



## Evaluation Unit (EVAL)

### Evaluation Title Page

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INTERNATIONAL LABOUR OFFICE

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**Project Title:** Republic of Moldova: Building Capacity for Coordination of Social Security for Migrant Workers

**ILO TC/SYMBOL reference code:** MOL/08/02/ROM

**Financing Agency:** Government of Romania

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## **Acknowledgements**

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The draft report of the evaluation benefited from helpful and constructive suggestions. However, any errors or omissions are entirely the responsibility of the evaluator.

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## **Executive Summary**

### **Background and context**

The overall project context indicates that globalization and regional integration have added impetus to the growing mobility of workers across borders in search of employment. The greater flow of people across national boundaries and more diverse forms of migration are creating new challenges as migrant workers face multiple disadvantages in working conditions, including limited legal rights, discrimination, social exclusion, and lack of social security.

The dimension of the migration phenomenon strongly affects the economic and social development of the Republic of Moldova. According to World Bank, remittances amount to more than US\$ 1 billion per year and continue to grow. Work remittances increased from 13.8 per cent of GDP in 2000 to 36.2 per cent in 2007. The unattractive working conditions and low wages are the main push factors that determine Moldovans to migrate for employment.

In these circumstances, ensuring the right of social security for migrant workers is important from the point of view of securing equality of treatment in social security for migrant workers, and of extending the social security coverage for currently unprotected population. It should be noted that a great majority of migrants expect to return to the Republic of Moldova in the future; only 14% of individuals plan to settle abroad permanently.

In order to protect the rights of Moldovan migrant workers, the authorities of the Republic of Moldova are keen in concluding bilateral agreements on social security with the main destination states of Moldovan citizens working abroad, and in implementing these agreements. However, there is a need to develop the capacity in concluding and implementing such agreements and to strengthen the administrative mechanism to implement the agreements efficiently.

The project “Republic of Moldova: Building capacity for coordination of social security for migrant workers” aimed to improve the social security benefits for Moldovan migrant workers by enhancing the capacity of the Moldovan government in negotiating, adopting, and implementing the bilateral social security agreements with destination countries of Moldovan migrant workers. The project contributed to improve the impact of migration on development and on poverty reduction by ensuring the right of social security for the Moldovan migrant workers and their families.

The project was funded by the Romanian Ministry of Foreign Affairs and the total approved budget was EUR 100,000. The project was technically and administratively backstopped by the ILO DWT/CO-Budapest. The Senior Specialist for Social Security of ILO DWT/CO-Budapest acted as the Project Coordinator.

The project commenced on September 2009 and was completed in December 2011. The major milestones of the project were the following: a project planning meeting, a study visit to Bucharest, two training courses and a final meeting in Chisinau. Apart from these events, several publications were produced during the project implementation.

### **Purpose of evaluation**

The evaluation was carried in accordance with the Article 13 of Agreement between Romania represented by the Government of Romania in its Ministry of Foreign Affairs and the International Labour Organization represented by the International Labour Office. The final evaluation was requested to address the key issues of performance of the current project in accordance with the ILO policy in the field of technical cooperation.

The purpose of the final evaluation was to ensure accountability to the Donor, to strengthen organizational knowledge base and to improve future programming and decision-making. Therefore, the main audience of the evaluation is represented by the ILO DWT/CO-Budapest, the ILO team in Chisinau, the Donor (Government of Romania) and the ILO constituents in the Republic of Moldova.

This is a final project evaluation since it was carried out at the occasion of termination of the project (October - December 2011).

The evaluation was contracted by International Labour Office Decent Work Country Team and Country Office for Central and Eastern Europe (ILO DWT/CO) Budapest to an independent evaluator<sup>1</sup> who had no links or involvement in the management or backstopping of the project.

### **Evaluation methodology**

The evaluation examined project performance against the following key *evaluation criteria*:

- Relevance of the project and strategic fit
- Validity of the project design (including strategy, objectives and assumptions)
- Implementation status, project progress and effectiveness
- Efficiency of resource use
- Effectiveness of management arrangements
- Impact orientation and sustainability.

The evaluation questions are presented in the *Annex 1 – Terms of Reference (ToR) for the Final Evaluation*.

As outlined in the *Annex 1*, the evaluation combined a desk review of ILO documents and other relevant documents (*Annex 2*) with interviews (15) addressing project stakeholders (six representatives of the Government of Republic of Moldova and six representatives of the Romanian Government), as well as with three ILO staff (*Annexes 3 and 4*). Also, the evaluator attended the Project Closing Conference in Chisinau, Republic of Moldova, 22 November 2011. The final meeting was attended by 40 participants including Vice-Minister of Labour, Social Protection and Family of the Republic of Moldova, representatives of ILO tripartite constituents of the Republic of Moldova, representatives of Romanian Ministry of Labour, Family and Social Protection (MLFSP RO) and Romanian Ministry of Foreign Affairs (MFA RO), representatives from Romanian Embassy in the Republic of Moldova, as well as ILO staff.

The evaluation report recognises two sources of limitations in the evaluation process. The first one refers to the limited capacity of the evaluation to measure the ultimate effects of the projects in relation to the benefits for the migrant workers. The project will impact on the migrant workers only after their retirement and return to the country, which is not yet the case, therefore this aspect can be only estimated for the time being, but not accurately measured.

The second limitation comes from a certain staff turnover, both at the level of the partner (Romanian Government) and of the beneficiary (Government of the Republic of Moldova) staff. Some of the people who participated in the project or who monitored the project changed their jobs. To a limited extent, that reduced the variety of data collection sources.

### **Conclusions**

The project has a high relevance given its contribution to the achievement of two outcomes of the Decent Work Country Programme for Moldova (2008-2011) focused on increasing effectiveness of social security schemes through technical assistance and capacity building of the tripartite constituents and on improvement of policy and regulatory framework in place and the institutions capacity to effectively manage labour migration and prevent labour exploitation of migrant workers.

The project strategy was valid as the project strategy responded to an overall national strategic approach described by the EU/Moldova Action Plan and by the EU/Moldova Mobility Partnership stipulating the need for concluding agreements on social security between Moldova and EU

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<sup>1</sup> Pluriconsult Ltd.

member states of destination for migrant workers from Moldova. This aspect was also an outcome included in the National Development Strategy 2008-2011.

The social partners (employers' organizations and trade unions), although not directly involved in the practical negotiations of agreements, are informed by the government on the matters related to the agreements (destination countries with whom agreements were signed or with whom the negotiations are in the process, objectives of the agreements etc.).

The project had a major contribution in developing the capacity of the Moldovan experts in the line ministry and national social insurance institution responsible for social security agreements to better plan, negotiate and implement bilateral and multilateral social security agreements.

The project highly reached the direct beneficiaries (the employees of the MLSPF, NOSI RMD, Ministry of Health and Ministry of Foreign Affairs) and the indirect beneficiaries (National Confederation of Employers of Republic of Moldova and National Confederation of Trade Unions of Moldova). For the ultimate beneficiaries (migrant workers and their families) only very recently the project has started to show its effects. As for the types of benefits, the agreements refer to the followings: old age pension, disability pension, survivor pension, unemployment benefit, sickness benefit, maternity benefit and death insurance.

The project was implemented based on six activities: a planning meeting, a study visit, two trainings, a series of publications and a project closing conference. The activities were discussed and agreed among the project stakeholders with the occasion of the preliminary needs assessment visit (planning meeting) and there were no changes in implementation.

The activities were timely delivered in a period when the Moldovan experts were involved quite intensively in the preparation of negotiations of the social security agreements. The project was very much demand driven by the need for Moldovan Government to develop its capacity to conclude social security agreements in the context of a high number of migrant workers among Moldovan citizens.

The project has drawn on various tools and guidelines developed by ILO units with experience in the domain and is also connected with other ILO project and initiatives in the region.

The project has a "cascade effect" in the sense that once the first agreements are concluded this is strengthening the credibility of the beneficiary (MLSPF RMD) and, in some cases, the process of negotiation is smoother. Though, difficulties are encountered in starting the negotiations with major destination countries.

The project has satisfactory sustainability perspectives for reasons of good collaboration among project partners, as well as for reasons of good integration of the project outputs in the work of the entities involved in the project implementation (especially ILO and NOSI RMD).

### **Lessons learned**

1. Projects showing effects predominantly on longer term and very little under the control of the implementing agency or beneficiary partner will need special attention in the design phase, especially on the design of performance indicators.
2. Donors are more interested in the impact of projects on ultimate beneficiaries. Perspectives of getting access to funding will be positive for those proposals able to document this aspect.
3. Actions of negotiation of social security agreements of a country have a better impact if they are combined with efforts for developing the institutional capacity of implementing the agreements as well as with activities of dissemination of information about the agreements among ultimate beneficiaries (migrant workers and their families).

4. Efforts of launching negotiations with workers migration flow major destination countries, although taking longer, will have a higher impact on ensuring social security of workers and on national social security budget on the long run.

### **Good practices**

The mutual willingness and commitment both from beneficiary's side (Moldovan Government) and the partner's side (Romanian Government) to collaborate in this project was a solid foundation for a successful project.

