

Evaluation Report

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

UN Women Moldova

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Acknowledgements

This External Evaluation Report has been informed by the opinions and insights of 71 persons (53 women and 18 men) including women and men beneficiaries, members of parliament and other elected bodies, central and local level government officials, representatives of civil society organizations and representatives/staff in the donor office (Embassy of Sweden), UN Women and UNDP. The Evaluation Team is indebted to all these people for dedicating their valuable time and sharing their insight to contribute to the evaluation process. Special thanks to the Women in Politics Programme staff based in Moldova who coordinated evaluation activities and provided all information requested from the Evaluation Team. The Evaluation Team extends its gratitude to the Evaluation Reference Group, donor representative, UN Women's Europe and Central Asia Regional Evaluation Specialist for their thoughtful feedback and UN Women's Evaluation Manager for coordinating the process of all input and finalization of the report. The authors hope that the evaluation provides valuable insights into the implementation of the current program and future action.

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List of Acronyms and Abbreviations

aka	also known as
API	Association for Independent Press
ATU (also UTA)	Autonomous Territorial Unit
BPfA	Beijing Platform for Action
CALM	Congress of Local Authorities from Moldova
CCET	Centre for Continuous Electoral Training
CEC	Central Electoral Commission
CEDAW	Convention to Eliminate All Forms of Discrimination Against Women
CPD	Centre “Partnership for Development”
CSOs	Civil Society Organizations
CTA	Chief Technical Advisor
ECA	Europe and Central Asia
EEF	East Europe Foundation
EMB	Electoral Management Board
ERG	Evaluation Reference Group
GE	Gender Equality
JILDP	Joint Integrated Local Development Programme
LPA	Local Public Authority
MDGs	Millennium Development Goals
MDP	Moldova Democracy Programme
M&E	Monitoring and Evaluation
MLSPF	Ministry of Labor Social Policy and Family
MP	Member of Parliament
MPTF	Multi -Donor Trust Fund Agreement
PCA	Project Cooperation Agreement
PO	Purchase Order
PSC	Personal Service Contractor
RWGN	Roma Women and Girls Network
SDGs	Sustainable Development Goals
Sida	Swedish International Development Agency
ToR	Terms of Reference
TSM	Temporary Special Measures
UDHR	Universal Declaration for Human Rights
UN	United Nations
UN Women	United Nations Entity for Gender Equality and Empowerment of Women
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UPR	Universal Period Review
WE	Women Empowerment
WiP	Women in Politics

Executive Summary

Background

Over the past several years the United Nations (UN) has provided support to national and local stakeholders in Moldova in strengthening democratic governance and advancing women's rights through initiatives aimed at reforming the electoral system and decentralization of government. Following on these contributions, Women in Politics (WiP) Programme was designed to provide an enabling environment for increased representation and participation of women in politics. This programme was launched in 2014, through sole funding at USD 2,940,118 by Sweden through Swedish International Development Agency (Sida). The assistance was grounded initially in the Swedish Country Strategy for Moldova 2011- 2014 which supported action to increase the number of women in leading positions in various social sectors and strengthened women's rights; and then aligned with the Swedish Results Strategy for Reform Cooperation with Eastern Europe, Western Balkans and Turkey 2014-2020 that supports the achievement of three gender focused results in Moldova including implementation of normative gender equality frameworks and strengthening women's participation in politics and decision-making. WiP Programme was implemented jointly by two UN Agencies: UN Women and UNDP and two Moldova based NGOs, Centre "Partnership for Development" (CPD) and East Europe Foundation (EEF).

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

Methodology

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

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

Data collection methods included: a) a comprehensive documentation review; b) semi-structured in-depth interviews and small group interviews with primary stakeholders; and c) an online survey. Seventy one persons (53 women and 18 men) were consulted for the evaluation including: donor, WiP Programme Team, UN Women and UNDP staff; project

partners, including representatives from government, and civil society organizations (CSO). More than 30 documents (including project reports and background documents) were reviewed and analyzed by the Evaluation Team. The Evaluation Team conducted fieldwork in Chisinau and three localities, Rîșcani, Sîngerei, and Șoldănești. Preliminary observations were presented to WiP Programme staff in order to provide an opportunity for initial response to and validation of findings.

Findings

1 In terms of **relevance**, the focus of WiP Programme on political empowerment of women with a specific emphasis on elections and legislative framework as well as institutional and individual capacity strengthening were applauded as essential in the current context of Moldova. WiP Programme design was appropriate to address the identified needs of key groups and showed tremendous adaptive capacity in refashioning its design to respond to emerging needs of these groups. Through its design, the project tried to address capacity needs for women at the local level throughout Moldova, although efforts concentrated more on certain areas with larger population such as Chisinau at the expense of other localities where gender equality issues may be poorly known; areas where safety and security of project staff and contractors may have been compromised were somewhat covered by the project.

The project was fully aligned with normative frameworks related to gender equality and women's empowerment including Universal Declaration of Human Rights (UDHR), Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) and Beijing Platform for Action (BPfA), existing national laws, and gender equality strategy and responded to evolving national priorities and needs. The project has also been aligned with UN development assistance and cooperation framework and directly contributed to towards supporting implementation of strategic priorities related to gender equality. Conclusions and recommendations of the CEDAW Committee and the Universal Periodic Review (UPR) Working Group were also taken into account during the design of the project; project activities have contributed to addressing these recommendations. Varied outreach efforts were made to reach relevant duty bearers and right holders including women and disadvantaged groups at the local level; assistance from existing programs such as UNDP Democracy Programme was essential in creating institutional buy-in. UN Women and UNDP were well suited for this joint initiative given their past individual experiences at the national and local level.

2 Effectiveness: Varying degrees of progress were made towards achieving results at the outcome level. With regard to **Outcome 1**, i.e., *Legal frameworks and policies to advance women's right to participate in decision making at national and local levels are reformed/adopted and/or implemented*, WiP Programme has achieved notable success. Legislative Package No 180 (later Law No. 71) which mandates *minimum 40 per cent women in cabinet and party lists, gives men 14 days paid paternity leave, and prohibits sexist advertisement and language in media* was passed with a significant majority on April 14, 2016. WiP Programme contributed meaningfully to this process. A comprehensive strategy put in place by WiP Programme involving multiple partners (media representatives, political parties, civil society organizations) and activities including TV spots, forums, position papers, gender sensitization sessions, combined to push for this legislative change in favor of women's political participation. Given that Law No. 71 entered into force towards the end of May 2016, the second part of the outcome, regarding implementation of this law remains an issue for future interventions. However, some steps have been taken including informing and

reaching out to relevant stakeholders explaining the new provisions in an easy-to read format; informing all political parties on methods to nominate more women on electoral lists, as well as to promote more women in decision making positions. A draft Regulation for the establishment and functioning of the Experts' Council in the field of advertising, with a special focus on sexism in advertising was prepared. Impact of such action is yet to be seen.

With regard to **Outcome 2**, i.e., *Gender equality advocates influence legal frameworks and policies to increase women's leadership and political participation*, as a result of the support provided by WiP Programme, various actors have increased their capacity to engage actively with policies and frameworks that bring more women in the political and public space especially at the local level. Thus, a critical mass of media institutions that is gender sensitized has now been created and engages in gender self-assessment; following training sessions and mentorship programs, women beneficiaries of such action at the local level are able to identify needs and priorities and take action on resolving issues important to the communities they live in; for the first time Roma women have been elected as local councilors, and in general numbers of women holding local councilor positions have increased; training sessions with newly elected members of parliament and forums between women and men members of parliament (MPs) and their constituencies have resulted in parliamentary agenda that reflect needs voiced by local communities and marginalized groups in consultative meetings with these MPs.

Several factors both supported and constrained WiP Programme results. Factors supporting the achievement of results included: a) building on past experiences and synergies among programs with particular attention to results; b) openness to innovative and traditional methods of program delivery; c) customized support for various actors; d) meaningful and significant of donor as a partner; and e) synergies among programs with attention to results. Other factors constrained achievement of WiP Programme results including: a) operating in a volatile political context and a patriarchal environment that has not been amenable to representation of women in politics; b) varying understandings of gender and gender equality among stakeholders; c) lukewarm support by political parties and women politicians; d) internal delays in disbursements of funds; e) timing of the project launch – insufficient window of opportunity to engage with women candidates prior to parliamentary elections.

3 In terms of **efficiency**, the project has used its resources well. Impressive results have been achieved with funds available due to the effectiveness of project staff in establishing successful collaboration and interaction between UN Women, UNDP and partners where capacities and resources have been effectively leveraged through exploring synergies and implementing activities jointly with the Democracy Programme. Project financial, human and technical resources were strategically deployed to achieve results. Of particular importance, the small grants mechanism to local women councilors and various CSOs helped mobilize the necessary efforts to build capacity among women to enter and engage in the political space successfully especially at the local level.

4 In terms of **sustainability**, important evidence and capacity now exists at the national level (including gender analyses, gender statistics and research) to identify challenges associated with bringing more women into politics. Capacities of Central Electoral Commission (CEC) in election management and the Centre for Continuous Electoral Training (CCET) in preparing electoral offices and those of various gender actors have been strengthened. Disaggregation of election data by sex is now institutionalized and CEC will likely continue the practice of working with sex-disaggregated data. Gender self-assessment

for media outlets engaging with this process has led to improved representation of women in these outlets and has the promise to be sustained among the same. Relevant national stakeholders have not only been included in programme design, implementation and policy advocacy processes, but have been encouraged to lead some of these processes. However, more work needs to be done to create and consolidate more capacity among women to work in politics especially at the local level. WiP Programme had good accountability and oversight systems. However, several target statements and the indicators expected to measure them were set well beyond the control of the program (i.e., output level targets were set at the outcome level).

5. Overall, gender equality and human rights considerations were included in programme design and implementation. The needs and priorities of women belonging to ethnic minorities and women with disabilities were considered in all aspects of design and implementation of WiP Programme. WiP Programme made visible the existing inequalities between men and women in the political and public space and has highlighted specific disadvantages associated with marginalized groups, especially Roma women. Reports that use disaggregated data analysis of elections have advanced overall understanding of women's participation in elections among stakeholders especially those concerned with elections. Efforts to help Moldovans understand the realities within which the demand for bring more women into politics and public space is located, have created opportunities for critical reflection on the pervasiveness of stereotypical thinking and its detrimental consequences in Moldovan society. Finally, WiP Programme put in place actions that promote implementation of human rights and have the potential to transform gender inequality observed in the political and public space. However, the almost exclusive focus on women in various activities may have produced skewed results, i.e., by emphasizing capacity building for women predominantly, the programme may have overlooked certain aspects of power relations between men and women and dynamics these produce in different settings both in the public and private sphere.

Lessons Learnt and Good Practices

- Increasing participation of women in politics and decision-making takes time and interventions need to take this into account.
- Work with political parties can be challenging in a context where there is no accountability by these parties.
- Partnering with CSOs needs to be managed carefully so as not to create fragmentation.
- Complementary support and overlap need to be managed through keeping communication channels open.
- Study visits provide an opportunity for quick learning and action planning.
- Drafting and adoption of legal frameworks require comprehensive strategies, need to be highly participatory and support inclusion and ownership.
- Capacitating local community members (through training, support to conduct gender analyses and mentoring) while also empowering and supporting aspiring women to articulate their needs and priorities and participate in decision-making processes has produced satisfactory results.
- The decision of project staff to reach out to and establish partnership with various sub-contractors/subgrantees contributed to results that otherwise might have not been achieved with the same rate of success.

Conclusions and Recommendations

Conclusion	Recommendation	Target	Priority
<p>1. Conditions for bringing more Moldovan women to the political and decision-making space have been improved through significant contributions of WiP Programme. Continued programming should pay attention to lessons learnt to deepen the positive results secured through this first phase of WiP Programme.</p>	<p>1.1 Current WiP Programme needs to be extended to complete activities; another iteration of this programme should continue for another round of elections at the national and local level.</p> <p>1.2 Secure sufficient and immediate funding and reduce delays in disbursement of such funds in order not to lose important momentum and institutional memory.</p>	<p>Donor to secure funding continuity and UN Agencies to avoid disbursement time lag from MPTF to the project</p>	<p>During extension period in 2017 and in the next phase of programming in 2018</p>
<p>2. Action focusing on women's political empowerment is an important angle to bring more women in politics. However, this may prove limiting in scope in areas where gender equality is poorly known and a political discourse is seen as disadvantageous.</p>	<p>2.1 Consider expanding the scope to refer to women in leadership in general. Change to a more general focus will serve as an entry point in Transnistria.</p> <p>2.2 Focus more resources and action at the local level, working both with the local government entities and communities where gender is poorly known.</p> <p>2.3 Consider working with local teams, especially in doing advocacy work and people to people campaigns.</p>	<p>UN Women/UNDP</p>	<p>In the next phase of programming in 2018</p>
<p>3. Although significant progress had been made towards promoting women's political empowerment through Law 71, further support is needed to improve aspects of this law, as well as facilitate understanding and implementation of this legal framework at the central and local level.</p>	<p>3.1 Support improving aspects of the law that concern placement provision in party election lists and legal measures that ensure women's safety while running for and holding elected positions.</p> <p>3.2 Formulate capacity activities that focus on expanding understanding contents of Law 71 and opportunities to engage</p>	<p>UN Women/UNDP</p>	<p>During extension period of WiP Programme in 2017</p>

Conclusion	Recommendation	Target	Priority
	<p>with the law for various stakeholders.</p> <p>3.3 Focus on the electorate of men and women to raise awareness on the law and importance of electing women at various levels of representation.</p>		
<p>4. WiP Programme has contributed to sustaining results acquired through previous programming through creating/strengthening institutional and individual capacity especially at the central level. However, more work is needed to consolidate these results at the local level and in the media as one of the main actors in advocacy work.</p>	<p>4.1 Consider engaging people who have been invested on to capacitate others as role models to promote the agenda of women in leadership positions.</p> <p>4.2 The mentor-mentee relationships created through WiP Programme activities should transform into partnerships in which the mentees may be engaged to arrange joint training activities with trainers.</p> <p>4.3 Efforts should continue to reach out to national media. Beyond working with reporters, engage media management as a significant player in strengthening the work of the media in promoting gender equality.</p> <p>4.4 Customize training and make it relevant to the nature and scope of the work of targeted individual media by using findings from gender self-assessment of those media.</p>	<p>UN Women, API/School of Journalism and CSOs tasked with capacity building activities</p>	<p>In the next phase of programming starting in 2018</p>
<p>5. Gender equality and human rights considerations have been integrated into programme design and implementation. However, addressing discrimination and inequalities faced by women in politics should ensure that men also participate equally in</p>	<p>5.1 Design capacity building and strengthening activities in which men are included.</p> <p>5.2 Approach working with men politicians and men/women as an electorate, through a targeted design to make</p>	<p>UN Women/UNDP</p>	<p>During extension period in 2017 and in the next phase of programming in 2018</p>

Conclusion	Recommendation	Target	Priority
programming as “agents of change.”	results more effective.		
<p>6. While project implementation is described as successful, future programming and evaluation needs to consider limitations observed during this evaluation exercise.</p>	<p>6.1 Clarify logical framework to fit expected results at the output and outcome level. There needs to be a better differentiation between what is expected at the output level (products created with the funding allocated for the project) and at the outcome level (e.g., change in situation/context and behavior) considering realistically how external circumstances outside programme control may affect achievement of expected outcomes.</p> <p>6.2 For specific aspects of programming in-house resources produced by UN Agencies in projects of a similar nature elsewhere in the world may be used.</p> <p>6.3 Consider a longer evaluation timeframe and a larger budget, one that would enable evaluation team to evaluate general impact and local impact by reaching out to more communities or allow for community researchers to be part of the evaluation team.</p> <p>6.4 To obtain the perspectives of various beneficiaries, especially those who do not customarily use internet for communication, other technologies, such as mobile telephones may be explored as a method of obtaining information.</p>	UN Women/UNDP	In the next phase of programming starting in 2018

1. Background and Context

1.1 Women and girls constitute more than half of Moldova's population of 3,553,056 (2016 data).¹ Yet they are under-represented in entities that make key decisions affecting their lives both at the national and local level. Persistence of patriarchal attitudes and deep-rooted stereotypes regarding roles and responsibilities of women and men in the family and in society are root causes of women's disadvantaged position in political and public life (see CEDAW Committee Report 2013).² Equally important these stereotypes are internalized by women and girls and have a bearing on decisions they make to engage with politics and public decision-making. A UN Women needs assessment mission on women's political participation in 2012 found that few women are interested in standing for elections, which is directly related to women's low representation especially at the mayoral level.³ Disadvantaged groups of women, including Roma women and women with disabilities, are, in practice, almost completely excluded from political and public life (see CEDAW Committee Report 2013).⁴



1.2 With the ratification of Millennium Development Goals (MDGs), Moldova committed to promote women in leadership positions by increasing their representation as follows: Local Councils, from 26.5% in 2007 to 40% in 2015; Rayon Councils, from 13.2% in 2007 to 25% in 2015; Mayors from 18% in 2007 to 25% in 2015; and MPs from 22% in 2005 to 30% in 2015⁵. The representation of women in Parliament increased steadily from 14% in 2001 to 27% in 2009. The first woman premier, Zinaida Greceanii, was in office in 2008 (albeit briefly). Following a political crisis in 2009, Moldovan women experienced a serious setback in political representation. The number of women in Parliament dropped sharply from 27% to 19% by 2010. Among elected mayors, the share of women is still very small, increasing only marginally from 18.15% in 2007 to 18.51% in 2011; at the rayon level

¹National Statistics Office Moldova, 2016,

http://statbank.statistica.md/pxweb/pxweb/ro/20%20Populatia%20si%20procesele%20demografice/20%20Populatia%20si%20procesele%20demografice_POP010/POP010700.px/table/tableViewLayout1/?rxid=2345d98a-890b-4459-bb1f-9b565f99b3b9, accessed on 06.11.2016

² See Concluding Observations on the Combined Fourth and Fifth Periodic Reports of the Republic of Moldova 2013.

³ Information extracted from the Project Document. See also page 15 of the document UN in Moldova at <http://www.un.md/publicdocget/64/> and powerpoint presentation <http://www.slideshare.net/skyechristensen/moldova-women-in-parliament>

⁴ See Concluding Observations on the Combined Fourth and Fifth Periodic Reports of the Republic of Moldova 2013.

⁵ <https://webapps01.un.org/nvp/mdgs.action?id=3&countryId=1882>

representation of women increased from 16.48% in 2007 to 18.39% in 2011⁶. During the Universal Periodic Review (UPR), held for the first time in Moldova in 2011, the Working Group recommended that Moldova ensure “the representation of women in the state elective and administrative structures by establishing a minimum quota for women”. (Recommendation 76.6). This recommendation was echoed by CEDAW Committee in 2013.⁷

1.3 “Enhancing women’s political representation through improved capacity and enhanced support in Moldova” (aka WiP Programme) was designed to provide an enabling environment for increased representation and participation of women in politics⁸ thereby responding to the recommendations issued by the UPR Working Group and CEDAW Committee. Implemented jointly by two United Nations (UN) Agencies, United Nations Entity for Gender Equality and Empowerment of Women (UN Women) and United Nations Development Programme (UNDP), this Programme continued the long-term engagement of the UN to support national and local stakeholders in Moldova in strengthening democratic governance and advancing women’s rights through initiatives aimed at reforming the electoral system and decentralization of government.⁹ This support was grounded in the mandate of the UN and enshrined in its main strategic documents and normative frameworks for gender equality and women’s empowerment including UDHR, CEDAW Beijing Platform for Action (BPfA) and MDGs.

⁶ Government of Moldova, 2013, The Third Millennium Development Goals Report Moldova, http://planipolis.iiep.unesco.org/upload/Moldova%20R/Moldova_Third_MDG_2013-eng.pdf

⁷ See Concluding Observations on the Combined Fourth and Fifth Periodic Reports of the Republic of Moldova 2013.

⁸ UN Women, Project document “Enhancing women’s political representation through improved capacity and enhanced support in Moldova”, 2014.

⁹ The two most recent initiatives are Joint Integrated Local Development Programme (JILDp) and Moldova Democracy Programme (MDP). JILDp assists the Government of the Republic of Moldova in the implementation of the decentralization reform consisting in, promotion of local government autonomy and ensuring that all people, particularly the most vulnerable, have access to quality public services. The Programme has been implemented by UNDP and UN Women in 2013-2015 (third phase). MDP aims to strengthen the institutional capacity of the Parliament and Central Electoral Commission of the Republic of Moldova, improving their main functions and entrenching gender and human rights aspects in formal political and electoral process. It is implemented by UNDP and has been operational since 2012.

2. Object and Context of the Evaluation

Overview of Women in Politics Programme: Aim and Outcomes

2.1 The WiP Programme was launched in 2014 with the sole financial support of the Swedish International Development Agency (Sida). The support was informed by and grounded in the Swedish Country Strategy for Moldova 2011- 2014, Sector 1 "Democracy, human rights and gender equality" and more specifically located in the goal and strategy result: "A greater number of women will have leading positions in various social sectors, and women's rights will have been strengthened." WiP Programme also aligned with the Swedish Results Strategy for Reform Cooperation with Eastern Europe, Western Balkans and Turkey 2014-2020 that supports the achievement of three gender focused results in Moldova : (1) Women and men have, to a greater extent, the same power to shape society and their own lives; (2) Partner countries better fulfill their international and national commitments on human rights, gender equality (including the EU's strategy for equality between women and men) and non-discrimination; (3) Improved conditions for democratic accountability to the people and participation in political processes, including promotion of free elections.

2.2 Implemented jointly by UNDP and UN Women and two national civil society organizations (CSOs) based in Moldova, Centre "Partnership for Development" (CPD) and East Europe Foundation (EEF), WiP Programme aimed to support the increased participation of women in politics and in the decision-making process by creating an environment conducive to their meaningful participation, and to support capacity development of women before, during and after the elections at the central and local levels. The Programme also sought to promote increased public awareness of women's contribution to political leadership and supports the realization of women's rights and commitments undertaken by the Government of Moldova.

2.3 While this was the first time a project of this nature was being implemented in Moldova, WiP Programme built on the extensive experience of project partners. It thus capitalized on UNDP's activity through the Democracy Programme and the Joint Integrated Local Development Programme (joint initiative between UNDP and UN Women), EEF's program on *Engaging Citizens, Empowering Communities*,¹⁰ CPD's project on empowering women from rural communities¹¹ and *Women Economic Empowerment through Increasing Employability in the Republic of Moldova* Project implemented by UN Women.¹²

2.4 The WiP Programme was designed to contribute to the following specific outcomes included in the Logical Framework: (1) Legal frameworks and policies to advance women's

¹⁰ This project, funded by Sida, strengthens CSOs in Moldova to promote democratic development strengthens Moldovan NGOs to promote democratic development. Specific components of the programs are: supporting NGO platforms to exercise democratic influence, strengthening independent media, promoting free and fair elections, supporting communities to mobilize for sustainable local development, enhancing youth activism for local development, promoting social entrepreneurship, supporting vulnerable groups. The programme is co-funded by the Government of Sweden through Sida and by the Ministry of Foreign Affairs of Denmark.

¹¹ The training program *Leadership Program for Rural Women in Moldova* aimed to strengthen capacities of rural women leaders to participate successfully in local elections in 2011. CPD conducted activities through which participants were able to detect the gender relationships dynamics in teams or with the help of their support group.

