



ILO EVALUATION

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.

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List of abbreviations

ALMMs	Active labour market measures
CNPM	National Employers' Confederation of Moldova
CNSM	National Trade Unions' Confederation of Moldova
CPO	Country Programme Outcome
DWCP	Decent Work Country Programme
DWT/CO	Decent Work Team/Country Office
EC	European Commission
EO	Employers' organization
EU	European Union
HRD	Human Resources Development
ILO	International Labour Organization
LEP	Local Employment Partnership
MHLSP	Ministry of Health, Labour and Social Protection
NC	ILO National Coordinator
NEA	National Employment Agency
NEETs	Inactive young people not in employment, education nor training
PES	Public Employment Service
RBSA	Regular Budget Supplementary Account
SDGs	Sustainable Development Goals
SEC	Social and Economic Council
SSC	Sectoral Skills Committee
TCCCB	Teritorial Commission for Consultation and Colective Bargaining
ToR	Terms of reference
TU	Trade union
UNDAF	UN Joint Programming Framework

Executive summary

Project Description

The overall objective of the project under evaluation was to strive towards improving the inclusiveness of the labour markets in Moldova, to foster dialogue and cooperation around job creation and formalization, including at the local level and create more employment opportunities for young people and women, , to address the skills mismatches and strengthening labour market institutions, in line with the strategic priorities of the NES, the ILO Decent Work Country Programme for Moldova (DWCP) 2016-2020 and the UN Joint Programming Framework (UNDAF) 2018-2022. The project is funded from the ILO's Regular Budget Supplementary Account (RBSA) and its duration is 30 months.

The project has two major milestones:

Milestone 1: By June 2018, the new law on employment promotion is sent to the government for approval and the tripartite partners have begun to design concrete interventions that support the implementation of the national employment policy, including at the local level.

Milestone 2: By December 2018, the Government has followed up on at least 60 % of the list of short-term recommendations of the PES functional audit.

The project officially started on 25 October 2017¹, was initially planned for a two year duration and is currently in implementation until 30 April 2020 due to the approval a six month no-cost extension.

Project theory of change is not explicitly articulated, but the logic is that if the ILO supports the constituents in designing legal frameworks, sectoral strategies and local employment partnerships in line with employment policy objectives, and if ILO supports transformation of labour market institutions to effectively perform their tasks; and if ILO improves the knowledge of the social partners in youth employment, this will lead to a better functional labour market and enhanced employment opportunities for young women and men and migrants, in particular.

The project directly contributes to DWCP Outcome 1.2 “Improved human resources and employment policies”. It also expands on the DWCP immediate targets and strives to enhance capacities to define and implement a more comprehensive employment framework at national and local level in line with the UN Joint Programming Framework (UNDAF 2018-2022), as well as Moldova's commitment to the Sustainable Development Goals, with particular emphasis on SDG 8 and its Targets 8.2; 8.3; 8.5; 8.6; and 8.8.

The project consolidates national capacities and knowledge with respect to international labour standards, specifically in reference to the Employment Policy Convention, 1964 (No. 122), and Employment Service Convention, 1948 (No. 88) – which have already been ratified by Moldova, - and include advocacy for the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204).

The project pays particular attention to aspects related to gender equality and non-discrimination, by adopting gender-responsive local labour market diagnostic tools and

¹ The date of approval by ILO PROGRAM.

pursuing advocacy for non-traditional occupations and skills. The intervention strategy and planned outputs specifically target disadvantaged groups and aim at meeting their needs.

The project is managed and technically backstopped by the ILO DWT and Country Office for Central and Eastern Europe, based in Budapest, which provides the necessary administrative support and technical and project-backup services. A Local project office is set up in Chisinau to manage and coordinate the activities with one National Project Coordinator and two administrative support staff (one in Budapest and one in Chisinau). The project team reports directly to the Senior Specialist on Employment based in DWT/CO Budapest.

Purpose and scope of evaluation

The overall purpose of this evaluation was to promote accountability and strengthen learning among the ILO and key stakeholders.

The specific objectives of the evaluation are:

- Assess the extent to which the project has achieved its stated objectives and expected results, while identifying the supporting factors and constraints that have led to them;
- Identify unexpected positive and negative results of the project;
- Assess the extent to which the project outcomes will be sustainable;
- Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and national development frameworks (i.e. SDGs, UNDAF, Moldova 2020);
- Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;
- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.

The evaluation focused on the whole implementation period of the project, assessing all the results and key outputs that have been produced so far.

Methodology

The evaluation framework followed the conceptual framework most often used in the ILO which is one that is consistent with results-based management. The framework features the following criteria proposed by OECD: relevance, efficiency, effectiveness, sustainability and impact.

The methodological approach used for this evaluation relied on a comprehensive review of relevant documentation and analysis of already available data, as well as on primary data collection and analysis from various sources (project staff, ILO NC, project partners). The methodological approach followed closely the ToR.

Main findings and conclusions

Relevance

The project is highly relevant given its contribution to the national process of employment policy review. Newly enacted employment promotion law and by-laws envisage a

comprehensive portfolio of active labour market measures suitable to address the diverse difficulties unemployed persons may encounter on the labour market in Moldova.

The project directly contributes to the DWCP 2016-2020, Outcome 1.2. Improved human resources and employment policies. It also expands on the DWCP immediate targets and strives to enhance capacities to define and implement a more comprehensive employment framework at national and local level in line with the new UN Joint Programming Framework (UNDAF 2018-2022). Also, the project is aligned with the Sustainable Development Goals (SDGs), with particular emphasis on SDG 8 and its Targets 8.2; 8.3; 8.5; 8.6; and 8.8. The project was designed in such a manner that it enables reporting under specific SDGs targets and indicators.

The needs addressed by the project resulted mostly from a functional review of the National Employment Agency (NEA) carried out with the ILO support in 2017. This document is pointing to 1/ the need to diversify and improve the offer of active labour market policies for young people, particularly with a view to increasing the labour market attachment of young women; 2/ the significance of integrating sectoral concerns into the implementation of the National Employment Strategy 2017-2021, particularly in order to address the skills mismatches; and 3/ the importance of strengthening labour market institutions, including at the local level, to foster dialogue and cooperation around job creation.

The project pays particular attention to aspects related to gender equality and non-discrimination, by adopting gender-responsive local labour market diagnostic tools and pursuing advocacy for non-traditional occupations and skills.

Effectiveness

According to the evidence available four months prior to the project end, the majority of the project outcomes are ongoing and two outcomes are achieved. The outcomes and outputs of the project were stable, however there were certain changes which were introduced in the implementation of the related activities relying on a soft assistance provided by ILO Specialists to the MHLSP and the NEA to accelerate stabilization after the organizational restructuring and improve institutional capacity to deliver on employment policy objectives. In terms of gender and disability equity, the project monitoring includes gender disaggregated reporting, which indicates a high concern for equitable activities for women and men, incl. people with disability.

The social partners have two major issues of concern which may, in their vision, reduce the success of the project. One was expressed by a representative of the CNSM and refers to predominance of employment in the informal sector, which they consider is still a widely spread phenomenon in the country which reduces the interest of young workers for the national labour market and represents a factor contributing to an increase of their migration. The other one, expressed by the representative of the CNPM, refers to the shortages on the labour market in Republic of Moldova, which is more a result of the labour migration and of the decreasing qualification of the workers remaining on the labour market in Moldova.

Efficiency

Over the lifetime of the project ILO has demonstrated to be an efficient and constructive partner of its constituents (the Government of Moldova and the national and local level social

partners) and its role has been recognised very positively. ILO has used a highly participatory approach and involved all relevant partners in the country to participate in the project design, implementation and continuation. ILO's commitment to quality was highly appreciated by stakeholders.

The technical monitoring includes field work on behalf of the project team and no progress reports in a consolidated form. However, in addition to the field monitoring, the project team is constantly supporting the development project partners' capacity to accurately report on the activities they are implementing, which sometimes proves to be challenging. It appears that in the end, all these efforts are rewarding in terms of increasing partners' ownership on the projects' outputs and outcomes.

Impact

As a result of the project, the capacity of employers' and workers' organizations to deal with youth employment will be consolidated. Social partners will improve their capacity to initiate and expand action to promote youth employment. Also, social partners will be more aware of the good practices and experience in other countries concerning youth employment policy.

Due to the achievements of the project it can be estimated that the existing social dialogue in the country will be strengthened through fostering local partnerships and cooperation between employment offices and municipal authorities, the social partners, social services, private employment services, and civil society organizations to enhance national and local labour markets. Overall, the project contributed to strengthening of the enabling environment at country level, in terms of the development of employment policies, technical capacities of national and regional stakeholders, local knowledge through the national and international consultants contracted, and of the mind-set and motivation of stakeholders.

Sustainability

The sustainability of project at the policy and legislation level was appreciated by most stakeholders who informed this evaluation as being high. The political instability and frequent changes of Government in crisis conditions negatively reflect on sustainability since it is extremely hard to plan for political risks and to limit their impacts on any reform. In addition, there is a significant gap between the formal existence of laws and policies promoting employment and active labour market measures, and the realities in practice on the ground, on the other.

From the financial perspective, the sustainability of the project achievements appears to be moderate. Overall, MHLSP tends to give priority to the social protection measures which remain much higher on the national political agenda compared with the ALMP.

Recommendations

Recommendation 1: An explicit support of a "coalition for change", including key policy makers, advocates, academics and others, as agents of change might be important in contributing to a shared understanding of the employment reform and a stronger commitment to ensure that reform measures are continued regardless of who is in political power. Consultations within the frame of such coalition should include not only central government

actors but also stakeholders active at the local grassroots level. In addition, more focus on developing social dialogue at the local level might be necessary.

Responsible Units	Priority	Time Implication	Resource Implication
Social partners at both central and local levels, ILO NC, DWT/CO-Budapest	High	Ongoing	Low

Recommendation 2: Coherent policies and special programs with the active involvement of local public administration and a public-private partnership are required in order to increase the supply of jobs, especially the quality ones – with good working conditions and qualifications matching the needs of the modern society.

Responsible Units	Priority	Time Implication	Resource Implication
Central and local administration	High	Ongoing	Medium

Recommendation 3: There is a strong need for the Government to find a better balance between the national and donors' agenda in the continuation of the employment reform process. There has to be a higher level of integration with the economic strategy of the country and more sequencing of the reform. At the same time, the Government has to be encouraged in making progress in increasing its capacity for sound policy analysis and for rigorous data collection and analysis in order to ensure real time and evidence based monitoring of the progress.

Responsible Units	Priority	Time Implication	Resource Implication
Government of Republic of Moldova	High	Ongoing	Low

Recommendation 4: In order to ensure the consolidation of employment reform the Government and the ILO may consider joint activities aimed to strengthen the capacity of social partners in the design, monitoring and evaluation of employment policy and programmes. Also, policy coherence and coordination across ministries (MHLSP, Ministry of Economy, Ministry of Education and Ministry of Finance) needs to be improved in order to increase more effective and stable results of the employment reform.

Responsible Units	Priority	Time Implication	Resource Implication
Government of Republic of Moldova, DWT/CO-Budapest, ILO NC	High	Ongoing	Medium

Recommendation 5: ILO may consider the exit strategies in the earlier stages of the projects in order to increase the national ownership and sustainability of the respective interventions. This may involve a stronger message to the beneficiaries to increase their commitment to move from beneficiaries of international funding to beneficiaries of transfer of competences allowing them to perform functions independently of the international assistance.

Responsible Units	Priority	Time Implication	Resource Implication
DWT/CO-Budapest, ILO NC, ILO project staff	High	Ongoing	Low

Recommendation 6: For future projects, the ILO should better prioritize and increase consistency between project planning, monitoring and reporting. This should include output and outcome progress indicators in the project design phase and periodic (e.g. bi-annual) technical progress reports against these indicators in the project implementation phase.

Responsible Units	Priority	Time Implication	Resource Implication
DWT/CO-Budapest, ILO project staff	Medium	Ongoing	Low

Lessons learned²

L.I.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.

L.I.2: Systemic interventions need time in order to consolidate progress. These type of interventions need to build an enabling environment (including a shift in policy vision, legislative and institutional changes, policy coordination, adapted budget) for the reform to take place, to strengthen the balance between supply and demand of services, to encourage a shift in social norms and to promote quality of services.

L.I.3: A project that is devoting an important amount of resources to designing strategies, plans and institutional tools need to be implemented in a flexible manner (i.e. adapting the project to new request of the Government and social partners) and to explore the existence of a strong local ownership in order to ensure embedding of these instruments in the future practice of the beneficiaries. This may include sharing information about the new approaches beyond the narrow group of specialists and professionals.

