009 (Government Decision no. 984 of 8 September 2006 – abrogated); the National Programme to ensure gender equality 2010–2012 (Government Decision no. 933 of 31 December 2009).
	In relation to policy development • Both projects belonging to the cluster aimed at integrating a gender sensitive dimension into the major policy instruments developed by the GoM and promoting the implementation of these instruments with full consideration being given to this dimension, which is considered as a prerequisite for Moldova's sustainable development. At the beginning of the intervention, the gender dimension was taken into consideration only in specific policy frameworks, such as the National Gender Equality Action Plan, which was not fully satisfactory. Therefore, both projects aimed at incorporating it into overall policy development frameworks, such as the EGPRSP, in relation to the achievement of the MDGs¹⁵, and at getting a fully fledged strategy (and related action plans) on this issue adopted by the Government. This dimension was also to be fully reflected in the budgeting process and decision-making. This required starting with an analysis of the extent to which the gender dimension was actually considered in major policy areas (education, employment, pensions) and making recommendations on this matter. As a basis for this approach, the need for more disaggregated data was emphasised and promoted. In relation to institutional reform/capacity development • The projects of the cluster concentrated on reviving some existing structures such as the Government Committee on gender equality and on amending its structure to include representatives of civil society, on repositioning the existing gender focal points in the ministries in a more strategic manner, and on consolidating the DEO in the MLSPF as the lead governmental structure on gender issues. Relevant structures in charge of data collection and analysis were also to be strengthened while the Ministry of Finance (MoF) was to benefit from the gender sensitive budgeting approach and the enriched PER 2 review. In relation to direct assistance to final beneficiaries • This cluster of projects was not intended to have direct outputs at end beneficiary level. However, through pilot actions in some districts, it was intended that the local budgets would better reflect the needs of vulnerable categories of the population. The introduction of a new module in an ASEM master degree was also considered as an output directly relevant for end beneficiaries.	

¹⁵ GoM Decision no. 61 of 27.01.2004, regarding the approval and realisation of the Millennium Development Goals in Moldova.

BOX 9

INTERVENTION LOGIC FOR CLUSTER 3: PROMOTION OF THE RIGHTS OF USERS OF THE JUSTICE SYSTEM

- Main OUTCOMES foreseen and PLANNED POTENTIAL IMPACT(S)**
- MJ takes ownership of the outputs and incorporates them into the structure of penitentiaries and probation services.
 - The Government ensures the long term sustainability of the new services and procedures introduced.
 - The local ownership of the results is expected to be high, in particular for Community Justice Centres.
 - An increased use of, and effective implementation and supervision of, non-custodial alternative sentences.
 - Provision of effective legal and psychosocial assistance to all children entering the formal justice system.
 - Multi-disciplinary community-based services for the prevention of delinquency amongst children particularly vulnerable to conflict with law.

In relation to policy development

- A functional model of in-prison/post penitentiary assistance for social reintegration;
- A detailed programme for preparation for release developed and enforced through a regulatory penitentiary framework, and a general primary intervention programme for the social reintegration of former detainees;
- Assessment report on the efficiency of the current system of social reintegration of ex – detainees;
- A complete juvenile justice and child protection law reform in line with international standards.

Main OUTPUTS foreseen**In relation to institutional reform/capacity development**

- At least 30 prison staff from six prisons specifically trained on the preparation for release of the detainees;
- At least 30 community members trained on the enforcement of post-penitentiary probation as post-release probation officers;
- Creation of six pilot preparation for release units in prisons and nine social reintegration centres;
- Information material and publications for specialists and beneficiaries developed and disseminated.

In relation to direct assistance to final beneficiaries

- Up to 500 persons released from prisons assisted during pre-release and/or re-integration into the community;
- Reduction of the total number of children in detention by 50%, reduction of the length of pre – sentence detention of children by 50%, and ensuring 100% legal representation for all children deprived of liberty;
- Provision of services to children in detention by developing specialised educational programmes and materials for children in pre-trial detention, paying attention to the range of ages, abilities and average length of stay.

POLICY FRAMEWORK

Modernising and improving the efficiency of the judiciary system (development and implementation of reforms based on impartiality of the judiciary, improvement of performance and credibility of judges, and increased access to legal services) was included as a specific objective (1.2) in the NDS 2008–2011. In this way, preventing juvenile crimes by applying a set of special measures and programmes for minors at risk and their families, as well as by ensuring efficient social reintegration measures for ex-convicts, represent key elements for decreasing marginalisation and social exclusion. National policy in this field is more or less developed. It encompasses the following texts: (i) the Law on penitentiary system (1996), (ii) the Law on social adaptation of persons released from detention (1999); (iii) the Decision regarding some measures of social reintegration of persons released from detention (2009); (iv) the Ministry of Justice Order on approval of the conditions and forms of contract for the provision of psychosocial assistance to persons released from prisons and regulations for the compilation of the report on the evaluation of the convicted person (2008); (v) the Law on probation (2008).

BOX 10

INTERVENTION LOGIC FOR CLUSTER 4: MANAGEMENT OF ISSUES AND RISKS ASSOCIATED WITH EXTENSIVE MIGRATION

- Main OUTCOMES foreseen and PLANNED POTENTIAL IMPACT(S)**
- The government, through various bodies, will take ownership of the Electronic Case Processing and Informational System (ECPIS) and will continue its development, including allocating necessary resources.
 - The research on diaspora management and out-of-country voting will be incorporated into electoral legislation and it will trigger reforms in this area.
 - A comprehensive and effective migration legal framework will be developed, as a key instrument in the process of enhancing migration management in Moldova and its development in relation to international human and migrant rights standards.
 - There will be long term involvement of local institutions in providing direct assistance to victims of trafficking (VoT).
 - A self-sustainable VoT assistance system will be developed.
 - Better services for VoT will be provided at local and national level.
 - The number of VoT will constantly decrease.

- Main OUTPUTS foreseen**
- In relation to policy development**
- The Regulation on Return of Children and Adults – victims of trafficking (VoT), illegal migrants and unaccompanied minors, by Government and/or Parliament;
 - The capacity of the Migration Bureau (and other beneficiaries) to develop a sound migration legislative framework improved following the proposal of expert recommendations and delivery of several workshops.

- In relation to institutional reform/capacity development**
- Enhanced capacity of local institutions to take over direct assistance programme services;
 - Workflow management, human resource capacity, and analytical capacities of the Migration Bureau (and successor bodies after dissolution) significantly improved following the project's activities;
 - Selected personnel from the NMB¹⁶, MET, MFAEI, MIA, BGS, MITC and other migration management agencies (20–30 persons) have obtained basic and advanced database management skills through special training;
 - Establishment of a fully-functioning electronic case handling system (database) to provide the Moldovan Government with timely, accurate and structured data on migration-related issues as well as information for future policymaking research and analysis;
 - Selected personnel from migration management agencies (20–30 persons) benefited from analytic training, advice and recommendations on strategising techniques in the migration and development area, provided by visiting experts;
 - Improved knowledge of international migration and refugee law among NMB and other migration officers (as well as selected judges, lawyers and border guards) and creation of a special unit of migration law trainers;
 - Increased capability of the concerned officials to manage diaspora issues and understand out – of-country voting modalities.

- In relation to direct assistance to final beneficiaries**
- At least 400 victims of trafficking will have been returned safely to their places of origin and provided with reintegration assistance (at regional level).

POLICY FRAMEWORK

During the last few years, the Government has taken a range of measures to suppress human trafficking and to protect the victims. The Republic of Moldova has ratified several international acts on human trafficking: the UN Convention against Transnational Organized Crime and its Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (2000); the Council of Europe Convention on Action against Trafficking in Human Beings (2005), and the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography (2000). Law no. 241-XVI to Prevent and Combat Trafficking in Human Beings was adopted on 20 October 2005 and the Criminal Code and the Code of Administrative Offences were harmonised with international normative acts in the field (2005). Several documents regulating activities in the field were developed and approved: (i) the Law on prevention and combating the trafficking of human beings (2005); (ii) the National Plan of Action to Prevent and Combat Trafficking in Human Beings during 2008–2009; (iii) the Framework/Regulations on the Organization and Functioning of the Centres to Protect and Assist Victims of Trafficking in Human Beings (2006); (iv) the Law on labour force migration (2008); (v) the Law on prevention on combating domestic violence (2007); (vi) the Strategy of the National Referral System to Protect and Assist Victims and Potential Victims of Trafficking in Human Beings and of the Action Plan for the Implementation of the Strategy on the National Referral System to Protect and Assist Victims and Potential Victims of Trafficking in Human Beings during 2009–2011.

¹⁶ The National Migration Bureau was closed in 2006 and its responsibilities were taken over by structures within the MIA, MFAEI, and MLSF.

BOX 11

INTERVENTION LOGIC FOR CLUSTER 5: IMPROVEMENT OF LABOUR DEMAND AND SUPPLY MATCHING¹⁷

Main OUTCOMES foreseen and PLANNED POTENTIAL IMPACT(S)

- Improved quality and scope of courses offered within the VET system.
- Improved access to vocational education training for vulnerable groups of Moldovan society.
- Modernised information flows and forms of analyses that facilitate a flexible and demand-driven matching of job seekers, job availabilities and training possibilities.
- Increased use of new methods and services at the PES nationwide as well as further development of methods within the existing pilot offices/centres.
- Provision of better services to the most vulnerable groups (people with disabilities, young people aged between 16 and 18 and socially marginalised groups) as the result of a more inclusive labour market policy.
- Improved social dialogue concerning active labour market policy between the PES and other stakeholders.

Main OUTPUTS foreseen

In relation to policy development

- Some of the VET project activities are in between policy development and institutional development.

In relation to institutional reform/capacity development

- Development of the VET National Programme (secondary level and for adults);
- Development and institutionalisation of the system of career guidance and professional orientation;
- Development of standards for the modular training system and for the system of secondary vocational education and training, as well as for the VET for adults;
- Development of a system for providing targeted assistance to 16–18 years old, who typically fall between the PES and VET;
- Enhanced social dialogue between the VET system, central and local public authorities, including the PES and social partners;
- Development of guidelines for vocational training for identified vulnerable groups;
- System for the on-going transfer of information concerning labour market needs and demands to the VET system;
- Analysis and forecasting of the labour market;
- Development of the labour market information systems;
- Development of a communication strategy for PES;
- Development and dissemination of working methods in PES.

In relation to direct assistance to final beneficiaries

- Development of a job expo centre;
- Support to vulnerable and disadvantaged groups;
- Provision of systematic support to potential entrepreneurs through the vocational training system.

POLICY FRAMEWORK

The labour market is key to the country's economic policies. It is closely connected with the educational policies and with the system of social guarantee, because it affects the population's welfare and the sustainability of the social protection system. Labour market relations, professional training and linking the vocational training system to the labour market needs are regulated by the: (i) Education Law (1995), (ii) Youth Law (1999), (iii) Labour Code (2002), (iv) Law on employment and social protection of job seekers (2003), (v) Concept of secondary vocational education (2004), (vi) Regulation regarding professional and career guidance (vi) Classification Act and areas of specialty training for teachers in higher education institutions (2005).

¹⁷ The two projects included in this cluster are extremely closely linked. Initially, it was anticipated that the support to active labour market policies would take the form of one single project. This option was abandoned but both projects are the two strands of one single endeavour. There is some confusion between the output and outcome levels in the project documents. Both projects share the same overall objective of a more demand driven and flexible system supporting the integration of all types of job seekers into the labour market. The PES project assessment memo mentions outputs which are in fact outcomes and the VET project mentions specific objectives which can be considered as outcomes. In both cases, project components can be considered as outputs.

3.2.6 Summary of the main assumptions in relation to the five clusters

A number of assumptions made at programming stage were common to several projects and clusters while some were more specific. The main assumptions presented below are those which were common to several or all projects. It can be noticed that many of them were of such a general type that they could not be very instrumental during project implementation.

- Stability of the political situation enabling Moldova to continue on its path towards development and democracy and to pursue EU membership in the long term;
- Sustained commitment of the government to reform in the social sector and to a pro-poor type of targeted assistance;
- Sufficient commitment of authorities not only at national but also at local level;
- Low staff turnover in concerned public institutions;
- Willingness of public institutions to fully cooperate on the resolution of social issues for which they share or have complementary responsibilities;
- Absence of corrupt practices in concerned public institutions;
- Sufficient knowledge in public institutions related to international norms and standards;
- Sufficient absorption capacity in public institutions linked with capacity of the GoM to ensure adequate staffing and salaries in key social sector public institutions;
- Possibility of free and easy access to media for public interest campaigns related to critical social issues.

4 Findings and evaluative conclusions: answers to the evaluation questions

The evaluation questions below were agreed by the reference group at the end of the inception phase.

4.1 ANSWERS TO QUESTIONS ON RELEVANCE AND DESIGN (Q1 TO Q3)

4.1.1 Q1: To what extent have the projects implemented by Sida been in line with Moldova's main national development strategies and with the governmental strategies at sectoral level?

- **In relation to cluster 1: Development of integrated social assistance policies and services**

Within the EGPRSP, the social assistance sector has been acknowledged as being both expensive and inefficient in targeting the poor.¹⁸ The main problems of the system were the large proportion of categorical based benefits, the reduced number of community services and the high rate of institutionalisation.

The GoM had tried to propose solutions and the EGPRSP reflected these efforts, through its focus on two main objectives: (i) to improve the efficiency of the social benefits system by targeting the poorest; and (ii) to develop the social services system by diversifying and improving its quality, as well to develop and implement specific programmes for groups at risk, such as families and children and disabled people. The document also acknowledged the need to revise and strengthen youth policies. The proposed measures included the promotion of special programmes for groups of disadvantaged youth and youth at risk; the creation of a national network of youth service centres; and the consolidation of the social partnership with civil society, especially youth associations.

Other official documents emphasised the need to increase the efficiency of the cash benefits system and develop a new targeting mechanism,¹⁹ and to address the issues of institutionalisation prevention and the development of alternative family-based reforms for children at risk²⁰.

The Sida funded **MSIF II**, the **SAS**, and the **Protective environment for children projects** were developed in the framework of the above listed objectives and strategies, particularly of the EGPRSP.

¹⁸ In 2003, the poorest 13.7 % (lowest quintile) of the persons entitled to social benefits received only 13 % of the total amount of social assistance benefits, while the wealthiest 24.8 % (upper quintile) of the same population received 30 %. GoM/MET (2005). Report on Poverty and Policy Impact 2004.

¹⁹ Concept on the efficiency of the social assistance system (adopted in 2005 by the GoM).

²⁰ Strategy on the reform of the social assistance system (adopted in 1999) and National Strategy on Child and Family Protection (2003).

The increasing incidence of diseases such as HIV/AIDS, tuberculosis (TB) and sexually transmitted infections (STIs), especially among young people, was mentioned in the EGPRSP as being alarming. Therefore, one out of the four EGPRSP objectives for the health sector was to improve the prevention and treatment of these diseases, and the supported **Safer sex/AIDS project** answered this priority. At the level of sector strategies, the problems of prophylaxis and treatment of HIV/AIDS, TB and STIs were addressed in the National Programme on Prevention and Control of HIV/AIDS and sexually transmitted infections for 2001–2005, approved in 2001. The main objectives of this Programme were to improve prevention among youth and to ensure health care and social support for people living with HIV/AIDS and their families.

The **Safer sex/AIDS project** was fully in-line with Moldova's strategic priorities. The **Protective environment for children project** indirectly answered these objectives because the youth component was focused on peer – education activities related to HIV/AIDS prevention.

- **In relation to cluster 2: Enhancement of gender equality**

In the years before the elaboration of the Sida supported intervention, the priority given to gender in public policies had been highly inconsistent, as testified by the creation, then by the suppression and re-establishment, of the gender focal points network. The EGPRSP took into consideration gender issues but failed to reflect the importance of gender concerns in all its chapters. This did not prevent a policy framework on gender being in place during this period. The National Action Plan for 2003–2005 was operational and the preparation of the Law on equal opportunities for women and men on-going, and finally adopted in 2006. The main weaknesses of the then existing gender related policy documents were however that they continued to reflect a traditional perception, assimilating gender issues to women's social problems, and that their provisions were not matched by relevant resource allocation.

In 2004, the MLSPF requested Sida to provide a follow-up to its previous intervention, related to women's involvement in public life, and to build its new intervention on an overall needs assessment. This was followed by a consultation of all major stakeholders about the priorities that future interventions in this field should tackle. The decision was then taken to concentrate support in this area on building capacity for policy formulation, implementation and monitoring, on developing gender disaggregated poverty monitoring, and on increasing cooperation between civil society and governmental institutions.

The Sida intervention on gender issues was designed with the objective to activate the integration of this dimension into the country's strategic policy framework, starting with the NDS, and to better ensure the implementation of commitments ensuing from the ratification of the CEDAW Convention in 1998.

- **In relation to cluster 3: Promotion of the rights of users of the justice system²¹**

The EGPRSP identifies detainees as one of the vulnerable groups in Moldova, noting that 'the situation of convicts in state prison institutions is alarming', due to overpopulated prisons, degrading detention conditions and an increase in the number of inmates. It refers to access to justice and aims at developing and implementing policies and subsequent laws in

²¹ Assessment based on the analyses of officials and project documents

the area of legal assistance guaranteed by the state and at developing mechanisms for offering free-of-charge legal assistance for socially-vulnerable persons.

The **Ex-detainees reintegration project** was developed in the framework of the EGPRSP priorities.

In June 2003, the GoM adopted the National Strategy on Family and Child Protection, which mentions juvenile justice. The National Development Plan (NDP) 2008–2011,²² in draft version when the Sida funded **Juvenile justice project** was initiated, mentions among its priorities strengthening the juvenile justice system, ensuring decent detention conditions, improving legislation on alternatives to detention, developing the probation service, as well as preventing juvenile delinquency.

Through its initial support to UNICEF activities, Sida has contributed to better refining the objectives in the area of **juvenile justice** and, to some extent, to their inclusion in the NDP. The latest Sida supported project, still on – going, is directly responding to the priorities set by the NDP.

The National Strategy for Strengthening the Judicial System (NSSJS, 2007) identifies ‘streamlining the system of justice for minors’ as one major component with four objectives: evaluating the needs in terms of staff and infrastructure; law reform to increase due process and simplify legal proceedings; the specialisation of judges and staff through training, and establishing the infrastructure for the efficient functioning of the system of justice for minors. **The on-going Sida project, started in 2008, is responding to these specific priorities.**

• **In relation to cluster 4: Management of issues and risks linked with extensive migration²³**

Migration is a complex phenomenon that affects Moldova on a large scale; unofficial statistics say that up to one third of the population is living abroad on a temporary basis, and more than half of the population is directly or indirectly affected by migration. Moreover, remittances account for an important share of the country’s GDP. Under these circumstances, managing migration – in the sense of minimising negative effects and maximising positive ones – is naturally one of the country’s top priorities. The situation was the same back in 2004–2005 and the EGPRSP reflected this situation. Priorities in the area of labour migration were ‘bringing the internal legislation on migration in line with international standards, and making a comprehensive study on population migration and its consequences through the creation of an informational system and the improvement of the management of migration processes’. Surprisingly, the strategic document did not include any objective on the issue of trafficking in human beings, one of the major issues associated with poverty and extensive migration. However, the Law on Preventing and combating trafficking in human beings had been adopted in 2005 by Parliament and the GoM adopted three national action plans, respectively in 2001, 2005, and 2008, the second being under implementation when the Sida supported project started.

These documents together defined a deeper and broader approach on migration, with emphasis on migration management and anti-trafficking. From this perspective, the Sida intervention in this domain was fully in-line with Moldova’s strategic priorities.

²² The name of the National Development Plan was changed by the Moldova Parliament in the process of its adoption into National Development Strategy.

²³ Assessment based on the analyses of officials and project documents

It is important to mention that the NRS development was also supported through the Sida funded **Protective Environment for Children project**. Since this support eventually went to the International Organization for Migration's (IOM) activities as well, it will not be presented separately but **the coordination of intervention from various projects is relevant and must be noted**.

- **In relation to cluster 5: Improvement of labour demand and supply matching**

Emphasis on the development and optimisation of human resources was already present in the 2000 I-PRSP²⁴, and since then education has been considered as a major issue for the sustainable development of the country. Priority had however been given to pursuing efforts in support of primary education, in particular for vulnerable groups and to stopping the deterioration of early childhood education. Even if the I-PRSP also noted the need to review the structure of the secondary and professional education system, it was not considered as the most urgent priority.

Although some innovations were introduced in the VET system during this period, such as the development of colleges of further education, no overall consideration was paid to the comprehensive reform of this type of education, already showing clear signs of decline, such as a sharp decrease in the number of students, and sub-optimal use of facilities. The EGPRSP, acknowledging the progress made at the primary level, put its main focus on progress towards the universal access to secondary education and fixed the target of enrolment at this level at 88.9 %. So, even if the EGPRSP clearly intended to reconsider the place and the role of secondary professional education and to update the range of offered professions in consultation with social partners, the focus of this document was still not on the development of vocational/technical education as such, including in its quality dimension.

The Sida intervention on vocational education was based on a document setting out very wide priorities for the education sector and focusing more on access to secondary education than on the quality of this level of education. In this context, the design of the Sida project was in line with the general EGPRSP objectives but was probably overambitious.

The context was different for the second strand of the Sida support to improved matching of labour supply and demand. The **PES project** was a continuation of a previous large scale intervention, launched in 2001 on the basis of the I-PRSP. The latter already gave high priority to improving the functioning of the labour market, to developing a comprehensive analysis of its evolution and to evaluating the efficiency of the existing labour market programmes. The EGPRSP complemented this approach by underlining the still weak capacity of the employment services. It pointed out that the low level of registration of the unemployed could at least partly be attributed to the inadequate capacities of these services to deal with employment issues and to offer appropriate material aid to job seekers. The EGPRSP also noted the worrisome situation of youth unemployment as well as the critical situation of the socially vulnerable (persons with disabilities, ex-detainees, drug addicts) on the labour market.

²⁴ Interim Poverty Reduction Strategy approved by the GoM on 29 December 2000 and updated on 24 April 2002.

The Sida designed intervention – with focus on development of the labour information system, labour market forecasting, improvement of employment service methods and practices, specific attention to vulnerable categories, etc. – was in harmony with the well defined requirements of the EGPRSP.

4.1.2 Q2: When designing the intervention, how far did Sida take into consideration the contribution of other donors also active in the social sector?

Sida was one of the first donors to enter the social assistance sector at the end of the 1990s, and could therefore cover critical areas in this field. Implementation of the EGPRSP and a more active presence of other donors increased the need for better coordination and planning of Sida's interventions.

The design of each intervention was based on an analysis carried out by Sida, which became part of the project's initial assessment memos. In these analyses, special attention was paid to the identification of the presence and activities of other donors in the proposed areas. This allowed Sida to identify segments with a weak coverage and to target its interventions better.

The preliminary analyses identified areas with a big concentration of donor support, areas not covered at all by donors but requiring intervention, and areas where only one donor was present. For example, in the field of the social reintegration of ex-detainees, when Sida planned its intervention, no active major international donor had been identified, while, in the areas of juvenile justice and migration, the key active organisations were the IOM and UNICEF respectively. When, in some areas, the presence of several donors had been identified, intervention proposals were drawn up and coordinated. For example, when designing the project related to the effectiveness of the social assistance benefits and services, joint discussions between Sida, DFID, and the WB resulted in a joint Project Concept Note.

- **In relation to cluster 1: Development of integrated social assistance policies and services**

The first analysis of the donors' support to the social sector was carried out in 2005 by DFID in partnership with Sida and other active donors in this sector. The aim of this exercise was to harmonise, coordinate and improve the efficiency of the donors' activities and align them with the priorities established in the EGPRSP. In addition to Sida, the main active donors in the social sector were the WB, UNICEF, EU TACIS, EC FSP, DFID, ADA, USAID and some international NGOs present in Moldova (such as Every-Child, Counterpart International, etc.)

The second analysis of the donors' support was conducted in 2008 through an exhaustive mapping exercise conducted by Sida with DFID and the Social Protection Coordination Group of the MLSPF under the SAS project. Its aim was to get an update of all international assistance to the social protection sector and to define the action to be taken, both by donors and by the MLSPF, to improve the coordination and consistency of the interventions in support of the sector.

The main Sida interventions for the social assistance cluster were decided following the request of the GoM to ensure the continuity of the projects implemented in this field and as a result of the participative assessment.

The design of the projects was based on discussions with key donors in this area. The SAS project was conceived together with DFID, which contributed to half of its estimated costs. The **MSIF II project** was conceived at the initiative of the WB, which offered Moldova

a new loan for the implementation of a second MSIF programme, and **requested that Sida, which had supported MSIF 1, help increase community mobilisation and develop a network of community social care services aimed at reducing demand for institutionalisation**²⁵.

- **In relation to cluster 2: Enhancement of gender equality**

The main Sida intervention in the gender cluster was decided after a participatory needs assessment, involving members of the donor community, together with governmental partners and NGOs.

Sida had always played a leading role in this sub-sector, and reports of the **Promoting gender equality project** indicate that some of the project activities also intended to make other donors further integrate the gender dimension into their own interventions. The mechanism for doing that seems to have been limited and the impact of this ‘lobbying’ activity could not be confirmed. However, **the design of the projects of the gender cluster included active dialogue with other donors**. The above mentioned project was conceived with UNIFEM which contributed funds from its core budget. A contribution from DFID allowed the funding of its media component, later successfully implemented. The Austrian Development Agency (ADA) contributed to the cluster by providing funding for its gender responsible budgeting part. The **PER2/gender analysis project** was conceived at Sida’s initiative in order to complement the general budget review undertaken by the WB. It analysed from a gender perspective, public spending in education, labour market policies and programmes and in the pension system. Relevant mechanisms such as the creation of a task force on this topic, which included the project implementer, the Institute of Policy Management (IPM), the relevant national authorities and the WB, were put in place but led only to mitigated results.

- **In relation to cluster 3: Promotion of the rights of users of the justice system**

In the field of justice, the Sida intervention supported the work of the major organisations involved in this area and those holding key positions affecting the targeted groups, ex-detainees and juvenile offenders.²⁶

In the area of juvenile justice, when the MJ decided to start the reforms, no donors were active in Moldova but UNICEF had the issue high on its international agenda. The MJ therefore approached UNICEF, who, at that time, was implementing the **Protective environment for children project** with Sida support. UNICEF has greatly contributed to putting the issue on the agenda of the public authorities and **Sida has ensured adequate coordination of the efforts of the donor community**.

The most active organisations working with detainees, both pre – and post-penitentiary, are charities associated with various religious groups, and occasionally bilateral donors. These organisations support small, focused projects, and not a comprehensive approach to the issue. The exception is the Soros Foundation Moldova, which focused on the rights of (ex-) detainees within its Law Programme. By joining forces with this Foundation on the **Reintegration of Ex-Detainees Project, Sida filled a gap in international assistance in this field**. It aimed at a comprehensive reform of the social reintegration

²⁵ Sida Assessment memo (17/06/2004).

²⁶ Conclusion based on interviews with key actors from state institutions in the justice system and donor representatives.

mechanism and helped in leveraging funds and promoting the best practices of various small projects.

• **In relation to cluster 4: Management of issues and risks linked with extensive migration**

In the area of migration, the situation is to a large extent similar to that of juvenile justice. The IOM is the key agency working with the GoM and ensuring coordination between donors²⁷. It is not only bringing its international expertise but is also actually leveraging funds for migration and related issues (including anti – trafficking) by being involved in most of the important projects and actively supporting the efforts of the public authorities. Following the decision to include migration as a priority in its own strategy, **working with the IOM was the logical choice for Sida and this has led to good coordination with the work of other donors**. During the implementation of anti-trafficking activities within the **Protective environment for children project**, attention has been paid to other initiatives, complementing the intervention, such as the Fight Against Child Trafficking UNICEF/SDC Project.

When the **Migration Management Project** was designed, TACIS was financing a comprehensive programme for enhancing Border Control Management and the IOM was its main implementer. This has reduced the risk of overlapping since the very beginning. Other donors present in the field were USAID and UNDP, with smaller projects, on combating irregular migration, human trafficking, and illegal transit. **The Sida supported project has taken into consideration and built on the results and experience of past programmes**.²⁸

• **In relation to cluster 5: Improvement of labour demand and supply matching**

Due to the high level of continuity between the 2001–2004 and the 2006–2008/9 Sida funded projects in support of the employment services, and to the good cooperation established between the project implementers, the Swedish Public Employment Service (AMS), the ANOFM and the responsible Ministry,²⁹ there was no major requirement to consult the donor community on this matter, as **continuation of the Sida assistance was clearly the best option**. Furthermore, the interest of other donors in this sub-area was relatively low.³⁰ The design of the **VET project**, although based on relevant information on the prospects for other interventions (to be funded by Switzerland and Lichtenstein) did not incorporate a global assessment of the implications of past interventions by other partners in this area, for example of the former EC TACIS intervention, or the possibility to develop synergies between the planned projects. The Sida supported project was the only one to have a global objective of reform of the VET system while both the SOMECS³¹ and CONSEPT³² projects, funded by Switzerland and Lichtenstein, were more limited in their scope. The three projects managed to conclude a cooperation agreement later in their

²⁷ For example, the Centre for Protection and Assistance of Victims and Potential Victims of Trafficking Chisinau, managed by IOM and MLSPF, has been supported by several donors over the year. Among them, the SDC has contributed to the establishment of the centre through its CIS Anti-Trafficking Programme – CAT.

²⁸ In addition to the interviews with donors and state representatives, the analyses of various documents resulted from the mentioned projects has led to these conclusions.

²⁹ At that time the Ministry of Economy and Trade.

³⁰ Sida assessment memo related to the PES project (2006).

³¹ SOMECS: Moldovan Occupational Standards, Assessment and Certification.

³² CONSEPT: Strengthening Vocational Training in Moldova.

implementation, which remained restricted to a few topics and finally focused almost exclusively on the development of a new curriculum for a specific occupation.

4.1.3 Q3: To what extent have the Sida supported projects been able to adapt to changes affecting their beneficiaries, context, and partners or to changes in other external conditions?

The Sida intervention has coincided with a series of administrative reforms at both central and local levels. During the 2004–2007 period, the major challenge was the changes in the structure and leadership of the institutional partners and beneficiaries of the Sida supported projects. At national level, the MLSPF and MoH were reorganised twice each; at local level, the 2007 elections brought changes among mayors and local councillors. This situation had a negative influence on the capacity of the personnel within the social sector, while similar changes in the administrations of rayons created some delays for some project activities.

- **In relation to cluster 1: Development of integrated social assistance policies and services**

As regards the **SAS project**, the appointment of the new minister in 2007 led to the revision and adjustment of the timetable for some of the project's key milestones. **The introduced model of quarterly planning and reporting allowed the project to catch up with its work plan, previously delayed due to political uncertainty.** For the **MISF II project**, the changes in the administrative structure of the rayons after the local elections somewhat delayed the start of the centres' reconstruction and many of them became functional only in 2008–2009. In response to that, **the project focused on the capacity building component of the centres' staff.**

The implementation of the **Protective environment for children project** was also hindered by frequent political changes, leading to a lack of progress on legislation development. In addition, poor coordination and ambiguous definition of responsibilities among the MLSPF and the MEduc led to delays in the implementation of its deinstitutionalisation component. **The response consisted in focusing on advocacy and on improving the information flow through involved public bodies.**

The **Safer sex/AIDS** project also faced some external problems, such a conflict developed around the Basic Life Skills education course, introduced in Moldova's schools, whose content was questioned by some religious organisations which extended their protest to the campaign itself. **Through constructive dialogue with relevant parliamentary committees, the Sida supported project manage to overcome the problem,** and the importance of campaigning to prevent HIV/AIDS among youth was agreed. During the second campaign, the project, enriched by this experience, involved the Moldovan Orthodox Church as a cooperation partner.

Generally, Sida's projects have thus been flexible and capable enough to face challenges brought by various changes in their implementation context.

- **In relation to cluster 2: Enhancement of gender equality**

No major adaptation was needed within this cluster. In spite of a high staff turnover, the Ministry in charge of coordinating gender policies remained stable as far as the gender dimension was concerned. The strong relationship established at the outset of the

elaboration of the project **Promoting gender equality** developed in a satisfactory manner throughout the whole period. It was on Sida's initiative that the WB, working with the GoM on the preparation of the second Public Expenditure Review, decided to incorporate into its review an analysis of the way the budgeting process was integrating the gender perspective, at national and local levels. The main objective of this work was to improve knowledge about the effects of public authorities' choices in public spending respectively for men and women. This would then help steer the budgetary execution towards pro – poor policies taking into account gender differences. This approach, welcomed by the WB, was not sufficiently shared by the national authorities and in particular by the MoF, to become really effective. While case studies were conducted in pilot districts, they never led to concrete changes in the way local budgets are prepared and executed. Furthermore, the failure of the WB to take the rest of the PER 2 to its full discussion stage and presentation to the Moldovan authorities limited the effect of Sida's support for the introduction of gender responsible budgeting (GRB).

- **In relation to cluster 3: Promotion of the rights of users of the justice system**

To a large extent, the issue of juvenile justice has been moving up the public agenda thanks to the Sida supported UNICEF projects, as explained above. The development of national strategies and the implementation of the two projects were and continue to be synchronised. **The Sida intervention logic proved its flexibility when this issue was brought up initially.**³³ There were no activities in the area of juvenile justice included in the initial proposal of the **Protective environment for children project**. However, the subject rapidly moved up the agenda of the GoM and both UNICEF and Sida quickly offered assistance to the Moldovan public authorities. This led to better defining the objectives and measures related to juvenile justice, and to their appropriate formulation in the NDP 2008–2011. With the juvenile justice related objectives and measures included in the NDS, the **Juvenile justice project** – currently implemented – has continued supporting the relevant institutions to achieve these aims. **During implementation, Sida has tried to respond to the State's needs by continuously adapting its work.** Regarding ex-detainee related activities, no major changes in the environment were encountered.

- **In relation to cluster 4: Management of issues and risks linked with extensive migration**

During the early stages of the implementation of the **Migration Management project**, the main beneficiary and national partner, the National Migration Bureau (NMB), was dissolved and its responsibilities taken over by three other institutions: the Public Employment Agency (ANOFM, at that time under the MET and later under the MLSPF), the Migration and Asylum Bureau of the Ministry of the Interior, and the Ministry of Foreign Affairs and European Integration (MFAEI) (Consular Department).

The first of these changes was major and put the project on hold for several months, until the **implementing agency and the donor could identify relevant counterparts and re-think the project's objectives.**³⁴

The fragmentation of responsibilities between several agencies weakened the GoM's capacity to develop sound, integrated migration policies and affected the project's

³³ It is the common opinion of all interviewed stakeholders.

³⁴ The analyses of the documents provided by the mentioned state institutions and the interviews with their representatives have helped in understanding the context and making this assessment.

potential to lead to more ambitious outputs such as the adoption of a comprehensive migration policy. To some extent, however, the project staff managed to successfully adapt towards achieving various promising outputs. For example, the support for the Bureau of Migration and Asylum (BMA) has helped the beneficiary to more rapidly integrate its new responsibilities and to obtain the necessary funds from the budget of the Ministry of Information Technology and Communications to develop the software that is currently in use. The studies about the diaspora and out-of-country voting were used as inputs by the Electoral Committee to develop a new project in this direction. The project is being implemented with UNDP support, and the result may be a much friendlier voting mechanism for citizens living abroad. The training sessions in the area of negotiations of bilateral agreements regarding the reintegration of migrants – not included in the initial project but requested by the beneficiaries – are proving useful when such agreements are being negotiated. Even if the actual results are weaker than the ones expected in the original project, **the capacity to adapt to the new context has led to some good results.**

The work in anti-trafficking was less affected by the major institutional changes but this issue has a continuously changing nature. The response to this problem is the NRS model itself, which includes the establishment of a multi-disciplinary team, able to adapt to the wide range of actual situations.³⁵

- **In relation to cluster 5: Improvement of labour demand and supply matching**

Important institutional changes affected some of the partner and beneficiary institutions in this cluster during the period under review. In the employment sphere, responsibilities were transferred from the MET to the MLSPF in 2008. This situation, however, does not seem to have created any disruption in the continuity of the ANOFM project, probably thanks to the transfer of the employment personnel to the restructured MLSPF and to the continuous role of the Deputy Minister in charge.

On the other hand, **fluctuations in the leadership of the MEduec, partner of the VET related project, had significant negative implications on the implementation of the Sida supported project.** The MEduec saw the appointment of three different ministers throughout the entire period and changes at the highest level were reflected at departmental level, affecting the continuity of the work of the Vocational Education Department. In addition, the department in charge at one stage merged with another ministerial service, only to get separated again later. These fluctuations meant that the project had to repeatedly conduct presentations of its work to newly appointed officials and to repeatedly discuss with them the work already done on the VET strategy component. Poor management of the interaction between the elaboration of the new Education Code and the elaboration of the VET strategy also affected the project. When, after multiple consultations of the main stakeholders, it submitted a strategy for the reform of the VET sector in 2008, it was found that this document could not be approved pending the adoption of the Education Code. This code, which has remained in a draft form until now, was not finalised until the project's end and therefore the proposed VET strategy remained on hold until then. The need to first draw up a general policy framework for the overall educational system before preparing specific strategies is legitimate but this pre-condition should have been clarified at the project's outset. Until the end of its extension

³⁵ All conclusions related to NRS in this paragraph and below are based on interviews with relevant stakeholders and analyses of how the system works in the Chisinau, Hincesti and Cahul rayons (interviews with local actors). There has been a remarkable convergence of these opinions, as underlined in the final section.

period in 2009, **the project attempted to adjust to new requirements**, and shortly after entering into a renewed cooperation with the MEduc, submitted a revised strategy document, the Programme for Rethinking the National VET System in Moldova 2010–2012, to the newly appointed Deputy Minister. At that stage, Sida's understandable refusal to grant an additional extension meant this new policy document did not get the chance to be further processed at ministerial level.

4.2 ANSWERS TO QUESTIONS ON EFFECTIVENESS (Q4 TO Q8)

4.2.1 Q4: How far have the Sida projects achieved their expected results across the five clusters? Which indicators have been used to measure project achievements?

At an overall level, the EGPRSP and the NDS contain a set of performance/process indicators, which were and are monitored annually, including for the social sector. The performance of external support interventions, including Sida projects, was monitored annually by the National Coordination Unit (NCU) of external support. The NCU was working under the MET until the end of 2008, and, following the adoption of NDS, it moved to the State Chancellery, where it remains.

Since there is no indicator at strategic level in the Sida-Moldova cooperation strategy 2004–2006, the main reference, for assessing achievements, remains the project proposals and their stated expected results.

- **In relation to cluster 1: Development of integrated social assistance policies and services**

The MSIF II project had a logframe with monitoring indicators and procedures approved in the Project Concept Document.

The achievements of the **SAS** and the **Safer sex/AIDS** projects were measured at the national and local levels, as stated in the project proposals. These results can be grouped into five domains: legislative and policy development; institutional reform and capacity building; community development; knowledge on HIV/AIDS and communication; external support and better coordination. For each domain, the main indicators of success are respectively: status of the proposed new legislation and policy (drafted, adopted, adjusted, in action); institutional framework for targeting social care services established and use of strengthened capacities; number of communities which developed services for specific groups; number of media and communication campaigns; number of involved donors.

The expected outputs were achieved, especially in relation to the development of a legislative and regulatory framework, by: (i) introducing a new poverty benefit based on a targeting mechanism; and (ii) organising the social assistance services system by levels (primary, specialised, highly specialised), and separating them from educational and health services. The legislative and institutional changes have been accompanied by the required investments in social assistants' capacity building.

At the local level, 32 community centres were opened for groups at risk, and a certain number of vulnerable people benefited from support services from social assistants.³⁶

³⁶ WB (2009) Final Report on Implementation of the Sida Grant for Development of Social Care Services in Moldova (TF054460). According to the indicators of implementation of the Social Care Services Component of the MSIF-II Project, the initial target was to create 30 community care centers in six pilot rayons. Out of 45 received subprojects, 32 proposals were selected and approved.

Communities were better informed on HIV/AIDS transmission channels, and their vision of affected people slightly changed.³⁷

The Protective environment for children project has made good progress towards its objectives but not all of its results have been achieved. The policy making process in the area of child protection has improved. Both a good understanding of the difficulties and commitment to answering the stringent needs are present at all levels of the public institutions. The MLSPF is slowly taking leadership in the field and the network of social assistance is providing increasingly reliable on-the-ground support. The National Strategy and Action Plan for Deinstitutionalisation (2007–2012), approved in 2007, and the National Programme on the Development of an Integrated System of Social Services (2008–2012), approved in 2008, are a good framework for policy development in the area of child protection.³⁸ The input of the **Protective environment for children project** was important for their adoption, in terms of consultancy, research and institutional support. The weak points remain the implementation of the action plans, which have been slower than expected due to lack of financing, and the coordination between ministries, in particular with the MEduec, which still has the main responsibilities for the education of children in residential institutions. Although the project has contributed to better data collection and the development of standards, monitoring and evaluation remain critical.

In the area of the development of services for children and youth, the project has successfully leveraged funds to contribute to the advancement of Early Childhood Education. UNICEF, the implementing agency, was also the Lead Agency for Education for All/Fast Track Initiative, which is the main instrument supporting the GoM's efforts to reform pre-school education. Within the framework of the project, it has been supporting the development of new curricula, learning and development standards for children, professional standards for teachers, and methodological guidance on Early Childhood Development. These results have been pursued by the EFA/FTI³⁹ (capacity building by training teachers and managers, developing standards, developing informational systems for ECD management, and the physical rehabilitation of educational facilities). Another success was the support to the work of the National Network of Youth Centres, for their services and peer-to-peer activities; the achieved results can be measured by the constant increase in the number of peer-education activities (over 4,000 yearly) and participants (up to 40,000 during the project period). With project support, the Regional Resource Centres for Youth have been included in the medium-term expenditure framework (MTEF), which contributes to their sustainability. A pilot project has been successfully developed with Motivation Association.

The **Protective environment for children project** has also contributed to the development of the NRS for victims of trafficking and the advancement of juvenile justice, and these activities are taken into consideration in the respective clusters.

³⁷ Opinion expressed by UNAIDS and MOH representatives during the individual interviews, also confirmed by the results of the focus group with NGO "Youth for the Right to Live" participants in the communication campaigns.

³⁸ Opinion expressed by UNICEF and DFID representatives within the framework of individual interviews.

³⁹ Education for All – Fast Track Initiative.

- **In relation to cluster 2: Enhancement of gender equality**

The Sida specific intervention – in two closely interconnected projects – related to gender equality was conceived to allow this dimension to be considered both in its own right but also as a cross-cutting dimension. Following the comprehensive and participative needs assessment, the emphasis of the main project of this cluster, **Promoting gender equality**, was twofold. In order to ensure the achievement of the most important conditions for gender mainstreaming, it concentrated on both developing a sufficient capability within the state machinery to elaborate policies and measures in this field, and on the production and adoption of the overall framework through which gender equality would become a fully fledged feature of any public decision.

The intervention supported by Sida managed to safeguard and upgrade the status of the MLSFP units in charge of the coordinating role in this area. It also enabled the participatory process to lead to several well achieved results: revitalisation of inter-governmental cooperation and improved inclusion of civil society at central level; formulation and adoption of a new, comprehensive medium term strategy and of its related action plan; integration of this dimension in policy documents, such as the NDS linked with the MDGs; and improved quality and comprehensiveness of gender related data and statistics.

This positive assessment should however not hide the fact that gender had in the past been the subject of several strategies and action plans, leading to disappointing levels of implementation due to the scarcity of allocated resources. There is at present no indication that all measures included in the umbrella gender equality strategy 2010–2015 and its action plan will find sufficient state funding.⁴⁰

The awareness of the importance of resource allocation for effectively dealing with the gender dimension led Sida to integrate responsible budgeting as a common theme to be treated through both projects of the cluster and to complement the above mentioned main project by another intervention, the **PER2/gender analysis**. The main desired result of the GRB component was to develop sensitivity to the gender dimension in budgetary matters through an appraisal analysis of the state budget and of the way financial allocations in three policy areas (education, employment programmes, and pensions) were distributed to women and men, and how they affected their socio-economic condition. This analysis, which was intended to be followed by recommendations on how best to design the budget to promote gender equality in public spending, was successfully conducted and its results disseminated to a number of stakeholders. However, it remained largely ignored by the main interested parties and in particular by the MET and the MoF. This was due to the fact that: i) **the PER2/ gender analysis** project was conceived to complement the WB led PER, the ownership of which was not strong in the MoF; ii) **the whole PER process was left unfinalised by the WB and therefore the dissemination of results, including those which the Sida project intended to form a specific chapter of the review, remained mainly limited to donors, civil society and academic circles**. While GRB is now planned as one element of the gender strategy 2010–2015, the conditions needed to start implementing this approach still do not appear to be in place in the main relevant state institutions.

- **In relation to cluster 3: Promotion of the rights of users of the justice system**

Results from the Sida supported projects in the field of justice were expected at three levels: legislative and policy development, institutional reform and capacity building, and

⁴⁰ Concern expressed during the focus group of gender focal points.

direct assistance to beneficiaries. For each level, the main indicators of success are as follows: status of the proposed new legislation and policy (drafted, adopted, in action); existence of new structure and institutions, use of strengthened capacities, and number and situation of assisted beneficiaries, respectively.

The evaluation of results within the present cluster has to take into account two aspects related to the juvenile justice projects implemented by UNICEF with Sida support. First, the initial plan of the **Protective environment for children project** did not include specific activities on this issue. During project implementation, the MJ approached UNICEF asking for support on this matter, prompting a positive decision by both the donor and the implementing agency. The issue was considered important by all stakeholders, so a second project, dedicated to this issue, started in 2008 and will continue until the end of 2011. The inclusion of the juvenile justice priorities in the NDP and the agreement on the **Juvenile justice project** were considered by the donor as the main results of the juvenile justice component of the **Protective environment for children project**. The other important aspect is that the second project is under implementation and, therefore, a complete result evaluation is impossible.

The expected outputs were largely achieved at each of the three above-mentioned levels, mainly in relation to the reform of the legislative/regulatory frameworks.⁴¹ The rights of the two vulnerable target groups progressed on the public agenda and were properly addressed in the relevant national strategies (NDP and NSSJS⁴²). All the legislative proposals foreseen at the beginning of the intervention, related to penitentiary and post – penitentiary rehabilitation and the enhancement of the rights of children and juvenile offenders, have been either adopted by Parliament, Government or other agencies – or are nearing adoption. The legislative and institutional changes have been accompanied by the necessary investments in capacity building, in particular human resource training, although continuous training is still necessary. Last but not least, a higher than originally expected number of beneficiaries have directly benefited from the provisions of the newly provided services.

• In relation to cluster 4: Management of issues and risks linked with extensive migration

The overall goals of the Sida supported projects were to strengthen the GoM's capacity to manage migration, and to create a functional and self-sustainable system for assisting victims and potential victims of trafficking, within the public institutions of Moldova. It can not be said that the GoM now has the capacity to actually manage migration, nor that the anti-trafficking structures are self-sustainable and fully functional, and the IOM remains an important actor of the system. However, restricting an evaluation to this general level is definitely too simplistic when confronted with a phenomenon as complex as migration.

In spite of these limitations, several specific objectives of the projects have been achieved and progress has been made, with important results: an action plan was produced to outline the further development of a better system for data and information collection at the local level, laying the basis for further development of the SIIAMA; the capacity of key state institutions has been strengthened through a series of training sessions, study tours and research on diaspora and remittances; and the model of the NRS has been developed, piloted, incorporated into the legislative and regulatory framework and is gradually being expanded at national level.

⁴¹ The conclusion is a synthesis of the information gathered from interviews and analyses of relevant documents (both project documents and official documents). The existing evaluative reports mentioned in Annex 9.4. were particularly useful.

⁴² National Development Strategy and National Strategy for Strengthening the Judicial System.

- **In relation to cluster 5: Improvement of labour demand and supply matching**

The attainment of the intended results is contrasted in this cluster. While, at an initial stage, the two projects of this cluster were conceived as one single intervention, they were separated at the end of the programming stage and became de facto independent projects. Each of them had a specific well developed implementation matrix and they were implemented through two different types of contracts, one granted to a public institution, the Swedish Employment Agency (AMS), and one granted to a consultancy company, HIFAB.⁴³ Keeping an overall supervision for two projects which had evolved into quite distinct interventions was probably not the most appropriate option to guide each of them towards achieving their objectives. The late restructuring of the projects also had negative consequences for an important target group, the 16–18 year-old group of potential or actual dropouts from the educational sector. Initially present mainly in the **PES project**, this target group related output was withdrawn from it on the assumption that this age group was supposed to be under the responsibility of the educational system. It was therefore added to the dropout component of the **VET project**, where little could be done to improve the follow-up of these vulnerable youngsters.

The results of the VET project have been disappointing. This was in spite of a high level of consultation and dialogue between partners who were not previously used to working together and of exposure for many of them to foreign experiences. Deprived of the impulse expected to come from fast approval of the VET strategy, the project merely put in place a series of pilot initiatives whose strengths and weaknesses were not systematically analysed to become the basis of broader implementation and possible adoption at national level. This was unfortunately the case even for promising pilot initiatives which required little additional work to be pursued further.

This was also the case of the development of the modular approach to entrepreneurship, successfully tested and ready for dissemination with an already trained core of trainers, which was never given the green light by the MEduc for further development. It also applied to the component of the project related to career guidance and orientation, for which a school based and a district based approach were developed in the same location but were never analysed and assessed to see how both these structures could complement each other or which one should receive priority. The important component of the project related to curriculum development, was limited in its scope. Only a few occupations were piloted in a limited number of vocational institutions of various levels. It nevertheless introduced a new approach to curriculum drafting, based on a well confirmed sequence, adopted in most European countries and beyond: the development of occupational profiles involving the participation of professionals from the concerned economic branches; the identification of corresponding competences and skills; and the transposition of this background information into educational programmes which could be separated into modules. Unfortunately, the piloting of the curricula developed through this approach never went further than a few groups of students trained according to this new approach for one profession (plasterer) during the project implementation. The other professions planned to benefit from the development of a similar approach went even less far in their development.

Apart from the weakness in the policy component, one of the main reasons explaining why the piloting of good initiatives did not turn into effective results was the poorly

⁴³ Hifab International – a Swedish consultancy company.

conceived VET Development centre. The Republican Centre for VET Development (RCVETD) was conceived to be the main operational tool for transforming the project initiatives into implementable innovations to be refined and introduced into the system. Set up on the basis of one single institution, without inputs from other pedagogical research bodies, it never attracted the necessary resources and funding. Its activity declined significantly after the end of the project, and its permanent staff was substantially reduced.

The **PES project** results are substantial for most of its components, although some of them can be considered as fully achieved and others only partly.

The major achievement of the PES project was the complete overhaul of the information system of the ANOFM, which has permitted the synchronisation of information between its local and central levels. Thanks to this project, the ANOFM has, on a real time basis, all required information on the status of vacancies and jobseekers and can monitor its performance and its services.

This work is closely related to the development of labour market forecasting. This was also handled successfully by the project but remains fragile and is not yet fully used by all stakeholders. The dissemination of improved working methods has mainly concerned the pilot agencies and a large part of the network remains in need of further support on this matter. This is also the case for the new approach promoted by the project for several vulnerable groups. This approach, which went through a peak of activity in pilot agencies at some periods of the project, has not been really consolidated. The Chisinau Job Expo Centre is an attractive structure, recently further improved by the Call Centre established under the EU supported Labour Mobility project, but which, in spite of that, has certainly not yet fully developed according to its initially intended model.

4.2.2 Q5: Are the benefits of the Sida supported interventions in the five clusters actually reaching and being used by their intended beneficiaries?

• In relation to cluster 1: Development of integrated social assistance policies and services

The projects implemented with Sida's support have contributed to increasing the capacity of the social assistance system to provide better services to beneficiaries. All the achieved results are being used fully by their intended beneficiaries.

About 80 % of the resources of social support benefit are reaching the poorest groups (lower quintiles I and II). Over 50,000 of the poor families from the estimated 72,000 eligible households currently receive the social support benefit.⁴⁴ The monitoring of social support data remains problematic and the capacity of the MLSPF to use the MSAS database⁴⁵ is low. In spite of staff training, the performance remains unsatisfactory, and data, collected at the local level are stored at the MLSPF, which, without external support, is unable to use it.⁴⁶

The institutional framework of integrated social services has been strengthened. During project implementation, 595 community social assistants

⁴⁴ MLSPF (2010); Annual Social Report 2009; analysis of the impact of cash benefits on poverty and social exclusion, based on HBS 2009 data.

⁴⁵ Moldova Social Assistance System database.

⁴⁶ Concern expressed by DFID and WB representatives during individual interviews.

received initial training in social care, 800 community social workers participated in continuous training programmes and the capacities of the 190 service managers and of the 220 supervisors have been strengthened. The communication level between the LPAs and local communities has increased, with 32 social care centres created and functional. As a result, the demand for residential care has decreased. Weak points concern the inadequate locations of some centres, and the lack of the LPAs' capacity to cover transportation costs.⁴⁷

As a result of communication campaigns, youth knowledge about HIV/AIDS transmission has increased. Post-research campaigns show that 74 % of the target audience was covered by campaign materials, considered clear and understandable. 42 % of the interviewees immediately recognised the materials, and 29 % recognised campaign materials after the first prompt. The materials of the campaigns were taken up by the youth NGOs, which currently use them in their activities with young people. The meetings of the technical communication working group are regular, and prevention measures are included in the political agenda. The tolerance of mass media towards the target group has increased and the frequency of discriminatory and/or aggressive messages has decreased.

The activities within the Protective environment for children project have successfully reached their beneficiaries in three ways. Firstly, the central institutions such as the MLSPF, MEduc, and, later, Ministry of Youth; local beneficiaries such as mayors and secretaries of mayors; teachers using the guides and methodological materials; and the network of social assistants, are all using the received knowledge and skills to the full. Secondly, the legislative and regulatory framework has been considerably strengthened by the adoption of the above mentioned strategies, and of a number of secondary legislation texts. Thirdly, the final beneficiaries are, to various extents, benefiting from the achieved results. Youth and children involved in Early Childhood Development (ECD) programmes are benefiting to a larger extent but there is still a lot to do in the area of deinstitutionalisation, and the pilot for inclusive education has not yet been further developed and extended. The results related to children's deinstitutionalisation were not fully achieved during the project timeframe. The number of children placed in residential care has decreased but still between 10 and 15 % of the cases reviewed by gate-keeping commissions are recommended for institutionalisation yearly. Only a few institutions have been closed (from 63 in 2006 to 51 in 2009) and some of the residents moved to other institutions.

