



Terms of Reference
for the Final Evaluation of the UNIFEM/Sida Programme
PROMOTING GENDER EQUALITY
IN NATIONAL DEVELOPMENT POLICIES AND PROGRAMMES
2007-2010

1. Background and Purpose of Evaluation

The UNIFEM programme, Promoting Gender Equality in National Development Policies and Programmes, was launched at the beginning of 2007 with the support of Swedish International Development Agency (Sida). The Swedish Government provided €1.1m to the programme for a period of three years.

The overriding aim of the programme is to give greater exposure to gender equality and promote it as a necessary step in achieving rights based sustainable development as set out in the Millennium Development Goals (MDGs), the Economic Growth, and Poverty Reduction Strategy (EGPRS) and the EU Moldova Action Plan. The EGPRS serves as the policy framework for sustainable development in Moldova. It provides a basis for developing and implementing assistance strategies by international organizations and donor countries. The EU Moldova Action Plan cites gender equality as a prerequisite to achieving improvements in employment and social policy.

The programme aims to accomplish its objective of promoting gender equality in Moldova by enhancing national capacities and empowering the national government to meet its commitments to women's rights, responsive good governance and poverty alleviation.

The intended results of the programme include the following:

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; and
3. Monitoring and accountability of progress on gender equality in priority areas are exchanged through strengthened mechanisms, including sex-disaggregated data and gender-responsive indicators along common standards and agreements.

The structure of the work programme is built around the above 3 core priority outcomes, with each outcome area having a number of activity components. This structure also reflects the intervention logic of the programme, where for example the outputs under Outcome Area 1 (e.g. development of a National Strategy on Gender Equality and Integration of Gender Issues into the National Development Plan) are a key prerequisite to provide the policy basis and legitimacy for the work under Outcome Areas 2 and 3.

National and district consultations organized by the programme team have resulted in the development of a set of recommendations on the gender aspects of development priorities within the National Development Strategy (NDS) and represent the groundwork for future achievements of stated intended results. In close collaboration with representatives from key ministries, UNIFEM

and its partners held a series of roundtables and workshops that resulted in the development of key policies from a gender perspective, the development of a strategy for integrating gender equality in the NDP, and other relevant actions at the sectoral level. Strong relationships have been formed between government official and members of civil society (CSO). The capacity of the National Bureau of Statistics, a key player in the programme, has been enhanced through UNIFEM's collaborative effort with the United Nations Development Programme (UNDP) and the United Nations Population Fund (UNFPA), through a joint programme aimed at improving data collection, disseminating and utilizing statistical information with particular attention to national needs and overall conformity with international standards. Awareness on gender issues has been raised among policy makers as well as the general public has been bolstered through the preparation of a communication strategy in collaboration with national partners.

The programme implementation is expected to be completed by the end of 2009 and UNIFEM Regional office for the Commonwealth of Independent States (UNIFEM CIS) is planning to commission a final evaluation of the programme. Final evaluation has been an obligatory process of the programme implementation and is a strong requirement by the donor. It has been a part of the Managing for Results Framework (MRF) of the UNIFEM CIS Sub-regional Strategy 2008-2009.

The programme implementation is directly contributing to a number of Outcomes under the UNIFEM Global Strategic Plan, including Outcome 1, 5 and 7 and presents a unique experience, lessons learnt and knowledge that worth collecting, analyzing and disseminating among key partners and stakeholders in the sub-region.

This evaluation is an independent external evaluation, which has both - summative and formative components. It seeks to be a forward looking and learning exercise, rather than a pure assessment of UNIFEM programme in Moldova. The evaluation aims to assess critically what conditions and mechanisms enable or hinder UNIFEM's work in promoting gender equality issues into the national development agenda.

The evaluation will have the following objectives:

- Provide information on the learning processes of the Government, UN, NGOs, donors and other key players from the results of the mainstream actions undertaken by the programme;
- Review the achievements and problems encountered during the program implementation and the means of overcoming it;
- Assess the extent of progress towards achieving expected results as defined in the programme results Matrix;
- Identify the most effective strategies and methods for capacity development for further up-scaling.

It is expected that the results of the evaluation will be used as significant inputs for:

- Drawing out UNIFEM's lessons learnt, reflection and learning about work of the project on strengthening capacities of the Department of Equal Opportunities and women's NGOs to support implementation of national commitments on gender equality;
- The design and implementation of the possible follow-up programme.

2. Context of the programme

National Parliamentary election held in July 2009 resulted in increased number of women (25 out of 101 versus 22 in the previous parliament), but it was followed by less optimistic result at the level of the Government, where there is only 1 woman out of 22 top officials appointed to date at the decision making levels. However, the new Government has included a Gender Priority chapter within its four year plan (2009-2013) first time ever demonstrating its will for the practical fulfillment

of the Gender Equality Law. Another significant update from the recent changes in the Government structure is related to the fact that the Department on Equal Opportunities with 5 staff members kept at its current status and staffing, compared to the drastic changes happening with other key policy departments in the Ministry of Labor, Social Protection and Family, where the gender machinery is located.

The local elections held in Moldova in June 2007 were significant insofar as the opposition coalition took over regional administrations in two-thirds of Moldova's districts, leaving the remaining five districts to the ruling Communist Party (PCRM). The number of female mayors increased by 3% compared with the 2004 poll, bringing total representation to an unprecedented 18%. Women now represent 26.5% of all councillors in village councils, and 13.2% in district councils. Significant improvements in the area of gender equality have been made in Moldova over the past few years with the gender equality law, "Law on Ensuring Equal Opportunities for Women and Men" being adopted in February 2006, paving the way for the legal framework of the national mechanism at all levels.

The National Action Plan on Gender Equality for 2006 – 2009 was also adopted in August 2006. The Plan aimed to bring the country a step closer to the elimination of gender discrimination in the labour market, an increased public awareness and understanding of gender issues, the development of national institutional mechanisms to promote gender equality, the protection of women's health, and the combating of violence against women, men and children. A Governmental Committee on Gender Equality has also been created.

Demonstrating the UN body's insistence on the importance of national ownership to the long term sustainability of the project, UNIFEM helped to prioritize integrating some gender priorities into the National Development Strategy (NDS) for 2008-2011. Close collaboration with the Sida Moldova office has enabled UNIFEM to raise awareness among donors and the international community of the importance of a gender-sensitive NDS in the quest for improved gender equality. By incorporating gender equality into the NDS and making it an integral part of the plan, Moldova has moved a step closer to realizing MDG (Millennium Development Goal) no. 3 which aims to promote gender equality and to empower women. 1994 marked Moldova's accession to Convention on the Elimination of All Forms of Discrimination Against Women, CEDAW.

Despite the apparent willingness on the State's part to eradicate gender related discrimination and foster equality between women and men, implementation of commitments made to CEDAW as well as the pledges set out in the National Action Plans on gender equality has been slow, and the results achieved have proven to be unsustainable. This lack of progress has been largely attributed to insufficient clarity and understanding of gender equality and gender mainstreaming among government officials, politicians, and the wider public.

Although the Government has agreed to "ensure adherence to and effective implementation of core United Nations Conventions and related optional protocols" and to "continue efforts to ensure the equality of men and women in society and economic life, based on non-discrimination" when signing up to the EU-Moldova Action Plan (EU-MAP) for 2005 – 2007, the country's Economic Growth, and Poverty Reduction Strategy (EGPRS) for 2004 – 2006 was void of any reference to gender as a possible basis for discrimination. Also, the country's National Action Plan on Gender Equality remains a 'stand alone' initiative receiving no financial allocations in the state budget. Weak political will and institutional mechanisms, combined with insufficient human resources remain the most significant obstacles towards achieving effective implementation of the State's commitments to gender equality.

3. The Subject of Evaluation

The subject of the evaluation is the programme and its intended outcomes and outputs:

Priority Outcome 1: Political will enhanced and manifested by support at the policy and operational level to key priority areas for action.

1.1 National Strategy on Gender Equality developed (subsequently, the national Action plan on gender equality will be amended in accordance with the Gender equality Strategy)

1.2 Gender issues integrated in the National Development Strategy [*EGPRS and EUMoldova Action Plan reflecting the priority areas defined in the National Strategy on Gender equality*]

Priority Outcome 2: National capacities and mechanisms to develop policies on gender are strengthened and used to implement actions in priority areas.

2.1 Enhanced national capacities for gender responsive policy making and implementation

2.2 Gender impact analysis of at least 4 sectoral programmes undertaken, recommendations made and accepted by the ministries

2.3 Gender responsive budgeting piloted in selected sectoral priority areas

2.4 A Task Force of Gender Focal Points established and functional for promoting gender issues in policy making and implementation

Priority Outcome 3: Monitoring and accountability of progress on gender equality in priority areas are exchanged through strengthened mechanisms, including sex-disaggregated data and gender-responsive indicators along common standards and agreements.

3.1. Enhanced capacity for use of sex disaggregated data for monitoring implementation of national gender commitments (EGPRS, MDGs, BPFA)

3.2 A set of Gender Mainstreaming Guidelines adopted to Moldova specificities and used as a practical tool by policy makers and civil servants

The acceptance that gender equality is a prerequisite for sustainable development at national policy level has been the underpinning of the thinking behind the defined objectives of this programme in Moldova. UNIFEM is placing an important emphasis on this being a participatory evaluation, with a view to optimizing the opportunities for collective learning among the project's stakeholders in Moldova.

Key partners to be involved into the evaluation process from drafting ToR to commenting draft evaluation report and using its findings (those who will be also included in the group discussions and individual interviews) should include:

- UNIFEM staff and staff of UNDP/UNCT and other relevant UN organizations, as well as donors present in the country;
- UN Theme Group on Human Rights, Justice and Gender
- Donors Group on Gender as well as overall donors present in the country;
- Ministry of Labor, Social Protection and Family;
- Ministry of Economy and Trade,
- National Bureau of Statistics
- Other Governmental partners (sectoral ministries, etc.);
- CSO's, including academia, NGOs, media etc. who have participated in programme implementation;
- Beneficiaries of activities (individuals and groups who have participated in activities like training).

4. Scope of the Evaluation and Evaluation Questions

The evaluation of the programme is planned to be completed between December, 2009 and February 2010. The country covered by this evaluation is the Republic of Moldova, where the

project has been implemented. Thematic coverage of the evaluation is governance and specific issues to be considered: mainstreaming gender equality aspects into the national development planning.

The evaluation will address the criteria of ***Programme Efficiency, Effectiveness, Relevance and Sustainability***. More specifically, the evaluation will address the following issues:

1. To what extent did the project reach the planned results and how the context influenced the final result/sustainability? What was not achieved in full and what can be recommended for the future to inform UNIFEM programming, and ensure necessary follow up from the Government, Donors and CSOs.
2. What are the unexpected results? What was achieved by the program beyond the planned results? How the program was responsive to the emerging priority/strategic needs of the Government and Donors in the field of Gender Equality and Women's Human Rights?
3. To what extent the Department for Equal Opportunities (DEO) was supported and the capacity of the DEO staff, gender focal points within line ministries and government committee built? What are the key recommendations for further capacity building strategy? How capacities built by the program brought in the achieved results?
4. To what extent the capacities of the CSOs were strengthened by the program to meaningfully participate in policy-making process? What were successes and weaknesses of the project strategies and approaches to this work?
5. What were the key approaches and strategies the project used in achieving its outcomes? What worked and what did not and why? What can be taken further for the new program and partners follow-up activities?

5. Evaluation Approach

The present final evaluation shall build upon the mid-term evaluation of the programme "Promoting Gender Equality in National Development Policies and Plans in Moldova" held at the end of 2008 and will be based on a proposed methodology and validated by UNIFEM CIS SRO in consultation with the UNIFEM Evaluation Unit.

The final evaluation will ensure that key stakeholders will be consulted throughout the entire process and it will be results-oriented and provide evidence of achievement of expected outputs through the use of quantitative and qualitative methods. The methodology for the final evaluation shall include the following:

- a. Preliminary desk reviews of all relevant documents on the programme, the programme document, logframe, implementation plan, monitoring reports, donor reports, existing national and international reports on gender equality status, etc. This will be done prior to any field visit, focus group discussion, or individual interviews. Preliminary discussions with the programme staff from UNIFEM CIS SRO and Moldova project unit will also take place within this period.
- b. Field visits to the country at different stages of the process.
- c. Group discussions with key partners: a series of semi-structured interviews and focus groups with the programme management staff, national partners, counterparts, beneficiaries are envisaged to be conducted under this stage. This can include survey among participants of various capacity building trainings and events undertaken by the program since the start of the

program. It can include participants of major trainings organized by the program in the areas of gender and gender mainstreaming, gender statistics, gender responsible budgeting, etc. The consultative element of this stage is crucial for building up a consensus about the programme's overall rationale and desired outcomes and, more specifically, how these work. The good practices and their supporting mechanisms will be mapped and grouped according to the specific programme strands. Data from different research sources will be triangulated to increase its validity. Field visit/s will be organized to facilitate the process of evaluation. This stage is aiming to contribute to an overall understanding of UNIFEM's programme contribution to the achievement of gender equality in the country, and draw out key good practices that deserve replication and upscaling that will provisionally inform the next stage of the programme.

The proposed approach and methodology has to be considered as flexible guidelines rather than final standards; and the evaluators will have an opportunity to make their inputs and propose changes in the evaluation design. It is expected that the Evaluation Team will further refine the approach and methodology and submit their detailed description in the proposal and Inception Report. In addition, the refined approach and methodology by the Evaluation Team should incorporate Human Rights and Gender Equality perspectives.

6. Expected Results and Timeframe

As a logical result of the completion of the desk review it is expected that the Evaluation Team will submit an **inception report**, which contains evaluation objectives and scope, description of evaluation methodology/methodological approach, data collection tools, data analysis methods, key informants/agencies, evaluation questions, performance criteria, issues to be studied, work plan and reporting requirements.

As a result of the completion of the field visits and surveys and interviews with the partners, it is envisaged that several key products will be submitted, namely: **Progress Report** of the Field work to UNIFEM Sub-regional office and key internal and external stakeholders, **Power Point presentation** on preliminary findings, lessons learned, and recommendations, **Draft full report** highlighting key evaluation findings and conclusions, lessons and recommendations (shall be done in a specific format). The draft report will be discussed with the national partners to ensure participation and involvement of the national stakeholders.

Afterwards a **Final evaluation report** and five-page **executive summary** are expected to be submitted to the UNIFEM CIS Sub-regional office incorporating all comments and feedback collected from all partners involved.

"Quality Criteria for UNIFEM evaluation reports" should be followed (see Annexes to the present ToR for detailed information). These quality criteria are intended to serve as a guide for preparing meaningful, useful and credible evaluation reports. It does not prescribe a definite format that all evaluation reports should follow but rather indicates the contents that need to be included in quality reports.

Format of the final evaluation report shall include the following chapters: Executive Summary (maximum five pages), Programme description, Evaluation purpose, Evaluation methodology, Findings, Lessons learnt, Recommendations and Annexes (including interview list, data collection instruments, key documents consulted, Terms of Reference).

The return travel to Moldova, accommodation, daily subsistence, will be paid for the period of Evaluator's work in Moldova. Translation/interpretation, secretarial assistance will be provided to the international evaluation consultant during his/her stay in Moldova.