Good practices³

G.p.1: The mutual willingness and commitment both from beneficiary's side (Moldovan partners) and the project implementation entity's side (ILO) to collaborate in this project was a solid foundation for a successful project.

G.p.2: Complementarity between ILO project and national projects/programmes increases the value added of the project both in terms of volume and scope of its' effects.

G.p.3: The project high level of quality and transparency built a high level of credibility and mobilized many resources around its wide scope.

² Each lesson learned is presented in detail in the Annex 7.

³ Each good practice is presented in detail in the Annex 8.

1. Introduction

The present document is the Evaluation Report for the assignment called *Improved human resources development and employment policies, with particular attention to youth, women, and migrants*, under Contract No. 40283999/0/16.10.2019, between the ILO Office Budapest and Pluriconsult Ltd. The evaluation was implemented in November and December 2019. The evaluation was commissioned by the ILO Budapest and conducted in the framework of the regional Regular Budget Supplementary Account (RBSA) Monitoring and Evaluation (M&E) plan for 2018-2019. This is in accordance with ILO Procedures stipulating that RBSA-funded outcomes are subject to evaluation in order to examine the results achieved with RBSA resources and their contribution to broader ILO programming and country cooperation frameworks, including DWCPs .

2. Project description

The overall objective of the project under evaluation was to strive towards improving the inclusiveness of the labour markets in Moldova and create more opportunities for young people and women, in line with the strategic priorities of the NES, the ILO Decent Work Country Programme for Moldova (DWCP) 2016-2020 and the UN Joint Programming Framework (UNDAF) 2018-2022.

The project has two major milestones:

Milestone 1: By June 2018, the new law on employment promotion is sent to the government for approval and the tripartite partners have begun to design concrete interventions that support the implementation of the national employment policy, including at the local level.

Milestone 2: By December 2018, the Government has followed up on at least 60 % of the list of short-term recommendations of the PES functional audit.

The project officially started on 25 October 2017⁴, was initially planned for a two year duration and is currently in implementation until 30 April 2020 due to the approval a six month no-cost extension.

Project theory of change is not explicitly articulated, but the logic is that if the ILO supports the constituents in designing legal frameworks, sectoral strategies and local employment partnerships in line with employment policy objectives, and if ILO supports transformation of labour market institutions to effectively perform their tasks; and if ILO improves the knowledge of the social partners in youth employment, this will lead to a better functional labour market and enhanced employment opportunities for young women and men and migrants, in particular.

The project directly contributes to DWCP Outcome 1.2 “Improved human resources and employment policies”. It also expands on the DWCP immediate targets and strives to enhance capacities to define and implement a more comprehensive employment framework

⁴ The date of approval by ILO PROGRAM.

at national and local level in line with the UN Joint Programming Framework (UNDAF 2018-2022), as well as Moldova's commitment to the Sustainable Development Goals, with particular emphasis on SDG 8 and its Targets 8.2; 8.3; 8.5; 8.6; and 8.8.

The project consolidates national capacities and knowledge with respect to international labour standards, specifically in reference to the Employment Policy Convention, 1964 (No. 122), and Employment Service Convention, 1948 (No. 88) – which have already been ratified by Moldova, - and include advocacy for the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204).

The project pays particular attention to aspects related to gender equality and non-discrimination, by adopting gender-responsive local labour market diagnostic tools and pursuing advocacy for non-traditional occupations and skills. The intervention strategy and planned outputs specifically target disadvantaged groups, incl. people with disability and aim at meeting their needs.

The project is managed and technically backstopped by the ILO DWT and Country Office for Central and Eastern Europe, based in Budapest, which provides the necessary administrative support and technical and project-backup services. A Local project office is set up in Chisinau to manage and coordinate the activities with one National Project Coordinator and two administrative support staff (one in Budapest and one in Chisinau). The project team reports directly to the Senior Specialist on Employment based in DWT/CO Budapest.

3. Purpose, scope and clients of the evaluation

The overall purpose of this evaluation was to promote accountability and strengthen learning among the ILO and key stakeholders.

The specific objectives of the evaluation are:

- Assess the extent to which the project has achieved its stated objectives and expected results, while identifying the supporting factors and constraints that have led to them;
- Identify unexpected positive and negative results of the project;
- Assess the extent to which the project outcomes will be sustainable;
- Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and national development frameworks (i.e. SDGs, UNDAF, Moldova 2020);
- Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;
- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.

The evaluation is part of the Monitoring and Evaluation Plan 2018-2019 of the ILO Regional Office for Europe and Central Asia.

The main clients of the evaluation are the specialists and management of the ILO DWT/CO Budapest, ILO Regional Office for EUROPE, technical departments at the ILO Headquarters, donors and tripartite constituents in Republic of Moldova.

The evaluation focused on the whole implementation period of the project, assessing all the results and key outputs that have been produced so far.

4. Methodology and limitations

4.1. Evaluation framework, criteria and questions

The evaluation framework followed the conceptual framework most often used in the ILO which is one that is consistent with results-based management. The framework features the following criteria proposed by OECD: relevance, efficiency, effectiveness, sustainability and impact.

The evaluation integrated gender equality and non-discrimination, social dialogue and international labour standards as crosscutting concerns throughout its deliverables and process, in line with EVAL Guidance Note n° 4⁵ for gender issues and Guidance Note n° 7⁶ to ensure stakeholder participation. It examined the project relevance and contribution to SDGs and relevant targets as prioritized by the national sustainable development strategy (or equivalent) and DWCP.

The evaluation addressed the following questions per evaluation criteria:

Relevance and validity of design

- Was the project relevant to the related government`s strategy, policies and plans, the DWCP of Moldova, UNDAF and SDGs? Were the indicators designed in a manner that they enabled reporting on progress under specific SGD targets and indicators?
- Was the project relevant to the needs of the beneficiaries?
- How well has the project complemented and fit with other organizations' programmes and projects in the country?
- To what extent did the project design identify and integrate specific targets and indicators to capture: i/ gender equality and non-discrimination concerns? and ii/ concerns regarding people with disabilities?
- Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets?

Effectiveness

- To what extent has the project achieved their objectives in terms of stated targets?
- Has this been done through the planned outputs or new ones have been included, why and how effective have been?
- To what extent the project contribute (or not) to the identified SDGs and related targets?
- To what extent have the intervention results been monitored and reported in terms of their contribution to specific SDGs and targets (explicitly or implicitly)?
- Which have been the main contributing and challenging factors towards project's success in attaining its targets?
- What, if any, unintended results of the project have been identified or perceived?
- Have women and men benefited equitably from the project activities?

Efficiency and management arrangements

⁵ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165986.pdf

⁶ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165982.pdf

- How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?
- To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why yes and why not?
- Have been the available technical and financial resources adequate to fulfil the project plans? If not, what other kind of resources may have been required?
- How the management and governance arrangement of the project contributed to the project implementation?
- Has the project created good relationship and cooperation with relevant national and local level government authorities and other relevant stakeholders, including the implementation partners, to achieve the project results?
- Has the project received adequate technical and administrative support from the ILO DWT/CO-Budapest, ILO HQ and partners?

Impact

- What is the project estimated impact on target groups, systems, institutions?

Sustainability

- What is the likelihood of sustainability of outcomes? Are the results and benefits likely to continue after the end of the project? What could be done to improve sustainability?
- Are the national partners able to continue the project agenda and results after the end of the project (capacity of people and institutions, laws, policies)?
- To which extent the results of the intervention are likely to have a long term, sustainable positive contribution to the SDGs and relevant targets (explicitly or implicitly)?

4.2. Evaluation methodological approach

The methodological approach used for this evaluation relied on a comprehensive review of relevant documentation and analysis of already available data, as well as on primary data collection and analysis from various sources. The methodological approach followed closely the ToR (Annex 1).

The evaluation took place over a period of

Desk review: The evaluator reviewed project background materials before conducting any interviews or field data collection to the country, including:

- Project related documents
- ILO Decent Work Country Programme in Moldova
- Work plan (with Timeframe and Action plan)
- DWCP Minutes and Annual Report
- Reports on specific activities (summary notes, minutes of meetings)
- Publications and promotion materials.

Planning Briefing: The evaluator had an initial consultation with the ILO project team in Chisinau. The objective of the consultation was to reach a common understanding regarding the status of the project, the evaluation questions, available data sources and logistical arrangements for the field data collection.

Primary data collection: Following the initial briefing, the desk review and the Inception Report, the evaluator undertook a mission to Moldova (the Mission Agenda is attached in the Annex 2) and met with constituents/stakeholders. As part of the mission agenda *11 individual interviews and 6 group interviews* (the Interview Guide is attached in the Annex 3) were conducted with the followings:

- Project Staff (Project Team in Chisinau)
- ILO National Coordinator
- National counterparts (government, public institutions, social partners);
- Implementing partners;
- Other donor agencies working in the relevant fields (UNDP).

The field visit also included a *site visit to Cahul* to meet project partners involved in the implementation of several project activities.

Upon completion of the mission, the evaluator provided a **debriefing** to the project team and the ILO NC on the preliminary evaluation findings.

4.3. Limitations

The evaluation had two main limitations. From the methodological perspective, this was not an impact evaluation, so the impact of the project could not be measured accurately, but it was only estimated based on reasonable evidence available. In terms of the timing, this is a final evaluation, however the last four months till the actual end of the project are important in terms of reporting the achievements of the project. In very practical terms, the data collected for the evaluation did not cover the whole period of project implementation.

4.4. Observance of norms, standards and ethics

Ethical considerations were taken into account in the evaluation process. As requested by the UNEG Norms and Standards⁷, the evaluator was sensitive to beliefs, manners and customs, acted with integrity and honesty in the relationships with all stakeholders, ensured that contacts with individuals were characterized by respect and protected the anonymity and confidentiality of individual information.

It was equally important to ensure the integrity of the evaluation process. For that reason, it was ensured that the evaluator was not involved in any of the stages of project's design or implementation which guaranteed the impartiality across the evaluation data collection, analysis and reporting.

⁷ UNEG and OECD/DAC Evaluation Quality Standards. See UNEG, 2011. Norms for Evaluation in the UN System, United Nations Evaluation Group. Available at: http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=21 and UNEG, 2005. *Standards for Evaluation in the UN System*, United Nations Evaluation Group. Available at: http://www.uneval.org/documentdownload?doc_id=22&file_id=561

5. Findings

5.1. Relevance and validity of design

In 2016 the Government of Moldova adopted the National Employment Strategy (NES 2017-2021) with a focus on young people. This strategic document is aligned to the National Development Strategy “Moldova 2030”. The project was designed to tackle challenges presented in the above mentioned strategic documents related to the development of the labour market, particularly for young people, and to foster dialogue and cooperation around job creation.

Through this project the ILO has delivered the review of the employment promotion law and by-laws instituting the new Active Labour Market Policies which were approved by the Government and came into force in January 2019. In addition, the project is supporting NEA in the pilot implementation of two active labour market measures. The new employment promotion law envisages a comprehensive portfolio of active labour market measures suitable to address the diverse challenges unemployed persons may face on the Moldovan labour market (i.e. lack/mismatch of skills and/or work experience, low productivity or employers’ discrimination). The measures include professional training and retraining, traineeships, employment subsidies, work-place adaptation grants, self-employment assistance, vocational rehabilitation services, recognition of prior learning, local initiative projects and labour mobility initiatives. The design of the above-mentioned measures is broadly in line with the employment promotion programmes implemented by European Union (EU) Public Employment Services (PES). Thus, ***the project is highly relevant to the national strategies and policies aiming at improving employment policies*** and creating an enabling environment for job creation.

The project directly contributes to the DWCP 2016-2020, Outcome 1.2. Improved human resources and employment policies. It also expands on the DWCP immediate targets and strives to enhance capacities to define and implement a more comprehensive employment framework at national and local level ***in line with the new UN Joint Programming Framework (UNDAF 2018-2022)***. Also, the project is aligned with the Sustainable Development Goals (SDGs), with particular emphasis on SDG 8 and its Targets 8.2; 8.3; 8.5; 8.6; and 8.8. ***The project was designed in such a manner that it enables reporting under specific SDGs targets and indicators.***

The ***needs addressed by the project*** resulted mostly from a functional review of the National Employment Agency (NEA)⁸ carried out with the ILO support in 2017. This document is pointing to 1/ the need to diversify and improve the offer of active labour market policies for young people, particularly with a view to increasing the labour market attachment of young women; 2/ the significance of integrating sectoral concerns into the implementation of the National Employment Strategy 2017-2021, particularly in order to address the skills mismatches; and 3/ the importance of strengthening labour market institutions, including at the local level, to foster dialogue and cooperation around job creation.