¹² This project which ran in 2010-2013, addresses the needs of the rural and sub-urban population, especially poor women in exercising their social and economic rights through increasing access to quality information and services in employment and social protection areas. The project was funded by the Government of Sweden.

right to participate in decision making at national and local levels are reformed/adopted and/or implemented; and (2) Gender equality advocates influence legal frameworks and policies to increase women's leadership and political participation (also see brief description of the Project in Annex A where Terms of Reference (ToR) are explained).

2.5 In order to achieve these outcomes, the following outputs were included under the Logical Framework of WiP Programme.

- 1.1: Capacity at national and sub-national levels to develop and implement legal frameworks and policies to advance women's right to participate in decision making enhanced;
- 1.2: Capacities at all levels to promote women's participation in electoral processes both as candidates and voters enhanced;
- 1.3: Capacities of the Election Management Bodies on gender responsive electoral management enhanced;
- 2.1: Capacities of the media on gender responsive coverage of political issues enhanced;
- 2.2: Capacity of gender equality advocates to promote women's leadership and political participation strengthened;
- 2.3: Capacities of elected women parliamentarians and councilors to perform the elected official's duties developed and strengthened.

2.6 As a rights-based initiative, WiP Programme gives emphasis to both duty-bearers and rights-holders. Capacity development is identified as a key strategy with nationwide and local project interventions targeting institutions such as the Parliament, Central Elections Commission (CEC), government entities, political parties, media institutions, Civil Society Organizations (CSOs) as well as women and men working in these institutions as well as local authorities. The Programme intentionally works with women aspiring to enter and engage with politics including those who belong to marginalized groups.

Scale and Scope of Women in Politics Programme

2.7 WiP Programme formulated a multi-dimensional intervention, which aimed to cover the most important aspects related to increasing women's participation and representation. It identified the following priority areas: (1) legislative reform especially in adopting Temporary Special Measures (TSM); (2) strengthening capacities of the media to integrate gender equality principles; (3) consolidating capacities of women running for office at local and national levels as well as the newly elected ones; (4) supporting the efforts of the civil society in promoting gender equality; (5) providing assistance to Central Election Commission (CEC) and Centre for Continuous Electoral Training (CCET); and (6) strengthening capacities of political parties, primarily women's organizations. Action was of national and local character and covered Chisinau, Bălți and Bender municipalities, one Autonomous Territorial Unit (ATU) Găgăuzia (Comrat municipality, Vulcanesti and Ciadir-Lunga towns), Transnistrian Region: Tiraspol municipality, Camenca, Rîbnița and Grigoriopol towns, and the following 32 Districts: Orhei, Edinet, Leova, Ungheni, Ialoveni, Anenii Noi, Hincesti, Criuleni, Calarasi, Nisporeni, Straseni, Soroca, Floresti, Donduseni, Ocnita, Glodeni, Riscani, Falesti, Briceni, Rezina, Soldanesti, Dubasari, Cahul, Cantemir, Causeni, Stefan-Voda, Taraclia, Cimislia, Basarabasca, Drochia, Singerei, Telenesti. .

2.8 WiP Programme was the first project supported through ONE UN Multi -Donor Trust Fund Agreement (MPTF) *Moldova Toward Unity in Action*. It started its implementation on 25 June 2014 and terminates on 31 December 2016.¹³ The overall budget indicated in project

¹³ The WiP Programme has received a cost extension of another year – see paragraph 3.9 of the report.

documents was SEK 19,500,000 (\$2,934,979 calculated at the UN Operational Rate of Exchange effective June 2014); the entire amount had been disbursed at the time of the report. In addition, SEK 3,000,000 was allocated for exchange loss recovery disbursed in March 2016. Thus, the final figure of WiP Programme budget for the period 2014-2016 was \$2,940,118.

2.9 The WiP Programme was implemented jointly by two UN Agencies: UN Women and UNDP. UN Women was the lead programmatic agency, while UNDP was the administrative agency. The responsibilities and roles of each agency are stipulated in the MPTF Agreement and the Programme Document (ProDoc). Implementation of the specific activities was carried out by two additional partners, the Centre “Partnership for Development” (CPD) and East Europe Foundation (EEF) on the basis of a Project Cooperation Agreement (PCA) between UN Women and each partner NGO, CPD and EEF (see below on main partners).

2.10 These partners were considered as strategically important in the wake of parliamentary and local elections in 2014 and 2015. According to a field interview with the representative of the project donor and post-fieldwork consultation, in approving the partnership and the modality of cooperation, the Embassy of Sweden was based on previous experience of cooperation as well as financial and program management capability of each organization, opportunity to build and strengthen synergies with past and existing projects funded by Sweden,¹⁴ and the potential for demonstrating continuous good results in terms of promoting and realizing gender equality and women rights in Moldova.

2.11 In addition, per its standard rules of procedures on engaging with prospective NGO partners, prior to initiating Project Cooperation Agreements (PCAs), UN Women carried out capacity assessment of the two CSOs, assessing their technical capacity, governance and management structure, and financial and administrative management. Each CSO reported on a quarterly basis on the financial and narrative status of the components they implemented. Other CSOs were contracted based on PCA and other modalities, such as grant modality, professional and institutional services contracts and Purchase Orders (PO) (see description in the sub-section Key Stakeholders).

2.12 A Project Steering Committee assured the coordination among activities carried out by different partners. It served as a policy and quality assurance body, providing strategic guidance to support the achievement of programme results and ensure stakeholders’ participation. The PSC consisted of six standing members, representatives of the project partners, the donor and CEC, and another seven observing members, representing key stakeholders, such as the Parliament, CCET, and UNDP Democracy Programme. WIP Programme team, *in its full composition reached in November 2015*, consisted of a Chief Technical Advisor, a Program Manager, a Communications Specialist, two Component Managers (one for each of the UN Agencies, UN Women and UNDP) (CPD and EEF managed their component internally with oversight from WiP Programme Team). Two Project Associates and 2 Clerks/ Drivers supported the project.

¹⁴ See for example UNDP Democracy Programme and its objective to establish the Women’s Parliamentary Caucus, as well as making efforts to ensure strong coordination with the electoral process and reform and gender sensitive work of Central Elections Commission and Centre for Continuous Electoral Training.

Key Stakeholders in Women in Politics Programme

2.13 Main partners. *UN Women* coordinated the advocacy campaigns, ensured pre-parliamentary elections training of women candidates on various issues including communication, public outreach, and media, worked in capacity building for women candidates running for local elections in 2015, women from underrepresented groups (with a strong focus on Romani women) and women mayors as well as CSOs and led the media component, raising awareness among the wider public and youth on gender equality and women's image in leadership (success stories, photo contest, broadcasting of video spots, EaLider etc.); *UNDP* was primarily responsible for implementing activities related to Central Election Commission (CEC), Centre for Continuous Electoral Training (CCET), the Parliament, capacity development of women elected to the Parliament in 2014, newly elected women councilors and women mayors in 2015. *EEF* contributed to the advocacy campaign for the adoption of the Temporary Special Measures (TSM), supported organizations participating in the Gender Equality Platform to mainstream gender in their work and facilitated establishment of local women's political clubs. *CPD* led the components related to capacity building for women leaders to improve their ability to run for office, conducted the gender balance performance monitoring of public authorities, political parties, and other actors and carried out pioneering mentoring program for women local councilors.

2.14 Subcontractors/subgrantees. In order to ensure implementation of activities and achievement of results, WiP Programme involved different entities. CSOs were sub-contracted to support implementation of specific activities due to their expertise in the area. To illustrate, the Association for Independent Press (API) developed media monitoring tools, and carried out media capacity building activities; Political Women's Club 50/50 organized five regional women's clubs and carried out capacity building activities; IDIS Viitorul and Tarna Rom implemented capacity building activities including work with Roma communities; Congress of Local Authorities from Moldova (CALM) organized capacity building activities with women mayors; and Profile Agency organized an awareness raising photo contest¹⁵. Grants were offered to 12 CSOs based on call for applications launched as part of activities implemented by UNDP and EEF. Four Professional Service contracts, seven Institutional Service contracts, three PCAs and 14 POs/Personal Service Contractor (PSC) Agreements were offered to organizations. Additional contracts have been awarded to private companies to conduct small works and services including logistical services, printing, and transportation.

¹⁵ Other agencies, including BDR, Action Global Communications, Interact Media, DV Trade International were involved in producing the different outputs.

3. Evaluation Overview

3.1 UN Women hired an external team of evaluators consisting of an International Consultant and a National Consultant (see Annex B for a summary of their qualifications) to determine the extent to which WiP Programme has achieved the outcomes in accordance with the stated goal of promoting women's leadership and participation in decision-making at all levels (national, rayon and local). This is the first external evaluation of WiP Programme¹⁶. An internal midterm review was carried out in 2015. At that time, it was concluded that the Programme had delivered on its results; other unplanned results were also evidenced. Importantly, the Programme had generated new partnerships and relationships that were contributing to qualitative change in the way gender equality and women's participation are perceived by decision-makers and prioritized within civil society.

3.2 This evaluation was embedded in the project design and is in compliance with UN Women's Evaluation Policy 2012 for *decentralized evaluations*. According to this policy, an evaluation is completed when a program is equal to or exceeds one third of overall office portfolio; and the program is a pilot initiative that is designed for replication and scaling up. The evaluation's primary audience includes: project stakeholders, donors, partner organizations, as well as UN Women and UNDP country offices in Moldova, the region and headquarters. Tool 14 GERAAS¹⁷ evaluation report quality assessment checklist guided the drafting and completion of this report.¹⁸ Following UN Women standard procedures, this evaluation was quality assured by UN Women Moldova Country Office and UN Women ECA Regional Evaluation Specialist, the Evaluation Management Group and Evaluation Reference Group (see Inception Report for a more detailed discussion).

Purpose and Objectives of Evaluation

3.3 As described in the ToR (Annex A), the purpose of this evaluation was to assess programmatic progress (and challenges) at the outcome level, with measurement of the achievement (and non-achievement) of programme outputs, including identification of factors that affected the implementation; identify lessons learnt and good practices and provide recommendations that may guide future programming by UN Women, UNDP and their donors on how they collectively support women in decision making through other interventions.

3.4 The objectives of the external evaluation were to: (1) Assess *the relevance* of the Programme in regard to consistency, ownership and congruency, technical adequacy, and complementarity of WiP Programme with other initiatives; (2) Determine *the effectiveness* of the programme in achievement of results, highlighting reasons for achievement and non-achievement of results and factors contributing/hindering achievement of results; (3) Determine whether resources (financial, human, technical support, etc.) were allocated strategically to achieve project outcomes; (4) Assess *the sustainability* of the programme including participation of partners in planning and implementation of interventions, as well as assessing the measures taken to ensure that activities initiated by the programme will be

¹⁶ Please note the final evaluation process of WiP Programme was initiated before the donor confirmed a decision to support one year cost extension for the Programme. Per commentary from WiP Programme Team, this evaluation will be used as an assessment of the up-to-date implementation of the Programme and achievement of results and lessons learnt; the findings and recommendations of the evaluation will be taken into consideration when planning and implementing the 2017 interventions as well as any future project that will be conceived beyond 2017 for longer-term period.

¹⁷ Global Evaluation Report Assessment and Analysis System (GERAAS)

¹⁸ See UN Women (2015). How to manage gender-responsive evaluation: Evaluation handbook.

completed and continued on cessation of donor support; (5) Provide good practices/recommendations that may be used in the future programming. The evaluation including its recommendations will be used as a resource by UN Women and UNDP as knowledge base on good practices and to inform future programming and direction.

Evaluation Approach

3.5 This evaluation exercise drew on utilization-focused evaluation approach and was reflective of HR and GE principles. As a utilization-focused evaluation, the Evaluation Team established close collaboration with the primary users of the evaluation in order to ensure that the process reflected usage needs and priorities. **The active engagement and involvement of all relevant stakeholders was ensured through all phases of the evaluation.** Key evaluation stakeholders, represented in the PSC were consulted on the evaluation TOR, regularly updated by UN Women Monitoring and Evaluation Specialist on the evaluation progress and provided with an opportunity to review the Inception Report and this Draft Evaluation Report. Members of the PSC also received an early presentation of key findings and recommendations. The Evaluation Team applied a consultative and participatory approach through its efforts to actively engage and seek high quality participation and input from key project beneficiaries, relevant stakeholders and partners involved in, and affected by, implementation of the project. The data collection tools employed during the evaluation process (see Methodology section below) also facilitated the inclusion of views and perspectives of stakeholders throughout the evaluation process.

3.6 Throughout the evaluation process, a human rights-based and gender equality approach was applied.¹⁹ Evaluation and interview questions recognized and addressed gender equality and human rights issues and disaggregated data were sought and utilized throughout the evaluation process. Gender equality and human rights considerations guided the selection of interviewees and participants of surveys and were also integrated into the data collection methodology and evaluation tools (see section on Methodology for more detail). Efforts were made to seek input from stakeholders at both a national and local level and where possible, the views of Roma women were sought. The rights of persons participating in the interview process were ensured through respect for confidentiality throughout the interview process. In order to minimize demands on time, efforts were made to customize and limit the number of questions asked of stakeholders to ensure relevance and efficiency in the interview process. Throughout its work, the Evaluation Team was guided by respect for local customs, beliefs and practices and measures were taken to ensure that the evaluation process adhered to cultural and social values in Chisinau and other communities.

3.7 The evaluation team promoted a participatory approach whereby the primary stakeholders were actively involved in the data collection process. During fieldwork, stakeholders, partners and beneficiaries, were clearly briefed and informed on the rationale, objectives and scope of the evaluation, in order to bring all to focus on a constructive evaluation process; all interviews solicited stakeholders to volunteer information relevant to the evaluation that evaluators did not ask.

3.8 Finally and in line with the evaluation ToR, a results-based framework was used and a theory of change approach was deployed based on the conceptual Theory of Change Model below (see Diagram 1) to analyze the proposed intervention logic and assess how WiP

¹⁹ The Evaluation Team ensured that the evaluation process was in line with the *UNEG Handbook for Integrating Human Rights and Gender Equality Perspectives in Evaluations in the UN System*.

Programme contributed to change in increasing women's participation in politics and decision-making.

Evaluation Scope

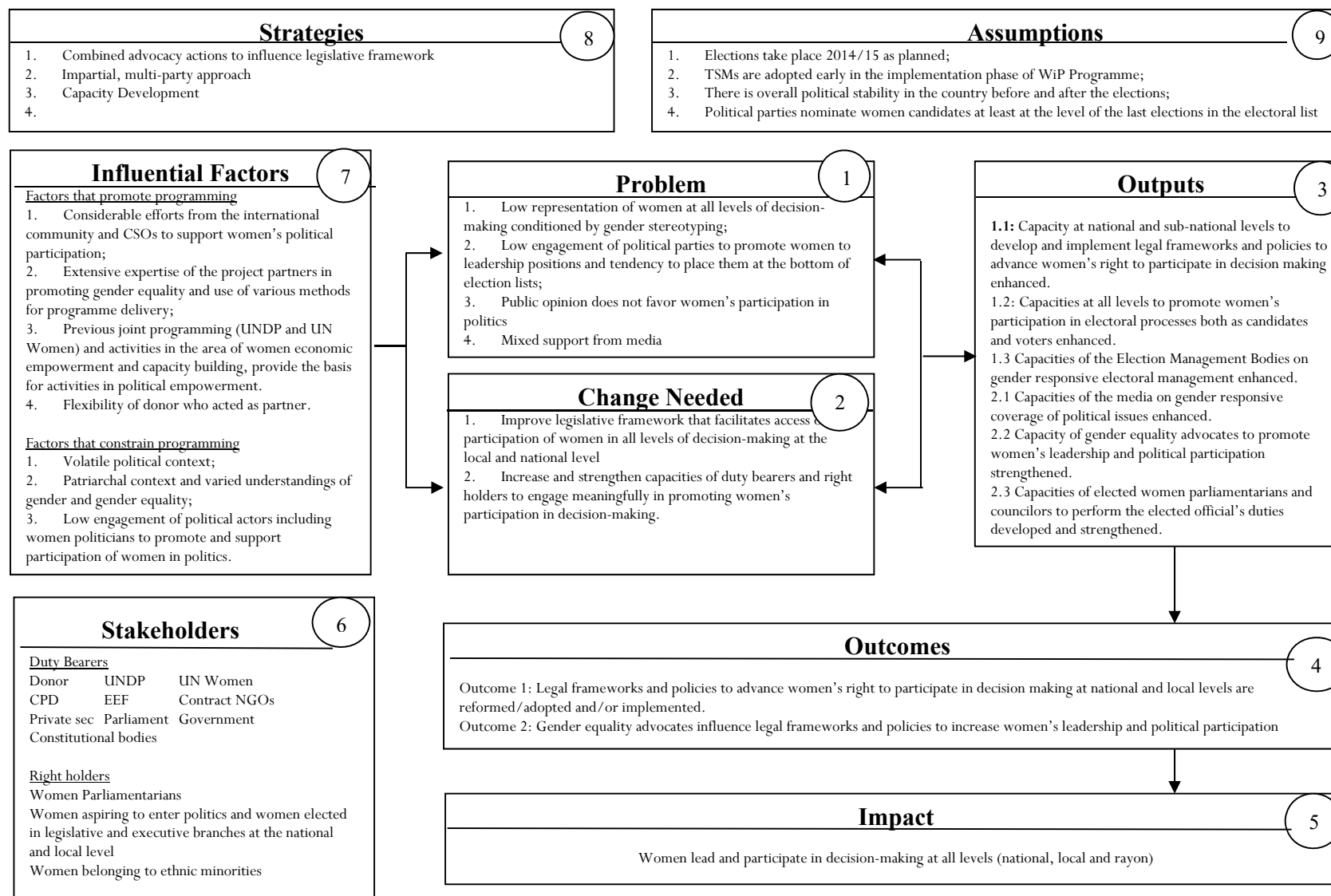
3.9 Evaluation covered the timeframe from 2014 to 2016 and took into analysis project activities that were implemented in the areas stated in paragraph 2.6. As explained in the Inception Report, it focused on “contribution” rather than “attribution” of WiP Programme, i.e., the role it played in the overall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

Evaluation Criteria

3.10 Per Terms of Reference this evaluation was conducted in full compliance with UNEG Ethical Guidelines and Code of Conduct and was guided by various sources including the UN Women Evaluation Policy (2012), Evaluation Chapter of the POM, the GERAAS evaluation report quality checklist, the United Nations System-wide Action Plan Evaluation Performance Indicator (UN-SWAP EPI) and the Evaluation Handbook as well as UNDP Handbook on Monitoring and Evaluation for Results. In line with the Terms of Reference, the evaluation focused on four criteria including: relevance, effectiveness, efficiency, and sustainability. Cross-cutting themes of gender equality and human rights were addressed within the evaluation. Pursuant to the ToR, this evaluation exercise included good practices²⁰ and stories of impact in promoting women's leadership and participation in decision making (see Inception report for an elaboration on each criterion and the cross-cutting themes).

²⁰ Please note difference in terminology regarding “good practice” versus “best practice”. These are not used interchangeably.

Diagram 1: Project Intervention Logic/Theory of Change



4. Evaluation Methodology

4.1 The methodology adopted for this evaluation is based on evaluation principles outlined in the UN Women Evaluation Policy (2012). It emphasizes among others national ownership, innovation and power and gender relations. As well, it is evidence-based and makes use of the process of triangulation. Thus, the evaluation entailed a combination of comprehensive desk review and analysis of available documents, consultations with key project personnel, partners, and stakeholders/beneficiaries and online survey.

4.2 *An Evaluation Matrix* was developed based on the criteria and cross-cutting themes of this evaluation. Annex C sets out the questions to be addressed by the evaluation in the Evaluation Matrix. They are an expansion and further development of the major evaluation questions set out in ToR (see questions provided in Annex A). The choice of what questions to ask was different for different actors. For example for state and government actors we evaluated how the project addressed issues related to the contribution the project had made toward improving their work in improving and implementing legislative framework; for donor and implementing partners we evaluated the kind of results the project produced in terms of women’s empowerment in politics, while beneficiary women were surveyed on the difference participation in the various actions made in their life and decision to participate in public life. The final and complete list of questions for each criterion and the cross-cutting theme is included below in Table 1 and is elaborated in the Evaluation Matrix included as Annex C.

Table 1: Evaluation questions

CRITERION	QUESTIONS
1. Relevance	<p>1.1 Was the program design appropriate to address the identified needs of key groups?</p> <p>1.2 To what extent is the intervention aligned with relevant normative frameworks for gender equality and women’s empowerment?</p> <p>1.3 Were appropriate and sufficient outreach efforts made to include and reach relevant duty bearers and rights holders?</p> <p>1.4 Was the UN Women’s and UNDP’s comparative advantage in this area of work appropriate compared with other UN entities and key partners?</p>
2. Effectiveness	<p>2.1 To what extent were the expected outcomes achieved and how did UN Women and UNDP contribute towards these? What was not achieved in full and why?</p> <p>2.2 To what extent joint management structure of UN Women and UNDP was put in place to effectively achieve the expected outcomes of the programme?</p> <p>2.3 What are some of the factors that facilitated or constrained the achievement of results and progress towards outcomes? Contextual (political, legal, social, economic and other), Programme strategies/approaches, Partnership choices and strategies?</p> <p>2.4 To what extent have capacities of relevant duty-bearers and rights-holders been strengthened?</p> <p>2.5 To what extent did the programme have effective monitoring arrangements in place to measure performance and progress towards results?</p> <p>2.6 To what extent did the program effectively communicate the results</p>

	of the programme internally and externally? 2.7 To what extent did WiP Programme increase collaboration, coordination, and information exchange between UNDP, UN Women and the CSOs regarding women’s empowerment and gender equality?
3. Efficiency	3.1 To what extent does the joint management structure of the programme support efficiency for implementation? 3.2 Were resources (financial, human, technical support, etc.) allocated strategically to achieve project outcomes? 3.3 Have the outputs been delivered in a timely manner?
4. Sustainability	4.1 To what extent have relevant national stakeholders been included in programme design and implementation and policy advocacy processes? 4.2 What accountability and oversight systems were established in order to secure the benefits of the interventions for rights holders? 4.3 To what extent has the programme contributed to knowledge enhancement and advocacy in relation to the empowerment of women? 4.4 To what extent are project results likely to continue after the project? 4.5 Is stakeholders’ engagement likely to continue, be scaled up, replicated or institutionalized after external funding ceases?
5. Gender Equality and Human Rights	5.1 To what extent were gender and human rights considerations integrated into the programme design and implementation? 5.2 How has attention to integration of gender equality and human rights concerns advanced work on supporting women in politics?

4.3 *Participants* included project partners, government and state actors at the national and local level, civil society actors, and women beneficiaries. The final list of interviewees was prepared in consultation with WiP Programme Team. Sampling for individual in-depth interviews and small group interviews ensured a cross-section of stakeholder and beneficiaries based on stakeholder type (a balance was sought in the different types of stakeholders consulted including, state, governmental and non-governmental entities).

4.4 In order to ensure accuracy and quality of evaluation findings and conclusions, a mixed-methods approach was employed to answer the evaluation questions. Data was sought and collected from a variety of sources to ensure validity and reliability of findings. Data collection took place in October and November 2016. Data collection methods included: a) comprehensive documentation review; b) semi-structured key informant interviews and small group discussions with primary and secondary stakeholders; and c) online survey.