Language of all deliverables: English.

The timeframe allocated for the completion of the above indicated products: December 15, 2009 – February 28, 2010

Product / Activity		Estimated number of working days
Stage 1 Key product – preliminary desk reviews, discussions with partners and inception report		
Inception report of the evaluation team, which includes the evaluation methodology and the timing of activities and deliverables	Within two weeks upon signing the contract, but not later than December 30, 2009	6
Stage 2 Key Product – Evaluation Report		
Data collection (including field work)	From January 15, 2010	10
Progress Report of the Field work to UNIFEM CIS Sub-regional office and key internal and external stakeholders	January 30, 2010	4
Power Point presentation on preliminary findings, lessons learned, and recommendations	February 15, 2010	15
Draft full report highlighting key evaluation findings and conclusions, lessons and recommendations. A consultation with the key programme partners and stakeholders shall take place to validate the key findings of the report and collect feedback and recommendations to inform the final evaluation report.	February 15, 2010	
Final evaluation report and five-page executive summary	February 26, 2010	10
TOTAL number of working days:		45

7. Composition, Skills and Experience of the Evaluation Team

A team of external international evaluator and national consultant will undertake the evaluation, having experience linked to evaluation, gender equality and economic policy with specific knowledge of gender responsive planning, budgeting and monitoring.

Here are key requirements to the International Evaluator only. National consultant will have a separate Terms of Reference with specific tasks to support overall work of the International Evaluator. It's important to note that the national consultant shall also possess an expertise in conducting gender-sensitive and rights-based evaluations so to be also able to contribute to the substance not only be in supporting role.

Competencies

Technical/Functional:

- Extensive knowledge and experience in evaluation and application of quantitative and qualitative methods.
- A strong record in designing and leading evaluations.
- Experience in gender analysis and human rights.

- Familiarity with the European gender equality norms and standards, taking into consideration Moldova's EU aspiration and its Neighborhood policy with the EU.
- Experience in working with multi-stakeholders essential: governments, CSOs, and the UN/multilateral/bilateral institutions. Experience in participatory approach is an asset. Facilitation skills and ability to manage diversity of views in different cultural contexts.
- Experience in capacity development essential.
- Familiarity with the country covered by the programme is an asset.
- Ability to produce well written reports demonstrating analytical ability and communication skill. Proven ability to undertake self-directed research.
- Ability to work with the organization commissioning the evaluation and with other evaluation stakeholders to ensure that a high quality product is delivered on a timely basis.
- Excellent writing skills, ability to write in a structured, lucid and concise manner, without losing the depth of the substance

Corporate Competencies:

- Demonstrates integrity by modeling the UN's values and ethical standards.
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.

Required Skills and Experience

- At least a master's degree; in social science
- 10 years of working experience in evaluation, and at least 5 in evaluation of development programmes
- Experience in evaluation of programs with budget over USD 1million.
- 5 years of experience and background on gender equality and economic policy with understanding of gender responsive planning, budgeting and monitoring.
- Fluent in English, knowledge of Russian or Romanian would be an asset.

8. Management of the evaluation

The UNIFEM CIS Regional Office will manage the final evaluation under overall supervision of the UNIFEM CIS Regional Programme Director and guidance from Programme Specialist. During the evaluation process, it will consult with UNIFEM Evaluation Unit, and Europe Section in HQ as may be necessary. Coordination in the field including logistical support will be the responsibility of the Moldova Programme office.

This is a consultative/participatory final evaluation with a strong learning component. The management of the evaluation will ensure that key stakeholders will be consulted.

After the completion of the final evaluation, a final stage of the process will take place, including the dissemination strategy for sharing the lessons learnt, and the management response of the final evaluation results. These activities will be managed by the UNIFEM CIS Regional Office.

9. Ethical code of conduct for the evaluation

The following documents are appended to the present TOR for the evaluator's attention and review:

- Quality Criteria for Selection of Proposals
- UN Evaluation Group norms and standards for evaluation
- Programme document
- UNIFEM RBM manual (upon request)

10. Application Process

To apply, the prospective applicants should submit:

- 1) CV, outlining their relevant professional experience;
- 2) Cover Letter, stating their interest in and qualifications for the consultancy;
- 3) Proposal that includes evaluation approach and preliminary work plan;
- 4) Honorarium expectations (daily fee);
- 5) Two references;
- 6) At least two recent evaluation reports as samples of previously accomplished assignments, preferably in the field of gender equality and women's advancement.

Kindly send your application to Yelena Kudryavtseva, Programme Specialist, UNIFEM CIS Regional Office: Yelena.kudryavtseva@unifem.org

Deadline for application: **November 26, 2009**

Quality Criteria for UNIFEM evaluation reports

These quality criteria are intended to serve as a guide for preparing meaningful, useful and credible evaluation reports. It does not prescribe a definite format that all evaluation reports should follow but rather indicates the contents that need to be included in quality reports. The description that follows is derived from UNEG quality criteria and ethical standards for evaluations.

ELEMENTS TO BE INCLUDED IN EVALUATION REPORT	
1. Basic key information	<p>The title pages include the name of:</p> <ol style="list-style-type: none"> 1. The subject (i.e. activity, programme, policy etc.) being evaluated; 2. Name and organization(s) of the evaluators; 3. Name of the organization(s) that commissioned the evaluation. 4. The date.
2. Executive summary	<p>A short stand-alone synopsis of the substantive elements of the evaluation report provides the uninitiated reader with a clear understanding of what was found and recommended and what has been learnt from the evaluation. It includes:</p> <ol style="list-style-type: none"> 1. Brief description of the subject being evaluated; 2. Context, present situation, and description of the subject; 3. Purpose of evaluation; 4. Objectives of evaluation; 5. Intended audience; 6. Short description of methodology, including rationale for choice of methodology, data sources used, data collection & analysis methods used, and major limitations; 7. Most important findings & conclusions; 8. Main recommendations.
3. Purpose of the evaluation	<p>Purpose of the evaluation is described including:</p> <ol style="list-style-type: none"> 1. why the evaluation is being done 2. how it will be used 3. what decisions will be taken after the evaluation is complete 4. the context of the evaluation is described to provide an understanding of the setting in which the evaluation took place.
4. Evaluation objectives and scope	<ol style="list-style-type: none"> 1. The evaluation report provides a clear explanation of the objectives and scope of the evaluation. 2. The limits of the evaluation are acknowledged. 3. The original evaluation questions are explained, as well as those that were added during the evaluation. 4. An explanation of the evaluation criteria used is provided and the rationale for not using a particular criterion is explained 5. Any limitations in applying the evaluation criteria are explained. 6. Performance standards or benchmarks used in the evaluation are described.

5. Evaluation Methodology	<ol style="list-style-type: none"> 1. Data sources; 2. Description of data collection methods and analysis (including level of precision required for quantitative methods, value scales or coding used for qualitative analysis); 3. Description of sampling (area and population to be represented, rationale for selection, mechanics of selection, numbers selected out of potential subjects, limitations to sample); 4. Reference indicators and benchmarks, where relevant (previous indicators, national statistics, etc.); 5. Evaluation team, including the involvement of individual team members; 6. The evaluation plan; 7. Key limitations.
6.Context of subject	An explanation of context contributes to the utility and accuracy of the evaluation.
7.Description of the subject	<p>The subject being evaluated is clearly described. Information is also provided on:</p> <ol style="list-style-type: none"> 1. Purpose & goals 2. logic model and/or the expected results chain and intended impact 3. implementation strategy and key assumptions 4. importance, scope and scale of the subject being evaluated; 5. the recipients / intended beneficiaries 6. budget figures 7. stakeholders - their roles & contributions to the subject being evaluated (financial resources, in-kind contributions, technical assistance, participation, staff time, training, leadership, advocacy, lobbying, and any contributions from primary stakeholders, such as communities. An attempt is made to clarify what partners contributed to which outcome.)
8. Findings	<ol style="list-style-type: none"> 1. Inputs, outputs, and outcomes / impacts are measured to the extent possible (or an appropriate rationale given as to why not). 2. Findings regarding inputs for the completion of activities or process achievements are distinguished clearly from outputs, outcomes and impact. 3. Outcomes and impacts include any unintended effects, whether beneficial or harmful. 4. Additionally, any multiplier or downstream effects of the subject being evaluated are included. 5. To the extent possible, each of these are measured either quantitatively or qualitatively. In using such measurements, benchmarks are referred to. 6. The report makes a logical distinction in the findings, showing the progression from implementation to results with an appropriate measurement and analysis of the results chain, or a rationale as to why an analysis of results was not provided. 7. Findings cover all of the evaluation objectives and use the data collected.
9. Analysis	<ol style="list-style-type: none"> 1. Results attributed to the subject being evaluated are related back to the contributions of different stakeholders. There is a sense of proportionality between the relative contributions of each, and the results observed. (If such an analysis is not included in the report, the reason why it was not done has been clearly indicated.) 2. Reasons for accomplishments and difficulties of the subject being evaluated, especially constraining and enabling factors, are identified to the extent possible. 3. An evaluation report goes beyond a mere description of implementation and outcomes and include an analysis, based on the findings, of the underlying causes, constraints, strengths on which to build on, and opportunities. 4. External factors contributing to the accomplishments and difficulties are identified and

	<p>analyzed to the extent possible, including the social, political or environmental situation.</p> <p>5. An understanding of which external factors contributed to the success or failure of a subject being evaluated helps determine how such factors will affect the future of the subject being evaluated, or whether it could be replicated elsewhere.</p>
10. Conclusions	<ol style="list-style-type: none"> 1. The logic behind conclusions and the correlation to actual findings are clear. 2. Simple conclusions that are already well known and obvious are not useful are avoided 3. Tentative conclusions regarding attribution of results, include detailing of what is known and what can plausibly be assumed in order to make the logic from findings to conclusions more transparent and credible <p>Conclusions are:</p> <ol style="list-style-type: none"> 4. substantiated by findings consistent with data collected and methodology, 5. Represent insights into identification and/or solutions of important problems or issues. 6. add value to the findings. 7. focus on issues of significance to the subject being evaluated, determined by the evaluation objectives and the key evaluation questions.
11. Recommendations	<p>Recommendations are:</p> <ol style="list-style-type: none"> 1. firmly based on evidence and analysis 2. relevant (to subject, ToR & objectives of the evaluation) 3. realistic, with priorities for action made clear 4. formulated in a clear and concise manner 5. prioritized to the extent possible and state responsibilities and the time frame for their implementation.
12 . Lessons learnt	<p>(Not all evaluations generate lessons).</p> <ol style="list-style-type: none"> 1. Lessons drawn represent contributions to general knowledge. 2. They are well supported by the findings and conclusions of the evaluation and are not a repetition of common knowledge. 3. The analysis presents how lessons can be applied to different contexts and/or different sectors, and takes into account evidential limitations such as generalizing from single point observations.
13. Annexes	<ol style="list-style-type: none"> 1. Terms of Reference for the evaluation. 2. Additional methodology related documentation such as evaluation matrix, data collection instruments: questionnaires, interview guide(s), observation protocols, etc. as appropriate. 3. Lists of individuals or groups interviewed or consulted and sites visited. 4. List of supporting documents reviewed. 5. Project or Programme results model or results framework. 6. Summary tables of findings, such as tables displaying progress towards outputs, targets, goals relative to established indicators. 7. Short biographies of the evaluators and justification of team composition.

<p>14. Gender equality and human rights</p>	<p>The evaluation report indicates the extent to which gender issues and relevant human rights considerations were incorporated where applicable:</p> <ol style="list-style-type: none"> 1. how gender issues were implemented as a cross-cutting theme in programming, and if the subject being evaluated gave sufficient attention to promote gender equality and gender-sensitivity; 2. whether the subject being evaluated paid attention to effects on marginalized, vulnerable and hard-to-reach groups; 3. whether the subject being evaluated was informed by human rights treaties and instruments; 4. to what extent the subject being evaluated identified the relevant human rights claims and obligations; 5. how gaps were identified in the capacity of rights-holders to claim their rights, and of duty-bearers to fulfill their obligations, including an analysis of gender and marginalized and vulnerable groups, and how the design and implementation of the subject being evaluated addressed these gaps; 6. how the subject being evaluated monitored and viewed results within this rights framework.
<p>15. Stakeholder participation</p>	<ol style="list-style-type: none"> 1. The evaluation gives a complete description of stakeholders' participation in the evaluation process. 2. Participation includes both primary and secondary stakeholders (key stakeholders) and a rationale for why the different stakeholders were selected for participation. 3. The methodology involves using participatory techniques that are clearly described. 4. There is evidence of key stakeholders playing in active and meaningful part throughout the entire evaluation process.
<p>16. Ethical safeguards</p>	<p>The evaluation report includes a discussion of the extent to which the evaluation design included ethical safeguards where appropriate. This includes protection of the confidentiality, dignity, rights and welfare of human subjects, including children, and respect for the values of the beneficiary communities.</p>
<p>17. Clear communication</p>	<p>Clear, precise and professional language used. Correct terminology and grammar. Highly reader friendly. Useful graphs and tables are included.</p>

ETHICAL GUIDELINES FOR EVALUATION

21 July 2007

The Ethical Guidelines for Evaluation were formally approved by UNEG members at the UNEG Annual General Meeting 2008

INTRODUCTION

1.1 Basis

The UNEG ethical guidelines for evaluation are based on commonly held and internationally recognized professional ideals. The Guidelines have been drawn up with reference to relevant texts (see Annex 1), principal among them the UN Norms and Standards for Evaluation.

All staff members of the United Nations are subject to the Standards of Conduct for the International Civil Service¹, which obliges staff to conduct themselves in accordance with the highest standards of integrity as enshrined in the Charter of the United Nations (see Annex 2 for relevant extracts). These Guidelines are consistent with the Standards of Conduct.

These Guidelines expand on the Ethical Code of Conduct for Evaluation on the UN System.

1.2 Purpose

Aspiring to ethical conduct in evaluation is important for a number of reasons;

- a) *Responsible use of power* – the power to commission an evaluation implies a responsibility towards all those involved in the evaluation for the proper conduct of the evaluation
- b) *Ensuring Credibility* – with a fair, impartial and complete assessment, stakeholders are more likely to have faith in the results of an evaluation and so take note of the recommendations arising
- c) *Responsible use of resources* – ethical conduct in evaluation increases the chances of acceptance by the parties to the evaluation and therefore the likelihood that the investment in the evaluation will result in improved outcomes

1.3 Application

These Guidelines apply to the conduct of evaluation in all UN agencies² whether by staff members, external consultants, or evaluators from partner organizations. Individual agencies may impose additional obligations related to evaluation of activities specific to their mandate.