Another major milestone in the process of identifying the priorities for action was a *tripartite meeting which took place in Chisinau in August 2017* with the participation of the Deputy

⁸ ILO (2017): “Assessment of the delivery of employment services for youth by the National Employment Agency of the Republic of Moldova”

minister of Labour, the EU High-level adviser to the minister of Labour, as well as of representatives of the Public Employment Service, the National Confederation of Employers and National Confederation of Trade Unions, and the Youth Council. As a result of this consultation and dialogue, participants brought to the attention of the ILO the several issues which were the building blocks of the project:

- Implementation of the National Employment Policy in view of supporting the introduction of employment objectives in other sectoral strategies, including the industrial and competitiveness policy. This would happen in the context of the strategy “Development of the Moldova 2030” and it would also allow for completing the work on the draft employment promotion law. Elements of sectoral jobs and skills forecasts could be introduced.
- Design and implementation of Territorial/Local Employment Pacts based on the role of the tripartite Territorial Commissions for Consultations and Collective Bargaining.
- Implementation of the recommendations from the functional audit of the PES, particularly with regard to the changes in the organizational setup, the extension and improvement of services and outreach of the PES (regional offices, activation packages, M&E functions).

In terms of **complementarity** with other organisations’ programmes and projects in the country, the project was fully complementary with a national programme of the Organisation for the Development of the Small and Medium-sized Enterprises Sector (ODIMM). The ILO-project and ODIMM co-funded the implementation of the Local Employment Partnership Cahul⁹. ODIMM contribution was materialized in the form of a grant scheme to complement the activities oriented toward business development and enterprise creation.

Also, to a certain extent, the project was interconnected with an UNDP initiative called “Migration and Local Development”. UNDP’s project is focused on the need to effectively address migration issues, along with creating conditions for a business enabling environment, job creation and infrastructure development.

The project pays particular attention to aspects related to gender equality and non-discrimination, by adopting gender-responsive local labour market diagnostic tools and pursuing advocacy for non-traditional occupations and skills. Activation packages were designed to take into consideration the need to reconcile work and family responsibilities and break away with some stereotypes that mostly affect women. The project strategy and planned outputs specifically target disadvantaged groups (e.g. persons with disabilities) and was designed to meet their needs.

Overall, the project was accurate more in terms of defining milestones and outputs, and much less in terms of performance indicators, baselines and targets which were not included in the project framework. However, this level of design and planning can be found in relation with the project’s predominant output, i.e. the Local Employment Partnership in Cahul. This was piloted with joined ILO project resources local-level stakeholders’ contribution and national resource (ODIMM’s), and its design includes most of the logical elements of an

⁹ The budget for the implementation of LEP Cahul was planned for 410,849 USD, out of which 190,457 USD was the ILO project contribution and 204,462 USD was ODIMM’s contribution.

intervention (objectives, baseline, activities/actions, output indicators, targets, sustainability measures, risks assumptions etc.)¹⁰.

5.2. Effectiveness

As per the evidence available four months prior to the project end, the majority of the project outcomes are ongoing and two outcomes are achieved (Table 1). The final draft of the Law on Employment Promotion and its by-laws are elaborated in consultation with all stakeholders (*Outcome 1.1*). The six SSCs currently functional in the country completed the process of registration as a legal entity following the complex procedures in line with the new law requirements. There was heterogeneity between SSCs in terms of their institutionalisation, with some of them being quite advanced and others lagging behind in the process of registration. In this context, the project offered support and training to respond to the different needs at different stages of setting up or development of these committees. In order to respond to the request of the MHLSP and offer maximum support when needed an e-learning platform was developed within the frame of the project (*Outcome 1.2*).

A framework for local employment partnerships (LEPs) was designed together with the social partners and the Territorial Commissions for Consultation and Collective Bargaining (*Outcome 1.3*). Piloting one LEP is currently under implementation (*Outcome 1.4*). This achievement of this outcome is delayed due to the institutional changes caused by the reform of the central public administration. In order to tackle this problem the LEP has been designed with local level partners and was to be signed in 2019.

A capacity development programme on youth employment was delivered in collaboration with the employers' and workers' organizations (*Outcome 1.5*). Based on the ILO tool "Rights4Youth@Work" National Trade Unions' Confederation of Moldova (CNSM) has developed a curricula and regional trainings with the aim of raising awareness of young people on their rights at work are currently under implementation and will be finalized in March 2020. A new legal service aimed at training employers' on their rights, obligations as well as responsibilities pertaining to employment and raising awareness on the need to comply with labour legislation was developed by the National Employers' Confederation of Moldova (CNPM), with particular focus on training young employers, as well as young people planning to set up their own businesses.

The strategy for the local outreach of PES offices was designed (*Outcome 2.1*), while the set of activation packages targeting youth and women have been replaced at the request of the MHLSD with piloting two ALMMs from the new law on employment promotion referring to workplace adaptation for PwD and employment subsidy (*Outcome 2.2*) and the new framework for the M&E functions of the PES is piloted (*Outcome 2.3*). The achievement of the last two outcomes was delayed because they were planned based on the ability of the local employment offices to function properly and the ongoing reform of the central administration caused difficulties in the functioning of the PES. The revision of project implementation timeframe, as well as of the scope of one outcome in line with the dynamic of the beneficiaries' needs and capacity indicates ***a high level of flexibility which ultimately increases the project's effectiveness.***

¹⁰ "Local Employment Partnership – Cahul District" (2019)

Table 1 – Current status of project outcomes’ achievement

Project outcome	Status
1.1. The final draft of the Law on Employment Promotion and its bylaws are elaborated in consultation with all stakeholders	Achieved
1.2. A Roadmap report on the integration of employment objectives/targets in sectoral strategies is presented	Ongoing
1.3. A framework for local employment partnerships (LEPs) is designed together with the social partners and the Territorial Commissions for Consultation and Collective Bargaining (TCCBs)	Ongoing
1.4. One pilot LEP is implemented	Ongoing
1.5. A capacity development programme on youth employment is delivered in collaboration with the employers’ and workers’ organizations	Achieved
2.1. A strategy for the local outreach of PES offices is designed	Ongoing
2.2. Piloting two ALMMs from the new law on employment promotion referring to workplace adaptation for PwD and employment subsidy	Ongoing
2.3. A new framework for the M&E functions of the PES is piloted	Ongoing

The outcomes and outputs of the project were stable, however there were certain changes which were introduced in the implementation of the related activities. Thus, the lack of legal status of NEA’s regional branches implied that the implementation agreements for the delivery of the pilot active labour market measures and the local employment partnership (LEP) had to be re-designed and alternative partners had to be identified in the target region of Cahul. The reorganisation of NEA, the main beneficiary of outputs 2.1, 2.2, and 2.3 (see Table 1), has happened without a change of its management strategy; consequently, several key positions were removed from NEA’s organigram and the staff was reduced by 30%. In these circumstance, the implementation of the activities related to the above mentioned outputs has relied on a soft assistance provided by ILO Specialists to the MHLSP and the NEA to accelerate stabilization after the organizational restructuring.

The approach for reaching output 1.4 in the new NEA institutional context identified by the project team has been to develop implementation agreements with multiple local partners instead of relying univocally on TCCCB. Reliable local partners have been identified and six service- lines have been designed and agreed with the tripartite partners in Cahul based on an analysis of the social and economic situation in the rayon¹¹ and sectors with job creation and transition to formality potential.. These actions are now well elaborated in a consolidated LEP document; partnerships for the implementation are created, relying mostly on a large number of diverse partners currently fulfilling the necessary roles.

In terms of the **project contribution to the SDG 8** and its specific targets, for the Targets 8.2 it should be mentioned that during 2017-2019 six tripartite sectoral skills committees (SSCs) became fully functional with the support of the project. In 2019, a round of trainings on a variety of topics such as legal aspects of SSC registration, provisions of the new law on SSCs and drafting project proposals for budgetary support have been delivered, and an e-learning platform was developed to support the work of SSCs in identifying and tackling skills-related needs for the development of the each sector.

¹¹In the Republic of Moldova this is an administrative unit equivalent with the county level.

As for the SDG Target 8.3., in the context of improvement of the capacity of MHLSP and NEA towards the design and implementation of new programmes and services for inclusive and sustainable economic growth and productive employment, the project delivered a guidelines for the implementation of active labour market measures (ALMMs) for NEA caseworkers. The consequent improvement of capacity has ensured a smooth launch and ongoing implementation of two employment subsidy programs addressed to persons with disability and vulnerable youth (persons released from detention; victims of human trafficking; persons fighting with consumption of narcotic or psychotropic substances; victims of domestic violence). Also, in 2019, due to the project and with the support of Cahul Territorial Committee for Consultation and Collective Bargaining (TCCCB) a Local Employment Partnership (LEP Cahul) was designed and launched. National and local public authorities and private actors (engaging civil society and local communities) have identified and promoted inclusive local solutions for better jobs and youth employment prospects.

With relevance to SDG Target 8.5 NEA has started the pilot-testing of two ALMMs: subsidized employment and work-place adaptation for persons with disabilities. A module to ensure monitoring, data collection, systematization and consequent reporting was developed and, through this project, the ILO is ensuring monitoring of ALMMs which will contribute to improving the quality of the legal framework through ex-post considerations and evaluation of the performance in the implementation of these two measures.

In line with SDG Target 8.6, and in partnership with National Youth Council (CNTM), the ILO has formulated and piloted in Cahul an outreach action plan aiming to reaching out to inactive population categories (including NEETs).

Concerning the SDG Target 8.8, there is evidence that with project's support CNSM has adapted the ILO guide 'Rights@Work4Youth' to the context of the county to better inform and empower the Moldovan youth about their rights in the world of work and consequently allow them to increase their presence on the labour market.

The social partners have two major **issues of concern** which may, in their vision, reduce the success of the project. One was expressed by a representative of the CNSM and refers to predominance of employment in the informal sector, which they consider is still a widely spread phenomenon in the country which reduces the interest of young workers for the national labour market and represents a factor contributing to an increase of their migration. The other one, expressed by the representative of the CNPM, refers to the shortages on the labour market in Republic of Moldova, which is more a result of the labour migration and of the decreasing qualification of the workers remaining on the labour market in Moldova. In addition, the current low salaries among young people, low opportunities to earn more, integration problems into the workplace while entering into first job, workplace discrimination, especially for young women, low attractiveness of existing vacant positions etc. are the factors that intensify the youth labour migration outside the country. All these aspects indicating a weak labour market dynamic are major challenging factors towards project's success in attaining its targets and achieving sustainable results.

There is limited evidence about **unintended results of the project** reported as such, but rather about additional developments that followed or are triggered by the project. For example, capacity building activities provided by the project to the SSCs were appreciated and further supported by other international donors. In November 2018, European Training

Foundation organised a workshop aiming at further strengthening the capacity of the SSCs through debates and discussions on the projects of the strategic plans proposed by each SSC oriented to involve more actors, more companies in the activities of the SSCs.

Similarly, Action 2 of LEP Cahul, focused on formalization and employment generation through association building and value chain development by supporting farming households in establishing a honey producers' cooperative, created a framework to promote formalization and employment generation in the agrifood sector. The local authorities and the local social dialogue platform (TCCCB) are in a position to replicate this type of intervention with own or donor resources.

The project monitoring includes gender disaggregated reporting, which indicates **a high concern for equitable activities for women and men**. For example, the CNPM organized and delivered in 2019 five training sessions for employers on labour law related issues. The trainings took place within the frame of the project and were attended by a total of 172 participants of which the majority were heads of HR departments and accountants, as well as directors and companies' owners. The Table 2, part of CNPM reporting, reflects an accurate gender disaggregation both at the level of planning and implementation.

Table 2 – Example of reporting on beneficiaries including gender and age disaggregation

Regions	Balti	Soroca	Ialoveni	Hincesti	Cahul	Total
Planned	20	20	20	20	20	120
Actual	62	29	26	18	37	172
Women	53	24	17	14	30	138
Men	9	5	9	4	7	34
Young people	15	3	4	1	7	30

5.3. Efficiency and management arrangements

Over the lifetime of the project ILO has demonstrated to be an efficient and constructive partner of its constituents (the Government of Moldova and the social partners) and its role has been recognised very positively. ILO has used a **highly participatory approach** and involved all relevant partners in the country to participate in the project implementation and continuation. **ILO's commitment to quality was highly appreciated by stakeholders**. The project involved an important number of activities which required mobilization of very good experts capable to deliver tasks at a high conceptual level. The project has drawn on various tools and guidelines developed by ILO units with expertise and experience in the domain, such as concerning policy development for employment, development of local employment partnerships, non-standard forms of employment, M&E of employment promotion programmes etc.