4.5 An Evaluation Plan was discussed and agreed with WiP Programme and the Evaluation Unit of UN Women, the agency that commissioned this evaluation exercise. Annex D details this plan.

Comprehensive Documentation Review

4.6 A comprehensive desk review of relevant background documents was conducted to extract the information and the key results, issues and lessons learned (e.g., project documents, country programme reports, results oriented annual report documents, workshop reports) (See Annex E for a sample of documents consulted). During the desk review, the Evaluation Team familiarized itself with WiP Programme as a whole, and specifically WiP Programme programmatic areas, the main stakeholders and partners, and results achieved. Files, reports and other documents including reports prepared by WiP Programme were

reviewed as they became available. During the review, the Evaluation Team looked for specific information on (1) how HR and GE issues were integrated both in the design and implementation of WiP Programme; (2) evidence of a stakeholder analysis including women and individual groups who are marginalized and/or discriminated against; (3) evidence of the quality of engagement and participation of various stakeholders during both implementation and monitoring of activities.

Project Beneficiary Survey

4.7 To maximize participation of beneficiaries in evaluation, the Evaluation Team developed and conducted an online survey to elicit information on the range of activities beneficiaries had participated in, aspects of activity they had found challenging and future plans following the activity they participated in. The survey was in Romanian – a translator rendered responses in English (see script of Online Survey – English version in Annex F); it was distributed to beneficiaries for whom CSOs participating in WiP Programme had email addresses. The decision to organize an online survey was informed by the intension of the Evaluation Team to be expeditious and to abide by the evaluation timeline. In hindsight, this may have prevented certain beneficiary groups from participating in the survey. In fact, per consultation with WiP Programme staff, the distribution of participants who returned completed surveys was not representative of the groups reached by the project (see recommendation regarding improving future evaluations).

4.8 Thirty two individuals (of 60 contacted) completed the online survey. However, one individual had not participated in any of the project activities, therefore that entry was disqualified. In the end, of the 31 individuals who completed the survey, 6 (19%) were male and 25 (81%) were female. More than half were born after 1964 until 1982 (16 or 52%), with 8 (26%) being born between 1944 and 1964, and 7 (23%) being born after 1982. The majority of respondents were local councillors (35%), journalists (23%), civil servants in the local (13%) and central (6%) government with others claiming positions as mayor, educator, trainer and in management (22%). Table 2 presents a detailed distribution of participants.

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

Occupation			Male	Female	Total
Journalist	Age	between 1944 and 1964	1 (14.3%)	2 (28.6%)	3 (42.9%)
		after 1964 until 1982	1 (14.3%)	0 (0.0%)	1 (14.3%)
		after 1982	1 (14.3%)	2 (28.6%)	3 (42.9%)
	Total	3 (42.9%)	4 (57.1%)	7 (100.0%)	
Civil Servant in LPA	Age	between 1944 and 1964		2 (50.0%)	2 (50.0%)
		after 1964 until 1982		1 (25.0%)	1 (25.0%)
		after 1982		1 (25.0%)	1 (25.0%)
	Total		4 (100.0%)	4 (100.0%)	
Civil Servant in CPA	Age	after 1964 until 1982		2 (100.0%)	2 (100.0%)
	Total		2 (100.0%)	2 (100.0%)	
Local Councilor	Age	between 1944 and 1964	1 (9.1%)	1 (9.1%)	2 (18.2%)
		after 1964 until 1982	1 (9.1%)	7 (63.6%)	8 (72.7%)
		after 1982	0 (0.0%)	1 (9.1%)	1 (9.1%)
	Total	2 (18.2%)	9 (81.8%)	11 (100.0%)	
Other	Age	between 1944 and 1964		1(100%)	1(100%)
		after 1964 until 1982		4(100%)	4(100%)
		after 1982	3 (100%)	0	3 (100%)
	Total	3 (37.5%)	5 (62.5%)	8 (100%)	

Occupation			Male	Female	Total
Total	Age	between 1944 and 1964	2 (6.5%)	6 (19.4%)	8 (25.8%)
		after 1964 until 1982	2 (6.5%)	14 (45.2%)	16 (51.6%)
		after 1982	2 (6.5%)	5 (16.1%)	7 (22.6%)
	Total	6 (19.4%)	25 (80.6%)	31 (100.0%)	

Interviews

4.9 Information on interview tools was provided in the Inception Report. The Evaluation Team audio-recorded all interviews (see Annex G for institutions/sites the Evaluation Team visited). At the beginning of each interview, permission was asked to do so. Participants were assured that only the Evaluation Team would have access to the data and any opinions shared during the interview sessions would be shared only in summary form in an evaluation report and would be confidential. Participants were also reminded that a draft evaluation report would be prepared and that would be shared with them for feedback. All participants provided verbal consent to these terms.

4.10 *Interviews* with representatives from 13 key stakeholders (1 man and 12 women of whom two were Roma women) were conducted in Chisinau and three other localities outside Chisinau (Singerei, Soldanest and Riscani) to obtain qualitative information on the implementation of WiP Programme. These interviews were conducted in the location of choice for each individual interviewee and did not entail financial costs for participants. Where interviewees were not conversant in English, professional translation services were sought and provided. A list of key institutions visited and people interviewed is provided in Annex D.

4.11 *Small group interviews.* Small group interviews with 27 people (18 women and 9 men) involved in the same aspects of WiP Programme were organized. Such small group interviews were held with CSOs and state/local authorities in which more than one individual contributed. Prior to each small group interview the National Consultant provided the International Consultant with information that allowed clear understanding of the context in which participants worked together, the relationships between representatives of different groups and how questions, especially those related to HR and GE could affect group dynamics. Where there were members in the group who were not conversant in English, professional translation services were sought and provided.

4.12 *Good practices.* The following criteria were used for analyzing findings that lead us to defining a practice as “good”. These included: (1) emphasis of the practice on results; (2) its focus on promoting non-traditional approaches to advocacy and increasing women’s skills to engage with public life; (3) use of contextual assessments to inform action; (4) comprehensive and sequenced approach to addressing an issue.

Limitations

4.13 During the inception phase, various limitations were identified that may have the potential to undermine the reliability and validity of the evaluation results. To begin with, the data collection and analysis process relied significantly (through the review of documents and key informant interviews) on the opinions of project partners and stakeholders as well as project management team. The limitation in this reliance is that such opinions may be subject to bias especially as persons directly involved in project implementation are required to assess their own performance. In order to mitigate this risk, minimize possible biases and enhance data validity, the Evaluation Team ensured triangulation of methods and data as well

as used multiple data sources and kept questions similar for different stakeholders for comparative purposes.

4.14 The ToR for this evaluation exercise excluded impact as a criterion for evaluation. This rendered it difficult to assess the relative contribution of WiP Programme interventions to the achievements of results at the outcome level. The Evaluation Team recognizes that improving the situation of women's participation in the public space is a lengthy process that may not be achieved only through a short-term project; we nevertheless, believed that it is essential to elicit participants' views regarding the role of WiP Programme in changing the situation and recognize such role. In addressing this limitation, the Evaluation Team asked participants to respond to the question: Would changes have happened in the absence of WiP Programme interventions?

4.15 Logical Framework for WiP Programme was not clearly articulated especially at the output level. Baseline was not always available and several of the indicators and targets are written in an outcome level language. The Evaluation Team has critically analyzed these (see Annex H) for the benefit of future programming. The Evaluation Team has considered only indicators and targets that were meaningful at the output level and has explained its position in each case.

4.16 Number of days allocated for field work of the International Consultant was insufficient for a project of this magnitude. The period of time allotted did not suffice for reaching out to a large number of beneficiaries, especially those living in communities outside Chisinau where several project activities were implemented. The Evaluation Team could interview only three women Local Councillors in Riscani, Singerei, and Soldanesti. Distance in travel and limited time available did not allow for engaging with more beneficiaries in these particular localities to truly evidence the changes (non-changes) the activities have produced for different beneficiaries. Please see recommendations for future evaluations of projects of this nature.

4.17 Given the large range of project beneficiaries (including the local government, MPs, CSOs,) and range of locations, the Evaluation Team faced challenges in interviewing representatives of all stakeholders within the time allocated for in country data collection. To address this challenge, the Evaluation Team utilized an online survey in order to reach as many beneficiaries as possible and ensure an inclusive and participatory approach. Despite efforts (only half of those reached completed the survey), the online survey did not yield representation from various population groups the project reached. The Evaluation Team was made aware that many of the individuals who participated in the various project activities may not have access to online communication. This may be particularly prevalent among ethnic groups and those from rural communities. Please see recommendations for future evaluations of projects of this nature.

4.18 During the in-country data collection, access of Evaluation Team to a number of key informants was hindered by the fact that some of the project beneficiaries were involved in the presidential electoral campaign - this particularly referred to MPs. In order to reach out to them, the Evaluation Team made efforts to schedule all key stakeholders interviews as early as possible and in cases where they were not available during the time of the schedule country visit, follow-up interviews were conducted by the National Expert where possible.

4.19 The fact that the project completion date is not until December 2016, has rendered it

difficult to fully assess the achievement of Project outcomes. In order to address this limitation, the Evaluation Team requested from Project Team of WiP Programme detailed information on the expected completion status of pending projects and on outputs completed that are not recorded in past project reports.

5. Evaluation Findings

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

Relevance

5.2 This subsection discusses the extent to which WiP Programme was aligned to country needs and priorities. In line with Objective 1 outlined in the ToR, we assess *the relevance* of the Programme in regard to consistency, ownership and congruency, technical adequacy, and complementarity of programme with other initiatives. Overall, WiP Programme was relevant due to the fact that both the design and implementation of the project reflected and responded to needs and priorities identified by stakeholders and partners, was aligned to global and national normative frameworks on gender equality and women's empowerment, and capitalized on the comparative advantages of joint programming to design the project and deliver results. We next respond to four questions outlined in the Evaluation Matrix.

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

Finding 1: WiP Programme design was appropriate to address the identified needs of key groups

5.3 WiP Programme was the first intervention in Moldova where the primary focus was women in leadership and politics. Key groups of duty bearers and right holders included but were not limited to the parliament (women and men MPs, parliamentary staff and offices and women caucus), election bodies such as CEC and CCET, central and local government (staff and elected officials) and women from urban and rural areas as well as women from ethnic minorities. A UN Women needs assessment mission on women's political participation conducted in 2012 and other consultations during the design of WiP Programme indicated the main directions in which the programme should focus its activities including awareness on the role of women in politics, advocacy to improve legislative framework and placement of women within political party lists and capacity building among women beneficiaries to engage at the community and national level. In terms of institutional support, WiP Programme was informed by needs that were identified through continuous engagement with these institutions and the experience of other projects including UNPD's Democracy Programme. For example, activities associated with capacity building of advisors of parliamentary committees on Economy, Budget and Finance, and Human Rights and Committee on Social Protection were informed by the recommendation of the Gender Audit of the Parliament of Moldova which indicated insufficient capacities of the parliament in gender sensitive lawmaking and gender screening of legislation. Strengthening capacities in gender-sensitive legislation development and scrutiny in the above mentioned committees was identified as a need that WiP Programme could and did address. Continuing the capacity strengthening process on use of sex-disaggregated data and training of election officials was also identified in the course of UN assistance to election institutions in Moldova. Gender self-

assessment of the media was a follow-up to the first media self-assessment piloted in 2012-2013 by API with UN Women's support.²¹

Finding 2: WiP Programme showed adaptive capacity in refashioning its design to respond to emerging needs of key groups

5.4 WiP Programme showed tremendous adaptive capacity in view of changes in the internal and external environment. While, in general, the Project Document informed the implementation of activities, WiP Programme was open to changes and improvements in its design. There were instances of programme adjustment to contextual circumstances in more than one occasion. As an example, in response to the Mid-Term Review of WiP Programme, new target groups were added in capacity building activities, namely women mayors and men local/district councilors; focus on hands-on and practical exchange of good practices between peers increased. In another instance, while six study visits at localities led by women mayor had been planned, one such visit in Budesti took place. According to WiP Programme staff, the second one was planned to be organized in Straseni, but due to local elections which were announced in a short period of time, the Programme stopped organization of study visits in order not to interfere in campaign. After the campaign, additional time was required to allow newly elected LPAs representatives to get used with their responsibilities. Consequently, this activity was re-designed and was implemented in 2016, as 10 study visits for newly elected women mayors, and was implemented in cooperation with CALM. A total of 250 women were involved in these 10 study visits, and this includes mostly but not only newly elected mayors, also local councilors and local public employees.

The initial "Get out to vote" campaign through printed materials among Roma communities on the eve of local elections in 2015 did not work. Tarna Rom recalls how brainstorming with WiP Team resulted in a campaign "traditional Roma style". Aside from visual materials Tarna Rom developed a unique "get out to vote" campaign, involving a horses-led carriage and an orchestra. As a result, in the 8 villages they worked in, voter turnout increased. The lead of Tarna Rom recalls that an elderly woman was so cheered by the campaign that she said she didn't vote for the last 10 years, but this time she most certainly will.

Finding 3: The design of the WiP Programme has to an extent covered the needs of women and girls in local areas and in Transnistria

5.5 Through its design, the project tried to address capacity needs for women at the local level throughout Moldova, although efforts concentrated more on certain areas with larger population such as Chisinau at the expense of other localities. The rationale behind doing work at the local level was related to the fact that local government experience is regarded as very useful preparation for a national political career. While challenges to reverse gender stereotypical thinking in politics and beyond exist nationally, gender is especially poorly known at the local level. While significant work addressed the needs in some areas, many others remained uncovered in view of the fact that there are 900 localities in Moldova. Areas where safety and security may be compromised were somewhat covered by the project

²¹ Raport Final: Evaluarea institutiilor mass-media prin prisma dimensiunii de gen (presa scrisa si presa on-line), p. 16 [http://www.api.md/upload/files/RAPORT_FINAL_autoevaluarea_institutiilor_mass-media_prin_prisma_dimensiunii_de_gen\(1\).pdf](http://www.api.md/upload/files/RAPORT_FINAL_autoevaluarea_institutiilor_mass-media_prin_prisma_dimensiunii_de_gen(1).pdf)

design. For example the project did include Transnistria in its effort to some extent. However, CSOs were of the view that more needs to be done in this region, even if this means expanding the scope of future programming.

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

Finding 4: WiP Programme was fully aligned with relevant normative frameworks for gender equality and women's empowerment

5.6 WiP Programme was fully aligned with various normative frameworks at the global and country level and was informed by global priorities regarding gender equality and women's empowerment of the two UN agencies. At the global level, pursuant to the *Convention on the Political Rights of Women (1953)* which calls on states to implement women's political rights, *CEDAW* which upholds women's right to participate in public life and *Beijing Platform for Action* which calls for removing barriers to equal participation, advocacy campaigns at the local and national level and activities focusing on expanding knowledge and skills for women to participate in political and public life focused on: increasing participation of women, especially those belonging to ethnic minorities, to vote; encouraging and supporting women through capacity building activities to run for office, and perform their duties while holding public office. Pursuant to the implementation of the MDGs to increase the proportion of women in parliamentary seats, the two outcomes of WiP Programme were focused on the adoption of TSMs including increase in the quota for women in the party lists at the national and local level.

5.7 At the national level, the intervention supported action toward the realization of Moldova's gender equality priorities to increase participation of women in politics. These include the *Law on ensuring equal opportunities for women and men* No. 5-XVI of 9 February 2006 (particularly Article 6 on equal access to public office and 7 on equal opportunities in the electoral sphere, in the activity of political parties and other socio-political organizations); and the *National Program on Gender Equality in the Republic of Moldova for Years 2010-2015* where underrepresentation of women in decision-making positions in political and public life and existence of structural barriers to promotion of women to decision-making positions in political and public life were recognized as challenges to be overcome.²²

5.8 In line with the *UN General Assembly Resolution of 66/130 on women and political participation* which encourages the United Nations system and other international and regional organizations, within their existing mandates, to enhance their assistance to States in their national efforts, the implementation of WiP Programme by UN Women and UNDP was informed by the global strategic priorities on gender equality of the two agencies; it further supported action toward addressing the relevant recommendations of the CEDAW Committee and UPR concerning the adoption of TSMs and application of quota in the list of candidates for elected bodies at the local and national level.

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

²² The draft Gender Equality Strategy currently under discussion lists *increasing women's participation to politics* as one of its objectives.

Finding 5: Varied outreach efforts were made to reach relevant duty bearers and right holders; assistance from existing programs was essential in creating institutional buy-in

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

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

Finding 6: UN Women and UNDP were well suited for this joint initiative given their past individual experiences at the national and local level

5.10 The WiP Programme was aligned to strategic priorities that UN agencies support in Moldova. As a representative of UNDP remarked: "All development issues are interconnected [including participation of women in politics]. If public service is not trained to prepare policies and deliver programs that benefit both men and women, poverty cannot be addressed." In implementing WiP Programme both UN Women and UNDP had a clear strategic advantage due to their past experience in implementing projects that directly or indirectly addressed women in politics, its accumulated global expertise, the quality and professionalism of its staff; both agencies saw the value of continuing the collaboration and the potential each offered in the outreach to particular groups and geographic coverage.

5.11 While recognizing the challenge that UNDP has a broader mandate than UN Women, interviewees commented on how participation in WiP Programme was a "natural growth for UNDP" given that the agency has worked with men and women, marginalized groups and civil servants and has made gender mainstreaming a focus of its work. UN Women also saw the participation in WiP Programme as part of fulfilling its mandate. The consultation between the two agencies leading to the implementation of WiP Programme was described as a series of joint efforts, in which agencies came to meetings with ideas, and agreed on division of labor: UN Women had more experience working with civil society and media and UNDP had more experience working with parliament, CEC to develop their capacities. Based on this experience, UN Women committed to advocacy related to legislative reform and implementation and working with women aspiring to enter politics, UNDP undertook efforts toward capacity building for elected women as they had programs in place for women MPs, and councilors.

5.12 The decision that the two agencies work together was appropriate given the approach followed in designing and implementing WiP Programme, a hybrid of a top-down to bottom-up intervention, i.e., WiP Programme was not distinctly defined as top-down or bottom-up

intervention likely due to the outcomes it set out to achieve, strengthening legal framework at the national level combined with building capacities to create change in women's participation in decision-making at the local level. Due to their activity, both agencies are well-versed in seeing the "big picture" and designing interventions that address challenges associated with macro-systemic changes. Conversely, through their work at the local level, both agencies are familiar with challenges associated with increasing participation of various women and marginalized groups in public life.

Effectiveness

5.13 This subsection relates to Objective 2 of the Evaluation Assignment. As described in the ToR, it determines the effectiveness of WiP Programme in achievement of results, highlighting reasons for achievement and non-achievement of results and factors contributing/hindering achievement of the results. The overall goal of WiP Programme was to contribute toward having more than 30% of women in parliament, rayon councils, mayors and local councils following 2014/15 elections. The results of the parliamentary elections in 2014, as well of the local ones in 2015, brought about the following women representation: 21% women in Parliament; 21% women mayors, 30% women local councilors, 19% women in rayon/district councils. While the goal of increased representation at both levels was set with the expectation, that at least for local elections of 2015 TSMs would be in place, which did not happen, the final numbers from both elections are a significant improvement compared to previous election yields.

5.14 WiP Programme through its advocacy and capacity building activities has certainly contributed significantly to these results. Responding to the question whether the results achieved would have been possible without the support of WiP Programme, participants shared that without the assistance and support of WiP Programme, efforts to bring about change in improving legislative framework and participation of women in politics in general would have taken much longer to accomplish.

<p>Evaluation Question 2.1: To what extent were the expected outcomes achieved and how did UN Women and UNDP contribute towards these? What was not achieved in full and why?</p>
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5.15 As earlier described WiP Programme set out to achieve two outcomes: (1) *Legal frameworks and policies to advance women's right to participate in decision making at national and local levels are reformed/adopted and/or implemented;* and (2) *Gender equality advocates influence legal frameworks and policies to increase women's leadership and political participation.* Varying degrees of progress have been made towards achieving the both outcomes.

Finding 7: Outcome 1 which focused on legal frameworks and policies to advance women's right to participate in decision making at national and local levels are reformed/adopted and/or implemented was partially accomplished.

5.16 To gauge whether Outcome 1 (*Legal frameworks and policies to advance women's right to participate in decision making at national and local levels are reformed/adopted and/or implemented*) has been achieved, we directed our attention to the indicator, baseline and target for this outcome. According to the Project Document (ProDoc) the indicator for this outcome is *Adoption and implementation of appropriate Temporary Special Measures (TSMs)*. While this indicator is written in a target language, we reasoned that evidence of adoption of TSMs and of activities related to implementation of TSMs would be an approximate indicator of achievement. No baseline or target information is available for this

outcome. Furthermore, the means of verification/source of information does not match this outcome. It lists political party lists submitted to CEC. In view of these limitations we asked whether TSMs were adopted and implemented and looked into activities at the output level that may have contributed to the achievement of this outcome.

5.17 Throughout fieldwork, invariably, stakeholders especially those representing state institutions and civil society, responded consistently the same to the request to name one achievement of the project they were proud of: this was the adoption of the legislative Package No 180 (which later became Law No 71). It was developed and underwent a long process of discussion and negotiation, before it was adopted on 14 April 2016, and entered

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

into force on May 27, 2016.²³ The initial draft was submitted by the Government (Ministry of Labor, Social Protection and Family) in May 2014, and until the end of 2015, it was not clear whether the law would be adopted. To the end of having the law adopted, WiP Programme implemented a series of advocacy activities, including

one on one advocacy with key decision-makers, involving the support of Women Caucus in the Parliament, engaging men in promoting gender equality, unifying CSOs around a common platform. One of the advocacy initiatives which appeared to be particularly original and seems to have had an impact on the adoption of the law in the end, were the “funerals” of the Draft Law Package 180 conceptualized and led by CSO activists from the Gender Equality Platform. Law No. 71 states that women and men must each make up a minimum of 40 per cent of every political party’s candidates and of cabinet nominees. Law No. 71 amends 15 other national laws, including the Electoral Code, Law on Government and Labor Code of the Republic of Moldova. Key changes are: (1) 14 days paid paternity leave; (2) prohibiting sexist language and images in the media and advertising; (3) establishing a Gender Equality Coordination Group in the central public administration; (4) expanding the responsibilities of local public authorities on gender equality.

5.18 The adopted version represents an improvement on the previous versions of the law in some areas.²⁴ For instance, paternity leave initially proposed as a three day leave, was in the end approved for 14 days. Sanctions on sexist advertising were hard to agree on by members of the Committee for Culture, Education, Science, Youth, Sport and Mass Media, but in the end were adopted. While the adoption of the Law 71 cannot be fully attributed to the project, the work done by WiP Programme has certainly contributed to the result through its comprehensive strategy of advocacy with the Parliament as well as its ability to mobilize CSOs to speak as one voice under the Gender and Equality Platform.

5.19 Given that Law No. 71 entered into force towards the end of May, the second part of the outcome related to implementation of this law (TSMs) remains an issue for future interventions. However, some steps have been taken toward supporting implementation of

²³ The drafting of this legislative package dates back to the previous Swedish funded project implemented by UN Women, “Women Economic Empowerment” (2009- 2014). This project contributed significantly to drafting the amendments to 27 laws and four codes that formed the legislative Package 180.

²⁴ The previous draft of the law was stronger on placement provision; this was not included in the current version of the law, and according to WiP Team will likely limit the effectiveness of the implementation of the quota. Further advocacy for placement provision in legislation and with parties will be programmatic focus in future.