ETHICAL CONDUCT IN EVALUATION – A SHARED RESPONSIBILITY

All those engaged in designing, conducting and managing evaluation activities should aspire to conduct high quality work guided by professional standards and ethical and moral principles. The integrity of evaluation is especially dependent on the ethical conduct of key actors in the evaluation process, including:

- a) *Evaluators* - conducting evaluation, whether UN staff members, external consultants, or evaluators from partner organisations and governments

¹ Originally prepared in 1954 by the International Civil Service Advisory Board, updated by the International Civil Service Commission in 2001, and welcomed by the General Assembly Resolution 56/244

² 'UN Agency' is used here for the multiple organisation forms in the UN system – funds, programmes, specialised agencies and affiliated organisations

- b) *Evaluation Manager* - charged with the management of evaluation exercises
- c) *Director of Evaluation* - the individual head of the evaluation office or unit charged with the management of the evaluation function within the UN agency (and, in some agencies, oversight of a decentralized evaluation function)
- d) *Evaluation Office* - the office or unit within the agency carrying the primary responsibility for the evaluation function
- e) *Evaluation Commissioner* – the party requesting and/ or overseeing the evaluation (in some cases the roles of evaluation manager and commissioner may be combined)

ETHICAL PRINCIPLES IN EVALUATION

3.1 Intentionality of Evaluation

3.1.1 Utility

Evaluations should be designed to help organisations address and effectively serve the needs of the full range of participants (see also 3.3 Participants). Evaluations are valuable to the extent to which they serve the information and decision-making needs of intended users, including answering the questions posed of the evaluation by its commissioners.

3.1.2 Necessity

Evaluation involves the expenditure of time and financial resources and, even where mitigated, can lead to disruption, invasion of privacy and exposure to risks. Therefore evaluations shall only be commissioned where they are necessary and the effort justified in terms of the benefits likely to accrue from the evaluation exercise.

3.2 Obligations of Evaluators

3.2.1 Independence

Evaluation in the United Nations systems should be demonstrably free of bias. To this end, evaluators are recruited for their ability to exercise independent judgement. Evaluators shall ensure that they are not unduly influenced by the views or statements of any party. Where the evaluator or the evaluation manager comes under pressure to adopt a particular position or to introduce bias into the evaluation findings, it is the responsibility of the evaluator to ensure that independence of judgement is maintained. Where such pressures may endanger the completion or integrity of the evaluation, the issue will be referred to the evaluation manager and, where necessary, the director of evaluation, who will discuss the concerns of the relevant parties and decide on an approach which will ensure that evaluation findings and recommendations are consistent, verified and independently presented. (See also 3.2.4 Conflict of Interest)

3.2.2 Impartiality

Evaluations must give a comprehensive and balanced presentation of strengths and weaknesses of the policy, program, project or organizational unit being evaluated, taking due account of the views of a diverse cross-section of stakeholders. Evaluators shall:

- a) Operate in an impartial and unbiased manner at all stages of the evaluation.
- b) Collect diverse perspectives on the subject under evaluation
- c) Guard against distortion in their reporting caused by their personal views and feelings.

3.2.3 Credibility

Evaluation shall be credible and based on reliable data and observations. Evaluation reports shall show evidence of consistency and dependability in data, findings, judgements and lessons learned; appropriately reflecting the quality of the methodology, procedures and analysis used to collect and interpret data. Evaluation managers and evaluators shall endeavour to ensure that each evaluation is accurate, relevant, and timely and provides a clear, concise and balanced presentation of the evidence, findings, issues, conclusions and recommendations.

3.2.4 Conflicts of Interest

Conflicts of interest shall be avoided as far as possible so that the credibility of the evaluation process and product shall not be undermined. Conflicts of interest may arise at the level of the Evaluation Office, or at that of individual staff members or consultants. Conflicts of interest should be disclosed and dealt with openly and honestly.

Evaluators are required to disclose in writing any past experience, of themselves, their immediate family, close friends or associates, which may give rise to a potential conflict of interest.

Evaluators engaged by a UN agency shall not have had any responsibility for the design, implementation or supervision of any of the projects, programs or policies that they are evaluating.

Under exceptional circumstances, it may be necessary to engage an evaluator who has a past connection with the object of the evaluation, for example where there is very small pool of competent experts. In such a case, measures to safeguard the integrity of the evaluation shall be adopted and such measures shall be disclosed in the evaluation report. The director of evaluation shall ensure that the evaluator in question is not appointed as evaluation manager or evaluation team leader.

The Evaluation Office shall avoid any conflict of interest, which might arise, or appear to arise, as a result of the acceptance of any form of external support or assistance. For example, the acceptance of supplementary funding for any of its activities, from bilateral or multilateral agencies or other parties shall be carefully considered and managed. Such funding must not lead to any bias in the evaluation approach, opinion, or findings. The director of evaluation shall carefully assess any offer of assistance to ensure the necessary independence of judgement from any contributing parties and to prevent any undue influence over the work of the Office.

3.2.5 Honesty and Integrity

Successful evaluation depends on the honesty and integrity of the entire evaluation process. Evaluators shall: a) Accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments for which they do not have the skills and experience to successfully complete

- b) Negotiate honestly the costs, tasks to be undertaken, limitations of methodology, scope of results likely to be obtained, and uses of data resulting from the evaluation
- c) Accurately present their procedures, data and findings, including ensuring that the evaluation findings are not biased to make it more likely that the evaluator receives further commissions from the Client
- d) As far as possible, prevent or correct misuse of their work by others.
- e) Decline evaluation assignments where the client is unresponsive to their expressed concerns that the evaluation methodology or procedures are likely to produce a misleading result. (If declining the assignment is not feasible, the evaluator shall record his/her dissent either in the evaluation report or otherwise).

3.2.6 Accountability

Evaluators are accountable for the completion of the evaluation as agreed with the Client. Specifically, evaluators shall:

- f) Complete the evaluation deliverables within the timeframe and budget agreed
- g) Exercise prudence and probity in fiscal decision-making so that evaluation expenditures are properly accounted for and the client receives value for money
- h) Give the evaluation manager early notice of any change to the evaluation plan or any risks to the successful completion of the evaluation and record the reasons for any changes made to the evaluation plan

3.3 Obligations to Participants

Evaluations shall be designed and conducted to respect and protect the rights and welfare of human subjects and the communities of which they are members, in accordance with the UN Universal Declaration of Human Rights and other human rights conventions.

3.3.1

Respect for Dignity and Diversity

Evaluators shall:

- a) Respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, and be mindful of the potential implications of these differences when planning, carrying out and reporting on evaluations, while using evaluation instruments appropriate to the cultural setting

b) Keep disruption to a minimum while needed information is obtained, providing the maximum notice to individuals or institutions they wish to engage in the evaluation, optimizing demands on their time, and respecting people's right to privacy.

3.3.2 Rights

In including individuals or groups in the evaluation, evaluators shall ensure:

- a) Right to Self-Determination. Prospective participants should be treated as autonomous agents and must be given the time and information to decide whether or not they wish to participate and be able to make an independent decision without any pressure or fear of penalty for not participating.
- b) Fair Representation. Evaluators shall select participants fairly in relation to the aims of the evaluation, not simply because of their availability, or because it is relatively easy to secure their participation. Care shall be taken to ensure that relatively powerless, 'hidden', or otherwise excluded groups are represented.
- c) Compliance with codes for vulnerable groups. Where the evaluation involves the participation of members of vulnerable groups, evaluators must be aware of and comply with legal codes (whether international or national) governing, for example, interviewing children and young people.
- d) Redress. Stakeholders receive sufficient information to know a) how to seek redress for any perceived disadvantage suffered from the evaluation or any projects it covers, and b) how to register a complaint concerning the conduct of an Implementing or Executing Agency.

3.3.3 Confidentiality

Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality. Evaluators must ensure that sensitive information cannot be traced to its source so that the relevant individuals are protected from reprisals.

3.3.4 Avoidance of Harm

Evaluations can have a negative affect on their objects or those who participate in them. Therefore evaluators shall seek to: minimise risks to, and burdens on, those participating in the evaluation; and seek to maximize the benefits and reduce any unnecessary harms that might occur from negative or critical evaluation, without compromising the integrity of the evaluation.

3.4 Evaluation Process and Product

3.4.1 Accuracy, Completeness and Reliability

Evaluators have an obligation to ensure that evaluation reports and presentations are accurate, complete and reliable. In the evaluation process and in the production of evaluation products, evaluators shall:

- a) Carry out thorough inquiries, systematically employing appropriate methods and techniques to the highest technical standards, validating information using multiple measures and sources to guard against bias, and ensuring errors are corrected
- b) Describe the purposes and content of object of the evaluation (programme, activity, strategy) clearly and accurately.
- c) Present openly the values, assumptions, theories, methods, results, and analyses that significantly affect the evaluation, from its initial conceptualization to the eventual use of findings.
- d) Examine the context in enough detail so its likely influences can be identified (for example geographic location, timing, political and social climate, economic conditions)
- e) Describe the methodology, procedures and information sources of the evaluation in enough detail so they can be identified and assessed.
- f) Make a complete and fair assessment of the object of the evaluation, recording of strengths and weaknesses so that strengths can be built upon and problem areas addressed.
- g) Provide an estimate of the reliability of information gathered and the replicability of results (ie how likely is it that the evaluation repeated in the same way would yield the same result?)
- h) Explicitly justify judgements, findings and conclusions and show their underlying rationale so that stakeholders can assess them
- i) Ensure all recommendations are based on the evaluation findings only, not on their or other parties' biases

3.4.2 Transparency

Transparency and consultation with the stakeholders are essential features of evaluation. The Evaluation Office and the evaluation team leader shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings.

Stakeholders shall be consulted on the Terms of Reference (TOR) for the evaluation and their views taken into account in the final TOR. The Evaluation Manager shall carefully balance the views and requirements of stakeholders, ensuring that the evaluation retains a clear focus and that sound evaluation principles are not compromised by the wishes of stakeholders.

Evaluation methodology shall be disclosed in advance of the evaluation and clearly described in the evaluation report, including the assumptions and values underlying the evaluator's judgements. Evaluation documents shall be easily readable and specify their information sources and approaches.

Evaluation reports shall make the link between evidence, findings, conclusions and recommendations transparent, persuasive and proportionate to the body of evidence collected.

3.4.3 Reporting

The formal parties to an evaluation should ensure that the full set of evaluation findings along with pertinent limitations are made accessible to the persons affected by the evaluation, and to any others with legitimate claims or rights to receive the results, in relevant language(s).

As a norm, all evaluation reports shall be made public. Evaluation reports will only be withheld from publication for compelling reasons and in accordance with relevant rules within each agency. The director of evaluation shall ensure high standards in accessibility and presentation of published reports and use a range of channels to reach audiences through, for example, electronic and interactive channels, knowledge networks, communities of practice, presentations at relevant conferences, as well as appropriate publications.

At country level, evaluation findings shall be presented and discussed at the appropriate national or local level, to enable stakeholders to respond to them, and ideally before the evaluation report is complete.

All materials generated in the conduct of the evaluation are the property of the agency and can only be used by permission. Responsibility for distribution and publication of evaluation results rests with the Evaluation Office. With the permission of the agency, evaluation consultants may make briefings or unofficial summaries of the results of the evaluation outside the agency.

Original data, including interview records and meeting notes will be retained in confidential files until completion of the evaluation. The director of evaluation shall determine an appropriate time for further retention, after which such data shall be securely disposed of in accordance with any Agency policy on the disposal of records. Databases of unpublished information on individual project activities shall be securely stored in the Evaluation Office and available for use only by the Office's staff and consultants, and only released to consultants in a manner which will maintain confidentiality and evaluation integrity.

3.4.4 Omissions and wrongdoing

Where evaluators find evidence of wrong-doing or unethical conduct, they are obliged to report it, whether or not such conduct relates directly to the evaluation Terms of Reference. Evaluators shall inform the Evaluation Manager who will in turn agree with the Evaluation Director on the most appropriate channel for reporting wrong-doing. Details of any wrong-doing, including names or events, shall only be divulged to the proper oversight authority.

4 OBLIGATIONS OF EVALUATION MANAGERS AND COMMISSIONERS

Over and above evaluators' responsibilities, evaluation managers and commissioners have particular duties, including:

4.1 Evaluation Managers have a duty to

- a) Appoint trustworthy, competent and independent-minded evaluators with the appropriate mix of experience, expertise and competencies, and with an appropriate diversity in gender, ethnicity, religion and language.
- b) Consult with evaluators and other interest groups if significant changes are required to the design or delivery of the evaluation.

- c) Provide the evaluators with access to the documentation and data required for evaluation purposes.
- d) Communicate openly and have respect for people involved in the evaluation and keep the evaluation team informed of changes in circumstances affecting the evaluation.
- e) Respect the evaluators' duty to keep their sources of information anonymous.
- f) Anticipate the different positions of various interest groups and minimise attempts to curtail the evaluation or bias or misapply the results.
- g) Design the evaluation to encourage stakeholders to follow-through and maximize the use of the evaluation results.
- h) Provide all evaluation team members with an opportunity to disassociate themselves from particular judgements and recommendations, with unresolved differences of opinion within the team acknowledged in the evaluation report.

4.2 Evaluation Commissioners have a duty to:

- a) Consult with all parties to the evaluation to support the development of a relevant, realistic and viable specification.
- b) Make clear from the outset how the evaluation report will be used and disseminated.
- c) Operate a tendering procedure that is transparent and fair and accordance with agency procedure, making explicit the criteria upon which a tender decision will be made.
- d) Ensure that the ideas or intellectual property provided within proposals submitted by potential evaluators is not exploited or otherwise misused.
- e) Preserve the integrity of the evaluation findings, for example by not quoting selectively from the evaluation findings or publicising them out of context.
- f) Disseminate interim findings and evaluation reports to intended users so they can be used in a timely fashion.
- g) Provide the results of evaluations to stakeholders in countries they cover, including government ministries and other partners.

ANNEX 1

Source Material

1. GEF Evaluation Office Ethical Guidelines, November 6, 2006
2. CIDA evaluation manual
3. American Evaluation Society Guiding Principles for Evaluators
4. Canadian Evaluation Society Guidelines for Ethical Conduct
5. UN Standards for Evaluation (2005)
6. Guidelines for evaluation commissioners, UK Evaluation Society
7. Programme Evaluation Standards (from UNICEF evaluation training module)
8. Presentation: 'Commissioning and managing evaluations', Nordic Consulting Group, EES-UKES 2006 Joint International Conference, London, UK, October 2006
9. UN Standards for Evaluation (2005)
10. Sourcebook for Evaluating Global and Regional Partnership Programs - Indicative Principles and Standards: Chapter Ethical and Professional Conduct of Evaluations Principles and Norms, World Bank, 2006
11. Ethical Guidelines for Gathering Information from Children and Adolescents – USAID, Horizons, Family Health International, UNICEF (draft 2004)]

ANNEX 2

Extracts from Standards of Conduct for the International Civil Service (revised 2001) relevant to the work of UN staff engaged in Evaluation

For the full text, see for example,

<http://209.85.165.104/search?q=cache:yIxsX53iZwIJ:www.unops.org/NR/rdonlyres/AA25D675-E191-4226-9F91-352C6D6CC036/0/StandardsofConduct.pdf+UN+Standards+of+Conduct+International+Civil+Service+2001+United+Nations+Assembly+Resolution+56/244&hl=en&ct=clnk&cd=1&gl=us>

The ICSC *Framework for Human Resources Management*, approved by the

General Assembly in 2000, illustrates the overarching nature of *the Standards of Conduct*, noting that they are linked to all elements of the *Framework and states* that "although organizations' internal cultures may vary, they face similar ethical

challenges. Standards for ethical conduct promote common values and define the behaviour and performance expected of international civil servants".

