



FINAL EVALUATION REPORT

EVALUATION OF THE GOVERNMENT OF MOLDOVA – UNICEF 2013-2017 COUNTRY PROGRAMME OF COOPERATION

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CHIȘINĂU 2017

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The data and findings in this report reflect the opinions of interviewees and do not necessarily represent the views of UNICEF.

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ABBREVIATIONS AND ACRONYMS

Acronym	Description
AA	Association Agreement
AIDS	Acquired Immune Deficiency Syndrome
APSCF	Alliance of Non-Governmental Organisations active in the field of Social Protection of Children and their Family
C4D	Communication for Development
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CEE/CIS	Central and Eastern Europe/Community of Independent States
CNAM	<i>(Romanian abbreviation for)</i> National Health Insurance Company
CO	Country Office
CPC	Country Programme of Cooperation
CPD	Country Programme Document
CRC	Convention on the Rights of the Child
CRPD	Convention on the Rights of Persons with Disabilities
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
CSW	Commercial Sex Workers
CwD	Children with Disability
DAC	Development Assistance Committee (of OECD)
DCFTA	Deep and Comprehensive Free Trade Area
DCT	Direct Cash Transfers
ECA	Europe and Central Asia
ECD	Early Childhood Development
ECE	Early Childhood Education
EDI	Early Detection and Intervention
EQ	Evaluation Question
ELDS	Early Learning Development Standards
ENOC	European Network of Ombudspersons for Children
EU	European Union
EVA	Especially Vulnerable Adolescents
GAVI	Global Alliance for Vaccines and Immunization
GDP	Gross Domestic Product
GFATM	Global Fund to Fight AIDS, Tuberculosis and Malaria
GII	Gender Inequality Index
GPE	Global Partnership for Education
HACT	Harmonized Approach to Cash Transfers
HDI	Human Development Index
HH	Households
HIV	Human Immunodeficiency Virus
HRBA	Human Rights Based Approach
ICF-CY	International Classification of Functioning, Disability and Health - Children and Youth
IDU	Injecting Drug Users
ILO	International Labour Organization
IMCI	Integrated Management of Childhood Illness
IMEP	Integrated Monitoring and Evaluation Plan
IOM	International Organization for Migration
LPA	Local Public Authority
MARA	Most At Risk Adolescents
MDGs	Millennium Development Goals
MDL	Moldovan Leu

M&E	Monitoring and Evaluation
MICS	Multi-Cluster Indicator Survey
MoE	Ministry of Education
MoH	Ministry of Health
MoJ	Ministry of Justice
MoLSPF	Ministry of Labour, Social Protection and Family
MoRES	Monitoring Results for Equity System
MoYS	Ministry of Youth and Sport
MSM	Men having Sex with Men
MTR	Mid-Term Review
NBS	National Bureau of Statistics
NCCRP	National Council for Child Rights Protection
NDS	National Development Strategy
NEET	Not in Education, Employment, or Training
NGO	Non-Governmental Organization
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
OHCHR	Office of the United Nations High Commissioner for Human Rights
OpR	Operational Recommendations
OR	Other Resources
PEP	Post-Exposure Prophylaxis
PLHIV	People Living with HIV/AIDS
PMTCT	Prevention of Mother-To-Child Transmission
PPP	Purchasing Power Parity
RBM	Results-Based Management
RKLA	Regional Knowledge and Leadership Agenda
RR	Regular Resources
RWP	Rolling Work Plan
SDG	Sustainable Development Goals
SEN	Special Educational Needs
SitAn	Situation Analysis
SP	Strategic Plan
SR	Strategic Recommendations
STI	Sexually Transmitted Infections
ToC	Theory of Change
ToR	Terms of Reference
TransMonEE	Transformative Monitoring for Enhanced Equity
UN	United Nations
UNCRC	UN Committee on the Rights of the Child
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNPFA	United Nations Population Fund
UNPF	United Nations Partnership Framework
UNICEF	United Nations Children's Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UPR	Universal Periodic Review
USA	United States of America
UTAG	<i>(Romanian abbreviation for)</i> Autonomous Territorial Unit of Gagauzia
WHO	World Health Organization

EXECUTIVE SUMMARY

This document represents the “Evaluation of Government of Moldova - UNICEF 2013-2017 Country Programme of Cooperation (CPC)”. The evaluation was conducted between August 2016 and February 2017.

Objectives and Purpose of the Evaluation

The main **objectives** of the CPC 2013-2017 evaluation were the following:

- to assess the relevance, efficiency, effectiveness, sustainability, coherence and impact of the CPC;
- to generate useful knowledge for the development of the new country programme and Strategic Note;
- to build the capacities and empower stakeholders through fostering participation in evaluation.

The evaluation had thus both summative and formative aspects.

The **purpose** of the evaluation was multi-fold: a) to guide UNICEF strategic and programme intervention prioritising in the new programming period 2018-2022; b) to provide recommendations to accelerate the achievement of equitable and sustained outcomes for the most vulnerable children in the new CPC 2018-2022; c) to contribute to the planning of UN Development Assistance Framework (UNDAF) 2018-2022.