Sharing recent experience and a common cultural background strengthens both the credibility of the partner and enhances the ownership of the results on behalf of the beneficiary.

### **Recommendations**

1. The ILO DWT/CO-Budapest should improve the quality of the project design, especially concerning the design of the project performance indicators for those projects expected to have longer term effects and more difficult to control in the implementation period. Investing some basic efforts in collecting baseline indicators in the design phase would contribute to a better measure of progress at the end of the project.
2. ILO should collect ex-post evidence for those projects not having an immediate impact which would increase its credibility in relation to the donors.
3. NOSI RMD should improve the capacity of its staff, both at the central and at the local levels (i.e. in Chisinau and outside of the capital city) in order to apply the administrative arrangements of the agreements. The Government of Republic of Moldova should support NOSI in that sense by identifying sources of (i) technical assistance for institutional capacity development and of (ii) dissemination of relevant information among ultimate beneficiaries (migrant workers and their families).
4. The Moldovan authorities should intensify their efforts of concluding agreements with major destination countries for Moldovan migrant workers by identifying and focusing more on the mutual benefits shared with the authorities in the destination countries. Better documenting on these mutual benefits might be required.



## **Acronyms**

CIS	Community of Independent States
DWCP	Decent Work Country Programme
EU	European Union
EUR	Euro
ILO	International Labour Organization
ILO DWT/CO	International Labour Office Decent Work Country Team and Country Office for Central and Eastern Europe
IOM	International Organisation for Migration
MLFSP RO	Ministry of Labour, Family and Social Protection of Romania
MLSPF RMD	Ministry of Labour, Social Protection and Family of the Republic of Moldova
NOSI RMD	National Office of Social Insurance of the Republic of Moldova
RMD	Republic of Moldova
SIDA	Swedish International Cooperation Agency
SSA	Social security agreement(s)
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund

## 1. Background and Project Description

The overall project context indicates that globalization and regional integration have added impetus to the growing mobility of workers across borders in search of employment. The greater flow of people across national boundaries and more diverse forms of migration are creating new challenges as migrant workers face multiple disadvantages in working conditions, including limited legal rights, discrimination, social exclusion, and lack of social security.

The Republic of Moldova is one of the most important source and transit countries from South East Europe for labour migrants who go abroad looking for jobs. Migration of the labour force from the Republic of Moldova has significantly increased during the last two decades. Figures from the National Bureau of Statistics in Moldova suggest that as of mid 2006 approximately one quarter of the economically active Moldovan population was working abroad. Estimated number of Moldovans working abroad ranges from 600,000 to 1 million and the Republic of Moldova's dependence on remittances is the second highest in the world. The destinations of the Republic of Moldova's migrants are mainly CIS countries and Western Europe. In particular, in 2006, Russia attracted about the 59% of Moldovan migrants, with Italy on the second place with 17%, followed by Portugal and Spain. Other destinations include Ukraine, France, Greece, Israel, Turkey, Cyprus and Romania.

The dimension of the migration phenomenon strongly affects the economic and social development of the Republic of Moldova. According to World Bank<sup>2</sup>, remittances amount to more than US\$ 1 billion and continue to grow. Work remittances increased from 13.8 per cent of GDP in 2000 to 36.2 per cent in 2007. The unattractive working conditions and low wages are the main push factors that determine Moldovans to migrate for employment.

In these circumstances, ensuring the right of social security for migrant workers is important from the point of view of securing equality of treatment in social security for migrant workers, and of extending the social security coverage for currently unprotected population. It should be noted that a great majority of migrants expect to return to the Republic of Moldova in the future; only 14% of individuals plan to settle abroad permanently<sup>3</sup>.

In order to protect the rights of Moldovan migrant workers, the authorities of the Republic of Moldova are keen in concluding bilateral agreements on social security with the main destination states of Moldovan citizens working abroad, and in implementing these agreements. However, there is a need to develop the capacity in concluding and implementing such agreements and to strengthen the administrative mechanism to implement the agreements efficiently.

The project "Republic of Moldova: Building capacity for coordination of social security for migrant workers" aimed to improve the social security benefits for Moldovan migrant workers by enhancing the capacity of the Moldovan government in negotiating, adopting, and implementing the bilateral social security agreements with destination countries of Moldovan migrant workers. The project contributed to improve the impact of migration on development and on poverty reduction by ensuring the right of social security for the Moldovan migrant workers and their families.

The project was funded by the Romanian Ministry of Foreign Affairs and the total approved budget was EUR 100,000. The project was technically and administratively backstopped by the ILO DWT/CO Budapest. The Senior Specialist for Social Security of ILO DWT/CO Budapest acted as the Project Coordinator.

The ILO programme assistant and the ILO National Coordinator in the Republic of Moldova provided administrative support and assisted in the coordination between the executing agency, the

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<sup>2</sup> World Bank – *Migration and remittances: factbook 2008*

<sup>3</sup> Luecke, Mahmoud, Pinger (2007) – *Patterns and trends of migration and remittances in Moldova*

partner agency (Romanian Ministry of Labour, Family and Social Protection) and the Moldovan counterpart.

A short term ILO expert on social security co-ordination was involved. Short term Romanian experts on negotiation and implementation of bilateral social security agreements working in the Romanian Ministry of Labour, Family and Social Protection and National Pensions House were involved in the project.

The project commenced on September 2009 and was completed in December 2011. The major milestones of the project were the following: a project planning meeting, a study visit to Bucharest, two training courses and a final meeting in Chisinau. Apart from these events, several publications were produced during the project implementation.

## **1. Purpose of Evaluation**

The evaluation was carried in accordance with the Article 13 of Agreement between Romania represented by the Government of Romania in its Ministry of Foreign Affairs and the International Labour Organization represented by the International Labour Office. The final evaluation was requested to address the key issues of performance of the current project in accordance with the ILO policy in the field of technical cooperation<sup>4</sup>.

The purpose of the final evaluation is to ensure accountability to the Donor, to strengthen organizational knowledge base and to improve future programming and decision-making. Therefore, the main audience of the evaluation is represented by the ILO DWT/CO-Budapest, the ILO team in Chisinau, the Donor (Government of Romania) and the ILO constituents in the Republic of Moldova.

The evaluation is aimed to:

- determine if the project achieved the stated immediate objectives and to which extent, explain which difficulties were encountered and identify lessons learned;
- document lessons learned and good practices;
- develop recommendations for follow up.

This is a final project evaluation since it was carried out at the occasion of termination of the project (October - December 2011).

The evaluation was contracted by International Labour Office Decent Work Country Team and Country Office for Central and Eastern Europe (ILO DWT/CO) Budapest to an independent evaluator<sup>5</sup> who had no links or involvement in the management or backstopping of the project.

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<sup>4</sup> GB 294/PFA/8/4 and IGDS No. 75, Version 1.

<sup>5</sup> Pluriconsult Ltd.

## 2. Evaluation Methodology

The evaluation examined project performance against the following key *evaluation criteria*:

- Relevance of the project and strategic fit
- Validity of the project design (including strategy, objectives and assumptions)
- Implementation status, project progress and effectiveness
- Efficiency of resource use
- Effectiveness of management arrangements
- Impact orientation and sustainability.

The evaluation questions are presented in the *Annex 1 – Terms of Reference (ToR) for the Final Evaluation*.

As outlined in the *Annex 1*, the evaluation combined a desk review of ILO documents and other relevant documents (*Annex 2*) with interviews (15) addressing project stakeholders (six representatives of the Government of Republic of Moldova and six representatives of the Romanian Government), as well as with three ILO staff (*Annexes 3 and 4*). Also, the evaluator attended the Project Closing Conference in Chisinau, Republic of Moldova, 22 November 2011. The final meeting was attended by 40 participants including Vice-Minister of Labour, Social Protection and Family of the Republic of Moldova, representatives of ILO tripartite constituents of the Republic of Moldova, representatives of Romanian Ministry of Labour, Family and Social Protection (MLFSP RO) and Romanian Ministry of Foreign Affairs (MFA RO), representatives from Romanian Embassy in the Republic of Moldova, as well as ILO staff.

The selection of participants to the interviews and to the Project Closing Conference was made based on their acquaintance with the project activities, as well as with their current and future interest in the effects of the project achievements. The methods of data collection were chosen in view of the small scale of the project and of the evaluation.

For reasons of the accuracy of findings, the evaluation was carried out in view of the project Logical Framework as presented in the Technical Cooperation Summary Project Outline describing the development and immediate objectives of the project, as well as the outputs, activities and indicators of achievement. The evaluation process was designed and carried in a credible, valid and ethically sound<sup>6</sup> manner.

The evaluation report recognises two sources of limitations in the evaluation process. The first one refers to the limited capacity of the evaluation to measure the ultimate effects of the projects in relation to the benefits for the migrant workers. The project will impact on the migrant workers only after their retirement and return to the country, which is not yet the case, therefore this aspect can be only estimated for the time being, but not accurately measured.