#2...It is incumbent on international civil servants to adhere to the highest standards of conduct; for, ultimately, it is the international civil service that will enable the United Nations system to bring about a just and peaceful world.

Guiding Principles

#3. The values that are enshrined in the United Nations organizations must also be those that guide international civil servants in all their actions: fundamental human rights, social justice, the dignity and worth of the human person and respect for the equal rights of men and women and of nations great and small.

#5. The concept of integrity enshrined in the Charter of the United Nations embraces all aspects of behaviour of an international civil servant, including such qualities as honesty, truthfulness, impartiality and incorruptibility. These qualities are as basic as those of competence and efficiency, also enshrined in the Charter.

#6. Tolerance and understanding are basic human values. If the impartiality of the international civil service is to be maintained, international civil servants must remain independent of any authority outside their organization; their conduct must reflect that independence.

#9. Impartiality implies tolerance and restraint, particularly in dealing with political or religious convictions. While their personal views remain inviolate, international civil servants do not have the freedom of private persons to take sides or to express their convictions publicly on controversial matters, either individually or as members of a group. This can mean that, in certain situations, personal views should only be expressed with tact and discretion.

#13. An international outlook stems from an understanding of and loyalty to the objectives and purposes of the international organization itself as set forth in its legal instruments. It implies... requires punctilious avoidance of any expressions that could be interpreted as biased or intolerant.

Working methods can be different in different cultures. International civil servants should not be wedded to the attitudes, working methods or work habits of their own country or region.

#14. International civil servants are expected to respect the dignity, worth and equality of all people without any distinction whatsoever. Assumptions based on stereotypes must be assiduously avoided. One of the main tenets of the Charter is the equality of men and women, and organizations should therefore do their utmost to promote gender equality.

Working relations

#18. International civil servants ...should not follow verbal or written instructions that are manifestly inconsistent with their official functions or that threaten their safety or that of others. It must be the duty of international civil servants to report any breach of the organization's rules and regulations to a higher level official, whose responsibility it is to take appropriate action. An international civil servant who makes such a report in good faith has the right to be protected against reprisals or sanctions.

Conflict of interest

#21. It can happen that international civil servants are confronted with a question entailing a conflict of interest; such questions can be very sensitive and need to be treated with care. Conflict of interest includes circumstances in which international civil servants, directly or indirectly, would appear to benefit improperly, or allow a third party to benefit improperly, from their association in the management or the holding of a financial interest in an enterprise that engages in any business or transaction with the organization.

Relations with the Public

#33. It would not be proper for international civil servants to air personal grievances or criticize their organizations in public. International civil servants should endeavour at all times to promote a positive image of the international civil service, in conformity with their oath of loyalty.

Use and protection of information

#35. The disclosure of confidential information may seriously jeopardize the efficiency and credibility of an organization. International civil servants are responsible for exercising discretion in all matters of official business. They must not divulge confidential information without authorization.

Respect for different customs and culture

#36. The world is home to a myriad of different peoples, languages, cultures, customs and traditions. It is self-evident that a genuine respect for them all is fundamental for an international civil servant. Any behaviour that is not acceptable in a particular cultural context must be avoided. However, if a tradition is directly contrary to any human rights instrument adopted by the United Nations system, the international civil servant must be guided by it.



Title:	PROMOTING GENDER EQUALITY IN NATIONAL DEVELOPMENT POLICIES AND PROGRAMMES
Objective:	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 programme will enhance national capacities in Moldova, enabling them to realize their commitments to women's human rights, responsive good governance and poverty alleviation
Duration:	Three years, May 2006 – May 2009
Implementing Partner	The Ministry of Health and Social protection of the Republic of Moldova
Responsible Party:	United Nations Fund for Women (UNIFEM), CIS Regional Office
Budget:	Euro 1,100,000
Contact person:	Damira Sartbaeva, Regional Programme Director, UNIFEM CIS. Tel.: +7 3272 582643 (ext.1604), fax: +7 3272 582645, e-mail: damira.sartbaeva@undp.org

EXECUTIVE SUMMARY

Significant groundwork on gender equality was covered over the past few years in the Republic of Moldova. These efforts are a good beginning, but more needs to be done in a focused and coordinated manner, including in the terms of supporting an enabling environment if the goals of the programme under consideration by SIDA, namely that women's human rights and gender equality is recognized as a prerequisite for sustainable development with a strong and active policy on gender equality developed and implemented by 2010 is to be achieved.

UNIFEM recently undertook an assessment of National Women's Machineries in the Commonwealth of Independent States (CIS), which revealed that despite laudable progress over the past decade, significant challenges remain for National Women's Machineries in the region. Many of these challenges converge around the following factors, all valid in the case of Moldova: low functional authority to influence overall state policy; ambiguous mandate, poorly defined roles and responsibilities; poorly resourced (human & financial) offices; vague monitoring system and poorly defined indicators hampering efficient tracking of progress on gender equality.

It is critical to support measures for strengthening the capacities of National Gender Equality Machineries (NGEMs) to assume leading roles and positions in all aspect of development planning and budgeting, and ensure they have the means and authority to monitor the implementation of women's human rights related and other obligations of line ministries. National obligations and commitments to International Human Rights Instruments (IHRIs) and the MDGs provide important entry points for gender equality advocates to ensure government accountability through nationally agreed monitoring and reporting mechanisms.

The fact that there unfortunately is little progress in terms of implementing the Moldovan National Plans for Gender Equality since the nineties is widely acknowledged by all constituencies. There is clearly need to find ways of 'doing business differently'. The new paradigms in development and aid architecture require new synergies between different approaches in terms of both, women-specific actions towards evening the playing field, and mainstreaming gender into national policy and planning instruments, such as the EG-PRSP and the EU-Moldova Action Plan, and development targets as embodied in the Millennium Development Goals of Moldova. The synergy of the two approaches is instrumental to overcome existing

concerns regarding fragmented policy, planning, programming and monitoring, with gender equality cast away in stand-alone Gender Equality National Action Plans which marginalize the issue away from the mainstream national development.

Gross modo, the proposed programme focuses on enhancing a) political will for women's human rights and gender equality; b) national capacities and mechanisms for implementation international commitments for women's human rights and gender equality (including on data & statistics); c) monitoring and accountability of progress of gender responsive policies and programmes; and d) harmonization of goals and priorities and coordination of all women's human rights related and gender equality efforts.

The key to the success and sustainability of this programme will be a rights-based approach that places an equal emphasis on the capabilities of the rights-holders (women and men) and those of the duty bearers (government and other relevant institutions).

A critical aspect of the programme entails mainstreaming gender in the national policy, planning and implementation institutions of Moldova. Accountability in this case, rests in the hands of government institutions and representatives who define the parameters and processes governing the spaces, actors and agendas – in other words, an enabling environment to ensure gender equality. At the same time, the rights-holders need to be able to engage meaningfully and effectively in political processes, and to do so requires specific capacities, namely an understanding of their rights and of legal and social mechanisms to address (or redress) these rights, as well as the capacity to articulate their rights into an agenda(s) and mobilize a constituency behind it.

At present, gender issues and in particular the ways in which women and men experience poverty and discrimination in different ways in Moldova remains at a very basic level of knowledge, with very little sex-disaggregated data and statistics to back any demand that may come from women constituencies. Capacity needs to be strengthened at all levels, including current and future mechanisms for gender equality, with prioritization of goals and objectives and coordination among gender quality actors and advocates.

This programme framework outlines how opportunities need to be created and managed to ensure gender is mainstreamed into key policy, planning, and implementation mechanisms – budgeting is critical as well, though realistically it may need to be part of a subsequent phase of the programme.

PART I: SITUATIONAL ANALYSIS

1. COUNTRY CONTEXT

Poverty in Moldova

The World Bank Poverty Assessment of the Republic of Moldova¹ identifies it as the poorest country in Europe today as a result of the deepest and most prolonged recession of all transition countries following the collapse of the Soviet Union so that “by 1999, 71% of the Moldovan population was poor, up from 47% in 1997. The turnaround in economic activity starting in 2000 was accompanied by reductions in poverty, and by 2002, the poverty rate had nearly returned to its level just before the Russian Crisis”.

According to the briefing note of the Ministry of Economy on Poverty in Moldova in 2004 each seventh citizen of the Republic of Moldova or 14.7% of the population lived in extreme poverty² and one out of four citizens or 26.5% lived in absolute poverty³. At absolute poverty line of 327.0 MDL per capita per month, and extreme (food) poverty line of 258.1 MDL per capita per month, the Government estimates in 2004 were: Poverty Headcount: 26.5%; Extreme Poverty Headcount: 14.7%; Absolute Poverty Gap: 6.8%, and Absolute Poverty Severity: 2.5%”.

The economic reforms, which took place starting from 2000 resulted in some positive changes: by comparing 2004 with 1998 it can be observed that the number of persons whose consumption per adult equivalent is below the absolute poverty line reduced almost by half (from 52.0% in 1998 to 26.5% in 2004). In the same period of time the extreme poverty rate decreased promptly as compared with 1998 (from 37.4% in 1998 to 14.7% in 2004). The relative poverty, which reduced only by 5.5 percentage points as compared with 1998 (and was 20.3%), remained, however, more stable than the absolute poverty.

However, the decrease in poverty rates slowed further down in 2004. While in 2003 the absolute and the extreme poverty rates reduced by 1.4 times and 1.75 times respectively, as compared with 2002, in 2004 the poverty rate decreased only slightly as compared with the previous year. In 2004, as compared with 2003, the absolute poverty rate decreased only by 2.5 percentage points, while the extreme poverty rate decreased even less – by 0.3 percentage points. The gap between incomes of the extreme poor and the extreme poverty line slightly increased (by 0.1 percentage points) in 2004 compared with 2003.

The assessment of the status of implementation of MDG commitments made for the high-level Summit in September 2005 clearly stated that gender based inequalities seriously reduce the effectiveness of poverty reduction measures. There is also growing recognition of the fact that gender neutral policy analysis prevent from revealing specific needs of poor men and women and consequently impede gender responsive policy planning. Poverty factors vary for women and men due to their different social status, needs, and potentials. Rapid deterioration of social welfare system, massive closure of kindergartens, impose on women greater responsibilities in areas such as childcare, elderly care, and housekeeping, making women to be less competitive in labor market. Knowledge of those factors would allow consideration of specific needs and planning special policy and social measures such as, for example: increase in social expenditures leading to opening of more kindergartens; regulating normative acts allowing ‘flexible’ hours at the workplace; advocating for the institute of paternity, etc. In this regard, full awareness and knowledge of gender issues on the side of government officials is critical for them to be sensitive in analyzing and considering different needs of women and men and be responsive to applying engendered approach in planning and implementation of national programmes.

“While the brunt of the burden of gender inequality internationally tends to fall disproportionately on women, gender norms and stereotypes impose costs on men too. Striking example of this in the ECA Region are (i) the sharp decline in life expectancy experienced by men during transition and (ii) boys’ relatively high drop-out rates from secondary education. While the literature on the cost of male disadvantage in terms of equity and efficiency of the system is very limited, this report addresses systematic differences in opportunities on the ground of gender as a matter of concern independent of the sex of the disadvantaged group.”⁴

¹ World Bank (November 2004) **Recession, Recovery and Poverty in Moldova, Washington D.C.: World Bank** (Europe and Central Asia Region, Human Development Sector Unit, Report No. 28024-MD)

² Estimated by comparing consumption expenditures per adult equivalent with the poverty line based on food consumption, 258.1 MDL.

³ Estimated by comparing consumption expenditures per adult equivalent with the absolute poverty line, 327.0 MDL.

⁴ Gender in transition – WB 2002

It is unfortunate that gender considerations are non-existent in the Poverty Assessment report of Moldova, and the handful of references to the situation of women are about rates of maternal mortality and trafficking.

While there is a well-acknowledged dearth of sex-disaggregated data and statistics in Moldova, the total absence of women from the picture does seem to point to a case of gender blindness.

Some (albeit quite basic) sex-disaggregated statistics are available⁵, and are even posted under the Moldova Gender Profile of the World Bank's website, where there is a recognition that "*Social indicators have also worsened and gender inequalities have increased significantly.*"

Poverty Assessment (an excerpt from Policy and poverty Impact report, 2004, Ministry of Economy and Trade)

Poverty is strongly correlated with economic growth. In times of economic recession as witnessed during the financial crisis in 1998, poverty rates were soaring. In the following years that were characterized by steady economic growth, absolute poverty rates declined constantly. Over the period 2002 – 2004, poverty rates decreased with 15 percentage points. Inequality rates decreased as well, though to a lesser extent and not as steadily as the poverty rates.

The poverty profile of Moldova is characterized by large *differences between urban and rural areas*. Poverty reduction in rural areas stagnated in 2004. It even slightly increased. The poverty risk in the two main cities, Chisinau and Balti, is almost five times less than in small towns and rural areas. Only six percent of the population living in the big cities was poor in 2004, compared to one third in the other regions. The consumption level of households in the cities is estimated to be 30% higher than in rural areas, while households living in towns are the worst off.

Following the high poverty rates in rural areas, it is not surprising that households depending on income from agriculture, either as farmers or as employees working in the sector, are especially at risk of living in poverty. This group has a higher poverty risk than households that depend on pensions as main source of income. However, households depending on other social transfers, have even higher poverty rates than farming households. Having *employment*, though, is no guarantee against poverty. 68% of the poor live in households where the head is employed.

From the *demographic perspective*, children and citizens older than 75 are the most vulnerable groups. They have a higher poverty risk than the rest of the population. Especially vulnerable are infants living in rural areas.

Large households and households with many children are also at a high risk of living in poverty. Education remains one of the main determinants for the vulnerability of a household. The higher the educational level, the higher the living standard of the household.

One third of the population was chronically poor between 2001 and 2004. 40% could be considered to live in *transitory poverty*, which means that they have been poor at least once during one year. In small towns more than half of the population is chronically poor, and one fourth was chronically living below the extreme poverty line. This applies only to 13% of the population in the two major cities.

The analysis of *subjective poverty* showed that monetary poverty is not always a good predictor for subjective poverty. 75% of the households that consider themselves poor are not poor according to the consumption level. On the other hand, 13% of the households that consider themselves as not poor belong to the category of extremely poor in monetary terms. *Subjective poverty* is clearly a relative concept.

⁵ In 2004, UNIFEM supported the Department of Statistics and Sociology to publish a statistical booklet on **Women and Men in the Republic of Moldova**, towards dissemination of nationally-available sex-disaggregated statistics

Amongst the indicators listed on the World Bank Gender Profile of Moldova (2000), which did not make it into the Poverty Assessment are the following:

Labour Market:

- Female employment as a percent of total number of employed persons has declined over the past decade (from 60% in 1990 to 50% in 2000).
- Women are disproportionately represented in lower paying social sector jobs.
- Female unemployment is high with women make up 68% of the total registered unemployed and the trend is increasing;

The latest data show that the unemployment is higher among men and not women: Source: www.statistica.md and recent yearly publication “Women and men of Moldova”, supported by UNDP.

- Formal labor market opportunities are limited and migration is common (especially among young men), young women tend to stay longer in school.