The youth component of the **Protective environment for children project** is a good example of how far relatively small contributions can lead. The Youth Media Centre was established in 2004 through a partnership between Chisinau, UNICEF and the Netherlands Embassy. The Centre's capacity, strengthened by the Sida intervention, is now offering a large range of courses for children and youth aged 14 to 22, covering writing, radio, video and photography. Currently, the Youth Media Centre and Youth Video Centre are continuing their activities with children and youth with support from local authorities, which cover operational and staff costs. The Centre has trained over 1,500 young people. It currently puts out 75 school publications with a readership of 45,000, and has produced more than 130 radio shows. Radio Moldova broadcasts the Centre's weekly youth radio show, 'Tineradio', and TV Moldova 1 recruits centre-trained youth to

⁴⁷ Situation confirmed by the results of the focus group with personnel of the Centre for Counselling Children and Families at Risk, and confirmed by SWOT analysis and case study results.

produce a monthly magazine-style programme, 'Abraziv'. Many of the journalists of the new generation were trained by the Centre.

- **In relation to cluster 2: Enhancement of gender equality**

The intervention in this cluster aimed at transforming the state institutions' approach to gender from a vision of developing and implementing remedial measures to solve women's problems, into an innovative concept, where gender equality is seen as a human rights-based condition for overall societal development. This conversion is a complex process, and cannot bear immediate results for end beneficiaries while some officials in charge of policy development in various sectors continue to personally hold a traditional approach at odds with the one they are supposed to convey.

A wide spectrum of stakeholders was able to benefit from participation in the public debate, which ultimately led to the elaboration and adoption of the gender strategy for 2010–2015 and the integration of gender issues into the NDS. Exposure to new ideas and concepts during this period was in itself an achievement and some participants experienced for the first time the possibility of direct dialogue between civil society and government at policy formulation stage.

The intensity of the work conducted with Sida's support in the Department on Policies for Equal Opportunities and Violence Prevention (DEO, present denomination), the core department responsible within the MLSPF, has resulted in a much improved capacity for policy formulation, coordination and monitoring of its staff. It is not certain, however, that keeping the overall gender policy responsibility within the MLSPF is ideal for facilitating the vision conversion required in this field.⁴⁸ The network of gender focal points, in spite of receiving support, is still fragile and not fully able to convey well thought through gender messages adjusted to the relevant context.

Direct beneficiaries such as the NBS are now endowed with an increased capacity to generate good quality gender related data and have started producing a significant range of gender based information, in cooperation with some ministries. A substantial number of products have been prepared by the projects of this cluster, but it is not certain that, beyond the immediate period following their publication, these products will continue finding their way to all their intended targets or that they will be used to full extent. One activity, such as the development of the GRB course at the Academy for Economic Studies of Moldova (ASEM) was very thoroughly conducted but has only led, until now, to a single delivery at master's level.

- **In relation to cluster 3: Promotion of the rights of users of the justice system**

One important effect of the interventions supported by Sida is getting the two vulnerable groups – ex-detainees and juvenile offenders – on the agenda of the relevant public institutions and providing policies directed to them.

All the achieved results are fully used by their intended beneficiaries, with some access limitations for ex-detainees.⁴⁹ The conditions for children in detention have improved, including access to education. Of course, there is more to be done but

⁴⁸ Contrasted views were expressed on this matter, and the positioning of gender within the MLSPF is often recommended to be a provisional option.

⁴⁹ The site visits to the two penitentiaries and the analyses of the probation offices in Cahul and Hincesti have shown both the successes and the limitations of the projects.

the progress is visible. It is also true that the conditions were very bad at the beginning of the project. Legal assistance is also available for all beneficiaries. The weak point remains addressing the causes of juvenile criminality but this issue is a complex one, for which response should come from various sectors of the society, and cannot be found within the scope of the supported projects.

During the implementation of the project on **Ex-detainees reintegration**, over 650 detainees – while 500 were expected – participated in preparation for release activities and over 1000 received various services from the staff of the Preparation for Release Units (PRUs), while 678 ex-detainees received services from the nine CJsCs. According to the end of project external evaluation, the re-offending rate dropped by 14.5 % during project implementation (it has to be noted that the re-offending rate was very high, up to 50 %), and according to the DPI the rate dropped again by 15 % afterwards. This, of course, is due to a series of reforms of the justice system, and the precise contribution of the project cannot be assessed. **After only two years of implementation, the targets related to beneficiaries** – reduction of the total number of children in detention by 50 %; reduction by 50 % of the length of pre-sentence detention of children; full legal representation for all children deprived of liberty – **have already been achieved**.

- **In relation to cluster 4: Management of issues and risks linked with extensive migration**

The use of the capacities built in the partner institutions who were the main beneficiaries of the project is uneven.⁵⁰ The MIA has allocated some funds for the BMA to develop its own software application using the technical specifications and equipment provided. The ANOFM is using the equipment but the software development remains on-hold because of lack of resources (it may be restarted next year within the Mobility Partnership, after updates to technical specifications). The Ministry of Foreign Affairs and European Integration (MFAEI) is working on a new integrated system which makes past efforts obsolete. The research carried out is valuable and timely and the majority of officials trained are still working in public institutions. However, the use of these capacities in migration policy making is limited by the fact that there is little progress towards the adoption of a related policy, although their skills have contributed to developing the new Labour Migration Law, adopted by Parliament in July 2008. The training on the negotiation of bilateral agreements proves to some extent useful, in the context of the presently negotiated agreements with Russia and Italy.

At an overall level, the statistics show that the NRS development is gradually reaching its intended beneficiaries, namely the victims and potential victims of trafficking.

As the system is gradually extended at the national level, the number of beneficiaries increased from 60 in 2006 to 357 in 2009 and 790 in the first nine months of 2010. The structure of cases has also changed, with 529 of the cases in 2010 being prevention and only 261 trafficking. The statistics are not showing an increase of trafficking but an increase in the abilities of responsible organisations to identify and help in such cases.

⁵⁰ This conclusion results from the analyses of the current situation in the relevant institutions, based on interviews and existing documentation.

- **In relation to cluster 5: Improvement of labour demand and supply matching**

In this cluster, the main intended beneficiaries were the public systems and institutions themselves and, as end beneficiaries, some specific groups, such as employers and specifically vulnerable categories for both projects, job seekers for the **PES project**, and vocational education students, school teachers, managers and VET system leadership for the **VET project**.

At the level of the institutional beneficiaries, the Sida project in favour of PES was quite effective: it gave the ANOFM the possibility to develop a better understanding of the complexities of the labour market.

Through the introduction of the yearly labour forecasting survey, it allowed its staff to develop a better knowledge of the qualification needs of enterprises at local level. At central level, it has also become a tool used by the ANOFM management to adjust its vocational training offer to identified needs. However, perpetuation of this forecast at a satisfactory level by the staff of the agency is presently hampered by the high staff turnover in the relevant department, a situation requiring further consolidation under the EU funded Mobility Partnership project. The development of the integrated information system, under which the former 43 ANOFM databases have now been unified, has resulted in a widely used system and has considerably improved communication flows between local and national layers of the agency, and substantially increased its capacity to carry out the follow-up of a comprehensive list of indicators on a real-time basis.

Working methods were also improved and standardised with a variable level of dissemination throughout the agencies' network. Some methods are difficult to put into practice when material conditions put harsh constraints on improvement efforts. This particularly affects the development of job-seeker self-services and job vacancy consultation systems, the use of which requires at least minimal office space and accompaniment by staff members, whose working conditions and workload are detrimental to adequately carrying out these tasks. The Chisinau Job Expo Centre initially suffered from not being hosted in its intended location and has still to optimise the services that it renders. For the moment, it provides a useful space for free consultation of labour market related information and for delivering information on the rights and duties of registered job seekers. It is however far from rendering all the intended services. In particular, it does not provide the impulsion for further adoption of improved working methods and practices throughout the agency network and it predominantly focuses on unburdening the overloaded Chisinau ANOFM offices.

The ANOFM staff has significantly changed its approach towards disabled, ex-detainees and to a lesser extent, vulnerable youth. A majority of the employees in the four pilot agencies are now well aware of the specific needs of these groups and of the best ways to encourage their integration in the labour market. At the level of the end beneficiaries, however, in spite of an improved reception of the job seekers in the agencies, the results of the project are more modest. The main progress, concerning the information system operation, has only benefited five pilot agencies. 30 others, although more aware of the standards of services to be rendered to job seekers and employers, remain unable to upgrade these services. Some pilot agencies find it quite difficult to continue working with vulnerable groups, since these groups require more time but have less recruitment prospects.

The economic crisis, which led to an increase in the number of registered job-seekers – 37,000 at the end of the project in June 2009 – and in particular of those entitled to financial compensation, has put an added stress on the system and led to a decrease in the possibility of the agencies to offer, beyond legal financial compensation, an adequate level of active employment services, such as vocational training. This is a serious problem to be taken into consideration by any further intervention, since an increase in the provision of vocational training programmes could, in regions where the main bottleneck is not predominantly the lack of job opportunities but the poor qualification of the work force, rapidly translate into recruitments and permanent employment.

The **VET project** was quite disappointing, both in relation to institutional beneficiaries and to end users. The project, which delivered an impressive number of proposals and was reactive to ministerial requests for adaptation, never got the green light to start, even on a modestly enlarged basis, the implementation of activities piloted in some vocational schools (introduction of new curricula for specific occupations, entrepreneurship courses, etc.). A large part of the project's efforts had to be devoted to obtaining ministerial orders for starting pilot experiments, the assessment of which remained uncompleted and never led to decisions allowing institutions to go ahead with them. However, through progressively improving cooperation with other projects, the basis for the future introduction of a curricular reform was set up and attempts were made at the creation of sector committees in two productive branches. It is likely that it will be possible, with the continuation of the SOMEK project through the Professional Institute for Capacity Building and the support of the European Training Foundation (ETF), to consolidate the results of the work carried out on occupational standards and curriculum development and to progress towards their endorsement by the MEduc. The project work on the integration of children and youth coming from the residential care/education system was not significant and did not result in any real change in services offered to this group, while the drop out component did not reach its target group and no follow-up of the concerned young people was carried out, beyond a few meetings with parents and local authorities.⁵¹

In a project whose main aim was to design and pilot an improved vocational education system, it was probably not appropriate to try to accommodate components devoted to groups whose experience in this system had been negative. Even if the situation of these groups deserves urgent attention, it is unlikely that their situation can be dealt with properly until the system is reformed. In this context, the most reasonable solution would perhaps have been to either postpone this component or to devote a specific short term assistance intervention to these groups, pending a more profound overall reform.

4.2.3 Q6: To what extent have the Sida projects contributed to positive developments to the legal and regulatory framework governing the social sector in Moldova?

- **In relation to cluster 1: Development of integrated social assistance policies and services**

The reform of the social assistance system, launched in 1999, did not take a consistent and radical form and, due to pressure from the Parliament, a number of elements of the old system were kept. Thus, at the beginning of the Sida intervention, this system was still costly and inefficient, with a limited service offer, mostly oriented towards residential care and focused on compensatory benefits based on social categories. The regulatory framework was fragmented into many insufficiently correlated laws.

⁵¹ Interviews in the pilot sites (see annex 3 on Methodology)

Sida supported projects have contributed to needed changes by: promoting the rights of vulnerable and socially excluded groups to efficient social assistance support; drafting, advocating and supporting the adoption of the new legislation and concrete improvements of the regulatory framework related to cash benefits and social service quality; and mainstreaming the rights of marginalised groups and advancing social inclusion.

The Sida intervention was based on assessments made from the perspectives of targeting vulnerable groups, the functionality of the system at territorial level, and the relationship between vulnerability and existing social services. Their results were as follows: design of the new model for poverty benefit and for determining eligibility for social benefits – ‘proxy means testing’; a network of community centres answering local needs; and a network of trained social assistants. **These models were incorporated into a series of new and amended regulatory texts:** the Law on social assistance, adopted in 2003 and adjusted in 2010; the Law on social support and the Regulation on establishing payments, adopted in 2008; the National programme on the development of an integrated system of social services, approved by the GoM in 2008; the Functional regulation of the community service of social assistance, approved by the MLSPF in 2009; and the Law on social services (2010). At the local level, Sida’s intervention has resulted in six social development strategies adopted by the rayon councils.

The improvement of the policy making process in the area of child protection was one of the most notable successes of the **Protective environment for children** project.⁵²

As already noted, the project supported the UNICEF country programme, which aimed at reforming the social services for children. The Strategy and National Action Plan for deinstitutionalisation (2007–2012), approved in 2007, and the National programme for the development of an integrated system of social services (2008–2012), approved in 2008, are the pivotal instruments that have contributed to this positive change. The impact of the project can also be seen in the promulgation of the Adoption Law in 2010. Other important pieces of legislation – the Law on social services and Law on the accreditation of services – are under discussion in government circles. The project has also successfully advocated the concepts of inclusive education and equity in the Education Code, and an action plan for inclusive education has been developed, but not yet implemented.

All the important changes made to the legislative framework were adopted during the 2008–2010 period. While some of them have already started having a positive impact, it will be important to see their sustainability and their impact in the long term.

• In relation to cluster 2: Enhancement of gender equality

At the start of the evaluated Sida support, the situation of the legal framework on gender issues was complex. Two important laws – the Law on ensuring equal opportunities for women and men and the Law on preventing and combating family violence – had been recently adopted, after a long maturation period. Their implementation was however far from ensured. Some of the gender related bodies, such as the Government Committee on Gender were no longer really active and, later on, the existence of the DEO was threatened.

⁵² It is the unanimous opinion of all stakeholders interviewed.

The main role of the project was to demonstrate the usefulness of keeping alive and further strengthening these bodies, and to give them the capability to prepare a well designed and comprehensive gender strategy for a medium term period (2010–2015) together with an accompanying three-year action plan. By stimulating the reflection of all concerned stakeholders, including parliamentary committees, the project managed not only to facilitate the preparation and finalisation of the intended strategy – finally approved by the GoM in December 2009 – but also to highlight the areas where the present legislation, including recent texts, needed further amendments and modifications.

This was particularly the case for the Labour Code, which included some discriminatory provisions towards women wishing to return to work after pregnancy. Some work was also undertaken on normative acts on employment health and safety, an area where Moldova will need, in the perspective of a future integration within the EU, to align its legal framework in relation to EU directives. The activities of the project working on the review of some of the provisions of the Labour Code and of some normative acts have however led to limited amendments of these texts, which remain in need of further revision to be rendered compatible with other pieces of legislation.

- **In relation to cluster 3: Promotion of the rights of users of the justice system**

Moldova, as any other former communist country, is making the transition from a punishment-focused justice system, to a system focused on rehabilitation. As in similar cases, the process is slow and there is some societal reluctance to be more tolerant towards convicts and former convicts and to allocate more resources to penitentiary and post-penitentiary programmes.

In this context, the Sida intervention has contributed to positive change by: promoting the rights of two usually neglected vulnerable groups on the public agenda; supporting the formulation of specific objectives and measures included in the NDP and NSSJS; and drafting, advocating and supporting the adoption of concrete improvements of the legislative and regulatory framework.

An assessment of the system of social reintegration of ex-detainees was made at the start of the intervention, based on which, a functional model of both in-prison and post-liberation re-integration was developed. It was piloted during the project's lifespan in prisons, through the preparation for release units, and at community levels, by establishing the Community Justice Centres. The model was incorporated into the existing legislative and institutional framework by a series of decisions at the level of the MJ and/or Department of Penitentiary Institutions (DPI).⁵³ Although the project aimed at creating a totally new system, overcoming the 'old' mentalities, the result is a mixture of the old structures (including personnel) and new methodologies. In the opinion of all involved actors, it was the most that could be achieved under the given conditions.

⁵³ Ministry of Justice Order no. 172, from 06 September 2006 has introduced policies and a legal framework directly addressing the domain of the preparation for release and social reintegration of former detainees; Ministry of Justice Order No. 212, from 12 December 2006 has added developments of the legal framework in additional domains, which are related to the preparation for release and social reintegration but which directly affect the situation in the domain of the probation and social reintegration of former detainees; and the instructions on the education, social assistance and penitentiary service were approved by the Department of Penitentiary Institutions Order No. 124 from 16 June 2007.

From the perspective of juvenile justice, Sida financial support has contributed to drafting amendments for a number of laws that directly address violence against children (Criminal Code, Criminal Procedure Code, Family Code, Law on Education etc.).

The amendments were submitted to Parliament in 2008 and most of them adopted in the following years. A very important result is the development of the Probation Service, created in 2008 with extensive project support, and using Institute for Penal Reform (IRP) expertise (including that acquired during the Sida supported **Reintegration of Ex-Detainees project**) as a key asset when drafting. Other alternatives to custodial sentences – mediation and community service – were also introduced in 2008.

All the above-mentioned changes made to the legislative framework were adopted in the last two-three years. It is too early to assess their sustainability and if they will lead to the expected results. Nevertheless, they represent important steps forward towards a modern and inclusive justice system.

- **In relation to cluster 4: Management of issues and risks linked with extensive migration**

The most important achievement of the Sida supported projects consisted in advancing the creation of the legal basis for cooperation in the areas of migration and anti-trafficking.

The concept of the SIIAMA was adopted by the Government in December 2007. The system is conceived to facilitate coordination and to provide reliable data for policymaking and research, becoming in practice a one – stop shop for migration management. ANOFM and BMA have become the two focal institutions that are responsible for the two main directions of migration policies (labour migration and migration and asylum control), which adds some coherence to the policy making efforts.

Through the approval by Parliament in 2008 of the NRS Strategy and Action Plan, the development of the system has been enhanced and the basis for further harmonisation of the existing legislation has been set. The National Committee on Combating Trafficking of Human Beings, at inter-ministerial level, may also positively contribute to this scheme but the Permanent Secretariat needs more capacity, including full staffing, and its commitment is seen as insufficient by some stakeholders.

- **In relation to cluster 5: Improvement of labour demand and supply matching**

The **PES project** did not aim at changing the legal and regulatory framework covering the employment sphere. It was devoted to the capacity building of the agency responsible for executing the measures resulting from the employment policy. **The VET project**, on the contrary, had an important component related to policy formulation and potentially to making changes to the legal and regulatory framework of this level/type of education.

The baseline study carried out by the project at its outset showed that the main legal and policy basis for the operation of the overall educational system dated from the initial transition years⁵⁴ and was in need of revision, since, apart from the Concept on vocational guidance, training and upgrading of human resources document, approved by the Parliament in 2003, the VET system's legal basis had not been the subject of any further signifi-

⁵⁴ 1994 Concept of educational development in the RoM; Law on education of 1995; National programme of education development 1995–2005.

cant evolution. As mentioned above, both the I-PRSP and then the EGPRSP had until 2006 been prioritising universal access to primary education and then secondary level rather than aiming at specifically reforming the the VET.

The approach of the project was to start reflecting on the best way to prepare reform of this sub-sector but, due to a lack of cooperation between the project and the MEdue during at least a year, the concrete steps through which this reform should take place, and the issue of whether major changes in the legal framework were needed or whether reform could make use of the existing legal basis, were never solved. The proposed idea of creating a VET National Agency could not take further shape and even the establishment of the Republican Centre for VET Development (RCVETD), initially planned to be a teacher resource and training centre, was under ambiguous auspices. At the end of the project, this Centre, in spite of its very broad mandate, was left in legal limbo and continues to operate as one of the units of the already under-financed Institute of Educational Sciences.

4.2.4 Q7: To what extent have the Sida projects contributed to positive developments in the implementation of relevant social policies and the allocation of resources both at national and local level?

- **In relation to cluster 1: Development of integrated social assistance policies and services**

The financial sustainability of the improved social assistance services system is one of the most sensitive issues. Moldova is a poor country, heavily dependent on international support and remittances. In 2010, 70 % of the state budget was allocated to social programmes, including: 19.3 % for social protection (pensions and social assistance benefits), 12.2 % for health and another 10.6 % for education but the resources are still not sufficient to cover all existing needs.⁵⁵ In the last 10 years, many international donors were present in the social sector but many of them have now phased-out or downsized their contribution to the sector, leaving open the question as to whether the state can sustain the new structures and institutions.

The projects supported by Sida in the reform of the social assistance system have paid some attention to the financial sustainability issue, which has had a positive impact on the development and on the implementation of social policies. They have contributed to greater attention being paid to ensuring an improved linkage between the adopted measures and financial resources.

The development of a new cash benefit targeting mechanism was based on analyses of international experience, including the data obtained from proxy piloting, which allowed adjustments in terms of coverage and costs. To assess the impact of this new expenditure, and of adjusting its level, the Law on social support was introduced in three stages, each stage being followed by an analysis of budgetary expenditure trends.

The activities of the Programme to improve the social assistance system 2008–2010 (adopted in 2007) are part of the NDS action plan, and are reviewed annually within the framework of the MTEF. The MLSPF has benefited from Sida support in the formulation and planning of the sector priorities within the MTEF, including in their negotiation with key partners, the MoF and the NSIH. The main MTEF priorities were covered by the Annual Budget Law for 2009 and 2010.

⁵⁵ MoF (2010); evolution of the national public budget from 2000–2010 according to functional classification.

At least in theory, the financing of the Centres set up by the **MSIF II project** is ensured for the next 15 years and a dedicated line in the central budget is devoted to them, further to a GoM-WB agreement. However, in practice, things are more complicated. First, the running costs of the Centres seem higher than expected and the biggest part of the budget goes to utilities and maintenance, and not to improving the quality of services. Second, each rayon has a ceiling on the money which can be allocated to social expenses, and this includes the Centres. In some rayons, the Centres' expenditures amount to over 75 % of the total social expenditures, which make the LPAs unable to allocate funds for developing other social services.⁵⁶ Third, Moldova has made a clear choice in favour of decentralisation, so in the long run; the LPAs will have full responsibilities for the functioning of the Centres. There is no way to predict how long the public authorities – both local and central – will be able to sustain the network of Centres and, most importantly, what is the indirect cost of not being able to allocate more funds for other services.

Even if the improvement of the policy process in the area of child protection was one of the most notable successes of the **Protective environment for children project**, it has **been less successful in advocating for the allocation of resources, and financial constraints are one of the major problems for implementation, as well as in relation to monitoring and the adoption of standards.** Important progress has been made in the area of youth programmes (by allocating public funds to the Youth Centre Network) and ECD (taking into account the EFA-FTI work). Several studies conducted by the project have also contributed to better understanding and improved policy making in the field. Most notable are the Regular Update of Child Poverty profile, the Early Childhood Development Knowledge, Attitudes and Practices (KAP) study,⁵⁷ the Study on the Situation of Roma Children in Moldova⁵⁸, and the support to the GoM for participation in the Regional Study on Child Poverty.

- **In relation to cluster 2: Enhancement of gender equality**

The availability of a comprehensive medium term strategy and of its shorter term action plan, defining the priorities and specifying the responsibilities of state institutions and agencies, is an indispensable pre-condition for seriously dealing with any complex policy area. This is even more needed when the field concerned by the strategy cross-cuts almost all other sectors and that mainstreaming this dimension in all policies of a country is the only consistent manner to tackle it. By organising a wide participatory process to develop the gender equality strategy, the GoM, with Sida's assistance, has not only permitted all interested stakeholders to contribute to the comprehensive strategic coverage of this theme but has also made them more aware of their future responsibilities for its success. **The costing of the strategy and action plan has however not met the ambitions expressed in the new strategic documents and, as underlined by the gender focal points during the focus group,⁵⁹ allocation of resources to this cross-cutting theme remains very modest.**

⁵⁶ Problem expressed during individual interviews with heads of the Social Assistance Directorates from the Falesti and Singerei rayons.

⁵⁷ CIVIS (2009). Knowledge, Attitudes, Practices in early education at the institutional level.

⁵⁸ UNICEF(2010). The Situation of Roma Children in Moldova http://www.prescolar.edu.md/public/upload/ro_80_309_Report_KAP_22.12.2009_Final_rom.pdf.

⁵⁹ The tools used during the gender focal points focus group of 29 September 2010 are annexed to the present report as Annex 10.1.

- **In relation to cluster 3: Promotion of the rights of users of the justice system**

The projects supported by Sida in relation to the advancement of the rights of users of the justice system have directly contributed to better policy making by implementing a wide array of methods: bringing in expertise from within the country and abroad, making periodic evaluation, creating evidence, piloting models of best practices, and supporting deliberative analysis.

For example, the development of the model for preparing detainees for release has passed through all these phases. After the initial assessment of the situation, a working group of experts was established and were involved in the project implementation, proposing practical solutions to encountered problems. These solutions have been tested in pilot-prisons, and all these actions have provided the responsible authorities with enough evidence to accept the integration of proposed decisions in the existing system. **As a result of the entire process, the resources for social re-integration are better used and the efficiency of rehabilitation programs has increased.** MJ and DPI representatives recognise the model as good practice and they are willing to use it in the future.

- **In relation to cluster 4: Management of issues and risks linked with extensive migration**

The most important progress at the level of policy making, achieved in the fourth cluster, has been related to better understanding the complexity of the issue of human trafficking, and the need to prepare an adequate response involving a number of public institutions from various sectors (social, justice and law enforcement, labour, health, and education).

At the same time, as a result of the work of several projects, including those supported by Sida, the focus is gradually shifting from an approach based on law enforcement only to the combination of rights of victims and potential victims and applying the law. The NRS Strategy and Action Plan acknowledge both the multi – disciplinary approach and the focus on human rights, which led several stakeholders to nominate it as a potential regional model.

The results of the Migration Management project were less successful concerning the general progress achieved as regards the state capacity to deal with this phenomenon. After the dissolution of the NMB, the migration policies were separated between labour migration, under the responsibility of the MLSPF, and immigration and border control – supervised by the MIA. In the development of the SIIAMA, the Ministry of Information Technology and Communications is playing an important role, and the MFAIE participates in various aspects of the process. **The coordination between involved bodies remains the weak point of the entire system.**

According to some civil society analysts, some important issues are still not addressed properly, mainly because they do not entirely fall into either of the two main policy directions. These questions concern optimisation of remittances for economic development; problems of children left behind; conditions for out-of – country voting; and issues related to depopulated and over-aged communities. Obviously, all these flaws in the system could not be tackled by the Sida supported intervention, and they show the limits of the current vision of migration. But the overall picture shows that the progress on migration management policies is rather limited.

- **In relation to cluster 5: Improvement of labour demand and supply matching**

The **PES project** gave the ANFOM the possibility to become a more efficient instrument in the implementation of labour and employment policies by strengthening its capacity to deliver services with better standards – mainly in pilot agencies – and to reach, also on a pilot basis, some vulnerable categories of people, largely excluded from the labour market. **It was not among the objectives and activities of the Sida supported project to assist ANFOM in allocating resources in a more efficient manner** between passive and active employment measures. In the last period, the increase in the number of people affected by the crisis and entitled to financial compensations due to job loss, has constrained the delivery of some of the active measures. The way to handle this matter, within an unchanged overall financial allocation to ANOFM, would be worth debating in more depth. In general, a stronger interrelation between policy elaboration in the employment field and the capacity building of the main institution in charge of the implementation of these policies, the ANOFM, would be desirable.

The VET project did not go far enough to contribute to the implementation of policies, since the work done towards the formulation of a new strategy for this level and type of education was not finally approved. The project contribution has therefore remained limited to promoting a debate on possible options for the formulation of a new VET policy, and submitting proposals only to the MEdue, as well as consulting a large range of other partners. In the first half of 2008, the project managed to submit a strategic document to the MEdue, to have it sent for comments to interested parties, and to incorporate their comments in a new draft which was finally re-submitted to the lead Ministry.

In spite of the project's multiple efforts, **it is surprising that such an intervention has not put more emphasis on the VET system's financing.** This is a regular feature of most international projects on educational reform and not having devoted a component to this aspect remains difficult to explain.

4.2.5 Q8: To what extent have the Sida projects contributed to the enhancement of the capacities of the supported institutions?

- **In relation to cluster 1: Development of integrated social assistance policies and services**

Beyond the development of a regulatory framework, the reform of the social assistance system was accompanied by institutional adjustments and capacity building. From this perspective, Sida financed projects have achieved the expected objectives by providing support in each separate case.

The MLSPF was supported by the SAS project in the adjustment of the structure of rayon Directorates of social assistance and family protection (SAD), by establishing a new section called the 'Community social assistance service', which coordinates the activities of social assistants and community centres. The MLSPF also benefited from project support in coordinating the process of recruitment of social assistants and the assessment of their training needs. Since 2007, about 1,200 social assistants have been hired at community level, hence covering 90 % of the national needs. In the process of strengthening the network of community-integrated services, the LPAs were assisted by the MSIF II project to adjust the administrative structure of rayons and municipalities. As a result, some of the 32 community centres were established as public institutions within rayon councils or

municipalities, and others as specialised services alongside the rayonal Directorates of social assistance and family protection.

The capacity building of the social assistants was conducted through a cycle of training of different types, and the MLSPF was supported by the **SAS project** in developing training curricula for each cycle. With the support of the **Protective environment for children project**, it developed the curricula for additional training for children with specific needs. The training sessions started during the projects' implementation and continued afterwards in line with MLSPF strategy on continuous training, covering all rayons. Within the **SAS project**, a complete package of procedures (case management, professional supervisor mechanism, guidelines for the practical application of the case referral mechanism and community mobilisation) required for the good operation of the social services was also developed.

The professional competences of the LPAs and centre staff have been consolidated with the support of the **MSIFII project** through a series of training courses, seminars and study visits. A problem in this regard is the sustainability of Sida's support in this area, as external interventions related to political factors may influence the institutional structure at central and local levels as well as flows of personnel. Another sustainability issue is connected with the State's capacity to allocate funds to support the extensive network of centres. In 2009, the GoM's decision to reduce expenditure by 20 % has led to the closure of some centres during wintertime, and to the resignation of some of the staff. The turnover of personnel within the social assistance system is a critical problem, which diminishes the impact of Sida supported interventions. Low salaries paid to the community social assistants and the volume of work combined with various additional unpaid tasks, led some of them to leave/move to technical positions, where the salaries are similar and responsibilities less. New recruits then need to be trained again, generating additional costs.⁶⁰

In the health care sector, the Sida supported **Safer sex/AIDS project** benefited the National Coordination Council on HIV/AIDS and TB, which created the technical working group for prevention and communication. This now includes the representatives of media and NGOs active in this field.

The **Protective environment for children project** has made an important contribution to raising awareness about children's needs at local level by training mayors and mayor secretariats nation-wide. It was a necessary and timely initiative aimed at overcoming the stereotypes and prejudices and at better preparing local authorities – both elected officials and civil servants – to understand and accept the changes in the system. At central level, the project has greatly helped the MLSPF to take leadership in the child protection field, but with the limitations implied by the existing legislative framework where responsibilities are shared between the MLSPF and the MEduc. As mentioned, the activities in the area of ECD have been continued by EFA-FTI, with direct impact on the capacity of the MEduc and its structures to develop better pre-school education programmes nationwide.

The project advocated for the National Council for the Protection of the Rights of the Child to resume its activities, which occurred in 2009. However, the Council is still far from being effective.

⁶⁰ This situation was confirmed by the results of the survey carried out during the present evaluation, by questioning 60 social assistants from 10 villages in six rayons. Tools and results related to this survey are presented in Annex 10.2. of the present report.

The **Protective environment for children project** has played the main role in the establishment of the Child Ombudsman. The institution, established with Sida support, should play a central role in the monitoring and assessment of the situation of children's rights. Unfortunately, there is still a lot of work to be done before the Child Ombudsman finds its rightful place in the institutional framework of Moldova. Many NGOs are critical towards the implementation of the institution, the state officials are reserved and the Ombudsman herself feels somewhat isolated, with little collaboration from either civil society or public authorities. On the other hand, all stakeholders interviewed have agreed that the Child Ombudsman is a timely and relevant institution for Moldova. Some opinions were voiced that the selection of personnel – in particular the leading officer – may be the reason for the institution failing to achieve its results. It is one of the examples that emphasises the need for the continuous and transparent evaluation and re-evaluation of activities in order to put good ideas on the right implementation path.⁶¹

- **In relation to cluster 2: Enhancement of gender equality**

A substantial investment was made by the **Promoting gender equality project** to consolidate and strengthen the capacities of MLSPF services dealing with gender issues and to give the DEO a more central role in the elaboration and formulation of related policies and measures.

A significant part of the project was devoted to enabling the core staff of this department to prepare the gender equality strategy and its three-year action plan and to enable it to produce by itself, the analyses required to underpin the strategy in eight major areas. The intensive work carried out by the project with the NBS led to reinforcing this institution's understanding of gender statistics and of why gathering gender disaggregated data is critical to better design and implement policies and measures in a number of social and economic areas. The NBS has now, within its well trained key personnel, the capacity to continue in that direction and, based on the developed set of gender equality indicators, to enter into new fields of work, in response to the needs of various governmental institutions. It will be therefore important to ensure that the newly created capacity is used more systematically, since only a few governmental institutions appear to have seized this opportunity.

The project has also worked towards revitalising the network of gender focal points in various ministries and agencies but its success in this area was less significant. In spite of this function having been placed in several institutions in more central departments – such as policy and monitoring units – the responsibility of gender focal point comes in addition to other responsibilities and is perceived by several of the concerned staff, as a kind of volunteering activity, taken up because of personal interest or by an obligation to fill a gap.⁶² The high turnover of these focal points has not yet allowed the creation of a gender related capacity covering the entire governmental machinery. So, while the project has been successful in consolidating the core part of the public administration directly responsible for the coordination of gender policies, it cannot be said that the gender perspective has been firmly incorporated in all relevant institutions. In both projects, attempts were also made to start developing capacity in gender issues in other types of institutions such as universities, but results have been disappointing so far.

⁶¹ Conclusions related to the Child Ombudsman Office are based on interviews with other stakeholders (from the public sector and NGOs) and with the Ombudswoman.

⁶² As confirmed by the results of the gender focal points focus group of 29 September 2010.

- **In relation to cluster 3: Promotion of the rights of users of the justice system**

The changes to the policy and regulatory framework were accompanied by institutional reforms and/or capacity building, and from this perspective, Sida supported projects have achieved the expected results in both cases, by providing the necessary support.

Prison staff have been trained to work with the new procedures and techniques in all pilot facilities, and the DPI has been assisted to develop the curricula for initial and continuous training in all prisons. In the framework of the projects, a full package of documents required for the good operation of the services has been produced. A similar package has been developed for the Community Justice Centre (CJC) model. Nine CJsCs were established during the project and have remained active after its end. The introduction of juvenile justice concepts in the justice system of Moldova has been accompanied by training for various categories: magistrates, prison staff, probation officers, and lawyers. A new course of juvenile justice has been launched at the Faculty of Law (Master's level, compulsory) and courses for magistrates are available at the National Justice Institute. Similarly, the development of the probation service has been supported by initial and continuous training for probation officers.

Sida intervention has reached its beneficiaries but there are still important limitations in terms of access to services and the sustainability of the new structures. The reform of the preparation for release procedures in the penitentiaries, the establishment of the Probation Service, and the existence of CJsCs, act in the service of their beneficiaries. However, some access limitations remain due to the lack of resources. In prisons, the pace of change is rather slow and overcoming the prison culture of mistrust is not easy, which means that not all detainees make full use of the available service. In the case of CJsCs, the lack of information leads to mistrust and, more importantly, the centres face financial difficulties.⁶³ Only three out of the nine centres have a permanent office and none of them have the possibility to employ permanent dedicated staff, due to a lack of financing opportunities.

The short time since the establishment of the new Probation Service, on the basis of the Probation Law adopted in 2008, has not allowed for a real change of mentality to take place. In many situations the probation councillors are rather passive instead of proactively helping their beneficiaries to integrate society. The resources are limited and more training is needed. The service is affected by the relatively high rate of staff mobility, with up to 30 % of the trained personnel seeking new career opportunities. The recent decision, in October 2010, to place the Probation Service under the Penitentiary Department may bring additional resources but conveys the major risk of blocking the reform at the level of mentalities and practices. This is a sensitive issue that may endanger the long-term impact of the good results already achieved.

- **In relation to cluster 4: Management of issues and risks linked with extensive migration**

Together with the publication of the report on diaspora management and out-of-country voting, and the study on migration patterns and remittances, training sessions have contributed to some extent to improving the GoM's overall capacity to develop migration policies.

⁶³ All interviews with the CJsCs' representatives have lead to the same conclusion.

Capacity building was the goal of the effort directed at migration management.⁶⁴ The use of these capacities is, however, limited by the mere fact that, with the notable exception of the BMA, there is no information system in place. As time passes, more people will leave (some of the trained personnel, including at the BMA, have already done so) and the training itself will become obsolete.

The NRS development was also accompanied by investments in the capacity of the involved institutions, since the members of the multi-disciplinary teams needed specific training. After the end of the Sida project, the process of expanding the model to more rayons of the country has continued. In each new rayon included in the NRS programme, the local team has received initial training and to some extent – widely considered as still insufficient – continuous training. The system is still vulnerable to the very high rate of staff departure in the social assistants' network, as in other areas of the public system, and the capacity to deliver initial training for new staff and continuous training for all staff members is too low. The lack of clearly formulated procedures is presently another weak point, because it limits the institutional memory and affects the efficiency of the staff, but working on procedures is one of the current priorities. The Chisinau Assistance and Protection Centre (CAP) for victims and potential victims of trafficking, the highly specialised service provider and one of the key elements of the assistance infrastructure, has received public institution status, which makes it eligible for public financing and at the same time eases its integration into the public social services system.

• **In relation to cluster 5: Improvement of labour demand and supply matching**

The permanence of the Sida support to the PES since 1997, then to the ANOFM after 2002/3, through three successive projects, has significantly contributed to the enhancement of the capacities of the agency in a number of areas.

It is difficult to distinguish between the specific contribution rendered at different stages of an intervention of a continuous and progressive type. First Sida assisted the Ministry in charge to lay the foundations for the establishment of the agency and to design initial active labour employment measures. Then Sida support turned to assisting ANOFM in the development of staff capacities, in the introduction of unified working methods and standard procedures and of functional information systems. The external evaluation commissioned by Sida at the end of the 2001–2004 intervention in support of PES in three countries (Georgia, Armenia and Moldova) noted that, as regards Moldova, at the end of this period, 'the PES had still to convince the government, end users and other stakeholders about the need for a PES and the potential value of an active labour market policy'.⁶⁵ The 2006–2009 project built on previous results achieved at central level and in the strengthening of pilot offices. It managed to extend improvements in a few additional locations, which, for some of them, now display a high standard, and to offer new services to job seekers through the Job Centre in Chisinau. However, the objective stated

⁶⁴ The main outputs were the technical specifications for the SIIAMA and 20 mid-level officials from the core migration management agencies trained to manage the system and analyse its output. Training was also delivered to 15 officials to enhance their skills in English, computer literacy, and project management. In addition, 15 migration officials have improved their legislation drafting techniques, and more than 20 officials were trained in international migration and refugee law. As mentioned above, the training in negotiation skills and for bilateral agreements on the social security of migrant workers also proved useful.

⁶⁵ Strengthening Public Employment Services in Armenia, Georgia and Moldova. Alexandra Wynn; Torsten Wind; Karin Attström; Christian Boel; Peter Sidelman.

in the 2006 Sida contribution decision to extend the results obtained in the pilot offices to the whole network of local agencies had only been partly reached and huge differences in the quality of services delivered by local agencies continue to exist in spite of some harmonisation of working methods. Several of them still do not meet infrastructure and material standards enabling the full use of technological innovations and of human competences.

The most significant improvement achieved during the project under review was the restructuring of the information system, its unification across the network of agencies, and between them and the central level. The present system, although requiring some additional enhancement, – a component foreseen in the EC funded project – is now able to generate, in real time, accurate information on the operation and performance of the ANOFM and on its impact on the labour market. The dissemination of good working methods has also progressed, and a more systematic organisation of activities targeted at job seekers and employers as well as stronger cooperation with important categories of stakeholders, such as local authorities, social partners, associations, etc. are underway.

During the successive Sida supported interventions, a large part of the ANOFM had the opportunity to get exposure to the Swedish model and other European good practices; the main effort should now be on providing the minimum material basis for the operation of all local agencies and for consolidating training offered to the unemployed as this seems to have a high impact on employment. Another area requiring attention is the role that the pilots and other innovative structures such as the Job Expo Centre have on the whole agency network. While it was anticipated that the Centre would be the source for dissemination of good practices towards less advanced structures, this hardly seems to be the case.

The results of the VET project on institutional capacities unfortunately remain limited. This is mainly due to the lack of political will to take full advantage of the project, which prevailed for at least one year at the MEduc, and the difficult conditions for resuming cooperation afterwards. By preventing any progress concerning the advancement of the VET reform strategy, this situation rendered the work done in other areas of the project less meaningful. Pilot activities initiated in some VET institutions never got approval to be pursued and disseminated to other locations; institutions involved in these activities were therefore deprived of the possibility and support needed to institutionalise these changes.

4.3 ANSWERS TO QUESTIONS ON IMPACT (Q9 TO Q11)

4.3.1 Q9: To what extent has the Sida intervention resulted in long-term positive changes in the following areas?⁶⁶

- **Decrease of poverty and vulnerability and improvement of living standards of targeted groups?**
- **Improvement of social inclusion and decrease in discriminatory attitudes and practices towards specific social categories?**
- **Quality of public policy making and implementation?**

The twelve projects included in the evaluation had among their main objectives supporting the GoM and its efforts to reform the policy-making process and the legislative and regulatory framework. The overarching goals of the programme were alleviating poverty and advancing social inclusion, by gradually fulfilling intermediate objectives. Therefore, the outcomes and impacts of Sida's intervention can be seen firstly at the level of the legislative and regulatory framework, where very substantial results have been achieved in all clusters. Secondly, Sida support has greatly helped in advancing social inclusion by supporting vulnerable groups to gain better access to social services.⁶⁷ An improvement in living conditions and a decrease in poverty can also be identified at the level of some target groups, but, in general, the impact is rather indirect and it may be too early for an assessment at the level of final beneficiaries. At the same time, due to the effects of the economic crisis, it is clearly hazardous (and outside the scope of this evaluation) to precisely identify the final impact on beneficiaries.

Improving the quality of public policy making is the area where Sida's intervention has had the biggest impact. Sida was one of the major donors contributing to the reform of the social benefits framework, a process based on the introduction of the new policy of cash benefits to replace the compensatory payments system. This process required sustained and coherent interventions at all levels of the policy making cycle. It has included improving the legislative and policy framework; strengthening the capacity of central and local authorities to implement, monitor and evaluate the new system; capacity building for the network of social assistance; and a mechanism for including appropriate beneficiaries and groups of beneficiaries. The previous chapters underline the main legislative and policy changes, as well as the most important contributions to the capacity building of central and local institutions; the integrated system of social assistance; the development of community services for vulnerable groups; the reform and development of child care services; an increase of capacity in migration management; a faster and more responsive anti-trafficking system; alternatives to custodial sentencing, a new probation system and the development of juvenile justice; gender mainstreaming; improving the operation of the labour market and to a very limited extent, the efficiency of vocational training.

Throughout all clusters and projects, Sida's intervention has led, not only to new legislation being adopted or advocated and to new capacities being established or strengthened, but to significant improvements in the quality of policy making processes. Attention was devoted to creating a relevant information basis to make informed policy decisions. The capacity to implement policy measures as well as to monitor and evaluate results has significantly increased. Moreover, the feedback mechanism, including in many cases consultation with civil society, has been improved. The most problematic issue remains data collection and interpretation. Although digitisation is on-going in all sub-sectors and data collection methods have been improved, there is still a lot to do.

⁶⁶ The answer to question 9 is based on the synthesis of information coming from all sources mentioned in the Annexes.

⁶⁷ Confirmed by the results of the focus group with elderly beneficiaries of the Community Centre for the Elderly "Speranta in Ziua de Miine", Drochia rayon.

The newly acquired capacity in policy-making and implementation is in line with European standards, as shown by the next section of the report. This contributes directly to the implementation of the Moldova-EU Action Plan and brings Moldova closer to European Union accession.

Advancing social inclusion was high on the agenda of every project and some substantial results have been accomplished. Several groups, formerly left outside the social services system, are now having their needs addressed by the public institutions: victims and potential victims of human trafficking; detainees and ex – detainees; children and juvenile offenders; and persons affected by HIV/AIDS. The general development of social services is contributing to the better identification and thus better inclusion of several vulnerable groups, such as the elderly, unemployed or disabled people (for example, the issue of access for persons with disabilities to the labour market is now much higher up on the country's policy agenda. It is probably one of the areas where the input given by the **PES project** will be long lasting, especially since this institution is responsible for vocational and occupational rehabilitation). It is also of note, because of the low involvement of other donors in this area, that mainstreaming gender issues has been relatively successful, leading to more awareness and a decrease in discriminatory attitudes.

Progress can also be seen in the inclusion of children at risk on the public agenda, starting with institutionalised children. However, the pace of progress is rather slow in this respect. Similarly, one vulnerable category whose needs failed to be properly addressed by the Sida supported intervention has been 16–18 year-old school dropouts. Their specific needs, initially intended to be taken into consideration under one component of the **PES project** were later supposed to be dealt with through the **VET project**. This change, introduced on the assumption that the correct approach to this age group's inclusion was to be found within the educational system, led to this vulnerable category falling into a gap between the two projects and not being seriously addressed by either of them.

As mentioned before, the ultimate goals of the entire intervention were alleviating poverty and improving living conditions. The projects included in the gender and labour market clusters, and partially those included in the migration and justice clusters, have indirectly targeted these goals. The projects of the first cluster, accounting for over 50 % of Sida allocated resources, had a direct impact on alleviating poverty. Some results are already visible, with NSB data showing that the new cash benefits have contributed to household poverty reduction by 12 %, ⁶⁸ and to 77.6 % of the poorest households receiving over 80 % of the assistance funds. Some groups, such as victims of trafficking and juvenile offenders, have experienced a substantial decrease in vulnerability due to the Sida supported projects. De-institutionalisation is advancing, though slowly, for the elderly, children and disabled persons, and the development of alternative services has played a crucial role. However, the economic context makes it almost impossible to make any substantiated assertion about the general decrease of poverty in Moldova.

It should always be remembered that the majority of Sida supported projects made supporting the reform their first priority, and that direct services to beneficiaries were a secondary objective. Since the projects ended in 2009–2010 (with one exception, a project ending mid 2008), it is too early to notice any substantial impact of the reforms at the beneficiary level.

⁶⁸ NBS (2010). Household Budgeting Survey data 2009.

4.3.2 Q10: To what extent has the Sida intervention in support of the social sector brought the Moldovan and EU social systems closer and therefore helped Moldova make further progress towards EU integration?⁶⁹

- **In relation to cluster 1: Development of integrated social assistance policies and services**

The EU-Moldova Action Plan (AP) includes provisions for improving welfare and public health. It underlines the need for Moldova to take significant steps to address poverty, notably by improving targeting and the effectiveness of social assistance and by increasing the level of health security and epidemiological safety in line with EU legislation and in cooperation with the WHO. The plan foresees the introduction of the social assistance cash benefits targeting mechanism, the development of integrated social services and the strengthening of the network of social assistants. It also recommends increasing public awareness and the prevention of infectious diseases. The AP also includes among its priorities to 'redirect public expenditure to significantly address child poverty and to increase primary school enrolment', which implies a reform of the childcare system. This shows the relevance of the four projects supported by Sida in this cluster, in view of bringing Moldova closer to EU standards.

Achieving the aim of EU membership, will require the GoM to go through a long series of stages, but the development of a social security system which is flexible and able to deal with major life risks, represents one of the key elements in this endeavour.

The EC Progress Report on the Implementation of the European Neighbourhood Policy in 2008 makes reference to progress made but also to the limitations of the reforms. A number of achievements have been recorded in the social assistance sector, such as an increase in the number of hired and trained social assistants, the range of social services and the number of beneficiaries of the cash-benefits system. It is noted that Moldova has made progress on several aspects of children's rights, with regards to health, juvenile justice, de-institutionalisation and access to early childhood education. The problems of lack of coordination and the absence of a multi-sectoral approach are among the weak points included in the European evaluation, which also mentions the necessity to establish a mechanism of data collection and to improve cost-calculation models. The EU gave a positive appreciation of Moldova's efforts in public health reform, especially as regards the fight against HIV/AIDS and tuberculosis and its participation in the European Commission's HIV/AIDS think tank.

- **In relation to cluster 2: Enhancement of gender equality**

Sida and the EU are both committed to Moldova reaching the MDGs regarding gender. Two revised targets were adopted in this respect to replace the initial one on expanding women's participation in social life. These revised targets concern the increased representation of women in decision-making processes and the reduction of gender inequality in employment, and are more specifically related to the high proportion of unemployed men and to the wide gap existing in wage levels between men and women, to the detriment of the latter.

Moldova's legal framework on gender equality is already well advanced and globally in line with EU requirements. At the start of the Sida intervention under the 2004–2006

⁶⁹ In addition to the analyses of the EU-related official documents, the interviews with the EU delegation representatives were particularly useful to draw the conclusions presented in this section.

cooperation strategy, a new law on Promoting Equal Opportunities for Women and Men had just been adopted. In spite of this progress, the EC 2009 report on the implementation of the European Neighbourhood Policy in 2008 remained rather severe on Moldova's achievements towards the concrete implementation of this legal framework. The report, which acknowledged the importance of the adoption of a new law on the Prevention of Domestic Violence in 2008 and of the revival of governmental mechanisms for promoting gender equality – an achievement largely connected to Sida's intervention – insisted that a large discrepancy still existed between the provisions of the legal framework and its level of implementation. Since then, the Sida projects have allowed the completion and adoption, in December 2009, of an umbrella gender strategy and of its action plan, a necessary step towards transposing the legislation into concrete measures. However, this step will not bear effective results unless proportionate financing is devoted to these cross-cutting gender issues and that they are concretely addressed at grassroots level.

- **In relation to cluster 3: Promotion of the rights of users of the justice system**

The EU-Moldova Action Plan, in its Democracy and Rule of Law chapter, includes several provisions that aim at creating a modern and inclusive justice system, in line with European standards.

The Sida intervention in this area was fully coherent with the AP provisions and has greatly helped the relevant national authorities to get closer to achieving their European agenda. Among these provisions, the respect of human rights, inclusiveness, and introduction of alternatives to custodial sentences are the landmark successes showing the importance of the results achieved with Sida support.

In all of the projects of this cluster, the reference was always EU standards, directly contributing to the advancement towards EU accession. The justice issue has become more important in the light of the planned EU-Moldova budget support agreement for 2011–2013, which focuses on energy and justice. It is a very good opportunity for Sida and its partners to build on achieved results.

- **In relation to cluster 4: Management of issues and risks linked with extensive migration**

Among the ten key priorities of the Moldova-EU AP, two emphasised the need for more work on migration and anti-trafficking: stepping up the fight against organised crime, including trafficking in human beings, and ensuring the efficient management of migratory flows, including initiating the process for the conclusion of a readmission agreement between the EU and Moldova. Moreover, the negotiations between Moldova and the EU about a potential visa-free regime sometime in the future constantly refer to better migration management, including border control, reliable information systems, knowledge of migration flows, and last but not least, the fight against organised crime. These discussions have increased the importance of SIIAMA, and have shown that there was an EU oriented vision behind the Sida supported projects in this sphere.

Overall, both migration management and anti-trafficking are key milestones for Moldova's EU integration plans. The substantial Sida support was an important contribution to this endeavour. The 'Implementation of the European Neighbourhood Policy in 2008 – Progress Report Republic of Moldova' published by the EC in 2009, acknowledges the progress made by the country in the area of migration, and includes references to the outcomes and impact of Sida supported projects.

This document remarks that ‘Moldova continued to update its migration legislation and, in October 2008, established a national integrated migration system to record the movement of Moldovan citizens across the State borders’. It also comments on the adoption of the action plan on the consolidation of migration management and asylum systems. Regarding anti-trafficking activities, the evaluation considers as important the Parliament’s approval of the national action plan on preventing and combating trafficking in human beings, the establishment of the National Committee for Combating Trafficking in Human Beings, and the new regulations on the repatriation of victims of trafficking, adopted in July 2008 by the Government, and complemented by the implementation of a national referral system for victims, created in December 2008.

- **In relation to cluster 5: Improvement of labour demand and supply matching**

Both interventions in this cluster contributed to bringing Moldova and the EU closer through systematic reference to EU models and practices, and led to enhanced knowledge through the **exposure of a significant number of stakeholders to European approaches**. Positive developments took place in the employment field as regards the implementation of the legal framework. However, although there is strong correlation with the Sida intervention, this progress cannot be attributed to it, but mainly to the ILO support, which is also at the origin of the adoption of the Decent Work National Programme.

The **VET project**, after a comprehensive analysis of the situation in Moldova, systematically provided expertise for bringing in European experience and associated Moldovan specialists to this exercise. **The use of experts coming from recent EU Member States was common to both projects and proved very fruitful.** Reference was also made in the **VET project** to developments occurring in nearby countries engaged in the reform of their own education systems and committed to using European models. Some of these analyses, such as those related to the role of tripartite structures in the guidance of the VET systems in EU Member States, demonstrated to Moldovan stakeholders that, in spite of the diversity of the adopted solutions, they had all transferred much of the responsibility for the design and the delivery of VET to representatives of the concerned economic sectors. This was the basis for the recommendation made by the project to the MEduc towards a further enlargement of the National VET Council responsibilities and adjustment of its membership to this extended mission.

The fact that the **PES project** was implemented by a public employment agency of a socially advanced EU Member State was a guarantee that Moldova would benefit, through this intervention, from the transfer of approaches and practices which had already been successfully experimented in the EU context. In some instances, however, there was a tendency to replicate these experiences in a too straightforward manner, where a more elaborated transposition to the Moldovan context would have been preferable. This is the case, for example, of the Job Expo Centre located in Chisinau, which in spite of its visibility and relevance, has been paid for by staff restrictions in some local ANOFM agencies, and has caused their staff to be overburdened with basic daily tasks. This constitutes a disputable trade off.