Building on its good technical reputation in the domains the project was concerned, ILO team has further developed excellent cooperation with the line ministry responsible for the policies on human resources development as addressed in the project (MHLSP) and the agencies who were targeted as key implementing partners in the project (NEA). Apart from the technical skills that were mobilized by all team members, the project challenged them in terms of making the best use of their soft skills (communication, leadership, trust building, cultural influence etc.) given that "the project implementation has moved from slow

implementation at the beginning to an impressive level of achievement close to the end” (representative of a national key stakeholder).

The DWT/CO Budapest requested approval for **a six month no-cost extension of the project** implementation timeframe (from the end of October 2019 until the end of April 2020). This extension was necessary to the achievement of three outcomes. These outcomes refer to the critical innovations of the labour market governance for which the Moldovan constituents have unanimously requested the award of the project, i.e. the introduction of LEPs and the support to the implementation of new active labour market policies. The extension was required to absorb the delays that have occurred due to the unexpected expansion in time and scope of the Reform of the Central Administration which has triggered a last-minute organisational and functional restructuring of the public employment service and of the NEA.

The project financial monitoring was detached by the technical monitoring in the sense that the latest was carried by the project team, while the first was done by the DWT/CO Budapest Office which increased the quality control, but also increased the time necessary for taking project implementation decisions especially related to contracting arrangements and payments processing. **The project technical monitoring includes field work on behalf of the project team¹² and no project progress reports in a consolidated form.** However, in addition to the field monitoring, the project team is constantly supporting the development project partners’ capacity to accurately report on the activities they are implementing, which sometimes proves to be challenging. It appears that in the end, all these efforts are rewarding in terms of increasing partners’ ownership on the projects’ outputs and outcomes, but generates fragmented monitoring data.

5.4. Impact

As a result of the project, the capacity of employers’ and workers’ organizations to deal with youth employment will be consolidated. **Social partners will improve their capacity to initiate and expand action to promote youth employment.** Also, social partners will be more aware of the good practices and experience in other countries concerning youth employment policy.

Due to the achievements of the project it can be estimated that **the existing social dialogue in the country will be strengthened through fostering local partnerships** and cooperation between employment offices and municipal authorities, the social partners, social services, private employment services, and civil society organizations to enhance national and local labour markets, address their duality and asymmetry and improve youth employment prospects. Territorial Commissions for Consultation and Collective Bargaining (TCCCB) will improve their work with the local active partners (both public and private ones), including PES offices to set-up and host LEPs.

Overall, the project contributed to strengthening of the enabling environment at country level, in terms of the development of employment policies, technical capacities of national and regional stakeholders, local knowledge through the national and international consultants contracted, and of the mind-set and motivation of stakeholders.

¹² The project team is carrying out field visits to Cahul twice per month.

5.5. Sustainability

The sustainability of project at the policy and legislation level was appreciated by most stakeholders who informed this evaluation as being high (Table 3). The adoption of the Employment Promotion Law and the related by-laws indicate a high political commitment for a stable policy and legal employment framework. However, evidence indicates that the subsidy programs are unattractive for employers and there are not enough registered unemployed to fit the vacancies. A potential solution currently explored is through revision of the subsidy programs guidelines and outreach for inactive people. The analysis of effects and the revision of subsidy measures is estimated to involve an increased cooperation among social partners, particularly by the involvement of and cooperation with the employers.

The political instability and frequent changes of Government in crisis conditions negatively reflect on sustainability since it is extremely hard to plan for political risks and to limit their impacts on any reform. In addition, there is a significant gap between the formal existence of laws and policies promoting employment and active labour market measures, and the realities in practice on the ground, on the other.

Table 3 – Overall evaluation of project outcomes' sustainability

Project outcomes	Sustainability		
	Low	Moderate	High
1.1. The final draft of the Law on Employment Promotion and its bylaws are elaborated in consultation with all stakeholders			X
1.2. A Roadmap report on the integration of employment objectives/targets in sectoral strategies is presented			X
1.3. A framework for local employment partnerships (LEPs) is designed together with the social partners and the Territorial Commissions for Consultation and Collective Bargaining (TCCBs)		X	
1.4. One pilot LEP is implemented		X	
1.5. A capacity development programme on youth employment is delivered in collaboration with the employers' and workers' organizations	X		
2.1. A strategy for the local outreach of PES offices is designed		X	
2.2. A set of activation packages targeting youth and women are tested with the PES offices		X	
2.3. A new framework for the M&E functions of the PES is piloted		X	

Source: Evaluator's own assessment based on the field evidence

In terms of the **sustainability from the institutional perspective**, bottlenecks may result from certain challenges currently existing in the employment-related institutional framework. Thus, the implementation of the Reform of the Central Administration, which begun in 2017, may reduce substantially the ability of the MHLSP and NEA to play the role that they intended on assuming at the beginning of the project. The above mentioned Reform aimed at rationalizing the Government structure (e.g. merging Ministry of Health with the Ministry of Labour and Social Protection) and reducing the fragmentation of the administrative and territorial structures. It has been reported that the implications for NEA have been larger than expected during the second half of 2018 (reduction of staff/redundancies, changes in functions, withdrawal of the legal status from the regional offices).

From the financial perspective, the sustainability of the project achievements appears to be moderate. Although the financial envelope planned for the implementation of the new

Law was estimated at 100 thou MDL for 2019, the funds allocated are equal to those received in 2018 and the forecast for 2020 is similar. According to the MHLSP in 2020 not all ALMMs will be implemented, for example for the measures addressing employment in the rural area there are no funds allocated. Overall, MHLSP tends to give priority to the social protection measures which remain much higher on the national political agenda.

Ministry of Health, Labour and Social Protection (MHLSP) and Ministry of Education (ME) are expected to foresee financial means for the new platform administration and delegate a representative to take over the tutoring trainings under the e-learning platform to ensure the sustainability and provision of support to new SSCs. However, due to funds constraints and shortage of resources, the MHLSP may neglect the recommendations to include outreach measures and LEPs in the new legal framework on employment.

At the regional/local level, the sustainability of the LEPs may be affected by a centralized approach towards employment policy and the weakened role of local employment offices. Ownership and commitment of partners are equally critical. In case of the LEP piloted by the project in Cahul, the Cahul District Council has already indicated that, as part of the provisions made annually in their budget, allocations could be made for maintenance of equipment that is used collectively.

In addition to the above mentioned aspects concerning sustainability, there are several contextual factors which will influence the stability of the projects' effects. Thus, the request from informal farming households to formalize their income generating activities through LEPs, combined with the migration path considered by many youth from rural area, may result in **a limited interest of the young people for the opportunities created by the project** for the domestic labour market.

The sustainability of the changes, maybe not so much in terms of existence, as in terms of their path, is significantly influenced by **cultural norms** such as a strong culture of hierarchy to the detriment of the interests of the beneficiaries, a lack of self-critical culture and public accountability, and a very limited capacity of independent reporting in implementation in the public administration. Also, the stereotypes and discrimination against persons with disabilities when it comes to their employment and the resistance to cooperation (among social partners at both local and national levels) are part of the cultural norms which may also hinder the sustainability of the project achievements.

The long term sustainable contribution of the project results on the SDGs appears to be more difficult to document from the perspective of the national stakeholders. However, the recent project reporting sources¹³ indicating the project contribution to the SDG 8 with certain longer term constrains and implications correlated with the above mentioned Targets (i.e. 8.2., 8.3, 8.5, 8.6 and 8.8).

¹³ ILO project team: "USDG reporting 2019"

6. Conclusions

The project is highly relevant given its contribution to the review of the employment promotion law and by-laws which envisage a comprehensive portfolio of active labour market measures suitable to address the diverse difficulties unemployed persons may encounter on the labour market in Moldova.

The project directly contributes to the DWCP 2016-2020, Outcome 1.2. Improved human resources and employment policies. It also expands on the DWCP immediate targets and strives to enhance capacities to define and implement a more comprehensive employment framework at national and local level in line with the new UN Joint Programming Framework (UNDAF 2018-2022). Also, the project is aligned with the Sustainable Development Goals (SDGs), with particular emphasis on SDG 8 and its Targets 8.2; 8.3; 8.5; 8.6; and 8.8. The project was designed in such a manner that it enables reporting under specific SDGs targets and indicators.

The needs addressed by the project resulted mostly from a functional review of the National Employment Agency (NEA) carried out with the ILO support in 2017. This document is pointing to 1/ the need to diversify and improve the offer of active labour market policies for young people, particularly with a view to increasing the labour market attachment of young women; 2/ the significance of integrating sectoral concerns into the implementation of the National Employment Strategy 2017-2021, particularly in order to address the skills mismatches; and 3/ the importance of strengthening labour market institutions, including at the local level, to foster dialogue and cooperation around job creation.

The project pays particular attention to aspects related to gender equality and non-discrimination, by adopting gender-responsive local labour market diagnostic tools and pursuing advocacy for non-traditional occupations and skills. Activation packages were designed to take into consideration the need to reconcile work and family responsibilities and break away with some stereotypes that mostly affect women. The project strategy and planned outputs specifically target disadvantaged groups (e.g. persons with disabilities) and was designed to meet their needs.

According to the evidence available four months prior to the project end, the majority of the project outcomes are ongoing and two outcomes are achieved. The outcomes and outputs of the project were stable, however there were certain changes which were introduced in the implementation of the related activities relying on a soft assistance provided by ILO Specialists to the MHLSP and the NEA to accelerate stabilization after the organizational restructuring. In terms of gender equity, the project monitoring includes gender disaggregated reporting, which indicates a high concern for equitable activities for women and men.

The social partners have two major issues of concern which may, in their vision, reduce the success of the project. One was expressed by a representative of the CNSM and refers to predominance of employment in the informal sector, which they consider is still a widely spread phenomenon in the country which reduces the interest of young workers for the national labour market and represents a factor contributing to an increase of their migration. The other one, expressed by the representative of the CNPM, refers to the shortages on the

labour market in Republic of Moldova, which is more a result of the labour migration and of the decreasing qualification of the workers remaining on the labour market in Moldova.

Over the lifetime of the project ILO has demonstrated to be an efficient and constructive partner of its constituents (the Government of Moldova and the social partners) and its role has been recognised very positively. ILO has used a highly participatory approach and involved all relevant partners in the country to participate in the project implementation and continuation. ILO's commitment to quality was highly appreciated by stakeholders.

The technical monitoring involves considerable field work efforts on behalf of the project team, which reduces the time resources available for office monitoring, especially in a consolidated form of progress reports. In addition to the field monitoring, the project team also needs to invest in developing the capacity of project partners to accurately report on the activities they are implementing, which sometimes proves to be challenging. It appears that in the end, all these efforts are rewarding in terms of increasing partners' ownership on the projects' outputs and outcomes.

The sustainability of project at the policy and legislation level was appreciated by most stakeholders who informed this evaluation as being high. The political instability and frequent changes of Government in crisis conditions negatively reflect on sustainability since it is extremely hard to plan for political risks and to limit their impacts on any reform. In addition, there is a significant gap between the formal existence of laws and policies promoting employment and active labour market measures, and the realities in practice on the ground, on the other.

From the financial perspective, the sustainability of the project achievements appears to be moderate. Overall, MHLSP tends to give priority to the social protection measures which remain much higher on the national political agenda compared with the ALMP.

7. Recommendations

Recommendation 1: An explicit support of a “coalition for change”, including key policy makers, advocates, academics and others, as agents of change might be important in contributing to a shared understanding of the employment reform and a stronger commitment to ensure that reform measures are continued regardless of who is in political power. Consultations within the frame of such coalition should include not only central government actors but also stakeholders active at the local grassroots level. In addition, more focus on developing social dialogue at the local level might be necessary.

Responsible Units	Priority	Time Implication	Resource Implication
Social partners at both central and local levels, ILO NC, DWT/CO-Budapest	High	Ongoing	Low

Recommendation 2: Coherent policies and special programs with the active involvement of local public administration and a public-private partnership are required in order to increase the supply of jobs, especially the quality ones – with good working conditions and qualifications matching the needs of the modern society.