Health:

- Percentage of women at term with anaemia is one of the highest in the region (45% in 2000).
- Maternal mortality rate is high but the trend is decreasing.
- HIV/AIDS growth rate has increased dramatically.

Demographics:

- Fertility rate has nearly halved over the past decade.
- The current ratio of 108.9 women per 100 men indicates male depopulation.
- The mortality rates among men have dramatically increased
- Share of children born out of wedlock has nearly doubled over the past decade (from 11% in 1990 to 20% in 2000).
- Gender gap in life expectancy has increased over the past decade. Men’s life expectancy as of 2003 is nine years lower than women’s.

Education:

- Evidence of gender disparities in education enrolment rates are emerging at basic and secondary levels with lower enrolment rates for boys. The boys’ disadvantage appears to be particularly significant in urban areas
- Girls have a higher enrolment rate than boys in higher education.

Human Trafficking:

- Moldova is a major country of origin of trafficked young women and girls for the purpose of sexual exploitation and the trend is increasing⁶.
- Desperate economic conditions, corruption of public officials and law enforcement, high profitability of trafficking, and lack of sufficient legislation to prosecute traffickers or provide protection for victims are some of the factors leading to widespread trafficking of women and girls.

Despite the fact that in Moldova many actors perform poverty analysis such as the National Bureau of Statistics, the Poverty Monitoring Team under the Ministry of Economy functioning under the auspices of PRSP, etc. However all are suffering from gender blindness to a big extent. Despite regular collection and existing statistical data on gender disparities, these are not used in gender specific analysis of the causes of poverty.

On December 2005 the Government of Moldova has presented the Report on Poverty Assessment and Policy Impact, solely focusing the analysis of the EGPRS social sector policy impacts. While the poverty analysis is based extensively on the results of the Household budget surveys / panel data 2001 – 2004/, again the analysis is “gender blind”, only in the chapter on demographic situation the gender disaggregated statistics is given on discrepancies in life expectancy at birth. As a very recent report (2005) on Moldova co-sponsored by UNDP, SIDA, DFID and ILO⁷ very correctly points out, for economic policies and budgeting processes to be effective in poverty reduction, gender needs to be mainstreamed in their design.

⁶ Minnesota Advocates for Human Rights, *Trafficking in Women: Moldova and Ukraine*, December, 2000.

⁷ UNDP Moldova (2005): **Republic of Moldova: Economic Policies for Growth, Employment and Poverty Reduction**, co-sponsored by SIDA, DFID and ILO

In the same vein, the number of references to gender issues, women and/or females in the Economic Growth and Poverty Reduction Strategy Paper 2004-2006 [EG-PRSP] of the Government of Moldova are a total of 4: one stating what MDG3 is [“promoting gender equality and empowering women”, pp. 33], female life expectancy rates [pp. 21]; the need to improve a programme of medical assistance to pregnant women [pp.110]; and finally and most interestingly, the Forum of Women’s Organizations of the Republic of Moldova [pp.12].

Thus the challenges related to the low level of accountability of governments towards implementation of national and international women’s human rights commitments in gender equality, coupled with the lack of awareness of the role of gender equality in a country’s socio-economic development, continue to show a need for capacity building of national partners and committing international agencies, UN agencies, specifically UNIFEM, to pro-actively continue technical assistance on engendering the MDG-ed PRS to the core partners such as Gender Equality National Mechanisms and sectoral ministries responsible for PRS.

This also goes in line with SIDA’s Gender Equality Policy, adopted by SIDA in November 2005, based on all relevant international conventions, declarations and processes, SIDA’s Gender Equality Policy serves as a guidance to all SIDA supported contributions and activities ensuring that all human beings - women, men, girls and boys - are considered equal and treated equally in terms of dignity and rights. Gender discrimination and violation of women’s human rights are one of the main causes of poverty and a major obstacle to equitable and sustainable global human development.

Furthermore, the Swedish Policy for Global Development, adopted by the Parliament of Sweden in 2003, states a special goal for Swedish development cooperation: “to help create conditions that will enable the poor to improve their lives”. This goal puts the focus on individual women, men, girls and boys. In this light mainstreaming gender equality is a strategy for achieving sustainable and equitable development for all, by supporting the right of choice, empowerment and provision of resources. According to Swedish Policy for Global Development a “rights perspective” and a “perspective of the poor” should influence all levels of intervention and work, including human rights, the rights of the child, democracy, women’s rights and equal opportunities for women and men as well as the rights of LGBT.

Legal and Legislative Framework for Gender Equality

The government of the Republic of Moldova has ratified CEDAW in 1994, and as such, is legally committed to the goals of gender equality embodied in CEDAW. This convention provides a framework mapping out the steps needed to achieve women’s human rights and gender equality, and the CEDAW Committee Comments provides guidance on specific areas for concern.

Moldova’s initial report was considered in June 2000, with the following recommendations by the CEDAW Committee (*see box below*) on the legal framework of particular relevance to the programme under consideration:

Excerpts of the CEDAW Committee Comments on Initial Report of Moldova

26. The Committee calls on the Government to encourage a constitutional amendment to incorporate equality on the basis of sex in the Constitution and to reflect fully article 1 of the Convention in the Constitution. It requests the Government to clarify the status of the Convention in domestic law, and to ensure, through legal education and continuing professional training, that judicial officers are aware of the Convention. It requests the Government to provide in its next report information about the remedies available to women, and any court cases based on the Convention.

28. The Committee calls on the Government to seek, as a matter of urgency, the completion of a non-discriminatory legislative framework that is fully consistent, and in compliance, with the Convention. It recommends in particular that all measures be taken to ensure the early adoption of the law on equal opportunities.

30. The Committee recommends that the Government take urgent action to put in place an integrated gender equality policy to promote equality between women and men in all areas, and in particular in the economy, in political and public life, and in the family. The Committee emphasizes that a gender equality policy in accordance with the Convention will

require a new approach in Moldova that focuses on women as individuals and active agents of change and claimants of rights.

34. The Committee recommends that the Government assess the capacity of the national machinery for the advancement of women, including its location, mandate and resources, with a view to providing it with the full political support, human and financial resources required to lead the Government's efforts to implement the Convention.

In the past few years since CEDAW report the Government and civil society in Moldova with the support on the international stakeholders expended a number of efforts to follow-up on the recommendations. The mechanisms directly responsible for gender equality in Moldova have gone through several metamorphoses at different levels over the past few years, which had tremendous effect on all the efforts made at the local as well as central level bringing more challenges to the task of mainstreaming gender equality and women's advancement to the national policies and programs.

Earlier, the government adopted the Primordial Action Plan to Improve the Status of Women and Increase her Role in Society on 15 January 1998 as a National Action Plans for Gender Equality. Its main goals were to develop the machinery to facilitate the advancement of women, monitor the status of women's human rights, guarantee women's socio-economic rights, protect women's health and family planning, and prevent violence against women. According to the [SEELINE-Project](#)⁸, the plan was never fully elaborated or implemented due to lack of funding.

As a follow up to the CEDAW report the National Plan for the Promotion of Gender Equality in Society 2003- 2005 was elaborated and approved on 28th February 2003. The primary objectives were to eliminate gender discrimination on the labour market, increase public awareness of gender issues, educate society about gender equality issues, develop machinery in gender equality, protect women's health and combat violence against women, men and children. Unfortunately, there was no financial support approved from 2004 and 2005 state budget.

According to the government decision no 127 from Feb 16th, 2001 new units consisting of specialists of equal opportunities (Gender Focal Points) were founded within the territorial structures of the Ministry of Labour and Social Protection. At the central level a division for family policies and equal opportunities was founded (199-2001). As a result of the first phases of territorial administrative reform (according to the law on public administration adopted in 1998) the units with experts on equal opportunities were abolished since 2003. Since then the functions of gender mainstreaming were merged with the functions of the social assistance and family policies, having in each district/rayon public administration one senior specialist combining both functions. The funding provided by the rayon budgets for gender mainstreaming purposes was abolished. Five Gender Centres opened by the Ministry of Health and Social Protection within "Gender, leadership and networking" program, and assisted by the Swedish Government (SIDA) were transformed into gender NGOs or ceased their function as such and were transformed in a secretariat support to the local authorities. There are no GFP at the local level at present.

The central public administration reform, launched in spring 2005, brought to establishment of a new Ministry of Health and Social Protection, which was a result of unification of the Ministry of Health with the Ministry of Labour and Social Protection. The number of staff of the two ministries was dramatically reduced from a total of 160 to about 90 persons, leaving 2 senior experts as staff of the Department for Equal Opportunities and Family Policies. The GFP in the line ministries have been changed, as well the National Gender Coordinator. The composition of the Governmental Committee on Gender Equality has been renewed as well. These are all presenting new challenges and a need for a more efficient approaches to take place to create and build a national capacity for mainstreaming gender equality and women's advancement to the national policies and agenda based on the government will and the support of the civil society and international stakeholders.

In February 2006 the MHSP, through its Department for Equal Opportunities, in coordination with other line ministries, has developed a draft of the National Action Plan on Promoting Gender Equality 2006- 2009. The concern with this document is that it has been developed in a policy vacuum, separately from any clear strategy or policy. Every line ministry will be receiving a respective task according to the NAP, but with no clear stipulation of the funding it is very likely that the plan will not achieve considerable results. The main reference is made to the provision of the Law on Equality which states that the activities on implementation of the law could be financed from "other legal sources", meaning no funding from the state budget and no link to the MTEF and EGPRS.

⁸ The South-Eastern European Legal Initiative (SEELINE) project was developed by the Croatian NGO B.A.B.E. with support from UNIFEM

With regard to legislative environment, the Gender Equality Law (GEL), developed in compliance with international and national standards was approved by the Parliament of Moldova on March 16th, 2006 providing legal basis for the national gender equality machinery and stipulates its institutional structure and functions (Chapter V). The major weakness of the law is a fact that there are no clear stipulation on financial coverage for the Law provisions, and implementation of the gender mainstreamed policies across the sectors. The formulation given in the Law states that “the financing of the public authorities who will be in charge for the implementation of the legal provisions of the law (National Machinery) will be financed from the state budget and local budgets “ within the limits of the financial means provided annually”. This vague formulation refers only to the financial coverage of the GFP ‘s salaries at the central and local/regional level, while nothing is stipulated about financial coverage of the implementation of the policies. The government, as a next step, is aiming at developing a mechanisms and procedures necessary to support its effective implementation and use.

2. RATIONALE FOR UNIFEM ASSISTANCE

This initiative falls squarely within UNIFEM’s current strategy as approved under the Multi-Year Funding Framework (MYFF) for 2004-2007 for Europe and the Commonwealth of Independent States, with 4 goals and 4 outcomes.

The **4 regional goals** are: Reduce discrimination or exclusion of women in economic transition process and structural reforms; end violence; halt and reverse the spread of HIV/AIDs among women and girls; achieve gender equality in democratic governance in times of transition, regional integration, peace and/or recovery from war. These goals are matched with the following **4 regional outcomes**:

- a) **Legislation and policies** at national and regional levels are formulated and implemented to promote and protect women’s human rights;
- b) **Mainstream institutions** demonstrate leadership commitments, technical capacity and accountability to support gender equality and women’s empowerment;
- c) Gender Equality advocates have **knowledge and are positioned** to spearhead and transform policies and programmes and resource allocations;
- d) Harmful and discriminatory **attitudes and practices** change to promote and protect the rights of women and girls.

Below are some brief examples of UNIFEM’s work in the CIS region of particular relevance to the programme under discussion.

Gender-responsive policies and legislation: *UNIFEM supported several important gender legislative initiatives around women’s human rights. In Moldova, with support from UNIFEM, the Draft of Gender Equality Law (GEL) was prepared in compliance with international and national standards and adopted by the Parliament of Moldova. The adoption of this Law resulted from a comprehensive advocacy process around the GEL draft and the consensus reached between different women’s organizations, NGOs, Trade Unions. Furthermore the UNIFEM team has facilitated establishment of the coalition of women-parliamentarians and several male Members of the Parliament, who recognized the need to support the adoption of the GEL. The advocacy process on the GEL has been fortified by several letters of support signed by NGOs community, government officials, Trade Unions, etc.*

In the course of the preparation of this GEL, the UNIFEM project team also produced a number of outputs, which can be of further use in the promotion of gender equality in Moldova. These include: a) a gender analysis of Moldovan legislation (in Romanian, Russian and English languages); b) Technical support to the national committee drafting the CEDAW report of the republic of Moldova; c) a methodological booklet on gender equality for national trainers; d) a Reference Directory of gender equality mechanisms and structures in Moldova; e) strengthened the skills of national partners on gender analysis of legislation, advocacy and communications.

MDG-based national policies: *MDG based PRSPs reflecting commitments on gender equality are increasingly being used as a strategic programming tool in UNIFEM priority countries in the CIS. Specifically, the efforts have being made to conflate national MDG and PRS processes in a manner that reinforces government and public attention to gender equality. The development and adoption by Governments in the CIS region of common gender-responsive indicators that can serve multiple purposes (PRS, BPFA, MDGs, CEDAW....) further supported the objective of adequate monitoring and accountability mechanisms and tools on women’s human rights and gender equality. In October 2005, UNIFEM brought together 60 participants from 10 countries of the region, including governmental, non-governmental, bilateral and multilateral representatives to discuss MDG-based Poverty Reduction Strategies. In addition to the benefits of shared*

experiences and lessons learned, this workshop resulted in (1) mobilizing a core group of CIS gender experts/analysts to work out practical strategies on the use of the MDGs to promote gender equality and mainstream it into national socio-economic programmes (PRS) and (2) sowing the seeds for new initiatives and collaboration for countries that are considering starting such processes at either national or sub-national (e.g. republics, province, municipal) levels.