Both projects, when making proposals for new legislation, for example on the vocational rehabilitation of persons with disabilities, got their inspiration from similar texts in EU countries. The same applied to the preparation of new strategies, for example on social dialogue, which has a clear European perspective and is based on principles of the

European Employment Strategy, taken as a reference in the elaboration of the Moldovan National Employment Strategy 2007–2015 adopted in June 2007.

4.3.3 Q11: To what extent has the Sida intervention resulted in stronger participation of civil society in the social sector in Moldova?⁷⁰

- **In relation to cluster 1: Development of integrated social assistance policies and services**

The involvement of civil society in designing and implementing social policies represents the key element reflecting the level of development of civil dialogue. National statistics show that out of over 8,000 NGOs registered at the MJ, about 60 % are active in the social sector. **In the Sida supported projects, NGOs were not substantially involved in the development of the mechanism for targeting social benefits, but showed a greater interest for the regulatory framework of social services, especially for the mechanism of access to public resources.** Thus, the National programme on the development of the integrated system of social services (ISSP) was drafted on data provided by the NGOs within the primary mapping process.

Although the national NGOs have valuable resources that can be exploited, their participation in the public policy making process remains low. Sometimes obstacles to participation are created by public authorities. One example is the Law on Social Services, drafted with the support of the **SAS project**, which, during its approval process by the GoM, suffered from a series of changes at the initiative of the MoF. This has generated reactions and criticisms from NGOs during the adoption process in Parliament. The draft was then sent back to the MLSPE, which, thanks to the support of the **SAS project**, urgently reviewed and adjusted the draft project according to the received comments.

At the local level, in the majority of the social centres established within the MSIF II project, the services are delivered by NGOs. While in some cases NGOs have more than 10 years' experience, in other cases, they have been newly created by the staff only to attract additional financial resources. **In the process of implementing communication campaigns for Safer sex/AIDS, the NGOs have played an active role by ensuring that the activities were put into practice within the pilot regions.**

The **Protective environment for children project** has advocated NGOs' involvement in the provision of services for children at risk as an alternative to institutionalisation. According to this model, the LPAs and the NGOs will develop family substitute services as part of the reform of the residential care system. This model was accepted by public authorities but progress towards this objective is much slower than expected, and, so far, the number of cases where NGOs are providing such services is limited. The same project was much more successful with its youth component by developing the youth peer-education model and starting to implement it. Until now, local teams of peer educators have been created in 20 rayons, 11 during and nine after project implementation.⁷¹

⁷⁰ A wealth of documentation resulting from the project or produced by the organisations supported by the project has been the main source of information leading to these conclusions.

⁷¹ Today, around 3,000 young people act as peer educators in disseminating information on HIV prevention and healthy life-styles. Organised at local and national level, their networking is very intense. The project has also supported youth involvement through creating Youth Local Councils, now active in all rayons.

- **In relation to cluster 2: Enhancement of gender equality**

NGOs played an impressive role in the intervention within the gender cluster. They were associated since the initial needs assessment, which led to the formulation of the **Promoting gender equality project** and were actively involved in the elaboration of the umbrella strategy through several thematic round tables and other activities. Thanks to the above-mentioned project efforts, the importance of their participation in the governmental mechanism on gender equality was acknowledged by an enhancement of their representation in the Governmental Committee on Gender Equality.

Several NGOs participated in the preparation of the Alternative Evaluation Report on the CEDAW implementation, and some of their members participated in its actual presentation to the relevant committee. Although the participation of the NGO network was significant during the National Gender Strategy formulation, there is less evidence of its actual involvement in contributing to the monitoring of the adopted strategy. The project did not play a significant role in preparing the network for this type of tasks. This was probably due to a fault in its design, which did not include NGOs as a target group for this component, a weakness not corrected during implementation.

NGOs also appear to have only involved a limited number of active participants, with the same persons often found in several activities, reflecting a weak internal organisation and perhaps the reluctance of some NGOs' management to facilitate the promotion of new and younger members. Thus, in addition to involving actual and confirmed members in its activities, the project would have been well advised to devote more attention to NGOs consolidation. The lack of specialisation of most NGOs is an obstacle – underlined by the final evaluation of the project **Promoting gender equality** – for them to get more deeply involved in the monitoring of adopted policies and in the elaboration of new proposals. The development of more NGO expertise in specific fields would be desirable and was not addressed by the Sida intervention, except in the media field. In this area, which benefited from additional funding from DFID, a quite interesting and successful set of activities was carried out under the leadership of the Independent Journalism Centre. This, however, did not lead to the planned establishment of a media consortium interested in gender issues, a perhaps too ambitious and not sufficiently well defined goal, which failed both in the media and academic fields.

- **In relation to cluster 3: Promotion of the rights of users of the justice system**

According to the DPI and prison personnel, very few civil society organisations have programmes for detainees and ex-detainees, and those active are mainly religious organisations, predominantly various Christian churches. By creating the CJsCs, the **Reintegration of Ex-Detainees project** has tried to fill the divide between ex-convicts and society, and from this perspective, the proposed model is positive. Unfortunately, most of the Centres are struggling to continue their operation and to remain sustainable two years after the end of the project. The Community Justice Centres model shows how civil society can take over the responsibilities of some services otherwise provided by the state; however, in the absence of a good regulatory and policy framework for the externalisation of social services, the success of such models is severely limited.

In juvenile justice, the emphasis has so far been put on structural reforms, which implied working more with state authorities than with civil society organisations. The relationships and potential for cooperation between the newly created Probation Service and NGOs – including CJsCs – has not been adequately explored until now, but it may be one direction of the ongoing **Juvenile justice project**.

- **In relation to cluster 4: Management of issues and risks linked with extensive migration**

The NRS for Victims and Potential Victims of Trafficking is essentially a platform of cooperation between public authorities and civil society. The participation of civil society representatives in the multi – disciplinary teams is a must to overcome prejudices and fears and to successfully address the issue. Within the NRS, greater cooperation has grown between public institutions, inter-governmental and non-governmental organisations at all levels: trans-national, national, and local. The participation of civil society is critical due to the delicate nature of the situation of victims and potential victims, and also due to the lack of trust in state authorities. This need is clearly acknowledged by state representatives and there is a willingness to continue strengthening ties with civil society. Moreover, in many aspects, the NRS development was also an NGO driven process, both at national and local level, and contributed to the development of balanced cooperation between public institutions and NGOs in the design and implementation of services for victims and potential victims of trafficking. Maintaining this delicate balance and allowing each of the partners to find their right place in the system are among the major challenges of the system in the future.

- **In relation to cluster 5: Improvement of labour demand and supply matching**

Both projects of this cluster had a component related to the development of social dialogue and the involvement of social partners – trade unions and associations of employers – in the functioning of the labour market, in view of improving the labour force’s qualification level and creating a better response to the evolving requirements of the economy. Work towards this aim was designed to take different forms, depending on each of the two projects but was rightly conceived as a mutually reinforcing task of critical importance for the whole cluster. No synergy was however developed between the projects, which mainly led to uncoordinated activities in this respect.

The **VET project** focused on two main elements. The first was the creation of sector committees, intended to have industry and enterprise representatives working on the identification of present and future occupational profiles, and on qualitative and quantitative qualification needs, and thus contributing to the definition of competences and skills required from the existing labour force as well as from young VET graduates. The second was the establishment of tripartite school boards, guaranteeing that the educational institutions would meet the needs of the local labour market through the adjustment of their educational offer in terms of programmes and targeted occupations. These institutions were expected to enter into mutually fruitful agreements with local enterprises for the job placement of their students, during and after their schooling. Although the project reported the establishment of such sector committees in at least two branches, their level of activity has remained quite modest, and not continuous. Apparently the project was unaware of a parallel project at the Chisinau Chamber of Commerce and Industry under the auspices of the Koblenz Chamber and working, at least partly, in these sectors. The school boards component received insufficient follow-up during the project in the pilot schools where it was implemented.⁷² Some of these schools however report good cooperation with their local economic environment, but this seems to result more from the personal leadership of some school directors than from the project’s own merits. There is no evidence of a functional mechanism putting the consideration of the local economic situation at the core of the VET institutions’ operation.

⁷² Site visits. See annex 3 on methodology

In the **PES project**, the focus was the development – based on provisions of the 2003 Labour Code – of a cooperation strategy between the ANOFM and social partners, followed by its implementation at national and rayon levels. The adoption in 2008 by the ANOFM board of such a strategy and of a correlated action plan, has given new responsibilities to the agency in this matter. However, perhaps due to limited internal resources and the strain caused by the increased number of registered job seekers, no further steps were taken by the ANOFM and the project for the implementation of this strategy.

In both projects of the cluster, only initial steps towards the development of social dialogue in Moldova, mainly through experts' visits and stimulation of debate on this topic, have been taken.

These steps mainly concern the central level and results at local level remain extremely weak, in particular due to the difficulties encountered by the business community to structure itself at that level. The involvement of the business community has remained so far limited both as a partner at national level in the reform of the vocational education system and at the educational institution level, in spite of some positive exceptions. The sector committees launched through the VET project in two branches (agriculture and construction) are in need of serious reactivation and institutionalisation.

4.4 ANSWERS TO QUESTIONS ON SUSTAINABILITY (Q12 TO Q14)

4.4.1 Q12: What is the present level of national ownership of the projects? What have been the factors facilitating or hampering the sustainability of the project results?

- **In relation to cluster 1: Development of integrated social assistance policies and services**

The four projects of this cluster were developed in close collaboration with the responsible public institutions and in line with the national political agenda. This has led to good national ownership of the results. To a very large extent, policies, institutional adjustments and procedures proposed by Sida projects have been incorporated into the national legislative and regulatory framework, and there is strong political commitment to continue working in the same direction.

The implementation of the targeting mechanism is considered as a starting point for the introduction of the new cash benefits system, replacing the old compensatory system. These objectives were included in the medium term policy agenda of the MLSPF, which also provides for the reform of cash benefits to be complemented with measures for the sustainability of the social services system. In this respect, the MLSPF plans for 2011 to develop secondary legislation for the implementation of the Law on Social Services, with particular attention on developing the mechanism for social services costs-benefits evaluation, and contracting-out procedure. These topics are also of interest to several donors. UNICEF has already been involved, through EC support, in gathering information for the creation of a social service cost evaluation model and for the development of the classification of these services. Moreover, at the end of 2010, UNDP decided to support the MLSPF in assessing the legal framework in the perspective of contracting out services offered until now by the State to private providers.

This is also valid for activities and results related to child and youth protection. Even if the deinstitutionalisation is behind schedule, the two national strategies for child protection have put the reform on an irreversible track, as shown by the recent promulgation of the Adoption Law. Both the MLSPF and the MEduc, the institutions sharing major responsibilities in this field, have acknowledged their coordination problems and show willingness to deal with them. Developments in the field of Early Childhood Education are continuing through EFA-FTI, and benefit from the full commitment of the authorities. Similarly, the youth centre network is supported annually through the central budget.

In the case of the infectious diseases communication campaigns, although state ownership is ensured by the presence of HIV/AIDS/TB prevention measures in the national legislative and strategic framework, the limited state resources have led to it being funded from extra-budgetary resources. The Global Fund to Fight AIDS, Tuberculosis and Malaria represents a very good financial opportunity to continue the work in this area. Moldova will receive support under the Consolidated Grant Round 6, Phase 2 and Round 8, Phase 1. As a follow-up to the activities developed within the framework of the Protective environment for children project, 12 youth-friendly clinics were opened in Chisinau, Balti and 10 rayons, and there are plans to open two more in Transnistria. The MoH is receiving support from UNICEF and the Swiss Development Cooperation Agency (SDC) on the development of a strategy for scaling up the model in all rayons. According to UNICEF statistics, around 70,000 adolescents and youth receive health related information and services in these clinics.

- **In relation to cluster 2: Enhancement of gender equality**

Due to its cross-cutting nature, gender equality concerns should be reflected in all state institution programmes and ownership of this theme should be present across the whole state machinery.

In spite of the significant results achieved by the Sida projects and of the participatory production of the gender equality strategy, actual ownership of this topic remains for a large part concentrated in the MLSPF, the coordinating Ministry on this matter.

Until now, the gender focal point's work has generated limited take up by other ministries and state agencies. These institutions demonstrate variable ownership of this matter, which has nevertheless been greatly promoted, through Sida's support, in agencies such as the NBS, where a qualitative improvement can be noted. This progress has led other institutions, such as the MEduc and the MoH, to become more receptive to a gender differentiated approach in their respective fields, leading the way for further developments in other policy areas. Progress is more difficult to achieve in institutions responsible for public finance, as substantial changes need to be introduced, for example in budget classification, to develop gender responsible budgeting at central and local levels.

- **In relation to cluster 3: Promotion of the rights of users of the justice system**

To a very large extent, policies, institutions and procedures by Sida supported projects aimed at promoting the rights of users of the justice system have been incorporated into the national legislative and regulatory framework and there is political commitment to continue in the same direction.

This assertion is also true for the understanding of the needs of vulnerable groups, the change of procedures and mentalities in the penitentiary system, the further development

of the Probation Service and other alternatives to custodial sentences, as well as the promotion of children's and youth rights through mainstreaming the concept of juvenile justice, or the more advanced concept of justice for children. Both the GoM and EC officials in Moldova have mentioned that these concepts will be present in future efforts to improve the RoM justice system. The main catalyst of these positive developments was the involvement of the relevant public institutions from the very beginning of the project. For juvenile justice, the intervention itself was developed in response to the request of the MJ. Another factor leading to good national ownership is the synergy with the main national strategies. However, the low capacity of the state to allocate resources is an important limitation for the continuation of the projects: in the last three years, the budget of the MJ has continuously decreased due to the economic crisis, and short-term budgetary perspectives are not positive.

- **In relation to cluster 4: Management of issues and risks linked with extensive migration**

Permanent cooperation with the relevant state agencies responsible for migration management has ensured the ownership of the results. All involved institutions have retained the specific results and have integrated them to some degree in their own workflow.

The situation is more delicate with the NRS. At present, the NRS (including the Centre for Assistance and Prevention – CAP) is mostly maintained by international donors and NGOs. Its national coordinator is working in the MLSPF but is paid by the IOM. The GoM has shown its willingness to take over responsibilities but does not have the necessary resources to sustain the system. The model of gradually transferring the control to the state used for CAP has been successful so far and may be continued, provided that international organisations are willing to pursue their support. Another ownership problem is encountered at local level. Social assistance and other participants in the multi-disciplinary teams perceive NRS work as additional responsibilities, added to their daily tasks. With already low salaries, the level of commitment is decreasing. Better motivation and more awareness-raising actions are required to overcome this problem.

The availability of external financing also ensures the quality of services for victims of trafficking. This is a delicate issue, faced in particular by the CAP, since including existing specialists' pay in the public sector salary structure – much lower than their current payment – may lead them to look for better opportunities in the private sector. Developing a model for avoiding this risk is a must.

- **In relation to cluster 5: Improvement of labour demand and supply matching**

There is strong national ownership of the Sida supported project for PES and awareness of the increasing role to be played by these services towards their various target groups.

The massive capacity building process carried out with Sida support in the ANOFM for more than 10 years now, with the same project partner, has considerably facilitated the MLSPF's and ANOFM's integration of the main approaches, methods and procedures promoted by the successive projects. The continuation of the intervention under the Mobility Partnership Project funded by the EU is likely to reinforce already achieved results, as this new project is offering further institutional development support to the ANOFM while being focused on the specific area of labour migration. This should allow the ANOFM to gain in autonomy after long-standing support. This support, if prolonged

much longer, might prevent this institution from inventing its own solutions to solve the problems it still faces.

Ownership of the project inputs in the VET sector remains quite weak, and a major negotiation should be undertaken by the MEduc/GoM with the donor community on the prospects and conditions for potential further support to this critical policy area.

4.4.2 Q13: Are the changes promoted by the Sida intervention likely to have long lasting effects on the social sector institutions involved and how can these institutions further consolidate these results?

- **In relation to cluster 1: Development of integrated social assistance policies and services**

The SAS project started before the second stage of the public administration reform and contributed to strengthening the MLSPF's capacities to ensure the continuity of the initiated reforms based on the national strategies. An important result obtained through the project support is the strengthening of the national social assistants' network, a critical element within the institutional framework of the integrated social services system. The project helped the MLSPF in developing training curricula and case management procedures, and efforts need to be focused on ensuring the further development of the continuous training system. Sida's intervention, through other projects, has facilitated investments in human resources with a focus on vulnerable groups, such as children, youth at risk or victims and potential victims of trafficking. The level of financial sustainability of the social assistants' network remains a problem, which may be solved in the near future by the MLSPF through its wages reform.⁷³ This reform requires a review of existing wages for the various categories of workers in this field and a better balance between wage levels in the social sector among different sub-branches.

In the development of social services, important changes have also been achieved at community level. The **MSIF II project** introduced the mechanism for community participation on needs identification and the design of services. This new mechanism is advancing the development of social dialogue and citizens' participation and is improving the cohesion of the communities and the responsiveness of LPAs. The MLSPF and LPAs can and should work together to maintain the model where it has already been introduced and to replicate it in other communities. The mechanism can be used for any type of decision of public interest.

A good example of long-term impact is shown by the continuous development of Early Childhood Education services through community services. Sida's intervention has contributed to it by setting the methodological bases of such services, and the instruments developed under the programme are in use. Currently, there are 51 ECD community based services, and the best practices developed in Moldova have been publicly recognised and widely disseminated (published by the UND⁷⁴ on MDG best practices). The third tranche of FDI is approved and will ensure the continuation of activities.

Adequate measures for the prevention and treatment of transmissible diseases can only be implemented by promoting well conceived messages and developing tolerant attitudes through education. **Although it is too early to say that the activities undertaken**

⁷³ As confirmed by results of the focus group with Social Assistance Directorates' representatives.

⁷⁴ United Nation Development Group.

within the framework of the Safer sex/AIDS project have significantly changed attitudes towards the HIV-positive population, an important result has been reached with more public awareness about these diseases and the problems faced by affected people. The advertising spots in the media had strong resonance with the public. The state, within the framework of prevention policies, may continue this practice by putting more emphasis on rural areas, where people have a lower level of tolerance towards HIV/AIDS and seropositive people, and where access to written information is less developed.

- **In relation to cluster 2: Enhancement of gender equality**

Following the assessment performed in this sector, the choice was to focus Sida support on building the capacity of the main central institutions in charge of gender policy development and coordination, starting with the MLSPF and its dedicated services, in view of creating the conditions for the sustainable treatment of gender issues. The objective was in particular to put an end to previous contradictory moves in this field, affected by alternated periods of support followed by threats of dismantling.

The Sida supported intervention consolidated the core governmental mechanisms by significantly strengthening the DEO, by revitalising the work of the Governmental Committee on gender equality and by giving a new impulse to the network of gender focal points. This was done by enabling the participatory framework within which all the state bodies will be called to jointly work in this area.

The first annual monitoring exercise of the gender strategy's implementation has not yet been performed and this will be the first test of the effectiveness of the consolidated system. **The lack of sufficient resources allocated in the budget to implement the ambitious strategy and action plan is, however, already seen by all stakeholders as a worrying problem.** The gender focal points network remains quite fragile and several of its members still do not have a precise vision of the concrete role that they could play in their respective environments. Assisting them in better defining how they can be more than just 'persons interested in women's affairs' is necessary for them to stay motivated in their function. Furthermore, the positioning of the gender coordination role in the MLSPF contributes to a perpetuation of the traditional vision of gender equality, rather than to its further promotion as an overall condition for the country's sustainable development. Initiatives launched on gender responsible budgeting by the Sida intervention have now been transposed into actions to be conducted within the adopted gender equality strategy. This will require significant efforts to be deployed towards the finance related central state institutions, the MoF and the MET. The present budget classification does not allow the gender dimension to be properly taken into consideration in central and local budget preparation and, according to academics involved in the preparation of the budget sensitive master's level course,⁷⁵ the new budgetary classification under reform does not seem to integrate this approach any better.

New possibilities have been created by the recently launched Sida supported project on women's empowerment to consolidate the Sida supported institutions in the gender area. Although still at an early stage, it is likely that it will create a much needed closer relationship between the central and the local level on gender issues, a dimension which has been missing until now.

⁷⁵ Interview with Faculty of Finance management.

- **In relation to cluster 3: Promotion of the rights of users of the justice system**

In the area of justice, the most important changes probably concern attitudes and values towards persons, whether adults or children, in conflict with the law. Rehabilitation and social re-integration are possible only in a context defined by tolerance. It is too early to say that the recent developments have created a critical mass of people with new attitudes and values, but it is certain that they have planted promising seeds. The example of the probation services is significant and proves that, starting from nothing, it was possible to establish a structure including a legislative and regulatory framework, procedures and a nationwide network of officers.

However, probation still has a long way to go before being able to provide full services to beneficiaries. It needs more resources, as well as continuous training and better motivation for employees.⁷⁶

Similarly, introducing the concepts associated with justice for children is far from being completed by including them in the legislation. There is awareness and commitment at the highest level of the most important institutions (MJ, CSM and General Prosecutor Office) and the NIJ acts as a catalyst for spreading the knowledge. However, the coordination through the National Working Group on Juvenile Justice is rather loose and the Group itself is not functioning as expected.

Community involvement is another weak point when working to improve the situation of vulnerable groups in the field of justice. **Sida intervention has contributed to awareness raising and the situation is slowly improving;** however, a lot needs to be done in this respect. The Community Justice Centre (CJC) has proven to be a good model and its work has been very valuable for the target group. Unfortunately, this model is not self – sustainable in the current context. Out of the nine centres, only three, located in the largest cities, continued their activity after the end of the project. No new centres have been opened. This is due to the **scarcity of resources for institutional support for such organisations. Further analysis is necessary to find a way to integrate the CJC model into the institutional and social framework of Moldova and to include in this model full partnership with local authorities and the externalisation of re-integration services.**

These examples lead to the same conclusion: the way has been well paved for further progress and there is political commitment to continue the work. However, the critical point has not been attained and if the programme of reforms is not backed-up by adequate financing, there is a relatively high risk of losing the good results achieved so far.

- **In relation to cluster 4: Management of issues and risks linked with extensive migration**

The implementation of the **Migration Management project** is considered to be very useful by the participating public institutions because of its timeliness. **The project started when these institutions had received additional responsibilities on migration and it helped them to orient and integrate these tasks.** The project more specifically helped the BMA during the internal budgeting process by successfully advocating for funds to be allocated in the 2008 budget. This was used to develop the information system, allowing the electronic handling of cases, based on specifications and

⁷⁶ The discussions with probation officers from Hincesti and Cahul have underlined the scarcity of resources available in the system.

using equipment provided by the project. This helped the bureau staff to rapidly adjust and eventually led to the development of the above mentioned software application. **The consolidation of the results in these institutions is, however, limited by the available resources.**

The NRS development has helped the MLSPF to take the leading role in this field. The operational coordination of the actions of the state structures, NGOs and international organisations within the framework of the NRS, as well as the monitoring of the system operation and data collection, is carried out by the Ministry. The IOM support is helping the Ministry by, among other things, maintaining the national coordinator office. **In the future, the Ministry will have to take over the entire responsibility of financing the national coordinator and continuous training for multi-disciplinary teams, and to enhance the capacity of the Permanent Secretariat.** However, the MLSPF's pre-eminence in the system is somehow detrimental to the participation of other important ministries or state agencies, and their commitment may sometimes be questioned. The lack of trust in the NRS is due to notorious corruption cases or linkages between police, magistrates and organised crime, which were exposed by the media but remained unsolved by state authorities. Solving this problem is beyond the scope of the MLSPF but it affects trust in the NRS. Cooperation between public bodies can be successfully enhanced if the National Committee to Combat Trafficking in Human Beings (NCCTHB) plays a more important role in the future.

- **In relation to cluster 5: Improvement of labour demand and supply matching**

The support provided to the PES at central level and in some of its local agencies will leave a long lasting mark on the operation of the ANOFM. The results of the project are, however, not similar as regards job seekers and employers, a group that the agency still has difficulty in fully involving as partners at local and even central level. Although the social partners have representatives in the ANOFM board, the concrete implications of this participation for the benefit of the agency does not appear strong and the level of awareness of employers on issues such as the work the agency does with vulnerable groups is not convincing. At local level, it remains difficult for the territorial agencies to develop a strong partnership with the still underdeveloped associations of employers. For the time being, the agencies are focusing their daily work on specific enterprises for labour matching but do not enjoy cooperation with a consolidated representation of social partners, at least as regards employers. It is however planned that the EU funded project in support of the PES will include further work for the development of social dialogue.

Because the reviewed PES projects have for more than ten years now been implemented by the AMS, the model which has served as a reference throughout this period has remained identical and ANOFM staff have developed a good knowledge of its operation and features. In the last project, other references, have contributed to enrich the exposure of the ANOFM to countries from the ex-Soviet Union. In addition to that, most European based models of public employment services share a large number of common features as regards types of passive and active labour market measures, and approaches towards vulnerable unemployed persons, cooperation with social partners, etc. **It is certain that the ANOFM now has a satisfactory understanding and knowledge of these working methods and systems. The agency will need to be attentive to maintaining the quality standards set by the Sida intervention.** This applies in particular to the methodology used in the annual forecasting survey and to the

implementation of the guidelines for working with vulnerable categories of people. Work pressure and the still difficult working conditions in some ANOFM agencies make this latter working area especially difficult to sustain, as adequate treatment of these categories of people requires a significant amount of time and efforts for often disappointing results in terms of permanent employment. The development of a contracting mechanism between the ANOFM central level and its local agencies, reflecting the importance given to the features that the agency wishes to prioritise, could be a good way to promote further focus at local level on difficult but important issues.

The Sida funded intervention in support of VET involved the exposure of a large number of stakeholders to new approaches and launched a needed debate on various aspects of the reform of the vocational education system, on the operation of its institutions and on the required conditions for their efficient operation. This debate sowed new concepts and ideas across a wide audience, now better informed of the European models and more able to adjust them to the Moldovan context. However, **the long gap in the MEduc's cooperation with the HIFAB implemented project significantly delayed the intervention progress and did not allow any significant results or consolidation at institutional level.** The initial absence (although later partially corrected) of coordination between projects on critical components required for an integrated reform of the VET system – in the fields of curriculum elaboration and of teacher training – also created a bottleneck. The selection by the MEduc of the pilot institutions for each specific sub-area and the actual piloting of the components of the Sida funded project started late, and project activities became scattered across a large number of institutions, without creating a critical mass for change in any of them. Furthermore, the pilot activities were not the subject of any joint systematic assessment by the MEduc and the project. In a majority of areas, no final decisions were taken on whether to introduce the tested approaches on a larger scale or to reorient them. Several pilot experiences started during the project were left in limbo, with no final decision on their fate.⁷⁷ One of the main challenges in this area will be for the MEduc to compile all the proposals and products generated by the Sida supported project as well as by other projects and to assess how they can still constitute useful building blocks for the reform of the VET system.

4.4.3 Q14: Has the Sida phasing out strategy been adequate to maximise the sustainability of the interventions, both through organising the transfer of the project results to the national institutions and through preparing further support from the donor community when necessary?

- **In relation to cluster 1: Development of integrated social assistance policies and services**

Sida's decision to phase out from the social sector may be perceived as adequate in terms of reducing the dependence on external support, but it would seem that this decision has not been sufficiently discussed and well coordinated with the other donors in the sector.

Sida's phasing out from the social sector coincided with the withdrawal of DFID from Moldova and the end of the EC Social Budget Support. The combination of these two events will lead to a partial lack of coverage of the sector in the medium term. The

⁷⁷ This was the case even for pilot activities which had gone quite far in their development, such as the entrepreneurship curriculum development, entirely finalised but not introduced in any school; the development of the curriculum for the plastering trade, tested in different institutions but finally not validated; the various options tested in a region for career guidance development, etc.

continuity of the cash benefits reform will be ensured by the WB, which has negotiated a 5 million USD 4-year project with the MLSPF. This project is planned to start in the first half of 2011. The continuity of the reform in the field of social services remains a problem. There were high expectations that the continuity would be taken over by the EC, but this will not happen, and the major part of funding allocations foreseen until 2014 in the social assistance sector have already been exhausted.⁷⁸ The EC support will be limited to the MSIF project until mid 2011, to develop 30 additional centres in 10 pilot districts. Although UNDP has expressed interest in some areas (such as contracting out procedures), no final decision has yet been taken. UNICEF is committed to support the child-care reform and deinstitutionalisation but the capacity of the agency will be limited if no other major donor contributes.

Regarding the continuity of the measures for information and the prevention of transmissible diseases, the sustainability is partly ensured through the new National Programme for Prevention and Control of HIV/AIDS and STIs for years 2011–2015, which is largely dedicated to prevention activities. After its approval, resources will be allocated from the state budget and from the Global Fund grant.

• **In relation to cluster 2: Enhancement of gender equality**

Intervention in the gender cluster will in fact not be phased out and its continuity is assured, thanks to a new round of Sida funding and extended cooperation with UNIFEM in this area.

The 2007–2010 Moldova cooperation strategy emphasised the fact that, although women have a relatively high employment rate, the lack of a social security system was still leading to a double work load. It added that, in spite of the fact that stereotyped gender roles affect men more severely in some respects, gender equality is still regarded mainly as a women's issue. It also mentioned the need to continue working on a stronger participation of women in all decision-making processes in society.

This analysis has led Sida to positively respond to the joint MLSPF and MET request for funding of a 2009–2013 project on rural women's empowerment. Its focus will be on both directly addressing the needs of rural and sub – urban populations, especially poor women, in exercising their social and economic rights and increasing their access to information and services in employment and social protection areas, and on pursuing the capacity building effort towards the main stakeholders in this field. This project has planned to include components directly flowing from the previous Sida intervention. It will be devoted to further consolidating the national mechanism on gender equality, to engaging in a partnership with the ANOFM and the labour inspectorates to mainstream gender, and to bringing support to the social partners for the implementation of new gender related provisions of the labour code. The work, which successfully started in the previous project with the media to fight gender stereotyping and to mainstream gender perspectives in their work, is to be continued. The women's empowerment project is also intended to be closely linked with other initiatives, also financially supported by Sida, in the field of decentralisation and development of autonomy of local self government.

⁷⁸ Problem expressed by the EU delegation representative during individual interview.

- **In relation to cluster 3: Promotion of the rights of users of the justice system**

It cannot be said that Sida has completely phased out from the juvenile justice area, since the current Sida – UNICEF project is still ongoing until the end of 2011. With the project having already achieved its main objective, there is an excellent opportunity for Sida and UNICEF to organise the transfer of results towards national institutions and other donors during the last year of the project.

It is a good moment to learn from previous experience, because in the past project, the CJsCs' capacity to become self-sustainable had been over-estimated and too little had been done to find a functional model to ensure their financial stability. Sida is also continuing to support the Soros Foundation's Legal Programme, through a project aimed at piloting paralegal work in rural communities. The planned EU support for Moldova in the justice field is an excellent opportunity for Sida and its partners to promote the rights of vulnerable groups by putting them on the agenda of the GoM and EU.

- **In relation to cluster 4: Management of issues and risks linked with extensive migration**

The decision to support the work of the key international agency active in the field of migration – the IOM – has greatly helped the transfer of results.

In a changing institutional environment, the IOM has remained the catalyst of international efforts dedicated to supporting GoM strategies and action plans. The **Anti-Trafficking project** was itself part of the IOM's phasing out strategy. However, an abrupt end to the support offered to state agencies was simply not possible, due to the fact that **the Moldovan state does not currently have the necessary resources to assume all the responsibilities in this field.**⁷⁹ Without being programmed as such, the financing gap after Sida's phasing-out has been partially covered by opportunities offered within the framework of the Mobility Partnership Programme.

In addition to the ongoing projects, the EU supports the project 'Addressing the negative effects of migration on minors and families left behind', implemented by the Italian Ministry of Labour and Social Policies in cooperation with the IOM. At the same time, another EU-funded project – 'Better managing the mobility of health professionals in the Republic of Moldova' – is expected to be launched soon and will be implemented by the WHO.

- **In relation to cluster 5: Improvement of labour demand and supply matching**

The sustainability and potential success of the Sida phasing out strategy following the ending of the two interventions of this cluster is very contrasted. The intention expressed in the Sida programming documents, to conduct and finalise in a well coordinated manner support to both sides of the labour market system, was defeated by the poor cooperation from the MEdur, where institutional and managerial changes generated bottlenecks preventing the success of the Sida funded intervention.

The 2006–2008/9 project in support of the PES was supposed to be the last and final step in the long standing Sida assistance in this area, and to finalise the work done since 1997 under two previous rounds of support. The intention was to continue improving, through the introduction of new methods and systems, the quality of services offered to employers and job seekers all over the country. Previously, support had mainly been given to a limited number of pilot offices. This was clearly expressed in the initial assessment memo of the

⁷⁹ Conclusion based on the interviews with State and donor representatives.

PES project 2006–2008/9, which noted that ‘the size and the scope of the project meant that no further support to the sector would be needed’.⁸⁰ In fact, in spite of the results attained by this project, it soon became obvious that further consolidation would be required and that any new project in this area should include elements of sustainability enhancement.

This possibility arose with the launching of the EU funded project to strengthen Moldova’s capacity on labour and return migration within the Mobility Partnership Programme, as mentioned in relation to the migration cluster. The work done in the Sida supported intervention – notably as regards labour market forecasting, information system development, social dialogue promotion, and job expo centre development – could be continued under these new auspices. Additional funding could also be found in this new project for the provision of the additional computer equipment. This continuity was considerably facilitated by the fact that the AMS had remained the project implementer for the EU funded project.

This project will represent additional support to the ANOFM’s overall development while providing specific assistance on labour migration. This is indeed welcome in a period of economic crisis, with a large increase of registered job seekers, and a fall in vacancies. However, whatever the positive implications of the EU funded project, it is unlikely that some of the components of the reviewed PES project will benefit from still needed support. This particularly applies to the work on inclusion/reintegration into the labour market of the most vulnerable categories of unemployed persons, such as the disabled, ex-detainees, and the long term unemployed. This aspect is not presently covered and most of the ANOFM local agencies will find it difficult to follow up on these issues at the desirable level after the end of Sida intervention.

In contrast to these rather good sustainability prospects, the intervention on the supply side of the labour market related cluster does not show a satisfactory level of potential sustainability. **The Sida Promemoria document, at the beginning of 2009, already expressed concerns some months before the end of the VET project, regarding sustainability in this field. It noted the uncertainty concerning the future level of involvement of donors to further support this sector.** Shortly before the end of the project, a new prolongation, requested by the MEduc, was justifiably not granted by Sida due to the poor level of achievement of the project throughout its already extended implementation period. Since then, and perhaps due to the inclusion of VET as a medium term priority in the Rethink Moldova document covering the period 2010–2013, some progress appears to have been made by the MEduc in the latest steps towards the preparation of the Strategy for the Development of the VET System, linked to the finalisation and future adoption of the draft Education Code. Drafts of these documents demonstrate that selected options for the VET system are quite close to proposals developed under the former Sida supported **VET project**.

It will be necessary, in order to secure the conditions of success of any potential further intervention in this area, to carefully assess beforehand that certain criteria are met. These include the willingness of the MEduc to enter into stronger cooperation with major stakeholders, such as the social partners interested in the production of a qualified and modern labour force; the existence of one lead donor able to cover all the major aspects of support to the reform for the coherence of the approach; the re-assessment of the role, positioning

⁸⁰ Paragraph 2.5 on sustainability.

and efficiency of certain structures created under the former Sida supported **VET project**, such as the Republican Centre for VET Development (RCVETD); the compilation of and decision to use available products and outputs generated by former projects, etc. The scope of a new donor intervention in this sector will also need to be carefully parameterised and its profile precisely defined. In view of the magnitude of the required changes for the initial VET system, it might be overambitious to attempt to deal, under a single intervention, with both the reform of initial vocational/technical education (at secondary and post secondary levels) and the establishment of a system of continuous vocational training for the already employed labour force, the funding of which is still highly problematic.

5 General conclusions and lessons learnt

This section summarises the general conclusions by identifying issues that are to a great extent common to the entire Sida intervention. Conclusions related to specific projects and clusters are not repeated below; they can be found in the previous section. Both the cluster conclusions and the general conclusions have contributed to the formulation of recommendations. However, in this section, the report mentions to which type of recommendations each of the mentioned issues should lead. Annex 11 presents in a schematic manner the links between evaluation questions, general conclusions, and recommendations.

C1 Maintaining synergy between Sida's intervention and the GoM's agenda, and coping with the changes

Sida has always maintained a good balance between being in line with the GoM's agenda and transparently working on promoting new issues on this agenda. It was good practice which led to both advancement towards the country's goals and the improvement of democracy and respect of human rights. This model of work was achieved by openness to both the GoM's requests and the possibility to support projects that had a clear advocacy component, and it had two main characteristics:

- The most important was that **the objectives of Sida's support to the social sector in Moldova were fully in line with the relevant main priorities set out in the country's strategic policy framework**, as expressed in its main documents and in particular in the EGPRS (2004–2007), in correlation with Moldova's commitments to the attainment of the MDGs.
- At the same time, **certain Sida interventions contributed to the inclusion, within national strategic documents, of a stronger emphasis on specific dimensions**, such as gender, poverty reduction, HIV/AIDS and TB prevention, or vulnerable groups, such as youth offenders and ex-detainees, which had not received all of the necessary attention in the initial drafts of these policy frameworks.

The negative implications, for some of the projects, of frequent changes in high level responsibilities and the lack of continuity in certain spheres of public administration, still need to be mentioned. In addition to these politically motivated changes, the sustainability of some initiatives was also affected by the high turnover of public servants, a risk several times underlined in project programming documents. This clearly raises the question of the positioning, in the salary scale, of some important new functions necessary for the proper operation of improved social services. The experience of working on cross-cutting issues, such as migration, gender or HIV/AIDS, underlines the importance of inter-institutional cooperation, and at the same time shows that it is still one of the weak points of the current institutional framework in Moldova. Frequent political changes contribute to poor inter-institutional coordination, so the two issues are connected.

Based on these observations, some recommendations have been made to the GoM regarding agenda setting – in particular not pushing for more changes before consolidating the achieved results – and increasing the effectiveness of inter-institutional coordination. There is no specific recommendation for Sida, other than maintaining its balanced approach, but the connected issue of donor harmonisation is addressed separately.

C2 EU perspective

All policy and strategy proposals produced within the Sida supported projects have incorporated the consideration of European models and were designed to reflect European standards, since EU accession, or at least closer relations with the EU, have been a constant of Moldova foreign policy in the last decade, even when the Government seemed somewhat less decided on this perspective. However, due to the fact that the PCA and EU-Moldova AP provided only for progressive harmonisation of Moldovan legislation with the EU, no assessment of the level of compatibility of the new proposed or adopted legal and regulatory texts took place during this period, and further work on this issue will probably be needed in the context of the planned evolution of the EU-Moldova partnership.

C3 Advancing the harmonisation of donors' efforts

Moldova is a country which depends heavily on external assistance and donor harmonisation is a must. It was one of the strategic priorities of Sida's intervention, and this has resulted in better coordination among donors either by supporting structures and mechanisms of cooperation between them, or by selecting strategic partners in the areas where one important donor was active. Both approaches proved efficient to some extent, and in particular the second.

During the period under review, Sida contributed significantly to the improvement of external support harmonisation and the coordination of donors' assistance in the social sector. At the beginning of this period, the basis for a government led mechanism for external assistance coordination was in place but needed improvement. The EGPRS, linked – although imperfectly – with the MTEF, represented a first attempt to include, in a global framework, resources from the national budget and external funding. However, the donors' coordination mechanism in place at that time did not prevent all unwanted overlaps and uneven coverage of some sub-areas. In the social sector, where Sida held significant weight, it promoted the principles of the Paris Declaration on Aid Effectiveness.

The Sida contribution was also always rightly conceived to increase cooperation between the government and international organisations of the UN family (UNICEF, UNIFEM, IOM) facilitating the government's commitment towards the attainment of several MDGs, promoting increased consideration of obligations resulting from international agreements and conventions, as well as allowing a beneficial pooling of several sources of funding in areas such as child protection, juvenile justice and migration.

Although Sida's efforts have been highly appreciated, donor harmonisation is a complex equation in which each governmental structure and donor represents a variable. Since

each is moving at its own pace, the coordination of efforts still has its limits, and several recommendations aimed at improving cooperation have been addressed to the GoM and to the donor community.

C4 The visibility, transparency and participatory nature of Sida's strategy adoption mechanism, as well the flexibility of its implementation

Government representatives have declared themselves satisfied with the transparency of Sida's strategy adoption mechanism, while other stakeholders have been more reserved. There were several voices among donors, implementing agencies and NGOs saying that the phasing-out from the social sector came too suddenly and did not give enough time to coordinate the continuity of the intervention and/or to find alternative funding sources. Several of them also mentioned that they were not yet aware of Sida's priorities for the next strategic period.

Sida has demonstrated, throughout the period under review, a highly appreciated responsiveness and flexibility to accommodate justifiable requests for adjustments of its interventions. This has created a relaxed and favourable working climate between the donor and the government and its supported public institutions.

On the other hand, the internal monitoring of the projects has been relatively weak and few requirements for the regular follow-up of the projects have been put in place or requested from implementers. Several projects have not made use of the LFA approach, and defining performance indicators in relation to the various project objectives and outputs has been far from systematic. Interim evaluations have been unevenly organised. In some cases, the projects have relied on other contributors' monitoring and evaluation mechanisms even if the assessments generated through these systems were far from capturing all of the elements. A better internal monitoring system could have been useful to improve the quality of the end services offered.

Sida can improve the visibility, transparency and participatory nature of its strategy adoption mechanism. At the same time, there is room for better monitoring and evaluation, without affecting the flexibility of the donor. Recommendations addressed both to Sida and other donors are following up on these conclusions.

C5 Completeness of the intervention addressing both policy and capacity building

Sida's intervention has greatly contributed to the improvement of the social sector's legislative, regulatory and policy frameworks. This intervention has coincided in time with substantial changes to these frameworks and has contributed to them. A significant number of the 12 projects included at least one policy development component, and in some cases, improving the policy framework was one of the project's main objectives. Apart from the VET sub-sector, where in spite of efforts from the Sida project, the elaborated policy proposals were not finally approved at ministerial level, the Sida intervention resulted in fruitful outputs in terms of new strategies and programmes. **In all of the Sida supported projects, the reform of the policy and regulatory framework was accompanied by capacity building of the public administration** through initial and continuous training for public employees. In some fields, this investment was massive and a core capability has been created, as for gender

issues, or for the PES. The sustainability of such investments in human resources still remains uncertain in some areas, for example in social assistance, affected by high personnel turnover, as well as by the lack of resources of state authorities to invest in continuous training.

The results of the Sida intervention on institutional development, although satisfactory in general, are mixed in some cases. This was due to the underestimation of the scope of the support needed to reach the intended objectives. In a context of tight budgetary constraints and limitations, some of the options taken by projects supported by Sida would have required better weighting and needed an assessment of their potential to gain further access to sufficient funding and fulltime staffing on a long term basis.

The projects' completeness is one of the most remarkable characteristics of Sida's intervention and it is a model of best practice. A number of recommendations addressed to the public institutions and donors are based on these observations.

C6 Involving all stakeholders and raising awareness

Civil society's involvement in the Sida supported intervention in the social sector has taken a wide variety of forms. In almost all of the projects, the participation of civil society organisations was foreseen and integrated into the project activities. The contribution of NGOs was particularly active in some projects aimed at preparing new programmes and action plans. In spite of this good record, most of the activities carried out with civil society under the Sida intervention, have **involved and consolidated already well established NGOs rather than helping smaller and weaker ones** to emerge and operate at grassroots level. This could hardly be avoided since most of the projects were oriented towards policy changes and reforms, but it leaves considerable room for further work in this area.

Whatever the top political will and commitment, social reforms can not be adequately prepared or executed unless the public administration staff are aware of and sufficiently sensitive to the situation and needs of vulnerable layers of the population. This is a sphere where the Sida intervention was instrumental. For example, the services provided by the social assistants network and the social centres are addressed to a large range of vulnerable groups, including families with children, elderly and disabled people, children and youth at risk, etc. Although these centres are faced with a number of material and technical problems, the social workers are managing to raise the awareness of community members and LPA representatives as to the needs of vulnerable people. The dissemination of correct information about infectious diseases through media and civil society has also contributed to some extent to reducing the stigma and discriminatory attitudes towards members facing problems such as HIV/AIDS or trafficking. The services offered by the Community Social Centres have also led to a decrease in the demand for institutionalisation but the number of institutionalised adults and children still remains high.

Again, involving all stakeholders and investing in awareness raising are among the best practices derived from Sida's intervention, and recommendations addressed to public institutions, Sida, other donors and in particular other stakeholders are drawn from this experience.

C7 Promoting innovation, the use of reliable data and new technologies

Most of the Sida projects in the social sector have promoted the development and increased use of information systems, and have incorporated components or activities aimed at introducing or refining methodological tools and research based information, needed to guide decision making and policy implementation. It is not certain however, that all of the developed tools and methods are presently used to their entire capacity and some of them might encounter difficulties in continuing to be fully operational without external funding. This conclusion is followed by a very important recommendation addressed to the GoM and other public institutions, regarding better gathering and use of data.

C8 Following up on key issues

Sida has played an important role in pushing key issues up the Government's agenda. Gender and juvenile justice, areas where Sida's intervention has been at the forefront, are the best examples but Sida has also contributed to important developments on issues such as the reintegration of ex-offenders, HIV/AIDS, migration, etc. Sida does not appear to have a uniform approach for following up on such issues. For example, even though gender is still on Sida's agenda, what will happen with juvenile justice after the completion of the current ongoing project is not clear. Some of the recommendations identify concrete areas of subjects that can be followed up by Sida through various means.

C9 Always keeping in mind the ultimate goal

The overall Sida intervention in the social sector has been working towards the ultimate goal of improving the situation of vulnerable groups and people, by alleviating poverty and increasing social inclusion. Each project has contributed towards this goal. However, in spite of the important number of reforms aimed at increasing access to services and social inclusion of these groups, one still cannot yet speak of a substantial enhancement of their standards of living and, in many instances, rights gained at legal and regulatory level are not accompanied by a corresponding improvement of concrete socio-economic situations. Keeping in mind this ultimate goal at all times is one of the key factors that will keep the work focused.

6 Recommendations

6.1 RECOMMENDATIONS DIRECTED TO MOLDOVA'S PUBLIC INSTITUTIONS

- 6.1.1 The social sector in Moldova has experienced substantial reforms in the past few years. The majority of the provisions of new laws, strategies and action plans relate to increasing access to social services for poor and vulnerable groups, and to achieving high standards of service provision, in line with those in place in the EU. However, there is a lack of resources, even when considering existing service provision and infrastructure standards, and even more so in view of harmonisation with EU standards. It is increasingly apparent that **evaluation and investment in sustainability needs to be carried out before moving on to more changes**. Such an approach would require **better coordination and joint efforts by the public authorities and the donor community** to first assess the extent to which the enacted reforms have led to concrete changes in the population's living conditions and social standards. Because the ongoing reform of the social sector still depends heavily on external aid, one of the prerequisites for its success is **continuous dialogue between state authorities and donors**. Unfortunately, the SPCG has not been as effective as it should have been in the past ten years. Some progress has been achieved in the last few years, and the SAS project has directly contributed to it. **The MLSPF should increase its efforts to ensure the necessary resources for the SPCG to work in an effective manner.**
- 6.1.2 **A significant improvement in the quality of public policies can be achieved by increasing the effectiveness of inter-institutional coordination.** This is more critically the case for complex issues that cut across different sectors. A good example is migration, which affects more than half of the population (including those having gone abroad and their families). The causes and effects of migration can be found in various sectors – social, economic, justice, health – and the response to this manifold challenge has to be better coordinated in order to be effective. The experience of other countries shows that several models of coordination – one strong leading institution or a coordination council – are able to produce positive results but, whatever the selected scheme, further efforts towards the coordination of all concerned public institutions are necessary.
- 6.1.3 A proliferation of strategies and action plans covering various aspects and issues, often reinitiated several times over short periods, could be observed in the social sector in Moldova. In spite of their relevance, some of them are likely to remain ineffective due to the absence of adequate resources, both human and material. **It would therefore be advisable that future strategic planning be based on a more rigorous evaluation of the existing level of implementation and impact of previous strategies, and that a long term integrated**

sector strategy document clearly indicate the number of new sub – sectoral strategies and action plans to be produced, as well as material and human resources needed for their implementation. The public administration structure is still weak and adding, without enough caution, new responsibilities and tasks to the same number of employees could at some stage become counter-productive for the effective implementation of new policy measures.

- 6.1.4 In parallel, **more attention should be paid to involving public agents in the management of changes at all levels**, and in particular those people who will ultimately be called on to implement the new ideas, practices or models. For example, social assistants presently do not feel considered as essential actors in the ongoing transformation of social service delivery. The bottom-up consultative process should be substantially improved to include the final providers of the social services in the policy making process and to better recognise their critical role in the success of the reforms, through measures including enhancement of their working conditions and career prospects.
- 6.1.5 Sida's experience has shown that **involving civil society from the concept and design stages of a project increases its probability to have a long-term positive impact.** It is the role of the public authorities to facilitate this involvement by creating the conditions for continuous dialogue with the non – governmental sector across all the areas of the social policy field. The level attained by this cooperation still significantly varies from one sub-sector to another. Beyond the independent perspective and the critical analyses that the NGOs can provide, some of them are already good sources of knowledge and expertise, and are to be invoked in this respect too.
- 6.1.6 **A possible way to improve the quality of social services is to introduce or extend public – private partnership (PPP) mechanisms and to externalise the provision of some social services.** The introduction of this type of approach requires not only executive action but also legislative decisions to be made on the basis of cost-benefit analyses. From the experiences available in other countries and to a limited extent in Moldova, it would be worth at least undertaking a cost-benefits analysis of the opportunity to extend PPP as a general solution for social service delivery, and opening the public agenda to a debate on this topic.
- 6.1.7 **Being able to rely on accurate and permanently updated data is critical for decision makers.** Many implementing agencies, civil society organisations, as well as some public institution representatives, still indicate that although progress has been achieved in this field – for example through the gender and employment interventions – the situation regarding data comprehensiveness and reliability still needs improving, and that the progress made on the production of more disaggregated data needs to be pursued. The GoM should prioritise areas where collecting and publishing relevant data remains an important condition for the elaboration and implementation of effective public policies, and strengthen the capacity of the NBS and of dedicated departments within public institutions. This would be greatly facilitated by the NBS promptly setting up the mandatory sector coordination council in view of open dialogue and discussion with development partners on such priorities and further support needed in that regard.

- 6.1.8 Beyond better coordination, **more efforts are needed to streamline the sector's strategic planning.** It is absolutely necessary to shift from segmental solutions designed to solve problems of the moment (which in essence lead to a fragmentation of the system), to solutions oriented to produce system – wide changes. **More attention needs to be paid to the development of monitoring and impact evaluation processes.** This would allow results to be evaluated not only in terms of input-outputs, but in terms of the impact of the policies on the whole system and target groups.
- 6.1.9 Several Sida supported projects have promoted the active participation of local authorities, at municipal and district levels. These authorities have been involved as partners in numerous ways, starting with the financing and delivery of new social services, and contributing to dialogue with social partners and state authorities, or as actors of the adjustment of national policies to local contexts for a more effective response to social and economic needs. However, until now, the possibility given to the local level to transpose its vision of local priorities into concrete measures through budgetary choices remains limited by its constrained access to sufficient revenues of its own. **Dealing with regional disparities, a cross-cutting theme in the present Moldova-Sida cooperation strategy will require progress towards further decentralisation and the strengthening of local government autonomy,** as already contemplated in the recently developed GoM programme.
- 6.1.10 In all projects involving the participation of public authorities, and in particular those aimed at creating new structures, institutions or services, the commitment of the concerned institutions to long term sustainability is critical and should imperatively be made independent from possible political changes. **Further effort, to be conducted through the public service reform process, is needed to clearly differentiate, within the Moldovan administration, between political and administrative functions.** This would avoid the repetition of negative experiences, such as those which have severely affected the success of Sida's intervention in the VET sector.
- 6.1.11 The GoM is facing a shortage of resources and largely depends on donor support to sustain the social sector. It is important to avoid using external resources to cover immediate needs, and to use them instead for sustainable development. This means that expenditure planning within the sector is to be done based on available resources, including redirecting them when needed, and external support is to be channelled mainly to activities likely to produce sustainable improvements. **The approval of the already advocated long term sector strategy document is required and would enable both the MLSPF and donors' planned expenditures to be linked clearly to the policy objectives for the whole sector.** Again, **the SPCG should play a more active role in long term planning.**
- 6.1.12 At present, the NRS is mostly maintained by international donors and NGOs. The GoM has shown its willingness to take over responsibilities, but faces a lack of resources to sustain the system. **In order to gradually transfer the control over the NRS to the state, the GoM should identify and allocate additional financial resources and closely coordinate its efforts with international organizations willing to pursue their support.**

6.2 RECOMMENDATIONS DIRECTED TO DONORS PROVIDING SUPPORT TO THE SOCIAL SECTOR IN MOLDOVA

- 6.2.1 **The decision to include periodical external evaluation(s) in the project planning, at key moments, is worth the resources involved.** These evaluations should not only look at the project implementation but also at the outcomes of the projects, in particular at the status and evolution of the new institutions established, policies proposed, and capacities built.⁸¹
- 6.2.2 **Some results already achieved and some models developed can be used as best practices and transferred as examples at regional level,** such as the National Referral System for victims and potential victims of trafficking (NRS).⁸²
- 6.2.3 **In the last few years, several donors have withdrawn from the social sector in Moldova.** Sida's withdrawal is to be followed by a similar step by DFID at the end of 2010. In some of the social sub-sectors, and in spite of the forthcoming large WB loan for social protection and health, **this withdrawal has happened too fast, and a further consolidation would have been welcome.** In some cases, however, consolidation is already happening. The EC funded project on labour migration, still being implemented by the Swedish Public Employment Services, will both deal with this specific topic and assist in the consolidation of the overall capacity of the ANOFM achieved through the intervention which was previously supported by Sida. The gender area will also, through the new Sida intervention devoted to rural women's empowerment, benefit from a continuation of activities undertaken by the previous project and be able to pursue the process of capacity building of the DEO and of the national gender equality mechanism. It will also continue the work which has already been started on gender mainstreaming. These two examples prove that there is a need to ensure the sustainability of the past interventions and, in areas where such a continuation

⁸¹ A good example is the Child Ombudsman, one key element of the children's rights protection system. This institution, established with Sida support, should play a central role in monitoring and promoting the situation of children's rights in the country. Unfortunately, there is still a lot to be done before the Child Ombudsman finds its rightful place in the institutional framework. Many NGOs are critical towards the implementation of the institution in Moldova, the state officials are rather reserved and the Ombudsman feels somewhat isolated, with little support or collaboration from either civil society or public authorities. When asked why the institution is not working as expected, some stakeholders indicate as a major reason, the poor selection of the personnel of the office. A comprehensive assessment of the institution and of the performance of its staff falls outside the scope of the present evaluation but is nevertheless required. It is one of the examples that emphasises the need for the continuous and transparent evaluation and re-evaluation of initiatives in order to put good ideas on the right implementation path.