Law 71. Following its adoption, the Programme continued the activity of informing and reaching out to relevant stakeholders explaining the new provisions in an easy-to read format. An infographic was prepared and distributed in over 500 copies to all relevant stakeholders including all MPs in Parliament, Ministry of Labor Social Policy and Family (MLSPF), political clubs, media outlets). In addition, the Programme has informed all political parties on methods to nominate more women on electoral lists, as well as to promote more women in decision making positions. A draft Regulation for establishment and functioning of the Experts' Council in the field of advertising, with a special focus on sexism in advertising was prepared. The Regulation supports the establishment of an institutional mechanism for implementation of provisions related to sexist advertising as envisaged in Law 71. Impact of such action is yet to be seen.

Finding 8: Outcome 2 focusing on gender equality advocates influence legal frameworks and policies to increase women's leadership and political participation was achieved.

5.20 To determine whether **Outcome 2** (*Gender equality advocates influence legal frameworks and policies to increase women's leadership and political participation*) has been achieved, we directed our attention to the indicator, baseline and target for this outcome. According to the ProDoc, the indicator for this outcome is: *Agreed women's agenda/manifesto on joint platforms amongst women from communities, community groups, CSOs, think tank organizations and political parties calling for women's increased participation in politics.*²⁵ However no baseline or target information is available for this outcome.²⁶ The means of verification/source of information is *Public Opinion survey, Organization's reports, Media reports*. The Evaluation Team notes that there are no such data in public opinion surveys; while media reports may report such results, the Evaluation Team found it challenging to track. We have thus drawn from project reports and a few interviews to determine the rate of achievement for this outcome.

5.21 The intense capacity building and awareness with about 1,000 future candidates at the local level contributed to changes observed in elections in 2015 at which time the highest level of participation of women candidates for local councilors was recorded (34.9% in 2015 vs. 33.2% in 2011 and 29.8% in 2007). A significant increase in their placement on candidate lists (23% of top 20 placements in 2015 vs. 5.85% in 2011) was noted. While the Evaluation Team could not find how many of the women who benefited from WiP Programme activities ran for election, nearly 10% of these beneficiaries were elected.

5.22 The capacity building activities resulted directly in local women taking a more active role towards solving pressing community problems and advancing gender equality. Women local councilors supported by the WIP Programme undertook efforts to: improve transparency of decision-making in their communities; carry out specific projects aimed at enhancing the well-being of women and men citizens; raise awareness on gender equality issues with a focus on equal participation and the unacceptability of violence against women.

5.23 According to WiP Programme Team, 651 constituents (545 women and 106 men) from various communities and groups in Moldova participated in meetings with MPs in the various constituencies in which issues important to these communities and groups were raised

²⁵ Evaluation Team added to this indicator the word group "evidence of".

²⁶ Please note a staff member of WiP Programme Team mentioned that a baseline could be the first Public Forum of 2014 that brought together women from vulnerable groups and that their demands were taken into account in shaping WiP Interventions. But as there is no information on this Public Forum, the Evaluation Team has opted it out.

and legislative actions demanded, with concrete steps undertaken by legislators as a result. Issues raised included insufficient social protection for vulnerable groups; need for urgent implementation of Local Public Administration Reform; low salaries for public servants; adoption of the 40% gender quota in final reading by the Parliament; need for permanent dialogue between Members of Parliament and citizens. As one participant remarked, “many saw and talked to an MP for the first time, and described the challenges in their lives and suggested policies to be developed.” MPs thus had the opportunity to adopt some of the ideas voiced during the forums and include them into their agenda in the Parliament.

5.24 Per project reports, the intense work with the media to identify and tackle gender stereotypes through media self-assessment resulted for some media in a more gender balanced coverage - seven media institutions (out of the 30) have achieved an almost equal representation of women and men in their coverage. An average increase in women’s representation by seven percent points from September, 2015 to April, 2016 within the 30 participating media outlets was noted.

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

Finding 9: Joint management structure of WiP Programme led to the achievement of output and outcome results.

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

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

Factors that facilitated results

Finding 10: Various factors facilitated achievement of results including experiences and synergies with other programs, openness to innovation, customized support to beneficiaries and engagement of donor as a partner.

5.26 *The WiP Programme was a consolidation of and informed by previous efforts.* The Programme is not an isolated enterprise, but an initiative that came as a natural growth of ongoing work of/with various partners including parliament, government and CSOs; it capitalized on achievements and experiences with other programs focusing on democracy and governance including the JILPD project also funded by Sida. An example of this is to be found in the way geographic coverage was determined. According to WiP Programme staff,

for some interventions, it relied on the provisions of the prodoc, for others it depended on the expertise of project stakeholders. For example, the decision on the establishment of political clubs and the districts to cover by them was taken by Women's Political Club 50/50 based on their previous experience through such criteria as the most active women leaders who participated in different types of activities of the Program "Women can succeed" project which worked with local leaders as well as at the national level.

5.27 A balanced mix of traditional and innovative campaigns. The campaigns aimed to encourage active participation and meaningful voting in marginalized communities by means of organizing public debates, scrutinizing the electoral platform of candidates for inclusion of the needs of the marginalized, production and distribution of relevant elections information materials in minority languages, including through door-to-door activities, mobile voter information caravans. As an example of result of the campaign, in Chetrosu village alone, 98 percent of Roma people cast their vote during the June 2015 local elections, compared to some 35 percent voter turnout in 2011.

5.28 Customized support for various actors. A distinct feature of WiP Programme is its ability to target various stakeholders through its capacity building activities. While the final intent was to promote increased participation of women in politics, such activities eschewed the "one size fits all" approach. For each stakeholder, capacity building activities were based on a good understanding of the needs of each stakeholder and its absorbing capacity. Various stakeholders appreciated the ability of WiP Programme to level the playing field, behaving not as a donor but as a partner working jointly toward a common goal.

5.29 Donor as partner. Interviews with WiP Team, UNDP and UN Women indicated that the Programme had very good relationship with donor. In the words of one interviewee: "They engage with the Programme, they do not just give money. When we had issues with the Parliament, the Ambassador did not hesitate to offer support by talking with the Speaker." As an active partner, in addition, the donor allowed for flexibility in annual planning and implementation enabling WiP Programme to accommodate and add activities in accordance with changing realities and emerging needs.

5.30 Synergies among programs and attention to results. Stakeholders who benefited from multiple support in the field of democratization reform, mentioned the willingness of the programmes' teams to collaborate. For example the work done by the Democracy Programme in Parliament, including Gender Audit, GE Action Plan and establishment of Women's Caucus served as solid foundations for successful advocacy and expansion of the results by WiP Programme. In the case of activities related to CEC, WiP Programme built on significant efforts to enhance gender understanding and capacity of the CEC made by UNDP's Democracy Programme (CEC institutional Gender Audit and subsequent Gender Equality Action Plan). One interviewee shared: "*One product created value for the other program... Usually they sit at the table with both projects, set the work plan and divide tasks. All IT system was done with UNDP, but UN Women came with its expertise²⁷ and provided its advice on what was working and what not with the system... because men and women did not appear in the first version, sex disaggregated data were introduced later...*" Stakeholders commented on good exchange of knowledge, technical capacity in programs and ability of programs to secure different access to various stakeholders such as civil society or state

²⁷ Please note that according to one WiP Programme Team member, this beneficiary may have been referring to WiP Programme expertise rather than UN Women expertise.

institutions. Through the project, CEC especially, became more aware and convinced about the value of, and need for, a gender perspective in election management. Complementary to this, seeds to engage more meaningfully with gender equality issues and women's political empowerment have been sown in the media and local communities. While creating synergies with other projects/programmes was intentional, value added of WiP Programme, especially regarding certain components, was not clear from its beginning, given that there was, for example, a Democracy Programme that targeted the Parliament and CEC. Communication between programmes and stakeholders with whom these programmes worked seems to have resolved some of the challenges associated with this process of understanding.

Factors that constrained results

Finding 11: Several factors constrained project results including the volatile political context, the patriarchal context in which the project was implemented, varied understandings of gender and gender equality among partners, lack of support among women politicians, and operational factors including delays in disbursement of funds.

5.31 *Volatile political context.* The Programme started and continued its implementation in a context of many political challenges associated with the outcomes of the national elections and the changes (turnover) in the government at the national and local level. Partners needed to establish and re-establish various partnerships to facilitate implementation, a fact that was defined both as a constraint and an opportunity. Further, inability of politicians to agree on the contents of legal package 180 (later renamed Law 71) and delays in adoption of TSMs directly affected the results foreseen in the project.

5.32 *Patriarchal environment.* The progress has been slower in increasing the share of nominated women candidates as well as enhancing their placement on the top 20% of the party list. This is due to the fact that politics in Moldova is still a highly masculinized area, and entry possibilities for women to be promoted to the top are quite limited. Since the new law does not regulate aspects of placement on parties' lists, a lot of work with parties and party leadership needs to be done to ensure voluntary commitment to promoting women in politics.

5.33 *Understanding of gender and gender equality.* A telling constraint that speaks to the need to continue the work started by WiP Programme is reflected in this statement that merges the views of a few stakeholders: "Not all partners understand the concept of gender. Public officials will say: why gender, we have a constitution that is aligned to international conventions, equal rights, it is the fault of women that do not want to engage and we do not to force them...look we have so many women in politics. But what if those women do not believe in human rights, they are only technocrats...then you do not have "power for" but power against". While techniques like sex-disaggregated data and continuous conversations may have lent some relief to reversing such attitudes, more remains to be done in the future.

5.34 *Lukewarm support from political parties and women politicians.* When it comes to political parties as project stakeholders, the work with these was described as operating in a very unstable environment. While the project did not promote political party work, certain activities focused on advocating with political parties toward attitude change with regard to women being enlisted as candidates. Some political parties almost disappeared during the programme, other appeared. This was challenging in general, but especially so for Roma women. Furthermore, women in these parties (not necessarily MPs) were not particularly of assistance. In a few conversations during fieldwork a remark was made that working with women politicians was as hard as reversing attitudes men had toward participation of women

in politics. One shared that “*Many women who reach high positions, hesitate to engage [on the assumption] ‘no one created special provisions for me and look where I am.’*”

5.35 Start date of the project and internal disbursement of funds. In several encounters evaluation team heard about the start time of project which was not in sync with developments in the country. The programme started only two months before parliamentary elections of 2014. While every effort was made to “catch up”, achievement of results especially in terms of participation of women in parliamentary elections were affected by this. Internal delays in transfer of funds impacted start of activities. According to UN Women, the donor disbursed funds in the UNDP’s MPTF Office in July 2014. However, these funds were not received by WiP Programme until end of August 2014 which was described by one interviewee as loss of “a precious period”. This also affected the recruitment process – staff could not be hired until September 2014. The Evaluation Team could not find an explanation for the delay.

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

5.36 Strengthening capacities of duty-bearers and right-holders has been the “red thread” that was interwoven in all activities of WiP Programme. The Evaluation Team repeatedly heard of the meaningful contributions the programme has made toward strengthening the capacities and awareness of key actors at national and local levels in various settings on issues of gender equality, as well as to strengthening the enabling environment for change in terms of gender equality and women empowerment in Moldova.

Finding 12: Capacity building activities increased knowledge and skills of women MPs to engage with their constituencies and within the parliament, improved understanding of gender equality among MPs and Parliamentary Secretariat and other parliamentary staff

5.37 Women MPs. Capacity building efforts at this level were two pronged: they addressed elected members of parliament as well as the offices that support the work of these elected MPs. Training subjects delivered to elected women MPs were selected based on the needs voiced by women at earlier stages of programme implementation, as well as during constant consultation/validation of topics with members of the Women’s Caucus in the Parliament. Thus, trainings for women MPs covered subjects such as public speaking and public image; hands-on training and follow-up support for women MPs to use social media platforms. Further, gender equality was included as a special session in the induction training of the 26 newly elected women and men MPs. Finally, women MPs played an active role in the amendments to the law on domestic violence and 10 other laws and codes adopted by the Parliament on July 28, 2016. The amended package introduces unprecedented measures to increase the safety of the victims of violence, as well as bolder sanctions for the perpetrators of violence.

5.38 Women Caucus was established through the UNDP Democracy Programme, but WiP Programme helped with capacity building of its members including public image, presentation, and engagement with their constituency. Based on the information received, while issues were discussed within the caucus, no legal draft/initiative came from the Women Caucus, but from one of the specialized Parliamentary Commissions or a group of MPs where women members of the Caucus participated. However, Women’s Caucus played an instrumental role in advancing the adoption of Law 71 by hosting multiple meetings with

CSOs on the platform of the Women' Caucus on the law, and played a critical role in convincing their male MPs colleagues to vote the law.

5.39 Parliament Secretariat. The UNDP Democracy Programme helped parliament to establish constituency offices; through WiP Programme the Secretariat received assistance and expanded understanding that “they do not only serve people” but need to consider needs of men and women in their work. Thus, 46 members of Parliament Secretariat (37 women and 9 men) – senior managers of 17 departments and divisions of the Secretariat, the heads and consultants of the 4 Parliamentary Constituency Offices located in Edinet, Orhei, Leova and Comrat have enhanced their capacities to embed gender equality in the work of the Parliament and how to make use of sex-disaggregated data for designing, amending and passing laws and debating policies and budgets.²⁸ The Programme has advanced gender equality awareness and understanding among the staff of Parliament at national and regional level, by working with the Parliament Secretariat and Parliamentary Constituency Offices.

Finding 13: Electoral Management and Training Bodies have strengthened their capacity to work with sex-disaggregated data, gender train election staff and raise awareness on gender equality in elections

5.40 CEC. While CEC had worked with the UNDP Democracy Programme to build the Electronic System for collecting sex disaggregated data on elections (including electoral management bodies), WiP Programme assisted with analysis of these data. The gender dimension was analyzed throughout the electoral cycle – pre-election, election, and post-election. Through the support of the Programme, CEC produced a gender-analysis of 2015 local elections and disseminated it widely.²⁹ In the words of a CEC official now “we understand our situation internally” in terms of gender representation in Electoral Management Bodies (EMB). In 2015 CEC issued a decision recommending a balanced representation of men and women in leadership (at chair, deputy chair, and secretary of the Council positions) of each of the 35 District Level Electoral Commissions constituted prior to 2015 local elections. Another area of concern for CEC was its capacity to raise awareness and do voter registration campaigns. CEC, supported by WiP Programme, carried out an extensive voter education campaign, prior to 2014 parliamentary elections and 2015 local elections. Through this experience of learning by doing, CEC, organized 5 targeted voter education campaigns prior to 2014 parliamentary elections reaching out to 431, 280 persons, including ethnic minority women, women with disabilities, and first-time voters from 11 towns and 13 Roma communities conducted in support to CEC voter education and awareness campaign; during local elections of 2015, CEC reached 27 localities in 12 districts with a total of 10,816 people, out of which the majority (9,915) were women, including vulnerable groups such as Roma women, other ethnic minority women and women with disabilities.

5.41 CCET has strengthened its capacities in awareness raising campaigns and training through participating in various activities supported by WiP Programme. On basis of the gender-sensitive CCET Communication Strategy 2015-2018 and Action Plan for 2015 developed with WiP support, CCET has been a prominent voice for gender equality in

²⁸ Per comment from UNDP Component Manager, training sessions on gender equality for the Secretariat followed the recommendations of the Gender Audit of PRM [please spell out], including sex-disaggregated data, and gender sensitive parliamentary work.

²⁹ The report provides detailed sex-disaggregated information on candidates, elected officials, election management bodies, trained electoral personnel, etc., and fills a data gap observed in previous elections where official and reliable sex-disaggregated data on these categories has not been available.

elections and politics together with CEC Moldova engaging directly over 2,000 people, primarily youth and people living outside Chisinau, in awareness raising events on elections and gender equality in the course of 2015. Using innovative advocacy tools, CCET organized the first of a kind public event to advocate for gender equality that reached out to a live audience of over 1,000 people. The event was broadcasted live for broader coverage³⁰. CCET has disseminated the knowledge towards other stakeholders, as per its statutory mission. A number of 11,163 people (8603 – women and 2560 men) have been trained by the Centre for Continuous Electoral Training prior to General Local Elections of 2015 on basis of electoral training materials gender-mainstreamed with support of the “Women in Politics” Programme. The Programme further enhanced the gender capacities of the 25 local and regional CCET trainers in delivering gender-sensitive trainings to electoral managers. An innovate aspect of WiP Programme regarding these two institutions is the proactive approach followed in capacity strengthening. CCET were fed data from CEC for their programming; in turn, CCET contributed data on electoral officials which were fed in the Automated System “Elections” managed by CEC.

Finding 14: Joint activities with the Ministry of Labor, Social Protection and Family have contributed to strengthening internal gender capacity and fulfillment of the mandate of this entity to implement the normative gender equality framework

5.42 Ministry of Labor, Social Protection and Family (MLSPF), benefited from capacity building activities as well as actively participated in project activities. The Evaluation Team considered participation in activities an opportunity to strengthen internal capacities, therefore we report here activities the MLSPF was involved in. These included: (1) review of project materials; promotion of changes in Legal Package 180, development of regulations in the area of sexist advertising and raise awareness on this subject among advertising agencies and professionals, both before and after the Law 71 was adopted; (2) presentations in public events organized by API; (3) seminars, trainings which were organized for the public sector and private; and (4) work with GE Platform, which constitutes a supporter of the Ministry, and will further help the Ministry to monitor the implementation of Law 71. Finally, WIP Programme WIP Programme staff and partners participated in the consultations during the development of the Gender Equality Strategy (2017-2021).

Finding 15: Support to national and local civil society organizations through the Gender Equality Platform and other forms of organizing contributed to their advocacy efforts and networking.

5.43 WiP Programme supported several organizations active in advancing gender equality and women empowerment at the central and local level in Moldova. At the time of writing this report, the Gender Equality Platform had in its membership 26 organizations and individuals, and was supported by WiP Programme to carry out advocacy activities for the adoption of the TSMs. Per Project Team feedback, the Platform was also supported to increase the visibility of its work and of gender issues in the country (the website www.egalitadedegen.md initially developed by UN Women has been transferred to the Platform for its use). The Network of Women Mayors within CALM and the Romani Women and Girls Network also received support from WiP Programme, mainly consisting in meetings and experience-sharing events, but also internal capacity building. With the help of Political Women’s Club 50/50, five regional political clubs were established and provided a platform for discussions, meetings and exchange of experience between active women in the

³⁰ Live broadcast of the public event “Let’s conduct it together”

<https://www.privesc.eu/arhiva/61805/Spectacolul--Dirijam-impreuna----organizat-de-Centrul-deInstruire-Continua-in-Domeniul-Electoral>

respective regions. In the view of some NGO representatives participating in interviews, participating in the project deepened their organization's expertise on TSMs, introduced them to more innovative methods of advocacy, and helped them with experience in engaging with political parties.

Finding 16: Gender self-assessment has improved the work of some of the media outlets. However, more remains to be done in terms of building gender equality ethos at all levels of media outlets.

5.44 A comprehensive set of activities, led by UN Women were implemented by WiP Programme to change the way media portrays women as well as increase presence of women, particularly as experts, leaders, in media products. Media outlets participated in capacity building activities in terms of gender sensitivity in media and did a gender self-assessment of their work.³¹ Prior to launching the self-assessment process, API organized a two day training for 45 journalists (14 men and 31 women³²) of 34 national and regional media institutions to build their capacities on gender sensitive reporting and identify those most interested and committed to promote gender equality in their work/products. Following the training, 30 of the participating national and local media institutions (audiovisual, print and on-line media) expressed interest to get involved in the self-assessment process, of which 20 engaged for the first time in such kind of exercise. After 8 months of self-assessment exercise, results in certain indicators were noticed: an average increase in women's representation by 7 percent points from September, 2015 to April 2016, whereby 7 media institutions (out of the 30) achieved an almost equal representation of women and men in their coverage; the highest progress of women's share as article protagonists was registered in audiovisual media, with a rise from 15% in September 2015 to 23% in April 2016. Participating media became more aware of the importance of integrating gender perspectives in their work. As one journalist expressed: "... through this programme I had the opportunity to "oblige" colleagues to think more about the woman's perspective" including gender terminology."

5.45 Per project reports, advertising agencies also benefited from capacity building activities. A total of 58 representatives of advertising agencies and central public institutions participated in four roundtables in July- September 2016; 16 organisations signed commitments to observe legislation that combats sexism in advertising and norms described in the Guidelines to Assess Sexism in Advertising within the advertising market.

5.46 Alongside this intensive work, the challenge has been the partial participation of the media in the various activities. Various media representatives pointed to the importance of working with decision-makers within the media. As one interviewee shared "even if journalists participating in the trainings wanted to bring a different mind-set and vision in the media, their initiatives were "blocked" by the chief editor who has other views."

Finding 17: WiP Programme has contributed to building and strengthening capacities of women in LPAs to carry out their responsibilities within their communities

³¹This gender self-assessment exercise was built upon the previous experience of API who piloted the methodology in 2012-2013 with UN Women's support. An analysis of the implementation of the pilot concluded with a recommendation on the need to improve the self-assessment methodology both at the level of data collection and interpretation by mass-media institutions. A revised and more comprehensive methodology was elaborated and used in the trainings organized by WiP Programme. Evaluation Team does not have information on the extent of revisions.

³² The Evaluation Team does not have evidence on other demographic markers such as ethnic minority. According to WiP Programme Team the call for media institutions to apply for the training programme did not specify such markers as requirements. Media institutions delegated journalists to attend the training.

5.47 Shortly after the 2015 local elections, a total of 464 participants, including 429 women and 35 men from 23 districts, 1 municipality (Balti) and Gagauzia Autonomous region were trained in areas of Local Council functioning, fostering gender equality in local development agenda, building strategic local partnerships, fundraising, local budgeting, communication with constituents. Each participant was provided with Local Councilors Induction Kit containing user friendly information on the areas mentioned above, including key laws regulating the functions, rights and responsibilities of local councilors. In addition, 88 elected women were trained by five Political Clubs on how to integrate gender dimension in the administration of Local Public Authority (LPA), gender responsible budget, fundraising and project management. In-depth interviews with three women councilors in Singerei, Soldanesti and Riscani noted that these training activities had a significant impact on the activity of the trainees, increasing their self-confidence, but also improving the way they acted as a local councilor. A training impact assessment survey³³ conducted among 120 of the participants who participated in the training revealed increased civic activism, evidenced by women's more active participation in the meetings of Local Council, promotion of gender equality messages in all public events organized in the community (92% of respondents), and creation of women's groups defending women rights in their communities (50% of respondents). Active learning from peers has been used by the programme in its capacity building activities. The 11 inter-community study visits for 250 women newly elected mayors, local councilors and local public employees organized before and after local elections by WiP Programme in partnership with CALM enhanced their knowledge on developing communities' infrastructure, and on developing and modernizing local entrepreneurship in order to improve their communities. Lastly, a mentorship program for first-mandate women local councilors was launched for 27 participants each of which was paired with a mentor and has implemented a community project to enhance the well-being of women and men at the local level (see A Story of Impact).

Finding 18: WiP Programme has contributed to capacities of women organizations within political parties to identify, recruit and coach new women members within their parties.