Harmonization of development indicators. *CEDAW, Beijing PFA and UNSCR 13/25 UNIFEM developed a model of rights-based indicators, using CEDAW compliance indicators in conjunction with guidance from the Beijing Platform for Action and UN Security Council Resolution 1325. Over the past one and a half to two years, partners in the region were provided training on this approach which is proving quite successful in supporting governments to translate the obligations and commitments of Governments on gender equality into action. This resulted among others, in the preparation of Gender Supplements to MDG Reports in the Russian Federation, Kyrgyzstan and Kazakhstan as well as several publications structured around set of gender indicators aligned with CEDAW/MDGs/BPFA indicators. The work on engendering the second MDG Report in Kyrgyzstan, implemented by UNIFEM under a collaborative agreement with UNDP resulted incorporation the additional indicators as well as recommendations for disaggregation by sex of some of the compulsory indicators based on the data availability from the National Statistics Committee.*

Availability and usage of national sex-disaggregated data *In Kazakhstan, in partnership with UNDP, UNIFEM supported the preparation of the “Poverty Monitoring Statistical Book” published for the years 2004 and 2005. In Kyrgyzstan UNIFEM signed a Memorandum of Agreement with National Statistics Committee in September 2005 with the purpose to facilitate the establishment of mechanisms for gender equality mainstreaming into the Poverty Reduction Strategy, based on improved sex-disaggregated statistical data as per the obligations and/or commitments made under CEDAW and Beijing, thus enabling the tracking of change through adequate and reliable information on the status of men and women in all spheres of socio-economic and political life.*

Gender responsive budgeting. *UNIFEM support in introducing **gender responsive budgeting** in Russia had a boosting effect in enhancing dialogue between civil society, federal and regional governments and the private sector, allowing open exchange of opinions and joint elaboration of the recommendations on government policies through the e-discussions on the portal “Women and Society” - the webpage ‘Gender Budgets in Russia’⁹, visited by more than 17,000 people in the period from June 2004 until October 2005.*

Capacity building. *Strengthening capacity of gender equality networks continues to be one of the indispensable strategies of UNIFEM work in CIS region. The experience of support to engendering the PRS proved that capacity building of CSOs, especially women’s NGOs, think-tanks and academia focused on gender women’s human rights issues is crucial, as it helps to form a core of high-profile gender advocates / gender experts that are well accepted and valued by state institutions as trustworthy and credible partners e.g. in working on national strategies, legislative reviews, and putting gender equality on the policy agenda. This strategy is vital in addressing the pressure of current challenges, such as: low understanding of the crosscutting nature of gender issues by policy makers and other development agencies, and initial resistance on the part of gender advocates as to the relevance of the PRSP/MDG processes women’s human rights and gender equality and the usefulness of the PRSP as a national development tool, etc.*

Over these past two years, extensive work has been carried out to increase understanding among WNM and women’s organizations of the importance of anchoring larger international legal frameworks (CEDAW, UNSCR 1325) to national policies and processes – in particular, the PRSP and MDG processes. Practical workshops on gender aspects of macroeconomic, employment and social benefits, conducted for the members of sectoral PRS Working Groups, proved to be instrumental within the ongoing process of PRS review and consideration and subsequent incorporation of gender issues in the relevant sectoral chapter.

Joint initiative of UNIFEM /UNDP regional programme *on Advancing Implementation of Gender Equality Legislation has been advanced within 2005 resulted in drafting the project document, based on the extensive assessment of the situation with regard enforcement of Gender Equality Laws in Europe and CIS region. Moldova will be one of the pilot countries from Europe and CIS region. On December 2005, the project was endorsed by a joint UNDP-UNIFEM project appraisal committee (PAC). Currently the partners work on mobilizing resources for the programme and envisage to filed in the*

⁹ <http://www.owl.ru/rights/discussion2004/index.htm>

mission to the four pilot countries (BiH, Ukraine, Macedonia, Moldova) to elaborate a set of concrete project activities and a detailed budget.

UNIFEM holding a strong technical expertise that has been highly recognized and appreciated by national partners in the CIS region, can be trusted for the implementation of a holistic and comprehensive programme. UNIFEM's comparative advantage in promoting innovative approaches for gender equality and women's human rights, as well as high profile technical expertise in the areas of gender responsive policy development, experience in support to strengthening democratic systems and promoting rights based approach in development will bring value and reinforce the efficiency of the current programme.

The proposed programme for Moldova is fully in line with UNIFEM's mandate as a catalyst and innovator that promotes gender equality in line with national priorities and regional and global commitments, as well as with the region-specific strategy and goals of the Fund in the CIS.

PART II: STRATEGY and PROGRAMME DESCRIPTION

The previous section clearly demonstrated the compelling rationale for providing support and technical assistance to ensure progress on women's human rights and gender equality in Moldova. Despite the multiple efforts, Moldova is a country that faces problems in gender area, having direct implications on the overall situation as well as with regard to equality of rights and opportunities in Moldova, including the rights of LGBT. The lack of adequate mechanisms for effective implementation of existing laws and policies related to promoting equal opportunities resulted in compelling inequalities in Moldova. There is an increasing gap between rich and poor, and opportunities and benefits between men and women, rural and urban sectors of society. These inequalities impede the progress of the country towards sustainable, equitable and efficient development that is founded on democratic principles and human rights, including the rights of LGBT.

This programme document therefore outlines how to address women's human rights issues and gender inequalities in the context of national efforts for poverty alleviation and public sector reform as a means to guarantee human security and human rights for all citizens – men and women.

With the **overall development objective 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 programme will enhance national capacities in Moldova to realize their commitment to gender-responsive good governance and poverty alleviation.

The government of Moldova, like other 191 countries, has signed the Millennium Declaration on 2000. The MDGs represents long-term development goals and targets to be achieved through various national development programs and strategies, as such, these goals must be well integrated into the EGPRS process. In this way, Moldova Government efforts to formulate a longer-term development vision and other identified long-term priorities, such as integration into the European Union, are more likely to be successful. Very important in this process is building the national capacities to address and mainstream gender issues the National and sectoral strategies and using as an entry point the MDGs.

The **outcome-level results** of the programme would be:

1. Political will enhanced and manifested towards women's human rights and Gender Equality through support at the policy and operational level to key priority areas for action
2. National capacities and mechanisms strengthened to develop policies for promoting women's human rights and gender equality and used to implement actions in priority areas
3. Monitoring and accountability of progress on women's human rights and gender equality in priority areas enhanced through strengthened mechanisms including sex-disaggregated data and gender-responsive indicators along common standards and agreements¹⁰

The **programme's approach** will be rights-based, multi-sectoral, and anchored in building institutional capacity at both policy and operational levels for increased impact. It will place special emphasis on the capabilities of state structures. Following the notion that accountability rests in the hands of government institutions and representatives it is important to enhance their understanding and capacity to drive gender responsive political and developmental processes, clearly articulate policy priorities under a realistic agenda, and set budget to support that agenda.

This programme will contribute to the national efforts to ensure equality between men and women in all spheres of life as a means towards achieving sustainable human development, greater women's human rights and building a democratic state.

The priority areas of support to the achievement of MDGs were identified through a consultative process, facilitated by SIDA with government and civil society organizations at the central and regional levels. This new programme will build upon the achievements made so far and lessons learned over the past four years.

This programme will seek to facilitate the establishment of sustainable mechanisms for building national capacity for gender mainstreaming, developing an adequate data and information base for practical application in the policy formulation process and to enhance partnership between Government and NGOs in promoting women's human rights and gender equality both at the central and local levels.

This would require the following **key components**:

- at **strategy and policy levels**, supporting gender equality advocates, men and women, from government and civil society in developing a National Strategy on Gender Equality¹¹. This support will be provided as a response to the request of the Government of Moldova to provide support in the preparation of the country strategy on GE in order to finalize the National Action Plan for 2006-2009 in alignment with the EG-PRSP implementation term. At present, the Government's policy on GE is reflected in the recently adopted GE Law as well as in its international commitments on women's human rights and gender equality. In the context of agreements on alignment and harmonization reached at the Paris High-Level Forum (HLF) of 2005, bilateral and multilateral donors would also be part of the consultation process on the strategy, to coordinate and collaborate on ongoing and future support to gender equality in Moldova through common goals and harmonized mechanisms. The project will support the policy dialogue between the donors, civil society and Government of Moldova with the aim of placing gender equality, women's human rights, including the rights of LGBT high on political agenda.
- at **institutional level**, building the capacity of government institutions, including the National Gender Coordinator, Committee on Gender equality, Department for Equal opportunities within the MHSP, Gender Focal Points, key units and representatives from line ministries and other agencies, to better deliver on national commitments and goals on women's human rights and gender equality. More specifically, the work under this component would result in public sector change such as revised mandates, incentive systems, operating procedures, performance measures, and other mechanisms and systems in support of operationalizing obligations and commitments on women's human rights and gender equality. This initiative will be undertaken in the framework of the ongoing Central Public Administration

¹⁰ Including EU Standards, with common sex-disaggregated data and gender-responsive indicators to report on progress under PRSP, EU-MOL Action Plan, MDGs of Moldova etc... The UNIFEM CIS Regional office has developed a common set of gender indicators currently in use for CEDAW, MDGs & PRSP which could be of use to this programme, in view of the commonalities including of statistical systems between CIS countries.

¹¹ UNIFEM has hands-on region-specific experience and partnerships forged with such support to National Women's Machineries in the Russian Federation and in Kazakhstan, which resulted in the successful development and adoption of the Gender Equality Strategies in both countries.

Reform (CPAR) process, which is currently being undertaken by the Government of Moldova with the support of international organizations under the leadership of UNDP.

The programme will support the Gender Equality National Mechanisms (GENM) in building capacity within selected ministries for gender mainstreaming and in identifying a core team of government officials that can facilitate a more focused approach to women's human rights and gender mainstreaming, which will later provide lessons and a basis for replication in other ministries. The project aims to ensure that in the framework of the ongoing CPAR roles and responsibilities of line ministries on mainstreaming gender equality and women's human rights are cleared and accounted for. In this regard, the Gender Focal Points in the selected ministries will identify core group within their ministries (totalling approximately 10 people) at middle management level, who will:

- Receive gender training through workshops organised by the project. The aim is also to build capacities of GENM for gender training, negotiation and facilitation skills as well as gender analysis and review of policy.
- Provide advice and participate in the development of gender mainstreaming guidelines (for policies and programmes) that would be user-friendly for civil servants.
- Provide advice and participate in transforming data and research results into handbooks or materials in appropriate format for practical application in the policy formulation process.
- Select one or two policies and programmes within their ministries for which a comprehensive gender impact analysis will be undertaken and recommendations for review will be presented to the Ministry for consideration. Initial targets for a comprehensive gender analysis include the Ministry of Economy and Trade, Ministry of Justice, Ministry of Health and Social Protection as well as the Ministry of Interior. Final targets will be defined following identification of priorities at the initial phase of the programme implementation.

In addition to the above the project will support the creation of an expert group on mainstreaming women's human rights and gender comprising of local gender experts to support the development of the second EG-PRSP.

- at the **level of monitoring progress and ensuring accountability**, supporting the creation of an enabling environment and strengthening the capacity of government officials with the required understanding, methodologies, tools, to clearly articulate, communicate, mobilize, support and monitor progress on women's human rights and gender equality. Essential tools for facilitating gender mainstreaming will be developed. These would include:

- publication of results of gender analysis and gender impact assessments of government policies; this can be done through assisting the Ministry of Economy and Trade in mainstreaming gender into the Poverty Assessment of the country
- gender budget analysis, which can help to show whether public actors are supporting their formal gender commitments with targeted spending; this effort will be continuation of SIDA's planned gender expertise of Public Expenditure Review.
- partnership with National Bureau of Statistics in collecting and publishing sex disaggregated data in all key spheres (to include both figures and analytical sections to support policy decisions). The gender disaggregated poverty analysis will be used in policy making and monitoring of the EG-PRS implementation and related sector programs and policies.
- based on international experience and the national context develop step-by-step guidelines for policy makers for integrating gender into their policies and programmes.

These three components will be implemented through a complex of actions framed under a comprehensive set of outcome and output level results, presented in the **PART V** of this programme document. As a priority group, the Ministry of Economy and Trade, Ministry of Finance, Ministry of External Relations and European Integration, Ministry of Agriculture and Food Industry, Ministry of Enlightenment, Youth and Sports, Ministry of Health and Social Protection, Ministry of Justice, Ministry of Interior, Ministry of Information Development will be involved in the program activities, starting with the capacity building component of the program.

Detailed gender analysis will be undertaken

The Programme Results Framework has been extensively based on the Logframe Matrix developed through the process of wide consultations and policy dialogue undertaken by SIDA with national governmental and civil society partners in 2005.

Risk Analysis and Measures to Counter Risks

The proposed project foresees external possible risks associated to its implementation and achieving results with the aim to take actions towards its reduction or elimination where and when possible. All internal risks will be analyzed on a regular

basis by the project team as well as UNIFEM CIS office in order to maximize the effects of the project on the development of Moldova.

The following table presents the known or expected risks as well as measures to be taken from the project to reduce or eliminate them.

	Known or expected risks associated with the promotion of gender equality and women's empowerment in the Republic of Moldova	Description of the situation in the country at the time of project proposal preparation	Measures to be taken from the project to reduce level of known or expected risks
1	No funding was approved to support Gender Equality Law adopted in the Republic of Moldova	According to the Law on equal opportunities , promulgated on March 16, 2006 and the Draft National Action Plan on assuring equal opportunities for women and men/ February 2006/ -there is no funding provided for remuneration of the GFPs neither on central level, nor on district level. Moreover there is no funding secured for the implementation of the stipulated under the law activities.	<p>A. Gender Equality Strategy of the Republic of Moldova to be developed as a key policy for the adopting a comprehensive approach to mainstreaming gender into the national policies and programs;</p> <p>B. Priority areas/concerns will be identified and mainstreamed into the second EG-PRSP to secure funding from the state budget through:</p> <ol style="list-style-type: none"> 1. placing a gender specialist/group in the main working group in charge of the formulation of the strategy 2. providing gender training for the members of the main working group 3. obtaining assurance from the Government on it's commitment to mainstream gender into the policy and actions 4. integrating gender aspect to both the policy and action matrix parts of the strategy 5. integrating the results of gender budgeting assessment of the Public Expenditure Review (SIDA's gender expert) into PRSP 6. improving gender-responsive reporting systems;

2	Gender Focal Points at the Ministries, raion and community levels are not backed up with funding from the State Budget	<p>The central public administration reform, launched in spring 2005, brought to establishment of a new Ministry of Health and Social Protection, which was a result of merging the Ministry of Health with the Ministry of Labour and Social Protection.</p> <p>The GFP positions at the local level are borne by the social assistance worker and no separate position for GFPs is foreseen</p> <p>The GFP in the line ministries have been replaced with new people, as well the National Gender Coordinator.</p> <p>The composition of the Governmental Committee on Gender Equality has been renewed as well.</p>	<ol style="list-style-type: none"> 1. There is no funding foreseen from the project to financially support (e.g. salaries, remuneration) the GFPs at neither central nor local levels in fulfilling the duties assigned by the State. However, there will be opportunities to support them in the form of providing technical advisory services, on-the-job coaching of GFPs in mainstreaming gender into their sector strategies as part of the engendering of the EG-PRSP. 2. The current project is aiming at building the capacity of government officials for improving their efficiency for mainstreaming gender at the national level 3. The project will provide its inputs to the currently on-going Central Public Administration Reform through awareness raising and capacity building to ensure the sustainability of project efforts
3	Low institutional capacity of the Ministry of Health to implement gender equality policies (where WNM is located) and strategies that requires multi-level interventions (including unclear institutional mandates, policies, operating procedures, incentive systems, and accountability mechanisms);	As a result of the central public administration reform, the number of staff of the two ministries was dramatically reduced from a total of 160 to about 90 persons, leaving 2 persons as staff of the Department for Equal Opportunities and Family Policies.	<ol style="list-style-type: none"> 1. Capacity building effort will be provided to enable the Government officials to develop a Gender strategy of the country through involving wide range of stakeholders thus ensuring the quality and ownership of the effort 2. The process of capacity building will be an ongoing effort of the project starting from the commencement of the project until the completion at the end three years. 3. Investment will be made in strengthening accountability systems to ensure appropriate monitoring and oversight of implementation of women's human rights in the Republic of Moldova
4	The present EG-PRSP adopted a gender blind approach to policy formulations and actions	Gender considerations are non-existent in the Poverty Assessment report of Moldova, and the handful of references to the situation of women are about rates of maternal mortality and trafficking. EG PRSP does not contain neither gender chapter nor gender aspects under the sector strategies. It is fully ignored in the action matrix as well as in the monitoring, thus failing to effectively address poverty agenda of the state	<ol style="list-style-type: none"> 1. EU Moldova Action Plan is gender sensitive plan and is one of the key guiding strategy for the government of Moldova 2. There will be efforts made (hiring gender experts, building capacity of GFPs of line ministries, conducting survey and research in priority areas etc) from the proposed project to mainstream gender equality and women's advancement aspects to the second revision of the EG-PRSP, which is expected by the end of 2006. 3. Experiences of UNIFEM in mainstreaming gender into PRSP from other countries in CIS

			(e.g. Azerbaijan, Tajikistan, Kyrgyzstan) will be used as ground experiences for replication and adoption to the country situation of the Republic of Moldova
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Part III: IMPLEMENTATION ARRANGEMENTS

Legal and Financial

The proposed implementation arrangement is based on UNIFEM’s experiences in supporting capacity building processes in countries of the region. Taking into consideration the need to reconcile challenges related to national capacity, ownership and sustainability, the proposal is that the programme be executed by the Ministry of Health and Social Protection on behalf of the Government of Moldova [Implementing Partner] and the United Nations Development Fund for Women [UNIFEM] would be designated as Responsible Party

The present draft of the Programme document will be revised and/or adjusted following consultations between the Government of Moldova, SIDA and UNIFEM and signed by all three parties.