⁸² The NRS is considered by all stakeholders to be the most appropriate way to address this issue in Moldova; this opinion is shared unanimously by representatives of public authorities, NGOs and international organisations. Some partners also consider that the implementation of the NRS so far can be recommended as a model of good practice for the entire region. In such cases, the donors can be the link between Moldovan expertise and existing needs in other countries. The recommendation of the NRS as good practice does not mean, of course, that other examples are less valuable. Other organisations (for example the SDC) have supported and/or implemented programmes in the field of anti-trafficking, and they were occasionally mentioned during interviews; however, the evaluation has focused on Sida supported projects, and so the evaluators are unable to make comments on other programmes.

is not possible and not ensured by other donors, that **there is a risk of losing the achieved momentum and results. In the context of the economic crisis, the GoM might have difficulties in taking ownership of all the achieved results and to ensure adequate funding in the coming years. To avoid this risk, the donor community together with key national partners and civil society would be well advised to organise an assessment of the social sub-sectors' reform status and decide, through the SPCG, in which cases it is necessary to provide bridge funding to link with future projects.**

- 6.2.4 During the last couple of years, the communication and coordination between donors and between donors and the GoM, has significantly improved. Sectoral coordination councils have been created, in particular for the social sector. However, while a high level of coordination has been developed for sub – sectors placed under the responsibility of the MLSPF, it is less true for fields outside the responsibility of this Ministry, and the coordination borders often too closely reflect the distribution of responsibilities across the governmental system. **Some mechanisms allowing coordination for cross-cutting areas would need to be devised.**

6.3 RECOMMENDATIONS DIRECTED TO SIDA

These recommendations are based on the decision taken by Sida in 2006/07 to withdraw its support to the social sector in Moldova. Therefore, they do not deal with the design and programming of a future intervention in this sector by Sida, in spite of reservations expressed above on this matter. Various perceptions of the consultative process which led Sida to this decision exist within the donor community, and Sida's assumption that the EC would lead a sector wide intervention in favour of this sector for the 2010–12 period could not be confirmed.⁸³

- 6.3.1 **The end of Sida's intervention in the social sector will leave some gaps, not addressed by other donors, which the GoM will find difficult to fill using its own resources. Sida should continue to participate in the SPCG to ensure a smooth takeover of the achieved results.**
- 6.3.2 **In the VET sub-sector**, important background work has been done and proposals developed thanks to Sida support, without leading to the adoption of any reforms. To avoid an unnecessary repetition of already completed studies and proposals by potential new actors, **Sida should play an active role in putting these preliminary results at the disposal of all concerned stakeholders.** Such a transmission is undoubtedly the major responsibility of the concerned governmental institutions, but with Sida too proposing assistance from its former experts to put outputs and products from its former intervention at the disposal of newcomers, so that their updating and finalisation will take less time and resources. It will therefore be highly desirable to have Sida remaining an active player in forums/discussion on the sector and in joint advocacy in this field with other development partners.

⁸³ Interview with Delegation of the European Union.

- 6.3.3 **Sida has the opportunity to play a strategic role in the context of the foreseen EU support for the justice sector in Moldova.** The new EU-Moldova budget support agreement will include a significant amount for Justice Reform, starting in 2012. The strategy and the action plan for the reform of the sector will comprehensively approach all aspects, including areas where Sida has worked in the past. For example, according to the representatives of the EU Delegation in Moldova, among other preparation projects to be developed in 2011, one will provide support for the Probation Service. There is no doubt that future activities will have to take into account the results already achieved in the Sida supported projects. Sida and its key partners – Soros Foundation, UNICEF and the IRP – should work closely with the GoM and the EU Delegation in the preparation of the new projects.
- 6.3.4 **Sida may want to dedicate some more time to defining precise indicators of success for its interventions, starting from the strategic design phase.** Keeping strategic objectives and goals at a rather high level of generality gives no doubt greater flexibility in programming but, at the same time, makes it difficult to assess progress and to identify the main points on which to build future interventions.
- 6.3.5 As observed in several external evaluations of Sida supported projects, there was a significant lack of baseline information and studies at the outset of the implemented projects. This has not only constituted a problem for accurately assessing results while evaluating the interventions but has also deprived the governmental authorities from more fully using these exercises for following up progress in several areas. In the future, **it would be desirable that all new project proposals include a review of existing information** about the intervention area and start with a clearly defined inception phase during which a baseline study is carried out.
- 6.3.6 Several evaluated projects were the continuation of previous interventions, which had had various levels of impact but which had, in all cases, created the necessary level of trust which is indispensable for obtaining good results. This remark points to the fact that engagement in favour of a specific sector or sub – sector should always be seen as a long term commitment and that probably **Sida's future cooperation strategies should be designed for longer periods.**
- 6.3.7 The Sida approach to delegate, on several occasions, project implementation to international organisations, which sometimes contributed to the intervention funding, has been assessed in this report as positive. It has ensured the complete integration of the projects into wider efforts, and contributed to Moldova keeping well in line with its international commitments. However, since these organisations are project implementers as well as donors themselves, it has also had a negative effect on the visibility of Sida as a major financial contributor. Sida might wish to reflect on this matter and **devise ways to make its contribution more visible without endangering the high cooperation level with its international partners.**
- 6.3.8 **Sida could improve the transparency and participatory nature of its strategy adoption mechanism.** Better communication can easily solve this issue in addition to more frequent donors' meetings in between the SPCG sessions.

- 6.3.9 **The relationship with NGOs could also be improved by better use of communication tools.** One example, given by one of the NGO representatives interviewed, is the creation of an informal and consultative Sida-NGO Group, which would be active in the process of monitoring and assessing implemented programmes. This would be particularly useful since it would provide an independent and critical perspective of the programmes that Sida implements in partnership with international organisations and public institutions.

6.4 RECOMMENDATIONS DIRECTED TO OTHER STAKEHOLDERS (INCLUDING CIVIL SOCIETY)

- 6.4.1 **Although the capacities and intervention of civil society have increased significantly in recent years, a more active presence of civil society in strategic planning processes in other areas of the social sector is still needed.** Having a rich experience in representing the interests of their target groups, NGOs could contribute to a better orientation of policy measures and should more effectively lobby towards legislative power structures. The participation of NGOs in the implementation of policies is also important, due to their capacity to provide feedback about their progress, identify gaps and help adjust measures to specific needs. Important partners such as workers' trade unions and employers' associations remain weak, which constitutes a serious handicap for the implementation of reforms, especially in the employment and labour market field. Supporting them in their further evolution and development would be highly desirable.
- 6.4.2 The further development of sub-granting mechanisms **reaching grass-root organisations and involving them**, even modestly, in large scale initiatives, should be more widely promoted.
- 6.4.3 Through **developing their expertise in specialised areas**, rather than staying at a generalist level, NGOs of a modest size can gain recognition for their knowledge and capacities in well identified domains and therefore find easier access to funding.
- 6.4.4 **Both local public administration and civil society representatives can and should pro-actively get involved in the agenda setting process.** There is openness at the level of international donors and, to some extent, at the level of central government, and this openness should be seen as an opportunity for action over and above a permanent consultation process. Until such a process is successfully implemented, the NGOs and LPAs should be more active in advocacy activities.
- 6.4.5 **When deciding on opening new facilities or services, LPAs should asses and take into account their capacity to sustain them in the long term.** There are examples of services – such as Community Centres – that were opened because of the availability of financing, and that are maintained because the procedures required to change their scope are very complicated. Such services

may seem appealing in the beginning but they become a resource drain in the long run.

- 6.4.6 **LPAs need to better understand their role in designing the content of social services;** there is a widely shared perception, among local officials, that only the MLSPF is making decisions. As decentralisation advances, the role of the LPA will further increase and these authorities need to start preparing for this without delay, with increased support from the central level.

Annex 1: Terms of Reference

Terms of reference for joint evaluation of impacts of assistance to social sector reforms in Moldova

1 BACKGROUND AND RATIONALE

During the 1990s the economy of the Republic of Moldova (hereafter referred to as Moldova) was hard hit by the disintegration of the Soviet Union. During this period the country was characterized by political instability and domination of political, social and economical structures inherited from the former communist system. Over the last decade Moldova has experienced a positive economic development and strived for closer ties to the European Union (EU).⁸⁴ However, with more than a quarter of its population living below the poverty line, Moldova is at present the poorest country in Europe. Poverty is particularly widespread in rural areas and smaller towns and among elderly, children, families with many children, and people with disabilities. Emigration has become a strategy for many to improve their incomes. About 20 percent of the work force has emigrated. While emigration increases incomes through remittances and contributes to consumption-led economic growth, it also often has severe social consequences. Children and single-headed households that are left in the country often face a difficult social situation, especially since social security systems are still under development. Large numbers of Moldovan emigrants also fall victim to trafficking in human beings.⁸⁵ Social sector reforms, including the development of social security systems, constitute an important part of Moldova's national development policy framework. Moldova's first poverty strategy, the Economic Growth and Poverty Reduction Strategy Paper (EGPRSP) of 2004–2006 emphasises that sustainable socially oriented development, reintegration of the country and European integration are key objectives for Moldova's development and that priority areas are improving the living standards of the citizens and social protection for the poorest. Medium – and long-term priorities of the strategy reflect the Millennium Development Goals.⁸⁶

The EU-Moldova Action Plan, adopted in 2005, aims at integrating Moldova in Europe. By harmonising Moldovan legislation with EU norms and standards and by promoting trade and investment, the objectives are to promote economic growth and social cohesion.⁸⁷ Moldova's National Development Strategy (NDS) for 2008–2011 and its corresponding Action Plan also include a large number of objectives and measures with indicators for strengthened social protection, in general and for vulnerable groups in particular.

⁸⁴ Economic Growth and Poverty Reduction Strategy Paper (EGPRSP) (2004–2006), Government of the Republic of Moldova, p. 8, 19.

⁸⁵ Strategy for development cooperation with the Republic of Moldova 2007–2010, Government Offices of Sweden.

⁸⁶ Ibid EGPRSP 2004–2006, p. 9, 33–34, 36–37.

⁸⁷ EU-Moldova Action Plan, 2005.

The NDS for example includes measures for prevention of domestic violence, expansion of the National Referral System for assistance to victims of trafficking and social protection of Moldovan migrant workers.⁸⁸ After that the centre-liberal coalition had won a majority of the seats in the parliament in the 2009 elections, the new Government adopted an activity programme named “European Integration: Freedom, Democracy, Welfare” 2009–2013. In this programme the Government commits to take action for strengthening democracy and human rights and to deal with the effects of the economic crisis which has contributed to decreased national productivity, decline in foreign trade (by 22 %), a growing budget deficit (of 10 % of the GDP), and subsequently to a worsening social situation in terms of unemployment and people living in poverty.⁸⁹ Pertaining to the social sector the programme outlines a number of activities to ensure all citizens’ access to quality health care, including a reduction of urban-rural discrepancies and of restrictions in social services. The social protection system is to be developed and strengthened and social assistance programmes are to especially target vulnerable parts of the population. Also, special interventions shall develop the Moldovan labour market, strengthen the rights of Moldovan labour migrants living abroad, and integrate returning migrants into the Moldovan labour market.⁹⁰

The Ministry of Labour, Social protection and Family has the overall responsibility for social protection in Moldova and is coordinating the Social Protection Coordination Group (SPCG) that is striving to develop a sector-wide approach. The SPCG is working to strengthen alignment with Moldova’s policy priorities and coordination of donor support in the social sector.⁹¹ Over the last decade, the European Commission (EC) and the World Bank (WB) have contributed the main multilateral support whereas Sweden, Switzerland and the United Kingdom have been the main bilateral donors to social sector reforms in Moldova. The main modalities have been programme and project support to implementing agencies such as UNICEF, the International Organization for Migration (IOM) and UNIFEM, and technical assistance to the Government and various State institutions. The main sector budget support provider is the EC, who has allocated 27 Million Euro for the period 2008–2010. The targets for the sector budget support are policy development, legislation, institutional development, monitoring and evaluation, finance and budgeting, infrastructure development, research, information, communication and awareness raising, human resources, community development, counter trafficking, humanitarian aid, harmonization and development of a sector wide approach (SWAP), and civil society dialogue and cooperation.⁹²

Sweden is currently the largest bilateral EU donor in the country. During 2004–2006 Swedish assistance as a whole amounted to about 200 million SEK and around 100 million SEK per year are allocated for the period 2008–2010. The objective of the current cooperation strategy is to support the development of closer relations between Moldova and the EU and implementation of the ENP Action Plan as a way of promoting economic development and poverty reduction. Swedish support is to focus on three main areas: good and democratic governance, strengthened competitiveness in rural areas and reduced

⁸⁸ Action Plan for the Implementation of the National Development Strategy of the Republic of Moldova for 2008–2011, Government of the Republic of Moldova.

⁸⁹ 6 Government of the Republic of Moldova, Activity Program of the Government of the Republic of Moldova “European Integration: Freedom, Democracy, Welfare” 2009–2013, Chisinau 2009.

⁹⁰ Ibid. Government of the Republic of Moldova, 2009–2013, Chisinau 2009.

⁹¹ Social Protection Coordination Group, Harmonization Action Plan, November 2009.

⁹² Oxford Policy Management, Social Protection Coordination Group (SPCG), Donor Sector Mapping Report, OPM, June 2008: pp. 2–6.

vulnerability in the field of energy. Gender equality and Human Rights are cross cutting issues in both strategies, i.e. for 2004–2006 and 2007 – 2010. Due to the sector concentration of Swedish development cooperation, together with the commitments made by other donors including the EU to support the social sector, Sweden is phasing out its social sector support to Moldova. During 2004–2006 this support included a UNICEF Child Protection Programme, capacity development of the National Council for the Protection of the Rights of the Child, a social investment fund for access to social care services and reduction of institutionalized children, combating human trafficking, prevention of the HIV/AIDS epidemic, and labour market and vocational training.⁹³ Among the major Moldovan partners were the Ministry of Labour, Social Protection and Family, Ministry of Economy and Trade, Ministry of Education, Ministry of Health, the National Employment Agency, Social Investment Fund Moldova, and local authorities. The projects/programmes in the current strategy are a continuation and development on the above contributions. The Swedish support to the social sector in Moldova during 2004–2006 aimed to:⁹⁴

- Strengthen the development of the social services system;
- Support alternatives to institutional care for children and people with disabilities – aiming to improve rehabilitation and integration, and with special attention given to the situation of children and young people leaving institutional care;
- Take initiatives that will help to reduce violence in the home;
- In the health and medical care sector, support preventive health care with an emphasis on sexual and reproductive health as well as on life style issues. Cooperation should concentrate on maternity and infant care, prevention of Tuberculosis, HIV/AIDS and other sexually transmitted diseases and prevention of drug misuse.
- Enhance the capacity of Moldovan authorities in migration management in order to reduce the problems and risks associated with present extensive migration.
- Fight organized crime, primarily trafficking in human beings, and to counteract its consequences. Support should also be provided for measures aimed at strengthening and implementing the country's legislation against human trafficking. Measures should be in line with the strategy for combating trafficking in human beings through international development cooperation adopted by the Government in April 2003.

According to the current strategy for development cooperation with Moldova 2007–2010, the Swedish social sector support shall be phased out and focus shifted to preventive measures dealing with the root causes of migration. It is important for Sida when phasing out the support to the social sector to secure that the Government has strong ownership, that it is using the available resources efficiently, and that other donors will fund existing gaps and build on previous project results.

The evaluation of the outcomes and impact of assistance to the social sector and progress made towards achieving objectives for this assistance through the twelve projects and programmes described below will provide valuable lessons for the Moldovan ministries and authorities concerned in the planning for the future direction for the sector and for donors

⁹³ Ibid. Strategy 2007–2010.

⁹⁴ Strategy for Development Cooperation with Moldova 2004–2006, Government Offices, Sweden: pp. 8–9.

and implementing agencies involved as to how to best assist the reforms. The evaluation will also provide important lessons for Sweden as to how to phase out development cooperation assistance in a responsible way and ensuring sustainability of results.

The total volume of the Swedish social sector support to Moldova during 2004–2010, through the projects and programmes to be evaluated, including projects of a cross-cutting character which are linked to the social sector, amounts to about 135 Million SEK. The majority of these twelve programmes and projects either have or will have been phased out during 2010.⁹⁵ An overview of the programmes and projects to be included in the evaluation is given below:

- **Social Investment Fund: building social care services in different rayons, 2004–2010**

A government-led project supported by the WB, Germany, the EC and Sweden, aiming at contributing to the implementation of the EGPRS by empowering poor communities and their institutions in the management of priority needs development. The project includes training for local planning and management and applying principles for local government regarding community participation in decision-making and defining priorities.⁹⁶ Sida is supporting component 2 in the project, which is investment in social care services in 6 pilot rayons (districts), including capacity building, communication, monitoring and evaluation. **Sida contribution 2004–2010: SEK 30 000 000**

- **Social Assistance Services 2006–2009, delegated cooperation with DFID as lead partner**

This programme is implemented through the Ministry of Labour, Social Protection and Family by the consultant Oxford Policy Management (OPM) and Every Child. Among the project components are policy and strategy development, development of social assistance legislation, sector-wide coordination of programmes and funding, cash benefit regulation, social services regulation, training of networks of social assistants, monitoring of social services expenditure, etc.⁹⁷ **Sida contribution 2006–2010: SEK 20 000 000**

- **Creating a Protective Environment for Children and Vulnerable Families, UNICEF 2005–2008**

The project aims at contributing to the implementation of the Millennium Development Goals and Moldova's EGPRS by development and implementation of adequate protection and prevention measures for children at risk and their families, including the nuclear and extended family responsible for the care of the child.⁹⁸ It encourages the participation of children as rights-holders. The project was part of UNICEF Government of Moldova Country Programme 2006–2008, joined with other donor financed projects. **Sida contribution 2005–2008: SEK 13 100 000**

⁹⁵ Phasing Out Strategy: Social sector and labour market/vocational training 2009–2010, Promemoria, Section for Development Cooperation with the Republic of Moldova, Swedish Embassy Chisinau, 2009.

⁹⁶ Moldova Social Investment Fund, Report on Utilization of Sida Grant, Chisinau 2007.

⁹⁷ Oxford Policy Management, Support to the Delivery of Effective and Sustainable Social Assistance Services, Quarterly Report No 11: October–December 2009; Decision on Contribution, Moldova: Social Assistance Services 2006–2009, Delegated Cooperation with DFID, 2006–12–20.

⁹⁸ Agreement between the Government of Sweden and UNICEF on Project Support to Creating a Protective Environment for Children and Families in Moldova, 6 December 2005.

- **IOM Regional Project “Combating Trafficking in Human Beings – Local Action and Direct Assistance to Victims of Trafficking” 2007–2008**

The aim of the project is to gradually hand over the responsibilities and management over the National Referral System and social protection of Victims of Trafficking (VoT) to the Government. The project focuses upon continued capacity building in order to ensure local ownership and sustainability. The support includes training and capacity building of the state Anti-trafficking Unit.⁹⁹ **Sida contribution Moldova: SEK 1 500 000**

- **Capacity Building for Developing Migration Management Procedures and Policies, 2005–2008**

A programme implemented by the IOM (International Organization for Migration) aiming to enable the Government of Moldova to build the capacity to develop policies for efficient migration management, based on improved/enhanced data collection and analysis. Immediate objectives targeted capacity building of Moldova’s migration management authorities to develop effective labour migration policies, by creating a reliable data underpinning, sound analysis and research aptitudes, and improved inter-agency coordination and international cooperation thereby promoting bilateral migration agreements, reducing irregular labour migration and combating trafficking in human beings, while safeguarding the interests and human rights of the Moldovan citizens.¹⁰⁰ **Sida contribution 2005–2008: SEK 7 500 000**

- **Communication Campaigns for Safe Sex and Solidarity AFEW/AIDS Foundation East West 2005–2008**

The objectives of the project were to reduce the impact of the HIV/AIDS epidemic in Moldova and to develop and implement a unified national HIV/AIDS communication strategy by creating a multi-sectoral communication platform and by setting the stage for and implementing safer sex and anti-stigmatisation mass media campaigns according to international standards.¹⁰¹ Implementing agency was AIDS Foundation East&West. **Sida contribution 2005–2008: SEK 6 020 000**

- **Vocational Education and Training (VET) Project, 2005–2009**

The overall objective was to assist in the development of a demand driven flexible system supporting the integration of all types of job seekers into the labour market. The project was aiming at strengthening the public vocational training system. It has provided support to active labour market policies. The main partner has been the Ministry of Education and the implementing consultant contracted was Hifab International AB.¹⁰² **Sida contribution 2005–2010: SEK 16 150 000**

- **PES/AMS (Swedish Public Employment Service) Active Labour Market Policies, 2005–2009**

⁹⁹ Decision on Contribution to IOM Regional Project “Combating Trafficking in Human Beings – Local Action and Direct Assistance to Victims of Trafficking”, Phase-out 2007–2008, Sida 2007–03–16; Sida Country Report 2007, Moldova, May 2008; p. 19.

¹⁰⁰ Outcome Assessment of Contribution Capacity Building for Developing Migration Management Procedures and Migration Policies in the Republic of Moldova, Sida Europe/Mda-Geo, 4 February 2010; Promemoria on Contribution Capacity Building for Developing Migration Management Procedures and Migration Policies in the Republic of Moldova, 2005–08–08.

¹⁰¹ AIDS Foundation East West, Final Report, Safer Sex and Solidarity Mass Media Campaigns in Moldova, 2008.

¹⁰² Decision 2005-004602 on Contribution to Moldova: Active Labour Market Policies; Support to the Vocational Training Services, 2005.

This project has been implemented through cooperation between the Swedish Public Employment Services (Arbetsförmedlingen), The National Agency for Employment of Moldova (ANOFM) the Ministry of Economy and the Ministry of Education, and aimed at strengthening the public employment services, including support to the development of active labour market policies. Among the project components are analysis and forecasting of the labour market, development of a labour market information system, development of a communication strategy, dissemination of working methods, support to vulnerable/disadvantaged job seekers, and social dialogue on labour market issues.¹⁰³ **Sida contribution 2005–2009: SEK 13 800 000**

Sida and its partners have taken a comprehensive approach to assistance to the social sector in Moldova, and included projects aiming to strengthen human rights (including child rights) and gender equality as cross cutting issues and support to civil society. A human rights approach is a prerequisite for a rights-based sustainable development in the context of the MDGs, the EGPRSP and the EU-Moldova Action Plan. Democracy and human rights are also among Sweden's prioritized areas of development cooperation and part of Sweden's Country Strategies with Moldova for the periods 2004–2006¹⁰⁴ and 2007–2010¹⁰⁵. As for the rights-based approach to social sector assistance in Moldova there have been three cross-cutting projects and one with support to civil society which complement and are linked to the above eight projects supporting the social sector. These four additional projects shall be included in the evaluation since they are linked to the social sector programmes and projects. The projects are described in brief below:

- **Reform of the Juvenile Justice System in Moldova, UNICEF 2007–2011**

The main objective of the project is to strengthen the juvenile justice system to ensure child-friendly procedures in compliance with the applicable international human rights instruments. It seeks to align the juvenile justice system in Moldova with European standards in accordance with the EU-Republic of Moldova Action Plan and the draft National Development Plan. Project priority areas are continued legal reform, development of probation service, provision of effective legal assistance as well as provision of services to children in detention, prevention of juvenile delinquency and training of juvenile justice professionals.¹⁰⁶ **Sida contribution 2007–2012: SEK 10 000 000**

- **Equality in National Development Policies and Programmes, UNIFEM 2006–2009.**

This project is implemented by UNIFEM Moldova in close cooperation with Ministry of Labour, Social protection and Family, Department for Equal Opportunities and Family Policies. The overall objective is to promote gender equality as a prerequisite for rights-based sustainable development in the context of the MDGs, EGPRSP and EU-Moldova Action Plan. The project aims at a strong and active government policy on gender equality incorporating issues on both men and women, implemented by 2010. **Sida contribution 2006–2010: SEK 10 175 000**

¹⁰³ Swedish Public Employment Service, Final Report for the Swedish-Moldovan Project "Providing Support to the Public Employment Service (PES) in Moldova", 2009-11-04; Decision 2005-004629 on Contribution to Moldova: Active Labour Market Policies; Support to the Public Employment Services, 2005.

¹⁰⁴ Country Strategy Moldova, MFA, January 2004-December 2006

¹⁰⁵ Strategy for development cooperation with the Republic of Moldova, MFA, January 2007–December 2010.

¹⁰⁶ Reform of the Juvenile Justice System in Moldova, UNICEF, Project proposal, November 2007.

- **PER2/Public Expenditure Review 2 – Gender Perspective in Education and Labour Market, UNIFEM 2007**

The main objective of the project was to perform a gender analysis of the budgetary process and to make in – depth analysis from the gender perspective of the public spending (cost benefit analysis) in education, labour market policies and programmes by PES (Public Employment Service) and National Employment Agency Moldova, and in the pension system relating to the major reform in social protection in Moldova. Implementing consultant: IPM, Institute of Public Management, 2007. **Sida contribution 2007: SEK 625 000**

- **Programme “Strengthening Civil Society in Moldova”, support to Soros Foundation 2006–2009**

The overall aim of the programme was to further the development of a vibrant and democratic civil society in Moldova. The project covers different areas of which one is directly linked to the social sector and is focusing on marginalized groups, aiming at social re-integration of exdetainees. **Sida support 2006–2009: SEK total 15 000 000 to the programme as a whole whereof to the above social sector component about SEK 4 300 000**

2 PURPOSE, SPECIFIC OBJECTIVES, EVALUATION QUESTIONS, SCOPE AND USE

The main purpose of the evaluation is to generate knowledge from results of Sida support to social sector reforms, including the labour market, in the Republic of Moldova in order to provide lessons learnt for the Moldovan ministries and authorities concerned in the planning for the future direction for the sector, and for donors and implementing agencies involved as to how to best assist the reforms. Since the Swedish support to social sector reforms is currently being phased out in Moldova, the evaluation will also provide important lessons for Sweden as to how to phase out development cooperation assistance in a responsible way and ensuring the sustainability of results. This purpose is formulated according to the OECD DAC Evaluation Quality Standards which emphasise that the purpose should explain why an evaluation is undertaken at a certain point in time, why and for whom, as well as how it is to be used. According to these standards, specific objectives address more directly what the evaluation aims to find out.¹⁰⁷ The specific objective of this evaluation, as outlined in detail through the evaluation questions in section 2.1, is to identify outcomes and impacts of the Swedish support to social sector reforms in Moldova, and the progress made towards achieving expected results against their respective indicators.

The evaluation shall cover the twelve Sida-supported programmes and projects in the social sector, including vocational educational training, support to the public employment services and the crosscutting projects on human rights and gender and support to civil society related to the social sector (as outlined under section 1) during the period 2004–2010.

¹⁰⁷ OECD DAC Quality Standards for Development Evaluation, the DAC Network on Development Evaluation.

2.1 Evaluation questions and scope of work

Expected Results – Mapping of the Results Chain/Intervention Logic

As a background to the identification and analysis of outcomes and impacts and progress towards goal fulfilment of the projects and programmes included in the social sector support, the first step in the evaluation is to map out the results chain of these contributions. This part of the evaluation (to be treated in the inception report as explained under section 3.1 on evaluation phases) is to constitute an analytical framework outlining the intervention logic, i.e. how the various interventions were assumed to lead to results and how the direct outputs were to contribute to intermediate as well as wider outcomes and impacts.

The following questions shall be answered in the mapping of the results chain/intervention logic:

- What direct results in terms of outputs were expected by the programmes and projects and what kinds of output themes, e.g. policy, institutional reform, social integration, gender, human rights etc, do these outputs sort under? (Please note that outputs should not be confused with inputs which are the financial, human and material resources allocated, or activities such as funding, planning, monitoring etc.)
- What outcomes, i.e. intermediate results, were the outputs assumed to contribute to, and how? What were the assumed intermediate impacts of these outcomes, and how – through what kinds of linkages and how strong linkages – were they supposed to contribute to more global impacts in the country?
- What factors were assumed to impact positively/negatively upon the projects/programmes?

Effectiveness – Outcomes and Impact and Progress towards Achieving Expected Results

- What effects, in terms of intermediate and long-term outcomes and impacts, both positive and negative, have been produced by social sector projects and programmes that Sida has supported in Moldova during 2004–2010? What progress has been made and to what extent did the Sida support to the social sector reforms achieve the expected results? To what extent do the results correspond with indicators that have been set? Were there any unexpected effects?
- The evaluation shall identify and analyse progress made, as well as outcomes and impacts in the social sector referring to the following themes, structures, development processes, and levels and groups of society
 - The policy level and with regard to legal frameworks in the social sector;
 - Policy and strategy implementation, including resource allocation to different actors (e.g. a shift from central government to municipalities) in the social sector;
 - The government of Moldova regarding organization and institutional and analytical capacities (e.g. for informed policy making, planning and evaluation, and policy coordination between ministries involved, etc.). Special attention shall be paid to the comprehensiveness of the reform process with regard to linkages between ministries, agencies and actors, and lessons learnt for planning sector reforms;

- Roles, responsibilities and capacities among, and relations between decision-making and implementing institutions and agencies involved including ministries, state institutions, civil society etc;
- Partnership strategies developed to achieve objectives and, to which extent they have been relevant and effective?
- The approach to integrate human rights and gender perspectives in the social sector;
- Innovative approaches that can be observed to support social sector reforms;
- Coverage/access to social services through the principle of equity;
- Efficiency of the monitoring system over programme and project implementation;
- Interaction of implementing partners;
- Communication with key stakeholders and with the public at large;
- Regarding quality of services provided at a community level. Reasons behind eventual differences observed should be identified;
- For the citizens, both with regard to citizens in general and to the specific target groups, in terms of how various groups of society experienced the reforms;
- Relevance of results observed in various parts of the country and amongst groups of the population targeted by the assistance.
- To what extent have the Sida funded programmes/projects been coordinated between themselves, if at all, and were any possible synergy effects achieved?
- What internal and external factors impacted upon the progress of the projects and programmes, positively and negatively, and how?

Sustainability

- Sustainability and ownership of reform processes are of great importance for the phasing out of Sida's support. Sustainability regards both ownership and donor approaches and hence the evaluation shall answer the following questions:
 - What have been the roles and responsibilities of the ministries involved and how have these roles and responsibilities changed over time and been affected by the donor support?
 - What is the level of national ownership of projects/programmes supported by Sida and the various areas of support/sub-sectors (i.e. rights of the child, labour market, migration, social assistance etc.) related to the reform processes in the social sector? How could ownership be strengthened further in general and in the various sub-sectors, and sustained?
 - What are the levels of harmonisation and coordination of donor support to the social sector in Moldova?
 - Have Sida supported programmes and projects in the social sector enhanced coordination capacities, and opportunities to align programmes to priorities in Moldova's national plans and strategies (EGPRSP, NDS etc), and if so, in what ways?
 - What is the level of sustainability of the changes/outcomes/impacts resulting from Sida contributions in the social sector reform processes undertaken in Moldova? How may sustainability of the reform processes and the outcomes of the reforms be enhanced?

- What are the prospects for sustaining the approach to integrate cross-cutting issues, i.e. democracy, human rights and gender, and to involve civil society, in the social sector?
- How and to what extent is sustainability of the reforms undertaken and the results achieved ensured in the context of phasing out of donor support? What lessons can be learnt about how donors may phase out assistance in responsible ways which enhance sustainability?

The evaluation shall provide recommendations for the future direction for social sector reforms in the Republic of Moldova, as well as for donor assistance in the sector as to how to enhance a sector wide approach, ownership and sustainability.

2.2 Use

The main users of the evaluation will be Sida, the relevant Moldovan ministries, State institutions, and regional and local authorities concerned, the Moldovan civil society, the donor community and various implementing partners involved in the reform of the social sector. It will provide important lessons for Sida as how to phase out development cooperation assistance in a responsible manner ensuring the sustainability of results. It will also be used as input to the emerging development cooperation area of social policy and social protection among Sida partner countries and how to best assist in reform cooperation in general. The evaluation results will be disseminated and discussed at various fora, both in Moldova and in Stockholm.

3 APPROACH AND METHODOLOGY

The evaluation shall be conducted in a joint manner with Moldovan representatives, donor partners and other stakeholders involved in the social sector to enable mutual learning. The evaluation process shall be as open and transparent as possible to enhance participation of all evaluation partners involved. The evaluation process, including methods and reporting, shall adhere to the OECD DAC Evaluation Quality Standards and definitions used (e.g. regarding outcomes, impact, sustainability and attribution etc) to DACs Glossary of Key Terms in Evaluation and Results Based Management (see annexes 2.1–2.2). The evaluation report will be assessed on the basis of these standards and definitions. The report shall adhere to the format for Sida evaluations (see annex 2.3).

Building on an intervention logic/results chain model, based on the questions outlined under section 2.1, the evaluation shall identify the extent to which the objectives for the support were achieved, and how programmes and projects supported by Sida have contributed to changes in the social sector in Moldova during 2004–2010. Although it is complicated to estimate the level of attribution specifically of the Swedish support there should at least be a discussion on how the Swedish assistance has contributed to various outcomes and impacts.

The evaluation shall be conducted according to the different phases outlined in section 3.1.

3.1 Evaluation phases

Phase 1 – Inception report

During the first phase, the evaluation team shall collect and review relevant documentation on the social sector – related projects and programmes supported by Sida in Moldova (as outlined in section 1), and outline the intervention logic/ results chain of these interventions. This intervention logic model shall be based on the questions in section 2.1. referring to the results chain/intervention logic. As explained in section 2.1., the model shall illustrate how the various interventions were assumed to lead to results and how the direct outputs were to contribute to intermediate outcomes and how outcomes in their turn would lead to impacts. It shall outline underlying assumptions on factors affecting the success of the interventions.

During the inception phase the team shall also further develop the methodology and the detailed work plan for the evaluation. The document review should include an overview of results and lessons, identified in reporting and programme/project reviews/evaluations. The development of the methodology includes mapping out stakeholders, designing interview and survey methods, suggesting methods for selecting and conducting representative case studies, etc, as judged appropriate in order to answer to the evaluation questions of this assignment. Both quantitative and qualitative aspects of the outcomes and impacts shall be analysed. This requires a combination of methods such as review of documents and reports, interviews with representatives and focus groups of relevant key actors and stakeholders and local surveys. Existing surveys, such as beneficiaries' analysis, that have already been conducted for some of the programmes/projects shall be used. However these surveys might need to be complemented by surveys covering for example other rayons, sub – sectors or target groups. One possible method to employ could be to compare the situation/opinions among various target groups in rayons included by the programmes/projects with that of the same target groups in rayons which were not included by the support. Such methods would enhance a contra factual discussion, i.e. on what the situation would have been without the social sector support, as well as on the attribution of Sida's support. The evaluation must cover samples of communities targeted by the projects/programmes in different parts of the country that up-hold varying characteristics, such as urban/rural, industrial/farming, etc. The methodology shall be based on the evaluation questions outlined in section 2.1. and additional evaluation questions as judged relevant for the evaluation focus.

The inception phase shall result in an inception report (see section 4. Timing, reporting and deliverables) to be discussed with the evaluation's Management group (MG) and Consultation Group (CG) and to be finally approved by Sida in order to guide the on-coming evaluation phases. The inception report shall be based on the OECD DAC evaluation quality standards and include the following:

1. An intervention logic model/results chain of the projects and programmes to be covered in the evaluation outlining expected results at the outcome and impact levels and the logical linkages between expected outputs, outcomes and contributions to broader impacts;
2. An elaboration on the evaluation scope and questions defined in this ToR, and a discussion on evaluability, i.e. on likely opportunities and obstacles to answering to the evaluation questions;

3. Suggestions for applying and prioritizing between evaluation criteria (relevance, efficiency, (including from the perspective of coordination and synergies with other project financed by Sida and other donors), effectiveness, impact and sustainability);
4. A well elaborated evaluation approach and methodology, including specification and justification of the evaluation design and methods for data collection and analysis as judged appropriate to answer to the evaluation questions;
5. A description of sources of information to be used, enabling an assessment of the adequacy of the sources and of the representativeness of selections of samples and case studies.

Phase 2 – Data collection, with emphasis on interviews and surveys, in Moldova

Phase two focuses on the collection of both quantitative and qualitative data in the field, including consultation of representative selections of focus groups and key informants such as Government officials, ministries, and local authorities, beneficiaries, NGOs and local care centres in various parts of the country. It must be ensured that also existing data is collected and used. Interviews and surveys that are needed to complement existing data should be conducted by a team based in the field during a longer period of time of at least one and a half month.

Phase 3 – Data analysis, report writing and presentation of draft report

The third phase includes analysis of data collected and writing a first draft report. The draft shall be written in a logical and accessible format, following the OECD DAC Evaluation Quality Standards, with clear linkages between analysis, conclusions and recommendations and with main conclusions and recommendations presented in an executive summary. The draft report shall be presented for the management and reference groups of Moldovan authorities and stakeholders and donor representatives in order to discuss the validity and relevance of findings, conclusions and recommendations. The draft shall also be assessed by Sida according to the OECD DAC Evaluation Quality Standards. The report shall be revised according to comments provided by the MG and CG. The evaluation team shall within two weeks revise the report, and shall collect additional data if this is required.

Phase 4 – Presentation and dissemination of evaluation findings

During the fourth phase the evaluation team shall present the final report at various fora of Moldovan and donor representatives and stakeholders. A major round table discussion will take place in Moldova to discuss findings and lessons learnt. The evaluation team shall also be available for smaller focused meetings with Moldovan authorities and donors.

4 TIMING, REPORTING AND DELIVERABLES

The goal is to have the contract in force no later than 2010-05-28, and that the assignment starts before 2010-06-01. The contract shall continue in force until 2011-03-31.

Progress and results shall be reported through written reports and oral presentations. The inception report shall not exceed 25 pages and the evaluation report shall not exceed

50 pages, excluding annexes. Deliverables and reporting as outlined in the methodology section above shall be guided by the following Time plan:

Activity/deliverables Timing/date

Draft inception report sent to Sida Aug 2010

Meeting with Management (MG) and Consultation Group (CG) on inception report Sept 2010

Final, revised and agreed, inception report, one week after meeting with MG and CG Sept 2010

Data collection and field work in Moldova, during ten weeks Sept-Nov 2010

Data analysis and drafting first report, four weeks Nov-Dec 2010

Presentation of draft report before MG and CG, and revision of draft, two weeks Beginning of Dec 2010

Presentations of final report in Moldova (and possibly one seminar in Stockholm) Dec 2010

5 EVALUATION TEAM AND QUALIFICATIONS

The qualifications and competence required of the evaluation team in order to carry out this assignment are specified below.

5.1 Team leader

The tenderer must propose a person with:

- Academic degree, at least master or equivalent, in social science (e.g. sociology, political science, law or economy) and/or genuine (at least five years) professional experience within the social sector.
- Documented experience of at least two relevant assignments (similar to the assignment specified in this document).
- Documented experience (at least 3 years) as team leader.
- Very good skills in spoken and written English, at least equivalent to level 2 of Sida's Language Level Definition (full professional proficiency).

5.2 Other personnel

The proposed personnel must have:

- Academic degree, at least bachelor or equivalent, in social science (e.g. sociology, political science, law or economy) and/or genuine (at least five years) professional experience in the social sector.
- Documented knowledge and/or experience of qualitative methods, such as interview and survey techniques.
- At least one member of the proposed personnel must have documented experience of evaluating qualitative and quantitative outcomes and impacts.
- At least one member of the proposed personnel must have documented experience of post-Soviet development contexts.
- At least one member of the proposed personnel must have very good skills in spoken and written Romanian, at least equivalent to level 2 of Sida's Language Level Definition (full professional proficiency).

- At least one member of the proposed personnel must have very good skills in spoken and written Russian, at least equivalent to level 2 of Sida's Language Level Definition (full professional proficiency).

6 ORGANISATION AND MANAGEMENT

The evaluation's Management Group (MG) provides input to the evaluation process, notably referring to the ToR and to discussions on draft reports. Partners, donors and other stakeholders represented in this group are those that have been financing the projects/programmes subject to evaluation and/or which play/will play an important role in the sector. It is also important that at least one of the Moldovan ministries with ownership of the social sector programmes/reforms is part of the MG. Sida, which is financing the evaluation, will chair the MG and provide a secretariat function for the evaluation. This means that Sida is responsible for practical management issues with regard to calling to meetings and collecting comments from MG and CG members, and ensuring that the evaluation is conducted according to the ToR. In addition to this, after that the MG, according to the deadline set, has had the opportunity to comment upon the ToR, the full responsibility over the procurement process and contracting of the evaluation team/consultants will be delegated to Sida. Sida will thus be responsible for checking that the evaluation is conducted according to the ToR and the contract, for keeping regular contact with the Evaluation Team Leader and for some initial guidance as to how to find relevant programme/project documentation and get in contact with relevant Moldovan and donor partners. The Team Leader shall report to Sida on the progress of the evaluation and coordinate and guide the rest of the evaluation team. The ToR and the inception and evaluation reports shall be approved by Sida after that the MG has had the possibility to comment upon the drafts.

In order to strengthen the relevance and the reliability of the evaluation, as well as to enhance its usefulness, close consultation is also required with implementing agencies and other relevant partners, such as donors that will provide future support to social sector reforms in Moldova, which will be represented in the evaluation's Consultation Group (CG). The role of the CG is exclusively advisory with regard to the ToR and the various draft reports. The division of responsibilities between the Management Group and the Consultation Group is further clarified below.

6.1 Management Group

The Management Group for the evaluation will consist of the Moldovan ministry responsible for coordination of social sector reforms; the Ministry for Social Protection and Labour of the Republic of Moldova; and the major providers of financial support to the social sector in Moldova; DFID, the EU Delegation/European Commission, the World Bank (WB), Unicef and Sida. It is estimated that the MG will meet 2–4 times during the evaluation process. The group has the following mandate and responsibilities:

- Ensuring the relevance and quality of the evaluation, by commenting upon the ToR, the inception report and draft reports of the evaluation and through timely consultation with the consultation group linked to the evaluation (see section 6.2. below).
- Promoting the use of the evaluation product, for example by organising seminars, and disseminating the evaluation through various channels such as websites, sector/donor meetings, etc.

- Within the MG, Sida is responsible for coordination of the evaluation process, calling to and chairing meetings, collecting comments from MG and CG members in a timely manner, the procurement process, contracting the consultant and ensuring that the evaluation is conducted according to the ToR and the contract for the assignment, and for approving the ToR, the inception report and the final evaluation report.

6.2 Consultation Group

The Consultation Group (CG) for the evaluation will include relevant Moldovan line Ministries such as Ministry of Education, Ministry of Economy, Ministry of Health, and relevant donor partners and implementing agencies such as ADA, ANOFM, Arbetsförmedlingen, Every Child, Hifab AB, IOM, LED, Moldova AIDS Foundation East & West, OPM, OSCE, SDC, Social Investment Fund, Soros, UNDP, UN Human Right's Adviser, UNIFEM, and other stakeholders such as the NGO Network for Social Protection, local/regional partners and civil society organizations that have been involved in the Sida-supported social sector projects/programmes and that are willing to take part in the evaluation. It is estimated that the group will meet 2–4 times during the evaluation process. The group will be coordinated by the management group which will ask for advice at about three points in time (on ToR, inception report and draft evaluation report) and call to meetings. It is estimated that CG members will devote about two days in total for this evaluation exercise. The CG will not be responsible for taking any decisions with regard to the evaluation or handling any practical matters, but will play a strategic role by accomplishing the following tasks:

- Ensure the relevance and quality of the evaluation by providing comments and advise in a timely manner and at important check points in the evaluation process, notably with regard to the ToR, the inception report and draft reports of the evaluation.
- Participation in round table discussions in Moldova on the evaluation findings and recommendations.
- Enhancing the dissemination and use of the evaluation results.

Annex 2: Project fiches

Objectives and results are those initially foreseen in the project documents.

PROJECT INFORMATION	DESCRIPTION
Project title	Social Investment Fund 2
Project funding	USD 52.9 million (Sida contribution amounted to \$4.2 million or SEK 30,000,000).
National partner institution(s)	Government, Ministry of Labour, Social Protection and Family
Implementing partner(s)	Local Public Authorities
Other financing partner(s) (in addition to Sida)	World Bank (IDA); European Commission (EC); Germany (KfW); Japanese Social Development Found (JSDF); UNICEF and Government of the Republic of Moldova (GRM)
Date of Sida contribution decision	17/06/2004
Start date	01/09/2004
Planned end date	31/03/2009
Actual end date	31/05/2009
Project's general objective	Project will contribute to implementation of Moldova's EGPRS by empowering poor communities and vulnerable population groups to manage their priority development needs through: (i) improved delivery and quality of basic social and economic services; and (ii) development of the capacity of the community institutions and strengthening social capital.
Project's specific objective	Component 1. <i>Community Development</i>: (i) rural micro-projects; (ii) pilot urban projects (small towns); (iii) community based organizations (CBOs) and local government capacity building. Component 2. <i>Development of Social Care Services</i>: (i) social services and micro/projects; and (ii) capacity building for central (social assistance offices) and local government and service providers. Component 3. <i>Communication, Monitoring and Evaluation and Capacity Building</i>: (i) capacity building of governmental institutions and learning of policy lessons; (ii) communications. Dissemination and replication of best practices; and (iii) participatory monitoring and evaluation.
Project's expected results	• To improve capacities of local government, central government agencies, including regional social assistance offices, etc., in the planning, provision, management and monitoring of services; • To develop new models of regional planning of social care services based on demand/supply mapping and matching model that could be replicated at the national level • To promote decentralisation by supporting the services at the lowest level of the government and developing capacities of local government and promoting models of the public/private partnerships and NGO participation.
External evaluation and Sida results assessment	World Bank supervision

PROJECT INFORMATION	DESCRIPTION
Locations of project implementation (national or specific areas) (list of specific areas)	Nationwide. The activities are implemented in 6 pilot rayons (Drochia, Singerei, Falesti, Hincesti, Stefan Voda + Balti municipality)
Other donors active in the field (during the project implementation period)	UNICEF, UNDP, USAID, IOM, DIFID, KfW, SDC, JSDF

PROJECT INFORMATION	DESCRIPTION
Project title	Support to the delivery of effective and sustainable social assistance services
Project funding	SEK 20,000,000
National partner institution(s)	Ministry of Labour, Social Protection and Family and LPAs
Implementing partner(s)	DFID/ Oxford Policy Management and EveryChild
Other financing partner(s) (in addition to Sida)	DFID
Date of Sida contribution decision	20/12/ 2006
Start date	17/11/2006
Planned end date	28/02/ 2010
Actual end date	28/02/2010
Project's general objective	To develop the policy and institutional framework to support the delivery of effective and sustainable social assistance services in Moldova.
Project's specific objective	• To improve the effectiveness of social assistance policy to help achieve national goals for poverty reduction; and • To improve the efficiency with which social assistance services (cash transfers, social services) are delivered.
Project's expected results	Output I – The development of a social assistance policy framework covering the six main areas: (i) poverty analysis and policy 'entry points'; (ii) public financial analysis; (iii) analysis of organisational and capacity to deliver the policy; (iv) analysis of financial management controls; (v) design of monitoring, evaluation, and reporting systems; (vi) the development of a legal framework and media campaigns. Output II – The development, piloting and implementation of systems to improve the targeting and delivery of cash transfers. Output III – The further design, development and implementation of social care services. Output IV – Progress in the development of a Sector Wide Approach (SWAP) to increase the effectiveness of donor support to social assistance policy. The activities under Output I, the development of the policy framework, contrast with Output II and III, which are focused on the implementation of the policy framework. Under Output IV the project ensures that donor resources are coordinated effectively and efficiently to support both policy design and implementation.
External evaluation and Sida results assessment	No
Locations of project implementation	Location in Chisinau. The support activities are spread across two levels: national (MLSPF) and local (32 rayons, 2 municipalities and ATUG).
Other donors active in the field (during the project implementation period)	WB, EC/TACIS, UNICEF, UNDP, USAID

PROJECT INFORMATION	DESCRIPTION
Project title	Creating a protective environment for children and families in Moldova
Project funding	13,100,000 SEK (1,471,643.04 USD used according to the final report)
National partner institution(s)	Ministry of Labour, Social Protection and Family Ministry of Justice
Implementing partner(s)	UNICEF
Other financing partner(s) (in addition to Sida)	Participation of other donors mentioned, but not the exact names and amounts.
Date of Sida contribution decision	15/12/2005
Start date	01/2006
Planned end date	31/12/2008
Actual end date	31/12/2008
Project's general objective	The project will contribute to the implementation of the MDGs, Moldova's economic Growth and Poverty Reduction Strategy and the National Development Plan through the development and implementation of adequate protection and prevention measures for children at risk and their families.
Project's specific objective	• To support Government efforts in social sector reform by building capacities, improving policies and legislative frameworks that affect the protection of children and adolescents at risk, including their families; • To advocate for the full implementation of children's rights by building national and local capacities for monitoring the CRC and CEDAW; • To contribute to a reduction in the number of children in institutions, and prevent institutionalisation by developing new models for child protection services, promoting inclusive education and strengthening communities / families capacities to protect and provide for their own children.
Project's expected results	Expected results: • Integrated and functioning national protection system for children, youth and families; • New laws approved and the legal framework improved in compliance with international commitment on the rights of children and women • Institutional and human capacities in child and family protection strengthened at the national and local level; improved knowledge and skills of child protection actors for children's rights and best practices. • Referral mechanisms established at local level (for human trafficking victims) • Increased public awareness and knowledge about children's rights; social mobilisation and communication campaigns for behavioural impact in child protection designed and implemented. • Improved capacity of national and local authorities to monitor the situation of children and families at risk; increased capacity of national and local authorities in evidence based strategic planning. Child protection : Violence free schools initiative Equitable access to quality services: development of modules for teachers' education and training of trainers. KAP study HIV/AIDS and vulnerable adolescents: youth policy revision and focus on most at risk adolescents. Communication and advocacy
External evaluation and Sida result assessment	No
Locations of project implementation (national or specific areas)	Nationwide. Some activities implemented in specific districts (YFC peer education activities); some activities in Transnistria.
Other donors active in the field (during the project implementation period)	EU (TACIS); WB, GFATM, Irish Aid, Dutch Government, SDC. OIM is mentioned in relation to support provided to trafficking victims by the project

PROJECT INFORMATION	DESCRIPTION
Project title	Combating Trafficking in Human Beings – Local Action and Direct Assistance to Victims of Trafficking
Project funding	SEK 9,343,390 out of which SEK 1,445,000 to Moldova
National partner institution(s)	MLSPF
Implementing partner(s)	International Organization for Migration – IOM
Other financing partner(s) (in addition to Sida)	No
Date of Sida contribution decision	16/03/2007
Start date	01/2007
Planned end date	12/ 2008 (activity period) 06/ 2009 (agreement period)
Actual end date	December 2008
Project's general objective	To contribute to the national and regional counter-trafficking efforts in Albania, Bosnia Herzegovina, Bulgaria, Kosovo, Macedonia, Moldova, Montenegro, Romania, Serbia and Turkey through the strengthening of the capacity of relevant authorities and NGOs to deliver direct assistance as a means toward longer term sustainability and the phasing out of IOM support. For Moldova, The aim of the project is to gradually hand over the responsibilities and management of the National Referral System and social protection of Victims of Trafficking (VoT) to the Government.
Project's specific objective	- Enhanced capacity of local institutions to take over direct assistance programme services; - Long term involvement of local institutions in providing direct assistance to victims of trafficking; - Self-sustainable assistance system. - At least 400 victims of trafficking will have returned safely to their places of origin and provided with reintegration assistance.
Project's expected results	- Enhanced capacity of local institutions to take over direct assistance programme services; 11 out of 11 countries/provinces will have SOPs and Guidelines established to provide appropriate and comprehensive direct assistance to victims of trafficking 6 out of 11 countries/provinces will have at least a 12-month budgeted (not necessarily financed) work plan for direct assistance - Long term involvement of local institutions in providing direct assistance to victims of trafficking; 11 out of 11 countries/provinces established list/network of NGOs and government officials assisting victims of trafficking 11 out of 11 countries/provinces will have SOPs and guidelines on roles and responsibilities and case management, information sharing - Self-sustainable assistance system. 50% increase in funding of national NGOs in at least 6 countries/provinces 25% of budget for direct assistance needs in at least 6 countries/provinces allocated from state resources - At least 400 victims of trafficking will have been returned safely to their places of origin and provided with reintegration assistance. - Reintegration status of victims who received assistance (in education, employed, migrated, lost, with family) - At least 400 victims returned home consistent with international protection standards - Standardised needs assessment and individualised reintegration plan for each victim who participates in a reintegration programme For Moldova, the project focuses upon continued capacity building in order to ensure local ownership and sustainability. The support includes training and capacity building of the state Anti-trafficking Unit.