Responsible Units	Priority	Time Implication	Resource Implication
Central and local administration	High	Ongoing	Medium

Recommendation 3: There is a strong need for the Government to find a better balance between the national and donors' agenda in the continuation of the employment reform process. There has to be a higher level of integration with the economic strategy of the country and more sequencing of the reform. At the same time, the Government has to be encouraged in making progress in increasing its capacity for sound policy analysis and for rigorous data collection and analysis in order to ensure real time and evidence based monitoring of the progress.

Responsible Units	Priority	Time Implication	Resource Implication
Government of Republic of Moldova	High	Ongoing	Low

Recommendation 4: In order to ensure the consolidation of employment reform the Government and the ILO may consider joint activities aimed to strengthen the capacity of social partners in the design, monitoring and evaluation of employment policy and programmes. Also, policy coherence and coordination across ministries (MHLSP, Ministry of Economy, Ministry of Education and Ministry of Finance) needs to be improved in order to increase more effective and stable results of the employment reform.

Responsible Units	Priority	Time Implication	Resource Implication
Government of Republic of Moldova, DWT/CO-Budapest, ILO NC	High	Ongoing	Medium

Recommendation 5: ILO may consider the exit strategies in the earlier stages of the projects in order to increase the national ownership and sustainability of the respective interventions. This may involve a stronger message to the beneficiaries to increase their commitment to move from beneficiaries of international funding to beneficiaries of transfer of competences allowing them to perform functions independently of the international assistance.

Responsible Units	Priority	Time Implication	Resource Implication
DWT/CO-Budapest, ILO NC, ILO project staff	High	Ongoing	Low

Recommendation 6: For future projects, the ILO should better prioritize and increase consistency between project planning, monitoring and reporting. This should include output and outcome progress indicators in the project design phase and periodic (e.g. bi-annual) technical progress reports against these indicators in the project implementation phase.

Responsible Units	Priority	Time Implication	Resource Implication
DWT/CO-Budapest, ILO project staff	Medium	Ongoing	Low

8. Lessons learned¹⁴

L.I.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.

L.I.2: Systemic interventions need time in order to consolidate progress. These type of interventions need to build an enabling environment (including a shift in policy vision, legislative and institutional changes, policy coordination, adapted budget) for the reform to take place, to strengthen the balance between supply and demand of services, to encourage a shift in social norms and to promote quality of services.

L.I.3: A project that is devoting an important amount of resources to designing strategies, plans and institutional tools need to be implemented in a flexible manner (i.e. adapting the project to new request of the Government and social partners) and to explore the existence of a strong local ownership in order to ensure embedding of these instruments in the future practice of the beneficiaries. This may include sharing information about the new approaches beyond the narrow group of specialists and professionals.

9. Good practices¹⁵

G.p.1: The mutual willingness and commitment both from beneficiary's side (Moldovan partners) and the project implementation entity's side (ILO) to collaborate in this project was a solid foundation for a successful project.

G.p.2: Complementarity between ILO project and national projects/programmes increases the value added of the project both in terms of volume and scope of its' effects.

G.p.3: The project high level of quality and transparency built a high level of credibility and mobilized many resources around its wide scope.

¹⁴ Each lesson learned is presented in detail in the Annex 7.

¹⁵ Each good practice is presented in detail in the Annex 8.

ANNEX 1 – ToR

Terms of Reference for Final independent Evaluation

Project Title	Improved human resources development and employment policies, with particular attention to youth, women, and migrants
Project Code	106357-MDA/16/02/RBS
Implementer	ILO
Backstopping units	ILO DWT/CO-Budapest
Donor	RBSA, XBTC (Czech Republic) , RBTC, Moldova (in kind)
Budget	1,058,560 USD (including 998,560 USD from RBSA)
Duration	October 2017 – April 2020
Type of Evaluation	Independent
Timing of evaluation	Final
Evaluation Manager	Emil Krstanovski

I. Background of the Project

The lingering effects of the 2009 recession, compounded by political instability, have had inevitable repercussions on the performance of the Moldovan labour market. In this lower middle-income country, employment-related indicators, rather than unemployment, might be a better gauge of labour market performance, particularly given the incidence of outgoing labour migration and the low participation rates of women and young people. In Moldova, the relatively lower rate of youth unemployment (12.6% in 2016) reflects more the inefficiency of the local labour market rather than an abundance of employment opportunities for young people. The employment rate of youth is only 33.3% and employed youth concentrate in urban areas. Moldova has a high rate of inactive young people not in employment, education nor training (NEETs), representing 30.8% of the youth population in 2015 (that is more than double the EU28 average incidence of NEETs). Young women are the largest group in this category, which underline family obligations as the major cause of their disconnection from the labour market. Moldova boasts a highly educated workforce. However, not all educated youth find work that matches their level of qualifications: 29.1 % of young workers in Moldova are overqualified for the jobs they do. On the other hand 60% of employers in Moldova face difficulties in filling vacant positions that require skilled personnel and 41% of them consider the level of skills of the workforce as a major constraint to their activity.

In a move to tackle some of these pressing challenges, the Government of Moldova adopted, in 2016, a National Employment Strategy (NES, 2017-2021), with a focus on young people, with the technical support of the ILO and UNDP.

The overall objective of the project under evaluation is to strive towards improving the inclusiveness of the labour markets in Moldova and create more opportunities for young people and women, in line with the strategic priorities of the NES, the ILO Decent Work Country Programme for Moldova (DWCP) 2016-2020 and the UN Joint Programming Framework (UNDAF) 2018-2022.

The project has two major milestones:

Milestone 1: By June 2018, the new law on employment promotion is sent to the government for approval and the tripartite partners have begun to design concrete interventions that support the implementation of the national employment policy, including at the local level.

Milestone 2: By December 2018, the Government has followed up on at least 60 % of the list of short-term recommendations of the PES functional audit.

Project theory of change is not explicitly articulated, but the logic is that if the ILO supports the constituents in designing legal frameworks, sectoral strategies and local employment partnerships in line with employment policy objectives, and if ILO supports transformation of labour market institutions to effectively perform their tasks; and if ILO improves the knowledge of the social partners in youth employment, this will lead to a better functional labour market and enhanced employment opportunities for young women and men and migrants, in particular.

The project directly contributes to DWCP Outcome 1.2 “Improved human resources and employment policies”. It also expands on the DWCP immediate targets and strives to enhance capacities to define and implement a more comprehensive employment framework at national and local level in line with the UN Joint Programming Framework (UNDAF 2018-2022), as well as Moldova’s commitment to the Sustainable Development Goals, with particular emphasis on SDG 8 and its Targets 8.2; 8.3; 8.5; 8.6; and 8.B.

The project consolidates national capacities and knowledge with respect to international labour standards, specifically in reference to the Employment Policy Convention, 1964 (No. 122), and Employment Service Convention, 1948 (No. 88) – which have already been ratified by Moldova, - and include advocacy for the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204).

The project pays particular attention to aspects related to gender equality and non-discrimination, by adopting gender-responsive local labour market diagnostic tools and pursuing advocacy for non-traditional occupations and skills. The intervention strategy and planned outputs specifically target disadvantaged groups and aim at meeting their needs.

The project is managed and technically backstopped by the ILO DWT and Country Office for Central and Eastern Europe, based in Budapest, which provides the necessary administrative support and technical and project-backup services. A Local project office is set up in Chisinau to manage and coordinate the activities with one National Project Coordinator and two administrative support staff (one in Budapest and one in Chisinau). The project team reports directly to the Senior Specialist on Employment based in DWT/CO Budapest.

II. Purpose and objectives of the evaluation

The overall purpose of the independent final evaluation is to promote accountability and strengthen learning among the ILO and key stakeholders.

The specific objectives of the evaluation are:

- Assess the extent to which the project has achieved its stated objectives and expected results, while identifying the supporting factors and constraints that have led to them;
- Identify unexpected positive and negative results of the project;
- Assess the extent to which the project outcomes will be sustainable;
- Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and national development frameworks (i.e. SDGs, UNDAF, Moldova 2020);
- Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;
- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.

The evaluation is part of the Monitoring and Evaluation Plan 2018-2019 of the ILO Regional Office for Europe and Central Asia.

III. Clients and scope of the evaluation

The main clients of the evaluation are the specialists and management of the ILO DWT/CO Budapest, ILO Regional Office for EUROPE, technical departments at the ILO Headquarters, donors and tripartite constituents in Republic of Moldova.

The final evaluation will focus on the whole implementation period of the project, assessing all the results and key outputs that have been produced since the start of the project.

IV. Evaluation criteria and questions

The evaluation will follow the OECD-DAC framework and principles for evaluation. For all practical purposes, this ToR and ILO Evaluation policies and guidelines¹⁶ define the overall scope of this evaluation. Recommendations, emerging from the evaluation, should be strongly linked to the findings of the evaluation and should provide clear guidance to stakeholders on how they can address them.

The evaluation will integrate gender equality and non-discrimination, social dialogue and international labour standards as crosscutting concerns throughout its deliverables and process. It should be addressed in line with EVAL Guidance Note n° 4¹⁷ for gender issues and Guidance Note n° 7¹⁸ to ensure stakeholder participation. It will examine the project relevance and contribution to SDGs

¹⁶ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf

¹⁷ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165986.pdf

¹⁸ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165982.pdf

and relevant targets as prioritized by the national sustainable development strategy (or equivalent) and DWCP.

The evaluation will cover the following evaluation criteria:

1. Relevance and validity of design
2. Effectiveness
3. Efficiency and management arrangements
4. Impact
5. Sustainability

Key Evaluation Questions

The evaluator shall examine the following key issues:

1. Relevance and validity of design

- Was the project relevant to the related government`s strategy, policies and plans, the DWCP of Moldova, UNDAF and SDGs?
- Was the project relevant to the needs of the beneficiaries?
- How well has the project complemented and fit with other organizations` programmes and projects in the country?
- To what extent did the project design identify and integrate specific targets and indicators to capture: i. Gender equality and non-discrimination concerns? and ii. Concerns regarding people with disabilities?
- Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets?
- Were the indicators designed and used in a manner that they enabled reporting on progress under specific SGD targets and indicators?

2. Project effectiveness

- To what extent has the project achieved their objectives in terms of stated targets?
- Has this been done through the planned outputs or new ones have been included, why and how effective have been?
- To what extent the project contribute (or not) to the identified SDGs and related targets?
- To what extent have the intervention results been monitored and reported in terms of their contribution to specific SDGs and targets (explicitly or implicitly)?
- Which have been the main contributing and challenging factors towards project`s success in attaining its targets?
- What, if any, unintended results of the project have been identified or perceived?
- Have women and men benefited equally from the project activities?

3. Efficiency and management arrangements

- How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?
- To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why yes and why not?
- Have been the available technical and financial resources adequate to fulfil the project plans? If not, what other kind of resources may have been required?

- Assess how the management and governance arrangement of the project contributed to the project implementation
- Has the project created good relationship and cooperation with relevant national and local level government authorities and other relevant stakeholders, including the implementation partners, to achieve the project results?
- Has the project received adequate technical and administrative support from the ILO DWT/CO-Budapest, ILO HQ and partners?

4. Impact

- What is the project tangible impact on target groups, systems, institutions?

5. Sustainability

- What is the likelihood of sustainability of outcomes? Are the results and benefits likely to be durable?
- Are the national partners able to continue the project agenda and results after the end of the project (capacity of people and institutions, laws, policies)?
- What more should be done to improve sustainability? What is needed to leave sustainable results in the particular thematic areas addressed by the project?
- To which extent the results of the intervention are likely to have a long term, sustainable positive contribution to the SDGs and relevant targets (explicitly or implicitly)?
- Identify and discuss gaps in the sustainability strategy. How can these gap be addressed by the stakeholders?

V. **Methodology**

The evaluation will be conducted in a participatory, consultative and transparent manner by engaging various groups of stakeholders. The evaluation will use a mix of qualitative and quantitative methods to gather and analyze data which will be disaggregated by sex to the extent possible. It will pay attention to which groups benefit from and which groups contribute to the project and provide an assessment of how the project has performed in regards to gender equality and non-discrimination.

The evaluation will be carried out through a desk review, skype interviews with ILO specialists in Budapest and face to face interviews in Moldova with the with ILO project staff, ILO National Coordinator, ILO constituents, project beneficiaries, development partners and other key stakeholders.

VI. **Main deliverables**

1. **Inception report** (with detailed work plan and data collection instruments) following ILO EVAL Checklist 3, should include:

- Description of the evaluation methodology and instruments to be used in sampling, data collection and analysis and the data collection plan mentioned above.
- Guide questions for questionnaires and focus group discussions (if applicable);
- Detailed fieldwork plan, developed in consultation with the Evaluation Manager and project manager
- The proposed report outline structure.