The second limitation comes from a certain staff turnover, both at the level of the partner (Romanian Government) and of the beneficiary (Government of the Republic of Moldova) staff. Some of the people who participated in the project or who monitored the project changed their jobs. To a limited extent, that reduced the variety of data collection sources.

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<sup>6</sup> The evaluator was guided in her work by the best professional standards in conformity with the UN Evaluation Norms and Standards and OECD/DAC Evaluation Quality Standards (see <http://www.ilo.org/eval/policy>).

## **4. Evaluation Findings**

### **4.1. Relevance of the project and strategic fit**

Strategically, the project was highly relevant given its contribution to the achievement of the following two outcomes of the Decent Work Country Programme for Moldova (2008-2011):

- improved effectiveness of social security schemes through technical assistance and capacity building of the tripartite constituents (MDA 151);
- improved policy and regulatory framework in place and the institutions capacity to effectively manage labour migration and prevent labour exploitation of migrant workers (MDA128).

The need for this project was identified by both the beneficiary and the partner representatives in the process of preparation of the Agreement on Social Security between the Republic of Moldova and Romania. The main concern was particularly related to the stage when the Agreement will have to be applied in practice, a difference in the capacity of the partners' staff<sup>7</sup> would have reduced the effectiveness in its implementation.

### **4.2. Validity of the project design**

The strategy of the project responded to an overall national strategic approach described by the EU/Moldova Action Plan and by the EU/Moldova Mobility Partnership stipulating the need for concluding agreements on social security between Moldova and EU member states of destination for migrant workers from Moldova. This aspect was also an outcome included in the National Development Strategy 2008-2011.

The contractual arrangements were flexible enough in order allow for an appropriate adjustment of the activities to the needs of beneficiary at time of project implementation. The project parties involved were entirely in line with the project design. The implementing agency (ILO) was chosen by the Ministry of Labour, Social Security and Family of Romania based on its highest competence and commitment to the topic of the project, although the implementation agency most preferred by the donor (Ministry of Foreign Affairs of Romania) is UNDP.

Thus, the Project Outline was designed by ILO DWT/CO-Budapest based on a preliminary needs assessment visit (planning meeting) carried by the ILO DWT/CO-Budapest project coordinator together with the representative of the partner institution<sup>8</sup>. This activity carried in December 2009 included meetings with the Minister of Labour, Social Protection and Family of Republic of Moldova and with the President of the National Office of Social Insurance of the Republic of Moldova (NOSI RMD). The representatives of the beneficiary emphasized on the urgent need of the project deriving from the practical bottlenecks encountered by the Moldovan staff participating in the negotiations of the agreements or in the preparation of the administrative arrangements, as well as from the foreseen difficulties in the very practical application of the arrangements.

The project was designed based on two favorable assumptions and on a key issue which were estimated in the planning phase. One assumption referred to the selection of the beneficiary staff who was to a certain extent acquainted with the topics to be discussed during the activities of the project. These people were selected among those having different responsibilities in the preparation negotiation or implementation of the agreements and the administrative arrangements. The activities

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<sup>7</sup> Romania has experience as a country of source, destination and transit for migration. Romania concluded bilateral agreements with Spain, Portugal, Germany, Austria, and Hungary, and is presently implementing the EU Regulations on Coordination of Social Security Systems (EEC regulations No. 1408/71 and 74/72). In recent years, Romania developed several activities for training of own staff, having personnel trained to exercise activities of training on various branches of social security, including pensions, health insurance, unemployment, and family benefits. In total, about 450 experts from various local institutions involved in social security have been trained for the application of bilateral agreements and European regulations on social security.

<sup>8</sup> The Director of the External Relations Department in the Ministry of Labour, Family and Social Protection of Romania

of the project were designed more like a feedback to the beneficiaries' current practice, rather than on assimilating theoretical aspects of the social security arrangements (a higher emphasis on skills combined with relevant knowledge). This assumption was confirmed in the project implementation.

Another positive assumption was that most of the "ad hoc training" to be provided by the resource persons on behalf of the partner will be carried by experts who were previously in contact with some of the project beneficiaries, which will facilitate the knowledge and experience sharing. This assumption was also confirmed during the study visit of the Moldovan delegation to the partner's institutions in Bucharest.

The main key issue referred to the staff turnover, which a reality of the labour market in the public sector of the Republic of Moldova. The evidence collected during the final evaluation proves that this phenomenon was not really significant. Most of the experts<sup>9</sup> who benefited from the project are still on the job.

The social partners (employers' organizations and trade unions) although not directly involved in preparation, negotiation or implementation of the agreements on social security, they<sup>10</sup> are informed by the government related to the agreements (destination countries with whom agreements were signed or with whom the negotiations are in the process, objectives of the agreements etc.). In case of this project, the social partners received project publications (*Code of Social Security Laws* – updated version in Romanian language and a version in Russian language). They also participated in the Project Closing Conference to discuss project achievements and to express their views concerning sustainability of achievements.

### **4.3. Implementation status, project progress and effectiveness**

As indicated in *Figure 1* the project had a major contribution in developing the capacity of the Moldovan experts in the line ministry and national social insurance institution responsible for social security agreements to better plan, negotiate and implement bilateral and multilateral social security agreements. Ultimately the project increased the social and economic security of the Moldovan workers and their families.

The assessment of project achievements against performance indicators defined in the Summary Project Outline allows for a satisfactory judgement (*Table 2*). Those indicators related to results which were in a higher control of the beneficiary were achieved<sup>11</sup>, while the other, either not clearly related to the project activities or too early to measure the respective effects in the project time span, could not be assessed.

During the project timeframe, the Moldova authorities signed four new social security agreements. Therefore, a total of six agreements have been signed so far<sup>12</sup>. Also, during the project and as a consequence of the knowledge and skills gained by the Moldovan experts in the project, two administrative arrangements have been prepared and signed<sup>13</sup> and one administrative arrangement has been prepared<sup>14</sup>. In addition, negotiations were completed with five countries, while preliminary steps were made with two countries<sup>15</sup>.

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<sup>9</sup> For example, 9 of the 10 experts who attended the study visit to Bucharest are still on the same job (the other two left the job they had at the time of the study visit, but are still working in the public sector). Among the 18 experts trained, only 3 left their job.

<sup>10</sup> National Confederation of Employers of the Republic of Moldova and the National Confederation of Trade Unions of Moldova

<sup>11</sup> Although these indicators were not defined in measurable terms.

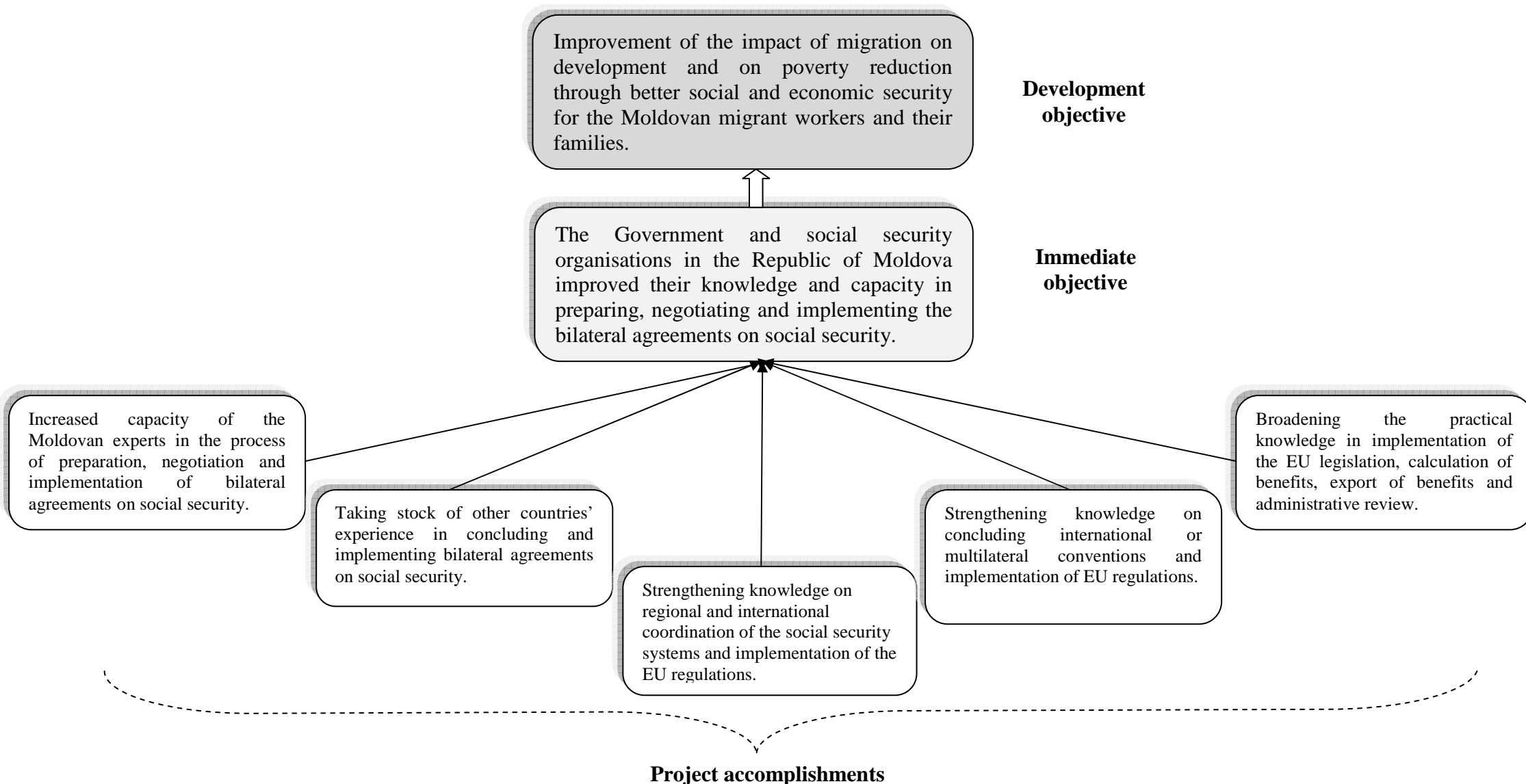
<sup>12</sup> At the beginning of this project there were only two agreements signed (with Portugal and Bulgaria). The countries with which the other four agreements were signed are: Romania, Luxemburg, Austria and Estonia.