A standard **cost-sharing agreement** would be signed at the Head Quarters of SIDA and UNIFEM for the transfer of funds to UNIFEM based on the programme document.

Once the Programme document and the Cost-Sharing Agreement are signed, the programme can start immediately, with a consultation process with the Government and the SIDA National office in Moldova to elaborate further a detailed Implementation Plan and Budget outlining activities, inputs, budget lines and outputs. The Implementation Plan would include additional national partners to undertake specific activities, as well as the profiles and terms of reference of Swedish experts to support with areas requiring short-term specialized technical expertise. It is recommended that all three partners sign the Implementation Plan, which would also include the detailed programme budget.

The modality described above is essential as it provides the platform for sustainability and ownership. National capacity building will be anchored in a mentoring approach, which links technical support and training directly the institutional and operational – or the “learning by doing”.

General Lines of Responsibility

The Government of Moldova’s overall role and responsibilities as Implementing Partner

The Ministry of Health and Social protection is envisaged to be designated by the Government of Moldova as Implementing Partner which will provide overall support to the implementation of programme goals by direct involvement to the programme activities and application of the concept, approaches and guidelines developed and issued by the programme.

Following the major principle of the programme, which is - ensuring national ownership and reinforced efficiency of the programme implementation, it is envisaged that the Ministry will appoint a National Gender Coordinator (Deputy Minister of Health and Social Protection) to perform the role of a **National Programme Director** who will take the responsibility for integrating the results at policy level, and providing political support, and liaising as needed with other parts of Government.

While the details would be fully developed in the Implementation Plan, roles and responsibilities of a national partner agency would include:

- Providing support in defining the policy directions and overall policy oversight
- Ensuring high-level coordination and dialogue with other government counterparts on women’s human rights and gender equality
- Supporting high-level mobilization of government support and resources towards greater women’s human rights and gender equality in the country

- Ensuring prompt and effective approval of the consolidated Annual and Quarterly Work Plans and Financial Plans, including the review and endorsement of Annual and Quarterly substantive and financial reports on behalf of the Government
- Supporting the Steering Committee in finalizing the major directions of the Programme
- Taking responsibility for follow up and implementation of the recommendations made as a result of the gender analysis and review within the programmes.

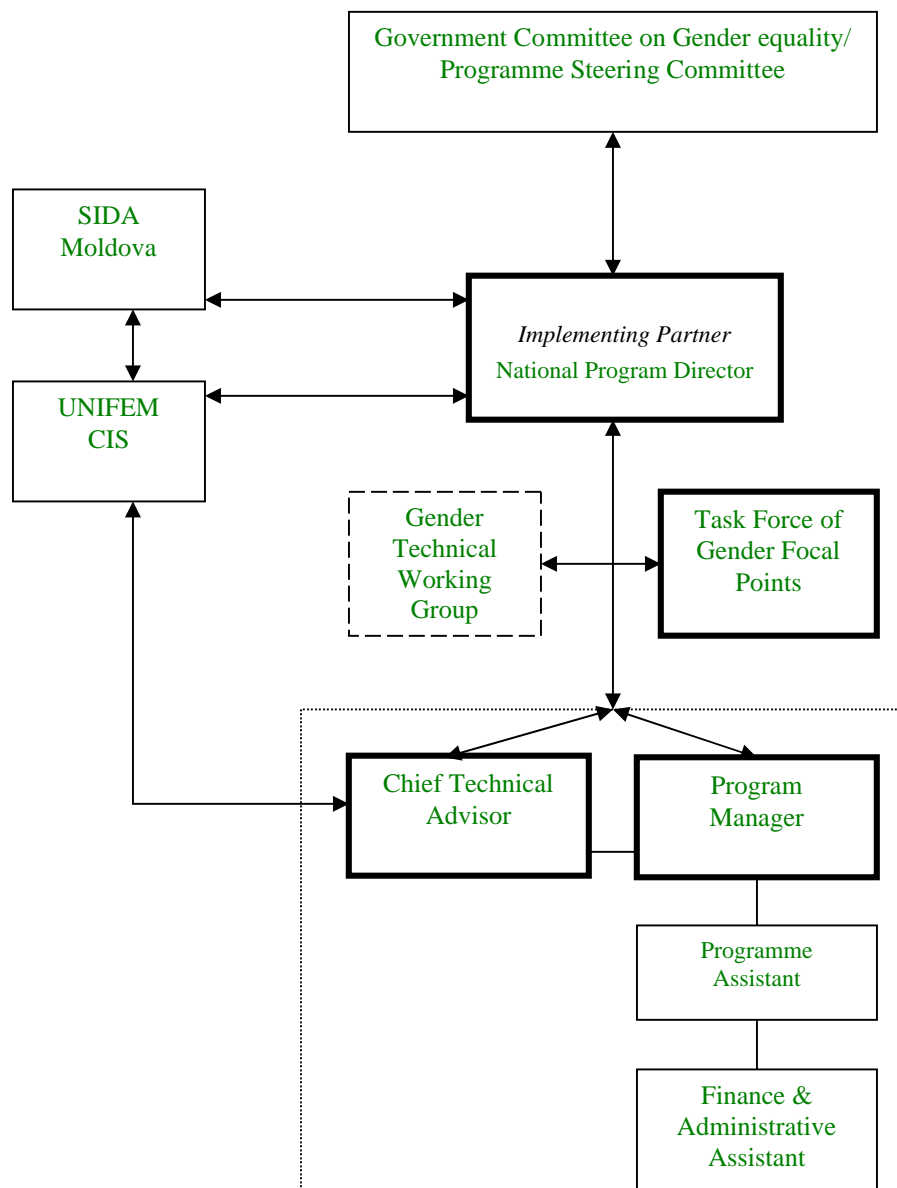
The Governmental Committee on Gender equality will be designated for fulfilling the functions of the **Programme Steering Committee** to ensure coordination, ownership and maximize high-level political support to the Programme. The main role of the **Steering Committee** is to support the effectiveness of the Programme as an instrument of policy and institutional change. The Steering Committee will meet on a semi-annual basis and have the following functions:

- Providing the programme with relevant information, analyses and advice on political and institutional trends that affect the programme;
- Assisting with opening political space in support of programme objectives and activities;
- Addressing key policy-level bottlenecks to the programme implementation;
- Assuming responsibility for active advocacy in support of key changes targeted by the programme with partners (governmental, civil society, donors);
- Support as needed to achieve overall programme objectives

Furthermore a **Gender Technical Working Group** will be formed on an ad-hoc basis comprised of representatives of academia, Think Tanks, gender advocates. Gender Technical Working Group will be formed upon the specific needs identified from the project to attract specialized technical expertise in programme areas. This group will work closely with the Task Force of Gender Focal Points in matters related to the initiative on integrating gender issues into the sectoral programmes, its implementation and monitoring.

Task Force of Gender Focal Points will be established as a formal group, which will be working closely with the project throughout its phases and will benefit most from the project planned activities, especially from the initiatives of different forms of capacity building at the national level.

ORGANIZATIONAL CHART OF THE PROGRAM IMPLEMENTATION



Government Committee

- Provide relevant information, analyses and advice on political and institutional trends that affect the programme;
- Assist in opening political space in support of programme objectives and activities;
- Address key policy-level bottlenecks to the programme implementation;
- Assume responsibility for active advocacy in support of key changes targeted by the programme with partners (governmental, civil society, donors);

as Implementing Partner : MoH&SP/National Program Director:

- Providing support in defining the policy directions and overall policy oversight
- Ensuring high-level coordination and dialogue with other government counterparts
- Supporting high-level mobilization of government support and resources
- Ensuring prompt and effective approval of the consolidated annual and quarterly work plans and financial plans, including the review and endorsement of annual and quarterly substantive and financial reports on behalf of the Government
- Supporting the Steering Committee in finalizing the major directions of the Programme
- Taking responsibility for follow up and implementation of the recommendations made as a result of the gender analysis and review within the programmes

Responsible Party: UNIFEM/CTA:

- provide technical and substantive support to programme planning, monitoring and evaluation, ensuring that project activities aim at fulfilling the requirements of the logical framework and implementation plan from a rights-based and gender-responsive approach;
- provide expertise and direction in strengthening the relationship with partners
- provide expertise in the area of national machineries and gender equality mechanisms; facilitating the networking and coordination of local partners,
- ensure participation in national processes (MDGs, Beijing PFA, PRSPs, CCA/UNDAF); serve as technical resource as appropriate, for training and capacity-building; organizing and facilitating the project's monitoring and evaluation; assist in meeting reporting requirements

Program Manager:

- Manage projects day-to-day activities; Elaborating the strategy for successful achievement of the project outputs;
- Take full responsibility for establishing cooperation with the partners and work as a liaison officer between the project and stakeholders
- Organise, co-ordinate, prepare, conduct and provide technical inputs;
- Undertake continuous monitoring of project progress, drafting relevant reports with the support from the CTA; Prepare and update work plans and ensuring timely execution;
- Organise and support technical assistance, monitoring and evaluation missions and subcontracted project activities, including drafting ToRs for all project subcontractors;
- Manage project's financial resources in accordance with UNIFEM rules and regulations;

UNIFEM's overall role and responsibilities as Responsible Party

UNIFEM will follow a modality that has proven effective and efficient in several of its cost-sharing programme implemented in the CIS region, such as the Southern Caucasus Peace programme (cost-sharing budget of US\$2,051,000 from SIDA and Finland), the Kyrgyzstan Women's Land Rights programme (cost-sharing budget of US\$1,212,000 from Norway).

UNIFEM will take overall responsibility for the programme in terms of overall strategy, technical and substantive perspective, and financial management. UNIFEM will ensure effective and efficient implementation through a Moldova Programme Team (MPT) under the direction and oversight of UNIFEM's Regional Programme Director for the CIS. The MPT would likely be composed of 1 International Chief Technical Advisor, and 3 National Staff (Programme Manager, Programme Assistant, Finance/Administrative Assistant). The staff will be recruited by UNIFEM as per standard rules and procedures and will be located at the premises of the Ministry of Health and Social Protection.

Specifically the roles and responsibilities of UNIFEM will be fully delineated in the Implementation Plan, to include:

- Providing technical and substantive support to programme planning, monitoring and evaluation, ensuring that project activities meet the requirements outlined in the logframe and implementation plan;
- Coordinating closely with Government on policy, strategy and institutionalization, and strengthening cooperation between Government, civil society and the donor community in Moldova;
- Ensuring proper transfer of knowledge and other capacity building of programme staff, partners and counterparts as per programme objectives;
- Establishing effective monitoring system enabling to track the progress towards implementation of planned programme results, including Annual and Quarterly Work plans based on the intended outcomes, outputs/and indicators;
- Providing the donor and the Government with quarterly and annual substantive and financial reports as for the specific agreements;
- Providing administrative support to the programme through diligent administration of the funds. This includes signing contractual agreements with the partners, i.e. Swedish and local NGOs, Think Tanks and academia and transferring funds to the Government as per the agreed implementation arrangements and plan;
- Ensuring that programme management is consistent with UNIFEM guidelines (financial, administrative, etc.) and donor agencies reporting requirements.

Staffing

UNIFEM will recruit the Moldova Programme Team (MPT) as per standard recruitment rules and procedures, in close consultation with the Government and SIDA. The MPT is proposed to be composed of:

- 1 Chief Technical Advisor (International)
- 1 Programme Manager (National)
- 1 Programme Assistant (National)
- 1 Finance & Administrative Assistant (National)

Under the overall supervision and guidance of the RPD UNIFEM CIS Office based in Almaty, the Chief technical Advisor (CTA) will have overall responsibility for ensuring the timely and synergetic implementation of the project's activities as per the project document. The CTA will be based in Chisinau for full time for one year with a part time involvement for the subsequent two years. While the detailed Terms of Reference will be developed and annexed to the Implementation Plan, the CTA's role and responsibilities will include:

- provide technical and substantive support to programme planning, monitoring and evaluation, ensuring that project activities aim at fulfilling the requirements of the logical framework and implementation plan from a rights-based and gender-responsive approach;
- provide expertise and direction in strengthening the relationship with Government institutions in light of the strategy adopted in the Programme Document as well as per the UNIFEM MYFF 2004-2007. Expertise in the area of national machineries and gender equality mechanisms will be provided to the team and the partners of the project;

- facilitating the networking and coordination of local partners, such as NGO and/or civil society organizations and supporting their capacity to implement the project activities according to the final project document, log frame and implementation plans;
- ensuring and strengthening the strategic coordination with partner organizations in the Republic of Moldova and contributing actively to the developments of UNIFEM in the region in consultation with the CIS Regional Director;
- providing assistance and advising the teams in order to guarantee UNIFEM and SIDA participation in the national processes such as MDGs, Beijing PFA, PRSPs and UN programming initiatives such as CCA/UNDAF
- ensure that processes such as CEDAW, Beijing + 10 and MDGs are strategically integrated by the national teams in the development of the programme;
- serve as technical resource as appropriate, for training and capacity-building;
- organizing and facilitating the project's monitoring and evaluation;
- providing monthly briefs and 6-monthly and annual reports to the RPD on the progress of the project tracking and monitoring UNIFEM corporate, regional and sub regional MYFF.