5.48 Women's organizations of political parties received support to strengthen their capacities to recruit, train and support potential women candidates. The Women's organization of three political parties (Liberal Party, Democratic Party and Liberal Democratic Party)³⁴ benefited from a number of capacity building activities provided by CPD, including assessing institutional capacities; provision of tools to recruit new members within women's organizations; and training of trainer (ToT) sessions. Based on the methodology for evaluating the institutional capacities of women's organizations in political parties developed by CPD previously, women's organizations of the Liberal Party and Democratic Party were evaluated through analysis of relevant documents and semi-structured interviews with their executive teams. A CPD expert developed training methodology and materials to be used by the organization internally, and internal trainers received individual coaching. ToT was organized in November, 2015 for 7 women members of the Liberal Democratic Party of Moldova and covered topics as how to recruit new women members, communication skills, and motivation of political party's members. Each of the resource

³³ The assessment was done by specialists from the sub-contracting organization IDIS based on a questionnaire developed under WiP Programme guidance to capture aspects that would give best reflection of training effectiveness.

³⁴ Although the Programme extended an invitation to participate in capacity building activities to all parliamentary parties, only these three showed interest in participating in the trainings organized by WiP Programme. Members of all parliamentary parties and non-affiliated MPs joined the capacity building events.

persons developed a complete training program and piloted in their local/municipal setting, while being aided by individual coaching sessions. CPD provided expertise and methodological support to the Democratic Party regional women's chapters to pilot recruitment plans for new women members. Also, 91 members of the Democratic Party received training and enhanced their capacities on retention of old and recruitment of new members and how to organize and carry out recruitment campaigns, with a focus on women.

Finding 19: Awareness raising and capacity building activities among women contributed to increasing the number of women who entered politics at the local level

5.49 Women including those who aspire to enter politics benefited from a series of awareness-raising activities and capacity building activities that aimed to encourage women to exercise their right to vote and to become actively involved in the electoral process. WiP Programme trained slightly under 1000 women before local elections held in 2015 on how to develop and implement an election campaign, public image, electoral team, political speech, fundraising for electoral campaign, elaboration of electoral program, messages and slogans. This work produced significant results, albeit representing small increases in the number of women candidates, the number of elected women in the local councils, and the number of women elected at the mayoral levels. In total 98 women were elected in the local elections: 8 as mayors and 90 as local councilors.³⁵ Reportedly, women from local communities shared that the decision to run for office locally was informed by the motivation and self-confidence which increased after the capacity building activities carried out by WiP Programme. Besides election-oriented skills development, all capacity development activities included a special focus on gender equality and how gender equality principles should be incorporated in the work at the local level. With the aim to serve as knowledge, leadership and capacity development centres for aspiring women candidates at the local level, five regional women's political clubs were started under Women's Political Club 50/50, in Briceni, Strășeni, Telenești, Cimișlia, and Cahul. EEF and Women's Political Club 50/50 facilitated the dialogue between prospective women candidates (from 24 targeted towns and 20 surrounded communities) and political parties through the organization of roundtables. Over 600 women were directly involved in activities of the political clubs including advocacy with local branches of political parties for voluntary quotas, identifying and trying to solve together community problems, raising awareness on the importance of women to participate in political processes.

Finding 20: Capacity building activities for Roma women and girls have produced significant results at the level of individuals, but not at the level of organizing and networking

5.50 No Roma women had ever run for local office in Moldova before the inception of WiP Programme. Roma women and girls, as one of the most underrepresented groups in decision-making, received support to network and develop advocacy actions towards concrete problems. The Programme encouraged and built capacities of Roma women to run for elections, including through power mapping, needs assessment, and awareness raising and campaign training. A total of 153 Roma women from 15 widely populated Roma communities took part in such capacity development workshops prior to the 2015 local elections. As a result of these capacity building activities, for the first time in Moldova, seven Roma women registered on electoral lists of political parties and as independent candidates in the local elections. They were among the 15 Roma who ran in local elections. Out of the

³⁵ Evaluation Team was unable to determine the extent of impact, i.e., compare how many positions were taken by women *vis a vis* men.

seven women candidates, two Roma women were elected as local councilors in Chetrosu village and in Riscani town.

5.51 The Roma Women and Girls Network (RWGN) was supported by WiP Programme. RWGN brings together over 100 Roma women mediators, activists and leaders from most populated with Roma local communities. The Programme organized several meetings of its members, integrating in such meetings capacity building elements (e.g., project writing, fundraising), and assisted the elaboration of the RWGN Strategic Plan for 2016-2019 and Action Plan for 2016. However this network does not currently function.

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

Finding 21: Monitoring of progress was secured through project reporting.

5.52 The Logical Framework theoretically may be a valuable guiding tool in monitoring progress. However in view of its inaccuracies, it is doubtful that it has served the purpose of monitoring progress. According to WiP Programme Team though, during the Mid-term review, the framework was used by the team to track progress under each indicator, discussed achievements, gaps, and way forward.³⁶ The Evaluation Team did not find any other concrete tools of monitoring. However, WiP Programme Team reportedly compiled various reports of which only two MPTF reports (2014 and 2015), an Annual Report of 2015 and a semi-annual report of 2016 were available to the Evaluation Team. The two main partners, EEF and CPD reported quarterly to UN Women. Subcontractors were subject to the same rules of reporting, which a couple defined as excessive at times in the view of the fact that as subcontractors they delivered concrete products.

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

Finding 22: WiP Programme implemented good communication strategies to update interested parties including project donor and stakeholders.

5.53 WiP Programme undertook efforts to ensure visibility of UN Women and Sida visibility in related knowledge products, resource materials and informational and advocacy documentation. This included reviewing all drafts of final documents prior to printing to ensure that donor acknowledgement was adequate and in some cases also briefing partners about required visibility measures. During interviews with some of the Project's implementing partners, they were able to confirm that they received specific guidance from WiP Programme in this regard and were required to vet publications and meeting documents through WiP Programme for review and final approval.

5.54 The visibility of the Programme and its results were assured by permanent updating of UN Moldova, agency websites, Facebook accounts; press releases developed and posted by a significant number of media institutions; monthly newsletter shared among relevant stakeholders; human and success stories about the Programme achievements. A number of WiP Programme results were communicated at the regional and global level using UNDP and UN Women platforms which led to requests from other country offices to emulate the activities of WiP Programme. At the local level however, WiP Programme was little known.

³⁶ See Annex 5 to the Mid-term Review Report, Results tracking matrix.

The few beneficiaries we interviewed had difficulty linking the activities they had participated in with WiP Programme.

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

Finding 23: Through engagement of several CSOs, WiP Programme has increased collaboration and information exchange among project partners and subcontracted NGOs. However the programme may need to review how to avoid unnecessary complexity and perceived cash drains within the current arrangement of cascading work from one CSO to another.

5.55 Overall, WiP Programme has been very successful in establishing and maintain and active partnership with key stakeholders, but also, making use of the favorable existing environment, as for example the existing strong cooperation between the Democracy Program and CEC or the Parliament.

5.56 One of the most important features of WiP Programme is that it has pushed the boundaries of what joint programming is by adding two Moldova-based NGOs to the partnerships. Absence of national counterparts added another layer of complexity to an already complex programme with two UN agencies shouldering programmatic and administrative responsibilities. This was addressed, again tried for the very first time in Moldova, by inviting two Moldova based CSOs as equal partners. Sound governance and capacity to manage initiatives were cited as important in the selection process of the two partner NGOs, CPD and EEF. Both organizations are acknowledged as high profile organizations in Moldova, which act not only as implementing agencies, but also serve as hubs of professional competence and analytical capacity in a wide range of crosscutting issues including those addressed by WiP Programme. According to the donor, the cooperation with EEF and CPD allowed expanding the scope of the contribution provided by the two UN Agencies.

5.57 The views on whether this was the appropriate arrangement differed. To CSO partners being in the partnership, lent them a different kind of legitimacy by having their logo associated with two UN agencies. To others this arrangement created a parallel structure that was too complex to handle – rather, it would have been more effective having a pyramid structure where one agency “called the shots” which direction the intervention should go. The fact that two partner CSOs were sub-contracting work to other NGOs was considered problematic in the sense that money may have been wasted in the process. The evaluation noted that while some of the issues around the selection process could have been managed better (especially perceptions around contributing to further division of the already fragmented civil society in Moldova), in general subcontracted NGOs expressed satisfaction with the level of cooperation amongst themselves and EEF and CPD. The Gender Equality Platform was referred to as an important space of collaboration; its activities helped CSOs put a unified front in advocating for the Legal Package 180. Trust and confidence in providing partners with the necessary space to organize activities as they deemed appropriate did not result in quality problems and lack of coordination.

5.58 Despite challenges, the modality experimented with the implementation of WiP Programme has been described as successful. While the risk for adding these two CSOs was evaluated as moderate, UN Women attributes the success of programmatic delivery to a

comprehensive preparatory phase before the start of the project in September 2014. Consultations and weekly meetings with the two CSOs as well as the two UN Agencies in which not only the logframe, but also strategies of implementation were discussed, started in December 2013 and were key to a smooth collaboration. The process was described as “intense”. In the words of a UN Women Official, the experience with this modality showed that NGOs have a lot to offer, and it is in the process of implementation that the “hidden” depth of their capacities are discovered; in fact NGOs themselves were surprised by their convening powers, the way they could mobilize other NGOs to be part of the process under a common goal, and mobilize women at the local level to identify with a national agenda. This Programme contributed to building coherence in the otherwise fragmented work of the NGOs from the grassroots to national level.

Efficiency

5.59 In line with Objective 3 outlined in the ToR, this sub-section determines whether resources (financial, human, technical support, etc.) were allocated strategically to achieve project outcomes. We respond to three questions outlined in the Evaluation Matrix. The Evaluation found that WiP Programme has used its resources strategically and has provided good value for money. Impressive results have been achieved with limited amount of funds due to the effectiveness of project staff in establishing successful collaboration and interaction among various partners where capacities and resources have been effectively leveraged through synergies and joint programming.

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

Finding 24: Good collaboration between the two agencies made up for gaps in project staff.

5.60 According to the Logical Framework, both UN Agencies committed to implement distinct components of the project based on the strengths of their experience. Each agency had its own component manager. Due to the resignation of the first contracted manager and difficulty to select an appropriate candidate for the position, this position remained unfulfilled from January 1st to September 10th, 2015. In addition Chief Technical Specialist³⁷ started in November 2015. Despite these challenges, the responsibilities were shared between UN Women and UNDP. As a result of the close support from both country offices to make sure that the project was implemented on schedule, no major drawbacks in implementation were discerned. In fact one of the strengths of the programme was the ability of WiP Programme team to see beyond individual components that each agency was implementing.

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

Finding 25: Financial resources were strategically allocated to achieve project outcomes

5.61 The breakdown of funds per agency was as follows: 68.72% for UN Women share (this includes also the funds disbursed to two NGO partners, EEF and CPD) and 31.28%-UNDP share. Planned resources for selected partners were based on realistic needs and capacities and during project implementation, strategic management decisions were made to

³⁷ The CTA full time position in the period November 2015 – November 2016 has been made possible with 20% contribution to costs by UN Women core resources. The view of the Evaluation Team is that this should count as UN Women’s contribution to the project, match to its funding, albeit not required by the donor.

re-allocate and adjust funds to respond to evolving needs and opportunities. As an example, a Roma woman local councilor related the importance of financial support by WiP Programme to work as community worker and address domestic violence issues in her town, thereby gaining confidence and recognition amongst her own community members. At a more macro level, the broad and ambitious strategy of WiP Programme that focused on areas where all partner institutions had the acumen to effect change justified the allocation of funds to institutions and activities that helped achieve project outcomes. To illustrate, CEC received support to address gender equality issues through a gender sensitive design of voter registration lists and gender monitoring and transparent reporting on the results of elections; the funding of parliamentary forums brought MPs closer to their constituencies and promoted visibility of issues important to women including those belonging to disadvantaged groups.

5.62 Partner NGOs and those contracted to implement certain activities related that funds were sufficient and strategically allocated to effect change. As an example, the small grants mechanism was used effectively to support women councilors improve the local councils' activities, to increase their transparency and encourage citizens' participation in the decision-making processes. In 2016, alone, the National Mentoring Program for women local councilors "Inspir-o!" supported 24 out of 29 women local councilors who applied for funding to implement initiatives at the local level. Upon developing a reform plan in collaboration with a mentor, each woman awardee benefited from a small grants of up to 2000 USD to realize her reform plan for the community (see Story of Impact below; for other examples see WiP Programme Semi-Annual Report for 2016). Other small grants provided to CSOs such as Political Clubs, Gender Centru, Pepeni, Vesta, Tarna Rom, Femeia moderna through EEF to train more than 700 women; of these 65 were elected as local councilors (see WiP Programme Annual Report 2015). Small grants provided to media companies aided the advocacy efforts for the application of gender quota and other awareness activities such as HeforShe campaign aimed to challenge stereotypical thinking and pervasive inequalities in the political and public space.

5.63 While project activities were resourced adequately, the implementation experience provided WiP Programme Team with more ideas, some of which may be accomplished in the future. In the view of one staff: *"depending on which activity you take, we have more ideas than funds allow to engage with a partner, especially in capacity building area."* WiP Team related how they had to be selective in the capacity building area to fit in the current budget. More funding would have allowed them to select a larger number of communities than they reached, or to add more capacity building activities, extend the work with the media and include more media, to bring more external expertise, and expand the timeframe for the activities.

Finding 26: WiP Programme was well-resourced in terms of staff

5.64 According to the CTA, WiP Programme was well resourced in terms of staff, compared to other project of the same magnitude. The team has been built over time, with most of team members hired in September and October 2014 which contributes to retention of institutional memory, an essential factor in making sense of history and progress of interventions of significant interventions. Stakeholders were satisfied and had good relations with WiP Programme staff. Those who worked closely with the WiP Team described members as professional, motivated, possessing good expertise, open to collaboration, flexible in considering alternatives to implementation of activities, and respectful of partners, especially CSOs. While close monitoring and reporting were only rarely defined as excessive,

partners appreciated the knowledge and dedication of the team to successfully implement activities.

Finding 27: Technical support from WiP Programme was essential in the implementation and completion of activities. Other specialized support was well utilized.

5.65 Technical support mobilized through WiP Programme was essential in the implementation and completion of activities and was particularly appreciated among project stakeholders and beneficiaries. In the view of one state official, international expertise (alongside financial support and best practice) was strategically provided to help with the achievement of results. In the words of another state official, international expertise was not parachuted in the country, but “was based on national context, cultural values and perceptions and respected our views”. Communications Specialist was particularly important for CEC.

5.66 WiP Programme made good use of available technical support locally by outsourcing several tasks to CSOs, private companies and individual consultants. While to some this may be perceived as a cash drain, to many the engagement of specialized help from entities and individuals addressed the needs of beneficiaries reached out by the project satisfactorily. For example, engagement of Tarna Rom, IDIS Vitroul and Political Club 50/50 in localities where they had more expertise and had built rapport through previous activities and projects created better results than if WiP Programme had entered on its own anew. Hiring of consultants who had specialized expertise and experience working with different groups including Roma groups allowed good dialogue and effective knowledge exchange. One Roma local councillor related how important the work of a Roma consultant had been in introducing the former not only to WiP Programme, but also given her the tools to address concerns faced by Roma women and communities (see also example private print companies elsewhere in the report). All outsourced work was closely monitored by WiP Programme Team. Reports were required at the end of each accomplished activity. To a few, this was described as excessive especially in view of the fact that their work was measured by deliverables. However, overall reporting was deemed a good accountability tool for services provided.

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

Finding 28: Delays in procurement procedures affected the start of activities

5.67 During fieldwork, stakeholders mentioned that the timing of the start of the grant *vis a vis* what the project was expected to accomplish were at odds. However, time allotted for the implementation of specific activities was sufficient. One of the main challenges that influenced the start of activities concerned the procurement procedures that went through the regional office which were described as taking too long to be completed and in some cases completion of these procedures had been the reason for delayed start of activities.

Finding 29: Funds were generally spent on time. Variances in expenditure were attributed to delays in disbursement of funds at the beginning of the project.

5.68 Funds were generally spent in a timely manner as Table 3 indicates. However, there is some variance in the expenditures of UN Women compared to projections for 2014 and 2015.

Table 3: Spending of project funds³⁸

Year/ Agency	UN Women	UNDP
2014	76.73%	101%
2015	88.78%	99%
2016 (as of 23 November 2016)	96.41%	85%

One reason for the variance in 2014 may have been the time lag between the signing of the award and the actual receipt of funds internally as discussed in the section regarding factors that constrained project implementation above. Additionally, UN Women lower delivery rate for 2014-5 is attributed to the fact that some of the funds allocated to the agency were transferred to the two NGO implementing partners. Even though funds were transferred on time and accounted as “advances”, they were cleared after the budget year had ended, thus affecting the variances observed in project spending.

Sustainability

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

5.70 Overall, the evaluation finds that significant steps have been taken to sustain results. This is due to the overall approach taken by WiP Programme and UN Women as Lead Agency. As a UN Women Official shared *capacity building, strengthening institutions to do their work reside with the stakeholders, not with the Programme partners*.³⁹ Following this line of thinking, WiP Programme is a “temporary arrangement” that having had success and good partnerships established, sees itself in the role of facilitator and moves on to other areas where more intervention is needed. While the exit strategy was part of the prodoc and was embedded in the design and management of the project, the extent to which results may be sustained varies depending on stakeholders and contexts.

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

Finding 30: Relevant national stakeholders have not only been included in programme design, implementation and policy advocacy processes, but have been encouraged to lead some of these processes

5.71 One of the strengths of WiP Programme was its continuous commitment to include different national stakeholders in design, implementation and policy advocacy processes. In the words of one participant: “no one imposes anything; all their needs are heard, nobody comes and says we are your teacher and you will do as I say. All plans are created jointly, there are periodic meetings at the UN House, and we work together to implement activities.”

³⁸ Variances in expenditure for 2014 and 2015 and preliminary delivery (as of November 23) for 2016.

³⁹ Embedding an exit strategy in the design of a project and working in parallel with stakeholders is not new to UN Women in Moldova. To illustrate, women’s economic empowerment project is now fully sustained by the government.

5.72 To illustrate, different components of the programme had different geographic reach that was determined not only based on previous experience but also on continuous consultations with stakeholders. For example, while, the initial 10 regional forums provided opportunities for women from North, Centre, South, including Gagauzia to engage with their MPs, the Transnistria communities were added in 2016, along with a number of 25 adjacent locations as suggested by the Women’s Parliamentary Caucus and Parliament Secretariat. For trainings of women councilors, the Pro Doc mandated to work with communities which have the highest number of women elected. In consultation with the partners, and due to efficiencies and synergies of the interventions, Gagauzia, and other additional localities from Moldova were added.

5.73 The WiP Programme is unique in its experience of not simply including stakeholders in advocacy processes, but allowing them to take the lead. Collaboration with civil society and support to them to be the front-runners that drove the change, with the UN backing the comprehensive strategy of advocacy contributed to ownership of the process and produced the desired result. The perception and the reality that this was a home grown initiative whose time had come contributed to politicians embracing the ethos of the legal package and led to the adoption of Law 71.

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

Finding 31: While WiP Programme had a cohesive accountability system in place, indicators and targets were not fully developed

5.74 For the purposes of this evaluation, we look for evidence that related to whether the project had a strategic planning process, goals and indicators, benchmarks or targets, and mechanisms for regular public reporting. Annual Planning guided action in all programmatic areas. Project goal, albeit long, is well articulated. Change is described through outcome and output level results; no objectives have been indicated. As described earlier, Evaluation Team finds that indicators and targets are not articulated well at all levels, and information on specified time frames, against which actual achievement is compared is lacking. In terms of public reporting, as described in the response to evaluation question 2.6, communication to the public was assured through regularly updating information in venues such as websites related to the project. Each UN agency has on its site information on the project⁴⁰ including goals and objectives, expected results and achievements (but no indicators). Contextual information is also provided in the UN Women website. Evaluation Team could not find a report geared towards the public.

Finding 32: WiP Programme had a good internal oversight system

5.75 For the purposes of this evaluation exercise, oversight was defined as “evaluating and communicating overall project performance on a regular basis to provide confidence that the project will satisfy the intended business result and be completed on time and on-budget.” Oversight was secured through the *Project Steering Committee* (PSC). While the Evaluation Team did not have an opportunity to interview stakeholders regarding the functioning of the PSC, there is evidence that this committee met biannually between 2014 and 2015 and only once in 2016 per meeting notes. Internally, WiP Programme developed a *Risk Log* in which

⁴⁰ For UNDP see

http://www.md.undp.org/content/moldova/en/home/operations/projects/effective_governance/women-in-politics-in-moldova.html; for UN Women see <http://eca.unwomen.org/en/where-we-are/moldova/leadership-and-political-participation/women-in-politics>.

internal and external risks were analyzed and plans on addressing and countering such risks were provided. Evaluation Team could not find evidence of audit or independent/external oversight mechanism.

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

Finding 33: Various products including studies, infographics, TV spots, exhibits have provided information and helped advocacy and programming

5.76 WiP Programme has generated a significant number of materials in Romanian. EEF facilitated the development and submission of six position papers, including a public appeal and a public statement, which were handed to different stakeholders, and included demands based on each stakeholders' roles and positions.⁴¹ The TV spots of the HeforShe campaign present compelling messages of the importance of women's participation in public life.

5.77 The CEC and CCET produced info graphics that map women's participation in elections. These info graphics were used extensively in advocacy activities and to design programming, but also served as inspiration for other country offices elsewhere outside Moldova that are keen to emulate this example. In addition, CPD produced two comprehensive studies undertaken before the parliamentary and local elections, as well as different types of info graphics.⁴²

5.78 In 2016, CPD, with the technical support by WiP Programme, carried out a comprehensive Gender Barometer research consisting of an opinion poll on how citizens view gender equality and women and men's engagement in different aspects of life (similar research was carried out in 2006). In addition, it assessed the profile, experiences and paths to political engagement of women and men candidates and those elected. Other documents included API Guidelines for gender sensitive reporting to media,⁴³ AAPM Guidelines to avoid sexist advertising⁴⁴, and Political Club 50/50 Guide to women local councilors.

5.79 WiP Programme has thrown light to understanding challenges associated with Roma women's participation in politics. The report on Roma women and communities produced by an international and national consultant and the processes that led to the report provided the necessary framework through which to fashion the work with Roma communities including women. The power map created for Soroca is an illustration of the organization of Roma life and serves to provide information on challenges Roma women may face as they decide to engage in politics and decision-making as well as advice on approaches to be followed in reaching out to Roma communities.

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

5.80 It is difficult to claim that a three year project (the first of its kind in Moldova) with actual implementation of two years and four months will change in one sweep the situation

⁴¹ The Evaluation Team was not able to ascertain how these position papers were used.

⁴² <http://progen.md/index.php?pag=n&opa=view&id=330&tip=publicatii&start=10&l=> ;
<http://progen.md/index.php?pag=n&opa=view&id=352&tip=publicatii&start=10&l=> ;
<http://progen.md/index.php?pag=n&opa=view&id=303&tip=publicatii&start=10&l=>

⁴³ http://www.communicate.md/upload/9640_Ghid_gender_2016.pdf

⁴⁴ <http://www.aapm.md/rus/rukovodstvo-po-otcenke-seksizma-v-reklame.html>

regarding participation of women in politics and decision-making. However, important achievements have been made which, overtime, are expected to create the basis on which future interventions can be implemented. Much depends on the *political and institutional will to maintain and build on these results*.