PROJECT INFORMATION	DESCRIPTION
External evaluation and Sida result assessment	No
Locations of project implementation (national or specific areas)	Nationwide
Other donors active in the field (during the project implementation period)	IOM runs a number of different anti-trafficking initiatives in the region supported by different donors (EU, WB, bilateral donors). However, the regional project is supported only by Sida.

PROJECT INFORMATION	DESCRIPTION
Project title	Capacity Building for Developing Migration Management Procedures and Policies
Project funding	SEK 7,537,000 (\$982,665)
National partner institution(s)	Initial: National Migration Bureau – dissolved in 2006 Afterwards: Ministry of Interior Affairs, Ministry of Economy and Trade, MFAIE, MLSPF
Implementing partner(s)	International Organization for Migration – IOM
Other financing partner(s) (in addition to Sida)	No
Date of Sida contribution decision	13/09/2005
Start date	09/2005
Planned end date	09/2007
Actual end date	10/2008
Project's general objective	To build the capacity of the Government of Moldova and to enable it to develop policies for efficient migration management, based on improved/enhanced data collection and analysis.
Project's specific objective	• Capacity building of the target groups to develop effective labour migration policies, by creating reliable data underpinning, sound analysis and research aptitudes, • Improved inter-agency coordination and international cooperation, by promoting bilateral migration agreements, reducing irregular labour migration • Combating trafficking in human beings, while safeguarding the interests and human rights of the Moldovan citizens.
Project's expected results	1. Workflow management at the Migration Bureau significantly improved following the introduction of new guidelines presented in the workflow assessment to 60 MMB employees 2. A comprehensive assessment of the system requirements for the electronic case handling system (database) conducted, with clear recommendations on the resources needed for its formation (including a list of necessary equipment, etc.) 3. A fully-functioning electronic case handling system (database) established to provide the Moldovan Government with timely, accurate and structured data on migration-related issues as well as information for future policymaking research and analysis 4. Selected personnel of the MMB, MOE, MFAEI, MIA, BGS, MID and other migration management agencies (20–30 persons) have obtained basic and advanced database management skills through special training 5. Up to ten Migration Bureau officials have received first-hand experience of migration database management practices and other migration management issues and benefited from the possibility of hands-on training and discussions with their counterparts during study visits to Lithuania, Denmark/Sweden and the Czech Republic 6. The capacity of the Migration Bureau (and other beneficiaries) to develop a sound migration legislative framework improved following the proposal of expert recommendations and delivery of several workshops

PROJECT INFORMATION	DESCRIPTION
Project's expected results	7. Selected personnel of migration management agencies (20–30 persons) benefited from analytic training, advice and recommendations on strategising techniques in migration and development areas, provided by visiting experts 8. Knowledge of international migration and refugee law improved among MMB and other migration officers (as well as selected judges, lawyers and border guards) and a special unit of migration law trainers created 9. Capability to manage diasporas enhanced and comprehension of out-of-country voting modalities in the Moldova context broadened 10. Analytical capacities of the Migration Bureau to perform comprehensive migration research for policy development have been built (with special focus on the EGPRSP and cooperation/coordination with relevant ministries). 11. Coordination, transparency, security and facilitation of travel to and from Moldova has been promoted through the presentation of expert advice on the means of streamlining the visa regime to the Migration Bureau.
External evaluation and Sida result assessment	Sida result assessment
Locations of project implementation	Nationwide
Other donors active in the field (during the project implementation period)	IOM runs a number of different anti-trafficking initiatives in the region supported by different donors (EU, WB, bilateral donors). However, the regional project is supported only by Sida.

PROJECT INFORMATION	DESCRIPTION
Project title	Safe Sex and Solidarity – Mass Media Campaigns in Moldova: Setting the Stage for Social Campaigning
Project funding	SEK 6,020,000
National partner institution(s)	Ministry of Health
Implementing partner(s)	AFEW/AIDS Foundation East-West
Other financing partner(s) (in addition to Sida)	No
Date of Sida contribution decision	2004
Start date	13/09/ 2004
Planned end date	13/09/2007
Actual end date	06/2008
Project's general objective	To reduce the impact of the HIV/AIDS epidemic in Moldova and to develop and implement a unified national HIV/AIDS communication strategy by creating a multi-sectoral communication platform and by setting the stage for and implementing safer sex and anti-stigmatisation mass media campaigns according to international standards.
Project's specific objective	Not specified
Project's expected results	• A communication platform will be created to facilitate co-operation among key stakeholders from different sectors to provide for a clear and unified national communication strategy for HIV/AIDS in the country. • A safer sex campaign followed by a second campaign with a component on solidarity with people living with HIV/AIDS will be developed, implemented and evaluated. • A Moldovan counterpart organisation ('communication agency') and a group of professionals from selected governmental and non-governmental organisations will be trained in developing, implementing and evaluating mass media campaigns and activities on HIV/AIDS/STI-related topics.

PROJECT INFORMATION	DESCRIPTION
External evaluation and Sida result assessment	No
Locations of project implementation (national or specific areas) (list of specific areas)	Chisinau, Balti, Edinet, Comrat
Other donors active in the field (during the project implementation period)	UNAIDS, WHO, UNICEF, UNDP, WB

PROJECT INFORMATION	DESCRIPTION
Project title	Moldova: active labour market policies; support to the vocational training services
Project funding	11,000,000 SEK raised to SEK 16,840,810 through decision taken on 10/12/2008
Implementing partner	HIFAB
Other financing partners (in addition to Sida)	No
Date of Sida contribution decision	21/11/2005
Start date	09/01/2006
Planned end date	12/2008 with possible extension of one year. Remark that no further support to the system will be needed after end of the project
Actual end date	06/2009
Project's general objective	A more demand driven and flexible system supporting the integration of all types of job-seekers into the labour market
Project's specific objective	<i>Immediate objectives:</i> wide access to high quality vocational educational training, which facilitates its role in developing human resources and the increased efficiency of the labour market. <i>Specific objectives:</i> 1) Improved quality and scope of courses and services offered within the VET system 2) Improved access to vocational education training for vulnerable groups 3) Modernised information systems and analysis in order to facilitate a flexible and demand driven matching of job-seekers, job availabilities and training possibilities
Project's results	<i>Project components:</i> 1.1. Development of the National Programme VET (secondary level and for adults) 1.2. Development and institutionalisation of the system of career guidance and professional orientation 1.3. Development of standards for the modular training system and for the system of secondary vocational education and training, as well as for the VET for adults 1.4. Provide systematic support to potential entrepreneurs through the vocational training system 1.5. Enhanced social dialogue between the VET system, central and local public authorities, including the PES and social partners 2.1. Development of guidelines for vocational training vis-à-vis identified vulnerable groups 2.2. Development of a system for providing targeted assistance to 16–18 years-olds who typically fall between the PES and VET 3.1. System for on-going transfer of information concerning labour market needs and demands to VET system

PROJECT INFORMATION	DESCRIPTION
External evaluation and Sida result assessment	No
Locations of project implementation (national or specific areas)	Nationwide and in specific locations depending on components: <i>Curriculum development:</i> Professional School from Floresti, Professional Lyceum no. 2 and Professional School no.7 from Chisinau; <i>Labour market information:</i> Professional schools of Criuleni, Leova, Soroca Alexandreni; <i>Social dialogue:</i> Balti, Nisporeni and no 1 from Cahul; <i>Career guidance and professional orientation:</i> two Career Guidance Centres in Hincesti district – one under the District Department for Education, Youth and Sport and the second one within the VET school. <i>16 to 18 year-old drop outs:</i> VET schools of Cuhuresti de Sus, Cahul and Hincesti <i>Vulnerable groups:</i> boarding school/orphanage and the VET school from Ungheni <i>Entrepreneurship:</i> Professional School no 8, Transport College, and Technological College (all in Chisinau).
Other donors active in the field (during the project implementation period)	• Support from Switzerland and Austria (SOMEC for occupational standards and test items and CONSEPT for teacher training) • The Swiss development Agency has raised concern about the ownership of the project by the Ministry and is envisaging to withdraw support in this sector (according to document on phasing out) • Lichtenstein

PROJECT INFORMATION	DESCRIPTION
Project title	Moldova: active labour market policies support to the public employment services
Project funding	13,948,266 SEK
Sida contribution	12,800,000 SEK (initial contribution) (due to project extension, extension of employment of local coordinators and increase in the Sida contribution up to 13,948,266 SEK).
Implementing partner(s)	AMS
Other financing partners (in addition to Sida)	No
Date of Sida contribution decision	22/11/2005
Start date	01/2005
Planned end date	12/2008
Actual end date	30/06/2009
Project's general objective	A more demand driven and flexible system supporting the integration of all job-seekers into the labour market
Project's specific objective	Improved quality and scope of services offered to jobseekers through development of methods and systems, as well as capacity building of PES.
Project's expected results	<i>Project outputs</i> (according to contribution decision): • Modernised information flows and forms of analyses that facilitate a flexible and demand-driven matching of job-seekers, job availabilities and training possibilities • Increased use of new methods and services at the PES nationwide as well as further development of methods within the existing pilot offices/ centres • Provision of better services to the most vulnerable groups (people with disabilities, young people aged between 16–18 and socially marginalised groups) as the result of a more inclusive labour market policy • Improved social dialogue concerning active labour market policy between the PES and other stakeholders such as voluntary organisations, labour unions, labour market organisations, enterprises and research institutions.

PROJECT INFORMATION	DESCRIPTION
Project's expected results	<i>Project components: (after inception phase changes)</i> • Analysis and forecasting in the labour market • Development of the labour market information system • Development of communication strategy • Development and dissemination of working methods at PES • Development of the job expo centre in Chisinau • Support to vulnerable and disadvantaged job seekers at the ES • Development of social dialogue concerning labour market issues • Project results (according to final report): • Quality of the information synchronisation between local and central level enhanced • Time needed for correction of information reduced • Information on vacancies introduced into the jobless database • Time needed for maintenance of local databases reduced ANOFM to user-friendly statistical information • Higher reporting level on vacancies by employers • Database performing faster • Access of ANOFM to user-friendly statistical information
External evaluation and Sida result assessment	No
Locations of project implementation (national or specific areas)	National level plus implementation of some components in Bati, Cahul, Chisinau (LMIS); dissemination of the new working methods from Balti and Cahul to other offices; introduction of the Soroca office in 2006 for support to vulnerable groups.

PROJECT INFORMATION	DESCRIPTION
Project title	Reform of the Juvenile Justice System in Moldova
Project funding	SEK 10,000,000
National partner institution(s)	Ministry of Justice MLSPF
Implementing partner(s)	UNICEF
Other financing partner(s) (in addition to Sida)	UNICEF \$54,800
Date of Sida contribution decision	03/12/2007
Start date	01/01/2008
Planned end date	31/12/2011
Actual end date	Project is on-going
Project's general objective	By 2011 to decrease the number of children in detention by 30 per cent, reduce by 50 per cent the length of pre-sentence detention of children and ensure 100 per cent legal representation for all children deprived of liberty through the continuous amendment of the national legislation, development of the probation service and provision of an effective legal assistance.
Project's specific objective	• Support the government to complete the Juvenile Justice reform in legislation, policy reform and institutional capacity building; • Further develop pre-sentence and post-trial alternatives to deprivation of liberty for children (probation, community service work and mediation); • Further develop legal and psycho-social assistance for children in conflict with the law, including victims and witnesses; • Develop prevention services and programmes which respond to the special needs, problems, interests and concerns of adolescents and which offer appropriate counselling and guidance to young persons on their rights and risks caused by school abandonment, street lifestyles, alcohol and drug abuse etc.

PROJECT INFORMATION	DESCRIPTION
Project expected results	<i>Expected results</i> • By 2011, the total number of children in detention reduced by 30 %; • By 2011, the length of pre trial detention of children reduced by 50 %; • By 2011, the legal representation of all children deprived of liberty at 100 %. <i>Expected outcomes</i> • The penal legislation revised to address the length of pre-trial detention for children and development of provisions related to diversion and of alternatives to detention for children such as mediation and probation; • A Probation Service within the Ministry of Justice with specialized staff supervising alternatives in cases with children; • Effective legal assistance provided through the identification and training of a pool of ex-officio lawyers to be able to act in cases of children in conflict with the law; • Services to children in detention provided by developing of a specialized educational programmes and materials for children in pre-trial detention, having regard to the range of ages, abilities and average length of stay in pre-trial detention and detention conditions improved; • A baseline evidence based evaluation on causes of juvenile delinquency, including aspects of alcohol and drug abuse (gender and age disaggregated data), conducted and community models to prevent juvenile delinquency established; • In-service and pre-service training sessions on juvenile justice provided by implementing on the regular basis the JJ Training Manual and strengthening the capacity of the Law Department within the State University of Moldova to teach children's rights.
External evaluation and Sida result assessment	No
Locations of project implementation (national or specific areas)	Nationwide Some work is planned (but not yet implemented) in the five preventive detainments facilities, four for boys (Chişinău, Bălţi, Cahul and Rezina) and one for girls (Rusca)
Other donors active in the field (during the project implementation period)	No

PROJECT INFORMATION	DESCRIPTION
Project title	Promoting Gender Equality in National Development Policies and Programmes in the Republic of Moldova
Project funding	10,750,000 SEK
National partner institution(s)	MLSPF; MET; National Bureau of Statistics
Implementing partner (s)	UNIFEM
Other financing partners (in addition to Sida)	DFID: contribution of 60,454 USD for gender equality in the media: Project "promoting gender equality principles through media" within the Sida funded project. UNIFEM core funds: 84,702 USD
Date of Sida contribution decision	Project document submitted by UNIFEM to Sida on 14/06/2006. Decision on contribution on 21/08/2006
Start date	05/2007
Planned end date	09/2009
Actual end date	30/04/2010

PROJECT INFORMATION	DESCRIPTION
Project's general objective	<i>Development objective:</i> To promote gender equality as a prerequisite for human rights – based sustainable development in the context of the MDGs, the Republic of Moldova NDS and the new draft agreement between the EU and the RoM, through enhancing national capacities in the country and developing the government capacity to meet its commitments for promoting gender equality, WHR, responsive good governance and poverty alleviation. <i>Overall objective:</i> Gender equality is perceived and recognised as a prerequisite for sustainable development at the national policy level in Moldova
Project's specific objective	Strong and active government policy on gender equality incorporating issues of both men and women, to be implemented by 2010
Project's expected results	<i>Expected outcomes:</i> 1) Political will enhanced and manifested by support at the policy and operational level to key priority areas for action; 2) National capacities and mechanisms to develop policies on gender are strengthened and used to implement actions in priority areas; 3) Monitoring and accountability of progress on gender equality in priority areas are exchanged through strengthened mechanism, including sex-disaggregated data and gender-responsive indicators along common standards and agreements.
External evaluation and Sida result assessment	2 external evaluations (both conducted during the implementation period) by two different consultancy firms.
Locations of project implementation (national or specific areas)	Nationwide GRB case studies in three regions
Previous / future Sida assistance in the field	• Previous Sida funded project between 1998 and 2003 "Gender leadership and networking" • Follow-up project related to Women's economic empowerment to be financed by Sida (second quarter of 2010)
Other donors active in the field (during the project implementation period)	• Austria (ADA) (for regional programme dealing with gender-responsive budgeting; (57,640 USD) • DFID • Millennium Challenge Corporation/ Millennium challenge account. • SOROS • UNDP and UNFPA • ILO, IOM, USAID (on trafficking issues)

PROJECT INFORMATION	DESCRIPTION
Project title	Public Expenditure Review 2 – Gender Perspective in Education and Labour Market, UNIFEM 2007
Project funding	SEK 625,000 (2007) SEK 672,298 (Sida results assessment memo 08/02/2010)
National partner institution(s)	National Counterparts: MLSPF; MoE and ANOFM; MF.
Implementing partner(s)	Institute of Public Management
Other financing partners (in addition to Sida)	Sida complements the WB PER 2
Date of Sida contribution decision	05/05/2007: Decision on contribution for ST consultancy "Gender analysis of public expenditure". 11/11/2007: Decision No: 002456 on PER-Gender perspective in education and labour market.

PROJECT INFORMATION	DESCRIPTION
Start date	10/2007
Planned end date	03/2008 The contribution and the contract have been extended three times during October 2007 – April 2009 period and funds were added in February 2008 to cover a wider scope of work including additional sector for gender analysis (pension reform, besides analysis in labour market policies and education) and organisation of three seminars for NGOs, donors and government officials.
Actual end date	04/2009
Last project report available (date and type)	The final study / Report “Improving Economic Efficiency through integrating a gender perspective in the Moldovan budgetary process. Gender Responsible Budgeting: A case study of budget efficiency through gender analyses of the education budget, labour market programmes and the pension system”
Project’s general objective	To perform a gender analysis of the budgetary process and to make an in-depth analysis from the gender perspective of the public spending (cost benefit analysis) in education, labour market policies and programmes by PES and ANOFM and in the pension system in the conditions of the major reform in social protection in Moldova.
Project’s specific objective	- The objective of the inception phase is to: - Conduct a fact-finding mission to Moldova. This mission should include consultations with key stakeholders. - Based on the consultations and the conclusions from the fact-finding mission, the consultant is to prepare a short note recommending the leading themes to be explored and facts to be presented, the proposed research methods and a suggested outline. - Assist in finalizing ToR for the second phase of the gender appraisal. - The output of the second phase should be a paper of original, comprehensive analysis
Project’s expected results	- Based on the inception report an action plan for gender analysis in PER was submitted to Sida in August 2007, which served as a background project document for the second phase of the short term consultancy launched in October 2007. - It was presented in due time in August 2008. It also followed the WB requirements on PER 2 report structure and way of presentation. - In spring 2009 the study was presented and discussed in two round tables / training seminars on gender budgeting, organized by Sida and the WB in Moldova for SCOs, academia and media; and for the donors’ group present in the country. The Round tables also included a training component on practical application of GRB with presentation of case studies from the pilot rayons, done jointly with Sida/UNIFEM gender project.
External evaluation and Sida result assessment	Result assessment memo (Sida) (08/02/2010)
Locations of project implementation (national or specific areas)	Nationwide (budgetary process at national level) Case studies in 3 districts.
Other donors active in the field (during the project implementation period)	Austria

PROJECT INFORMATION	DESCRIPTION
Project title	Strengthening Civil Society in Moldova. Component 2: Marginalised groups. Social reintegration of ex-detainees
Project funding	Total: SEK 15,000,000 Component 2: SEK 4,300,000
National partner institution(s)	Ministry of Justice

PROJECT INFORMATION	DESCRIPTION
Implementing partner(s)	Soros Foundation Moldova (SFM) Institute for Penal Reform
Other financing partner(s) (in addition to Sida)	SFM – \$768,800 (to the entire project)
Date of Sida contribution decision	24/03/2006
Start date	05/2006
Planned end date	05/2009
Actual end date	Activities: 05/2009 / Agreement: 10/2009
Project's general objective	<i>Goal:</i> To further develop a vibrant and democratic civil society in Moldova. <i>Strategic objective</i> of the component: to provide support to marginalized groups in particular to ensure the social re-integration of ex-detainees.
Project's specific objective	- To develop during three years of activity 6 functional units of in-prison preparation of detainees for social reintegration, via partnership actions of non-governmental and governmental institutions - To develop during three years of activity a replicable functional model of assistance of detainees for social reintegration during post-penitentiary probation period by establishing 9 community-based units - To improve professional capacities of the community as well as NGOs, representatives specialized in social reintegration of detainees.
Project's expected results	- The legislative and methodological framework on preparation for release and social reintegration of the former detainees was developed, approved and entered into force; - The functional mechanism of preparation for release and social reintegration of former detainees was established and is being successfully implemented; - The communities where CJs function became more tolerant, attentive and participative in terms of restoring their relations with former detainees; 6 preparation for release units and 9 social reintegration units were established and carried out their planned activities and provided support to 1199 detainees and 1253 former detainees; 2 needs assessment missions and 2 study visits abroad were performed; 28 training activities with the participation of prison staff, probation officers, representatives of the community-based organizations were held; 30 round tables aiming at initiating or strengthening the reintegration mechanisms at the local level were organized; - Based on the monitoring tools developed by the project experts, a monitoring report was produced, and three evaluation conferences were held; - Information materials and publications for specialists and beneficiaries were developed and disseminated.
External evaluation and Sida result assessment	Project Evaluation Report by CNTDO (National Centre for Transparency and Human Rights)
Locations of project implementation (national or specific areas)	- The project was implemented nationwide 6 preparations for release units were set up in Pruncul, Brănești, Soroca, Leova, Lipcani și Rusca and have provided services during the implementation. - Post-detention social reintegration services were provided in 9 Community Justice Centres (CJs) in Chisinau, Cahul, Balti, Drochia, Comrat, Anenii-Noi, Varnita, Edinet and Rezina.
Other donors active in the field (during the project implementation period)	No

Annex 3a: Methodology

The contract for the evaluation of Sida's support to the social sector in Moldova during the period 2004–2010 was awarded to SOFRECO-Conseil Santé at the beginning of June 2010, following a tender and the submission of a technical proposal by this company.

The evaluation was intended to encompass four phases: inception phase, data collection in Moldova, data analysis followed by report writing and submission, presentation and dissemination of findings. It followed this pattern with some modifications to the initially planned timetable.

The inception phase of the evaluation took place both at home base and in Moldova during July 2010. It allowed the team of SOFRECO-Conseil Santé experts to set up the basis for the future evaluation phases of this assignment, starting with the field phase which focused on data collection.

The presence of three experts in the field for the data collection phase had been previously agreed upon at the evaluation contract preparation stage and was respected with a permanent involvement of the social protection expert throughout the evaluation period.

During the inception phase, the evaluation team developed a table of methods to be used for the various purposes and clusters of the evaluation. This initial table was presented at the end of the inception phase and agreed upon by Sida. During the data collection phase, minor adjustments were made to some of the envisaged methods and these changes are reflected in the updated table annexed in the present report as Annex 6.

The draft final report was presented to the combined reference groups in January 2011. Further to this presentation, it is anticipated that the team leader will carry out a presentation of the evaluation conclusions and recommendations both in Chisinau and at Sida headquarters in Sweden. As proposed to Sida during the end of the data collection phase, the evaluators will then, on the basis of specific requests, be ready to contribute to the dissemination of the evaluation results to interested partners and stakeholders.

CLUSTER APPROACH

The activities carried out during the inception phase – careful analysis of available documentation, understanding of the country context, and preliminary meetings with implementing agencies and/or main national partners – led to the conclusion that cluster analysis is the most adequate approach for conducting this evaluation, as it responds to the necessity to balance between focusing on outcomes and impact and creating a simpler, easier to use tool. It also provides a better response to the main purpose of the evaluation, as defined by the ToR.

According to the ToR, the evaluation mission was called 'in order to provide lessons learnt for the Moldovan ministries and authorities concerned in the planning for the future

direction for the sector, and for donors and implementing agencies involved as to how to best assist the reforms'. The social sector is a broad one and it cross-cuts many other sectors. Even if there is one key central public institution involved – the MLSPF – usually the issues are addressed at sub-sector level, and the donors act in a similar manner. Sida's contribution itself has been organised thematically and it had various national counterparts (such as the MEduc, MJ, ANOFM, etc.). The cluster approach takes into consideration at the same time the thematic separation of Sida projects and their national partners.

The cluster analysis also fully takes into consideration various connections that exist between projects and how their outputs and outcomes build on each other to achieve better results on a certain issue. Due to the complexity of each project, in some cases there are components of one project that touch upon subjects falling under the umbrella of a different cluster. For example, the **Protective environment for children project** is included in the first cluster because its main objective was to improve services for children, but it also included a component addressing juvenile justice, which led to new projects in the third cluster, and a component on anti-trafficking (supporting the NRS), which is taken into consideration within the fourth cluster. This kind of cross-cluster relationship has been accounted for by the evaluation team during the evaluation process.

Each Sida supported project represents a mix of initiatives that tackle various issues and are expected to produce a number of results. The clusters have been chosen to cover the entire scope of Sida's intervention in the social sector in Moldova (including the labour market), thus minimising unwanted overlapping. The final cluster distribution includes the following five clusters:

- **Development of integrated social assistance policies and services** (Social Investment Fund: building social care services in different rayons; Social Assistance Services; Creating a Protective Environment for Children and Vulnerable Families; Communication Campaigns for Safe Sex and Solidarity). The first cluster can be considered in a way as the 'core' cluster of the social sector. The issue addressed is the structure, quality, and efficiency of social service delivery in Moldova, to various disadvantaged groups. It includes the projects that were aimed at creating new models of service delivery, at policy, institutional, capacity, and beneficiaries' levels. The main national counterpart is the MLSPF, and, secondly, other public institutions, such as the MoH and MJ.
- **Enhancement of gender equality** (Promoting Gender Equality in National Development Policies and Programmes; PER2/Public Expenditure Review 2 – Gender Perspective in Education and Labour Market). The issues addressed by the second cluster come under one of the cross-cutting themes underlined by Sida's recent strategy areas: gender. While it is likely that several or all the Sida projects will in one way or another take gender issues into account in their activities, these two closely inter-related projects were aimed at systematically integrating the gender dimension into Moldovan policies and at developing an anti-discrimination approach across the governmental (central and local) and non-governmental sectors.
- **Promotion of the rights of users of the justice system** (Reform of the Juvenile Justice System in Moldova; Strengthening Civil Society in Moldova, Reintegration of ex-Detainees Component). In two of its projects, Sida has worked closely with the MJ and other counterparts from the justice system to promote the rights of users of the justice system and improve the situation of vulnerable groups confronted by it, in

particular youth in conflict with the law and ex-detainees. It is an issue which cross-cuts the social and justice sectors which are addressed by the third cluster.

- **Management of issues and risks associated with extensive migration** (Combating Trafficking in Human Beings – Local Action and Direct Assistance to Victims of Trafficking; Capacity Building for Developing Migration Management Procedures and Policies). The fourth cluster concerns one of the cross-cutting issues identified by the cooperation strategies, migration. Two of the projects have directly addressed this issue, and the national counterparts are the institutions (Departments from the Ministry of Interior, Ministry of Trade, ANOFM) which in one way or another deal with migration and its effects.
- **Improvement of labour demand and supply matching** (Vocational Education and Training (VET) Project; PES/AMS (Swedish Public Employment Service) Active Labour Market Policies). The fifth and final cluster includes two projects, aimed at responding to the needs of the labour market and to a closer connection between labour supply and demand. This is an issue linking the social and economic sectors, addressing both the needs of vulnerable groups (unemployed, youth) and economic growth. The main national partner institutions are the Ministry of Education and the ANOFM, which was successively under the responsibility of the Ministry of Economy, then later on of the MLSPF. Both projects were closely interrelated since their initial elaboration and had a single Steering Committee.

DATA SOURCES

During both the inception and data gathering phases, the evaluation team acquired information from various sources.

DOCUMENTATION

The documents consulted during the evaluation project can be grouped into three categories:

- Policy and strategic documents published by relevant state authorities or international organisations, which define the context of the five clusters before, during and after the projects' implementation
- Documents such as reports, studies, guides, brochures, etc., produced within the framework of the twelve projects included in the portfolio of the evaluation. This category includes previous evaluation reports.
- Studies, reports, monitoring documents and other relevant documents published by other organisations – NGOs, think-tanks, international organisations – that analyse the issues under consideration.

Annex 9 contains the list of documents consulted during evaluation, organised by cluster.

INTERVIEWS (INDIVIDUAL AND GROUP DISCUSSIONS)

The interview was the main method used by the evaluation team to gather additional information on the issues under consideration. During the inception phase, the evaluation team mapped the relevant stakeholders for each cluster. This was the result

of documentary research and of interviews conducted during the inception phase.¹⁰⁸ Stakeholder mapping is obviously a continuous exercise, and some changes were made during the data collection phase to take into account new needs identified during the data collection phase, especially as regards local authorities and civil society. However, both the main stakeholders and the stated categories remained unchanged.

The evaluation team approached the stakeholders to identify relevant persons inside the respective organisations. Interviews were arranged when possible. The preferred method was the semi – structured individual interview. The general structure of the individual interviews followed five main points:

1. Discussion on the Sida supported project(s): awareness on the project, knowledge of and usage of outputs, opinions regarding outcomes and impact.
2. Discussion on context at the time of project implementation: country situation.
3. Discussion on the current context.
4. Discussion on relevant stakeholders, in particular on donors, with a focus on sustainability of the progress achieved in the area of interest.
5. Other topics related to the issue.

The succession of questions was not necessarily the same, and the five topics were inter-laced, giving precedence to the coherence of question. Depending on the status of the respondent, more time was allocated to certain topics (for example, if the person was less aware of what had happened during project implementation a few years ago, the focus was placed on the current context and potential impact of the project). The list of interviews is included in Annex 3b.

Group interviews (or focus-groups) were used when relevant, i.e. when more persons with a similar profile were identified: persons in similar positions in different organisations or persons from the same organisation. The structure of the focus-groups is presented in Annex 10.1.

CASE STUDIES, SWOT ANALYSES, AND QUESTIONNAIRE BASED RESEARCH

More complex methods were used in several situations. This was when there were new structures or institutions created within the framework of Sida supported projects, or new methods or practices used to deal with some of the identified needs. The basis for these methods was document analyses and interviews. The list of these methods is presented in the third column of Annex 3b. The methodology of the questionnaire based research and its main results are included in Annex 10.2.

During the data collection phase, some changes were made to the initial list of methods, as was planned at the inception phase. This happened because the new information acquired made it necessary. However, there are no major changes. The list of changes and a brief explanation for each of them are provided in the last column of Annex 3b.

The synthesis includes information derived from all sources of data listed above and adds the analytical perspective of the evaluators.

¹⁰⁸ See Section 7 of the inception report for the initial list of stakeholders.

SYNTHESIS AND DRAFTING OF THE REPORT

As expected, the data gathering has provided a wealth of information about all five clusters. The main challenge of report drafting was synthesising the information, in order to underline the most relevant ideas for the purposes of the evaluation and at the same time to keep the length of the entire report within the size agreed for the final report.

The synthesis of information led to answering the evaluation questions by cluster, as they are presented in section 3 of the report. The lessons learnt and recommendations refer to Sida's intervention as a whole, thus a second level of synthesis was required.

LIMITATIONS OF THE METHODOLOGY

Any research or evaluation methodology is a trade off between the resources available and the completeness of the final result. There are several limitations to the chosen methodology, and the most important are:

- The project-by-project approach includes a high risk of getting stuck at project evaluation level and not undertaking a proper impact evaluation, which is at odds with the mandate given to the evaluation team. On the other hand, trying to simplify the broad range of results into a single intervention logic triggers another risk, leaving out important aspects of the overall picture. Cluster analysis is the necessary balance that minimises both risks and it offers the most adequate tool for the purpose of the evaluation.
- The timeframe of the 12 projects included in the evaluation portfolio (see Annex 5) starts in July 2004 and is ongoing. During the six years there have been many changes of personnel for most of the identified stakeholders, and the institutional memory has not been well preserved in all cases. The evaluators have been very careful to identify the most relevant people for interviews, where the availability of these people allowed. The geographic spread of the 12 projects (Annex 4) covers all regions and most of the rayons of the country. A selection of locations outside the capital was necessary, and a hypothesis of homogeneity (that selected locations are mostly similar with the non-selected ones) is implied.
- Given the limited time and the broad range of issues, and also given the large number of publications available, a judicious selection was made as to where and when interviews or other methods would be used in addition to analysing the documentation. The evaluation team has done its best to meet the representatives of all relevant stakeholders.
- Although Sida was one of the major donors active in the social sector of Moldova, it was not the only one. The Sida supported projects mainly bolstered the state authorities' efforts and they were complementary to other actions. When discussing outcomes and impact it is very difficult (when possible) to precisely distinguish the contribution of each actor.
- Any synthesis exercises are vulnerable to the risk of insufficient focus or even lack of inclusion of relevant information. By carefully reviewing the report and with the help of the Management and Coordination Group, the evaluation team has tried to minimise the impact of this risk.

Annex 3b: Table of methods used during the data collection phase

CLUSTER I: DEVELOPMENT OF INTEGRATED SOCIAL ASSISTANCE POLICIES AND SERVICES			
Projects	Interviews	Case studies, Focus groups, SWOT analyses, and other methods	Remarks
Social Investment Fund: building social care services in different rayons	- Stat Chancellery: Department for policies, strategic planning and foreign aid; MLSPF; Directorate for social assistance policies; Social services section; Section of reforms in the social assistance; Directorate for family and child protection; Directorate for analysis, monitoring and evaluation of social policies; Section for external relations - WB - MSIF - EC Delegation - UNICEF - UNDP - Mayorality of Singerei - Social Assistance Directorate, Drochia - Social Assistance Directorate, Singerei - Social Assistance Directorate, Falesti - Association Motivation - Every/Child Moldova - Community social assistance Centre "Incredere", (Pelenia, Drochia) - Centre for elderly people "Speranta in ziua de miine", (Ochiul Alb, Drochia) - Centre for Counselling children and families at risk "Caldura Casei", Drochia - Centre for children and youth with disabilities "Ciocirlia", Drochia - Community Centre for Elderly "SOMATO", Balti - Ergo-social centre for people with mental health problems "SOCIUM" - Rehabilitation centre for children with disabilities "Luminata", Singerei	- Focus group with elderly people beneficiaries of Centre for elderly people "Speranta in ziua de miine", (Ochiul Alb, Drochia) - Focus group with staff members of Centre for counselling children and families at risk "Caldura Casei", Drochia - Case study: Centre for children and youth with disabilities "Ciocirlia", Drochia - SWOT Analysis: How the social centres correspond to community needs	- The focus group with the elderly people was held on 19/10/10 in Centre from Ochiul Alb village, Drochia - The focus group with the staff of the Centre for counselling was held on 19/10/10 in the Centre in Drochia mun. - The information for case study was collected and the results show that the Centre is very important for the rayon but faces some problems such as: the lack of resources to ensure the transportation of the beneficiaries, and the low wages, which influence the changes in personnel. This is a common situation for almost all the centres, which was reflected also in SWOT. - The information for SWOT analysis was collected as foreseen in 4 rayons: Drochia, Singerei, Falesti, Balti - Interviews with key stakeholders held as planned.

CLUSTER I: DEVELOPMENT OF INTEGRATED SOCIAL ASSISTANCE POLICIES AND SERVICES

	• Day care centre for children and youth with disabilities "CREDO", Singerei • Placement centre for children and families at risk "Raza Soarelui", Singerei • Centre for elderly "Agape", Singerei • Community social assistance centre for children and families at risk "Casa Sperantei", Falesti • Community centre for children and adults with disabilities, Falesti • Regional Youth Resource Centre "Dacia", Soroca		
Social Assistance Services	• Stat Chancellery: Department for policies, strategic planning and foreign aid; MLSPF; Directorate for social assistance policies; Social services section; Section of reforms in social assistance; Directorate for analysis, monitoring and evaluation of social policies; Section for external relations • DFID • EC Delegation • EC TACIS • WB • UNICEF • Social Assistance Directorate, Orhei	• Focus group with representatives of the Social Assistance Directorates from 4 different rayons (Cahul, Ialoveni, Straseneni and Ungnehi) • Questionnaire-based assessment of the social assistants and beneficiaries in 6 rayons – 10 villages in each.	• The focus group with the Social Assistance Directorates representatives was held on 18/11/10 at the MLSPF. • For better comparability of the information, four instead of two rayons were selected. Rayons that were not included in the questionnaire-based assessment were also involved. • Questionnaire-based assessment of social assistants and beneficiaries were carried out during the period 27 October – 10 November 2010. • The assessment was carried out with the support of the State University of Moldova (Cathedra of Sociology), whose students were involved as enumerators
Creating a Protective Environment for Children and Vulnerable Families	• MLSPF: Dir. of Child Protection; Directorate of Policy Coordination, Monitoring and Evaluation • Ministry of Education: Non-formal education; Early Childhood Development and EFA-FTI; Deinstitutionalisation • Ministry of Justice: Probation, Penitentiaries • Ministry of Youth • Child Rights Ombudsperson • Association Motivation • CONTACT Association • UNDP	Regional Youth Centres Model: Regional Youth Centre Biesti, Regional Youth Centre Soroca, Youth Media Centre Chisinau Motivation Association pilot-project on inclusive education (and Speranta Day Centre)	The planned focus-group with Youth NGOs has proven impossible to organize due to the unpredictable schedule of the relevant people, so it was replaced by several individual interviews during Youth Forum 2010

CLUSTER I: DEVELOPMENT OF INTEGRATED SOCIAL ASSISTANCE POLICIES AND SERVICES

	• OSCE • Chisinau Municipal Social Services Department • Social Services Departments in Hancesti and Cahul • Youth NGOs • Alliance of NGOs active in social protection of family and children • ProDidactica Association • National Youth Centre Moldova • Rusca Prison • European Commission Delegation in Moldova		
Communi- cation Campaigns for Safe Sex and Solidarity AFEW/AIDS Foundation East West	• MH • Directorate of public health policies: Section of health promotion and public health programmes • Directorate of medical care of women, children and vulnerable groups. • National Coordination Council (NCC) on HIV/AIDS and TB • Coordination Unit, of Implementation and Monitoring of the Project of Restructuring of the Health System • WHO • WB • UNAIDS • UNFPA • AFEW • Dance4Live • Centre for Health Policies and Studies • National Council of NGOs • Youth coordination council • Youth media Centre • National Youth Centre Moldova • NGO "Young and free" • NGO "Youth for the right to live" • NGO "Stability" • League of PLWHA	• Focus groups with representatives of the NGO "Youth to Right to Live" (Balti), which was involved in the communication campaigns	• The focus group with the elderly people was held on 19/10/10 in the office of the NGO in Balti. • One of the planned two focus-groups with the representatives of Contact Centre from Comrat involved in the communication campaigns has proven impossible to organize due to the fact that his staff had changed several times. So it was replaced by an individual interview.

CLUSTER II: ENHANCEMENT OF GENDER EQUALITY			
Projects	Interviews	Case studies, Focus groups, SWOT analyses, and other methods	Remarks
Equality in National Development Policies and Programmes	• UNIFEM gender advisor • Gender Coordination Unit in MLSPF • Focal points on gender in 2 ministries • DFID • National Bureau of Statistics (gender focal point) • Academy for Economic Studies Chisinau • Academic consortium • Comrat, Falesti, Singerei rayons Divisions for Finance	• Focus group of gender focal points of the various institutions (15 line ministries + 11 public institutions)	• The focus group with the focal points was held on 29/09/10 at the MLSPF • Interviews with the partners mentioned in the initial table were completed
PER2/ Public Expenditure Review 2 – Gender Perspective in Education and Labour Market	• UNIFEM • Ministry of Finance • World Bank • Central institutions having participated in presentation of the gender analysis (MoE , MoLSPF, etc) • Gender Coordination Unit in MoLSPF • Focal points on gender in 2 ministries • NGOs having participated in the presentation of the study		• Interviews held as planned • Visit to Falesti rayon Finance Directorate for implementation of gender sensitive budgeting
CLUSTER III: PROMOTION OF RIGHTS OF THE USERS OF THE JUSTICE SYSTEM			
Projects	Interviews	Case studies, Focus groups, SWOT analyses, and other methods	Remarks
Strengthening Civil Society in Moldova (Reintegration of ex-Detainees Component)	• Ministry of Justice – Probation – Penitentiaries • Soros Foundation Moldova • Institute for Penal Reform • Law Faculty • Rusca and Cricova Prisons: management representative and officers responsible for educative activities • Community Justice Centres: Chisinau, Balti, Cahul, and Falesti (by phone and email) • Probation Offices in Hincesti and Cahul • ANOFM	SWOT Analyses: preparation for release activities in prisons, using Rusca and Cricova examples	

CLUSTER III: PROMOTION OF RIGHTS OF THE USERS OF THE JUSTICE SYSTEM			
Reform of the Juvenile Justice System in Moldova	• Ministry of Justice – Probation – Penitentiaries • MLSPF – Dir. of Child Protection • National Working Group on Juvenile Justice • National Institute for Justice • General Prosecutor's Office • Child Rights Ombudsperson • Judges in Cahul and Rezina (by phone) • Rusca Prison • Law Faculty • National Working Group on Juvenile Justice • National Council for Free Legal Aid • IRP • European Commission Delegation in Moldova	Analyses on how the Probation Service is developing based on the visits to Headquarters and Probation Offices in Hincesti and Cahul	
CLUSTER IV: MANAGEMENT OF ISSUES AND PROBLEMS ASSOCIATED WITH EXTENSIVE MIGRATION			
Projects	Interviews	Case studies, Focus groups, SWOT analyses, and other methods	Remarks
Combating Trafficking in Human Beings – Local Action and Direct Assistance to Victims of Trafficking	• MLSPF – Equal Opportunities Department – NRS Coordinator • MI – Migration and Asylum Office • ANOFM – Migration Department • EC Delegation • UNDP • IOM • OSCE • La Strada • Centre of Prevention of Trafficking in Women • Centre for Combating Trafficking in Persons (CCTIP)	Case study: Centre for Protection and Assistance of Victims and Potential Victims of Trafficking Chisinau (CPA) SWOT Analyses: the NRS multidisciplinary team (based on examples in Chisinau, Cahul and Hincesti)	The data collected show that the differences between piloted and non – piloted NRS rayons are not sufficient to justify a separate analysis (mainly due to the initial training, which is similar), so the SWOT has addressed the NRS as a whole. The Causeni Centre, while interesting as an institution, was not directly connected with Sida intervention, so more attention was given to CPA.
Capacity Building for Developing Migration Management Procedures and Policies	• MIA – Migration and Asylum Office • ANOFM – Migration Department • MLSPF – Migration Policy and Migration Policy Implementation • MFAIE Consular Dpt. • MITC • UNDP • IOM • IDIS Viitorul • Institute for Public Policies	Analysis on the integrated migration information system	

CLUSTER V: IMPROVEMENT OF LABOUR DEMAND AND SUPPLY MATCHING			
Pro-jects	Interviews	Case studies, Focus groups, SWOT analyses, and other methods	Remarks
Support to the vocational training services	• MEdur: Department for Vocational Education; Republican centre for Vocational Education Development; SOMEK project (occupational standards); CONSEPT project (teacher training) • District Departments for Education • Teachers in pilot schools and • Heads of pilot schools (for various components) • Career guidance centres • Students benefiting from piloted new curricula in relevant schools and from career guidance / entrepreneurship training	• Delivery of questionnaires to employers in pilot and non pilot areas for relevant components (including those having provided work places to disabled or ex-detainees) • Case study: residential care institution for children + VET school Ungheni • Focus group: Heads of pilot and non pilot schools • Members of the ex policy focus group (+ members of other ex-focus groups) • Focus Group of 16–18 year-old drop outs in 1 pilot and 1 one non pilot school in one rayon (Cahul) • SWOT Analyses: To be performed with the members of the ex-policy focus group (+ members of other ex-focus groups) (same members as for focus group)	• Comprehensive interviews and visits to present and past VET system officials, to RCVETD and to pilot schools according to plan agreed with the RCVETD and the components of the project in which the schools were involved • Visits to connected projects • Ex-detainees concerned by the project activities not reachable now • Visit to Ungheni for vulnerable groups component (resulted in the conclusion that no major change was introduced in the approach to children coming from residential care and their involvement in the VET system) • No possibility to do focus group with drop outs as there is no follow-up organised of this category of pupils • The idea of having members of the ex-policy group in the VET project proved to be not feasible due to the numerous changes in the officials involved in this sector and reluctance to take part in this type of activity
PES/AMS Active Labour Market Policies	• ANOFM: Director General • Deputy Minister for labour • Representative (s) of trade unions and of associations of employers • Pilot and non pilot offices of ANOFM (2 + 2) • Job Expo Centre Chisinau • Interviews of job seekers about services provided by ANOFM • Interviews with vulnerable unemployed supported by the ANOFM branches • Interviews of ANOFM branches directors among Balti, Cahul, Soroca pilot offices + 2 others randomly selected • Employers in the pilot and non-pilot areas	• 1 focus group with representatives of trade unions and employers associations in Chisinau • 1 focus group with representatives of trade unions and associations employers in one rayon • Non participative observation of operation of 2 branches of ANOFM (1 pilot and 1 non pilot) • SWOT Analyses of Job expo Centre Chisinau	Organisation of a joint focus group for employers' and workers' organisation representatives proved difficult and interviews were organised separately with both these groups Observation and interviews in pilot and non-pilot ANOFM branches took place in Orhei, Soroca and Balti. Priority was given to observation and interviews at the Job Expo Centre in Chisinau

Annex 4: List of project locations

	North Region										Center Region								South Region						ATUG		Transnistria													
	Bălți mun.	Briceni	Dondușeni	Drochia	Edineț	Fălești	Florinți	Glodeni	Ocnîța	Rîșcani	Sîngerei	Soroca	Aneii-Noi	Călărași	Criuleni	Dubăsari	Hîncești	Ialoveni	Orhei	Nisporeni	Rezina	Strășeni	Soldănești	Telenești	Ungheni	Basarabasca		Cahul	Canemir	Căușeni	Cimișlia	Leova	Ștefan-Vodă	Taraclia	Comrat	Vulcănești	Cladii-Lunga	Varnița		
Chisinau mun.	+			+		+					+						+																							
	+										+		+			+			+																					
	+											+							+																					
	+											+							+																					
	+			+					+																															
Social Investment Fund: building social care services in different rayons	+										+																													
Social Assistance Services	+											+				+			+																+					
Creating a Protective Environment for Children and Vulnerable Families	+											+							+																					
Combating Trafficking in Human Beings – Local Action and Direct Assistance to Victims of Trafficking	+								+																															
Capacity Building for Developing Migration Management Procedures and Policies																																								
Communication Campaigns for Safe Sex and Solidarity AFEW/ AIDS Foundation East West	+				+																														+					
Vocational Education and Training (VET)	+						+					+					+											+												
PES/AMS (Swedish Public Employment Service) Active Labour	+											+																+												
Reform of the Juvenile Justice System in Moldova (2007–2011)	+																				+							+												
Equality in National Development Policies and Programmes, UNIFEM						+					+																							+						
PER2/Public Expenditure Review 2 – Gender Perspective in Education and Labour Market																																								
“Strengthening Civil Society in Moldova”, support to Soros	+	+		+	+							+	+				+	+	+									+							+				+	
TOTAL	8	7	1	3	2	2	1	1	1	2	5	2	2			1	4		3	1	2				1		5							1					1	

5 to 8 high coverage;

3 to 4 mead coverage;1 to 2 low coverage;not covered/or covered by an other donor

5 to 8 high coverage;
 3 to 4 mead coverage;
 1 to 2 low coverage;
 not covered/or covered by an other donor

Annex 5: Time frame of project implementation

No	2004		2005				2006				2007				2008				2009				2010				2011
	Jul-Sep	Oct-Dec	Jan-Mar	Apr-Jun	Jul-Sep	Oct-Dec	Jan-Mar	Apr-Jun	Jul-Sep	Oct-Dec	Jan-Mar	Apr-Jun	Jul-Sep	Oct-Dec	Jan-Mar	Apr-Jun	Jul-Sep	Oct-Dec	Jan-Mar	Apr-Jun	Jul-Sep	Oct-Dec	Jan-Mar	Apr-Jun	Jul-Sep	Oct-Dec	
01																											
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10																											
11																											
12																											

* Please note that there might be some marginal mistakes as the projects did not always start or end at the end of one term.

Annex 6: Relationships between clusters

Q15: TO WHAT EXTENT HAVE THE LINKS BETWEEN CLUSTERS AND PROJECTS ALLOWED SIDA'S SUPPORT TO THE SOCIAL SECTOR TO DEMONSTRATE A SUFFICIENT LEVEL OF COHERENCE AND COMPREHENSIVENESS?

The programming of the overall intervention in support of the social sector responded to the priorities expressed in the 2004–2006 Moldova-Sida cooperation strategy but also responded to the aim of providing continuity to support previously delivered in various sub-sectors, where a long term capacity building process had been started and needed to be pursued.

This continuity was a feature of most of the projects included in the evaluation portfolio, which were designed as a follow-up of previous Sida supported interventions. It was in particular the case for the projects related to the strengthening of the capacity of the employment services and the operation of the labour market, where Sida had started working, in 1997, on the elaboration of active labour market policies, then on the ANOFM staff capacity development, and on the introduction of new procedures and working methods at central level and in pilot locations. This was also true for the VET sub-sector, an area where Sida had previously been actively involved since 1998. Continuation of the support to both these closely related sub-sectors was strongly requested by the relevant authorities at the outset of the period under review and the relationship between these two sub-areas was considered so strong that it was initially envisaged to design a single project dealing jointly with the supply and demand sides of the labour market. This approach was later abandoned but the willingness to maintain strong collaboration between the two projects was kept. For various reasons, however, the intended cooperation mechanisms between these two projects never became effective. The continuity of Sida's intervention was also present in other clusters, such as the projects from cluster 1: Integrated social assistance policies and services. For projects related to strengthening social protection policies and the social services community, Sida had been providing support since 1998. This included supporting the MLSPF and the State Chancellery in strengthening the links between policy and the operational level in the social sector; the establishment of a more comprehensive and effective social protection system for children and family, youth at risk, elderly and disabled people, as well as supporting the pilot phase of the MISE. Further activities were requested by the MLSPF and subsequently resulted in three projects, which were implemented in parallel during the period under review. This is also true for the health sector, where Sida had been involved since 2001 providing support to the inclusion of measures of TB and HIV/AIDS prophylactics policies; improving the quality and efficiency of the public health sector and access of the poor to primary

services, and supporting the development of the Mandatory Medical Insurance system in Moldova.

The scope of Sida's support to the social sector envisaged in the 2004–2006 cooperation strategy was quite wide and covered a variety of areas, without a strong logical scheme underpinning it. The main planned sub-areas of intervention under the social inclusion and promotion of public health focus area in this strategy were more juxtaposed than organised into a well thought out hierarchy.

Some of the interventions, such as the project on Safer Sex and its related HIV/AIDS campaign, did express a commitment to health sector issues but did not lead to a significant involvement in them, and initially envisaged topics dealt with in the previous period, such as tuberculosis prevention, were no longer tackled during the period under review through concrete projects. This weakness was acknowledged in the 2007–2010 Sida-Moldova cooperation document, which mentioned as a reason for discontinuing assistance in this area, the non-strategic scope of the Sida intervention in the health field and the presence of more significant donors.

In spite of programming weaknesses, the implementation of the various projects within the five clusters shows several examples of good synergies between interventions. Two cross-cutting themes, gender and migration, were both present through specific projects and as cross-cutting issues in other projects. The establishment of new types and models of services, targeted at different vulnerable categories of the population, took various forms in the 12 projects under the Sida intervention but all concurred to changing the societal approach towards these groups and initiated significant transformations in the way the government and the public administration take care of the rights and needs of the most fragile layers of the population.

The establishment, through the **SAS project**, of a network of social assistants, constitutes the core of the intervention, since, through this new type of social work, vulnerable people should be, in the medium term and after the consolidation of the role of these workers, able to benefit from primary services and orientation towards more specialised ones, depending on their needs. The social assistants should also be able to fully exercise their mediation role between individuals/groups at risk of social exclusion and the public authorities, which could then intervene promptly to mitigate these risks.

The Sida intervention related to the rights of users of the justice system has focused on the needs of two vulnerable groups, ex-detainees and children/youth offenders. The work on juvenile justice started within the framework of the first Sida-UNICEF project, as a component of the larger programme dedicated to improving social services to children, youth and family. Although juvenile justice was not among the initially addressed issues, it was introduced during project implementation as a reaction to the Government's strategies in the areas of justice and child protection. It has been continued by the second Sida-UNICEF project, which is currently ongoing. The two directions of Sida's intervention, related to the two vulnerable groups, are cross-cutting and intersect each other when related to the probation service and the conditions in detention facilities. All three of the projects mentioned have advocated for the introduction of the probation service and alternatives to detention and for the improvement of detention conditions in Moldovan penitentiaries (in particular juvenile institutions for the second line of action). Even if there was not a programmatic continuity, the results of the Sida – Soros-IRP in these two areas are being used by the current Sida-UNICEF project. The participation of the IRP as a key national independent partner contributes to the continuity of the efforts in the area of

justice. The situation of ex-detainees as a vulnerable group is also addressed in labour market related governmental programmes.

The development of the National Referral System for Victims and Potential Victims of Trafficking (NRS) shows the complementarities between various projects supported by Sida. One of the projects, implemented by the IOM, had as its main objective the development and implementation of the NRS model in Moldova. The second Sida-IOM project, focused on migration management, has also indirectly tackled trafficking, one of the problems related to intensive migration. The projects implemented by UNICEF both have components in this direction, particularly the first one, which directly supported the progress of the NRS.

Annex 7: Cross-cutting issues

Q16: HOW FAR HAS THE CONSIDERATION GIVEN TO THE CROSS-CUTTING ISSUES MENTIONED IN THE SIDA COOPERATION STRATEGIES LED TO SATISFACTORY AND SUSTAINABLE RESULTS?

The 2004–2006 Sida-Moldova cooperation strategy, on which the 12 assessed projects were based, mention five specific cross-cutting topics to be dealt with: EU integration, prevention of corruption, gender equality, migration and Transnistria. The cross-cutting issue of reducing regional disparities was included only in the cooperation strategy 2007–2010, a welcome addition since this imbalance is a serious challenge for Moldova's overall development and anti-poverty strategy.

The EU perspective has been dealt with through a specific question in the present report. It should just be recalled that there is no doubt that all Sida supported projects in the social sector were governed by the strong consideration given to the perspective of a future integration of Moldova into the EU. By using EU models and best practices, all of the projects were designed to bring Moldova closer to the EU.

The gender issue was both dealt with through specific interventions, as reported above, and as a cross-cutting theme. Sida has, more than any other donor during the considered period, undertaken to systematically integrate gender equality into its projects and managed to push this issue up the political and policy agendas. It has significantly contributed to transforming the approach of the public administration towards this topic, through its contribution to the adoption of the gender equality programme and the establishment of a still to be enhanced network of gender focal points.

The fact that several projects were implemented by UN family organisations has reinforced the strong attention paid to the commitments taken by Moldova as a signatory of the CEDAW convention, not only in the gender related cluster, but in all the interventions managed by these organisations.