<sup>13</sup> With Bulgaria and Portugal

<sup>14</sup> With Luxemburg

<sup>15</sup> Czech Republic, Poland, Hungary, Lithuania and Belgium (completed); Latvia and Netherlands (preliminary).

**Figure 1 – Major accomplishments of the project and their contribution to achievement of the project objectives**



**Table 2 – Assessment against achievement indicators**

No.	Indicator	Assessment
1.	The Moldovan government concludes social security agreements with major countries of destination of the Moldovan migrant workers	<b>Achieved</b> with an amendment referring to the signatory countries of destination. According to the statistics related to this phenomenon, they are not among the countries preferred by Moldovan workers.
2.	By the end of the project, Moldova will take initial steps to negotiate with at least two countries	<b>Achieved.</b> This indicator was not only fulfilled but also over passed as negotiations were completed with five other countries and with two more countries initial steps were taken. Still, no major destination country among these mentioned above.
3.	The Republic of Moldova implements social security agreements (as monitored by the relevant parties)	<b>Achieved.</b> This is a process not clear by whom (i.e. “the relevant parties”) should be monitored.
4.	Social security legislations in Moldova are harmonized with EU regulations (in the light of baseline provided by the legislative review planned in this project)	<b>Not achieved.</b> The project activities were focused on coordination of the legislation with the EU regulations, while harmonization would have required legislative change which was not in the scope of the project.
5.	Increasing number of regular migration and reduction of the irregular migration (measured by official migration statistics and other estimates on irregular migration)	<b>Not measurable.</b> The baseline indicator should have been mentioned. In any case the implementation of only three agreements had recently started; therefore it is premature to attribute effects on migration phenomenon to the project results.

The project has three categories of beneficiaries: (i) *direct beneficiaries* represented by the experts trained (14 employees of the MLSPF RMD, NOSI RMD, Ministry of Health of RMD and Ministry of Foreign Affairs RMD), (ii) *indirect beneficiaries* represented by the social partners with whom the project shared information materials and knowledge base and (iii) *final beneficiaries*, those who will ultimately benefit from the social security agreements represented by the persons who were insured in conformity with the legislation of both signatory countries, or at least one of them (government employees, self-employed, detached workers, seafarers) and family members.

There is strong evidence<sup>16</sup> that the project reached the first two categories of beneficiaries to a high extent, while for the third category of beneficiaries only very recently the project has started to show its effects<sup>17</sup>. As for the types of benefits, the agreements refer to the

<sup>16</sup> Triangulated by the evaluation from several sources – e.g. interviews, project reports and statements of participants in the Project Closing Conference

<sup>17</sup> According to the data available in the NOSI RMD mid November 2011, only two persons asked for the social benefits deriving from the agreement with Bulgaria.



followings: old age pension, invalidity pension, survivors' pension, unemployment benefit, sickness benefit, maternity benefit and funeral grant.

Project activities were implemented as planned in the Summary Project Outline which though differ to a certain extent from the original idea of the MLFSP RO, in the sense that this partner initially foreseen a greater accent on study visits and on the job training/coaching. The implementing agency (ILO DWT/CO-Budapest) indicated a better/more efficient use of the project resources indicating a shift towards publications which could reduce not only the costs, but also the risk of losing the knowledge gained in the project deriving from staff turnover among the civil servants employed by the beneficiary. This shift was accepted and the activities discussed and agreed among the project stakeholders with the occasion of the preliminary needs assessment visit (planning meeting) there were no other changes in the plan.

The project was implemented based on six activities: a planning meeting, a study visit, two trainings, a series of publications and a project closing conference.

In December 2009 a one-day planning meeting was held in Chisinau with participation of the Ministry of Labour, Family and Social Protection and the National House of Social Insurance of the Republic of Moldova, the Director of the External Relations and International Organizations Directorate, Ministry of Labour, Family and Social Protection of Romania and the project coordinator. The meeting provided a framework for reaching a common understanding on the project activities.

In February 2010, ten delegates from the Ministry of Labour, Family and Social Protection and the National House of Social Insurance of the Republic of Moldova conducted a three-day study visit to Bucharest. The Moldovan delegates visited the Ministry of Labour, Family and Social Protection, the National Pension House, and the Health Insurance National House. They were briefed by the Romanian counterparts on Romania's experience in concluding and implementing bilateral agreements and complying with the EU Regulations on the social security coordination.

A two-day training course on social security agreements was conducted in Chisinau in March 2010. The training course strengthened the capacities of 14 experts in the line ministries and national social insurance fund responsible for social security agreements. The main focus of the training was on practical aspects of planning, negotiation, and implementation of bilateral and multilateral social security agreements.

A follow up training was conducted in October 2010 in Chisinau. The follow up training was attended by almost the same 14 Moldovan experts and was focused on the administrative arrangements, Romanian experience in implementation of social security agreements between Romania and Luxemburg, and the EU regulations on the coordination of social security.

The project allowed for producing the following five publications<sup>18</sup>:

- (i) a bi-lingual guide providing step-by-step guidance for bilateral agreements on social security for CEE countries<sup>19</sup>,
- (ii) a second guide based on the second training, focused more on the practical aspects of the implementation of the social security agreements<sup>20</sup>,

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<sup>18</sup> All publications are available in English and Romanian.

<sup>19</sup> *Coordination of social security : training modules (Coordonarea sistemelor de securitate sociala : module de instruire* – in Romanian language)

<sup>20</sup> *Coordination of social security (II) : supplementary training modules (Coordonarea sistemelor de securitate sociala (II): module suplimentare de instruire* – in Romanian language)

- (iii) a guide explaining the EU regulations on social security coordination (EC Regulations No. 883/2004 and No.987/2009)<sup>21</sup>
- (iv) a guide on international labour standards, also including the steps for negotiating and concluding bilateral social security agreements, highlighting issues and challenges that policy makers may face and aspects of implementation of social security agreements<sup>22</sup>
- (v) The Social Security Code<sup>23</sup>.

The Project Closing Conference was organised at the end of November 2011. It gathered 40 representatives of all project stakeholders (from the Republic of Moldova and Romania) and of the main social partners in Republic of Moldova. It was an occasion for sharing information about project achievements and expressing views concerning the sustainability of the project.

In spite of the delay in the project negotiation phase, the project started smoothly. In particular, it was very effective to conduct the study tour and needed trainings immediately before the Moldovan authorities started negotiations of the social security agreements.

Due to the involvement of the Moldovan experts in activities required by the preparation and negotiations of the agreements it was not possible to schedule other activities requiring their participation for the next seven months after March 2010. Hence, the second training was carried in October 2010. For this reason, the ILO requested a no-cost extension of the project to 31 December 2009, which has been agreed by the donor.

The evaluation collected strong evidence<sup>24</sup> indicating a high degree of appreciation of the project activities on behalf all project stakeholders. During the project implementation an assessment was carried for both training courses. The consolidated data from these two assessments<sup>25</sup> (*Figure 3*) indicate a high degree of satisfaction of the beneficiaries related to the quality of training (100% high appreciation of the trainer, about 89% high appreciation for meeting the need and expectation, as well as for the clarity of the presentation and usefulness of the materials, 96% high appreciation of how well the training was organized, and about 82 % high appreciation of the usefulness of the materials received during the training).