The project Manager will have the following scope of work:

Under the supervision of the Regional Programme Director for the UNIFEM CIS, and in close consultation with the Project Chief Technical Advisor (CTA) and the National Program Director, the National Project Manager will be responsible for:

- Elaborating the strategy for effective implementation of project objectives for ensuring successful achievement of the project outputs;
- Taking full responsibility for establishing good rapport with the government counterparts on gender related issues and work as a liaison officer between the project and the government, civil society, UN Agencies, donors and intergovernmental agencies as necessary.
- Organising, co-ordinating, preparing, conducting and providing technical advice and input to project activities;
- Undertaking continuous monitoring of progress throughout the project phase, drafting relevant reports and correspondence with the UNIFEM Regional Office for CIS countries with the support from the CTA;
- Ensuring incorporation of gender aspects into all project activities, materials and publications;
- Preparing and updating work plans and ensuring their timely execution;
- Organising and supporting technical assistance, monitoring and evaluation missions and subcontracted project activities, including drafting ToRs for all project subcontractors;
- Managing project's financial resources in accordance with UNIFEM rules and regulations;

Part IV. MAJOR IMPLEMENTATION PHASES

Upon approval of SIDA of the present Programme Document and the Cost-Sharing Agreement as outlined above, the full-fledged programme would be implemented over a period of **3 years** in several interrelated phases:

PHASE I: Preparatory Assistance (2 months)

This phase would entail national consultations for development of a detailed Implementation Plan, and Budget, by UNIFEM with the Government and other national partners in consultation with SIDA, to be endorsed (and preferably signed) by all three parties, namely the Government of Moldova, SIDA and UNIFEM before the start of Phase II. This phase will be designed so to take into account all the findings and results of the consultations undertaken by SIDA in summer 2005.

Specific activities under Phase I would include:

- Diagnoses of specific roles, responsibilities and capacities (current and potential) of national partners at both governmental and civil society levels (NGOs, Academia, Think tanks, Media, etc.);
- Assessment of the potential for collaboration and cooperation with ongoing programmes (governmental, bilateral and multilateral) to maximize use of resources and impact;
- Identification of specific baseline data with which to start measuring change in the programme;
- Review and finalization of specific implementing arrangements and activities, including the location of national implementation team;
- Recruitment of programme personnel; and

- Setting up of the documentation and monitoring and evaluation frameworks.

PHASE II: Gender Analysis / Assessment – development of the National Strategy on Gender equality (12 months)

Phase II would cover a complex of activities related to:

- Gender analysis, assessment of the challenges and opportunities for engendering national policy making;
- Identification of most urgent gender priorities / set of gender indicators;
- Development of the National Strategy on Gender Equality, lobbying for its approval;
- Development of gender responsive recommendations to PRSP based on engendered MDGs.

All these activities will be undertaken through building the capacity of local partners in the Government as well as from the civil society sectors in addition to the external expertise in technical aspects as per detailed plan of the project. This will be part of the capacity building effort of the project.

PREPARATORY PHASE			
2006	July-Aug, 2006 2 months	<ul style="list-style-type: none"> • Development of a detailed Implementation Plan, and Budget • Recruitment of programme personnel • Diagnoses of specific roles, responsibilities and capacities (current and potential) of national partners at both governmental and civil society levels (NGOs, Academia, Think tanks, Media) etc 	
	IMPLEMENTATION PHASE		
		Gender Analysis / Assessment	Capacity building
	Sept-Dec, 2006 4 months	Gender impact analysis of at least 4 sectoral programmes undertaken, recommendations made and accepted by the ministries	Enhanced national capacities for gender responsive policy making and implementation
2007	Jan-April, 2007 4 months	National Strategy on Gender Equality developed (subsequently, the national Action plan on gender equality will be amended in accordance with the Gender equality Strategy)	
	May-Aug, 2007 4 months		
	Sept-Dec, 2007 4 months	Gender issues integrated in the EGPRS and EU-Moldova Action Plan reflecting the priority areas defined in the National Strategy on Gender equality	A Task Force of Gender Focal Points established and functional for promoting gender issues in policy making and implementation
2008	Jan-April, 2008 4 months		Gender responsive budgeting piloted in selected sectoral priority areas
	May-Aug, 2008 4 months		
	Sept-Dec, 2008 4 months		
2009	Jan-April, 2009 4 months		A Gender Mainstreaming Guidelines adopted to Moldova specificities and used as a practical tool by policy makers and civil servants
	May-June, 2008 2 months	PROGRAMME EVALUATION AND EXIT STRATEGY IMPLEMENTATION	

PHASE III: Implementation and Capacity building (20 months)

Phase III will be longest in terms of project duration, as it would entail a complex of facilitating activities covering actual implementation of gender priorities within sectoral programmes including:

- Gender impact analysis of PRS and several sectoral programmes;

- Gender responsive budgeting in selected sectoral priority areas;
- Strengthening and making functional a Task Force of Gender Focal Points;
- Work on improving sex-disaggregated statistics and gender responsive monitoring system;
- Documenting all programme findings, methods, and best practices and making it accessible to a wide range of stakeholders.

In spite of the fact that the capacity building will take place from the very beginning of the project (phase II), this phase III is specified due to the fact that one of the main results of the project would be strengthened local capacity to mainstream gender into the national policy by the end of the three year period. Specification of this phase does not exclude the project efforts in building national capacity under other phases.

PHASE IV: Programme Evaluation and Exit Strategy Implementation (2 months)

Phase III would cover the external evaluation of the programme, as well as the implementation of an exit strategy for a full handover to national partners. The evaluation will be undertaken as a tripartite review at the completion of the programme by a team comprised by an external evaluator, Government and donor's representatives with the involvement of all stakeholders.

In terms of timing the phases will be implemented in the followings manner:

Part V. MONITORING AND EVALUATION

Within the first six months of the programme, a performance monitoring framework will be developed to plan and implement systematic collection of data for monitoring, learning and reporting, and assist in developing a monitoring plan. This will be developed in a participatory manner, involving all stakeholders.

A mid term review is planned to be initiated by the Ministry of Health and Social Protection with the facilitation of the program team through a consultative process in order to:

- Provide information on the learning processes of the Government, UN, NGOs and other key players from the results of the mainstream actions undertaken by the program,
- Review the achievements and problems encountered during the program implementation and the means of overcoming it, and
- Draw lessons learnt and ensure proper process documentation as well of the results achieved.

Yearly program progress reports as per UNIFEM and SIDA standards will be prepared by the program team and submitted to the National Director, UNIFEM Regional Director, SIDA Office in Moldova and the key partners as per agreed rules.

Part VI. PROGRAMME RESULTS AND RESOURCES FRAMEWORK

Overall Objective: Gender equality is perceived and recognized as a prerequisite for sustainable development at national policy level

Immediate objective: A strong and active government policy on gender equality, incorporating issues of both men and women has been developed and implemented by 2010.

Outcome-level results:

1. Political will enhanced and manifested by support at policy and operational level to key priority areas for action
2. National capacities and mechanisms strengthened to develop policies on gender and used to implement actions in priority areas
3. Monitoring and accountability of progress on gender equality in priority areas enhanced through strengthened mechanisms including sex-disaggregated data and gender-responsive indicators along common standards and agreements¹²

¹² Including EU Standards, with common sex-disaggregated data and gender-responsive indicators to report on progress under PRSP, EU-MOL Action Plan, MDGs of Moldova etc... The UNIFEM CIS Regional office has developed a common set of gender indicators currently in use for CEDAW, MDGs & PRSP which could be of use to this programme, in view of the commonalities including of statistical systems between CIS countries.

Outputs	Indicators	Indicative Activities	Inputs
1.1 National Strategy on Gender Equality developed (subsequently, the national Action plan on gender equality will be amended in accordance with the Gender equality Strategy)	<ul style="list-style-type: none"> --National Strategy on Gender Equality adopted --Gender priorities defined within the Strategy on Gender Equality -- Gender policies mapping performed -- Job descriptions stating role/mandate/time allocation of Gender Focal Points approved 	<ul style="list-style-type: none"> 1.1.1 To perform a mapping of overlapping policies and strategies within the gender area and GAP analysis, to be used in the drafting of a National Strategy on Gender Equality; 1.1.2 National consultation process with involvement of key stakeholders to discuss the priorities of the National Strategy on Gender Equality 1.1.3 Facilitate development of the National Strategy on Gender Equality and lobby for its approval 	Consultants Output cost: 50,000
1.2 Gender issues integrated in the EGPRS and EU-Moldova Action Plan reflecting the priority areas defined in the National Strategy on Gender equality	<ul style="list-style-type: none"> --Partnership with key line ministries and governmental institutions built and functional for engendering PRSPs in Moldova --PRSPs and key sectoral programmes reflect gender equality commitments --Number of GE advocates participating in the PRS Groups 	<ul style="list-style-type: none"> 1.2.1 Gender analysis as a part of the process of EGPRS 2004- 2006 evaluation and start in developing of the next PRSP 1.2.2 Facilitate prioritization process in compliance with the priorities defined in the National Strategy on Gender Equality 1.2.3 Consultations to elaborate gender recommendations to the next EGPRS and Moldova EU Action Plan 1.2.4. Identification of synergies with other policies and strategies 	Sub-contract Workshops Publications Output cost: 30,000
2.1 Enhanced national capacities for gender responsive policy making and implementation	<ul style="list-style-type: none"> --Increased capacity of NGEM to lead engendering PRSPs --Joint initiatives of women's groups and government promoting gender equality in policy -- Increased awareness and skills in gender mainstreaming among government officials 	<ul style="list-style-type: none"> 2.1.1 Sub-contract the team of experts/agency for developing the training modules (including the TOT) for central and local government civil servants. 2.1.2 Training in policy development and mainstreaming theory for Gender focal points, Staff from the Department for Equal Opportunities and Family Policies, Gov. Committee on Gender Equality 2.1.3 Conduct regular assessment of the impact of gender training on government officials and amend training and capacity building programme to suit emerging needs 	Sub-contract (Training modules) Training Output cost: 100,000
2.2 Gender impact analysis of at least 4 sectoral programmes undertaken, recommendations made and accepted by the ministries	<ul style="list-style-type: none"> -- Gender –responsive recommendations prepared by joint sectoral PRS Groups and NGOs incorporated into PRS ---The sector policies incorporated into the National Action Plan on gender equality --Gender impact assessments and research effectively applied in sectoral policy and programming decisions 	<ul style="list-style-type: none"> 2.2.1 Sign the MOU with the ministries that will enable Gender Focal Points and ministry personnel to work on gender policy review 2.2.2 Undertake a gender impact analysis of these policies and programmes, and present results and recommendations to appropriate decision makers for their consideration and approval 2.2.3 Upon agreement with key decision makers and stakeholders make relevant changes to the reviewed policies/programmes 2.2.4 Publish a brochure outlining the process, experience, benefits and lessons learned in this process for wide dissemination within other government ministries 	Sub-contract (Gender impact analysis) Publication Output cost: 80,000
2.3 Gender responsive budgeting piloted in	<ul style="list-style-type: none"> -- Scheme of public participation in gender responsive budgeting 	<ul style="list-style-type: none"> 2.3.1 Facilitate public involvement on 	Sub-contract (Gender

selected sectoral priority areas	<p>processes developed;</p> <p>--Increased number of publications on gender budgets, articles and public statements by experts and government/parliament representatives</p> <p>--Increased coverage of gender issues and, in particular, gender budgets in media</p>	<p>budgetary processes for promoting gender equality issues in sectoral budgets;</p> <p>2.3.2 Provide technical support for gender analysis of budgets in selected sectoral priority areas</p> <p>2.3.3 Develop training programme "Gender budgets in Moldova"</p> <p>2.3.4 Organize training for central and local civil servants on gender budgeting</p> <p>2.3.5 Document experiences on gender budgeting in Moldova</p>	<p>responsive budget analysis)</p> <p>Publications</p> <p>Output cost: 70,000</p>
2.4 A Task Force of Gender Focal Points established and functional for promoting gender issues in policy making and implementation	<p>--Up scaled mandate and authorities of NGEM adopted by Government decrees;</p> <p>-- Existence and efficiency of coordination mechanisms between governments, civil society and donors leading by NGEM;</p> <p>Written declarations/job descriptions stating role/mandate of GFPs signed by relevant ministries;</p> <p>-- Joint initiatives of GE advocates and government structures</p>	<p>2.4.1. Sign an agreement specifying the scope of functions and connected resources allocated within ministries for the work of Gender Focal Points</p> <p>2.4.2 Facilitate establishment and functioning of a Task Force of Gender Focal Points, stating objectives and purpose of inter-ministerial gender policy</p> <p>2.4.3. Disseminate the info on the role and mandate of Gender Focal Points to other ministries and stakeholders</p> <p>2.4.4 Facilitate the process of planning, implementation and monitoring of micro projects implemented by Gender Focal Points within their policy area</p> <p>2.4.5 Training of Gender Focal Points in general gender responsive management of change processes and project management</p>	<p>Workshops</p> <p>Training</p> <p>Sub-contracts (mini-projects)</p> <p>Output cost: 150,000</p>
3.1. Enhanced capacity for use of sex disaggregated data for monitoring implementation of national gender commitments (EGPRS, MDGs, BPFA)	<p>--Set of harmonized set of gender indicators used by GE advocates for monitoring of PRS</p> <p>--Sex disaggregated data increasingly and more effectively used in the policy formulation process</p>	<p>3.1.1 Organise and conduct training workshop for statisticians and data analysts on gender aspects of statistical data analysis and use</p> <p>3.1.2. Facilitate collaboration between National Statistics and users-(key stockholders) on demand and use of sex disaggregated data</p> <p>3.1.3 Support in identifying base-line database of accessible data/indicators and facilitate establishment information systems for gathering of data.</p> <p>3.1.4 With inputs from the Gender Focal Points and external experts, prepare a Handbook on Harmonised set of gender indicators (MDGs/BPFA/CEDAW/PRS) adapted to Moldova situation</p> <p>3.1.5 Publish the Handbook and distribute to all government departments, NGOs, donors and other partners</p>	<p>Training</p> <p>Sub-contract (Statistical book)</p> <p>Round tables</p> <p>Publication</p> <p>Output cost: 100,000</p>
3.2 A Gender Mainstreaming Guidelines adopted to Moldova specificities and used as a practical tool by policy makers and civil servants	<p>--A Gender Mainstreaming Guidelines developed and used by key stakeholders and GFPs</p>	<p>3.2.1 Compile learning materials, gender mainstreaming guidelines and handbooks, research results, best practices and document it in user-friendly manner</p> <p>3.2.2 In collaboration with Gender Focal Points review collected materials and develop the Guidelines adapted to Moldova</p> <p>3.2.3 Test the Guidelines at a workshop for interested government officials and gender advocates for comments and revisions</p>	<p>Sub-contract</p> <p>Publications</p> <p>Workshops</p> <p>Output cost: 70,000</p>

		3.2.4 Finalise the Guidelines and distribute it widely among government structures and gender advocates (including through internet)	
Management and administrative arrangements Identify and select a Moldova National Team Procurement Administrative expenses		<p>Costs involved for running the project for three years:</p> <ul style="list-style-type: none"> • Office Equipment • Organizing of meetings, workshops, roundtables etc • Hiring of technical staff for undertaking specific tasks such as translation, interpretation, event management etc • In-country travel, office transportation • Stationary and office supplies • Communications costs, including internet • Public awareness raising and campaign cost (brochures, booklets, leaflets, TV and Radio communication) • Operational expenses for the office for three years <ul style="list-style-type: none"> - Chief Technical Advisor (International) one year full time with a part time involvement for the subsequent two years - Programme Manager (National) - Programme Assistant (National) - Finance & Administrative Assistant (National) • Reporting costs; (Independent Evaluation Mid-term project Audit) • Miscellaneous <p>Overall Management and Operation cost to UNIFEM (10% of the total cost)</p>	350,000
			100,000
		GRAND TOTAL	1,100.000 Euro