The Sida proposal made to the WB to fund a gender analysis within the framework of the public expenditure review in 2008 was a testimony to the donor's intention to mainstream gender in national policy, planning and implementation, even if this effort was finally unsuccessful. Under the **Promoting gender equality** project, the support provided to the National Bureau of Statistics (NBS) was instrumental in allowing this institution to better reflect the importance of the gender dimension in its work and to reflect it in its various publications, such as the much improved 'Men and Women in Moldova'. This publication, in its new presentation, has started to provide interested stakeholders with a wider spectrum of gender disaggregated statistics and helped institutions in charge of the various policy areas to more fully integrate this dimension into their activities.

Several other projects within this evaluation had a gender sensitive approach, such as the intervention related to anti-trafficking, which specifically addressed the problems of a predominantly female target group. The NRS model developed and implemented in Moldova gives particular attention to the individual needs of each victim or potential victim and gender issues are at least theoretically fully taken into account at all levels of assistance (interviews, protection in shelters, legal aid, media support). The project also addresses gender equality by contributing to the empowerment of former victims of trafficking through protection, assistance and voluntary reintegration programmes. The weak link of the model, in practice, seems to be the capacity of multi-disciplinary teams to fully integrate the gender values into their work; since the society is not gender sensitive, the initial training is sometimes insufficient. But the NRS implementation is continuing and, as any other mentality change, it will take some time to see the full impact. The project aimed at the development of a protective environment for children and families was active in the fight against domestic violence and paid attention to gender balance in its youth activities (including peer-education and the development of a youth centres network), equally involving men and women in all its stages. The same project contributed to the improvement of data collection about children at risk by advocating the production of disaggregated data. The latest reports from the NBS (for example Child labour in RoM Moldova, 2010) include such data. A similar approach has been taken by the project related to juvenile justice, which aimed at using disaggregated data to assess the progress, but this objective is still at an early stage. In some other projects, however, such as the **Safer sex/AIDS** one, although some differentiated messages were targeted at boys and girls, post-campaign research results did not indicate any significant gender – specific differences.

Migration issues were also the subject of two specific projects,¹⁰⁹ as well as a cross-cutting theme. Sida was one of the main international donors to have supported the GoM's efforts in this area.

Sida's intervention aimed at strengthening the institutions in charge of various aspects of migration, as well as their coordination. Combating human trafficking, one of the major issues associated with intensive migration, was addressed directly and indirectly by the projects supported by Sida. The consideration of migration issues was of course present in the analysis of the labour market and, to a lesser extent, of the VET education system. However, this consideration was more significant in the background studies conducted at the outset of these projects – which underlined the major and complex role played by migration in the dynamics of the Moldovan labour market – than in their activities, since both of them were essentially targeted to institutional and policy development and not to the implementation of measures towards migrants and migrant related end beneficiaries. The migration dimension is now fully dealt with through the EC funded project, implemented by the AMS since 2009, as part of the European Mobility Partnership programme. This concentrates on developing the public employment services' capacity to manage labour and return migration, which is a further enrichment of the Sida funded project in support of the ANOFM. Indirectly, the migration problem was addressed within the **Safer sex/AIDS project**, where migrants were identified as a group at risk. The data on Women's Vulnerability to HIV in Moldova research carried out in 2009 by the National Centre for Health Management (NCHM) with UNAIDS showed a higher probability among migrants to have sexual relations with occasional and commercial partners, and low rates of systematic condom use.

¹⁰⁹ These aspects are dealt with in detail in responses related to the migration cluster projects.

Reference to the question of Transnistria was made in almost all of the projects but it was clear that, pending a political settlement of this conflict and the full reintegration of the separatist region within the national territory of Moldova, it will neither be possible to develop new government led services nor to reinforce public administration capacity in this region.

The programme was therefore obliged to restrict itself to integrating into some of its projects – five within the social sector portfolio – relatively small scale activities to be carried out in this region, mainly through locally based NGOs. The largest support targeted to Transnistria in one Sida supported project considered in this evaluation, was provided under the **Support to Civil Society in Moldova project**, implemented by the SOROS Foundation, which budgeted 46,000 USD of assistance for activities there. However, this support was devoted mainly to advocacy activities and not to the component on the reintegration of ex-detainees dealt with specifically by the present evaluation. Other projects including such support were predominantly the two IOM implemented projects, which respectively devoted 32,000 and 22,000 USD to including Transnistria in their activities. The success of these attempts was very limited, mostly because of the reluctance of Transnistrian authorities to cooperate. Theoretically, information about Transnistria can be included in the model of the Migration Information System but it is unlikely that it will actually happen when the system is finalised. Some progress has been made in assistance for victims of human trafficking from the separatist region, with the help of local NGOs, but one cannot speak of programmatic activities or about including the rayons on the left bank of the Nistru river in the NRS activities. Since the beginning of the **Safer sex/AIDS project**, the possibility of including Transnistria in the list of project regions was explored. However, official permission to work in Transnistria was required, and in order to save time and resources, the decision to concentrate on other selected regions of Moldova was made. This did not prevent the access and participation in the project activities of NGOs working in this area in the Transnistrian region. Within the campaign for solidarity with people living with HIV/AIDS, the NGO ‘Credinta’, which has several branches in the country, including in Tiraspol (capital of Transnistria), and the Coalition of PLWHA, were major partners.

The **Protective environment for children** and families project also managed to train some trainers and conduct some outreach activities in Tiraspol. **The Juvenile justice project** is trying to reach Transnistria with the help of the local NGO Interaction, with limited success so far. In all the cases, however, the implementation of the planned activities involved considerable difficulties and, although the self-assessment contained in the Sida-Moldova cooperation strategy 2007–2010 stating that ‘under the present political conditions, it has not been possible to realise the ambition to include Transnistria in Sida’s efforts’ seems rather severe, it can only be said that an updated coordinated approach on the way to handle assistance in this region in the present circumstances is needed.

The last cross-cutting issue mentioned in the 2004–2006 Sida–Moldova cooperation strategy was corruption, the subject of a National Strategy and Action Plan adopted by Parliament in 2004. It can be argued that the introduction of a better managed and targeted system of poverty related benefits and the development of the network of social assistants though projects supported by Sida might play a positive role to reduce corruption, provided that the social assistants apply the knowledge obtained to better identify and monitor the beneficiaries at risk, promptly intervene to reduce their vulnerability, and play a mediation role between beneficiaries and public authorities, thereby preventing and minimising

bureaucratic and corruption channels. Social assistants may also prevent the unjustified entrance into the social support system of people who are not genuinely in need of this support.

In spite of that, there is no real evidence of serious and systematic efforts within most of the various projects assessed in this evaluation to tackle corruption issues. The only channel through which this issue has been dealt with is the development of more efficient and effective information systems, facilitating the monitoring and control of the delivered services and the operation of the institutions in charge of them, such as in the PES case. As regards the anti-trafficking activities and the development of the NRS for victims, not addressing corruption is one of the weak points that limit the impact of the projects. Corruption allegations against enforcement institutions and a lack of transparency are undermining trust in the system, and potential victims and even NGOs in some cases are hesitating to use them.

Annex 8: Meetings held during the evaluation

ANNEX 8.1: INCEPTION PHASE

NAME	INSTITUTION	POSITION	DATE OF THE MEETING
Ann-Charlotte Zackrisson	Moldova Department for Reform Cooperation in Europe	Country Director Georgia/ Moldova	13.07.2010
Per Lindberg	Project Strengthening Moldova's capacity to manage labour & return migration	Project Director	13.07.2010
Vladimir Lungu	Project Strengthening Moldova's capacity to manage labour & return migration	Project Coordinator	13.07.2010
Vladimir Rogojin	Project Strengthening Moldova's capacity to manage labour & return migration	IE Expert	13.07.2010
Nina Orlova	Sida	National Programme Officer	14.07.2010
Lilia Pascal	MLSPF	Head of Equal Opportunities and Violence Prevention	15.07.2010
Irina Todorova	International organization for migration (IOM)	Programme Coordinator	15.07.2010
Igor Dolea	Institute for Penal Reform (IPR)	Executive Director	15.07.2010
Victor Zaharia	IPR	Deputy Director	15.07.2010
Alla Scalschi	Project DFID/ OPM/ Every Child	Project Manager	15.07.2010
Tatiana Dnestrean	Project DFID/ OPM/ Every Child	Consultant	15.07.2010
Victor Munteanu	SOROS Foundation	Law Programme Director	16.07.2010
Maria Vremis	MSIF	Director Management IS, Monitoring and Evaluation Department	16.07.2010
Efrosenia Haheu,	MSIF	Consultant, Department of Social and Community Development	16.07.2010
Tatiana Socolov,	MSIF	JSDF Programme Coordinator	16.07.2010
Alexandru Osadci,	UNIFEM	Programme Analyst, Joint Integrated Local Development Programme	19.07.2010
Ylva Sörman Nath,	Swedish Embassy	First Secretary/ Section for Development Cooperation and Political Affairs in the Republic of Moldova	19.07.2010

NAME	INSTITUTION	POSITION	DATE OF THE MEETING
Simon Terzioglo,	IOM	Senior Programme Manager	19.07.2010
Angela Chirilov	MLPSF	Head of the Department for Social Assistance Policy	20.07.2010
Stefan Calancea	ANOFM	First Deputy General Director	20.07.2010
Valentina Lungu	ANOFM	Head of the Division for Implementation of the Labour Policies	20.07.2010
Ludmila Dumbrava	ANOFM	Head of the Division for Planning, Evaluation and Synthesis	20.07.2010
Arcadie Josan	ANOFM	Head of the Division for Labour Force Migration and External Relations	20.07.2010
Eugenia Veverita	Project Support in Implementation of the NDS	Senior Budgeting Expert	20.07.2010
Rodica Nosco (Mucanu)	VET Project	Former Coordinator	21.07.2010

ANNEX 8.2: DATA COLLECTION PHASE

NAME	INSTITUTION	POSITION	DATE OF THE MEETING
SOCIAL INVESTMENT FUND 2			
Patrik Stalgren	Swedish Embassy	First Secretary, Deputy Head of Section for Development Cooperation and Political Affairs in the Republic of Moldova	06.09.2010
Valentina Buliga	MLSPF	Minister of Labour, Social Protection and Family	07.09.2010
Lucretia Ciurea	Government, State Chancellery	Head of Foreign Aid Unit	08.09.2010
Angela Chiroilov	MLSPF	Head of the Social Assistance Policy Department	10.09.2010
Viorica Seremet	MLSPF	Head of the Social Services Section	10.09.2010
Boris Popadiuc	MSIF	Executive Director	17.09.2010
Maria Vremis	MSIF	Director Management IS, Monitoring and Evaluation Department	20.09.2010
Efrosinia Haheu	MSIF	Consultant, Department of Social and Community Development	20.09.2010
Tatiana Socolov	MSIF	JSDF Programme Coordinator	22.09.2010
Alexei Ionascu	WB	Operation Analyst	23.09.2010
Irina Guban	WB	ET Consultant Health and Social Assistance	23.09.2010
Valeriu Roartu	Booz Allen Hamilton	Procurement Specialist (previous MSIF JSDF Programme Coordinator)	24.09.2010
Virginia Rusnac	Institute of Education Sciences	Chief of the Department "Special Psychopedagogy"	28.09.2010
Cornel Riscanu	EC Delegation in Moldova	Project Manager	29.09.2010

NAME	INSTITUTION	POSITION	DATE OF THE MEETING
Viorel Albu	UNDP /BOYW project	Project Manager	30.09.2010
Stela Grigoras	EveryChild Moldova	Country Director	1.10.2010
Mariana Lupsaco	Every Child	Project Manager	1.10.2010
Ecaterina Stati	Centre for children and youth with disabilities "Ciocirlia", Drochia	Director of Centre	11.10.2010
Natalia Mageleas	Social assistance directorate, Drochia	Social assistance directorate, Falesti	11.10.2010
Elena Furtuna	Community social assistance Centre "Incredere", Pelenia, Drochia	Director of Centre	19.10.2010
Ludmila Smigon	Centre for Counselling the children nd families at risk "Caldura Casei", Drochia	Director of Centre	19.10.2010
Liuba Iacovlev	Centre for elderly people "Speranta in ziua de miine", Ochiul Alb, Drochia	Director of Centre	19.10.2010
Ludmila Ivaniuc	Community centre for children and adults with disabilities, Falesti "	Director of Centre	20.10.2010
Ina Olari	Community social assistance centre "Casa sperantei", Falesti	Director of Centre	20.10.2010
Zinaida Ursachi	Social assistance directorate, Falesti	Head of Directorate	20.10.2010
Marcela Dilion	Child Protection Programme, UNICEF	Consultant	28.10.2010
Maria Condorachi	Mayoralty Singerei	Vice-mayor	29.10.2010
Tatiana Sincovschi	Social assistance directorate, Singerei	Head of Directorate	29.10.2010
Silvia Cojocar	Day care centre for children and youth with disabilities "CREDO", Singerei	Director of Centre	29.10.2010
Sevtlana Burlacu	Placement centre for children and families at risks "Raza Soarelui", Singerei	Director of Centre	29.10.2010
Natalia Muneanu	Rehabilitation centre for children with disabilities "Luminita", Singerei	Psycho pedagogue	29.10.2010
Nicolae Besliu	Association "Motivation"	Leader of the organization	1.11.2010
Ludmila Malcoci	Keystone Human Services International Moldova Association	Director of the project "Inclusive community – Moldova"	3.11.2010

NAME	INSTITUTION	POSITION	DATE OF THE MEETING
Stela Babici	Regional Youth Recourses Centre “Dacia”	Executive director	11.11.2010
Arcadii Covaliov	Centre for elderly “Agape”, Singerei	Director of Centre	16.11.2010
Irina Baicalov	Community Centre for elderly	Director of Centre	16.11.2010
Ina Galii	Ergo-social Centre for people with mental disabilities “SOCIUM”, Balti	Director of Centre	16.11.2010
Support to the delivery of the effective and sustainable social assistance services			
Lucretia Ciurea	Government, State Chancellery	Head of Foreign Aid Unit	08.09.2010
Elena Pasali	MLSPF	Consultant in International Relations Section	08.09.2010
Sandrine Blanchet	UNICEF	Deputy Country Representative	09.09.2010
Silvia Lupan	UNICEF	Child Protection National Officer	09.09.2010
Angela Chiroilov	MLSPF	Head of the Social Assistance Policy Department	10.09.2010
Viorica Seremet	MLSPF	Head of the Social Services Section	10.09.2010
Vadim Pistrinciuc	MLSPF	Deputy Minister of Labour and Social Protection	16.09.2010
Irina Guban	WB	ET Consultant Health and Social Assistance	23.09.2010
Cornel Riscanu	EC Delegation in Moldova	Project Manager	29.09.2010
Stela Grigoras	EveryChild Moldova	Country Director	1.10.2010
Mariana Lupsaco	Every Child	Project Manager	1.10.2010
Ala Scalschi	Project Sida/DFID/ OPM/ Every Child	Team Leader	4.10.2010
Alexandru Sinchetru	Project Sida/DFID/ OPM/ Every Child	Local Expert in social benefits	4.10.2010
Natalia Semeniuc	Project Sida/DFID/ OPM/ Every Child	Local expert in service resources development	5.10.2010
Tatiana Dnestrean	Project Sida/DFID/ OPM/ Every Child	Consultant for the Secretariat GCPS	5.10.2010
Rishar Trigano	EC project “ Addressing Needs of Vulnerable Layers of the Population in Moldova”	Team Leader	7.10.2010
Andrew Wyatt	Oxofo Policy Management	Principal Consultant, Leader of the Donors coordination component	08.10.2010
Lilia Curajos	MLSPF	Head of the International Relations Division	12.10.2010
Diana Stratulat	MLSPF	Dead of the Department for Policies evaluation, monitoring and analysis	12.10.2010
Zinaida Ursachi	Social assistance directorate, Falesti	Head of Directorate	20.10.2010

NAME	INSTITUTION	POSITION	DATE OF THE MEETING
Tatiana Sincovschi	Social assistance directorate, Singerei	Head of Directorate	29.10.2010
Oleg Barcari	MLSPF	Head of the Division of the reforms in the social assistance	3.11.2010
Sergiu Buruiana	UNICEF	Chief of Social Policy Unit	04.11.2010
Ion Racu	Social assistance directorate, Orhei	Head of the Directorate	11.11.2010
Elizaveta Iurcu	Social assistance directorate, Orhei	Main specialist in the problems with children and families at risk	11.11.2010
Ala Skvortova	DFID	Head of DFID Section Chisinau	12.11.2010
Tudor Radeanu	Social assistance directorate, Ungheni	Head of Directorate	15.11.2010
Sava Binzari	Social assistance directorate, Cahul	Main specialist on the problems of children and families at risk	18.11.2010
Maria Niculita	Social assistance directorate, Cahul	Head of the Community social assistance service	18.11.2010
Natalia Iarovani	Ungheni – Social Assistance Section	Community social assistant	18.11.2010
Galina Opinca	Social assistance directorate, Ungheni	Head of the Home care section	18.11.2010
Veronica Calin	Social assistance directorate, Ialoveni	Community social assistant	18.11.2010
Raisa Axenti	Social assistance directorate, Ialoveni	Main specialist in the Section for material support of the population	18.11.2010
Diana Stratulat	MLSPF	Head of the Department for Policies evaluation, monitoring and analysis	12.10.2010
Zinaida Ursachi	Social assistance directorate, Falesti	Head of Directorate	20.10.2010
Tatiana Sincovschi	Social assistance directorate, Singerei	Head of Directorate	29.10.2010
Oleg Barcari	MLSPF	Head of the Division of the reforms in the social assistance	3.11.2010
Sergiu Buruiana	UNICEF	Chief of Social Policy Unit	04.11.2010
Ion Racu	Social assistance directorate, Orhei	Head of the Directorate	11.11.2010
Elizaveta Iurcu	Social assistance directorate, Orhei	Main specialist in the problems with children and families at risk	11.11.2010
Ala Skvortova	DFID	Head of DFID Section Chisinau	12.11.2010
Tudor Radeanu	Social assistance directorate, Ungheni	Head of Directorate	15.11.2010
Sava Binzari	Social assistance directorate, Cahul	Main specialist on the problems of children and families at risk	18.11.2010
Maria Niculita	Social assistance directorate, Cahul	Head of the Community social assistance service	18.11.2010
Natalia Iarovani	Ungheni – Social Assistance Section	Community social assistant	18.11.2010

NAME	INSTITUTION	POSITION	DATE OF THE MEETING
Galina Opinca	Social assistance directorate, Ungheni	Head of the Home care section	18.11.2010
Veronica Calin	Social assistance directorate, Ialoveni	Community social assistant	18.11.2010
Raisa Axenti	Social assistance directorate, Ialoveni	Main specialist in the Section for material support of the population	18.11.2010
Creating a protective environment for children and family			
Eugenia Parlicov	Ministry of Education	Specialist	5.11.2010
Ion Babic	YRC Soroca	Director	11.11.2010
Iosif Moldoveanu	CNRT	Director	3.11.2010
Nicolae Besliu	Motivation Foundation	President	10.11.2010
Sandrine Blanchet	UNICEF	Deputy Country Representative	9.09.2010
Serghei Neicovcen	National Assistance and Information Centre for NGOs in Moldova CONTACT	Executive Director	4.11.2010
Sergiu Buruiană	UNICEF	Child Protection Officer	4.11.2010
Silvia Lupan	UNICEF	Child Protection Officer	9.09.2010
Stela Babic	YRC Soroca	Manager	11.11.2010
Tamara Plămădeală	Ombusman Office	Child Ombusman	2.11.2010
Valentina Gaiciuc	Ministry of Education	Specialist	5.11.2010
Veronica Boboc	Youth Media Centre	Director	10.11.2010
Viorel Babii	CNRT	Programme co-ordinator	3.11.2010
Viorel Gorceag	Director	Centre for Protection and Assistance	9.11.2010
Viorica Cretu	UNDP	Project Coordinator	1.10.2010
Vladimir Alexandrovici	YRC Biești	Director	11.11.2010
Promoting Gender Equality in Policies and programmes and PER 2/ Gender Analysis			
Lena Pasali	MLSFP	Consultant in Section for the external relations	08.09.2010
Ulzizuren Jamsran	UNIFEM	Representative of UNIFEM in Moldova	09.09.2010
Ecaterina Berejan	MLSPF	Head of DEO	13.09.2010
Angela kaitaz,	MLSPF	Senior Consultant DEO	13.09.2010
Diana Dorus	MLSPF	Consultant DEO	13.09.2010
Nina Cesnokova	National Bureau of Statistics	Head of Demographic Department	16.09.2010
Elena Vatcarau	National Bureau of Statistics	Head of Division	16.09.2010
Angela Casian	Academy of Economical Sciences	Deputy Dean of Finance Faculty	17.09.2010
Anjela Bauriciulu	Academy of economical Sciences	Finance Faculty Teacher	17.09.2010
	Forum of Women's NGOs	President	18.09.2010

NAME	INSTITUTION	POSITION	DATE OF THE MEETING
Iaroslav Bacalajanschl	World Bank	Economist	14.09.2010
Mrs Vlah	World Bank		14.09.2010
Mrs. Brodug	State University	Gender policies Department	20.09.2010
Vasile Bulicanu	Ministry of Finance	Director of Budget Department	27.09.2010
Liuba Ivanciucova	Ministry of Finance	Deputy Director of Budget Synthesis Department	27.09.2010
Corina Cepoi	Centre for Independent Journalism	Director	29.09.2010
Mrs Otilia	Ministry of Health	Director of Health Management Department	21.09.2010
Iana Cojocari	Falesti Rayon	Head of Finance Division	16.10.2010
Combating Trafficking in Human Beings – Local Action and Direct Assistance to Victims of Trafficking			
Aliona Serban	Hincesti – Social Assistance Section	Specialist	8.10.2010
Ana Revenco	La Strada	Director	20.09.2010
Angela Sestacov	Hincesti – Social Assistance Section	Specialist NRS Coordinator	8.10.2010
Diana Ciobanu	CJC Bălți	Director	(by phone and email)
Diana Donoaga	MLSPF	NRS National Coordination Unit	17.09.2010
Ecaterina Ivanova	Cahul – Maternal Centre	Director	23.09.2010
Elena Bacalu	Cahul – CPTF	Coordinator	23.09.2010
Eugenia Benigni	OSCE	Adviser Anti-trafficking and Gender Programme	12.11.2010
Irina Todorova	International organization for migration (IOM)	Programme Coordinator	15.07.2010
Laura Paraschivescu	World Medics – Balti	Director	(by phone)
Lilia Pascal	MLSPF	Head of Equal Opportunities and Violence Prevention	15.07.2010
Lucia Gavrilă	Day Centre Speranța	Director	6.10.2010
Nora Frunze	Hincesti – Social Assistance Section	Specialist	8.10.2010
Olga Raicoglova	Cahul – Social Assistance Section	Social Assistant NRS Coordinator	23.09.2010
Raisa Dogaru	ANOFM	Deputy-director general	
Tamara Calugaru	Hincesti – Social Assistance Section	Head of Section	8.10.2010
Tatiana Fomina	La Strada	Analytical&Lobby Centre Manager	20.09.2010
Tatiana Lunga	CJC Lipcani	Director	(by phone and email)
Valeriu Rotaru	State University, Law Faculty	Professor	4.10.2010
Viorica Cretu	UNDP	Project Coordinator	

NAME	INSTITUTION	POSITION	DATE OF THE MEETING
Zane Rugule	Delegation of the European Union in Moldova	Project Manager	7.10.2010
Capacity Building for Developing Migration Management Procedures and Policies			
Adrian Popescu	MFAEI	Deputy Head of Law and Consular Relations Division	14.09.2010
Anatol Camerzan	ANOFM	Head of IT Department	15.09.2010
Arcadie Barbarosie	Institute for Public Policy	Director	17.09.2010
Arcadie Josan	ANOFM	Head of Migration Department	15.09.2010
Dorin Recean	Ministry of Information Technology and Communication	Deputy Minister	24.09.2010
Ecaterina Buracec	MLSPF	Head of Migration Policy Section	16.09.2010
Leonid Litra	IDIS Viitorul	Programme Manager	20.09.2010
Oazu Nantoi	Institute for Public Policy	Senior Analyst	17.09.2010
Raisa Dogaru	ANOFM	Deputy-director general	15.09.2010
Simon Terzioglo	IOM	Senior Programme Manager	19.07.2010
Veaceslav Balan	UNDP	Project Manager Electoral Support to Moldova Project	28.09.2010
Veaceslav Cîrlig	Ministry of Interior Migration and Asylum Bureau	Head	15.09.2010
Veaceslav Filip	Ministry of Foreign Affairs and European Integration	Director of Department of Consular Affaires	14.09.2010
Viorel Ciurea	IDIS Viitorul	Programme Manager	20.09.2010
Zane Rugule	Delegation of the European Union in Moldova	Project Manager	7.10.2010
Safe Sex and Solidarity Mass Media Campaigns in Moldova: Setting the Stage for Social Campaigning			
Elena Boleac	MH	Deputy Head of the Directorate for public health policies	13.09.2010
Antonita Fonari	National Council of NGOs, NGO "Young and Free"	General Secretary. President of the NGO	14.09.2010
Eduard Mihailas	National Youth Council from the Moldova	AIDS Network Consultant	14.09.2010
Vioriria Tataru	Secretariat of the National coordination Council on HIV/AIDS, TB	Journalist.	15.09.2010
Viorel Soltan	Centre for Health Policies and Studies	Director of Centre	15.09.2010
Vadim Pistrinciuc	MLSPF	Deputy Minister of Labour and Social Protection	16.09.2010
Alexandra Iovita	UNAIDS	Projects Assistant	16.09.2010
Silvia Munteanu	AFEW	Media Campaigns Project Manager	17.09.2010
Elena Jildobin	UNFPA	Reproductive Health/Youth Associate	17.09.2010

NAME	INSTITUTION	POSITION	DATE OF THE MEETING
Igor Chicevski	League of People Living with HIV/AIDS	President of the League. Vice-president of the National Coordination Council on HIV/AIDS, TB	23.09.2010
Silviu Domenti	WHO Country Office	National Professional Officer, Health Systems	29.09.2010
Alexandru Stratulat	UNICEF	Child Protection/Advocacy Officer	1.10.2010
Galina Morari	MH	Deputy head of the Department for women and child health	01.10.2010
Victor Burinschi	UCIMP	Project Coordinator	05.10.2010
Viorel Babii	National Youth Resource Centre	Director of the project "Youth for prevention of HIV/AIDS"	27.10.2010
Iatco Ala	NGO "Youth for the Right to Live", Balti	Vice-president	29.10.2010
Aliona Ciobanu	NGO "Youth for the Right to Live", Balti	Project assistant	29.10.2010
Natalia Gaidiuc	Youth Friendly Health Centre "ATIS", Balti	Social assistant	29.10.2010
Vitalii Burlaca	Centre for Regional Development "STABILITY"	Executive director	08.11.2010
Veronica Boboc	Youth Media Centre	Director	10.11.2010
Boris Gilca	UNFPA	UNFPA Assistant Representative	15.11.2010
Active Labour Market Policies – Support to the Vocational Training Services			
Rodica Nosko		Former National Coordinator VET Project	
Sorina Dontu	Chamber of Commerce Chisinau	Project Coordinator	14.09.2010
Lilia Pogolsa	Institute for Educational Sciences	Director	14.09.2010
Gabriela Damian Timochenco	SOMECE project	Main Coordinator	15.09.2010
Octovian Vasilechi	Ministry of Education	Head of Department VET	20.09.2010
Galina Bulat		Former Deputy Minister of Education 2008	21.09.2010
Elena Petrov	Ministry of Education	Head of VET Department 2008–2009	20.09.2010
Mrs Virdici	Ministry of Education		21.09.2010
Mrs Petrusan	Professional School Hincesti (career guidance, drop out)	Director	21.09.2010
Natalia Zagorodni	Hincesti	Consultant career guidance	21.09.2010
Tatania Petrici Lilia Gradinaru	Hincesti	Drop out component	21.09.2010
Iurie Rosaliov	Professional School 2 Chisinau	Director	21.09.2010

NAME	INSTITUTION	POSITION	DATE OF THE MEETING
Galina Zapanovici	Professional School 2 Chisinau		21.09.2010
Mr. Rusu	Professional School 2 Chisinau	Senior Master Welder	21.09.2010
Oleg Perubin	Transport College	Teacher (entrepreneurship)	21.09.2010
Vasile Chirica	Professional School 9 Chisinau	Deputy Chief of Education	21.09.2010
Tudor Moisei		Master instructor Welding	21.09.2010
Leonard Palli	Federation fo Trade Unions	Vice-president Agroindsind	21.09.2010
Oleg Miron	Professional School 1 Cahul	Director	22.09.2010
Gheorghu Moroiam	Professional School, 1 Cahul	Deputy Director (cook curriculum piloting)	22.09.2010
Alexandru Ghidu	Professional School, 1 Cahul	Psychologist	22.09.2010
Ana Coznea		Deputy Director for Education	
	Professional School Ungheni	Director	23.09.2010
Vera Popov	Professional School Ungheni	Deputy Director for Education	23.09.2010
Vladimir Savin	Professional School Ungheni	Director	23.09.2010
Chi Pham	Lichtenstein Cooperation Consept project	Project Director	24.09.2010
Serghei Harea	Chamber of Commerce Chisinau		28.09.2010
Violeta Mija	Republican Centre of Vocational Education Development	Director of the Centre	21.09.2010
Nicolae Hutu	Republican Centre of Vocational Education Development	Responsible for Curriculum Develop- ment in the Centre	21.09.2010
Active Labour Market Policies – Support to the Public Employment Services			
Per Lindberg	AMS	Team Leader Project Mobility Partnership	09.11.2010
Ion Pregelza	National Confederation of Moldovan Trade Unions	Head of Legal Department	17.11.2010
Valentina Postolachi	National Confederation of Employers	Head of Economic, financial and fiscal policy Department	17.11.2010
Bertil Lidfeldt	AMS	International Expert Labour forecast Project Mobility Partnership	09.11.2010
Raissa Dogaru	ANOFM	Deputy Director General	10.11.2010
Mr. Lisu	ANOFM	Head of Rayonal Agency Orhei	11.11.2010
Oxana Rotari Galina Damir Ludmila Topor	ANOFM	Rayonal Agency Soroca	12.11.2010

NAME	INSTITUTION	POSITION	DATE OF THE MEETING
Valentina Lungu	MLSPF	Deputy Director Department of Labour and Employment Policy Implementation	
Ion Holban	ANOFM	Director General	12.11.2010
Andrei Commerzan	ANOFM	Head of Information Systems Department	12.11.2010
Alla Kutchuk	ANOFM	Director Job Expo Centre	15.11.2010
Natalia Kirilenco Zoia Cojocari	ANOFM	Main Specialists Job Expo Centre	15.11.2010
		Jobseekers at the Jobexpo centre and in local ANOFM agencies	Various dates
Ludmila DUMBROVA	MLSPF		15.11.2010
Valerian Deleu	ANOFM	Director Rayonal Agency Sangeri	16.11.2010
Ilie Chitac	ANOFM	Director Agency Balti	16.11.2010
Reform of the Juvenile Justice System in Moldova			
Ana Racu	MJ DPI	Head of Media Relations	21.09.2010
Dumitru Chebac	Cahul Court	Judge	(by phone)
Ghenadie Barba	Delegation of the European Union in Moldova	Project Manager	7.10.2010
Ghenadie Birzan	Hincesti – Probation Section	Probation Officer	10.10.2010
Igor Dolea	Institute for Penal Reform (IPR)	Executive Director	15.07.2010 and 12.11.2010
Iulia Adam	MJ DPI	Head of Psychology and Social Assistance Section	21.09.2010
Ludmila Curca	Cismilia Court	Judge	(by phone)
Maria Mititelu	Hincesti – Probation Section	Probation Officer Psychologist	10.10.2010
Mioara Crețu	Cahul – Probation Section	Probation Officer	23.09.2010
Olga Berdita	Cahul – Probation Section	Probation Officer	23.09.2010
Sorin Hanganu	UNICEF	Child Protection Officer	9.09.2010
Svetlana Efimenco	Cahul – Probation Section	Probation Officer	23.09.2010
Vasile Arseni	Cahul – Probation Section	Head of Office	23.09.2010
Vasile Ginteanu	Hincesti – Probation Section	Probation Officer	10.10.2010
Veaceslav Stanescu	Hincesti – Probation Section	Probation Officer	10.10.2010
Victor Munteanu	SOROS Foundation	Law Programme Director	16.07.2010
Victor Zaharia	IPR	Deputy Director	15.07.2010 and 5.10.2010
Vladimir Popa	Ministry of Justice	Head of Probation Section	22.09.2010

NAME	INSTITUTION	POSITION	DATE OF THE MEETING
Strengthening Civil Society in Moldova			
Component 2: Marginalised Groups – Social reintegration of Ex-detainees			
Ana Racu	MJ DPI	Head of Media Relations	21.09.2010
Dumitru Chebac	Cahul Court	Judge	(by phone)
Ghenadie Barba	Delegation of the European Union in Moldova	Project Manager	7.10.2010
Ghenadie Birzan	Hincesti – Probation Section	Probation Officer	10.10.2010
Igor Dolea	Institute for Penal Reform (IPR)	Executive Director	15.07.2010 and 12.11.2010
Iulia Adam	MJ DPI	Head of Psychology and Social Assistance Section	21.09.2010
Ludmila Curca	Cismilia Court	Judge	(by phone)
Maria Mititelu	Hincesti – Probation Section	Probation Officer Psychologist	10.10.2010
Mioara Crețu	Cahul – Probation Section	Probation Officer	23.09.2010
Olga Berdita	Cahul – Probation Section	Probation Officer	23.09.2010
Sorin Hanganu	UNICEF	Child Protection Officer	9.09.2010
Svetlana Efimenco	Cahul – Probation Section	Probation Officer	23.09.2010
Vasile Arseni	Cahul – Probation Section	Head of Office	23.09.2010
Vasile Ginteanu	Hincesti – Probation Section	Probation Officer	10.10.2010
Veaceslav Stanescu	Hincesti – Probation Section	Probation Officer	10.10.2010
Victor Munteanu	SOROS Foundation	Law Programme Director	16.07.2010
Victor Zaharia	IPR	Deputy Director	15.07.2010 and 5.10.2010
Vladimir Popa	Ministry of Justice	Head of Probation Section	22.09.2010
Other meetings (cross-cutting or general)			
Patrick Stalgren	Swedish Embassy	First Counselor	06.09.2010
Valentina Buliga	MLSPF	Minister	07.09.2010
Ingrid Tersman	Swedish Embassy	Ambassador	07.09.2010
Diana Stratulat	MLSPF	Head of the Directorate for Policy Analysis, Monitoring and Evaluation	various
Lucretia Ciurea	State Chancellery of the republic of Moldova	Head of Foreign Aid Unit	08.09.2010
Sandrine Blanchet	UNICEF	Deputy Country Representative	09.09.2010
Silvia Lupan	UNICEF	Child Protection Officer	09.09.2010
Cornel Riscanu	Delegation of the European Union in Moldova	Programme Manager	29.09.2010
Vadim Pistrinciuc	MLSPF	Deputy Minister	14.09.2010
Reference group			15.09.2010

NAME	INSTITUTION	POSITION	DATE OF THE MEETING
Social Protection Donors Coordination Council			07.10.2010
Patrick Stalgren	Swedish Embassy	First Counselor	15.11.2010
Sergiu Sianciuc	MLSPF	Deputy Minister	23.11.2010
Alexandra Bulat	Centre for Harmonisation of Legislation. MJ	Head of Division for Legal Approximation	24.11.2010
Martin Horseling	EC Project Support to implementation of EU – Moldova agreements	Team Leader	24.11.2010

Annex 9: Documents consulted during the evaluation

ANNEX 9.1: GENERAL DOCUMENTS

TITLE	AUTHOR	INSTITUTION	DATE OF DOCUMENT
Sida county report	Sida – Section for development in Chisinau	Sida	05/2008
Strategy for development cooperation with Moldova 2004–2006	Department for Eastern Europe and central Asia	Ministry for Foreign Affairs of Sweden	05/2004
Strategy for development cooperation with the Republic of Moldova 2007–2010	No author mentioned		
Promemoria – phasing out strategy ; social sector and labour market/ vocational training 2009–2010	Ylva Sörman Nath – Section for development cooperation with the republic of Moldova	Swedish Embassy	01/2009
Lists of Sida projects	Sida	Sida	2002, 2004, 2008
Sida support to Transnistria	Sida	Sida	2009
Economic Growth and Poverty Reduction Strategy	GoM	GoM	2004 Extended by 2007, abrogated
Annual Report on Implementation EGPRSP 2004	GoM	GoM	2005
Annual Report on Implementation EGPRSP 2005	GoM	GoM	2006
EGPRSP final evaluation report 2004–2007	GoM	GoM	2007
Donor Sector Mapping Report	Andrew Wyatt & Katariana Kotoglou	OPM & the Secretariat of SPCG.	June 2008
National Development Strategy Paper 2008–2011	GoM	GoM	2008
Government Programme “European Integration: Liberty, Democracy and Welfare” 2009–2013	GoM	GoM	2009
Rethink Moldova Priorities for Medium Term Development	GoM	GoM	24/03/2010
Annual social report	MoLSPF	MoLSPF	2008

TITLE	AUTHOR	INSTITUTION	DATE OF DOCUMENT
Programul de activitate a Guvernului pe anii 2005–2009 Modernizarea țării bunăstarea poporului	GoM	GoM	2005
Plan of economic stabilisation and recovery of the republic of Moldova for 2009–2011	GoM	GoM	No date
Partnership and cooperation agreement EU-Moldova	EU-Moldova	EU-Moldova	1994
EU-Moldova Action Plan	EU-Moldova	EU-Moldova	02/2005
Country strategy paper 2011–2013 Republic of Moldova	EC	EU/EC	2010
Country strategy paper 2007–2010 Republic of Moldova	EC	EU/ EC	2007
Country strategy paper 2002–2006 – and national indicative programme 2002–2003 Republic of Moldova	EC	EC	27/12/2001
Country strategy paper 2004–2006 – and national indicative programme 2005–2006 Republic of Moldova	EC	EC	2003
Commission staff working document accompanying the communication from the Commission to the European parliament and to the Council Eastern Partnership {COM(2008) 823}	EC	EC	2008
The Instrument for Stability – Multi-annual Indicative Programme 2009–2011	EC	EC	08/04/2009
Commission staff working document accompanying the communication from the Commission to the European parliament and to the Council Implementation of the European Neighbourhood Policy in 2008 Progress Report Republic of Moldova	EC	EC	23/04/2009
WB report on Moldova	WB	WB	2006
Joint Staff Advisory Note on the Annual Evaluation Report on the Economic Growth and Poverty Reduction Strategy Paper	IMF	IMF	28/04/2006
Study on Social Protection and Social Inclusion in Moldova	Institute for Development and Social Initiatives “Viitorul”, Chisinau, Moldova	EC DGMPL	2009
EU-Moldova Actions Plan and the Economic Growth and Poverty Reduction Strategy Paper: Comparative analysis	Arcadie Barbarosie, Catalina Barbarosie, MA	UNDP – IPP	2005

ANNEX 9.2: PUBLICATIONS PER CLUSTERS

Publications related to Cluster 1

TITLE	AUTHOR	INSTITUTION	DATE OF DOCUMENT
Moldova EGPRSP Policy Assessment Report for Sida	Peter Young, Daniel Tommasi, Patricia Clancy, Sophie Djungeli & Anrea Taylor	Adam Smith International	10/2005
Moldova EGPRSP Communication Needs Assessment	Adam Smith International	Adam Smith International	10/2005
Falesti raion. Integrated social assistance services – identification steps	Alfredas Zabieta (coord)		
Operational Manual Volume I: social services for children and families, elderly and social services for disabled people	MSIF	MSIF/Sida	2007
Operational Manual Volume II: social services for youth at risk; for trafficked persons; for contaminated with HIV/AIDS and homeless people	MSIF	MSIF/Sida	2007
Local training manual	Alfredas Zabieta (coord)	MSIF/Sida	2007
Falesti raion. Integrated social assistance services – identification stages	Alfredas Zabieta (coord)	MSIF/Sida	2006
Driochia raion. Integrated social assistance services – identification stages	Alfredas Zabieta (coord)	MSIF/Sida	2006
Hincesti raion. Integrated social assistance services – identification stages	Alfredas Zabieta (coord)	MSIF/Sida	2006
Operational Manual Volume I: social services for children and families, elderly and social services for disabled people	MSIF	MSIF/Sida	2007
Operational Manual Volume II: social services for youth at risk; for trafficked persons; for contaminated with HIV/AIDS and homeless people	MSIF	MSIF/Sida	2007
Local training manual	Alfredas Zabieta (coord)	MSIF/Sida	2007
Monitoring the Performance of the Social Support Programme: Analysis of MSAS and HBS data. The first 9 months of implementation.	Carraro, L., Hurrel, A., Barca, V., & Pellerano, L.	Sida/DFID/OPM	2009
Beneficiaries Assessment. Final Report	Mamaliaga, Daniela (coord).	Sida/DFID/OPM	2007
Organisational assessment of the raions	Sida/DFID/OPM	Sida/DFID/OPM	10/2008
Concept paper regarding national network of social workers”, (internal paper);	MLSPF	MLSPF	2006
Results of the Pilot project on testing the new targeting mechanism for nominative compensations”, (Informative Note)	MLSPF	MLSPF	2006

TITLE	AUTHOR	INSTITUTION	DATE OF DOCUMENT
Report on Poverty and Policy Impact 2004	MET	MET	2005
Report on Poverty and Policy Impact 2006	MET	MET	2007
Report on Poverty and Policy Impact 2008	MEduc	MEduc	2009
Poverty Technical Note	MEduc	MEduc	2010
Professional Standards in the field of social assistance	MLSPF	MLSPF	2006
National Curriculum for continue training of the specialists working the field of social assistance of families and children	MLSPF	MLSPF	2006
Institutional Development Plann for 2009–2011	MLSPF	MLSPF	2009
Annual Social Report 2008	MLSPF	MLSPF	2009
Annual Social Report 2009	MLSPF	MLSPF	2010
Atenție la Detalii! Stilat Modern și Protejat [leaflet]	AFEW/Sida/MoH	AFEW/Sida/MoH	2005
Schimbă viziunea ta despre HIV și SIDA	AFEW/Global Fund/UCIMP/MoH	AFEW/Global Fund/UCIMP/MoH	2010
Informative Bulletin no. 16–18	NCC HIV/AIDS	NCC HIV/AIDS	October – December 2006
Informative Bulletin no. 1[19]	NCC HIV/AIDS	NCC HIV/AIDS	January – March 2006
Pentru că sunt la fel ca tine. Fii alături de ei!	AFEW/Sida/MoH	AFEW/Sida/MoH	2007
Start Dancing, stop AIDS, Dance4Life!	AFEW/Global Fund/UCIMP/MoH	AFEW/Global Fund/UCIMP/MoH	2007
Moldova: Social Protection/Social Services Public Expenditure Review	Veverita Eugenia & Mickie Schoch	Sida/DFID/OPM	2009
Recession, Recovery and Poverty in Moldova	WB	WB	2004
Assessment of MSIF 2 project impact on the beneficiaries. Main results of the research	Bernard Brunhes International	Bernard Brunhes International	01/2008
Strategy on Social Services for Families with Children (Draft)	Sida/DFID/OPM	Sida/DFID/OPM	08/2007
Strategy on the development of social assistance services for the disabled people (for 2007 – 2010) (Draft)	Sida/DFID/OPM	Sida/DFID/OPM	08/2007
Strategy for the development of social services for older people (Draft)	Sida/DFID/OPM	Sida/DFID/OPM	08/2007
The Evolution of the Policy Framework Governing Cash Transfers in Moldova	Dhruv Malhotra, Alex Hurrell and Alan Thompson	Sida/DFID/OPM	03/2009
Cash Transfers – The Emerging Policy	Sida/DFID/OPM	Sida/DFID/OPM	2008

TITLE	AUTHOR	INSTITUTION	DATE OF DOCUMENT
Ministry of Social Protection Family and Child Programme for deinstitutionalization	Sida/DFID/OPM	Sida/DFID/OPM	2007
Comments on analysis of MSPFC expenditure programmes and strategic objectives for 2009–2010	Sida/DFID/OPM	Sida/DFID/OPM	2008
Moldova social assistance reform. Note on the sustainability of project results.	Sida/DFID/OPM	Sida/DFID/OPM	04/2009
Note of organisational development workshop for MSPFC	Andrew Wyatt	Sida/DFID/OPM	05/03/2009
National Programme on the Development of an Integrated System of Social Services for 2008 to 2012	GoRM	GoRM	31/12/2008
Gender mainstreaming in the DFID/Sida – funded support to social assistance reform in Moldovan (Draft)	Sida/DFID	Sida/DFID	16/06/2009
Framework-regulations of the community – based social assistance service	MLSPF	MLSPF	10/06/2009
Curriculum – On initial training in social assistance	Sida/DFID/OPM	Sida/DFID/OPM	06/05/2009
Curriculum – On continue training in social assistance	Sida/DFID/OPM	Sida/DFID/OPM	2010
Curriculum – On initial training in development the managerial competencies for the social assistance system	Sida/DFID/OPM	Sida/DFID/OPM	2010
Curriculum – On continue training in development the managerial competencies for the social assistance system	Sida/DFID/OPM	Sida/DFID/OPM	2010
Law on Social Support	GoRM	GoRM	2008
Regulations on the establishment and payment of social support (Draft)	GoRM	GoRM	2008
Strategy on the creation of the system of continuous professional training of the staff employed in social assistance system (for 2009 – 2012)	Sida/DFID/OPM	Sida/DFID/OPM	2008
Case management. Social assistant's guide	MLSPF	MLSPF	03/10/2008
Practical guide. System for prevention of child separation from the family	MLSPF	MLSPF	08/09/2009
Case referral mechanism in social service system	MLSPF	MLSPF	12/06/2009
Practical guide of the professional supervision mechanism in social assistance	MLSPF	MLSPF	10/11/2009
Practical guide. Community mobility	MLSPF	MLSPF	04/12/2009
Suport de Curs pentru instruirea inițială a asistenților sociali comunitari	Sida/DFID & EC/ Conseil Sante	MLSPF	2009
Suport de Curs pentru formarea continuă a competențelor profesionale fundamentale în asistență socială	Sida/DFID & EC/ Conseil Sante	MLSPF	2010

TITLE	AUTHOR	INSTITUTION	DATE OF DOCUMENT
Ghid pentru coordonarea activităților educato- rilor de la egal la egal	Moldovanu, Iosif (coord.)	CNRT / UNICEF	2009
Adolescență fără violență		Ministry of Education and Youth	2007
Tinerii previn HIV/SIDA. Ghid de acțiune	Danii, Caludia (coord.)	CNRT / UNICEF	2008
Educație incluzivă	Chicu, Valentina, Galben, Svetlana, Cojocaru, Viorica, Ivanova, Lidia	ProDidactica	2006
Activity Report 2005–2006		Association Motivation	2007
Un ziar în șapte zile	Guzun, Igor, Sainciuc, Lică	Youth Media Centre	2006
Șapte pași către microfon	Bunduche, Ion	Youth Media Centre	2007
Child care system reform in the Republic of Moldova – progress and challenges, 2010, PowerPoint presentation		MLSPF	2010
Imaginea tinerilor. Ghid pentru jurnaliști și alți profesioniști	Guzun, Igor	Youth Media Centre	2005
Activity report 2003–2007		Youth Media Centre	2008
Cartea Verde a Populației Republicii Moldova	Constantin Matei, Gheorghe Paladi, Valeriu Sainsus [et al.]	CNPD	2009
Adopția în Republica Moldova		MLSPF	2009
Programul național privind crearea sistemului integrat de servicii sociale pe anii 2008–2012		MLSPF	2008
Copiii Moldovei, Culegere structure BNS		BNS	2008
Sărăcia copiilor în Republica Moldova	Valeriu Prohnițchi, Alexandru Oprun- co, Maria Vremiș	Centrului Analitic Expert-Grup	2006
Instituționalizarea copiilor din Republica Moldova și alternativele ei		IMAS	2005
Poverty of Moldovan children left behind by migrating parents	Valeriu Prohnițchi	UNICEF	2005
Modelul familiei în tranziție și răspunsul politicilor publice la schimbări de valori și 113structure sociale în republica moldova		IDIS Viitorul / UNICEF	2007
The situation of roma children in Moldova		UNICEF	2010
Copiii Moldovei		BNS	2008
Munca copiilor în Republica Moldova: rezultatele cercetării statistice din 2009 privind activitățile copiilor	ILO/BNS	BNS	2010

TITLE	AUTHOR	INSTITUTION	DATE OF DOCUMENT
Violence against Children in the Republic of Moldova : Study Report	Doru Petruți (coord.)	Min. of Education and Youth of the Rep. of Moldova, Min. of Soc. Protection, Family and Child of the Rep. of Moldova	2007
Curriculumul educației copiilor de vîrstă timpurie și preșcolară (1–7 ani) în republica moldova	E.Coroi (coord.), A. Bolboceanu (coord.), S.Cemortan (coord.), V.Botnari (coord.), L.Cuznețov et al	Institutul de științe ale educației	2006
National Progress Report Review of the implementation of The World Fit for Children Plan of Action		UNICEF	2007
CUNOȘTINȚELE ADOLESCENȚILOR ÎN DOMENIUL HIV/SIDA, Raport de evaluare 2010		Centrul Național de Resurse pentru Tineri	2010
CUNOȘTINȚELE ADOLESCENȚILOR ÎN DOMENIUL HIV/SIDA, Raport de evaluare 2009		Centrul Național de Resurse pentru Tineri	2009
CUNOȘTINȚELE ADOLESCENȚILOR ÎN DOMENIUL HIV/SIDA, Raport de evaluare 2009		Centrul Național de Resurse pentru Tineri	2008
Youth Resource Centres' Evaluation	Guzu, Igor (coord.)	CNRT / UNICEF	2007
Assessment of the Child Care System in Moldova, Final Report		EveryChild / OPM	2010

Publications related to Cluster 2

TITLE	AUTHOR	INSTITUTION	DATE OF DOCUMENT
Alternative report on the implementation of the CEDAW	Elena Burca	Forum of Women's organisations of Moldova	2006
Action Plan 2010–12 for the implementation of the national gender Equality Strategy 2010–2015		GoM	31.12.2009
Agreement between Sida and UNIFEM for implementation of programmes in gender equalities		Sida/ UNIFEM	18.06.2006
National programme on ensuring gender equality in RoM during the period 2010–2015		GoM	31.12.2009

TITLE	AUTHOR	INSTITUTION	DATE OF DOCUMENT
Various documents related to journalists training			
Minutes of Meeting		Governmental Committee on Gender Equality	14.06.2010
Results of implementation of government programme on gender equality 2007–2008		GoM	2008
Update of gender equality programme implementation		MLSPF	2008
Women and men in the republic of Moldova – Statistical pocket book		NBS	2009
Formal and informal aspects of home based care of elderly people from Singerei region, a case study			2009
Vulnerability of women caring for children with disabilities in single-parent families in Falesti region, a case study			2009
Reducing the pay gap: the value of women's and men's work in education and police in the RoM, a case study			2009
Who, how and why uses gender segregated statistics in the RoM?	Cristina Vaileanu		05.2008
Consultations for gender segregated statistics users			
Excerpts from the Recommendation for improvement of Women and men statistical publication			
Gender equality and women's advancement framework, RoM			

Publications related to Cluster 3

TITLE	AUTHOR	INSTITUTION	DATE OF DOCUMENT
Pregătirea pentru liberare a deținuților	Ardeleanu, Dorina (coord.)	IRP / Soros Foundation	2009
Reintegrarea socială a persoanelor liberate din locurile de detenție	Ardeleanu, Dorina (coord.)	IRP / Soros Foundation	2009
Capacități și abilități de reintegrare social a deținuților, cercetare sociologică	Jigau, Ion (coord.)	IRP	2008
Tinerii în conflict cu legea	Boboc, Veronica (coord.)	Youth Media Centre / UNICEF	2007
Alternative la detenție. Raport de evaluare	Valeriu Zaharia (coord.)	IRP / Soros Foundation	2009
Raport privind implementarea alternativelor la detenție pentru minori.	Victor Zaharia, Vladimir Cojocaru, Xenofon Ulianovschi	IRP / UNICEF	2006

TITLE	AUTHOR	INSTITUTION	DATE OF DOCUMENT
Materials of the Forum “Juvenile Justice in Eastern and South Eastern Europe” Chisinau, Republic of Moldova, September 14–16, 2005		IRP / UNICEF	2006
Grupul de lucru privind justiția juvenilă. Experții îmbunătățesc justiția juvenilă în Republica Moldova		IRP / UNICEF	2005
Notă informativă privind desfășurarea mesei rotunde “Conlucrarea dintre procuratură și probațiune – tendința spre standardele europene”, mun. Chișinău, 21 aprilie 2010		MJ, Probation Department	2010
Planul de Dezvoltare Instituțională pentru anii 2009–2011		MJ	2008
REINTEGRAREA SOCIALĂ A PERSOANELOR LIBERATE DIN LOCURILE DE DETENȚIE Raport de monitorizare și evaluare a activității realizate în cadrul Proiectului “Consolidarea societății civile în Moldova. Grupuri marginalizate. Reintegrarea socială a ex-deținuților”, implementat d’Institutul de Reforme Penale cu suportul financiar Sida și FSM	Ardeleanu, Dorina (coord.)	IRP / Soros Foundation	2009
Assessment of juvenile justice reform achievements in moldova	Dan O’Donnell (coord.)	UNICEF	2010
Raport de activitate 2009–2010		CJC Cahul	2010
Raport de activitate 2009–2010		CJC Chișinău	2010
Raport de activitate 2009–2010		CJC Fălești	2010
Raport de activitate 2009–2010		CJC Bălți	2010