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<sup>21</sup> *Coordination of Social Security Systems in the European Union: An explanatory report on EC Regulation No 883/2004 and its Implementing Regulation No 987/2009 (Coordonarea Sistemelor de Securitate Socială în Uniunea Europeană: Raport explicativ asupra Regulamentului (CE) nr. 883/2004 și al Regulamentului (CE) său de implementare nr. 987/2009 – in Romanian language)*

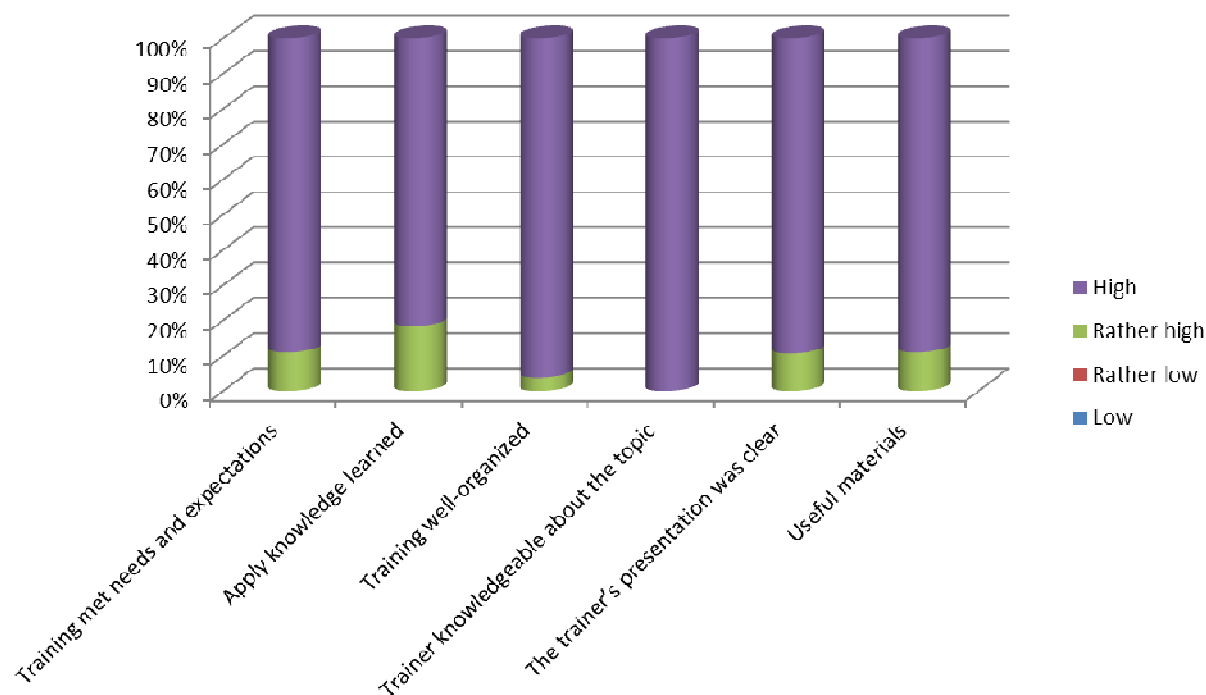
<sup>22</sup> *Coordination Social Security for Migrant Workers: A rights-based approach (Asigurarea drepturilor de securitate sociala pentru lucratorii migrant – in Romanian language)*

<sup>23</sup> This is an update of the first edition in Romanian language printed in 2009; the Russian version was prepared in this project.

<sup>24</sup> Triangulated by the evaluation from several sources – e.g. interviews, project reports and statements of participants in the Project Closing Conference

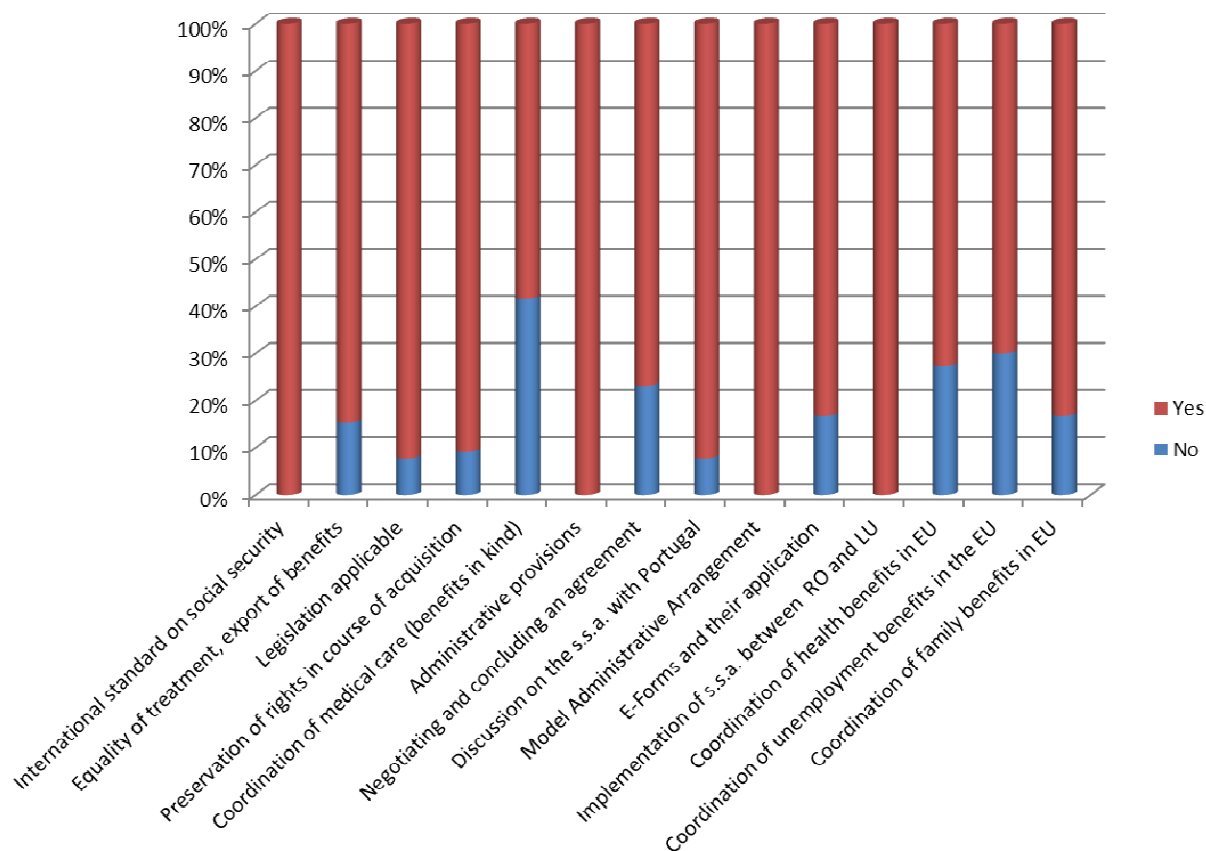
<sup>25</sup> Data for both assessments are available in the Project Progress Report drafted by the project coordinator – Mr. Hirose.

**Figure 3 – Beneficiaries’ opinion about the quality of the training (%) – N=14**



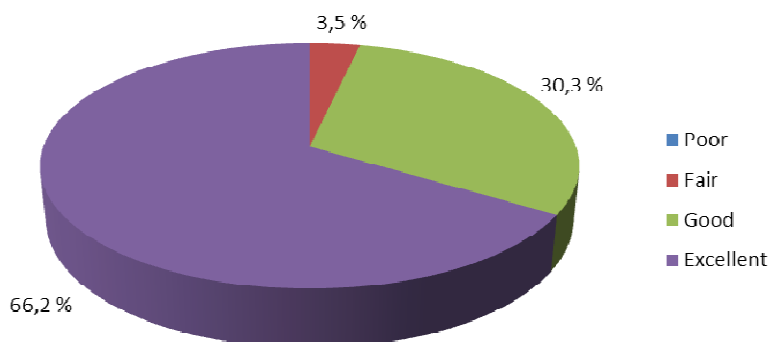
The training assessment collected data about the usefulness of the topics presented (*Figure 4*). The most appreciated was the usefulness of the topics referring to the international standards on social security, the administrative provisions and the implementation of the social security agreement between Romania and Luxemburg. During the interviews carried at the end of the project, beneficiaries mentioned these topics as mostly related to the needs they have in their current practical activity. Aspects related to health and unemployment benefits were considered less useful by the beneficiaries and less connected to their activity since they are not include very often in the agreements.

**Figure 4 – Beneficiaries’ opinion about the usefulness of the topics for their work (%) – N=14**



As presented in the *Figure 5*, about two thirds of the beneficiaries who attended the two training courses appreciated the overall quality of the training as excellent”, while almost one third of the beneficiaries considered the training courses were of a “good” quality.

**Figure 5 – Beneficiaries’ overall assessment of the training (%) – N=14**



#### **4.4. Efficiency of resource use**

The activities were timely delivered in a period when the Moldovan experts were involved quite intense in preparations negotiations of the social security agreements. The project was very much demand driven by the need for Moldovan Government to develop its capacity to conclude social security agreements in the context of a high number of migrant workers among Moldovan citizens.

The combination of theoretical aspects and the practical ones gathered in the training sessions, including the ones provide by the Romanian resource persons with the occasion of the study visit, allowed the beneficiaries to develop their knowledge and skills in an efficient manner.

The beneficiaries were selected among the civil servants with direct responsibilities in the process of preparation, negotiation and implementation of the social security agreements. Thus, the project benefits were maximized and the achievement of the outcomes was speeded-up.