Finding 34: Absence of clear placement provisions in party lists in Law 71 puts at risk the implementation of Law 71

5.81 Even though Law 71 was adopted with a considerable majority, it did not make clear provisions regarding placement on party lists. The 40% quota is a step forward, but since the law does not provide for mandatory placement in top positions on the list, the achievement of the desired results is under risk, a concern several of the stakeholders we interviewed shared.

Finding 35: Disaggregation of election data by sex is now institutionalized and CEC will likely continue the practice of working with sex-disaggregated data

5.82 The ability of CEC to sex-disaggregate data is one of the results that will likely continue after the project completes. As one CEC official commented: “Everything starts with disaggregation and analysis of data. It is like with medicine, if you want to do something good, you should understand what you have.” Usability of data is central to sustainability of results.

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

5.83 CCET has embedded institutional capacities on gender mainstreaming to be utilized in the future independent of external support. The interviews carried out during the evaluation mission confirmed that the CCET staff has gained a different understanding of gender equality issues and are applying the acquired knowledge on a daily basis. As one interviewee expressed: gender mainstreaming as an approach is here to stay. It is not going to go away.”

Finding 36: Gender self-assessment has produced relevant results for media outlets engaging with this process and has the promise to be sustained among these outlets.

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

5.84 Data from interviews pointed to a change in attitudes of both chief editors as well as journalists with regard to gender issues and women promotion especially at the local level. The activity still goes on, even though during the project it was financed, and now it is not anymore. But editors continue the self-assessment because they don't want to be “shamed” in

APIs reports. NGOs may also help media in their gender equality work by critically analyzing the work of the media, and playing the role of watchdog for media that fail to be gender sensitive.

Finding 37: The methodology of learning by doing has helped women trainees gain skills to address community issues confidently

5.85 While community level actions had the financial support of WiP Programme, they were implemented by local women councilors who, having had the first experience of successfully completing an intervention their community cared about, have gained confidence to continue. Newly elected Roma councilors also carried out local community mobilization activities with WiP Programme support, and became visible (sometimes “feared” person) in the local council. Practicing the skills acquired during the mentorship program by implementing concrete actions was associated with the creation of a small local network of people of like-minded interests who desired to contribute to changing the state of affairs in their community. Further, it provided an example to other women in the community that “women can do it”; these women serve as an inspiration to others in the future. Confidence and motivation local women councilors gained through WiP Programme are here to stay.

Finding 38: While training of local women to be gender advocates has created a cadre of women who will confidently engage with gender equality issues at the local level, continuous support is needed

5.86 Intensive efforts at capacity building of women aspiring to enter politics have resulted in an increased number of women local councilors. The women empowerment campaigns developed by five NGOs, “Tarna Rom”, “Femeia Moderna”, “Asociatia Comunitara Pepeni”, “Asociatia Comunitara Singerenii Noi”, and “VESTA” conducted at the local level provided knowledge and skills that allow women, and especially those elected to carry out public duties with confidence. In many of these communities women were elected as mayors and local councilors, and they are surely to continue being gender equality advocates. Sustained results, i.e., more women to politics elected and actively engaged with the political and decision-making are yet to be seen - motivation over time to continue to remain in politics is key. Support for these women to continue with their work is essential.

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

Finding 39: Co-funding of project activities contributes to ownership and sustainability of results

5.87 Law 71 has created space to continue with the work started with WiP Programme. CEC for example commented that one of the responsibilities of the institution is to oversee how this quota is respected in the internal management of the political parties. For the first time, CEC has the power not to register political parties who do not respect the quota in the party list in the future parliamentary elections. In the view of CEC, the fact that CEC now has legal authority to request parties to observe quota, provides a boost to the efforts to promote more women within political parties to run for elections. Per interviews, it is a responsibility CEC intends to carry through in the future. Recognizing the challenge of low representation of women at the rayon level, CEC intends to work with UN Women and CCET to increase this representation.

5.88 Co-funding for select project activities is an important factor in sustaining engagement of stakeholders. In the opinion of interviewees this serves to institutionalize commitment and ownership, as well as strengthen

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

partnerships to address issues of increasing participation of women in politics. This approach was used in the work with CEC.

Finding 40: A critical mass that guarantees gender sensitivity among media will continue has been created. However, more work is needed to bring all levels of media (national and local) on board.

5.89 API drafted a written commitment that media engage to promote gender equality principles in their media products, which all media were invited to adopt. The unexpected result to this was that not only the 29 participating media signed the commitment, but another eight volunteered to engage in the self-assessment process, by signing the document. While the Evaluation Team did not have an opportunity to sample and interview such media in the limited time, the fact that API is committed to see through the implementation of such commitment is significant and creates hope that more media will enlist as gender equality allies in combating gender related stereotypes. In the words of a stakeholder, “a critical mass of media institutions that are gender sensitized has been created, there is a nucleus”. The main challenge remains tackling national media which is heavily politicized and controlled, its management and also making gender related knowledge available to all journalistic staff.

Finding 41: Various beneficiaries have expressed readiness to share learning with others and put gained knowledge and skills into use

5.90 While not representative, the online survey is indicative of how various stakeholders will continue the work started through WiP Programme. For example, local councilors felt strongly about sharing knowledge gathered and advocating for gender equality. Some ways to follow up on what was learnt included organizing a women club to promote their participation in decision making; introducing an optional course on gender equality in the school; forming a team of women and informing them about the things learned during the trainings; establishing a group of young women to participate regularly in the Local Council meetings and to involve them in the decision making; integrate learnings in daily councilor’s work. Journalists expressed readiness to approach women experts and sources that provide information on gender equality and women’s empowerment, increase women’s representation in reporting and as one reporter commented: “*I will reflect women’s opinion on any problem, even on ‘men’ ones (football, hunting, fishing).*” Another shared: “*I will always take into account the fact that there are women who can promote themselves in politics and who have a word to say!*” For a male election worker, having participated in the trainings means that in the future “*I will listen to women’s opinions and not to make any gender differences in all circumstances.*”

Gender Equality and Human Rights

5.91 This section responds to questions related to the extent to which gender equality and human rights have been considered in the design and implementation of WiP Programme. Through examples, we illustrate how this has been achieved. Overall, the evaluation finds that integration of gender equality and human rights has been one of the strongest achievements of WiP Programme.

<p>Evaluation Question 5.1: To what extent have gender and human rights considerations been integrated into the programme design and implementation?</p>

Finding 42: Both gender equality and human rights considerations were integrated in programme design and implementation. However, the almost exclusive focus on women may have produced skewed results.

5.92 Gender equality and human rights are a normative mandate of UN Women and crosscutting programming principles for UNDP; mainstreaming these in all activities has been the core intention independent of what was decided at the output and outcome level. Both gender and human rights considerations were integrated in programme design and implementation. Activities were designed in response to recommendations of international bodies concerned with the implementation of human rights and gender equality, such as CEDAW Committee and UPR.

5.93 One of the key considerations that has defined the design and implementation of WiP Programme has been combating *discrimination* observed at the level of gender, but also other important layers of disadvantage such as ethnic group, ability, and age. As evidenced earlier, one of the main implementation constraints has been the limited understanding of issues connected to gender equality with a special focus on women. One UN Women Official describes this succinctly: *“It is very hard. Some say: ‘You divided society in men and women, now you have specific groups of women. What is this?’... It is very unfortunate that some of the partners think that way. But until you zoom it in and bring the issues up, you cannot help women to succeed.”* With a view to striking a balance between policy and day to day aspect of leadership, including tackling stereotypes, and the stigma, on certain groups of women, WiP Programme kept a strong focus on Romani women and managed to do some work with women with disabilities. Because of their extensive reach, activities were designed and implanted to reach women of various age groups above 18 years of age were beneficiaries of the programme.

5.94 Given the pervasive discrimination of women belonging to different groups, WiP Programme has worked primarily with women and girls at all levels, from members of parliament to women participating in other levels of policy-making and administration; women in metropolitan areas, other peri-urban and rural areas. While some men have been included in the various capacity building and strengthening activities, the almost exclusive focus of the programme on women, may impact how stereotypes are tackled. In the view of participants, while action is changing women’s mindset, it is “ignoring” the reality that they continue to face the same problems at home or in the office where they interact with men, a reality that can be changed only if men and women work together.

5.95 Another key consideration that defined the design and implementation of WiP Programme was its intention to foster, nurture and increase demand for *transparency* and *accountability* through enhanced *participation* of women and vulnerable groups in the public space. Recognizing that Moldovan politics are very masculinized and central institutions at times contribute to invisibility of women, the project worked knowingly not only to promote visibility and participation of women and other disadvantaged groups at the central but also at the local level. Work at the central level focused on, among others, supporting CEC received support to address gender equality issues through a gender sensitive design of voter registration lists, gender monitoring and transparent reporting on the results of elections; establishing parliamentary constituency offices and supporting forums with MPs that promoted dialogue with women and men constituents. Recognizing that participation in the local politics affords women more opportunities as politics at this level are closer to women and their familial responsibilities, the political and social environment tends to be more cooperative than conflictual and regional politicians focus on social welfare issues of direct concern to women, many capacity activities focused on bringing women into this type of political space (see discussion above on specifics of such activities). Thus, through the design and implementation of these activities, the project enhanced participation of the vulnerable

groups in the political process and strengthened the capacities of women NGOs and CSOs to demand accountability and transparency through direct policy dialogue and parliamentary forums with the Parliament, MPs, local councilors, and decision making bodies.

Finding 43: The needs and priorities of women who belong to ethnic minorities and women with disabilities were considered in all aspects of design and implementation of WiP Programme.

5.96 According to WiP Programme staff, various stakeholders including those representing ethnic minorities, women with disabilities were consulted on various occasions regarding their needs and priorities through public forums held in 2015 and 2016. The Programme has paid particular attention to Roma women by supporting individual Roma women candidates and then local councilors, as well as the RWGN, the members of which met regularly to formulate their needs for assistance.⁴⁵ A remarkable feature of WiP Programme has been its reach to districts and especially villages, targeting equally urban and rural areas. Rural councilors and first time voters participated in training and forum activities in which their voices were heard.

5.97 To illustrate, two National Forums “Partnership for an Inclusive and Prosperous Moldova” organized in 2015 and 2016, organized by UN Women Country Office and supported by WiP Programme, used innovative “speed-dating” methodology, ensuring that political party representatives directly interacted and listened to the needs and priorities of women from seven specific groups (women victims of violence, women affected and infected with HIV, women migrants, women with special needs, Roma women and girls; elderly women, and women in business). Concrete demands by women representing these different groups were sent in written form to all parties represented in Parliament, and the Forum concluded with a “Summary of discussions and commitments” assumed by each political party in respect of each of the seven groups of women. The document serves as a basis for further follow-up and advocacy by the gender activists. In addition to these forums mentioned above, WiP Programme organized solely another five national forums with women with different social and professional backgrounds (National Forum of Women Mayors, National Forum of Women Lawyers, National Forum of Women with Disabilities, National Forum of Women in Business, National Forum of Women representing Ethnic Minorities). Findings from these forums were used by WiP Team to design interventions for marginalized target groups that participated in each forum.

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

Finding 44: WiP Programme has made visible the existing inequalities between men and women in the political and public space and has highlighted specific disadvantages associated with marginalized groups, especially Roma women.

5.98 The WiP Programme has improved knowledge and statistics on women’s participation in politics by building national capacity to collect and analyze sex-disaggregated data in an effort to bring gender symmetry in all aspects of elections. The publication, *Gender Equality in Elections in the Republic of Moldova*⁴⁶ is a useful tool for benchmarking and future programming. This initiative has sensitized the state to the need for sex-disaggregated

⁴⁵ See also research regarding Roma communities mapping of needs and issues prepared by Letitia Mark.

⁴⁶ See infographics in Romanian and English

http://www.cec.md/files/files/studii_analiza/Gender%20equality%20in%20elections_infographics_UNDP_ROEN.pdf

data and their use in the design of policies that respond to increasing women's participation in decision-making. Following the practice of a few studies that focus on ethnic minorities in Moldova, WiP Programme also built on the experience⁴⁷ (albeit not through research) of describing distinct experiences of women of ethnic minorities and rural populations in experiencing and engaging with public space. While the description of these distinct experiences focuses on success cases, by describing the way to success, such cases shed light on understanding the factors that contribute to the invisibility of women whose road to leadership and participation in decision-making is impacted by additional layers of disadvantage.

Finding 45: Efforts to help Moldovans understand the realities within which the demand for bring more women into politics and public space is located, have created opportunities for critical reflection on the pervasiveness of stereotypical thinking and its detrimental consequences in Moldovan society

5.99 A series of activities with the view to increase media reporting on positive and inspirational representation of women, as well as challenging public's perceptions on "typical" positions and occupations of women and men were implemented. According to project reports, WiP Programme identified and featured on print, on-line and audiovisual media 280 success stories of women leaders from different spheres, in leading positions who have contributed to the development of their communities. In addition, 60 stories about women' entrepreneurship were developed and publicly disseminated. Having a stereotypes-breaking effect, these activities also impacted journalists who developed the stories, making them more aware of gender equality. A very interesting and effective activity was implemented by WiP Programme with the same aim of reducing stereotypical thinking of women and men occupations. This was the first ever in Moldova national photo contest "Equality through Lenses" for amateur and professional photographers. Overall, 245 photographs were submitted and 50 selected by a jury of renowned Moldovan photographers and experts to be featured in national and local level exhibitions and debates⁴⁸. Although these activities did not tackle stereotypes regarding participation of women in politics, be it among voters or female politicians, they did provide an opportunity for critical reflection on the pervasiveness of stereotypical thinking in general and its consequences for progress in Moldova.

Finding 46: WiP Programme put in place actions that promote implementation of human rights and have the potential to transform gender inequality observed in the political and public space

5.100 As already evidenced, WiP Programme addressed gender inequality and implementation of human rights through advocacy of relevant amendments to various legal instruments including the Electoral Code, Law on Political Party financing, and Law on Public Administration. The TSMs were successfully demanded as provisions in Law 71. These laws create the necessary space and afford women opportunities to participate in politics in greater numbers. However, successful implementation of these laws remains to be seen. The project also worked to empower RWGN by supporting their right to associate and work as a network toward causes important to Roma women, built CSOs capacities to advocate the rights of vulnerable women and address discrimination on the basis of ethnicity,

⁴⁷ See for example UNDP's *Study on the Situation of Romani Women and Girls in the Republic of Moldova* (2014).

⁴⁸ More information on exhibitions can be found in project reports, as well as at: <http://md.one.un.org/content/unct/moldova/en/home/our-work/joint-un-projects/women-in-politics-in-moldova0.html>

age, disability, and HIV. Success stories as a result of these transformative actions observed not only point to increased numbers of women elected in positions especially at the local level, or election of Roma women for the first time, but also evidence that women have established a political and community profile unique and tied to the local context where they live.

6. Lessons Learnt and Good Practices

6.1 This section seeks to address the purpose of this evaluation exercise and contribute to utilization of this report by specifically identifying some of the lessons learnt and good practices that may aid with the formulation of future programming. Criteria that informed the formulation of good practices have been provided in paragraph 4.12. The Story of Impact also followed the same criteria. In respect to lessons learnt, general and specific questions were asked to all stakeholders participating in the individual and small group interviews. These questions included: Are there any lessons you have learnt? What has it been like for your organization to participate and contribute to WiP Programme? and If we had to do this project again, what is the one thing that you would change (related to process, not to technical solutions)? The responses are synthesized in the paragraphs below. To avoid repetition in the report, we present here information that may have not appeared or has been minimally touched upon in the report findings.

Lessons Learned

Timing of intervention

6.2 Increasing participation of women in politics and decision-making takes time. Implementation of measures to increase women's participation in politics and decision making requires institutional change in engaging with necessary systems and processes as well as individual change in terms of increased commitment and capacity of key actors to engage with the cause of women's participation in politics. Although the project has supported the adoption of TSM, more time and assistance will be needed to implement these measures. At the same time, capacity building activities, particularly for future candidates, should start long before elections (about 2-3 years before elections), in order to ensure greater impact.

Work with political parties

6.3 Capacity building activities for women aspiring to enter politics, while crucial, needed to have been streamlined with the position and needs of political parties to include and promote women within their structures whether in elections, during the implementation of their mandate or while in opposition. For example, in 2015 the Forum "Women matter" in which representatives of political parties participated, the need to promote women from disadvantaged groups, including Roma was clearly discussed. In the course of work however it was discovered that the importance of including women in the party lists did not reach in the field, i.e., the branches of political parties. So while significant work was done to build and strengthen capacities of Roma women to run as candidates in local elections, local branches of the political parties were not fully open to include them in such lists. Working with local branches of political parties so they include Roma women is important. Furthermore, political parties may be unpredictable; as one participant described, "they have no accountability". Agreement to certain deliverables with political parties may not hold from the design to the implementation phase; therefore there needs to be flexibility in activities and budget allocations. Other ways to work with political parties included multi-partner approaches in which for example, CPD worked with women organizations of political parties, UNDP trained women MPs. Each targeted women politicians from a different perspective, and persuaded to participate in trainings those women who initially were opposing them (socialist and communist MP for example).

Partnering with CSOs

6.4 WiP Programme operated in a context in which civil society is dependent on donor funds. Some NGOs have weak capacities and no willingness to improve their internal governance; selecting an NGO vis a vis another is associated with a problematic of grudge and lukewarm readiness to cooperate. While the Gender Equality Platform did tremendous advocacy work toward adoption of Law 71, setting the Platform up was challenging, especially in cases where NGOs perceived that some were favoured with funding more than others. In the future, it may be beneficial to address NGOs and their expected contribution at the design stage, so they can contribute with their expertise and opinions.

Complimentary support and overlap

6.5 While complimentary support with the same beneficiaries strengthens results, regular communication to avoid overlap is very important. As evidenced, WiP Programme built on previous and current interventions with a select number of stakeholders including the parliament. Some stakeholders may not necessarily see the difference among agencies as long as support is provided. In one case it was reported that UNDP is identified with the UN given the continuous encounter of one stakeholder with this agency. In order for stakeholders to see the difference and value added at agency level, communication channels indicating who does what should remain open.

Potential for change through study visits

6.6 Learning by example and good practice has potential for emulation at all levels. For example, the idea behind the study visits with mayors was to promote best practices and good examples of women mayors and to inspire potential candidates and women leaders to run for office locally and regionally. As a result of the ten organized study visits, women mayors participants committed to apply in their communities practices such as running municipal enterprises, involving local councilors and citizens in community development initiatives, as well as calling citizens to financially contribute for implementation of projects, create a database of migrants and initiating projects and activities in this field. Women mayors stated their next steps to be followed in order to implement the best practices in their communities, first by informing local councilors, other mayors from their district and citizens about the best practices used in other communities. While the Evaluation Team cannot conclude on the usefulness of such visits empirically, more than once stakeholders representing various levels of state and government pointed to study visits as a good methodology for being acquainted to and emulating good practice at a quick rate.

Good Practices

6.7 Stakeholders who participated in the various interviews identified different good practices attributed specifically to the unique set up and implementation of the intervention. Consistently, the implementation of WiP Programme seems to have produced good practices in every major programmatic area with which the project engaged and has done so from the perspective of the UN, the donor, government and CSOs as well as individual beneficiaries. The criteria for selecting and listing good practices below were described in paragraph 4.12.

Comprehensive advocacy strategy for the same result

6.8 A comprehensive strategy that includes multiple partners (media representatives, political parties, women leaders and community activists) and activities (social marketing messages, media briefings, gender sensitization sessions), is necessary to push for legislative reforms in favor of women's political participation. Advocacy campaigns were central to the efforts waged by UN Women toward the adoption of TSMs. This campaign featured such

traditional instruments as supporting the Gender Equality Platform and organizing a series of public events, as well as lobbying for the adoption of the law by different actors, simultaneously exercising pressure on MPs, as well as less “traditional” tools, such as organizing a public event such as a “funeral” of the Package 180. UNDP contribution to advocacy through engagement with MPs and the Women’s Caucus jointly with the Democracy Programme also contributed to the success of adoption of TSMs. While not perfect, in the views of all stakeholders adoption of Law 71 was a first very important step. It was difficult to achieve but joint efforts from state and non-state institutions helped. As one participant described it: “On very negative landscape, we wanted to create a positive story.”

Women in Electoral Management (WEM) – International

6.9 Women in Electoral Management (WEM) – International was created as a result of project activities and led by CCET. During the 24th Annual Conference and General Assembly Meeting of the Association of European Election Officials held in Chisinau, Moldova, on 9-11 September, 2015, CEC Moldova and CCET launched a global call for action to establish an International Association of Women in Electoral Management Bodies (EMBs). Consequently, an Ad-hoc Working Group consisting of representative of CEC, CCET, UN Women and UNDP was created to define the future Association, with support by an international consultant. With continued support from WiP Programme, an initial Charter of the Association was drafted. WEM - International aims to promote an equal number of women and men in the election administration structures, particularly in senior leadership levels. Fieldwork found there is willingness to continue the work with WEM – International. Funding remains an issue, given that there is no clear business model of how this association will continue its work. It is likely that this association will have a non-profit status, but it currently depends on donor funding to survive.

Comprehensive strategy to create change

6.10 The strategic approach of combining activities to change policies at the policy level and change practices at a grassroots level with communities, media, NGOs has influenced the rate of success of WiP Programme. The tailored approach to the governmental institutions helped focus the support provided in alignment with institutional needs. WiP Programme was widely recognized for its responsiveness and familiarity with procedures and process related to functioning of governmental institutions and worked with them rather than imposed ideas. At the local level, the two-pronged approach taken by WiP Programme to capacitate local community members (through training, support to conduct gender analyses and mentoring) while also empowering and supporting aspiring women to articulate their needs and priorities and participate in decision-making processes has produced significant results. As one stakeholder expressed: “So, if women go to the front, villages will be developed.”

Partnership Approach

6.11 The partnership approach taken through the project ensured ownership and sustainability of assistance. The use of Project Cooperation Agreements and Memoranda of Understanding which outlined the types of assistance and resources to be provided in a transparent manner were also seen as important and useful in building effective partnerships between UN Women and the implementing governmental institutions and other partners. . Effective cooperation between UNDP, Parliament and CEC, for instance, provided the necessary background for developing further the collaboration between WiP Programme and these institutions. At the same time, partnerships with implementing NGOs have provided added value and a very flexible mechanism of cooperation, which was highly appreciated by NGOs. Trusting a local partner proved to be a highly valuable approach, given the

importance of quickly adapting to varying circumstances as well as using endogenous skills and knowledge to respond to community understandings of the importance of voting.

A Story of Impact

6.12 The design of the mentorship programme delivered by CPD, had built in it a hands-on practice in solving issues of concern for the community where women lived. Maya, a mentee in the CPD program,⁴⁹ shared that the choice of the project topic was not a difficult task. Shortly before the program activity started, she had lost her husband in a car accident in front of their house. Their village is traversed by a road, from one end to the other, and houses are located on both sides of this road. Given the geographical position of this village and the shape of the road, it is very usual that drivers exceed the speed limit and accidents were very frequent. In 2014 alone there were 35 car accidents, of which many were very severe; 4 people died including her husband and one was disabled.