Publications related to Cluster 4

TITLE	AUTHOR	INSTITUTION	DATE OF DOCUMENT
SNR – Cadrul de colaborare între autoritățile publice și societatea civilă în domeniul prevenirii și combaterii traficului de ființe umane		IRP	2009
the Report of the International Conference “National Referral Mechanism for the assistance and protection of trafficked persons – theory and practice”, October 21–22, 2008, Chisinau		La Strada	2009
Trafficking in human beings and gender equality in Moldova: updated normative acts	Benigni, Eugenia (coord.)	OSCE	2009
Sistemul Național de Referire, 2010, PowerPoint presentation		MLSPF	2010
Patterns and Trends of Migration and Remittances in Moldova	Matthias Lücke Toman Omar Mahmoud Pia Pinger	IOM	2007
Exploring the Link between Moldovan Communities Abroad (MCA) and Moldova	Raviv Schwartz	IOM	2007

TITLE	AUTHOR	INSTITUTION	DATE OF DOCUMENT
Migration Management Moldova – 2003 Assessment		IOM	2004
Recommendations Of The Policy Seminar On Diaspora And Homeland Development, 10–11th April, 2008, Chisinau, Republic Of Moldova		IOM	2008
Raport analitic de cercetare pe tema: Programul Summer Work and Travel: riscuri și modalități de prevenire a acestora	Vadim Pistrnciuc, Artiom Maister	Centrul Național Pentru Transparență și Drepturile Omului	2009
Information on Return and Reintegration in the Countries of Origin – IRRICO II – MOLDOVA		IOM	2009
Dezvoltarea resurselor umane, creșterea gradului de ocupare și promovarea incluziunii sociale Planul de acțiuni al Strategiei Naționale de Dezvoltare (2008–2011)		MLSPF	2008
Evaluation of the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by the parties – REPUBLIC OF MOLDOVA		La Strada	2010
STRATEGIA Sistemului național de referire pentru protecția și asistența victimelor și potențialelor victime ale traficului de ființe umane		MLSPF	2008
The impact of migration and Remittances on communities, Families and children in Moldova	Natalia Vladicescu	UNICEF	2008

Publications related to Cluster 5

TITLE	AUTHOR	INSTITUTION	DATE OF DOCUMENT
A strategy for change: a strategy for the modernization of the National Employment Agency of the RoM 2009–2015		ANOFM	2009
Concept for modernisation of the education system			2009
Draft education code (2010)		Ministry of Education	2010
SALT presidential programme 2004–2006			2004

ANNEX 9.3: DOCUMENTS RELATED TO SPECIFIC PROJECTS

Social Investment Fund 2
Initial project information document (WB) 08/05/2003)
Initial project information document (Sida) 08/05/2003)
Aide memoire : review and support visit (WB) (2–19/06/2003)
Decision on contribution (17/06/2004)
Assessment memo (Sida) (17/06/2004)
Project concept document (WB) (09/2007)
Project concept document (04/09/2007)
Report on utilisation of Sida grant (Moldova Social Investment Fund) (2007)
Aide Memoire : Review and Support Visit of September 11–30, 2008 (World Bank) (23/10/2008)
Assessment of sifm impact on the beneficiaries; Main results of the research (2008)
Annual report 2005 (MSIF)
Annual report 2006 (MSIF)
Annual report 2007 (MSIF)
Annual report 2008 on utilisation of Sida grant (MSIF)
Assessment of MSIF 2 project impact on the beneficiaries (Bernard Bruhnes), final report (30/ 06/ 2008)
Assessment of MSIF 2 project impact on beneficiaries (30/01/2008)
Semi-annual report 2009 (MSIF)
Aide memoire : review and support visit (WB) (7–24/12/2009)
Decision on no cost extension (Sida) (05/05/2009)
Aide memoire : review and support visit (WB) (8–19/06/2009)
Final Report on Implementation of the Sida Grant for Development of Social Care Services in Moldova (#TF054460)
Support to the Delivery of the Effective and Sustainable Social Assistance Services
Sida assessment memo (10/12/2006) (Sida)
Arrangement on delegated cooperation between DFID and Sida (02/12/2006)
Project memorandum (16/11/2006) (updated 25/09/2007)
Inception report (under wrong title)
Reforma asistenței sociale în Moldova Final report (OPM) February 2007 (in Moldovan)
Beneficiary assessment; final report 2008
Donor sector mapping report 2008
Annual review report 2007
Annual review (DFID) (10–2007)
Annual review (DFID) (19.09.2008)
Annual review (DFID) (19.09.2009)
Annual review report (26.10.2009)
Annual review (DFID) (29/02/2008)
An organisational Assessment of the Social Assistance Departments Concept note (June 2008)
MOLDOVA SOCIAL ASSISTANCE MISSION BTOR (05.11.2008)

Annex A. Summary of activities September to December 2008
Moldova: support in prestarea serviciilor de asistenta sociala eficiente si durabile (OPM CNTR 05 6649)
Organisational assessment of the raions (OPM-Every child) (09/2008)
The Evolution of the Policy Framework Governing Cash Transfers in Moldova (March 2009)
Moldova social assistance reform. Note on the sustainability of project results (02.04. 2009)
Gender mainstreaming in the DFID/Sida-funded support to social assistance reform in Moldova Draft (16.06.2009)
Moldova—support to the delivery of effective and sustainable social assistance services. Gantt Chart (version 14.07.2009)
COMMENTS ON ANALYSIS OF MSPFC EXPENDITURE PROGRAMMES AND STRATEGIC OBJECTIVES (30.01.2009)
Annex A: Summary of activities by workstream January—March 2009
Revizuirea Cheltuielilor Publice pentru Asistența Socială (OPM-Every child) (12/2009)
Monitoring report for the first nine months of implementation (OPM) (21/01/2010) for analysis of MSAS and HBS data
Minutes of Steering Committee sitting as of (17.01.2008)
Minutes of Steering Committee sitting as of (27.03.2008)
Minutes of project's Steering Committee meeting held (20.05.2008)
Minutes of project's Steering Committee meeting held (25.06.2008)
Minutes of Steering Committee sitting as of (19.01.2009)
Presentation to Steering Committee (20/05/2009)
Quarterly Report No. 1 (February – March 2007)
Quarterly Report No. 2 (June – August 2007)
Quarterly Report No. 3 (September – November 2007)
Quarterly Report No. 4 (December 2007 – February 2008)
Quarterly Report No. 5 (March—May 2008)
Quarterly Report No. 6: June—August 2008
Quarterly Report No. 7: September—December 2008
Quarterly Report No. 8: January—March 2009
Quarterly Report No. 9: April—June 2009
Quarterly Report No. 9: April—June 2009
Quarterly Report No. 10: July—September 2009
Quarterly Report OPM No. 11: October—December 2009
Quarterly report OPM N°12: January-March 2010
Proposal for project extension to December 2010 (OPM) updated version (15/01/2010)
Creating a Protective Environment for Children and Families in Moldova
Final report (UNICEF) (30/06/2009) with annex
Progress report N°3 (UNICEF) (01/01/2008 to 12/12/2008)
Management assistance project document
Sida decision on contribution
Project proposal (UNICEF) (04/2004)
Progress report n° 2 (for 2007) (UNICEF)
Progress report N° 1 (for 2006) (UNICEF)

Assessment memo (Sida)
Combating Trafficking in Human Beings – Local Action and Direct Assistance to Victims of Trafficking
Decision on contribution (Sida) (16/03/2007)
Combating trafficking in human beings in Albania, the province of Kosovo, Macedonia, Moldova, Montenegro, Romania, Serbia and Turkey; Local action and Direct Assistance to Victims of Trafficking; a proposal to Sida (IOM) (11/2006)
Iterim report (narrative and work plan) (28/02/2008)
Final report (IOM) (no date)
Countering trafficking in Moldova Anna Kontula and Elina Saaristo
Assessment memo (Sida) (05/03/2007)
Capacity Building for Developing Migration Management Procedures and Policies
Outcome assistance memo (Sida) (02/2010)
Agreement between IOM and Sida (05/10/2005)
Interim report (IOM) (05/04/2006)
Updated interim report (IOM) (20/02/2007)
Amendment (Sida) (14/07/2008)
Revised final financial report (IOM) (period 09/2005 to 04/2008)
Final project document (07/2005) (IOM)
Final report (IOM)
Project proposal (08/05/2006)
Decision on contribution (Sida) (13/09/2005)
Assessment memo (Sida) (08/08/2005)
Safe Sex and Solidarity Mass Media Campaigns in Moldova: Setting the Stage for Social Campaigning
Final Report (AIDS Foundation East West)
Six month work plan (2005) (East West Foundation)
Proposal Aids foundation East West (06/2004)
Sida contribution decision (2004)
Annual progress report (for year 2006) (East West Foundation)
Annual progress report (for year 2007) (East West Foundation)
Inception phase report (for 09 to 12/2004) (East West Foundation)
Activity report for mass media campaign (01 to 04/2005)
Assessment memo (Sida) (2005)
Active Labour Market Policies – Support to the Vocational Training Services
Decision on contribution (Sida) (21/11/2005)
Inception report (HIFAB) (04/2006)
2 Complete CDs with all documents prepared by the HIFAB implemented project
Project proposal
LFA
Activity schedule
Final report (HIFAB) 30/01/2010
Progress reports N° 1 to 7
Assessment memo (Sida) (21/11/2005)

Assessment memo for extension (Sida) (01/12/2008)

Active Labour Market Policies – Support to the Public Employment Services

Decision on contribution (Sida) (22/11/2005)

Assessment memo (Sida)

Final report (Swedish Public Employment services) (04/11/2009)

Strengthening Public Employment Services in Armenia, Georgia and Moldova (Sida evaluation 04.34 (12/2004)

Scope of work (Swedish Public Employment Services) (29/08/2005)

Semi-annual report (16/03/2009)

Semi-annual report (13/09/2007) (28/09/2007)

Semi-annual report (15/01/2008)

Semi-annual report (25/08/2008)

Semi-annual report (07/01/2009)

Semi Annual Report; February Project; “Providing support to the Public Employment Services PES in Moldova” (AMS) (23/01/2007)

Semi Annual Report; September Project; “Providing support to the Public Employment Services PES in Moldova” (AMS) (no date)

Mission Report December 2008 Analyzing and forecasting in the labour market (12/2008) (AMS)

Mission Report October 2008 Analyzing and forecasting in the labour market (10/2008) (AMS)

Mission Report Support to the Public Employment Services in Moldova (Ahmad Khalil) (IT) (05/2008)

Mission report Development of a communication strategy (06/2008)

Mission report Development/dissemination of working methods at PES (05/2009)

Mission Report Development/dissemination of working methods at PES (11/2008)

Mission report Support to vulnerable/disadvantaged jobseekers at the employment service (12–16/05/2008)

Mission Report Support to vulnerable/disadvantaged jobseekers at the employment service (24/11/2008)

Mission Report Development of Social Dialogue concerning labour market issues (05/06/2009)

Mission Report Development of the concept and launching of a Job Expo Centre (02/06/2008)

Project proposal

ToR for TA (Sida) (04/10/2005)

Scope of work (AMS) (29/08/2005)

Presentation expert Labour Mobility Partnership on IT development status ANOFM 2010

Reform of the Juvenile Justice System in Moldova

List of UNICEF Activities and outcomes in 2009 and its contribution to achievement of the “Reform of the Juvenile Justice System in Moldova” Project Outcomes (2011)

Juvenile justice stories (1 and 2)

Donor report feedback form (29/03/2010)

Reform of the juvenile justice system in Moldova Project proposal (11/2007)

First interim report (12/2008)

Second interim report (12/2009)

Sida decision on contribution (03/12/2007)

Progress report n° 1 (01 to 12/ 2008)

Progress report n° 2 (UNICEF) (01 to 12/2009)

Assessment memo (Sida) (03/12/2007)
Promoting Gender Equality in National Development Policies and Programmes in the Republic of Moldova
Final progress report (UNIFEM) (10/06/2010)
Final financial report for period ended April 2010 (UNIFEM)
Final report (May 2007-April 2010)
Second narrative and financial report (UNIFEM) (02/2009) + annexes A to J
Third narrative and financial report (02/2010)
Agreement between Sida and UNIFEM (18/10/2006)
Sida decision for contribution (11/09/2006)
Sida assessment memo (11/09/2006)
Project proposal UNIFEM (18/09/2006)
Primul Raport de Progres prezentat Agenției Suedeze de Cooperare Internațională pentru Dezvoltare (UNIFEM)(in Moldovan)
Promoting Gender Equality in National Development Policies and Programmes in Moldova Second Progress Report (UNIFEM) (12/07 to 11/08)
Letter UNIFEM to Sida (16/02/10)
Financial report for year ended 31/12/09
Third progress report (UNIFEM) (12/08 to 11/09)
Mid-Term Evaluation Draft Final Report (Revised Version) (02/09) Seán J.Burke New Frontier Services
Final external evaluation report (MAP) (16/05/2010) with annexes
Public Expenditure Review 2 – Gender Perspective in Education and Labour Market
Assessment memo (phase 2) (Sida) (24/07/2007)
Sida decision for contribution for phase 2 (07/11/2007)
Project plan (IPM) Gender analysis of the Moldovan budget process, chapter in the PER2. (09/08/2007)
Inception report (IPM) (05/2007)
Improving Economic Efficiency through integrating a gender perspective in the Moldovan budgetary process
“Gender Responsible Budgeting” A case study of budget efficiency through gender analyses of the education budget, labour market programmes and the pension system.
Result assessment memo (Sida) (08/02/2010)
Decision on contribution for short term consultancy (also relevant for the Gender equality project) (Sida) 05/2007 + ToR
Inception report (25/05/2007)
Terms of reference for short term consultancy Phase 1, gender analysis for public expenditure review 2 (05/07/2010)
Gender analysis of the Moldovan budget process, chapter in the PER2. Project Plan (08/2007)
“Improving economic efficiency through integrating a gender perspective in the Moldovan budgetary process” study (IPM) (11/08/2008)
Concept planning version 2 (03/04/2008)
Strengthening Civil Society in Moldova
Component 2: Marginalised Groups – Social reintegration of Ex-detainees
Third and final narrative report Project Title: Strengthening Civil Society in Moldova Project Timeframe: May 2006 – May 2009 (Soros) (07/2009)

Annual financial report (Soros) (01/01/2009–31/05/2009)
Sida decision on contribution for no-cost extension (29/05/2009)
Sida decision on contribution (24/03/2006)
Project proposal (SOROS) (03/04/2006)
1st annual report (for year 2006) (SOROS)
2nd annual report (for year 2007) (SOROS)
Assessment memo (20/02/2006)
Project evaluation report (CRITIDO)

ANNEX 9.4: OVERVIEW OF PREVIOUS EVALUATIVE DOCUMENTS

Two evaluations took place at just over a yearly interval for the project **Promoting gender equality in national policies and programmes**, most probably in order to prepare further Sida support to gender related issues and therefore to be able to design a new intervention in this area based on a good assessment of previous ones. Although not explicitly mentioned, recommendations made in these evaluations obviously contributed to confirming Sida's intention to build on already attained results through the elaboration of a new intervention, focusing more directly on women's empowerment in rural areas and on women's improved access to sustainable means of living.

The **Moldova Social Investment Fund II: Building Social Care Services in Different Rayons project**, has been, since its start, the subject of several evaluations but there has been no in-depth comprehensive evaluation of the quality and efficiency of the services provided by the network of community centres. The main reason behind this situation is that there has not yet been enough time to perform such evaluations since the majority of the centres were opened in 2008–2009. Another important reason is the lack of standards and indicators.¹¹⁰ Under these conditions, the evaluative activities have been limited to measuring the beneficiaries' perception about the reconstruction and maintenance of this social infrastructure and this subject remains a priority for the future. In addition, the bi-annual WB missions have provided various forms of financial audits. During 2008, an international consulting company measured the impact of the *MSIF-II* activities at beneficiary level. The results of these evaluative activities were taken into consideration by the EC when deciding to co-finance, from 2010 onwards, the creation of 30 additional social community centres in 10 new pilot rayons, not previously covered by Sida's intervention.

The projects related to access to justice for vulnerable groups have benefited from external evaluations that are useful for a better understanding of the results achieved. These evaluations were part of the project implementation methodology. In 2009, a group of local experts evaluated the impact of the second component, **Re-integration of ex-detainees** of the Soros-IRP **Strengthening civil society in Moldova**. The report analyses the outputs of the project and emphasises the main lessons learnt and the possibility to build on the achieved results. An alternative evaluation of the same project was also conducted in 2009 by an NGO. This second report focuses more on the project's

¹¹⁰ Standards are presently defined and adopted only for services for children, and indicators are completely missing. This issue is on the agenda of the MLSPF and of the donors.

implementation but also encompasses analyses of outputs and lessons learnt. Both the conclusions of the two reports and the findings of the joint evaluation mission converge.

The implementation of alternatives to detention, including the Probation Service, has been evaluated periodically and work by UNICEF, with Sida support, has been one of the key factors of progress on this issue. The conclusions of the evaluations are extremely helpful for assessing the impact of the intervention. The first report on the implementation of alternatives to detention for juveniles was published in 2006, with UNICEF support; a second report, focusing exclusively on the Probation Service, was published in 2009 with the support of the Soros Foundation Moldova (creating an interesting and valuable link between the Sida supported projects). In November 2010, during the data gathering phase of the present evaluation, UNICEF commissioned a group of independent evaluators to draw up a report on the development of Juvenile Justice in Moldova. This well compiled and comprehensive report assesses the progress of the reform and it makes valuable comments on results already achieved, as well as making recommendations for future action.

The project **Creating a protective environment for children and families in Moldova** was in fact offering support for the UNICEF Moldova country programme whose goal was to support the GoM with the advancement of the child care system reform. In 2009, UNICEF commissioned OPM/EveryChild to conduct an assessment of childcare services and the final report of the evaluation mission was published in 2010. This report is very useful for understanding the outcomes and potential impact of the Sida-UNICEF project. Also, for the youth component of the same project, a similar perspective is given by the Evaluation of the Youth Resource Centres, implemented in 2006 and published in 2007.

For projects aimed at strengthening a sub-sector, such as **Reform of the juvenile justice system** and **Creating a protective environment for children and families**, the external evaluations are in fact evaluations of those particular sub-sectors and are relevant for assessing the projects' impacts.

Progress on the development of the National Referral System (NRS) for Victims and Potential Victims of Trafficking is monitored by the MLSPF, with the support of an NGO. The synthesis of the results of the monitoring process was made available to the evaluation team during discussions with these organisations. However, considering the complexity of the NRS and its relatively high pace of development, the need for a comprehensive evaluation of results has been underlined by several stakeholders. External evaluation reports sometimes refer to the lack of baseline data which would have provided a clear starting point for assessing progress made in various project components. Consideration should be given to this remark in designing future projects, independently of the sector(s) they will be related to. The establishment of such baseline information should become a feature of all future Sida supported projects, whatever the sector in which they are planned.

Some projects, which were encountering severe difficulties, such as the VET project, were apparently never evaluated, although the 2009 Promemoria document foresaw such an exercise for both interventions under the labour market cluster. This lack of evaluative activities can also be found in other clusters and occurred both for the **Safe sex and tolerance campaigns** and the **Support to delivery of social assistance services**

in Moldova projects. This weakness, fortunately, does not seem to have prevented a follow-up of these last two initiatives by other agencies active in this field.¹¹¹

In addition to evaluations related to specific projects, the 2004–2006 Moldova-Sida cooperation document foresaw a mechanism for regular follow-up of the implementation of this strategy, based on semi-annual reports and joint reviews by the Ministry for Foreign Affairs and Sida. A similar mechanism is planned in the 2007–2010 cooperation strategy, which mentions that these reports will give the donor the opportunity to present a review of the progress and results achieved. The evaluation team has however not been provided with these reports.

The above mentioned evaluative documents were made available to the evaluation team either by Sida or (in most cases) by the implementing agencies.

¹¹¹ UNAIDS, UNFPA and the Global Fund have followed up the Safer sex project and the WB is presently designing and negotiating with the GoM a continuation of the intervention in the social assistance field.

Annex 10: Tools used during the evaluation

ANNEX 10.1: FOCUS GROUPS

FOCUS GROUP

**With the beneficiaries of the social services of the Community Centre for the elderly
“Speranta in Ziua de Miine”,
Thursday 19/10/10
Village Ochiul Alb, Drochia**

12 participants aged between 62 and 87 years old

(This guide will be used for focus group exercise with elderly people who benefit from services of the Community Centre for the elderly. The information obtained from the focus group exercise has to answer to the following main points: Accessibility of services, Diversity of provided services, Quality of services and Utility and Sustainability)

1.1. Presentation of the moderator and the topic proposed to be discussed

1.2. Discussion Rules

- Honest answers
- No views or opinions are correct but reflect different views
- Confidentiality (the information obtained in this focus group will not be used for other purposes except present evaluation),
- Speak clearly, loudly and in turn;
- Participation of everyone is necessary for the discussion.
- Need for audio recording.

1.3. Presentation of participants

Name of participant
Sex
Education
Marital status
No. of family members
No. of children
Previous occupation before retirement

Other specific information related to the group

Introduction

1. What were the main problems, which convinced you to apply for services of this Centre?
2. At the moment what kind of needs do you have that cannot be satisfied due the fact that you are old or disabled?
3. How does this Centre meet your expectations and contribute to solving your problems?
4. What can do you personally to improve your situation?

Accessibility of services

1. How did you hear about the Centre? Who do you think this Centre is for?
2. How do you reach the Centre? Is it easy to get to the Centre? Is it close enough from the place where you live?
3. How were you admitted to the Centre? Was it an easy procedure? Should the procedure be modified?
4. How many people come to this Centre? Is the Centre accessible to all? Is the Centre popular in the community?

Diversity of services

1. What are the main services and activities provided by this Centre? Please specify.
2. Are the activities interesting for you? If not, please explain why? What do you propose to make the activities more interesting for all?
3. If you want to do some other activities, are you allowed to do so and do you feel free to do them in this Centre?
4. If you are not allowed, why?
5. What kind of services do you need that are not provided by this Centre?

The Quality of services

1. To what extent do you know about your rights and obligations in this Centre? How do you know about them? From whom? Please tell us.
2. Are you satisfied with the quality of services? Are the spaces in the Centre accessible to you from a physical point of view?
3. According to you, what are the services offering the best and the worst quality? Please specify.
4. Do you enjoy staying in this Centre? Do you have access to all spaces in this Centre?
5. Are there enough materials to be used in the activities? Please specify what kind of materials you need.
6. Are the personnel in the Centre friendly? Do you feel they treat you respectfully?
7. If you have some complaints, who can you tell?

Utility and Sustainability

1. In what ways do you think this Centre is useful in your community?
2. What happened before this Centre was created? Who helped you?

3. Do you think that this Centre will be active for long or that it will disappear? Why may this Centre disappear? Please specify.
4. Who has to take care to ensure the sustainability of this Centre? Do you think you may contribute to this?

Other information about: Meals; Washing; Heating quality during the winter, etc.

FOCUS GROUP

**With personnel of the Centre for Counselling children and families at risk “Caldura Casei” Monday 11/10/10
Mun. Dorochia**

7 participants

Duration of the focus group: 1.5 to 2 hours.

Presentation by the moderator of the context of the focus group and of the main topics to be addressed.

Some rules for a fruitful exchange:

- The moderator distributes a document including 5 issues to be discussed during the focus group.
- The participants select and agree on the order of the topics for the discussion. All topics are to be covered at the end of the group. In case the duration of the discussion about one specific topic is likely to prevent other topics from being addressed, the moderator invites the members of the focus group to proceed to the following topic.
- Participants express freely their views about the proposed topics, they might wish to express agreement or disagreement with other participants' views but they are invited to let other members of the group fully explain their views and opinions.
- Participation of all members of the focus group is strongly encouraged.
- The moderator and his/ her colleagues commit themselves to keep the content of the group and the views and opinions expressed by the participants strictly confidential and to use them strictly for the purpose of the evaluation of the Sida support to the social sector in Moldova. In no case will the opinion of a member of the focus group be reported in such a way that the person having expressed a specific view can be identified. In this framework, the moderator suggests that the exchange of views is recorded and asks the participants' agreement for this.

Participants:

Name of the participant

Age:

Sex:

Education (highest degree):

Present work place:

Official position in the institution:

Date when he/she joined this institution:

Previous work record in the field of social protection of the groups at risk:

Membership (actual or previous) in social protection related NGOs (please specify):

Other information considered relevant to be communicated to the moderator

Introduction

1. What in your opinion were the most important social issues that have led to the creation of such a Centre in your community?
2. How was this Centre created? Do you know the agencies that have provided their support?
3. At the moment, what are the issues in the community, which need to be addressed by the social services?
4. What should be done in your opinion?

I. Accessibility of the services

1. How does the Centre provide information to the beneficiaries and the community on the offered services? What do you think about them?
2. How do you identify the beneficiaries? How are the beneficiaries admitted to the Centre? Does a procedure exist in this respect? How is the admission decided?
3. How many people come to this Centre? Is the Centre accessible to all? Do you think the Centre is popular in the community?

II. Diversity of services

1. What are the main services provided by the Centre to the beneficiaries? Please specify.
2. How are the services planned? Do procedures exist in this respect?
3. Do you consider that the activities are interesting for beneficiaries? What do you propose to make the activities more interesting?
4. What kind of additional services would be required in this Centre?

III. Quality of the services

1. Do you consider that the services provided to the beneficiaries are qualitative? How do you measure and monitor the quality of the services? What do you propose to increase the quality of services?
2. Does the Centre apply a clear methodology of evaluation of the effectiveness of the activities provided to beneficiaries?
3. When the beneficiaries have some proposals or problems, how do they express them?
4. Are there enough materials and methods to be used in the activities provision? Please specify what kinds of materials are needed.

IV. Competence of the personnel:

1. Do you think the staff structure of the Centre is in line with its mission and with the needs of beneficiaries?
2. Is the Centre staff selected, hired and promoted based on competency criteria? Do you consider the staff of the Centre is enough to cover the volume of work with the beneficiaries?
3. How often do the personnel participate in training sessions? When was the last training? Have you ever attended a training organised by the ministry?

4. Are you satisfied with these training sessions? Do the training sessions improve your activity and how? Do you feel the need for additional training? Please specify in what field(s).

V. Sustainability of services

1. Do you consider that the Centre is useful for the community? What would happen if this Centre had not been created in the community? What happens now?
2. How does the Centre collaborate with the institutions from the community? What should be done to improve this collaboration?
3. Do you think the Centre will be active for a long time or that it will disappear? Please explain.
4. In your opinion, who has to take care of the Centre's sustainability? Do you think that you can contribute to this? And the community?

Other

1. Are you satisfied with the remuneration level in the Centre? If tomorrow you receive a proposal for a different job, better paid, what will you do?
2. What attracts you in this Centre? What would make you leave this Centre?

FOCUS GROUP

With the NGO "Youth for the Right to Live" members, participants at the delivery of the communications campaigns for Saver Sex and solidarity
Friday 11/10/10
Mun. Bălți

5 participants

Duration of the focus group: 1.5 to 2 hours.

Presentation by the moderator of the context of the focus group and of the main topics to be addressed.

- The moderator distributes a document including 5 issues to be discussed during the focus group.

Some rules for a fruitful exchange:

- Honest answers
- No views or opinions are correct but reflect different views
- Confidentiality (the information obtained in this focus group will not be used for other purposes except present evaluation),
- Speak clearly, loudly and in turn;
- Participation of everyone is necessary for the discussion.
- Need for audio recording.

Participants:

Name of the participant:

Age:

Sex:

Education (highest degree):

Present occupation:

Membership (actual or previous) in youth NGO active
in the field of prevention the HIV/AIDS:

How long has she/he been a member of this organization:

Previous experience in communication campaigns:

Other information considered relevant to be communicated to the moderator

Topic for discussion n° 1

During 2004–2008 AFEW, with Sida support and the involvement of the national partners a set of information campaigns was organized and carried out. What do you think about their scope? Can you describe how they were conducted? What do you remember about these campaigns? What was innovative?

Topic for discussion n° 2

During the promotion of these campaigns, did you face any problems from the population or public authorities' side? What has been understood through these campaigns? What was your organization's role in these campaigns? What kind of training have you received from AFEW?

Topic for discussion n° 3

During the campaigns implementation period, a series of social spots were realised, flyers and posters distributed and concerts organized. Can you tell us what you remember most? What did you like most? In your opinion, how useful and accessible to people were the messages? If you noticed, what were the society's attitudes towards these campaigns? How were people involved? How were the local authorities involved?

Topic for discussion n° 4

Usually all campaigns are aimed at changing attitudes and behaviours. How do you think these campaigns influenced somehow the perceptions and the attitudes of society towards people with HIV / AIDS? What are the changes? Have you observed some changes in youth behaviour and attitudes? How are they characterised? Did the public authorities change their attitudes and how? For example: If an infected person wants to become friendly or to work together with you, what would you do? Do you think that your relatives or other friends will accept such a person in their company?

Topic for discussion n° 5

The new programme of prevention, combating and control of HIV/AIDS/TB provides a series of preventive measures. How do you see their achievement? Who should carry out these measures? For example, if tomorrow the State or a donor gave you some resources for a prevention and tolerance campaign, how would you organize it? What would you do and what not? Why?

FOCUS GROUP

With the Social Assistance Directorates representatives involved in providing cash benefits and social services

Thursday 18/11/10

MLSPF Chisinau

6 participants

Duration of the focus group: 1.5 to 2 hours.

Presentation by the moderator of the context of the focus group and of the main topics to be addressed.

Some rules for a fruitful exchange:

- The moderator distributes a document including 5 issues to be discussed during the focus group.
- The participants select and agree on the order of the topics for the discussion. All topics are to be covered at the end of the group. In case the duration of the discussion about one specific topic is likely to prevent other topics from being addressed, the moderator invites the members of the focus group to proceed to the following topic.
- Participants express freely their views about the proposed topics, they might wish to express agreement or disagreement with other participants' views but they are invited to let other members of the group fully explain their views and opinions.
- Participation of all members of the focus group is strongly encouraged;
- The moderator and his/ her colleagues commit themselves to keep the content of the group and the views and opinions expressed by the participants strictly confidential and to use them strictly for the purpose of the evaluation of the Sida support to the social sector in Moldova. In no case will the opinion of a member of the focus group be reported in such a way that the person having expressed a specific view can be identified. In this framework, the moderator suggests that the exchange of views is recorded and asks the participants' agreement for this.

Participants:

Name of the participant:

Age:

Sex:

Education (highest degree):

Total work record:

Years with the institution:

Present position

Work record in the field of social assistance:

Other general information relevant for the moderator

Introduction

The impact of economic and political transition affected the Moldovan society from a social perspective. In your opinion, what are the main social problems that the population in your community is facing? How do you identify the persons/groups at risk? Do you think the holding of information and special skills in the field of social protection may influence social issues within your community? Please tell us how.

Topic for discussion n° 1

During 2004–2010 MLSPF and LPAS with the support of the Sida/DIFID 'Social assistance' project and MSIF II made a series of efforts to strengthen the national network of social assistants and the development of an integrated framework of community social services. In your vision, how well did this reform work? What were the main achievements and the difficulties encountered?

Topic for discussion n° 2

During the last couple of years a series of legislative and strategic acts aimed at improving and strengthening the social assistance system (such as the Law on social assistance, the Law on social support, the National Programme on Integrated Social Services, the Law on social services). In your opinion, what were the main changes/ effects produced in the system by these documents? What kind of problems have you faced in implementing the new statutory provisions, and how have you overcome them? How have these reforms been understood and accepted by the population? In your opinion, what would produce a more significant impact on the people's social problems: the cash benefits or the social services?

Topic for discussion n° 3

During 2009–2010 a number of training sessions for social assistants were conducted. Did you participate in the training? What kind of training (initial or continuous) was it? How do you rate this training? Has the training influenced your activity? Do you apply the acquired skills in work with beneficiaries? How do you apply these skills? Please give some examples. What would you like to know in addition to make your activity more efficient? How do you understand the integrated social services? How do you feel yourself as part of network of the social services or social assistants? In your vision, what is the difference between these networks? How do you understand the referral system and what is its role in the process of assisting beneficiaries? What is the role of LPAs in this process?

Topic for discussion n° 4

The Social services aim at reducing poverty and social exclusion and at increasing the access to services of vulnerable groups. Do you think the new political measures have contributed to increase the access of people to social assistance? Do you think that the new introduced social support benefits and social services had an influence on the welfare of the people? How did these benefits influence people's behaviour? What kind of social assistance support does the population often request? If you can switch the accent from cash benefits to social services, what in your opinion will be the main change? How do you understand the quality of the social services? How is the quality of the social services monitored at the local level?

Topic for discussion n° 5

To what extent is the present structure of the sections / directorates of the social assistance system in line with the beneficiaries' needs? What are the most important problems you face? How do you overcome them? To what extent do you think that you may influence the decisions and the change in the social assistance system, but in the community? If a new donor came tomorrow in the social sector, or the MLSPF would like to initiate a series of new reforms and training, to what should be paid more attention? In your opinion, what should be done to improve the targeting of the social assistance mechanism?

FOCUS GROUP**Gender Focal Points¹¹²****Wednesday 29/09/10****MLSPF****Chisinau****10 participants****Duration of the focus group: 1.5 to 2 hours.****Presentation by the moderator of the context of the focus group and of the main topics to be addressed.****Some rules for a fruitful exchange:**

- The moderator distributes a document including 5 issues to be discussed during the focus group.
- The participants select and agree on the order of the topics for the discussion. All topics are to be covered at the end of the group. In case the duration of the discussion about one specific topic is likely to prevent other topics from being addressed, the moderator invites the members of the focus group to proceed to the following topic.
- Participants express freely their views about the proposed topics, they might wish to express agreement or disagreement with other participants' views but they are invited to let other members of the group fully explain their views and opinions.
- Participation of all members of the focus group is strongly encouraged;
- The moderator and his/ her colleagues commit themselves to keep the content of the group and the views and opinions expressed by the participants strictly confidential and to use them strictly for the purpose of the evaluation of the Sida support to the social sector in Moldova. In no case will the opinion of a member of the focus group be reported in such a way that the person having expressed a specific view can be identified. In this framework, the moderator suggests that the exchange of views is recorded and asks the participants' agreement for this.

Participants:

Name of participant:

Age:

Sex:

Education (highest degree):

Present work place:

Official position in the institution:

Date of nomination as gender focal point:

Previous gender related responsibilities in present or past working places:

Membership (present or previous) in gender related non-governmental organisations (please specify):

Other information considered relevant to be communicated to the moderator

¹¹² No other questionnaire was distributed during the evaluation for the gender cluster.

Topic for discussion n° 1

The Republic of Moldova is due to present soon a new report to the CEDAW Committee on the implementation of this Convention by Moldova. This will be the fourth report presented by Moldova since its accession to CEDAW in 1994, after the first one presented in 2000 and the second/ third ones presented in 2004 and reviewed in 2006. What would be, in your view, the main achievements that this new report should underline and what are the main areas of concern, which still need to be mentioned?

Topic for discussion n° 2

In February 2006, the Parliament of the Republic of Moldova passed the Law related to Equal Opportunities for Women and Men. The President of the Republic of Moldova promulgated this law in March 2006. Since then, and with the contribution of the Sida supported project 'Promoting Gender Equality in Policies and Programmes', implemented by UNIFEM, a National Strategy for Gender Equality and a related National Action Plan were prepared and adopted officially in December 2009. In which ways have the last two documents provided a new impulse to gender equality in Moldova?

Topic for discussion n° 3

Your respective institutions have nominated you as gender focal points. Could you elaborate on the main responsibilities and tasks attached to this function, possible difficulties encountered in occupying this position and prospects for further development of this function?

Topic for discussion n° 4

During the Sida supported project, a number of products were elaborated and prepared for various users' groups and purposes. What are the products prepared by this project that you are using in your position as gender focal points? Are there other products, not prepared by this project, that you are using and for which purposes? Would some other types of products be useful? If so, which ones?

Topic for discussion n° 5

The monitoring of the implementation of the National Strategy on Gender Equality and of the National Action Plan comes under the responsibility of the Ministry of Labour, Social Protection and Family and the Department for Equal Opportunities within this Ministry more specifically coordinates this implementation. What are the mechanisms already in place to ensure a successful monitoring of gender related policies? How could these mechanisms, in your view, be strengthened or / and improved?

ANNEX 10.2: RESEARCH BASED ON QUESTIONNAIRE

Background

The creation and strengthening of the national network of social workers at community level represents one of the main strategic goals within the reform of the social protection system.

With the implementation of the Social Assistance Law, starting in 2004, the establishment of units of social assistants was planned at the community level. The lack of resources in local budgets made this process very slow and this situation has prompted the Government to pass measures to accelerate the process in this regard and to ensure that decentralisation of the social assistance system begins, thus creating the conditions for the resolution of social problems within communities. Since 2007, the social assistance workers

have been employed at the municipality level, based on an annual scheme approved by the MLSPF. The target was to employ at least 1135 social workers at the municipality level by the end of 2009.

In parallel, the need arose to train the social assistants for a better identification of the beneficiaries and the community's social problems. In this context, the MLSPF, with the support of the DFID/Sida 'Moldova-Effective and Sustainable Social Assistance Services' project, developed the system of primary and continuous training of social assistants. Also with the support of this project, the ministry developed the new targeting mechanism for social assistance benefits, which requires the same training of social assistants. The purpose of the questionnaire based research is to offer additional information on the impact of training on the capacities of the community social assistants to identify and work with the beneficiaries at risk.

The proposed methodology

The evaluation process was based on the technique of questionnaires, which itself represents a procedure which covers several aspects of the work of social assistants in the communities and the population's level of satisfaction with the social assistants' involvement.

Achieving a certain level of representation was not the primary purpose of the research. Thus, we used two exploratory samples, one of social assistants and one of beneficiaries. The size of the samples was chosen to allow simple statistical inferences that would provide an additional source of information to the other methods used during evaluation. The size of the social assistants sample was 60 persons, and the size of the beneficiaries sample was 120 persons.

We used random selection at three levels: rayon, village, and individual. At the first level, six rayons were selected based on SADI data (Small areas deprivation index), which express the level of socio – economic conditions. The selected rayons were as follows: (i) three deprived rayons, (ii) two medium deprived rayons and (iii) one less deprived rayon; the rayons were grouped by socio-economic regions: South, North and Centre. At the second level, 10 villages were randomly selected from each rayon. At the third level, the first available social assistant was questioned, as well as the first two available beneficiaries. For beneficiaries, the eligible groups were: (i) poor families with children; (ii) disabled persons and families with disabled members; (iii) elderly people; (vi) the unemployed; (vii) youth at risk, etc.

Table 1: The structure of the two samples

REGION	RAYON	NUMBER INTERVIEWED	
		SOCIAL ASSISTANTS	BENEFICIARIES
North	Edineț	10	20
	Șoldănești	10	20
Centre	Nisporeni	10	20
	Orhei	10	20
South	Leova	10	20
	Canemir	10	20
Total		60	120

The questionnaire for social assistants is structured in three components:

- I. Assessment of the level of skills of social assistants after the training
- II. Using skills in providing social services to beneficiaries
- III. Capacities sustainability and the additional factors that influence them.

The questionnaire for beneficiaries is structured in two components:

- I. Addressing the social problems of the beneficiaries
- II. Ability of the social assistant to solve the problems of the beneficiaries

Planning of activities:

The work was performed in nine working days including: one day of methodological instructions to the enumerators; five days of collecting information based on questionnaires (six per day) and three days of raw data processing in the Excel format files. Data obtained from the questioning were analysed by the Sida evaluation team from a qualitative and quantitative point of view using the SPSS programme. The results of the statistical analyses were incorporated in the report, as input of the synthesis phase.

The following annexes present the questionnaire and the distribution of answers to the questions.

QUESTIONNAIRE

General information

Social Assistants

Locality
Rayon
Date of interview

Data on interviewed person

Name of social assistant:
Level of education (profile)
Work record
Years in the present position
Age
Sex
1. Male 2. Female

I. Professional skills

Q1. Please tell us how often you participate in training in the field of social assistance?

1. Very often
2. Often
3. Rarely

4. Very rarely
5. Not at all. Specify why.

Q2. Have you ever attended a training session organized by the Ministry within the DFID/Sida project ‘Moldova-Effective and Sustainable Social Assistance Services’? If yes, in how many sessions?

0. Did not participate ⇒ go to Q9
1. Participated in 1 training session
2. Participated in 2 training sessions
3. Participated in 3 or more training sessions

If the respondent participated in at least 1 training session, continue with Q3, otherwise go to Q9.

Q3. Please specify what the last kind of training was?

0. Initial
1. Continuous

Q4. If you remember, when was the last training session you participated in? (Control question for Q1)

1. 1 month ago
2. 3 months ago
3. Half a year ago
4. 1 year ago
5. More than 1 year ago

Q5. Please tell us how satisfied you were with this training?

1. Very satisfied
2. Satisfied
3. Moderately satisfied
4. Unsatisfied ⇒ go to Q7
5. Do not know

Q6. To what extent do the training sessions contribute to strengthening your professional skills?

Significantly	Largely	Little	Very Little	Not at all
1	2	3	4	5

Q7. What are the main reasons explaining why you selected this answer in the previous question?

Q8. To what extent do you apply the acquired skills in your daily activity?

Very largely	Largely	Little	Very Little	Not at all
1	2	3	4	5

Q8a. How do you apply the obtained skills in your daily activity?

1. To identify the beneficiaries at risks
2. To collect the data to provide the social support benefit
3. To refer the cases
4. To provide primary social services
5. Other. Please specify

Q9. If you didn't participate in the training, Please tell us why?

Q10. Do you feel the need for additional training?

1. Yes
2. No ⇒ go to Q12

Q11. What would you like to learn through additional training?

II. Skills application level in the work with beneficiaries**Q12. In your community how many people face social problems and/or need social assistance?**

Very few	Few	Many	A lot
1	2	3	4

Q13. Please specify the two most common problems the people in your community are facing

1. Lack of employment opportunities
2. Lack of financial resources
3. Lack of social services
4. Other, Please specify

Q14. Please tell us how you identify the people at risk

1. Self addressing
2. Notification by relatives
3. Notification by neighbours
4. Notification by public institutions from the community (school, police, family doctor, mayoralty, church)
5. Notification by Social assistance Directorate
6. Notification by central public authorities

Q14a. Among these, what are the first two cases by frequency? *Write the number from the above list Q14.*

- a. First _____ b. Second _____

Q14b. Among the following groups of people at risk, which are the main two requiring more often support?

1. Families with children in difficult situations
2. Families with disabled persons
3. Elderly people
4. Victims of trafficking
5. Victims of violence
6. Other groups. Please specify (*youth which came from the residential care system, single mothers, former detainees, etc.*)

- a. First group _____ b. Second group _____

Q15. What are the most frequently requested forms of support by the people?

1. Cash benefits
2. Social services

Q16. What kind of working tools do you use for assisting the beneficiaries?

1. Case management
2. Work with family
3. Work with community

Q17. Do you use fully the working tools of social assistants?

1. Yes
2. No
3. Not so much. Please say why.

III. Sustainability of services

Q18. Please tell us if you are satisfied with the work you do in your community

1. Yes, please explain

2. No. Please explain

Q19. Do you think the community is satisfied with the quality of your work as a social worker?

1. Yes. Please explain

2. No. Please explain

3. Don't know. Please explain

Q20. To what extent are you satisfied with the quality of the work you do in your community?

Very largely	Largely	Little	Very Little	Not at all
1	2	3	4	5

Q20a. Please explain

Q21. In your opinion, to what extent is the community satisfied with the quality of your work as a social assistant?

Very largely	Largely	Little	Very Little	Not at all
1	2	3	4	5

Q21a. Please explain

Q22. Can you tell us how much you agree or disagree with the statements made below to describe the positive and negative aspects of your service / employment?

	Com- pletely agree	Very much agree	Neither agree, nor disagree	Rather agree	Totally disagree
The service requires a great effort and it is stressful.	1	2	3	4	5
I am well paid	1	2	3	4	5
I have an influence in how I do the work	1	2	3	4	5
My work is boring and not interesting for me	1	2	3	4	5
My service provides great opportunities for career advancement	1	2	3	4	5
Constantly I undertake my work in limited deadlines	1	2	3	4	5
At my work place I am exposed to factors that negatively influence my health	1	2	3	4	5

Q23. If tomorrow you receive a proposal for a different job, better paid, what you will do?

Certainly I would accept it	Probably I would accept it	Probably I would refuse it	Sure I would refuse	I don't know
1	2	3	4	5

Q23a. Please explain

Thank you for your collaboration!

QUESTIONNAIRE

General information

Beneficiaries

Locality
Rayon
Date of questioning

Data on interviewed person

Name of person					
Age					
Sex	1. Male	2. Female			
Education level	1. Secondary incomplete and less		2. Secondary	3 Higher	
Marital status	1. Single	2. Married	3. Divorced	4. Separate	5. Widowed
No. of family members					
No. of children					
Occupation					
Other relevant information					

1. Addressing the social problems of the beneficiaries

Q1. How long have you lived in this locality?

1. I am a newcomer
2. For almost five years
3. For almost 10 years
4. For over 15 years
5. All my life since I was born
6. I am not from this locality

Q2. In your opinion, how many people are faced with social problems and / or social needs in your community?

Very few	Few	Many	A lot
1	2	3	4

Q3. Please specify the two main problems that people in your community are facing

1. Lack of employment opportunities
2. Lack of financial recourses
3. Lack of social services (kindergarten, school, family doctor, social centres, church, etc)
4. Lack of possibilities to access social services (the high costs and the distances)
5. Lack of relatives and friends alive
6. Other, please specify

Note the number from the above list of specified problems.

a. First _____ b. Second _____

Q4. Please specify the two main problems that you are often facing Note from the above list Q3.

a. First _____ b. Second _____

Q5. What did you do to solve the problems?

0. Nothing
1. Search for a job
2. Search to borrow money
3. Search possibilities to go to work abroad
4. Apply for support. Please specify to whom?

2. Accessibility of the social assistant

Q6. Is there any social assistant in the township or the locality where you live?

1. Yes $\Rightarrow$ go to Q6a
2. No
3. Do not know

Q6a. Do you know him? (Control question)

1. Yes
2. No

Q7. How long has this social assistant worked in your locality?

1. Less than 1 year
2. More than 2 years
3. More than 3 years
4. More than 5 years
5. Do not know

Q8. How responsive is the social assistant to address population problems in the community?

Very responsive	Largely responsive	Little responsive	Very little responsive	Not at all
1	2	3	4	5

Q9. Do you consider that the social assistant is skilled enough to address the social problems of people?

Highly skilled	Well skilled	More or less skilled	Little skilled	Not at all
1	2	3	4	5

Q10. Have you ever applied to social support from the social assistant of your mayoralty?

1. Yes.
2. No. ⇒ go to Q15

Q11. How often do you apply to the social assistant?

1. Very often
2. Often
3. Rarely
4. Very rarely
5. Not at all

Q12. What was the type of requested support from the social assistant?

1. Compensations and cash benefits
2. Material and humanitarian aid
3. Voucher for a spat treatment institution
4. Placement in a asylum
5. Referral to a Social Centre from the rayon
6. Finding a job
7. Support in preparing some documents
8. Other. Please specify

Q13. Have you ever been visited by the social assistant at your place after applying to him?

1. Once
2. Twice
3. Many times
4. Never. In your opinion, why?

Q14. During the visit at your home what did the social assistant do?

1. Discuss and advise on what to do
2. Complete a form regarding the living conditions
3. Did nothing, just had a look

Q15. What were the reasons why you never applied to the social assistant from your community?

1. I consider that I do not need any support
2. I was ashamed
3. I consider that he cannot help me
4. I do not trust him
5. I do not know

Q15. Since you have had a social assistant in your community, do you consider that the problems people face become easier?

Much easier	Easier	Less easier	Much less easier	More difficult
1	2	3	4	5

Q15a. Please explain

Q16. How satisfied are you with the quality of the work done by the social worker in the community?

Very satisfied	Satisfied	Little satisfied	Very little satisfied	Unsatisfied
1	2	3	4	5

Q16a. Please explain

Thank you for your collaboration!

RESULTS OF THE RESEARCH

SOCIAL ASSISTANTS

The profile of the questioned assistants

Age groups

	FREQUENCY	PERCENT
Under 30	15	25.0
30–45	17	28.3
Over 45	28	46.7
Total	60	100.0

Gender

	FREQUENCY	PERCENT
Man	9	15.0
Woman	51	85.0
Total	60	100.0

Work record in present position, groups

	FREQUENCY	PERCENT
1 year and less	2	3.3
2–3 years	3	5.0
4–15 years	7	11.7
Over 15 years	48	80.0
Total	60	100.0

Work record in present position, groups

	FREQUENCY	PERCENT
1 year and less	2	3.3
2–3 years	3	5.0
4–15 years	7	11.7
Over 15 years	48	80.0
Total	60	100.0

Education

	FREQUENCY	PERCENT
Higher education in the field of social assistance or psychology	10	16.7
Higher education in other domains	25	41.7
Secondary education	25	41.7
Total	60	100.0

Participation to training by work record in present position

Count

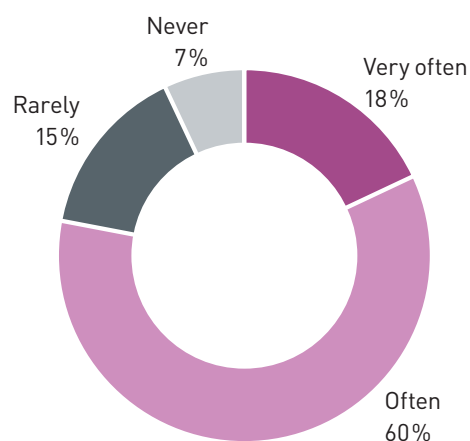
		WORK RECORD IN PRESENT POSITION, GROUPS				TOTAL
		1 year and less	1 year and less	1 year and less	1 year and less	
Have you ever attended a training organized by the Ministry together with the DFID/Sida project "Moldova – Effective and Sustainable Social Assistance Services"? If yes, in how many?	Did not participate	2	3	2	20	27
	Participated at 1 training	0	0	3	7	10
	Participated a 2 trainigs	0	0	1	13	14
	Participated at 3 and more trainings	0	0	1	8	9
Total		2	3	7	48	60

% within Have you ever attended a training organized by the Ministry together with the DFID/Sida project "Moldova-Effective and Sustainable Social Assistance Services"? If yes, in how many?

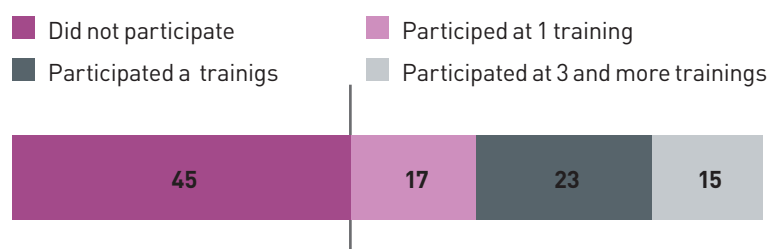
		WORK RECORD IN PRESENT POSITION, GROUPS				TOTAL
		1 year and less	2–3 years	4–15 years	Over 15 years	
Have you ever attended a training organized by the Ministry together with the DFID/Sida project "Moldova – Effective and Sustainable Social Assistance Services"? If yes, in how many?	Did not participate	7.4 %	11.1 %	7.4 %	74.1 %	100.0 %
	Participated at 1 training			30.0 %	70.0 %	100.0 %
	Participated a 2 trainigs			7.1 %	92.9 %	100.0 %
	Participated at 3 and more trainings			11.1 %	88.9 %	100.0 %
Total		3.3 %	5.0 %	11.7 %	80.0 %	100.0 %

I. Competencies

How often have you participated in training in the field of social assistance?

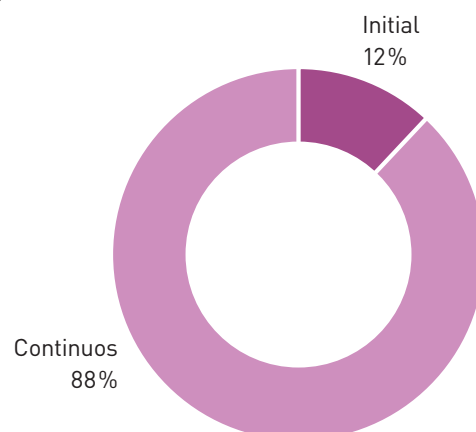


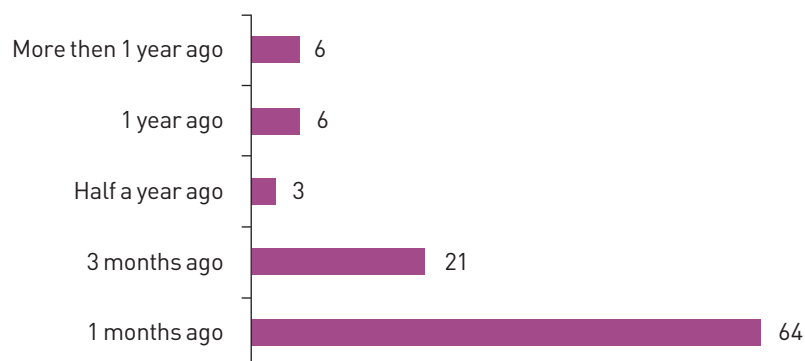
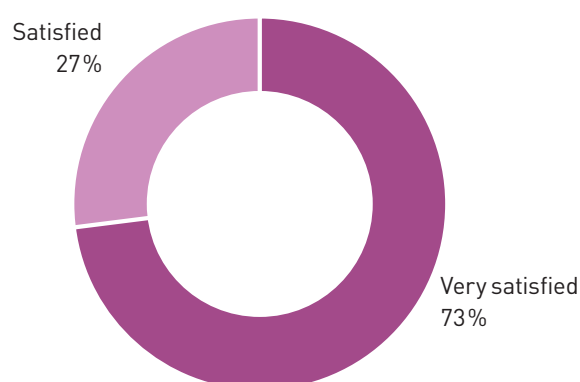
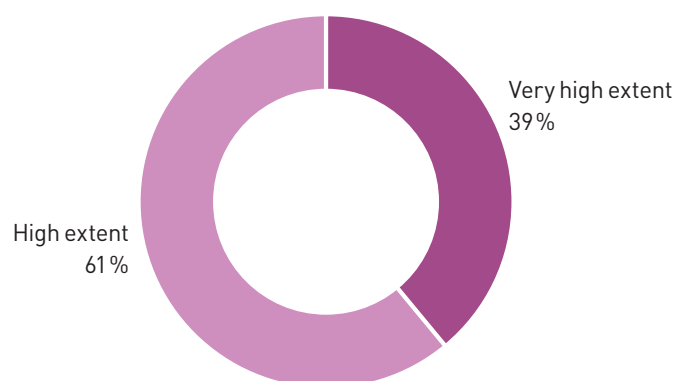
Have you ever attended a training organised by the MLSPF together with the DFID/SIDA project "Moldova Effective and Sustainable Social Assistance Services"? If yes, in how manytimes?