#### **4.5. Effectiveness of management arrangements**

The project was connected to other ILO initiatives. Thus, the Social Security Code (Romanian version) edited in another ILO project funded by the French Government was updated, making the best use of resources by improving and adjusting to the current needs the outputs from another project.

The project is also connected to the EU funded project *Effective Governance of Labour Migration and its Skills Dimension* implemented by ILO in Moldova and Ukraine. Both projects have a specific contribution to building capacity of stakeholders to negotiate and manage rights based labour migration schemes, including bilateral agreements on social protection.

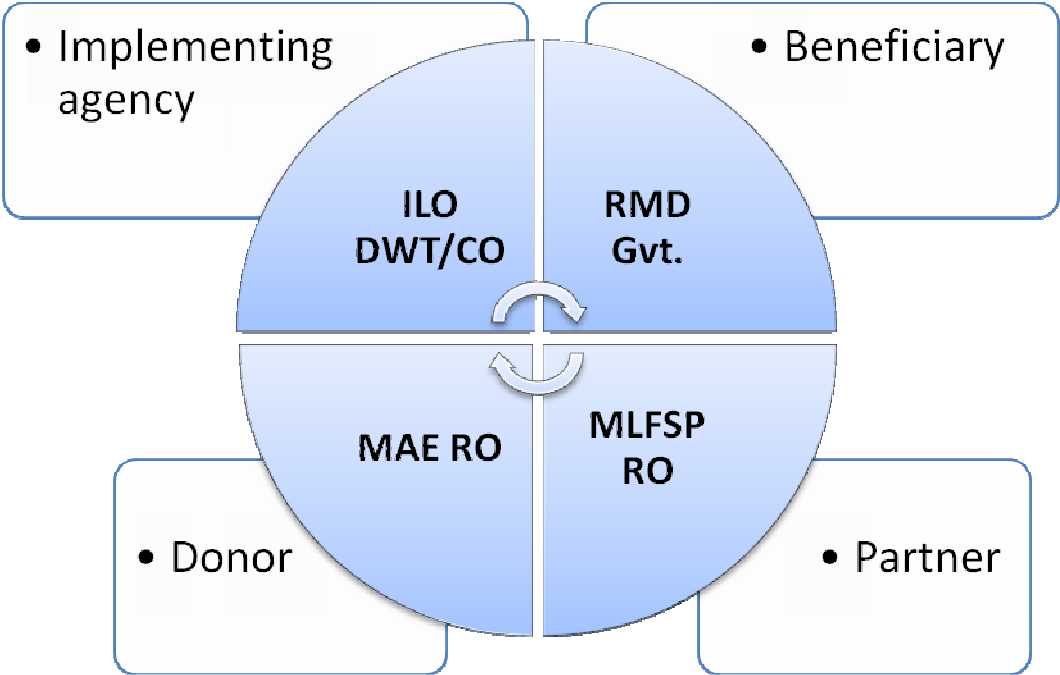
The project has drawn on various tools and guidelines developed by ILO units with expertise and experience in the domain. In particular, in the framework of the social security project for the Stability Pact countries of South Eastern Europe, “Strengthening Social Security in South Eastern Europe”, the ILO DWT/CO-Budapest has developed (i) a model Agreement on social insurance between the Republic of Moldova and other countries, (ii) an administrative arrangement for application of the agreement on social insurance between the Republic of Moldova and other countries (in English, Moldovan and Russian) and (iii) conducted a training on negotiation of bilateral agreements for coordination of social security schemes for the officials in the Ministry of Health and Social Protection and National Office of Social Insurance of Republic of Moldova

The four main stakeholders of the project and their generic role are presented in the *Figure 6*. The project was coordinated by the ILO DWT/CO-Budapest as implementing agency. In that capacity, ILO provided the project management and organisation of the activities, established and maintained close links with project stakeholders, ensured a technical coordination with relevant units in ILO headquarters and prepared project implementation reports. The Government of Republic of Moldova, particularly the relevant institutions already mentioned provided the input for project planning activity, selected the direct beneficiaries and ensured their participation in the project activities. MLFSP RO had an important role in initiating the project, participating in the project planning and providing the resource persons for the project activities. MAE RO funded the project, in fact this was the first project implemented by ILO in which the Romanian Government acted as a donor. All the parties involved had a clear understanding of their roles and responsibilities providing adequate technical and administrative support for implementation.

Although not part of the project activities, the negotiation activities undertaken by the beneficiary partner were important for ensuring the project effectiveness. MLSPF RMD has very limited resources allocated to ensure participation of its experts to the negotiations in the destination countries. In some cases MLSPF RMD had to raise funds from other donors<sup>26</sup> for the respective costs.

A Project Steering Committee, initially planned, was no longer needed given the small scale of the project. The communication among project stakeholders was facilitated by ILO DWT/CO-Budapest, the access to information was timely and transparent.

**Figure 6 – Project stakeholders**



**4.6. Impact orientation and sustainability**

The project has a “cascade effect” in the sense that once the first agreements are concluded this is strengthening the credibility of the beneficiary (MLSPF RMD) and, in some cases, the process of further negotiation is smoother. In their efforts of increasing the future impact of the project, there is a high level of interest on behalf of the authorities in the Republic of Moldova to initiate social security agreements with destination countries where the number of Moldovan workers is high (e.g. Russia, Italy, Spain, Greece, Israel, France). Unfortunately, the counterparts from these countries are not so keen to start negotiating, especially in the context of current financial crisis and severe cuts in the public budgets.

The social partners have two major issues of concern which may, in their vision, reduce the impact of the project: One was expressed by the National Trade Unions Confederation of Moldova and refers to undeclared work, which they consider is a widely spread phenomenon in the country which reduces social security of the workers in the country and represents a factor contributing to the increase of workers migration. The other one was expressed by the representative of the National Confederation of Employers of Republic of Moldova, referring that the labour migration resulted in the decrease in both the number and qualification of

<sup>26</sup> IOM, UNFPA, SIDA

workers in the labour market in Republic of Moldova. Both social partners called for a more determined governmental efforts in reducing all these socio-economic aspects.

The lack of public resources reduced the number of benefits which were introduced in the agreements. For example, the agreements are focused mainly on pensions and less on health benefits, which reduces the impact on the social security of the workers and their families.

Another aspect which has a major influence on the impact of the project refers to the institutional capacity of NOSI RMD. This institution, having a major role in the implementation of the agreements, for the time being has a limited capacity to apply in practice the administrative arrangements of the agreements which reduces the impact of the project.

In terms of *project sustainability*, this is currently ensured by the EU funded project *Effective Governance of Labour Migration and its Skill Dimensions* aiming at supporting Moldova and Ukraine to strengthen their capacity to regulate labour migration and promote sustainable return, with particular focus on enhancing human capital and preventing skills waste. The project started March 2011 and will be implemented in the next two years is contributing to the development and effective implementation of rights-based migration policies and programmes, in line with the ILO labour standards and the principles and guidelines of the ILO Multilateral Framework on Labour Migration.

Traditionally, there is a good collaboration between the Moldovan authorities and the Romanian ones. This is a solid basis for the implementation of the social security agreement, but it also opens future perspectives of funding other initiatives of the Moldovan authorities aiming at consolidating the achievements of this project. The Republic of Moldova remains the priority partner of Romania<sup>27</sup> for its Official Development Assistance (ODA). Although the domain of labour and social security is not among the priorities<sup>28</sup> of Romania's ODA, if there will be a well documented need for such a project, the Romanian authorities are opened to consider such a proposal.

ILO DWT/CO-Budapest in collaboration with Moldovan partners prepared a proposal on further strengthening the social security of the Moldovan workers by carrying a reform of pensions' system. This proposal is currently discussed with the Romanian authorities in order to explore the possibility of being funded by the Romanian Government in the near future.

The trainings carried in the project were not designed as one stop events. The ILO is taking stock on the materials published in the project to be further used in other projects on social security in the region and in the ILO Training Centre in Turin. The Code of Social Security of Moldova (both the updated Romanian version and the one in Russian language will be used in other activities of the Moldovan partners, such as in their work with social partners.

At the level of NOSI RMD some of the experts trained in this project will become resource persons for their colleagues who will need to be trained in aspects related to the implementation of the administrative arrangement of the agreements in Moldova. One of the main issues currently considered by NOSI RMD refers to the dissemination of information about the existence of bilateral agreements and their implications on workers' social security.

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<sup>27</sup> In 2011 Romania allocated 2 million EUR from its ODA to Republic of Moldova. Also, Romania allocated in the next 4 years the amount of 100 million EUR of non-reimbursable assistance to support Moldova's efforts of European integration, as well as it provided 5,000 bursaries to the Moldovan students of all educational levels to study in Romania.

<sup>28</sup> These are the followings: good governance, democracy and rule of law, economic development, education, health, development of infrastructure and environment protection.