6.13 Thus, having the internal motivation to change this and having built self-confidence through the project, Maya decides to opt for the project “Traffic security means life”, which got approved by CPD consequently. The idea was to install several road signs and barriers to limit the speed on the road crossing the village. So the journey started. Maya confessed she never believed the accomplishment of such a project could be so complicated. At first, she needed a formal approval from a state institution. However, Transport Directorate declined the request, in the justification that this was not within their purview. The JSC “Balti Roads” responded they were only responsible for installing barriers in cities, not in villages. The Patrol Police refused while the Ministry of Transport said they did not have the funds to see the project through.

6.14 Maya and her colleagues managed to persuade the Road Directorate from the Ministry of Transport to accept the design of the project and issue the permit. However, JSC Balti Roads refused to install the indicators as doing so in the villages was not within their purview. With the help of the mentor, Maya addressed a letter to her MP. It was at his intervention that the indicators and barriers were installed. The Municipality contributed 5,000 lei, the JSC Balti Roads spent about 30,000 lei and there was a small contribution from citizens too.

6.15 The project demonstrated the power of convening around a need and a concrete idea, and more importantly, the significance of investing in women locally. Practical tasks, such as developing and implementing a community project, provided a great opportunity to practice the achieved knowledge and skills.

⁴⁹ We have changed the name of the beneficiary to protect her confidentiality. Maya competed for and was elected in the position of school deputy-director, and also elected as local councilor following her participation in project activities.

7. Conclusions

7.1 This chapter presents conclusions of this evaluation exercise; these conclusions are based on the evaluation criteria and were arrived at through a combination of findings and validation by the evaluation reference group.

Conclusion 1: *Conditions for bringing more Moldovan women to the political and decision-making space have been improved through significant contributions of WiP Programme. Continued programming should pay attention to lessons learnt to deepen the positive results secured through this first phase of WiP Programme.*

7.2 Through its activities, WiP Programme set out to create conditions for women to lead and participate in decision-making at all levels (national, rayon and local). As a result of the project, efforts and initiatives of all partners involved, effecting change and transforming a heavily masculinized political landscape to a space where women have rightful entitlement of participation have gained momentum. Important legislative framework that provides grounds for engaging more women in politics is now in place. Capacity building among various beneficiaries and meaningful engagement of stakeholders in advocacy efforts have likely contributed to an observed increased number of women in elected positions particularly at the local level, more communication between women MPs and their constituencies, improved capacity of election bodies to approach election analysis using a gender equality lens and strengthened visibility of women's participation in politics and public life through media.

7.3 The significant progress made by the project towards the achievement of its envisaged results can be attributed to the fact that the project employed a variety of strategies including approaches and interventions tailored to the national and local context. WiP Program engaged a wide range of both government and non-government stakeholders considered to be strategically positioned to support women's political empowerment and worked through credible partnerships, with stakeholders who felt fully consulted throughout all phases of project design and implementation. The results have shown that however entrenched the patriarchal attitudes toward women participating in politics are, these can be shaken to the core. Nonetheless, the momentum created needs to be maintained at least for another cycle of electoral elections at the local and national level to consolidate results and address lessons have been learnt both in programming and operations for extensive and in-depth reach and work with various actors important in promoting women's participation in politics and decision-making.

Conclusion 2: *Action focusing on women's political empowerment is an important angle to bring more women in politics. However, this may prove limiting in scope in areas where gender equality is poorly known and a political discourse is seen as disadvantageous.*

7.4 The focus of WiP Programme on political empowerment of women with a specific emphasis on elections and legislative framework as well as institutional and individual capacity strengthening were applauded as essential in the current context of Moldova. WiP Programme design was appropriate to address the identified needs of key groups and showed tremendous adaptive capacity in refashioning its design to respond to emerging needs of these groups. Through its design, the project tried to address capacity needs for women at the local level throughout Moldova, although efforts concentrated more on certain areas with larger population such as Chisinau at the expense of other localities where gender equality issues may be poorly known; areas where safety and security may be compromised were somewhat covered by the project. Further, certain localities as those in Transnistria were hard to enter given the security and safety implications associated with a political discourse.

Conclusion 3: *Although significant progress had been made towards promoting women's political empowerment through Law 71, further support is needed to improve aspects of this law, as well as facilitate understanding and implementation of this legal framework at the central and local level.*

7.5 WiP Programme contributed significantly to creating the necessary legislative framework that promotes women's participation in politics and decision-making. Law 71 through which the 40% quota of representation in the legislative and executive branches as well as elections was introduced. Although the approval of this law is a significant step towards promoting women's political empowerment especially at the legislative level, further efforts and support are needed to improve certain aspects of the law, especially provisions associated with placement of women in the party lists. Efforts were made to promote understanding of this law at various levels including political parties through meetings and infographics. At the local level, more remains to be done for the law to be fully understood. As a point of action, programming should expand the vision of participation of "women in democracy processes". More focus should be placed on women who vote for qualified women candidates, expanding their understanding on why women should be in politics, why women are as good as men in terms of being decision-makers in public life and how Law 71 makes this possible.

Conclusion 4: *WiP Programme has contributed to sustaining results acquired through previous programming through creating/strengthening institutional and individual capacity especially at the central level. However, more work is needed to consolidate these results at the local level and especially among disadvantaged groups and in the media as one of the main actors in advocacy work.*

7.6 Important evidence and capacity now exists at the national level (including gender analyses, gender statistics and research) to identify challenges associated with bringing more women in politics and decision-making. Capacities of CEC in election management and the CCET in preparing electoral offices and those of various gender actors have been strengthened. Disaggregation of election data by sex is now institutionalized and CEC will likely continue the practice of working with sex-disaggregated data. Gender self-assessment has produced relevant results for media outlets engaging with this process and has the promise to be sustained among these outlets. However engaging media management fully remains a challenge. Various products including studies, infographics, TV spots, exhibits have provided information and helped advocacy and programming. Relevant national stakeholders have not only been included in programme design, implementation and policy advocacy processes, but have been encouraged to lead some of these processes thereby creating a precedent for CSOs to work and advocate under a common platform and goal. Individuals capacitated through project activities have already considered sharing their learnings with their peers and intend to integrate such learnings in their future work plans. However, more work needs to be done to create and consolidate capacity among women to work in politics especially at the local level and with groups that face multiple marginalization such as persons belonging to ethnic minorities and coping with disabilities. Individuals capacitated through WiP Programme may help in this regard.

Conclusion 5: *Gender equality and human rights considerations have been integrated into programme design and implementation. However, addressing discrimination and inequalities faced by women in politics should ensure that men also participate equally in programming as "agents of change."*

7.7 The project was fully aligned with normative frameworks related to gender equality and women's empowerment including UDR, CEDAW and Beijing Platform for Action (BPfA), existing national laws, and gender equality programme and responded to evolving national priorities and needs. The project has also been aligned with UN development assistance and cooperation framework and indirectly contributed to towards supporting implementation of strategic priorities related to gender equality. Conclusions and recommendations from CEDAW Committee and UPR were also taken into account during the design of the project and have contributed to addressing these recommendations. Varied outreach efforts were made to reach relevant duty bearers and right holders; assistance from existing programs such as UNDP Democracy Programme was essential in creating institutional buy-in. UN Women and UNDP were well suited for this joint initiative given their past individual experiences at the national and local level.

7.8 The needs and priorities of women belonging to ethnic minorities and women with disabilities were considered in all aspects of design and implementation of WiP Programme. WiP Programme made visible the existing inequalities between men and women in the political and public space and has highlighted specific disadvantages associated with marginalized groups, especially Roma women. Reports that use disaggregated data analysis of elections have advanced overall understanding of women's participation in elections among stakeholders especially those concerned with elections. Efforts to help Moldovans understand the realities within which the demand for bring more women into politics and public space is located, have created opportunities for critical reflection on the pervasiveness of stereotypical thinking and its detrimental consequences in Moldovan society. Finally, WiP Programme put in place actions that promote implementation of human rights and have the potential to transform gender inequality observed in the political and public space. However, the almost exclusive focus on women in various activities may have produced skewed results, i.e., by emphasizing capacity building for women only, the programme may have overlooked certain aspects of power relations between men and women and dynamics these produce in different settings both in the public and private sphere.

Conclusion 6: *While project implementation is described as successful, future programming and evaluation needs to consider limitations observed during this evaluation exercise.*

7.9 The project has delivered its activities in time and within budget. Financial, human and technical resources were strategically used to achieve project outcomes. WiP Programme had good accountability and oversight systems. However, several target statements and the indicators expected to measure them were set well beyond the control of the program (i.e., output level targets were set at the outcome level). The evaluation exercise also noted several limitations which need to be heeded especially if a second phase of WiP Programming is considered. Now that the project has established a sound baseline, it is important that questions on the impact of WiP program and use of counterfactuals to measure the contribution this program offers in changing the situation regarding women's participation in politics and decision-making is essential.

8. Recommendations

8.1. This chapter responds to Objective 4 of the evaluation described in the ToR and relates to recommendations for future programming. The following recommendations are based on the evaluation findings and focus on future work in strengthening programming to support women in politics, leadership and decision-making in Moldova. They were arrived at based on field interviews with various stakeholders and are informed by the conclusions of this evaluation exercise. A previous iteration of these recommendations was consulted with the Evaluation Reference Group, Evaluation Manager at UN Women in Moldova, Regional

Evaluation Specialist of ECA as well as the WiP Programme Team. The current version reflects these consultations.

The program should continue because the change of mentality is a long and burdensome process.

Progress was made and should be enhanced [evaluator's emphasis].

Here is one example: the majority of publishing companies, even if they tried to use feminine forms for director, engineer, head, minister, etc., they returned to the male forms once the self-assessment was completed. This was the easiest test the majority failed.

Woman journalist

8.2. The WiP Programme has made inroads in increasing participation of women in public life and especially in politics through capacity building and advocacy. Examples include but are not limited to the following. Law 71 mandates that the quota of 40% for least represented gender be observed. Two women have joined CEC: one of them as chairperson and the other as deputy, which is a significant progress towards ensuring gender equality within CEC but also promoting it further in EMBs.

There are more women local councilors and Roma women who engage in decision-making at local level.

8.3. Nevertheless, a lot remains to be done. The most recent Gender Gap Report 2015 indicates that Moldova has a long way to go with a general overall ranking in the 58 place in the world (a female to male ratio for women in parliament being 0.28,⁵⁰ women in ministerial position being 0.38 and years with female head of state at 0.03).⁵¹

8.4. The support of UN agencies is essential in increasing women's presence and participation in politics and public life as well as decision-making. In the view of stakeholders, WiP Programme "broke the wall" and this kind of support needs to continue for at least another electoral cycle at the parliamentary and local level. The **overall recommendation** of the Evaluation Team is that **a project of the same nature as WiP Programme continues**. Below we detail specific recommendations.

⁵⁰ See also Women in National Parliaments (<http://www.ipu.org/wmn-e/classif.htm>) ranking Moldova at 81 among 193 countries with 101 men and 22 women as of last parliamentary elections of November 30, 2014.

⁵¹ See <http://reports.weforum.org/global-gender-gap-report-2015/economies/#economy=MDA>

Table 4: Recommendations for future programming

Conclusion	Recommendation	Target	Priority
<p>1. Conditions for bringing more Moldovan women to the political and decision-making space have been improved through significant contributions of WiP Programme. Continued programming should pay attention to lessons learnt to deepen the positive results secured through this first phase of WiP Programme.</p>	<p>1.1 Current WiP Programme needs to be extended to complete activities; another iteration of this programme should continue for another round of elections at the national and local level. 1.2 Secure sufficient and immediate funding and reduce delays in disbursement of such funds in order not to lose important momentum and institutional memory.</p>	<p>Donor to secure funding continuity and UN Agencies to avoid disbursement time lag from MPTF to the project</p>	<p>During extension period in 2017 and in the next phase of programming in 2018</p>
<p>2. Action focusing on women’s political empowerment is an important angle to bring more women in politics. However, this may prove limiting in scope in areas where gender equality is poorly known and a political discourse is seen as disadvantageous.</p>	<p>2.1 Consider expanding the scope to refer to women in leadership in general. Change to a more general focus will serve as an entry point in Transnistria. 2.2 Focus more resources and action at the local level, working both with the local government entities and communities where gender is poorly known. 2.3 Consider working with local teams, especially in doing advocacy work and people to people campaigns.</p>	<p>UN Women/UNDP</p>	<p>In the next phase of programming in 2018</p>
<p>3. Although significant progress had been made towards promoting women’s political empowerment through Law 71, further support is needed to improve aspects of this law, as well as facilitate understanding and implementation of this legal framework at the central and local level.</p>	<p>3.1 Support improving aspects of the law that concern placement provision in party election lists and legal measures that ensure women’s safety while running for and holding elected positions. 3.2 Formulate capacity activities that focus on expanding understanding contents of Law 71 and opportunities to engage with the law for various stakeholders. 3.3 Focus on the electorate of men and women to raise awareness on the law and importance of</p>	<p>UN Women/UNDP</p>	<p>During extension period of WiP Programme in 2017</p>

Conclusion	Recommendation	Target	Priority
<p>4. WiP Programme has contributed to sustaining results acquired through previous programming through creating/strengthening institutional and individual capacity especially at the central level. However, more work is needed to consolidate these results at the local level and in the media as one of the main actors in advocacy work.</p>	<p>electing women at various levels of representation.</p> <p>4.1 Consider engaging people who have been invested on to capacitate others as role models to promote the agenda of women in leadership positions.</p> <p>4.2 The mentor-mentee relationships created through WiP Programme activities should transform into partnerships in which the mentees may be engaged to arrange joint training activities with trainers.</p> <p>4.3 Efforts should continue to reach out to national media. Beyond working with reporters, engage media management as a significant player in strengthening the work of the media in promoting gender equality.</p> <p>4.4 Customize training and make it relevant to the nature and scope of the work of targeted individual media by using findings from gender self-assessment of those media.</p>	<p>UN Women, API/School of Journalism and CSOs tasked with capacity building activities</p>	<p>In the next phase of programming starting in 2018</p>
<p>5. Gender equality and human rights considerations have been integrated into programme design and implementation. However, addressing discrimination and inequalities faced by women in politics should ensure that men also participate equally in programming as “agents of change.”</p>	<p>5.1 Design capacity building and strengthening activities in which men are included.</p> <p>5.2 Approach working with men politicians and men/women as an electorate, through a targeted design to make results more effective.</p>	<p>UN Women/UNDP</p>	<p>During extension period in 2017 and in the next phase of programming in 2018</p>
<p>6. While project implementation is described as successful, future programming and evaluation needs to consider limitations observed during this evaluation exercise.</p>	<p>6.1 Clarify logical framework to fit expected results at the output and outcome level. There needs to be a better differentiation between what is expected at the output level (products created with the funding allocated for the project) and at the outcome level</p>	<p>UN Women/UNDP</p>	<p>In the next phase of programming starting in 2018</p>

Conclusion	Recommendation	Target	Priority
	<p>(e.g., change in situation/context and behavior) considering realistically how external circumstances outside programme control may affect achievement of expected outcomes.</p> <p>6.2 For specific aspects of programming in-house resources produced by UN Agencies in projects of a similar nature elsewhere in the world may be used.⁵²</p> <p>6.3 Consider a longer evaluation timeframe and a larger budget, one that would enable evaluation team to evaluate general impact and local impact by reaching out to more communities or allow for community researchers to be part of the evaluation team.</p> <p>6.4 To obtain the perspectives of various beneficiaries, especially those who do not customarily use internet for communication, other technologies, such as mobile telephones may be explored as a method of obtaining information.</p>		

⁵² See for example Krook, Mona. (2015). *Promoting Women's Political Participation: A Monitoring Guide*. UN Women for a sample of indicators of success. http://iknowpolitics.org/sites/default/files/unw_monitoring_guide_china.pdf

ANNEXES

Annex A: Terms of Reference

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

FINAL EVALUATION of “Women in Politics” Programme in Moldova

Location:	Chisinau, Moldova Republic of
Primary Category:	Women’s empowerment
Type of Contract:	Special Service Agreement, SSA
Languages Required:	English
Expected workload:	For international consultant: up to 25 days over a period of 3 months, out of which up to 7 (seven) days of work in Chisinau, Moldova and up to 18 (eighteen) days home-based For national consultant: up to 20 days over a period of 3 months
Starting Date: (date when the selected candidate is expected to start)	15 August 2016 ⁵³

I. Background (programme/project context)

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

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

UNDP Gender Equality Strategy 2014-2017 “The Future We Want: Rights and Empowerment” is aligned with the vision of UNDP Strategic Plan 2014-2017, and contributes to the eradication of poverty and to reduction of gender inequality by empowering women and promoting and protecting their rights. The UNDP Gender Equality Strategy is grounded in the premise that sustainable human development will not be achieved unless women and girls are able to realize their rights. By advancing gender equality and empowering women as leaders and actors in the development processes that shape their lives, UNDP envisages a more inclusive, sustainable and resilient world.” Output 4.4 of the UNDP

⁵³ Please note National Consultant was contracted on September 13, 2016 and International Consultant was contracted on 28 September 2016.

Gender Equality Strategy has an objective to put in place measures to increase women's participation in decision making. In line with this, UNDP support advocacy, policy and legal reforms to accelerate the equal participation of women, including young women and marginalized groups, in decision making across all branches of the state. This includes promoting women's participation as voters and candidates in electoral processes; supporting women's representation in governance institutions, including constitutional committees, parliaments, public administrations and the judiciary

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

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

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

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

This under-representation in the leadership positions occurs despite women's right to participate equally in democratic governance, and their proven abilities as leaders and agents of change. Women's right to participate, express, assemble and be elected are stipulated in

numerous human rights instruments including the Universal Declaration on Human Rights, Convention on Elimination of Discrimination Against Women, Universal Periodic Review 12/10/2011 Moldova, and the Beijing Platform for Action, as well as several regional instruments.

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

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

The Evaluation shall take into account and should also refer to the guiding documents for evaluation at UN Women, including the [Evaluation Policy](#), [Evaluation Chapter of the POM](#), the [GERAAS evaluation report quality checklist](#), the [United Nations System-wide Action Plan Evaluation Performance Indicator](#) (UN-SWAP EPI) and the [Evaluation Handbook](#) as well as [UNDP Handbook on Monitoring and Evaluation for Results](#). These documents serve as the frame of reference for the Evaluation Manager and the evaluation consultant(s) for ensuring compliance with the various requirements and assuring the quality of the evaluation report.

II. Description of the programme/project

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

The programme consists of two inter-related components, and each UN Agency is responsible for the implementation of activities under particular areas of intervention. UN Women is responsible for the overall programme implementation, and is leading the specific parts related to the election legislation review and high-level advocacy for Temporary Special Measures (TSM), media capacity development, capacity of CSOs and women candidates, work with the communities and women on identifying their needs, among others. UNDP’s area of responsibility is related to the electoral assistance and administration, parliamentary affairs and capacity building of elected women and builds further on the results achieved through the previous and on-going support to the institutional capacity development of the

Parliament and the Central Elections Commission (CEC) with a focus on enhancing capacities of the Election Management Bodies on gender responsive electoral management and on strengthening capacities of elected women parliamentarians and councilors for performing the elected official's duties.

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

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

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

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

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

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

The Program is implemented in close partnership with the Parliament, Central Election Commission/Center for Continuous Electoral Training, civil society organizations, media

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

III. Purpose (and use of the evaluation)

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

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

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

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

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

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

- Contribute to building the evidence base on effective empowerment approaches and strategies for addressing gender inequality and human rights in the context of the increased participation of women in politics and in the decision-making;
- Facilitate a process of strategic reflection and learning for UN Women, UNDP, Sida, other UN and development partners, national and local policymakers as well

as civil society partners on effective programming towards gender equality in politics and decision-making, which will be used for development of future related programme interventions;

- Strengthen UN Women’s advisory and policy support to COs, UN Country Teams and national partners.

IV. Evaluation Objectives

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

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

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

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

Questions to consider:

Relevance

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

Effectiveness

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

Efficiency

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

Sustainability

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

Gender Equality and Human Rights

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

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

V. Evaluation design (process and methods)

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

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

The evaluation phases are:

Inception (August-September):

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

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

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

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

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

Methods

The method should include a wide range of data sources (including documents, field

information, institutional information systems, financial records, beneficiaries, staff, funders, experts, government officials and community groups).

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

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

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

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

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

VI. Time frame and expected deliverables

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

Task/deliverable for international consultant	Task/deliverable for national consultant	Time frame
1- Inception phase <i>Up to 5 days</i>	<i>Up to 5 days</i>	3 weeks (post contract signing)
submits draft Inception Report, including revised evaluation question matrix, proposed methodology, and work plan (with agreed upon deliverables and timeframe)	Background materials for the International Consultant collected	
Evaluation Team submits Final Inception Report with finalized methodology, questions, and work plan	Inputs to the draft Evaluation Report provided.	
2- Research & Data Collection Phase <i>Up to 10 days</i>	<i>Up to 10 days</i>	3-4 weeks (post inception report submission)

Task/deliverable for international consultant	Task/deliverable for national consultant	Time frame
In-depth document review as well as interviews with UN Women/UNDP staff, donor, and other organizations.	Inputs and support to the interview and documents review	
Conduct side project visits, including focus group discussions with key stakeholders/beneficiaries. Summary key findings presented to ERG	Field visits and meetings with relevant parties for the International Consultant arranged. Participation in the meetings	
3- Report Writing Phase <i>Up to 10 days</i>	<i>Up to 5 days</i>	4-6 weeks (post final data collection)
Convene a meeting for debrief by evaluation team on preliminary findings, main recommendations, challenges, opportunities, lessons learned PowerPoint Presentation	Presentation of the Report Briefing with ERG.	
Evaluation Team submits first draft Evaluation Report	Inputs to the final evaluation report	First decade of October
Submission of Final Evaluation Report (refer to annex 2 for proposed format)		End of October
Estimated days for the assignment – 25 (including 7 days of mission in Moldova)	Estimated days for the assignment – 20 days	

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

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

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

VII. Management of evaluation

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

The **Evaluation Task Managers**, managing the overall and day-to-day aspects of the evaluation and ensuring participatory consultations with UN Women CO programme Officer

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

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

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

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

Travel

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

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

Performance evaluation

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

Financial arrangements

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

VII. Evaluation team composition, skills and experiences

UN Women/UNDP are seeking to appoint a team of qualified individuals to undertake the evaluation. The team is expected to consist of 2 evaluators: an international Team Leader and a local evaluation expert.

The International Consultant will be assisted by a National Consultant in fulfilling the assignment. The members of the evaluation team must not have been associated with the project's formulation, implementation or monitoring. The International Consultant will undertake one field visits to Moldova (7 working days). The National Consultant will provide substantive feedback and support to the International Consultant in the construction of the evaluation report and in conducting field missions to Moldova (including field visits). Otherwise, the evaluation will be fully independent and the evaluation team will retain enough flexibility to determine the best approach in collecting and analyzing data for the Outcome evaluation.

The International and National Consultants must possess the following qualifications:

International Consultant:

- At least a master's degree in sociology, international development, gender/women studies or related areas
- At least 7-years practical experience in conducting evaluations of strategies, policies and programmes;
- Experience and knowledge on gender equality and women's empowerment, gender mainstreaming, gender analysis;
- Country or regional experience in ECA region
- Excellent analytical, facilitation and communications skills and ability to negotiate amongst a wide range of stakeholders;
- Knowledge of human rights issues, the human rights based approach to programming, human rights analysis and related mandates within the UN system will be considered an asset.
- Proficiency in English; fluency in written and spoken Romanian and/or Russian will be considered an asset.