2. **Draft and Final version of evaluation report in English** (maximum 30 pages plus annexes) with the following proposed structure:

- Cover page with key project and evaluation data
- Executive Summary
- Acronyms
- Description of the project
- Purpose, scope and clients of the evaluation
- Methodology and limitations
- Clearly identified findings for each criterion
- Conclusions
- Recommendations (i.e. for the different key stakeholders)
- Lessons learned and good practices
- Annexes:
 - TOR
 - Inception report
 - List of people interviewed
 - Schedule of the field work
 - Documents reviewed
 - Project outputs and unexpected results achieved versus planned as per the Project logical framework targets

3. ILO templates for the Executive summary, Lessons learned and Good practices completed.

All reports, including drafts, will be written in English.

VII. Management arrangements and work plan

The independent evaluation will be conducted by an evaluation consultant.

Requirements

The Evaluation Consultant will have extensive experience in the evaluation of development or social interventions, i.e. in the UN system, an understanding of the ILO's mandate, tripartite foundations, the Decent Work Agenda. The Evaluation Consultant should have an advanced degree in social sciences or economics, expertise in evaluation methods, knowledge of the technical subject matters covered by the project. Knowledge of the region and research history in the region would be preferable. Full command of English is required. Working knowledge of the local language would be an advantage.

The evaluator will report to the evaluation manager Emil Krstanovski with whom he/she should discuss any technical and methodological matters. The evaluation manager will supervise the evaluator.

The evaluation will be carried out with full logistical support of the project staff in Moldova and with the administrative support of the ILO/DWT/CO Budapest.

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided to the evaluation manager in electronic version compatible with Word for Windows.

The first draft of the report will be circulated by the evaluation manager to all partners for a two weeks review. Comments from stakeholders will be presented to the evaluator by the evaluation manager for its integration into the final reports as appropriate or to document why a comment has not been included.

The Evaluator is responsible for conducting the evaluation according to the terms of reference (TOR). He/she will:

- Review the TOR and provide input, propose any refinements to assessment questions, as necessary
- Review project background materials (e.g., project document, progress reports)
- Develop and implement the assessment methodology (i.e., prepare interview guides, conduct interviews, review documents) to answer the assessment questions
- Prepare and Inception report
- Conduct preparatory consultations with the ILO prior to the assessment mission
- Analyse interview recordings
- Prepare an initial draft of the assessment report
- Conduct briefing on findings, conclusions and recommendation of the assessment
- Prepare a final report based on comments obtained on the initial draft report

The Evaluation Manager is responsible for:

- Drafting the TOR
- Finalizing the TOR with input from colleagues
- Providing the Evaluator with the project background materials
- Participating in preparatory meeting prior to the assessment mission
- Assisting in the implementation of the assessment methodology, as appropriate (i.e., participate in meetings, review documents)
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback
- Reviewing the final draft of the report
- Submitting the final draft report to RO Europe evaluation focal point and EVAL for final approvals
- Disseminating the final report to all the stakeholders
- Coordinating follow-up as necessary

The Project Manager (NPC) is responsible for:

- Reviewing the draft TOR and providing input, as necessary
- Providing project background materials, including surveys, studies, analytical papers, reports, tools, publications produced
- Participating in preparatory meeting prior to the assessment mission
- Scheduling all meetings
- Reviewing and providing comments on the assessment report
- Participating in debriefing on findings, conclusions, and recommendations

Timeline

Task	Time frame	Responsible person	Unit/ Consultations
1. Draft TORs shared for consultations	By 30 August 2019	ILO NC Emil Krstanovski	EUROPE, Regional Evaluation Officer, ILO DWT/ CO Budapest / NC

Task	Time frame	Responsible person	Unit/	Consultations
				Moldova/ Project team Moldova.
2. Finalize TOR	By 23 September 2019	ILO NC Emil Krstanovski		DWT/CO Budapest/ National Coordinator /Regional Evaluation Officer
3. Identification of independent evaluator	By 25 October 2019	ILO NC Emil Krstanovski		DWT/CO Budapest/EUROPE/NC Moldova/Regional Evaluation Officer/EVAL (for final approval)
4. Preparation of background documents, materials, reports and studies by outcomes	By 1 November 2019	National Project Team/ DWT/CO Budapest / ILO NC Moldova		EUROPE
5. Meetings scheduled for the evaluator to get inputs from national stakeholders	By 8 November 2019	National Project Coordinator /DWT CO Budapest		EUROPE
6. Inception report submitted	By 15 November 2019	Evaluator (3 working days)		ILO NC Emil Krstanovski
7. Documents reviewed and meetings/ interviews with stakeholders completed	By 13 December 2019	Evaluator (10 working days)		National Coordinator for Moldova/DWT/CO Budapest, National tripartite stakeholders, national partners.
8. Draft evaluation report submitted	By 20 December 2019	Evaluator (5 working days)		DWT/CO Budapest
9. Consultations with constituents and other stakeholders on the draft report, as appropriate	By 15 January 2020	ILO NC Emil Krstanovski		National coordinator Moldova/ National Project team/ DWT/CO EUROPE/ regional Evaluation Officer

Task	Time frame	Responsible person	Unit/	Consultations
10. Final evaluation report submitted	By 31 January 2020	Evaluator (3 working days)		ILO NC Emil Krstanovski (evaluation manager) Regional Evaluation Officer (review) EUROPE (approval) EVAL (final approval)

Number of working days for the evaluator: 21 working days.

VIII. Resources

Estimated resource requirements at this point:

- Evaluator: travel to Moldova (flights and DSA days), fee
- Local transportation in the country (visit of the LEP)
- Stakeholders' workshop

IX. LEGAL AND ETHICAL MATTERS

The evaluation of the project outcomes will be conducted in accordance with UN Evaluation Group (UNEG, 2016) Norms and Standards and the Organisation for Economic Co-operation and Development (OECD/DAC) principles for evaluation of development cooperation in order to examine the results achieved and their contribution to broader ILO and UN programming and country cooperation frameworks, including Decent Work Country Programmes (DWCPs) and UNDAFs.

The project evaluation is undertaken in accordance with the ILO Evaluation Policy (Oct. 2017) and ILO Policy Guidelines for Evaluation (Aug. 2017, 3rd edition), which provide for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision-making process and support constituents in forwarding decent work. It is also the part of the Office's Evaluation Work Plan.

The evaluation consultant should not have any links to project management, or any other conflict of interest that would interfere with the independence of the evaluation. Also, in carrying out the evaluations the evaluation consultant will abide by EVAL's Code of Conduct . Key actors in the evaluation process should aspire to conduct high quality work guided by professional standards and ethical and moral principles as enshrined in UNEG Ethical Guidelines .

ANNEX 2 – Inception Report

1. Introduction

The present document is the Inception Report (IR) for the assignment called *Improved human resources development and employment policies, with particular attention to youth, women, and migrants*, under Contract No. 40283999/0/16.10.2019, between the ILO Office Budapest and Pluriconsult Ltd.

The purpose of the IR is to establish a common understanding between the parties involved regarding the evaluation's implementation and planning. Specifically, the dual purpose of the IR is to provide a common understanding on the approach to the activities and to further detail and reach agreement on the methodology for achieving the tasks. It thus serves as an instrument for evaluation management, progress assessment, information collection and analysis and consultation with stakeholders throughout the duration of evaluation. The document closely follows the Terms of Reference (ToR) and includes the work plan of activities for the duration of the evaluation.

The Inception Report (IR) covers the project's Inception Period, i.e. the period 16.10 – 15.11.2019 including desk review, the kick-off skype consultation meeting of the evaluator with the project team (07.11.2019) and the drafting of the current report (including the field data collection tool).

2. Purpose, scope and clients

The overall purpose of the independent final evaluation is to promote accountability and strengthen learning among the ILO and key stakeholders.

The specific objectives of the evaluation are:

- Assess the extent to which the project has achieved its stated objectives and expected results, while identifying the supporting factors and constraints that have led to them;
- Identify unexpected positive and negative results of the project;
- Assess the extent to which the project outcomes will be sustainable;
- Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and national development frameworks (i.e. SDGs, UNDAF, Moldova 2020);
- Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;
- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.

The evaluation is part of the Monitoring and Evaluation Plan 2018-2019 of the ILO Regional Office for Europe and Central Asia.

The main clients of the evaluation are the specialists and management of the ILO DWT/CO Budapest, ILO Regional Office for EUROPE, technical departments at the ILO Headquarters, donors and tripartite constituents in Republic of Moldova.

The final evaluation will focus on the whole implementation period of the project, assessing all the results and key outputs that have been produced since the start of the project.

3. Evaluation criteria and questions

The evaluation is focused on the OECD/DAC criteria including the relevance of the programme to beneficiary needs, the validity of the programme design, the programme's efficiency and effectiveness, the impact of the results and the potential for sustainability. For each criterion, several specific evaluation questions were suggested in the ToR. The questions seek to address priority issues and concerns for the national constituents and other stakeholders. The evaluator revised some of these questions and slightly reformulated them as follows.

1. Relevance and validity of design

- Was the project relevant to the related government's strategy, policies and plans, the DWCP of Moldova, UNDAF and SDGs? Were the indicators designed in a manner that they enabled reporting on progress under specific SGD targets and indicators?
- Was the project relevant to the needs of the beneficiaries?
- How well has the project complemented and fit with other organizations' programmes and projects in the country?
- To what extent did the project design identify and integrate specific targets and indicators to capture: i/ gender equality and non-discrimination concerns? and ii/ concerns regarding people with disabilities?
- Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets?

2. Effectiveness

- To what extent has the project achieved their objectives in terms of stated targets?
- Has this been done through the planned outputs or new ones have been included, why and how effective have been?
- To what extent the project contribute (or not) to the identified SDGs and related targets?
- To what extent have the intervention results been monitored and reported in terms of their contribution to specific SDGs and targets (explicitly or implicitly)?
- Which have been the main contributing and challenging factors towards project's success in attaining its targets?
- What, if any, unintended results of the project have been identified or perceived?
- Have women and men benefited equitably from the project activities?

3. Efficiency and management arrangements

- How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?
- To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why yes and why not?
- Have been the available technical and financial resources adequate to fulfil the project plans? If not, what other kind of resources may have been required?
- Assess how the management and governance arrangement of the project contributed to the project implementation
- Has the project created good relationship and cooperation with relevant national and local level government authorities and other relevant stakeholders, including the implementation partners, to achieve the project results?
- Has the project received adequate technical and administrative support from the ILO DWT/CO-Budapest, ILO HQ and partners?

4. Impact

- What is the project estimated impact on target groups, systems, institutions?

5. Sustainability

- What is the likelihood of sustainability of outcomes? Are the results and benefits likely to continue after the end of the project? What could be done to improve sustainability?
- Are the national partners able to continue the project agenda and results after the end of the project (capacity of people and institutions, laws, policies)?
- To which extent the results of the intervention are likely to have a long term, sustainable positive contribution to the SDGs and relevant targets (explicitly or implicitly)?

4. Evaluation approach and methodology

According to the ToR the evaluation will use an eclectic blend of evaluation approaches. It will, in part, use a mixed methods approach (e.g. document analysis, interviews, direct observation and quantitative secondary data analysis) to ensure the validity and reliability of the findings. An Interview Guide is available in the Annex 1. Also, the evaluation will gather and analyze data which will be disaggregated by sex to the extent possible. It will pay attention to which groups benefit from and which groups contribute to the project and provide an assessment of how the project has performed in regards to gender equality and non-discrimination. Lastly, the evaluation will use a participatory approach in that, the evaluation will involve ILO key stakeholders such as beneficiaries, ILO Tripartite Constituents, ILO staff and strategic partners (a preliminary list is available in the Annex 2).

The evaluation methodological approach to this evaluation relies on a comprehensive review of relevant documentation and analysis of already available data, as well as on primary data collection and analysis from various sources.

The desk review will focus on reviewing the appropriate material, including programme and project documents, progress reports, and relevant material from secondary sources. This will include baselines and any government documents, information from the desk review, together with that gathered from the field mission to Moldova.

The evaluation will be based upon the ILO's evaluation policy guidelines which adhere to international standards and best practices, articulated in the OECD/DAC Principles and the Norms and Standards for Evaluation in the United Nations System approved by the United Nations Evaluation Group (UNEG). More specifically, the evaluation will be conducted in accordance with the *ILO policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 3rd ed. (Aug. 2017)*¹⁹.