## **5. Conclusions and Recommendations**

### **5.1. Conclusions**

The project has a high relevance given its contribution to the achievement of two outcomes of the Decent Work Country Programme for Moldova (2008-2011) focused on increasing effectiveness of social security schemes through technical assistance and capacity building of the tripartite constituents and on improvement of policy and regulatory framework in place and the institutions capacity to effectively manage labour migration and improve the protection of migrant workers.

The project strategy was valid as the project strategy responded to an overall national strategic approach described by the EU/Moldova Action Plan and by the EU/Moldova Mobility Partnership stipulating the need for concluding agreements on social security between Moldova and EU member states of destination for migrant workers from Moldova. This aspect was also an outcome included in the National Development Strategy 2008-2011.

The social partners (employers' organizations and trade unions) although not directly concerned by topic of the project are informed by the government related to the agreements (destination countries with whom agreements were signed or with whom the negotiations are in the process, objectives of the agreements etc.).

The project had a major contribution in developing the capacity of the Moldovan experts in the line ministry and national social insurance institution responsible for social security agreements to better plan, negotiate and implement bilateral and multilateral social security agreements.

The project highly reached the direct beneficiaries (the employees of the MLSPF, NOSI RMD, Ministry of Health and Ministry of Foreign Affairs) and the indirect beneficiaries (National Confederation of Employers of Republic of Moldova and National Confederation of Trade Unions of Moldova). For the ultimate beneficiaries (migrant workers and their families) only very recently the project has started to show its effects. As for the types of benefits, the agreements refer to the followings: old age pension, invalidity pension, survivors' pension, unemployment benefit, sickness benefit, maternity benefit and funeral grant.

The project was implemented based on six activities: a planning meeting, a study visit, two trainings, a series of publications and a project closing conference. The activities were discussed and agreed among the project stakeholders with the occasion of the preliminary needs assessment visit (planning meeting) and there were no changes in implementation.

The activities were timely delivered in a period when the Moldovan experts were involved quite intense in preparations negotiations of the social security agreements. The project was very much demand driven by the need for Moldovan Government to develop its capacity to conclude social security agreements in the context of a high number of migrant workers among Moldovan citizens.

The project has drawn on various tools and guidelines developed by ILO units with experience in this field and was connected with other ILO projects and initiatives in the region.

The project has a "cascade effect" in the sense that once the first agreements are concluded this is strengthening the credibility of the beneficiary (MLSPF RMD) and, in some cases, the process of negotiation is smoother. Though, difficulties are encountered in starting the negotiations with major destination countries.



The project has satisfactory sustainability perspectives for reasons of good collaboration among project partners, as well as for reasons of good insertion of the project outputs in the entities involved in the project implementation (especially ILO, MLSPF RMD and NOSI RMD).

## **5.2. Lessons learned**

1. Projects showing effects predominantly on longer term and very little under the control of the implementing agency or beneficiary partner will need special attention in the design phase, especially on the design of performance indicators.
2. Donors are more interested in the impact of projects on ultimate beneficiaries. Perspectives of getting access to funding will be positive for those proposals able to document this aspect.
3. Actions of negotiation of social security agreements of a country have a better impact if they are combined with efforts for developing the institutional capacity of implementing the agreements as well as with activities of dissemination of information about the agreements among ultimate beneficiaries (migrant workers and their families).
4. Efforts of launching negotiations with workers migration flow major destination countries, although taking longer, will have a higher impact on ensuring social security of workers and on national social security budget on the long run.

## **5.3. Good practices**

1. The mutual willingness and commitment both from beneficiary's side (Moldovan Government) and the partner's side (Romanian Government) to collaborate in this project was a solid foundation for a successful project.
2. Sharing recent experience and a common cultural background strengthens both the credibility of the partner and enhances the ownership of the results on behalf of the beneficiary.

## **5.4. Recommendations**

1. The ILO DWT/CO-Budapest should improve the quality of the project design, especially concerning the design of the project performance indicators for those projects expected to have longer term effects and more difficult to control in the implementation period. Investing some basic efforts in collecting baseline indicators in the design phase would contribute to a better measure of progress at the end of the project.
2. The ILO DWT/CO-Budapest should collect ex-post evidence for those projects not having an immediate impact which would increase its credibility in relation to the donors.
3. NOSI RMD should improve the capacity of its staff, both at the central and at the local levels (i.e. in Chisinau and outside of the capital city) in order to apply the administrative arrangements of the agreements. The Government of Republic of Moldova should support NOSI in this respect by identifying sources of (i) technical assistance for institutional capacity development and of (ii) dissemination of relevant information among ultimate beneficiaries (migrant workers and their families).
4. The Moldovan authorities should intensify their efforts of concluding agreements with major destination countries for Moldovan migrant workers by identifying and focusing more on the mutual benefits shared with the authorities in the destination countries. Better documenting on these mutual benefits might be required.

**TERMS OF REFERENCE FOR  
FINAL EVALUATION OF**

**The project  
Republic of Moldova: Building capacity for coordination  
of social security for migrant workers (MOL/08/02/ROM)**

**1. Background and justification**

The project “Republic of Moldova: Building capacity for coordination of social security for migrant workers” aims to improve the social security benefits for Moldovan migrant workers by enhancing the capacity of the Moldovan government in negotiating, adopting, and implementing the bilateral social security agreements with major destination countries of Moldovan migrant workers. The project contributes to improve the impact of migration on development and on poverty reduction by ensuring the right of social security for the Moldovan migrant workers and their families.

The project contributed to achieve the following two outcomes of the Decent Work Country Programme for Moldova for 2008-2011:

- Improved effectiveness of social security schemes through technical assistance and capacity building of the tripartite constituents (MDA 151).
- Improved policy and regulatory framework in place and the institutions capacity to effectively manage labour migration and prevent labour exploitation of migrant workers (MDA128).

The project is funded by the Ministry of Foreign Affairs of Romania and the total approved budget is EUR 100,000. The project commenced on September 2009 and is due to be completed at the end of December 2011. A progress report has been prepared by the Senior Specialist in Social Security of the ILO DWT/CO Budapest in January 2011, which highlighted the performance and delivery, work plans for the remainder of the current project, and the planning of the next phase of the project.

Against this background and pursuant to Article 13 of Agreement between Romania represented by the Government of Romania in its Ministry of Foreign Affairs and the International Labour Organization represented by the International Labour Office, the final evaluation is requested to address the key issues of concerns of the current project in accordance with the ILO policy in the field of technical cooperation<sup>29</sup>.

**2. Purpose**

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<sup>29</sup> GB 294/PFA/8/4 and IGDS No. 75, Version 1.

The purpose of the final evaluation is to ensure accountability to the Donor, strengthen organizational knowledge base, improve future programming and decision-making.

The evaluation will:

- a) Determine if the projects have achieved the stated immediate objectives and to which extent, explain which difficulties were encountered and identify lessons learned;
- b) Document lessons learned and good practices;
- c) Develop recommendations for follow up.

### **3. Scope and evaluation criteria**

The evaluation will be carried out as a final evaluation at the occasion of termination of the above mentioned project.

The evaluation will examine project performance against the following key evaluation criteria (**Annex I** contains the key evaluation questions)<sup>30</sup>.

- Relevance of the project and strategic fit;
- Validity of the project design (including strategy, objectives and assumptions);
- Implementation status, project progress and effectiveness;
- Efficiency of resource use;
- Effectiveness of management arrangements;
- Impact orientation and sustainability.

### **4. Methodology**

The Evaluator will make use of the sources of information exhibited below.

#### Document review:

The Evaluator will review the documents which are listed in **Annex II**.

#### Individual interviews:

Individual interviews will be conducted with the following:

- a. ILO Staff :  
The Senior Specialist in Social Security of the ILO DWT/CO Budapest  
The National Coordinator, Moldova

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<sup>30</sup> The evaluator will be guided in his/her work by the best professional standards in conformity with the UN Evaluation Norms and Standards and OECD/DAC Evaluation Quality Standards. (See <http://www.ilo.org/eval/policy>)

- b. Representatives from the Ministry of Labour, Family and Social Protection and the National House of Social Insurance of the Republic of Moldova
- c. Representatives of the social partners' organizations of the Republic of Moldova
- d. Project implementing partners in Romania:  
Ministry of Labour, Family and Equal Opportunities  
National House of Pensions and other Social Insurance Rights (CNPAS)

## 5. **Final evaluation report**

The Evaluator is responsible for the preparation of a final evaluation report (in English). The draft should be submitted to the Evaluation Officer of the DWT/CO Moscow and the Programme Officer of the DWT/CO Budapest, with a copy to the Senior Specialist in Social Security of the DWT/CO Budapest.

The final evaluation report will follow the format below and be no more than 20 single spaced pages in length, excluding the annexes:

The **cover page** of the evaluation report should generally include:

- Project title
- Project number
- Financing agency
- Executing Agency
- Implementing Agencies
- Type of evaluation (interim, terminal, ex-post)
- Geographical coverage
- Composition of the evaluation team

### Preparation date

The **chapter headings** of the evaluation report should comprise:

1. Title page
2. Table of Contents
3. Executive Summary
4. Acronyms
5. Background and Project Description
6. Purpose of Evaluation
7. Evaluation Methodology used
8. Presentation of findings answering the evaluation questions
9. Findings, Conclusions, and Recommendations

This section's content should be organized around the Evaluation criteria and questions, and include the findings, conclusions and recommendations for each of the subject areas to be evaluated.