National Consultant:

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

Note: UN Women and UNDP Moldova is committed to workforce diversity. Women, persons with disabilities, Roma and other ethnic or religious minorities, persons living with

HIV, as well as refugees and other non-citizens legally entitled to work in the Republic of Moldova, are particularly encouraged to apply.

VIII. Ethical code of conduct

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

- Responsible use of power: All those engaged in evaluation processes are responsible for upholding the proper conduct of the evaluation.
- Ensuring credibility: With a fair, impartial and complete assessment, stakeholders are more likely to have faith in the results of an evaluation and to take note of the recommendations.
- Responsible use of resources: Ethical conduct in evaluation increases the chances of acceptance by the parties to the evaluation and therefore the likelihood that the investment in the evaluation will result in improved outcomes.
- The evaluators are expected to provide a detailed plan on how the following principles will be ensured throughout the evaluation (see UNEG Ethical Guidance for descriptions): 1) Respect for dignity and diversity; 2) Right to self-determination; 3) Fair representation; 4) Compliance with codes for vulnerable groups (e.g., ethics of research involving young children or vulnerable groups); 5) Redress; 6) Confidentiality; and 7) Avoidance of harm.
- Specific safeguards must be put in place to protect the safety (both physical and psychological) of both respondents and those collecting the data. These should include:
- A plan is in place to protect the rights of the respondent, including privacy and confidentiality
- The interviewer or data collector is trained in collecting sensitive information, and if the topic of the evaluation is focused on violence against women, they should have previous experience in this area
- Data collection tools are designed in a way that are culturally appropriate and do not create distress for respondents
- Data collection visits are organized at the appropriate time and place so as to minimize risk to respondents
- The interviewer or data collector is able to provide information on how individuals in situations of risk can seek support.

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

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

The UN Women Legal Framework for Addressing Non-Compliance with UN Standards of Conduct, and accompanying policies protecting against retaliation and prohibiting harassment and abuse of authority, provide a cohesive framework aimed at creating and maintaining a harmonious working environment, ensuring that staff members do not engage in any

wrongdoing and that all allegations of wrongdoing are reported promptly, investigated and appropriate action taken to achieve accountability.

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

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

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

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

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

For UNEG Code of Conduct for Evaluators, please refer to:

<http://www.unevaluation.org/uneqcodeofconduct>

IX KEY REFERENCES

- 2.15** UN Women GERAAS evaluation report quality checklist
- 2.16** UN Women Evaluation Consultants Agreement Form
- 2.17** UNEG Norms for Evaluation in the UN System
- 2.18** UNEG Standards for Evaluation in the UN System
- 2.19** UN Women Evaluation Handbook
- 2.20** UNDP Handbook on Monitoring and Evaluation for Results

Annex B: CVs of Evaluation Team Members

Aida Orgocka (International Consultant)

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

Olesea Stamate (National Consultant)

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

Annex C: Evaluation Planning Matrix

Table 5: Detailed evaluation matrix

Principal questions	Indicators	Means of Verification	
		Information gathering methodologies	Information sources
1. Relevance			
1.1 Was the program design appropriate to address the identified needs of key groups?	<ul style="list-style-type: none"> Extent to which identified needs in the 2012 UN Women Assessment are incorporated in WiP Programme 	<ul style="list-style-type: none"> Desk review Interviews 	<ul style="list-style-type: none"> Baseline and 2012 Assessment Report Stakeholders Project documents
1.2 To what extent is the intervention aligned with relevant normative frameworks for gender equality and women's empowerment?	<ul style="list-style-type: none"> Evidence that intervention responds to needs identified by CEDAW and UPR 	<ul style="list-style-type: none"> Desk review Interviews 	<ul style="list-style-type: none"> Project documents; Country/context analysis; CEDAW Committee Observations UPR recommendations
1.3 To what extent were project partners and stakeholders involved in the design of the project and the design of different activities during the project?	<ul style="list-style-type: none"> Consultations among partners during the design of the project Degree of involvement of stakeholders in the design of the different activities during the project design and implementation. 	<ul style="list-style-type: none"> Document review; Interviews 	<ul style="list-style-type: none"> Project documents; WiP Programme Staff; Context and country analysis; Stakeholders.
1.4 Was the UN Women's and UNDP's comparative advantage in this area of work appropriate compared with other UN entities and key partners?	<ul style="list-style-type: none"> Perception of comparative advantage 	Interviews	<ul style="list-style-type: none"> Project documents Project staff Donor UNDP and UN Women staff
2. Effectiveness			
2.1 To what extent were the expected outcomes achieved and how did UN Women and UNDP contribute towards these? What was not achieved in full and why?	<ul style="list-style-type: none"> Type and number of achievements and challenges Reasons for non-achievement 	<ul style="list-style-type: none"> Desk reviews; Interviews 	<ul style="list-style-type: none"> Project documents; Project staff Beneficiaries.
2.2 To what extent joint management structure was put in place by UN Women and UNDP to effectively achieve the expected outcomes of the programme?	<ul style="list-style-type: none"> Evidence of collaboration for success 	<ul style="list-style-type: none"> Desk review Interview 	<ul style="list-style-type: none"> Project documents Staff from UNDP and UN Women WiP Programme staff
2.3 What are some of the factors that facilitated or constrained the	<ul style="list-style-type: none"> Number of contextual (political, legal, social, economic and other) 	<ul style="list-style-type: none"> Desk review; Interviews 	<ul style="list-style-type: none"> Project documents; Project staff

Principal questions	Indicators	Means of Verification	
		Information gathering methodologies	Information sources
achievement of results and progress towards outcomes? Contextual (political, legal, social, economic and other), Programme strategies/approaches, Partnership choices and strategies?	factors, Programme strategies/approaches, Partnership choices and strategies;		<ul style="list-style-type: none"> Project partners
2.4 To what extent have capacities of relevant duty-bearers and rights-holders been strengthened?	<ul style="list-style-type: none"> Perceptions of beneficiaries (sex-disaggregated) (group disaggregation) on increase of capacity 	<ul style="list-style-type: none"> Online survey Interviews 	<ul style="list-style-type: none"> Project beneficiaries
2.5 To what extent did the programme have effective monitoring arrangements in place to measure performance and progress towards results?	<ul style="list-style-type: none"> Existence of monitoring mechanisms 	<ul style="list-style-type: none"> Desk review; Interviews 	<ul style="list-style-type: none"> Project documents Stakeholders/Partners
2.6 To what extent did the program effectively communicate the results of the programme internally and externally?	<ul style="list-style-type: none"> Type of communication strategies Knowledge of project by beneficiaries (disaggregated by sex and ethnic belonging) 	<ul style="list-style-type: none"> Desk review; Interviews 	<ul style="list-style-type: none"> Project documents; Beneficiaries.
2.7 To what extent did this joint programme affected increased collaboration, coordination, and information exchange between UNDP, UN Women and the CSO responsible parties in relation to women's empowerment and gender equality?	<ul style="list-style-type: none"> Evidence of increase in collaboration, coordination, and information exchange 	<ul style="list-style-type: none"> Desk review Interviews 	<ul style="list-style-type: none"> Project documents; Project partners
3. Efficiency			
3.1 To what extent did the joint management structure of the programme support efficiency for implementation?	<ul style="list-style-type: none"> Type and number of achievements, challenges and bottlenecks Perception of project partners 	<ul style="list-style-type: none"> Desk review Interviews 	<ul style="list-style-type: none"> Project annual reports WiP Programme Staff UNDP, UN Women and partners
3.2 Were resources (financial, human, technical support, etc.) allocated strategically to achieve the project outcomes?	<ul style="list-style-type: none"> Mechanisms of allocation of funds Staffing composition Mechanisms of technical support 	<ul style="list-style-type: none"> Desk review Interviews 	<ul style="list-style-type: none"> Project annual reports WiP Programme Staff UNDP, UN Women and partners
3.3 Have the outputs been delivered in a	<ul style="list-style-type: none"> Evidence of adhering to 	<ul style="list-style-type: none"> Desk review 	<ul style="list-style-type: none"> Project annual reports

Principal questions	Indicators	Means of Verification	
		Information gathering methodologies	Information sources
timely manner?	deadlines	<ul style="list-style-type: none"> • Interviews 	<ul style="list-style-type: none"> • Donor
4. Sustainability			
4.1 To what extent have relevant national stakeholders been included in programme design and implementation and policy advocacy processes?	<ul style="list-style-type: none"> • Perception of stakeholders regarding consultation 	<ul style="list-style-type: none"> • Interviews • Desk review 	<ul style="list-style-type: none"> • Stakeholders • Project documents
4.2 What accountability and oversight systems were established in order to secure the benefits of the interventions for rights holders?	<ul style="list-style-type: none"> • Evidence of accountability and oversight systems 	<ul style="list-style-type: none"> • Desk review • Interviews 	<ul style="list-style-type: none"> • Stakeholders • Project documents
4.3 To what extent has WiP Programme contributed to knowledge enhancement and advocacy in relation to the empowerment of women?	<ul style="list-style-type: none"> • Perceptions of stakeholders on contribution to knowledge enhancement and advocacy in relation to the empowerment of women 	Interviews	<ul style="list-style-type: none"> • Stakeholders
4.4 To what extent are project results likely to continue after the project?	<ul style="list-style-type: none"> • Perceptions of stakeholders and programme staff regarding results achieved and future use of such results 	<ul style="list-style-type: none"> • Interviews 	<ul style="list-style-type: none"> • Stakeholders
4.5 Is stakeholders' engagement likely to continue, be scaled up, replicated or institutionalized after external funding ceases?	<ul style="list-style-type: none"> • Evidence of future plans disaggregated by sex and right holder group 	<ul style="list-style-type: none"> • Interviews • Online survey 	<ul style="list-style-type: none"> • Stakeholders • Beneficiaries • Programme staff
5. Gender Equality and Human Rights			
5.1 To what extent have gender and human rights considerations been integrated into the programme design and implementation?	<ul style="list-style-type: none"> • Evidence that needs of various groups including disadvantaged groups have been considered • Evidence that participation of various groups including disadvantaged groups has been promoted • Evidence that transparency and accountability have been considered in project activities 	<ul style="list-style-type: none"> • Desk review • Interviews 	<ul style="list-style-type: none"> • Project staff • Project documents
5.2 How has attention to integration of	<ul style="list-style-type: none"> • Evidence of action that describe 	<ul style="list-style-type: none"> • Desk review 	<ul style="list-style-type: none"> • Project staff

Principal questions	Indicators	Means of Verification	
		Information gathering methodologies	Information sources
gender equality and human rights concerns advanced the area of work?	inequalities <ul style="list-style-type: none"> • Evidence of action to understand the realities of engaging women in the public space • Evidence of the transformative nature of action 	<ul style="list-style-type: none"> • Interviews 	<ul style="list-style-type: none"> • Project documents

Annex D: Evaluation Work Plan

Table 6: Work plan by key deliverables

	Evaluation phases	Activities	Responsible Party	Duration and End Date
A.	Inception (5 days)	A.1 Conduct an initial desk review of available documents.	ET and members	29 th September – 8 October, 2016
		A.2 Conduct preliminary interviews (via skype or phone) with key stakeholders to refine the evaluation scope, questions and methodology.		
		A.3 Draft an Inception Report for review by the Core Reference Group.	Evaluation Team	October 23, 2016
		A.4 Refine the evaluation methodology/question matrix based on Core Reference Group feedback.	Evaluation Team	October 27, 2016
		A.5 Finalize the Inception Report	Evaluation Team	October 30, 2016
B.	Data Collection ⁵⁴ (10 days [excluding travel])	B.1 Conduct in-depth review of all relevant programme and project documents and reports, including baseline data B.2 Conduct in-depth interviews with main stakeholders (national/regional public authorities, UN staff, donor, and other as necessary) B.3 Conduct programme site visits. B.4 Conduct group interviews or focus groups with duty bearers and rights-holders, while safeguarding the confidentiality of participants.	Evaluation Team with logistical support for translation and transportation when needed	October 10 – October 15, 2016
C.	Reporting (10 days)	C.1 Review and analyze all available data; C.2 Prepare and submit a first draft of the report to the Evaluation Reference Group for comments.	Evaluation Team	October 25 – November 14, 2016
		C.3 Deliver a PowerPoint Presentation of key findings, lessons learned, good practices and initial recommendations to UN Women and ERG.	Evaluation Team	November 17, 2016
		C.4 Provide feedback to ET	Evaluation Reference Group	November 21, 2016
		C.5 Revise report based on feedback of Reference Group C.6 Submit Final Evaluation Report.	Evaluation Team	November 30, 2016

⁵⁴Supported by the National Consultant as well as a translator and driver (when needed), the International Consultant conducted interviews and small group discussions in Chisinau, Soldanesti, Riscani and Singerei.

Annex E: Documentation Reviewed

Evaluation Resources

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

Country/Context Analysis

- CEDAW (2013), Concluding observations on the combined fourth and fifth periodic reports of the Republic of Moldova,
http://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CEAW/C/MDA/CO/4-5&Lang=En
- EU (2015), ENP Country progress Report Moldova for 2014, http://europa.eu/rapid/press-release_MEMO-15-4682_en.htm
- Indevelop (2016), “Gender Analysis of the EU AA/DCFTA with Georgia, Moldova and Ukraine”,
<http://www.sida.se/contentassets/1d7e165f86b349f7a4629d30ffdcde83/final-report---gender-analysis-of-eu-aadcfta-with-georgia-moldova-and-ukraine-29-jan-2016.pdf>
- IPP (2016), “Barometer of Public Opinion”,
<http://www.ipp.md/libview.php?l=ro&idc=156&id=773&parent=0>
- National Bureau of Statistics, <http://www.statistica.md> , <http://statbank.statistica.md>
- Progen (2015), “Gender Index 2015”,
http://www.progen.md/files/4085_ge_index_for_2015.pdf
- Promolex (2016), “Respectarea Drepturilor Omului in Republica Moldova-2015”,
https://promolex.md/upload/publications/ro/doc_1437047545.pdf

Policy Documents

- UNDP (2015), “Human Development Report 2015. Work for Human Development”, New York
- National Program for Ensuring Gender Equality in Moldova for 2010-2015,
http://www.mmprf.gov.md/sites/default/files/legislation/npge_program.pdf
- Draft Strategy for Ensuring Equality between men and women in Moldova, 2016-2020,
http://www.particip.gov.md/public/documente/139/ro_3140_anexa1.pdf
- Equality (Antidiscrimination) Council (2015), “Annual report 2015”,
<http://www.egalitate.md/media/files/Raport%20general%202015.pdf>
- OECD Stats (2015).
<http://stats.oecd.org/qwids/#?x=2&y=6&f=3:51,4:1,1:1,5:3,7:1&q=3:51+4:1+1:1+5:3+7:1+2:9,66,92,114,182,185+6:2007,2008,2009,2010,2011,2012,2013,2014,2015>
- UN Moldova (2015). ”Briefing Book from Development Partners of Moldova”,
http://md.one.un.org/content/dam/unct/moldova/docs/pub/strateg/brief_english.pdf
- UN Moldova (2013). ”Third National Report on Millennium Development Goals in Moldova: progress achieved, remaining issues and future options”
- UN Convention on elimination of all forms of discrimination against women, Resolution 34/180, as of 18.12.1979,
http://www.mmprf.gov.md/sites/default/files/legislation/cedaw_md.pdf
- The World Bank country overview, <http://www.worldbank.org/en/country/moldova/overview>
- Law No. 121 on ensuring equality, as of 25.02.2012,
<http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=343361>
- Law No. 5 on ensuring the equality of chances for men and women, as of 09.02.2006,
<http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=315674>

Project Documents

Project Document WiP

Annual Report WiP 2015

Semi-annual Report WiP 2016

Updated Risk-log 2015 and 2016

Annual Work Plans 2014, 2015, 2016

Mid-term evaluation report WiP

Results Log WiP

Gender Sensitive Communication Strategy

Gender Sensitive Communication Plan

Voter Education Campaigns 2014, 2015

Guide for ensuring gender equality for media institutions

Narrative findings report; self-assessment program API

Women Forums Resolutions

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

Narrative Report Zorjaras Roma Summer School

Letitia Mark Final Report on Roma Engagement

Kristina Raducan Final Report

IDIS Candidates training report

Final Report Photo contest

CALM Narrative progress report

Annex G: Lists of Participants by Institution/Fieldwork Site

Table 7: List of stakeholders/beneficiaries Evaluation Team consulted

Stakeholder	Number of Persons Interviewed	Gender Breakdown		Evaluation Tool Used
		W	M	
Project Donor				
Embassy of Sweden	1	1	0	Individual Interview
Project Partners and Team				
UN Women	2	2	0	Small Group Interview
UNDP	3	2	1	Individual Interview and Small Group Interview
Centre for Partnership Development	2	1	1	Small Group Interview
East Europe Foundation	2	0	2	Small Group Interview
WiP Team	6	6	0	Small Group Interview
Governmental Stakeholders				
Ministry of Labor, Family, and Social Protection	1	1	0	Individual Interview
Parliament and State Institutions				
Women MPs	3	3	0	Individual Interview
Central Election Commission	2	1	1	Small Group Interview
Center for Continuous Electoral Training	1	1	0	Individual Interview
Parliament Secretariat	2	0	2	Small Group Interview
Civil Society Organizations				
Political Club 50/50	2	2	0	Small Group Interview
NGOs representatives (Tarna Rom, IDIS Vitroul)	3	1	2	Small Group Interview
Association for Independent Press	1	0	1	Individual Interview
Individual Beneficiaries				
Journalists	10	7	3	Online Survey and Small Group Interview
Local Councilors ⁵⁵	14	12	2	Online Survey and Individual Interview
Civil Servant in Central Government	2	2	0	Online Survey
Civil Servant in Local Government	4	4	0	Online Survey
Other	10	7	3	Online Survey and individual in-depth interview

⁵⁵ Includes individual interviews with three Local Councilors in Riscani, Singerei and Soldanesti, one of which a Roma woman.

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

Table 8: Map of outputs, indicators, baseline and targets for Outcome 1 per ProDoc

Outputs	Indicators	Baseline	Target
Output 1.1: Capacity at national and sub-national levels to develop and implement legal frameworks and policies to advance women's right to participate in decision making enhanced. ⁵⁶	1.1.1 Legislative amendments on promoting women in decision making drafted and submitted to the Parliament.	1..1.1 Relevant draft amendments to Electoral Code, Party Code, Parliament Law, Law on Government, and Gender Equality Law are developed to promote women in politics and decision making. No initiatives undertaken to develop the secondary legislation to ensure alignment with all other relevant laws.	1.1.1 Amendments to Law on Government, and relevant other laws and by-laws drafted in participatory and transparent manner.
	1.1.2 Political parties receive information/ methods to nominate more women	1.1.2 None	1.1.2 At least all Parliamentary parties receive information on the nomination of more women. ⁵⁷
Output 1.2 Capacities at all levels ⁵⁸ to promote women's participation in electoral processes both as candidates and voters enhanced.	1.2.1 Number of organizations supporting women candidates and demanding women's equal participation within political party nominations received capacity development support. ⁵⁹	None	At least 10 organizations at the central al local level.
	1.2.2 Number of women acquire knowledge and tools to be nominated and run for election.	UN supported around 200 women during 2010/2011.	At least 1000 women apply knowledge and skills for nomination and running for elections. ⁶⁰
	1.2.3 Percentage of women candidates nominated and running. ⁶¹	Parliament = 27%, Mayors = 17%, Councils = 32%	Increase of 10p.p. ⁶²
	1.2.4 Average rank of women candidates decreased in party lists	60% ⁶⁴	Decrease by 10 p.p. ⁶⁵

⁵⁶ Please note the output statement needs to clarify the actors whose capacities are being enhanced at the national and sub-national level.

⁵⁷ Please note this target is in the wrong place in the Logical Framework of the ProDoc.

⁵⁸ Please note it is not clear whose capacities are being enhanced at all levels.

⁵⁹ The language in this indicator is confusing and does not match the output language completely. You may consider rewording this indicator in the future to read: "Number of organizations that have received capacity development support to support women candidates and demand women's equal participation within political party nominations. You may also consider completing the target statement.

⁶⁰ This is an outcome level target that does not match the indicator and the baseline. We instead have focused on the number of women trained to nominate other women and to run for elections.

⁶¹ This is an outcome level indicator for the target it measures. It indicates a change in the way political parties construct their lists and it is outside WiP Programme purview.

⁶² This is an incomplete statement in which the abbreviation "p.p." needs to be explained.

Outputs	Indicators	Baseline	Target
	for parliamentary election. ⁶³		
Output 1.3 Capacities of the Election Management Bodies on gender responsive electoral management enhanced	1.3.1 Percentage of women members of the CEC and of rayon and precinct level electoral commissions	1 women CEC member, 36% women in the position of Chair of electoral commissions at rayon level	At least 1 person increase in the number of women among CEC members and 10% increase among the Heads of electoral commissions at rayon level
	1.3.2 CEC voter registration and education campaign has a particular focus on women, youth, and on vulnerable groups	No particular focus on women, youth and vulnerable groups in the previous voter registration and education campaigns	CEC voter registration and education campaign with a particular focus on women, youth, and on vulnerable groups designed and implemented in the general and local elections

Table 9: Map of outputs, indicators, baseline and targets for Outcome 2 per ProDoc

Outputs	Indicators	Baseline	Target
Output 2.1 Capacities of the media on gender responsive coverage of political issues enhanced.	2.1.1. Number of media organizations undertaking internal monitoring of gender sensitivity of their product on regular basis before, during and after elections. ⁶⁴	17 print and on-line media	At least another 20 print, on-line, audio-visual media
Output 2.2. Capacity of gender equality advocates to promote women's leadership and political participation strengthened.	2.2.1 Number of initiatives undertaken by women and women's groups, NGOs and media to demand inclusion of women's needs and priorities in the political party agenda at central and local level. ⁶⁵	None	At least 30 initiatives in communities and rayon level undertaken to identify women's common needs and interest and demand political parties' response in their agenda before and after elections.
Output 2.3. Capacities of elected women parliamentarians and councilors to perform the elected official's duties developed and strengthened.	2.3.1 Number of meetings between MPs and women from rural and urban areas organized	No separate meetings of MPs with women and their organizations. Meetings between MPs and women are held as part of usual routine community meetings that	15 rayons will be visited and meetings will be help by MPs with women

⁶⁴ This is an incomplete statement.

⁶⁵ This is an incomplete statement in which the abbreviation "p.p." needs to be explained.

⁶³ This is an outcome level indicator for the target it measures. It indicates a change in the way political parties construct their lists and it is outside WiP Programme purview.

⁶⁶ Fieldwork showed that many of the media targeted by WiP Programme had not been involved in gender assessment before. In fact, training to increase capacity of media to adopt gender lenses in their work was done to this end. This indicator and its target are written to indicate a behavioral change and belong to the outcome level result. Instead, we have focused on whether the capacity of the media was enhanced through training as reported in project reports and by beneficiaries.

⁶⁷ Customarily this indicator (and the achievement of the target it measures) would classify as outcome level result. But since supporting initiatives upon training of women to engage in action was part of the design of this activity group, we have considered this as an output level indicator measuring an output level target.

Outputs	Indicators	Baseline	Target
		are rarely organized	
	2.3.2 Number of newly elected women MPs received initial training	None	All newly elected Women MPs trained
	2.3.3 Number of Women Councilors trained	None	Women councilors in 10 target rayons trained