Only those that have participated in at least one training [36 persons]

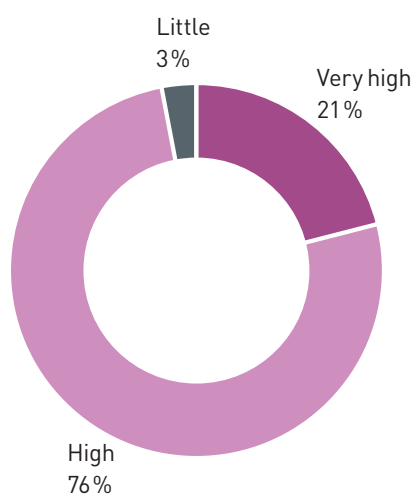
What kind of training was the last one?



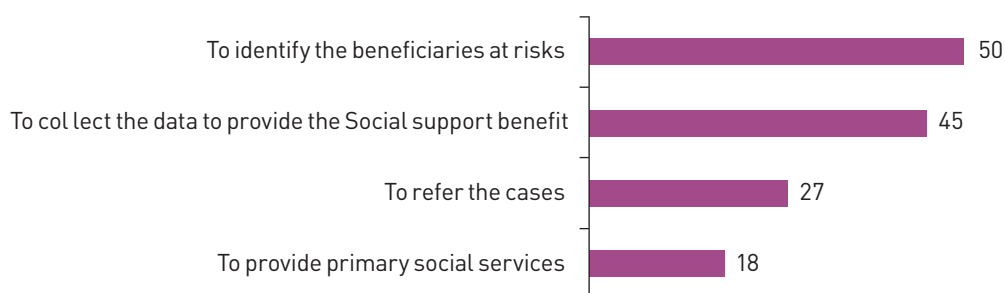
How long ago was the last training you participated in? [%]**What was your level of satisfaction concerning these trainings?****To what extent did the trainings contribute to strengthening your professional skills?**

MAIN REASONS TO BE SATISFIED WITH TRAINING	%
Learned practical things	65
Did not have previous studies in the field and completed education	15
Became familiar with the new legislation	12
Improved communication skills	3

To what extent do you apply the obtained skills in your daily activity?



How do you apply the obtained skills in your daily activity? [%]



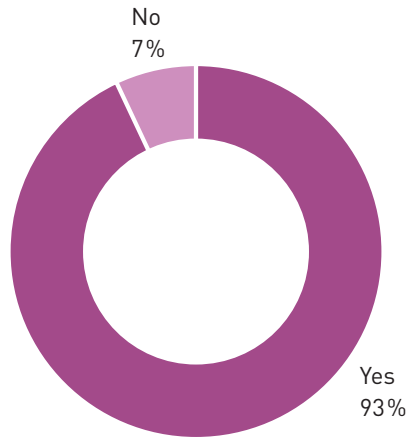
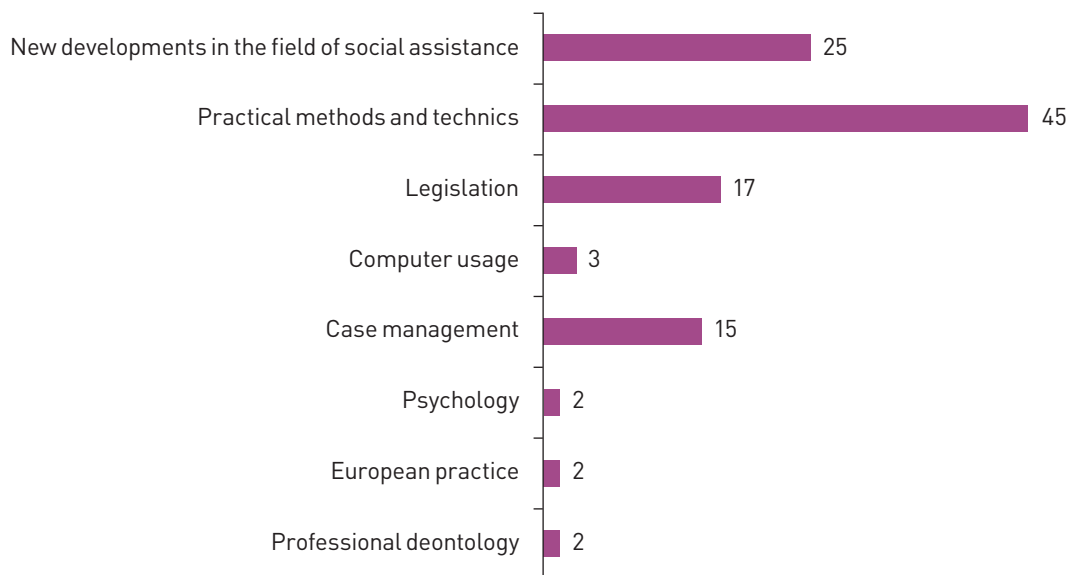
Multiple answers (sum of percentages is over 100 %)

Only those that have not participated in at least one training [24 persons]

If you have not participated in trainings, what was the reason for non participation? [%]



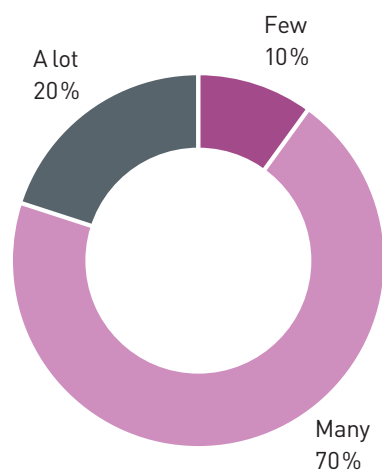
Multiple answers (sum of percentages is over 100 %)

All respondents (60 persons)**Do you feel the need for additional training?****What would you like to know from additional training? [%]**

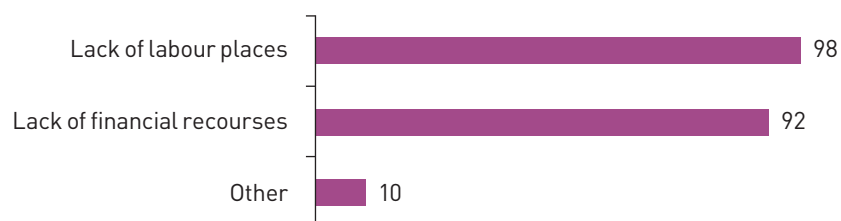
Multiple answers (sum of percentages is over 100 %)

II. Using abilities

In your community how many people face social problems and/or need social assistance?



What are the two main problems faced by people in your community? [%]



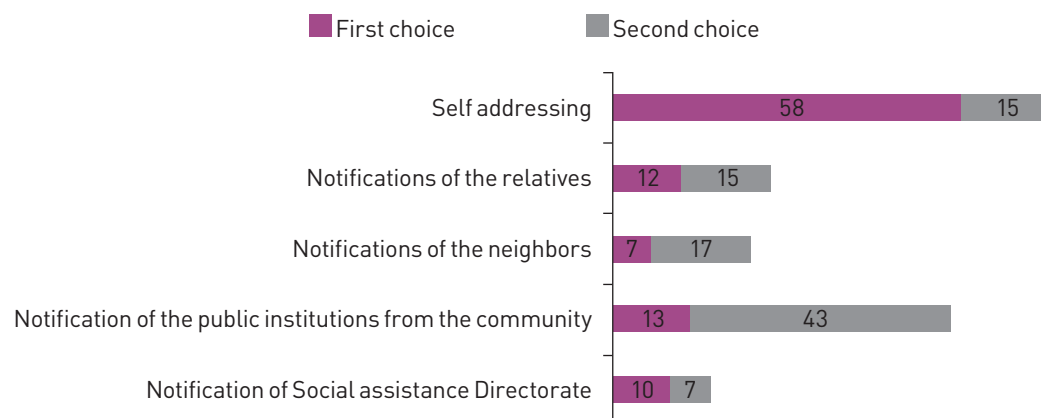
Multiple answers (sum of percentages is over 100 %)

How do you identify people at risk? [%]

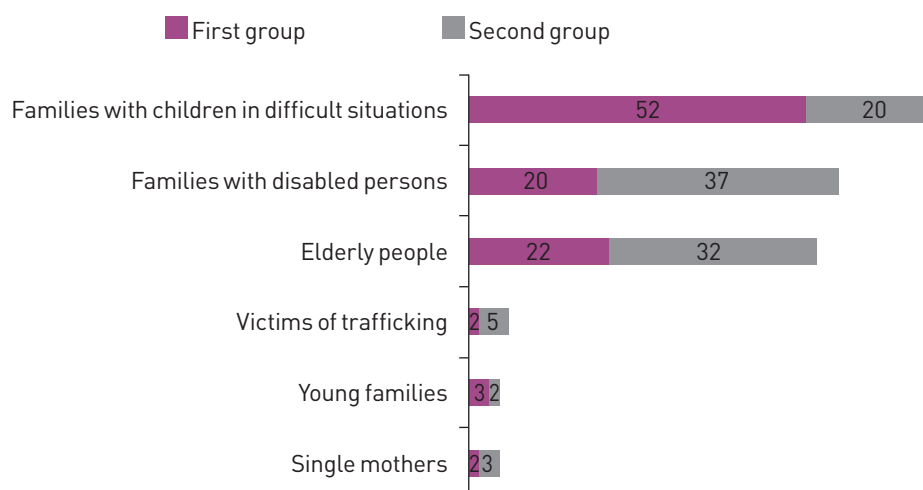


Multiple answers (sum of percentages is over 100 %)

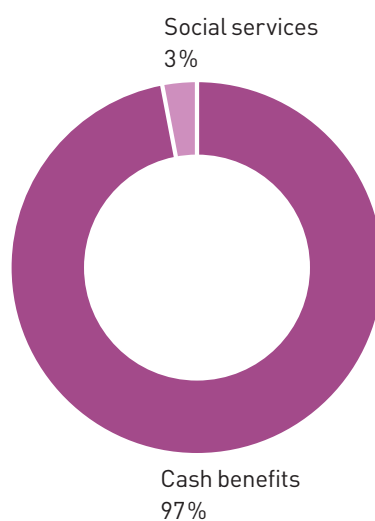
Among these, what are the first two cases by frequency? [%]



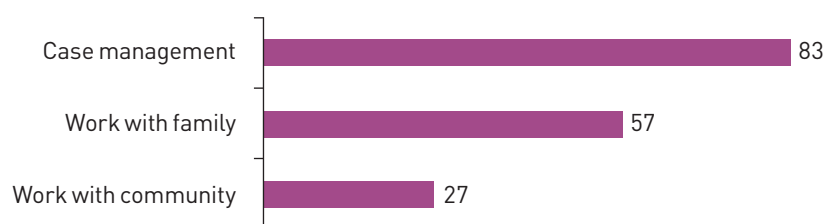
Among the following groups of people at risk, which are the two main ones more frequently requesting support? [%]



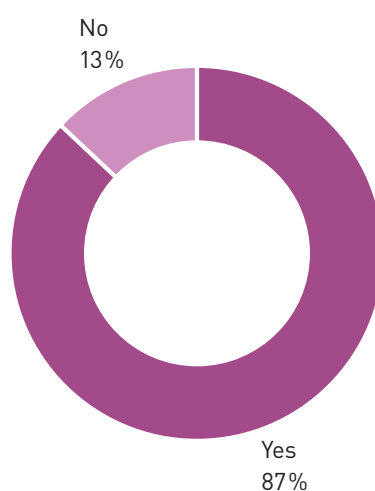
What are the most frequently requested forms of support?



What kind of working tools you are using for assisting the beneficiaries? [%]



Do you fully use all the working tools of social assistant?

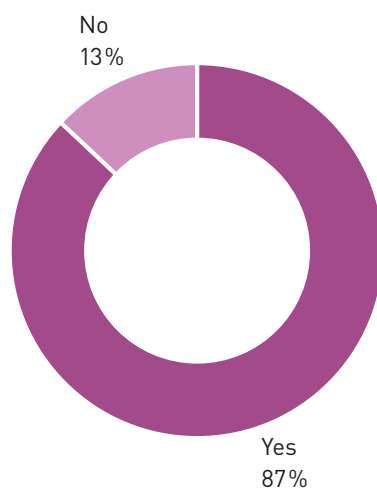


*Only for those who answered that they don't use fully the working tools of social assistant.
Why not?*

REASON	NO. OF ANSWERS
No reason	1
I work part-time so I don't have enough time	4
I have too much work to do because there are not enough employees in my service	1
I have too much paper work to do	1
The beneficiaries do not want to cooperate	1

III. Durability

Are you satisfied with the work you do in your community?



Only for those who answered that they are satisfied with the work done in their community.

Why yes?

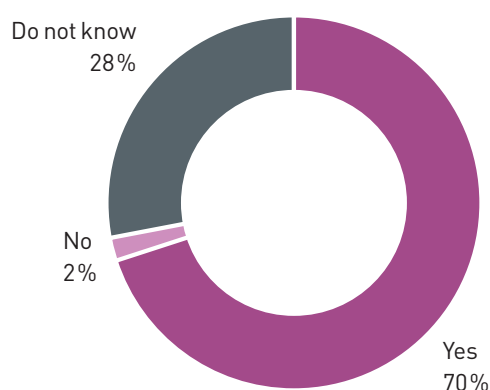
	FREQUENCY	PERCENT
I love my job	14	23
I make the people feel happy for receiving the benefits	7	12
I'm doing all this for the community	12	20
People thank me for helping them	3	5
Because I never heard anything bad about me from the people	2	3
I am partially satisfied, because the actors do not really work together	5	8
Because I also receive support from the community and local organizations	2	3
One can observe the positive changes at the community level	7	12

Only for those who answered that they are not satisfied with the work done in their community.

Why not?

	FREQUENCY
Because I don't have the necessary resources to solve all cases that I identify	4
I don't have the community support	1
It is difficult to work with a such people and I often don't succeed	3

Do you think that the community is satisfied with the quality of your work as a social worker?



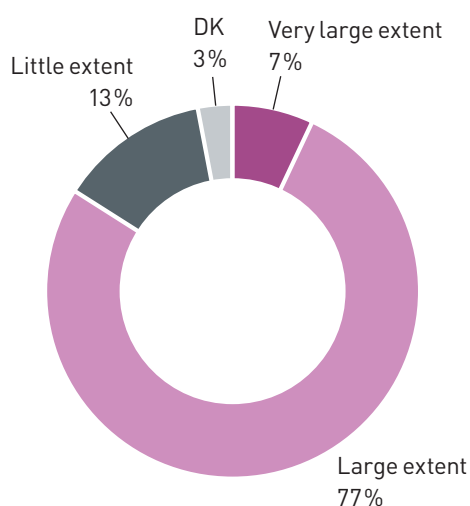
*Only for those who consider that the community is satisfied with the quality of their work.
Why yes?*

REASON	FREQUENCY	PERCENT
Because they appreciate my efforts	6	10
The majority appreciate my work	5	8
If their requests receive positive answers, they are satisfied	2	3
Because I help them with all their problems	15	25
I have never received complaints about my work	8	13
Because I have contributed to many positive changes in the community	7	12

*Only for those who do not know if the community is satisfied with the quality of their work.
Why do not know?*

REASON	FREQUENCY
I don't know how to estimate this	5
If their requests receive positive answers, they are satisfied	11

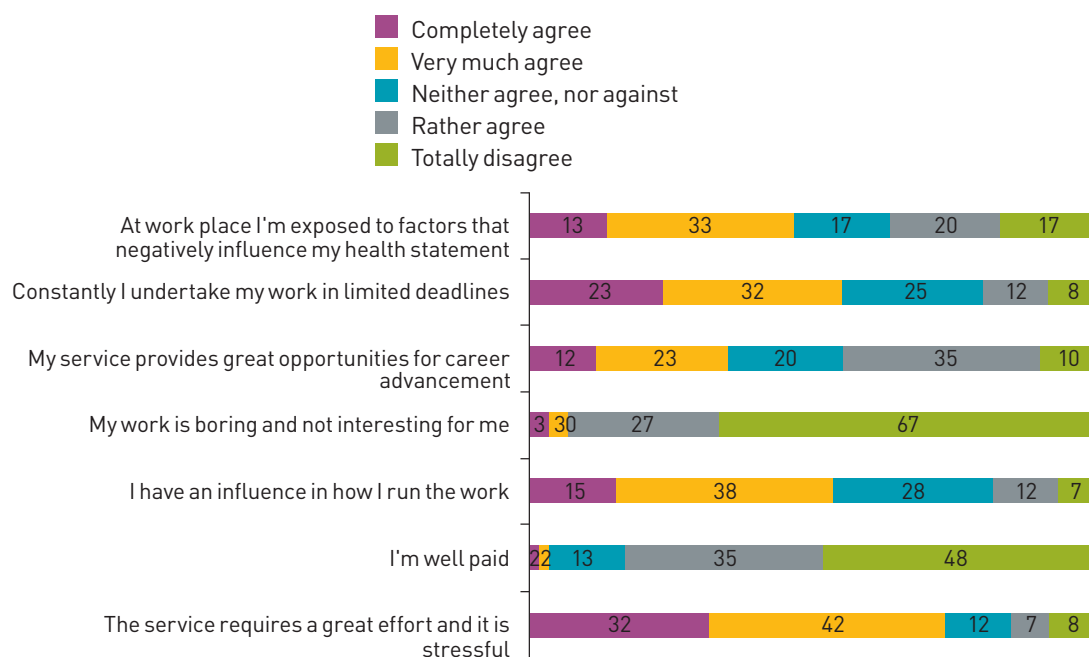
To what extent are you satisfied with the quality of the work you do in your community?



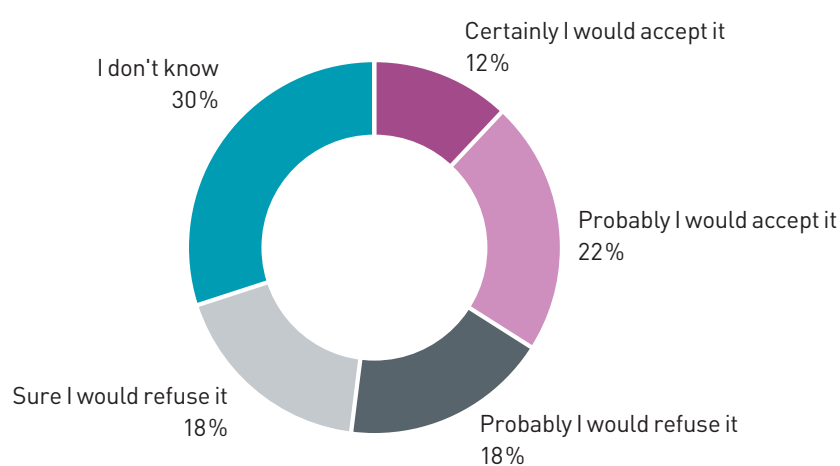
Please argument the answer

REASON	FREQUENCY	PERCENT
Because I am successful in my work	14	23
This is my job and I have to like it	6	10
I'm not satisfied by the amounts of the cash benefits	1	2
Because I do everything possible for the beneficiaries	15	25
I do everything possible for the beneficiaries, but other actors are not really involved	4	7
Because the people remains satisfied by the received support	8	13
Because in the community there are different categories of the population that do not receive any support	6	10
Because I have the support of the local actors	2	3
I am newly employed so I can't be objective	1	2

To which extent do you agree with each of the following statements? [%]



If tomorrow you receive a proposal for a different, better paid job, what will you do?



BENEFICIARIES

The profile of questioned beneficiaries

Age groups

	FREQUENCY	PERCENT
Under 25	12	10.0
26–35	28	23.3
36–45	28	23.3
46–55	23	19.2
Over 55	29	24.2
Total	120	100.0

Education

	FREQUENCY	PERCENT
Secondary incomplete and less	69	57.5
Secondary	44	36.7
Higher	7	5.8
Total	120	100.0

Family size (including respondent)

	FREQUENCY	PERCENT
1	10	8.3
2	16	13.3
3	20	16.7
4	28	23.3
5	22	18.3
6	19	15.8
7	2	1.7
8	3	2.5
Total	120	100.0

Occupation

	FREQUENCY	PERCENT
Unemployed	35	29.2
Salesman	5	4.2
Construction worker	1	.8
Mailman	1	.8
Retired	26	21.7
Maternity leave	10	8.3
Daily worker (Zilier)	7	5.8
Housewife	20	16.7
Student	1	.8

Gender

	FREQUENCY	PERCENT
Man	27	22.5
Woman	93	77.5
Total	120	100.0

Marital status

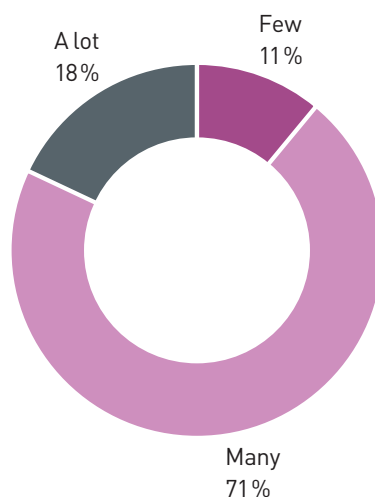
	FREQUENCY	PERCENT
Single	7	5.8
Married	81	67.5
Divorced	10	8.3
Separate	3	2.5
Widowed	19	15.8
Total	120	100.0

Number of children

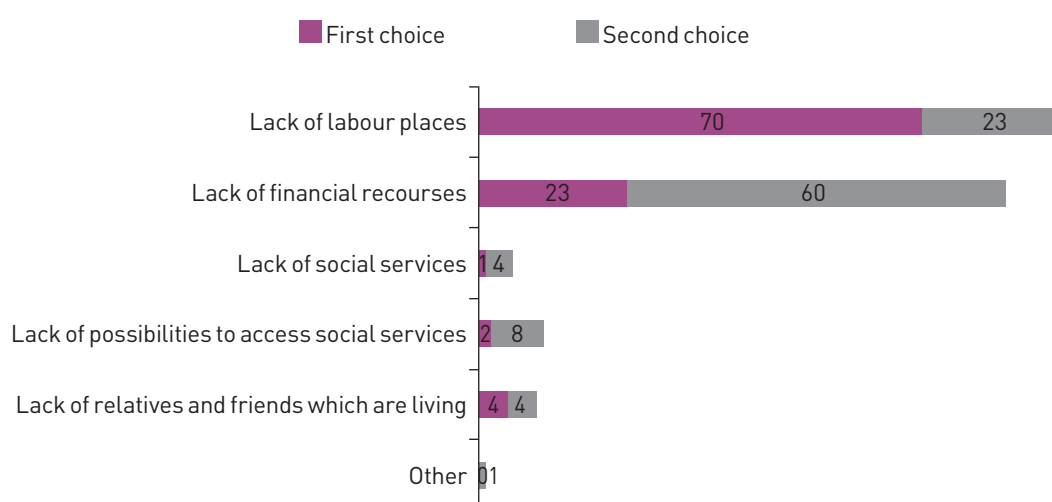
	FREQUENCY	PERCENT
None	17	14.2
1	25	20.8
2	32	26.7
3	24	20.0
4	18	15.0
5	2	1.7
6	2	1.7
Total	120	100.0

I. Social issues

How many people do you think are faced with social problems and / or social needs in your community?



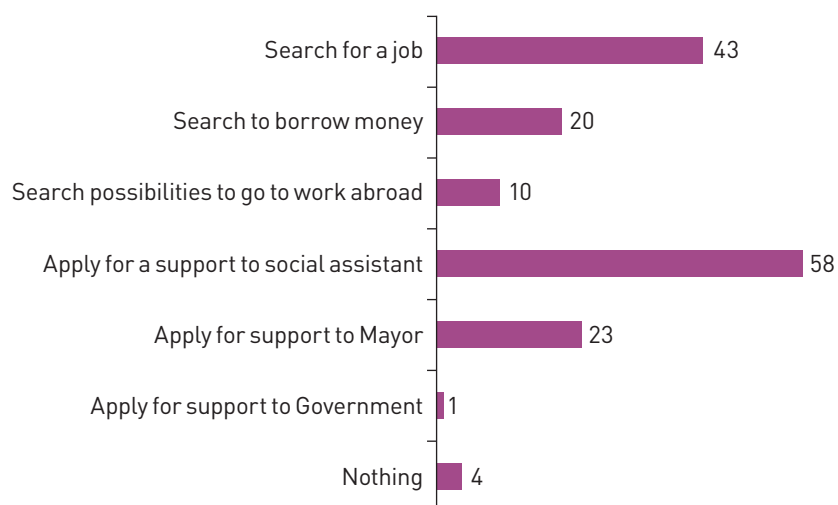
What are the two main problems encountered by people in your community? [%]



What are the two main problems that you personally are facing? [%] I

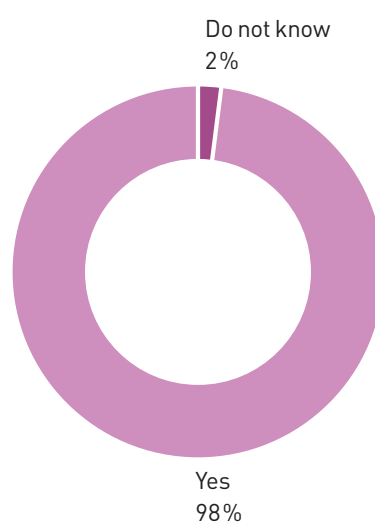


What are you doing to solve the problems you are facing? [%]

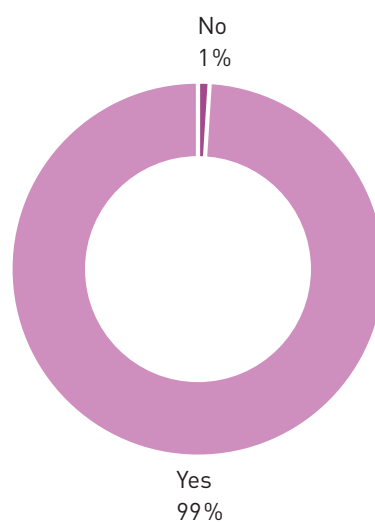


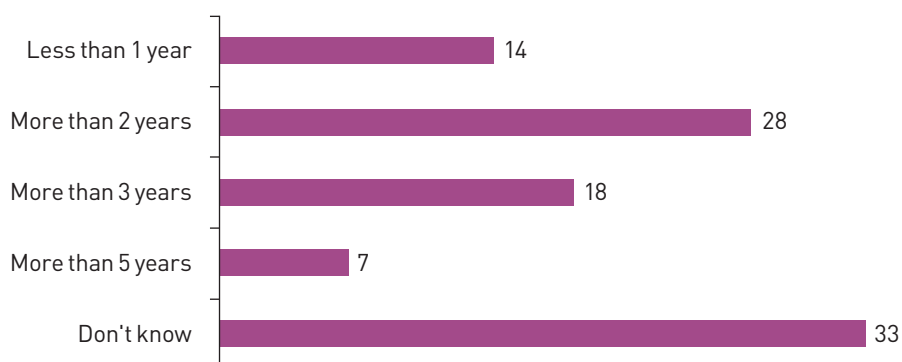
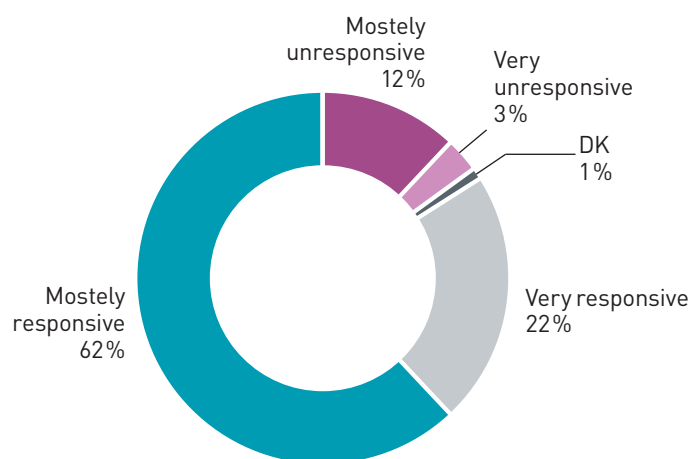
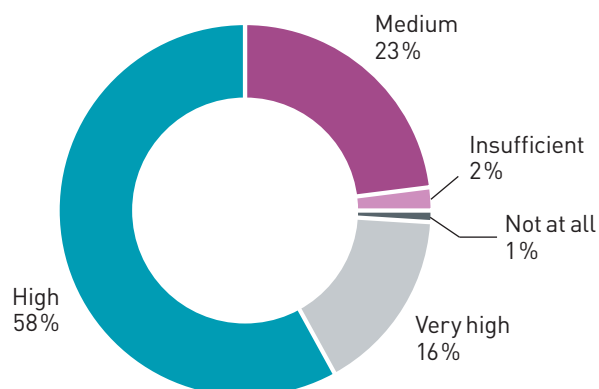
II. Access to social services

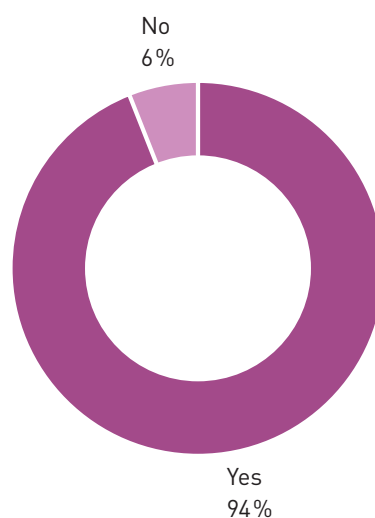
Is there a social assistant at the local municipality?



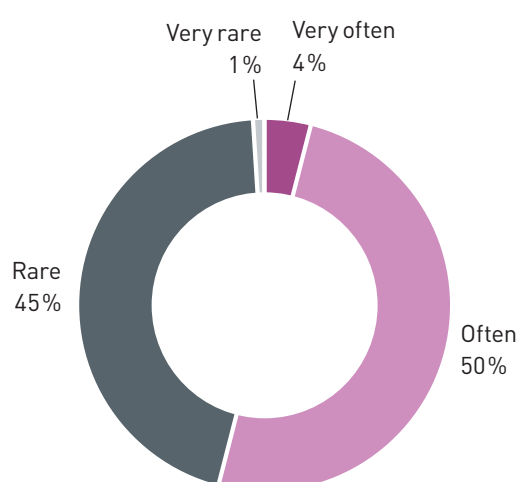
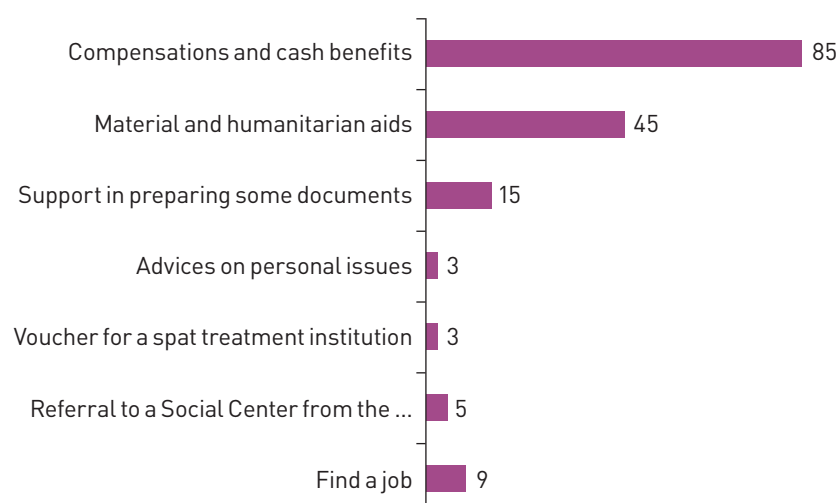
Do you know him or her?



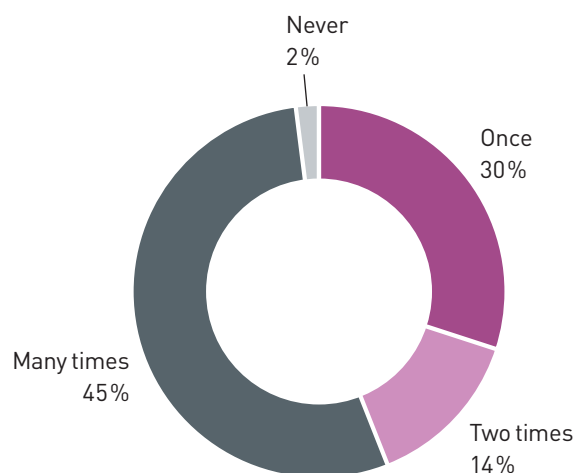
How long ago has the social assistant started working in your locality? [%]**How responsive is the social assistant to the problems of the people from your community?****Do you consider that the social assistant is skilled enough to address the social problems of the people?**

Do you know him or her?

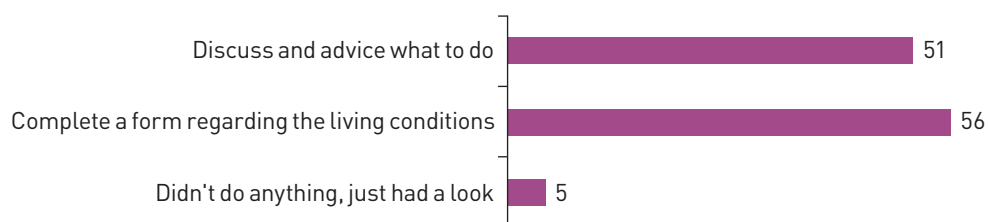
For those that have applied for support at least once (113 persons)

How often have you applied to the social assistant?**What was the type of requested support from the social assistant? [%]**

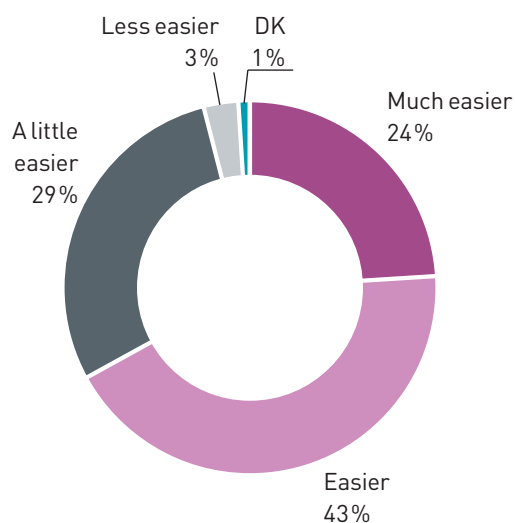
After you application to the social assistant, have you ever been visited by him/ her at your home?



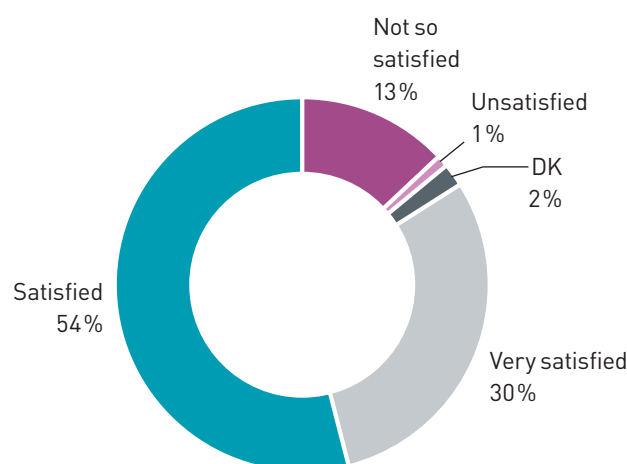
During the visit at your home, what did the social assistant do? [%]



Do you consider that addressing problems became easier with the presence of a social assistant in your community?



How satisfied are you with the quality of the work done in the community by the social worker?



ANNEX 10.3: CASE STUDIES

CASE STUDY

Day Care Centre for children and youth with disabilities
Monday 11/10/2010
Drochia

Guide

For the elaboration of this study the Quality standards care and placement services for disabled children adopted in 2008 by the Government will be used. The implementation of the standards and the capacity to respect them has never been evaluated. It will be a good way to know how sustainable the services are and if the Centre will be able to pass the upcoming accreditation process.

1. Identification of the institution providing the services

- The name of the institution
- The provider organization:

2. Institution history:

- When it was created
- For whom it was created
- The Centre is financing from what resources (local budget, national public budget; grants and extra budgetary funds)
- If the available resources are sufficient.

3. The general description of the Centre:

- Why was it necessary to open such a service in the community?
- What was happening before creation?

- What is the current situation?
- The capacity of Centre and the main beneficiaries.

3.1. *The main objectives:*

- Reduction of risk of institutionalisation;
- Keeping the children in the family;
- The social reintegration of disabled children in the community and the school.

3.2. *Target group:*

- Who are the main target groups of Centre services?
- Identification and access of beneficiaries in the Centre (description of the procedure, how the Centre informs the community about the services provided)

3.3. *Coverage area of the service:*

- Local
- Rayonal
- Regional

3.4. *Types of services provided:*

- Day care
- Placement
- Mix
- Other, to be specified

4. **The efficiency of the Centre**

- Does another institution with a similar profile exist?
- Does the centre correspond to the community needs?
- If financial sustainability ensured?
- Are the personnel skilled enough to provide qualitative services?
- May this Centre serve as a good model to be replicated in the other communities?

5. **Partnership model**

- Does the community play an active role in sustainability and activity of Centre? (for ex. *school, church, business persons*)?
- Is the partnership model efficient?

6. **The quality of services**

- Does the Centre have a set of internal procedures for service providing?
- Has the Centre ever done a self-assessment based on minimum quality standards for such services?
- Has the Centre ever done an assessment of the level of satisfaction of beneficiaries with the services? Are the beneficiaries satisfied with the services?
- What additional services do the beneficiaries often request?
- What services are not provided and need to be developed?

Case Study Analysis

Day care centre for children and youth with disabilities “Ciocîrlia” was created by the community on 12/26/2008 with the support of Sida and the Government of Moldova, with MSIF technical support. The Centre became operational in February 2009. Currently the Centre is acting at the rayon level and under the Social Assistance Directorate.

The need for such a centre was identified through a strategic planning and social services mapping exercise, which was done by the LPAs with the support of the international company “Zabieta Consultancy Company”. Thus, in 2006, 358 disabled children lived in the Drochia rayon out of which only 19 children were learning at home and other children with disabilities (blind – 18 children, deaf – 22 children and mental – 82 children) were placed in two special boarding schools. The large number of children with disabilities placed in residential care and lack of community alternatives were the main reasons for the creation of this community centre.

The main objectives of the Centre are to prevent institutionalisation and reintegrate the children in the families, community and school. The capacity of the Centre is 30 places. The main beneficiaries of the Centre are the children and youth aged from 7 to 24 years. No institution with a similar profile exists in the rayon. The Centre is financed through the local budget, and has a special finance line approved by the Ministry of Finances. The services in the Centre are offered by the staff of the NGO “Călăuza”, which has a working experience of over 10 years in the field of social protection of disabled children. The beneficiaries of the Centre are identified and referred by the Social Assistance Directorate, but also identified by the team of the Centre. The centre has a set of internal procedures for admission and information of the community about the services provided in the Centre.

The Centre provides the following services: (i) Kineto therapy; (ii) Life Skills; (iii) Pedagogical support; (iv) Music Therapy; (v) ludotherapy; Psychological Counselling; (vi) Access to information; (vii) Respiro-service for parents.

The following services, which are not provided by the Centre for the moment, are often requested: (i) professional orientation; (ii) transportation to the centre; (iii) mobile teams.

The Centre has established a series of partnerships with other local NGOs active in the social field and participates in joint activities within the community. The community is less involved in supporting the Centre, however there are volunteers who come to help the Centre, most of them secondary school students.

Since the Centre became operational and until September 2010, 216 potential beneficiaries were identified. 16 – 18 children and young people visit the Centre each day and during the summer, the number of beneficiaries increases. During 2009-2010, over 83 children were assisted, 10 of which have been reintegrated into the general educational system and 5 children avoided institutionalisation.

However the Centre is facing a number of problems, which are affecting the access to, and quality of the services provided to the beneficiaries. Although the Centre infrastructure is developed and adapted for children with disabilities, it is located at the edge of the community. Lack of transportation makes this Centre less accessible to children in the villages, who visit the centre rarely. Moreover, due to low wages, almost all of the Centre team has been changed and new staff needs training. Although the Centre is a unit of the Social Assistance Directorate, the team never participated in the training sessions organized by the Ministry, except those organised for managers (only the director of the Centre participated). Although the centre has a special budget line, the financial resources are mainly spent on maintenance of the Centre and resources for activities are insufficient. Although the Government has approved a set of minimum quality standards for such centres, so far the Centre administration has never tried to assess the quality of the services and the performance of the personnel.

ANNEX 10.4: SWOT ANALYSIS

SWOT Analysis of the Community Centres created by MSIF II support

(11 Community Centres in 4 pilot rayons were evaluated: Drochia, Falesti, Singerie and Balti)

STRENGTHS	WEAKNESSES
• The Centres was created with community contribution and corresponds to community needs • The LPAs took the initiative • The Centres have an internal and external adapted and accessible infrastructure • The Centres are included in the local infrastructure schemes of the social services. • The financial sustainability of the Centres is ensured from the local budgets. For each • Centre the Ministry of Finances accepted a separate budget line (by type of service). • The personnel of the Centres were hired through a competitive process. • The personnel of the Centres were trained to provide services to different groups at risk. • The Centres are open to the community; the admission of the beneficiaries is based on transparent procedures. • Volunteers are present in the Centres • The Centres have established partnerships with other local NGOs, churches, schools and hospitals. • The information about the provided services and best practices are disseminated by the local mass-media (which is active)	• Situation of the Centres at the edge of the community reduces the accessibility for the beneficiaries • Lack of transportation reduces the accessibility to the Centres (especially for beneficiaries with disabilities) • Some of the LPAs know and treat superficially the social issues • Most of the community Centres have a residential component, which is very costly and not fully used by the community • Centres totally dependent from public resources • Capacities to attract additional resources are low • Resources spent mostly on maintenance and less on activities for beneficiaries • Low wages create an important turnover (mostly for the Centres in urban areas because job opportunities are limited in rural areas) • Most of the new hired staff needs training • Lack of a mechanism to evaluate the professional performances and adjust training of the personnel • Reduced capacities for services planning and development of additional services • Lack of capacities to monitor and evaluate the quality and efficiency of the provided services.
OPPORTUNITIES	THREATS
• Build the projects in partnership with LPAs to attract additional resources for services • Development of new services which are needed in the community • Optimise the services and the expenditures • Favourable national legislation • Send the proposals to the MLSPF and MF to adjust the legislation and the finance standards for social services • Make training proposals to the Social • Assistance Directorates and to the MLSPF • Collaborate with higher education institutions that graduate students in the field of social assistance • Introduce the Contracting out Procedures for the private social services providers • Collaborate with other national NGOs and potential donors	• Risk of political instability after the elections (national and local levels) • Non functional laws and social programmes • Effects of fiscal decentralisation • Financial crisis, inflation and reduction of the financial resources to ensure the functionality of the Centres • Incapacity to achieve the quality standards for services introduced by the MLSPF

Annex 11: Mapping of the relationships between evaluation questions, general conclusions and recommendations

ANNEX 11.1: Mapping of the links between evaluation questions and general conclusions

EVALUATION QUESTIONS	GENERAL CONCLUSIONS AND LESSONS LEARNT
Q1, Q2, Q3	C1. Maintaining synergy between Sida intervention and GoM agenda and coping with the changes
Q1, Q10, Q12	C2. EU perspective
Q1, Q2, Q13, Q14	C3. Advancing the harmonisation of donors' efforts
Q2, Q3, Q6, Q11	C4. The visibility, transparency and participatory nature of Sida's strategy adoption mechanism, as well as the flexibility of its implementation
Q4, Q5, Q6, Q7, Q8	C5. Completeness of the intervention addressing both policy and capacity building
Q2, Q3, Q6, Q11	C6. Involving all stakeholders and raising awareness
Q4, Q5, Q6, Q7, Q8	C7. Promoting innovation, use of reliable data and new technologies
Q1, Q2, Q3	C8. Following up on key issues
All	C9. Always keeping in mind the ultimate goal

ANNEX 11.2: Mapping of the links between evaluation questions/general conclusions and recommendations

EVALUATION QUESTIONS AND/OR GENERAL CONCLUSIONS	RECOMMENDATIONS
Q1, Q2, Q3, Q10, Q12, Q13, Q14 C1, C2, C3, C9	5.1.1. – 5.1.4., 5.1.8.
Q2, Q3, Q6, Q11 C6	5.1.5. – 5.1.6., 5.1.9.
Q4, Q5, Q6, Q7, Q8 C7	5.1.7.
Q1, Q2, Q3 C1, C2, C3, C5	5.1.11.
Q4, Q5, Q6, Q7, Q8, Q9, Q10	5.2.1., 5.2.2.
Q1, Q2, Q3, Q12, Q13, Q14	5.2.3., 5.2.4.
Q4, Q5, Q6, Q7, Q8, Q9 C8, C9	5.3.1., 5.3.2., 5.3.3.
Q2, Q3, Q6, Q11 C4	5.3.4.
Q2, Q3, Q4, Q5, Q6, Q7, Q8, Q11 C4, C7	5.3.5., 5.3.8.
Q9, Q10, Q11	5.3.6., 5.3.7.
Q1, Q2, Q3, Q10, Q12, Q13, Q14 C1, C2, C3, C9	5.3.9.
Q1, Q2, Q3, Q9, Q10, Q11, Q12, Q13, Q14 C6, C7, C8, C9	5.4.1. – 5.4.6

Joint Evaluations

1996:1 The international response to conflict and genocide: lessons from the Rwanda experience: Synthesis Report

John Eriksson, Howard Adelman, John Borton, Krishna Kumar, Hanne Christensen, Astri Suhrke, David Tardif-Douglin, Stein Villumstad, Lennart Wohlgemuth

Steering Committee of the Joint Evaluation of Emergency Assistance to Rwanda, 1996.

1997:1 Searching for Impact and Methods: NGO Evaluation Synthesis Study.

Stein-Erik Kruse, Timo Kyllönen, Satu Ojanperä, Roger C. Riddell, Jean-Louis Vielajus

Min of Foreign Affairs Finland, OECD-DAC, Sida, 1997.

1997:2 Measuring and Managing Results: Lessons for Development Cooperation: Performance Management

Derek Poate

UNDP/OESP Sida, 1997.

2003:1 Local Solutions to Global Challenges: Towards Effective Partnership in Basic Education. Final Report. Joint Evaluation of External Support to Basic Education in Developing Countries.

Ted Freeman, Sheila Dohoo Faure

Netherlands Ministry of Foreign Affairs, CIDA, DFID, Department for Foreign Affairs Ireland, EU, BMZ, JICA, Ministry of Basic Education and Literacy Burkina Faso, Danida, Norad, Sida, UNESCO, UNICEF, World Bank. 2003.

2003:2 Toward Country-led Development : a Multi-Partner Evaluation of the Comprehensive Development Framework : Synthesis report

Carol Lancaster, Alison Scott, Laura Kullenberg, Paul Collier, Charles Soludo, Mirafe Marcos, John Eriksson, Alison Scott; Ibrahim Elbadawi, John Randa, World Bank, OED, CIDA, Danida, Norad, ODI, JICA, Sida, 2003.

2005:1 Support to Internally Displaced Persons: Learning from Evaluation. Synthesis Report of a Joint Evaluation Programme.

John Borton, Margie Buchanan Smith, Ralf Otto
Sida, 2005.

- 2005:2 Support to Internally Displaced Persons: Learning from Evaluation. Synthesis Report of a Joint Evaluation Programme: Summary Version**
John Borton, Margie Buchanan Smith, Ralf Otto
Sida, 2005.
- 2005:3 Humanitarian and Reconstruction Assistance to Afghanistan 2001–2005: From Denmark, Ireland, the Netherlands, Sweden and the United Kingdom; A Joint Evaluation. Main report**
Danida, Sida, Chr. Michelsen Institute, Copenhagen, DFID, Development Cooperation Ireland, BMZ, 2005.
- 2005:4 Humanitarian and Reconstruction Assistance to Afghanistan 2001–2005: From Denmark, Ireland, the Netherlands, Sweden and the United Kingdom; A Joint Evaluation. Summary**
Danida, Sida, Chr. Michelsen Institute, Copenhagen, DFID, Development Cooperation Ireland, BMZ, 2005.
- 2005:5 An Independent External Evaluation of the International Fund or Agricultural Development**
Derek Poate, team leader, Charles Parker, Margaret Slettevold ...
IFAD, Sida, CIDA, 2005.
- 2006:1 Joint Evaluation of the International response to the Indian Ocean tsunami: Synthesis Report**
John Telford, John Cosgrave, contribution Rachel Houghton
Tsunami Evaluation Coalition (TEC) Action aid, AusAID, BMZ CIDA, Cordaid, Danida, Dara, Irish Aid, DFID, FAO, IFRD, Federal Min for Economic Cooperation and Development Germany, JICA, Min des Affaires Étrangères France, Min des Affaires Étrangères Luxembourg, Norad, NZAID, DEZA, Sida, UN, UNDP, UNFPA, Unicef, Usaid, WFP, WHO, World Vision, 2006.
- 2006:2 Impact of the tsunami response on local and national capacities**
Elisabeth Scheper, Arjuna Parakrama, Smruti Patel, contribution Tony Vaux
Tsunami Evaluation Coalition (TEC) Actionaid, AusAID, BMZ, CIDA, Cordaid, Danida, Dara, Irish Aid, DFID, FAO, IFRD, Federal Min for Economic Cooperation and Development Germany, JICA, Min des Affaires Étrangères France, Min des Affaires Étrangères Luxembourg, Norad, NZAID, DEZA, Sida, UN, UNDP, UNFPA, Unicef, Usaid, WFP, WHO, World Vision, 2006.
- 2006:3 Coordination of International Humanitarian Assistance in Tsunami-affected countries**
Jon Bennett, William Bertrand, Clare Harkin, Stanley Samarasinghe, Hemantha Wickramatillake
Tsunami Evaluation Coalition (TEC) Actionaid, AusAID, BMZ, CIDA, Cordaid, Danida, Dara, Irish Aid, DFID, FAO, IFRD, Federal Min for Economic Cooperation and Development Germany, JICA, Min des Affaires Étrangères

France, Min des Affaires Étrangères Luxembourg, Norad, NZAID, DEZA, Sida, UN, UNDP, UNFPA, Unicef, Usaid, WFP, WHO, World Vision, 2006.

2006:4 Funding the Tsunami Response: A synthesis of findings

Michael Flint, Hugh Goyder

Tsunami Evaluation Coalition (TEC) Actionaid, AusAID, BMZm CIDA, Cordaid, Danida, Dara, Irish Aid, DFID, FAO, IFRD, Federal Min for Economic Cooperation and Development Germany, JICA, Min des Affaires Étrangères France, Min des Affaires Étrangères Luxembourg, Norad, NZAID, DEZA, Sida, UN, UNDP, UNFPA, Unicef, Usaid, WFP, WHO, World Vision, 2006.

2006:5 Links between relief, rehabilitation and development in the Tsunami response: A synthesis of initial findings

Ian Christoplos

Tsunami Evaluation Coalition (TEC) Actionaid, AusAID, BMZm CIDA, Cordaid, Danida, Dara, Irish Aid, DFID, FAO, IFRD, Federal Min for Economic Cooperation and Development Germany, JICA, Min des Affaires Étrangères France, Min des Affaires Étrangères Luxembourg, Norad, NZAID, DEZA, Sida, UN, UNDP, UNFPA, Unicef, Usaid, WFP, WHO, World Vision, 2006.

2006:6 The role of needs assessment in the Tsunami response – Executive summary

Claude de Ville de Goyet, Lezlie C Morinière

Tsunami Evaluation Coalition (TEC) Actionaid, AusAID, BMZm CIDA, Cordaid, Danida, Dara, Irish Aid, DFID, FAO, IFRD, Federal Min for Economic Cooperation and Development Germany, JICA, Min des Affaires Étrangères France, Min des Affaires Étrangères

Luxembourg, Norad, NZAID, DEZA, Sida, UN, UNDP, UNFPA, Unicef, Usaid, WFP, WHO, World Vision, 2006.

2006:7 Evaluation of Coordination and Complementarity of European Assistance to Local Development: with Reference to the 3C Principles of the Maastricht Treaty

Robert N. LeBlanc and Paul Beaulieu

Sida, Ministry for Foreign Affairs, Austria, Ministry for Foreign Affairs, Department for International Development Cooperation. Belgium, Min. des Affaires étrangères/Direction General de la Cooperation International, France, Department of Foreign Affairs Development Co-operation Division, Ireland and Ministry of Foreign Affairs/Directorate-General for International Cooperation, the Netherlands, 2006.

2007:1 Evaluation of General Budget Support – Note on Approach and Methods. Joint Evaluation of General Budget Support 1994–2004

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Joint Evaluation of impacts of assistance to Social Sector Reforms in Moldova

Final report

This independent evaluation of the impact of Sweden's assistance to social sector reforms in Moldova covers twelve (Sida co-financed) programmes and projects implemented during the period 2004–2010. The evaluation shows that Sweden's support to the social sector has improved the situation of vulnerable individuals and groups. It has also contributed to systemic change of the social sector in line with EU standards and norms, which is also Moldova's objective. The evaluators found that each of the evaluated projects achieved the main parts of their individual objectives, although room for improvement of follow-up on some of the key issues was identified. Sweden's role in improving the harmonisation of external support and coordination of donor-assistance to the Moldovan social sector is also highlighted.

The evaluation provides specific recommendations to all relevant stakeholders underlining the importance of strategic leadership from the Government of Moldova and long-term commitment from international partners supporting the sector. The potential to improve the coordination between line ministries as well as with international partners is identified as an area for improvement along with the need of strengthening the voice of civil society in the sector.

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