The report should include the following annexes:

- Detailed list with documents
- List of Workshops, Meetings and Interviews, including meeting agendas
- Any other relevant documents

## **6. Management arrangements**

An Evaluator having had no links or involvement in the management or backstopping of the project will be selected for conducting the final evaluation according to these Terms of Reference and for preparing the evaluation report.

The ILO, through its competent office, is responsible for the arrangement of the meetings within the different stages and field visits, as well as the provision of the necessary documentation. The Senior Specialist in Social Security of the DWT/CO Budapest and National Coordinator in Moldova would assist and provide necessary inputs to the evaluation team as resource persons.

During the evaluation, the Evaluator will report to the Evaluation Officer of the DWT/CO Moscow and the Programme Officer of the DWT/CO Budapest.

## **7. Timeframe and programme (tentative)**

The suggested timing of the mission is November 2011 (to be confirmed).

A tentative work programme is as follows:

- The Evaluator will be briefed at ILO DWT/CO Budapest.
- The Evaluator will conduct interviews of the implementing partners in Romania.
- The Evaluator will conduct a mission to Chisinau to interview selected beneficiaries and representatives of beneficiary groups in Moldova. At the conclusion of the mission, the Evaluator will brief the ILO National Coordinator in Chisinau on its main findings.
- The Evaluator will prepare a draft evaluation report within two weeks of the conclusion of the field mission. The Evaluator will submit the draft report to the Evaluation Officer of the DWT/CO Moscow and the Programme Officer of the DWT/CO Budapest who will circulate it within the ILO for comments which is expected within two weeks of receipt of the draft.
- The Evaluator will finalize the evaluation report by taking into account the comments received within a week of the receipt of the comments, and submit the final evaluation report to the Evaluation Officer of the DWT/CO Moscow and the Programme Officer of the DWT/CO Budapest, with a copy to the Senior Specialist in Social Security of the DWT/CO Budapest.

## Annex I:

### Key evaluation questions

- Relevance of the project and strategic fit:
  - ✓ To what extent does the project fit into the national development context and priorities?
- Validity of the project (incl. strategy, objectives and assumptions)
  - ✓ *Were the project strategy, objectives and assumptions appropriate for achieving planned results?*
  - ✓ *Were the activities appropriately adapted to the needs of the country?*
  - ✓ *Did the government, / employers / unions understand the project's objectives and approach? How have they supported these objectives over the life of the project?*
- Implementation status, project progress and effectiveness:
  - ✓ *What have been the major results/accomplishments of the projects?*
  - ✓ *To what extent have the projects achieved their immediate objectives and reached their beneficiaries and target groups?*
  - ✓ *Was there adequate stakeholder commitment for implementation?*
  - ✓ *To what extent have planned project activities/outputs been implemented, in relation to the original project idea and to subsequent work/action plans?*
  - ✓ *Have the quantity and quality of the outputs produced so far been satisfactory? What obstacles were encountered in project implementation?*
  - ✓ *Have the project been appropriately responsive to the needs of the national constituents?*
  - ✓ *Have the project approaches demonstrated success?*
  - ✓ *Formulate recommendations for the perspective to continue the project.*
- Efficiency of resource use
  - ✓ *Have resources (funds, human resources, time, expertise etc) been allocated strategically to achieve outcomes?*
  - ✓ *Have project funds and activities been delivered in a timely manner?*
  - ✓ *Have resources been used efficiently? Have activities supporting the strategy been cost effective?*
- Effectiveness of management arrangements

- ✓ *Have the project received adequate political, technical and administrative support from their national partners?*
- ✓ *Have the project received adequate administrative, technical and- if needed- political support from the ILO office in the field, technical specialists in the field and the responsible technical unit at headquarters?*
- ✓ *Have the project made strategic use of coordination and collaboration with other ILO projects? Was there cross sectoral collaboration with other ILO units/sectors in order to achieve project results, following the approach of the ILO Declaration of Social Justice? Please assess and describe its nature and extent.*
- ✓ *Has project governance been facilitating good results and efficient delivery? Is/was there a clear understanding of roles and responsibilities by all parties involved?*
- **Impact orientation and sustainability**
  - ✓ *Are national partners willing and committed to continue with the project? How effectively has the project built national ownership?*
  - ✓ *What project components or results appear likely to be sustained after the project and how? Are results anchored in national institutions and can the partners maintain them financially at the end of the project?*
  - ✓ *Has the project successfully built or strengthened an enabling environment (laws, policies, people's attitude)?*
  - ✓ *Should there be a continuation of the project in order to consolidate its achievements?*

### LIST OF DOCUMENTS

1. Agreement between the Government of Romania and ILO to cooperate in the implementation of the project “Republic of Moldova: Building capacity for coordination of social security for migrant workers MOL/08/02/ROM”, 31/08/2009
2. Concept Note for the Final Meeting on the project “Republic of Moldova: Building capacity for coordination of social security for migrant workers MOL/08/02/ROM
3. Decent Work Country Program (DWCP) for Moldova 2008-2011 (Moldovan version)
4. DCWP Results Matrix Moldova (2010)
5. ILO DWT/CO Budapest - *Project Mid-term Progress Report: September 2009 – October 2011*
6. ILO DWT/CO Budapest - *Project Final Report: September 2009 – December 2011*
7. ILO DWT/CO Budapest – *Mission Report Chisinau 21-23 November 2011* - Kenichi Hirose, Senior Social Security Specialist
8. ILO - *Technical Cooperation Summary Project Outline for the project “Republic of Moldova: Building capacity for coordination of social security for migrant workers MOL/08/02/ROM”*
9. ILO DWT/CO Budapest – *Terms of Reference for Final Evaluation of the project “Republic of Moldova: Building capacity for coordination of social security for migrant workers MOL/08/02/ROM”*
10. ILO Evaluation Unit - *Checklist No. 4 - Formatting Evaluation Reports*, February 2011
11. OECD DAC Network on Development Evaluation – *Evaluating Development Co-operation Summary of Key Norms and Standards (Second Edition)*, June 2010



**FINAL EVALUATION OF THE PROJECT**  
**“REPUBLIC OF MOLDOVA: BUILDING CAPACITY FOR COORDINATION OF**  
**SOCIAL SECURITY FOR MIGRANT WORKERS” MOL/08/02/ROM**  
**MISSION AGENDA**

*ILO DWT/CO Budapest, October 11, 2011*

09.00 - 09.15	Introductory meeting with Mr. Kenichi Hirose, Senior Specialist in Social Security
09.15 – 11.15	Kick-off meeting with the project coordinator (Mr. Kenichi Hirose)
11.15 – 12.30	Interview with the programme officer (Ms. Maria Borsos)
12.30 – 13.30	Lunch
13.30 – 15.30	Desk work
15.30 – 16.00	Planning future steps of the evaluation – closing meeting with the project coordinator (Mr. Kenichi Hirose)

**List of project stakeholders interviewed**

**ILO SRO Office, Budapest, 11 October 2011**

**Mr. Kenichi Hirose** - Senior Specialist in Social Security of the ILO DWT/CO Budapest / Project coordinator

**Ms. Maria Borsos** - Regional Programme Officer ILO DWT/CO Budapest

**Bucharest, October / December 2011**

**Ms. Camelia Chirascu** – Diplomatic counsellor, Ministry of Foreign Affairs of Romania

**Mr. Nicolae Comanescu** – Adviser, Ministry of Foreign Affairs of Romania

**Ms. Roxana Caprosu** – Diplomat, Ministry of Foreign Affairs of Romania

**Ms. Adriana Stoinea** – Head of the External Relations Department in the Ministry of Labour, Family and Social Protection of Romania

**Ms. Eugenia Ciobota** – Counsellor, External Relations Department in the Ministry of Labour, Family and Social Protection of Romania

**Ms. Magda Filip** – Former Head of the External Relations Department in the Ministry of Labour, Family and Social Protection of Romania

**Chisinau, 22-24 November 2011**

**Ms. Laura Grecu** – Head of the Social Insurance Policies Department, Ministry of Labour, Social Protection and Family of Republic of Moldova

**Ms. Maria Borta** – President of the National Office of Social Insurance of Republic of Moldova

**Ms. Tatiana Popescu** – Head of the District Ciocana Department of the National Office of Social Insurance of Republic of Moldova

**Ms. Carina Turcin** – Head of Directorate of International Relations, Bilateral Agreements and Communications, National Office of Social Insurance of Republic of Moldova

**Ms. Ala Lipciu** – National Coordinator ILO office in Republic of Moldova

**Mr. Victor Gilca** – Head of Pensions Department in the Ministry of Labour, Social Protection and Family of Republic of Moldova

**Mr. Andrei Paladi** – Counsellor in the Policy and Strategic Planning Department, State Chancellery of the Republic of Moldova