5. Cross-cutting concerns

The gender dimension, as well as non-discrimination and International Labour Standards will be considered as a cross-cutting concerns throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the data collection consultations and in the evaluation analysis, and carefully observing equitable treatment of the most vulnerable groups in the project implementation. Moreover the evaluator will review data and information that is disaggregated by gender and specific vulnerable groups, and assess the relevance and effectiveness of the related strategies and outcomes to improve lives of women and men. All this information will be accurately included in the evaluation report.

6. Main deliverables

- ✓ **Inception report** (with detailed work plan and data collection instruments) following ILO EVAL Checklist 3, will include:
 - Description of the evaluation methodology and instruments to be used in sampling, data collection and analysis and the data collection plan mentioned above.
 - Guide questions for questionnaires and focus group discussions (if applicable);
 - Detailed fieldwork plan , developed in consultation with the Evaluation Manager and project manager
 - The proposed report outline structure.

- ✓ **Draft and Final version of evaluation report in English** (maximum 30 pages plus annexes) with the following proposed structure:
 - Cover page with key project and evaluation data
 - Executive Summary
 - Acronyms
 - Description of the project
 - Purpose, scope and clients of the evaluation
 - Methodology and limitations
 - Clearly identified findings for each criterion
 - Conclusions

¹⁹ http://www.ilo.ch/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm

- Recommendations (i.e. for the different key stakeholders)
 - Lessons learned and good practices
 - Annexes:
 - TOR
 - Inception report
 - List of people interviewed
 - Schedule of the field work
 - List of the documents reviewed
 - Project outputs and unexpected results achieved versus planned as per the Project logical framework targets.
- ✓ **ILO templates for the Executive summary, Lessons learned and Good practices completed.**

All reports, including drafts, will be written in English.

Ownership of data from the evaluation rests exclusively with the ILO. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO.

7. Roles and responsibilities

The Evaluator is responsible for conducting the evaluation according to the terms of reference (TOR). She will:

- Review the TOR and provide input, propose any refinements to assessment questions, as necessary
- Review project background materials (e.g., project document, progress reports)
- Develop and implement the assessment methodology (i.e., prepare interview guides, conduct interviews, review documents) to answer the assessment questions
- Prepare and Inception report
- Conduct preparatory consultations with the ILO prior to the assessment mission
- Analyse interview recordings
- Prepare an initial draft of the assessment report
- Conduct briefing on findings, conclusions and recommendation of the assessment
- Prepare a final report based on comments obtained on the initial draft report.

The Evaluation Manager is responsible for:

- Drafting the TOR
- Finalizing the TOR with input from colleagues
- Providing the Evaluator with the project background materials
- Participating in preparatory meeting prior to the assessment mission
- Assisting in the implementation of the assessment methodology, as appropriate (i.e., participate in meetings, review documents)
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback
- Reviewing the final draft of the report
- Submitting the final draft report to RO Europe evaluation focal point and EVAL for final approvals

- Disseminating the final report to all the stakeholders
- Coordinating follow-up as necessary

The Project Manager (NPC) is responsible for:

- Reviewing the draft TOR and providing input, as necessary
- Providing project background materials, including surveys, studies, analytical papers, reports, tools, publications produced
- Participating in preparatory meeting prior to the assessment mission
- Scheduling all meetings
- Reviewing and providing comments on the assessment report
- Participating in debriefing on findings, conclusions, and recommendations.

8. Evaluation tasks and work plan

Task	Time frame	Responsible person	Unit/	Consultations
11. Draft TORs shared for consultations	By 30 August 2019	ILO NC Emil Krstanovski		EUROPE, Regional Evaluation Officer, ILO DWT/ CO Budapest / NC Moldova/ Project team Moldova.
12. Finalize TOR	By 23 September 2019	ILO NC Emil Krstanovski		DWT/CO Budapest/ National Coordinator /Regional Evaluation Officer
13. Identification of independent evaluator	By 25 October 2019	ILO NC Emil Krstanovski		DWT/CO Budapest/EUROPE/NC Moldova/Regional Evaluation Officer/EVAL (for final approval)
14. Preparation of background documents, materials, reports and studies by outcomes	By 1 November 2019	National Project Team/ DWT/CO Budapest / ILO NC Moldova		EUROPE
15. Meetings scheduled for the evaluator to get inputs from national stakeholders	By 8 November 2019	National Project Coordinator /DWT CO Budapest		EUROPE
16. Inception report submitted	By 15 November 2019	Evaluator (3 working days)		ILO NC Emil Krstanovski
17. Documents reviewed and	By 13	Evaluator (10		National Coordinator

Task	Time frame	Responsible person	Unit/	Consultations
meetings/ interviews with stakeholders completed	December 2019	working days)		for Moldova/DWT/CO Budapest, National tripartite stakeholders, national partners.
18. Draft evaluation report submitted	By 20 December 2019	Evaluator (5 working days)		DWT/CO Budapest
19. Consultations with constituents and other stakeholders on the draft report, as appropriate	By 15 January 2020	ILO NC Emil Krstanovski		National coordinator Moldova/ National Project team/ DWT/CO EUROPE/ regional Evaluation Officer
20. Final evaluation report submitted	By 31 January 2020	Evaluator (3 working days)		ILO NC Emil Krstanovski (evaluation manager) Regional Evaluation Officer (review) EUROPE (approval) EVAL (final approval)

ANNEX 3 – List of documents reviewed

- Project related documents
- ILO Decent Work Country Programme in Moldova
- Work plan (with Timeframe and Action plan)
- DWCP Minutes and Annual Report
- Reports on project specific activities (summary notes, minutes of meetings, lists of participants)
- ILO (2019): *Local Employment Partnership Cahul*
- ILO (2017): *Assessment of the delivery of employment services for youth by the National Employment Agency of the Republic of Moldova*
- Friedrich Ebert Stiftung Expert Group Think Tank (2018): *Republic of Moldova, State of Country Report*
- European Commission: *Association Implementation Report on Moldova 2019*
- Mariana Buciuceanu-Vrabie and Olga Găgăuz (2017): *Youth on the Labour Market in the Republic of Moldova*

ANNEX 4 – List of people interviewed

1. ILO project staff: Violeta Vrabie – Project coordinator and Carolina Chicus-Bodean – Project assistant
2. NC in Moldova – Ala Lipciu
3. Ministry of Health, Labour and Social Protection: Ana Gherganova – Head of the Employment Policies and Migration Regulation Department, Mariana Stîrcul – Senior consultant at the Employment Policies and Migration Regulation Department
4. National Employment Agency: Raisa Dogaru – Director, Valentina Lungu – Deputy director, Cristina Drumea – Head of the Employment Policies Implementation Department, Marcela Grădinaru – Head of M&E Unit
5. National Confederation of Employers from Moldova (CNPM): Vladislav Caminschi – Executive director
6. National Confederation of Trade Unions from Moldova (CNSM): Sergiu Iurcu – Deputy chief of Legal-economic Protection Department, Liliana Posan

LEP Cahul meetings organised in Cahul:

7. Cahul Rayon Council representatives: Vlad Casuneanu
8. Local Trade Unions representative: Maria Cotorobai
9. Local Employers' representative: Anatol Nebunu
10. SCA "Faguras-Vadul lui Isac" : Larisa Cotet
11. Cahul Beekeepers' Association: Sergiu Pâslaru
12. Cahul Territorial Employment Subdivision: Evghenia Srasaman

LEP Cahul - Meetings organised in Chisinau:

13. Organisation for Development of Small and Medium-Sized Enterprises (ODIMM): Olesea Frunza – Chief of Unit
14. National Youth Council from Moldova (CNTM): Roman Banari – General secretary, Mihaela Borcoi – Outreach activities coordinator
15. Handicrafts Union from Moldova: Tatiana Chiril – Executive director

ANNEX 5 – Schedule of the field work

Attached as a separate document.

ANNEX 6 – Project outputs actual versus planned

CPO title		Implementation - planned/actual								Suggested extension			
		2017	2018				2019				2020		
		Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	
1. Drafting and Implementation of the new employment policy, including at the local level													
Output 1.1: The final draft of the Law on Employment Promotion and its bylaws are elaborated in consultation with all stakeholders	planned	X	X	X	X								
	actual					X	X	X	X				
1.1.1 Legal and advisory support in the process of drafting the new employment promotion law		X	X	X	X								
1.1.2 Knowledge building for the former employment legislation			X	X									
1.1.3 Two days training on foreign implementation of ALMMs and drafting of implementation scenarios for the country.			X										
1.1.4 Technical support in drafting the bylaw for the new employment policy implementation				X	X	X	X						
1.1.5 PES staff and social partners trained on the implementation of newly drafted employment promotion policy					X	X	X	X	X				
1.1.6 Media and awareness raising campaign conducted on the new employment policy framework		X	X										
Output 1.2: A Roadmap report on the integration of employment objectives/targets in sectoral strategies is presented	planned	X	X	X	X								
	actual				X	X	X	X	X	X		X	
1.2.1 Members of TUs and EOs in several sectors trained on SSC registration			X	X	X	X	X	X	X	X			
1.2.2 Capacity building of SSC on project writing				X	X			X	X				
1.2.3 An inter-ministerial committee (IMC) institutionalized to contribute to the development of technical vocational education in line with the requirements of the labor market							X						
1.2.4 IMC members sensitised and trained to better coordinate their working plans to the VET system development							X	X	X				
1.2.5 Development of an e-learning platform for the SSC							X	X	X	X		X	
Output 1.3: A framework for local employment partnerships (LEPs) is designed together with the social partners and the	planned	X	X	X									
	actual			X	X	X	X	X	X	X	X	X	
1.3.1 Documentation and tools for the development of regional employment plans are developed in consultation with the different regional actors.		X	X	X	X	X	X						
1.3.2 A local labour market diagnostic is conducted in a participatory and inclusive manner in one selected rayon (Cahul)		X	X	X									
1.3.3 Support TCCCB to local knowledge and capacities to identify and improve local labour market governance			X	X	X	X	X	X	X				
Output 1.4: One pilot LEP is implemented	planned						X	X	X				
	actual						X	X	X	X	X		
with respect to employment potential and labour market needs analysis.				X									
1.4.2 Via a consultative processes with stakeholders, develop regional employment programmes and plans for the piloted region					X	X	X						
1.4.3 Launch the LEP pilot programs in Cahul							X						
1.4.4 Facilitate roll-out of LEP pilot programmes in Cahul							X	X	X	X	X		
Output 1.5: A capacity development programme on youth employment is delivered in collaboration with the employers' and	planned	X	X	X	X	X	X						
	actual						X	X	X	X			
1.5.1 Analysis of the information gaps for SWT		X	X										
1.5.2 Introduce a new web based and mobile tool for a better career guidance					X	X	X						
1.5.3 A guide on youth rights at work entitlements and how to protect them is developed and transposed in a curricula					X	X							
1.5.4 Orientation & building capacity activities on Youth Rights at Work & OSH based on draft guide								X	X	X			
1.5.5 A new guide on labour legislation reforms and amendment to the Labour Code for TUs transposed in a curricula							X	X					
1.5.6 Building capacities on newly completions to the Labour Code for the Tus									X	X			
2. Follow up and implementation of PES FA recommendations													
Output 2.1: A strategy for the local outreach of PES offices is designed	planned	X	X	X	X	X	X						
	actual	X	X	X	X	X	X	X	X	X	X	X	
2.1.1 In partnership with local actors (PES offices, LPA, NGOs, Employers, social partners, etc) identify emerging employment issues, challenges and community assets.								X	X	X			
2.1.2 Mobile grups set up and supported to cater out employment services to people in remote areas						X	X		X	X	X		
Output 2.2: A set of activation packages targeting youth and women are tested with the PES offices	planned	X	X	X	X	X	X						
	actual							X	X	X	X		
2.2.1 Sensitization of young people about their situation in employment and labor rights, along with information on the new opportunities of the new employment promotion law								X	X	X			
2.2.2 Launch the pilot of two ALMPs for disadvantages youth								X	X	X	X		
Output 2.3: A new framework for the M&E functions of the PES is piloted / Labour market information and intelligence improved	planned			X	X	X	X						
	actual							X	X	X	X	X	
2.3.1 A new toolkit to better monitor and evaluate ALMPs is developed								X	X				
2.3.1 The NEA Monitoring department capacities are strenghten to monitor and evaluate the new ALMMs								X	X	X	X		

ANNEX 7 – Lessons learned

ILO Lesson Learned 1

Project title: Improved human resources development and employment policies,
with particular attention to youth, women and migrants

Project TC/SYMBOL: 106357-MDA/16/02/RBS

Name of evaluator: Roxana Irimia (Pluriconsult Ltd.)

Date: 11 March 2020

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	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.

<p>Context and any related preconditions</p>	<p>The project design was based on consultations with the constituents to define priority actions. As part of the monitoring process that follows up on the implementation of the DWCP, a tripartite meeting took place in Chisinau in August 2017, at the presence of the Deputy minister of Labour, the EU High-level adviser to the minister of Labour, as well as representatives of the Public Employment Service, the National Confederation of Employers and National Confederation of Trade Unions, and the Youth Council. The purpose of the meeting was to take stock of the DWCP priorities, particularly the progress in the implementation of Outcome 1.2, and to review the ongoing ILO technical assistance on youth employment. As a result of this consultation and dialogue, participants brought to the attention of the ILO the following issues as building blocks of a potential new project:</p> <p>1/ Implementation of the National Employment Policy in view of supporting the introduction of employment objectives in other sectoral strategies, including the industrial and competitiveness policy. This would allow for completing the work on the draft employment promotion law and introducing elements of sectoral jobs and skills forecasts.</p> <p>2/ Design and implementation of Territorial/Local Employment Pacts based on the role of the tripartite Territorial Commissions for Consultations and Collective Bargaining.</p> <p>3/ Implementation of the recommendations from the functional audit of the PES, particularly with regard to the changes in the organizational setup, the extension and improvement of services and outreach of the PES (regional offices, activation packages, M&E functions).</p>
<p>Targeted users / Beneficiaries</p>	<p>ILO staff, national partners</p>
<p>Challenges /negative lessons - Causal factors</p>	<p>The consultations carried out to document the project design, planning and implementation would be improved by emphasizing the importance of setting priorities based on robust ex-ante prior evidence. These consultations may include efforts of increasing awareness of the importance of good planning and better monitoring of DWCP and the subsequent projects.</p>

<p>Success / Positive Issues - Causal factors</p>	<p>In spite of the lack of monitoring performance indicators, the project technical monitoring included field work on behalf of the project team and the project team constantly supported the development project partners' capacity to accurately report on the activities they implemented, which increased partners' ownership on the projects' outputs and outcomes, as well as their commitment for performance in implementation.</p>
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>Challenges in terms of resources for monitoring project activities for the ILO project staff.</p>

ILO Lesson Learned 2

Project title: Improved human resources development and employment policies, with particular attention to youth, women and migrants

Project TC/SYMBOL: 106357-MDA/16/02/RBS

Name of evaluator: Roxana Irimia (Pluriconsult Ltd.)

Date: 11 March 2020

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<p>Brief description of lesson learned (link to specific action or task)</p>	<p>Systemic interventions need time in order to consolidate progress. These type of interventions need to build an enabling environment (including a shift in policy vision, legislative and institutional changes, policy coordination, adapted budget) for the reform to take place, to strengthen the balance between supply and demand of services, to encourage a shift in social norms and to promote quality of services.</p>

<p>Context and any related preconditions</p>	<p>The capacity of MHLSP and NEA towards the design and implementation of new programmes and services for inclusive and sustainable economic growth and productive employment was improved. The guidelines for the implementation of ALMMs for NEA caseworkers and consequent capacity building has ensured a smooth launch and ongoing implementation of two subsidy programs addressed to persons with disability (PwD) and vulnerable youth (persons released from detention; victims of human trafficking; persons fighting with consumption of narcotic or psychotropic substances; victims of domestic violence). However, changing mentalities (e.g. stereotypes against PwD, building public accountability etc.) need more time and overpass a project life cycle.</p>
<p>Targeted users / Beneficiaries</p>	<p>ILO staff, national partners</p>
<p>Challenges /negative lessons - Causal factors</p>	<p>Employers tend to be resistant to employ vulnerable people (e.g. PwD) for a variety of reasons such as bureaucratic process in getting access to the subsidies, difficulties in maintaining the respective employee for three years on the job, stereotypes of other employees against PwD etc.</p>
<p>Success / Positive Issues - Causal factors</p>	<p>The Ministry (MHLSP) was advised to foresee specific interventions to reach out to vulnerable people at risk of social exclusion, promote local solutions for job creation and formalization and ensure social partnership to increase employability at the local level.</p> <p>Grounded on the lessons learnt during the first period of implementation of the new legal framework for employment and at the request of MHLSP, ILO provided general considerations on the scope and content of employment law, as well as specific comments on the content of certain articles addressing employability of vulnerable people.</p>
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>ILO will have to continue to work with the Government and social partners to strengthen social cohesion on the labour market.</p>

ILO Lesson Learned 3

Project title: Improved human resources development and employment policies,
with particular attention to youth, women and migrants

Project TC/SYMBOL: 106357-MDA/16/02/RBS

Name of evaluator: Roxana Irimia (Pluriconsult Ltd.)

Date: 11 March 2020

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<p>Brief description of lesson learned (link to specific action or task)</p>	<p>A project that is devoting an important amount of resources to designing strategies, plans and institutional tools need to be implemented in a flexible manner (i.e. adapting the project to new request of the Government and social partners) and to explore the existence of a strong local ownership in order to ensure embedding of these instruments in the future practice of the beneficiaries. This may include sharing information about the new approaches beyond the narrow group of specialists and professionals.</p>
<p>Context and any related preconditions</p>	<p>The project was implemented with high level of flexibility on behalf of the ILO including revision of project implementation timeframe, as well as revision of the scope of one outcome in line with the dynamic of the beneficiaries' needs and capacity.</p>
<p>Targeted users / Beneficiaries</p>	<p>ILO staff, national partners</p>

Challenges /negative lessons - Causal factors	Hierarchical culture is still predominant and for this reason local initiative and horizontal cooperation remains to be further encouraged and developed.
Success / Positive Issues - Causal factors	LEP Cahul proves to be a functional frame for flexible and effective interventions in which multiple local stakeholders concerned with labour market challenges in their community assume complementary and interconnected roles and responsibilities to identify solutions adjusted to the local context.
ILO Administrative Issues (staff, resources, design, implementation)	ILO may consider that jointly with the national partners to facilitate consultations within the frame of a “coalition for change” (key policy makers, advocates, academics and others) which should include not only central government actors but also stakeholders active at the local grassroots level in all regions of the country (e.g. by scaling-up LEP piloted in Cahul).

ANNEX 8 – Emerging good practices

ILO Emerging Good Practice 1

Project title: Improved human resources development and employment policies, with particular attention to youth, women and migrants

Project TC/SYMBOL: 106357-MDA/16/02/RBS

Name of evaluator: Roxana Irimia

Date: 11 March 2020

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The mutual willingness and commitment both from beneficiary's side (Moldovan partners) and the project implementation entity's side (ILO) to collaborate in this project was a solid foundation for a successful project.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	The needs addressed by the project resulted mostly from a functional review of the National Employment Agency (NEA) carried out with the ILO support in 2017. This document is pointing to 1/ the need to diversify and improve the offer of active labour market policies for young people, particularly with a view to increasing the labour market attachment of young women; 2/ the significance of integrating sectoral concerns into the implementation of the National Employment Strategy 2017-2021, particularly in order to address the skills mismatches; and 3/ the importance of strengthening labour market institutions, including at the local level, to foster dialogue and cooperation around job creation. The above mentioned major findings of the functional review were endorsed by the social partners who brought to the attention of the ILO these priorities as the main pillars of the project.
Establish a clear cause-effect relationship	The project's success was built on the involvement of the social partners from the early stages of the project, consultations of the ILO with social partners on the project concept, as well as on the results achieved in earlier projects, such as 1/ the EU-ILO Partnership project "Effective governance of labour migration and its skills dimensions" in Moldova and Ukraine, 2/ the "Work4Youth" project with the MasterCard Foundation, and 3/ the "Improved decent work opportunities for youth through knowledge and action and improved employment policies" under the SIDA-ILO Partnership.

Indicate measurable impact and targeted beneficiaries	Project's impact can only be estimated. Nevertheless, due to the achievements of the project it can be estimated that the existing social dialogue in the country will be strengthened through fostering local partnerships and cooperation between employment offices and municipal authorities, the social partners, social services, private employment services, and civil society organizations to enhance national and local labour markets, address their duality and asymmetry and improve youth employment prospects. Territorial Commissions for Consultation and Collective Bargaining (TCCCB) will improve their work with the local active partners (both public and private ones), including PES offices to set-up and host LEPS.
Potential for replication and by whom	Social partners at national level and multiple stakeholders at the local level in other regions in addition to Cahul, jointly with the ILO and other donors' support (mainly EU, if possible).
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The project directly contributes to the DWCP 2016-2020, Outcome 1.2. Improved human resources and employment policies. It also expands on the DWCP immediate targets and strives to enhance capacities to define and implement a more comprehensive employment framework at national and local level in line with the new UN Joint Programming Framework (UNDAF 2018-2022).
Other documents or relevant comments	n.a.

ILO Emerging Good Practice 2

Project title: Improved human resources development and employment policies, with particular attention to youth, women and migrants

Project TC/SYMBOL: 106357-MDA/16/02/RBS

Name of evaluator: Roxana Irimia

Date: 11 March 2020

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element

Text

<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>Complementarity between ILO project and national projects/programmes increases the value added of the project both in terms of volume and scope of its' effects.</p>
<p>Relevant conditions and context: limitations or advice in terms of applicability and replicability</p>	<p>ODIMM has few programs for entrepreneurs. These include consulting, entrepreneurial training, monitoring for different target groups. In 2018 the program addressed young people from all over the country. According to the ODIMM statistics the number of beneficiaries from the Southern region of the country (i.e. from Cahul) is very small because ODIMM does not have a good outreach in the remote regions and among women and low-skilled young people. For this reason ODIMM's partnership with ILO in the project added value in terms of combining financial and non-financial support for young women interested to start-up a small business.</p>
<p>Establish a clear cause-effect relationship</p>	<p>The project was fully complementary with a national programme of the Organisation of the Development of the Small and Medium-sized Enterprises Sector (ODIMM). The ILO project and ODIMM co-funded the implementation of the Local Employment Partnership Cahul (190,457 USD was the ILO project contribution and 204,462 USD was ODIMM's contribution). ODIMM contribution was materialized in the form of a grant scheme to complement the activities oriented toward business development and enterprise creation.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>Due to the complementarity between ILO project and ODIMM programme, the it was possible to generate employment through women entrepreneurship development.</p>
<p>Potential for replication and by whom</p>	<p>Social partners at national level and multiple stakeholders at the local level in other regions in addition to Cahul, jointly with the ILO and other donors' support (mainly EU, if possible).</p>
<p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</p>	<p>The project directly contributed to the DWCP 2016-2020, Outcome 1.2. Improved human resources and employment policies. It also expanded on the DWCP immediate targets and strived to enhance capacities to define and implement a more comprehensive employment framework at national and local level in line with the new UN Joint Programming Framework (UNDAF 2018-2022).</p>
<p>Other documents or relevant comments</p>	<p>n.a.</p>

ILO Emerging Good Practice 3

Project title: Improved human resources development and employment policies,
with particular attention to youth, women and migrants

Project TC/SYMBOL: 106357-MDA/16/02/RBS

Name of evaluator: Roxana Irimia

Date: 11 March 2020

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The project high level of quality and transparency built a high level of credibility and mobilized many resources around its wide scope.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	Over the lifetime of the project ILO has demonstrated to be an efficient and constructive partner of its constituents (the Government of Moldova and the social partners) and its role has been recognised very positively. ILO has used a highly participatory approach and involved all relevant partners in the country to participate in the project implementation and continuation.
Establish a clear cause-effect relationship	Building on its good technical reputation in the domains the project was concerned, ILO team has further developed excellent cooperation with the line ministry responsible for the policies on human resources development as addressed in the project (MHLSP) and the agencies who were targeted as key implementing partners in the project (NEA).
Indicate measurable impact and targeted beneficiaries	Project's impact can only estimated. Nevertheless, the project contributed to strengthening of the enabling environment at country level, in terms of the development of employment policies, technical capacities of national and regional stakeholders, local knowledge through the national and international consultants contracted, and of the mind-set and motivation of stakeholders.
Potential for replication and by whom	Social partners at national level and multiple stakeholders at the local level in other regions in addition to Cahul, jointly with the ILO and other donors' support (mainly EU, if possible).

Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The project directly contributed to the DWCP 2016-2020, Outcome 1.2. Improved human resources and employment policies. It also expanded on the DWCP immediate targets and strived to enhance capacities to define and implement a more comprehensive employment framework at national and local level in line with the new UN Joint Programming Framework (UNDAF 2018-2022).
Other documents or relevant comments	n.a.