Evaluation Object

The **object of the evaluation** was the CPC 2013-2017. Its overall goal was to support the government and civil society to bring about greater social inclusion of children and their families who are at risk of exclusion due to geographic disparities, poverty, ethnicity, disability, gender, and lack of or poor parental care. The CPC aimed to reach its overall goal by achieving two Outcomes:

1. By 2017, the Government addresses disparities in access to quality education, health, protection and justice services for disadvantaged children and families
2. By 2017, governance structures and social attitudes are more child-sensitive and equity oriented

The State Chancellery was assigned the role of coordinating partner of the overall CPC. The role of UNICEF was to ensure the technical and financial assistance for the implementation of the programme, while also bringing in evidence, knowledge on children and policy advocacy leverage for the attainment of intended results.

Evaluation Methodology

The evaluation applied a **mixed-method approach**, including: stakeholder mapping; mapping of situation analyses; in-depth documentary review and structured desk analysis of CPC design, implementation approaches, documenting of results and processes; structured desk analysis of policy and legislative frameworks; implementation strategies; analysis and testing of Theory of Change (ToC) used in designing the CPC and its strategies; analysis of results against the Results Matrix of the CPC; contribution analysis to determine progress against intended results and attribution analysis to the extent possible; systems analysis of management strategies; financial analysis; mapping of risk analyses and mitigation strategies; analysis of sustainability strategies and systemic barriers to sustainability; interviews; focus

groups; round tables. The evaluation was carried out in three phases. In the **Inception Phase**, a preliminary review of key documentation and development of data collection and evaluation tools were done. The **Data Review and Collection Phase** was devoted to in-depth documentary review and primary data collection during an in-country mission. In the **Analysis and Reporting Phase**, the evaluation applied the standard evaluation criteria (relevance, efficiency, effectiveness, impact, sustainability) combined with a Human Rights-Based Approach and Results-Based Management to assess achievements, draw informed conclusions and provide recommendations.

Contextualisation of Findings and Analysis

The role of UNICEF and its partners in delivering support to the Republic of Moldova has been significantly mediated by the specific contextual features of the operating landscape in the country, most notably: the protracted economic and political crisis; the unsettled, frozen conflict in Transnistrian region; sometimes opaque national decision-making; political sensitivity on certain vulnerable groups and rights-based issues promoted by UNICEF. The evaluation has thus applied the concept of “operating space” to inform its findings and analysis, including the space for dialogue with national partners; the extent of a shared vision on issues and policy options between the Government and UNICEF; the availability and capacity of national partners with whom to work.

Main Findings and Conclusions

The CPC 2013-2017 was implemented under challenging conditions which remain complex, sensitive and unpredictable. UNICEF has successfully addressed most of the most pressing needs of the country and in particular of vulnerable children, in a period of protracted political instability and economic-financial crisis. The feedback received from a wide range of stakeholders confirms UNICEF as a knowledge leader on children in Moldova, a driving force and convener for ensuring the rights of the most vulnerable children, and a credible partner whose overall interventions were conducted professionally, in an inclusive and culturally-sensitive manner. Although functioning in a challenging context, UNICEF demonstrated that progress towards planned targets could be achieved by creatively using the existing enabling factors to add value and of opportunities to open up new operating space. UNICEF has thus managed to successfully support the country in advancing the child rights agenda and reforms in key priority areas for children outcomes. At the same time, there have been several issues linked to a slower than expected fund-raising and delivery rate, indicating that the CPC was a too ambitious framework for the political and economic context of Moldova, available resources and timeframe. More specific findings and conclusions are presented below.

Relevance

- The CPC was highly relevant for Moldova’s priorities, addressing key challenges for the realisation of children’s rights and their underlying causes highlighted in relevant situation analyses and country assessments. The CPC results and strategies were driven by the standards and principles of Moldova’s ratified human rights treaties and by the concluding observations and recommendations of UN treaty body reports. The work carried out within the CPC framework also addressed the key issues underlined in the last MDG report and contributed to achieving UNPF and global and regional UNICEF agenda.
- The CPC has preserved its relevance in time, due to the large scope of its outcomes, flexibility in adapting the Results Matrix to arising needs, constant preoccupation of UNICEF CO for understanding the needs and staying attuned to the country context, and regular dialogue with the Government and international development partners to ensure alignment of UNICEF work to national reform and EU association agenda.

- Overall, there is a high level of adequacy of CPC and its implementation strategies to the needs of vulnerable children identified in the Situation Analysis from 2011. The analytical work which informed the planning process and design of the CPD was highly participative, engaging a wide range of stakeholders, including children, and thus reflecting in broad terms the entire spectrum of needs and interests.
- HRBA and gender equality standards and principles were effectively used for the programming of UNICEF assistance during 2013-2017. The CPD was guided by the human rights principles of non-discrimination and equality, participation and inclusion, and accountability and rule of law. The empowerment principle worked well at the level of duty-bearers and caregivers; increasing the capacity of rights-holders to make their voice known and claim their rights is still to bear fruit. Equity was at the heart of CPC programming and implementation, but there are some pending issues in health, education and child protection as well as related to the targeting of the most deprived communities, which requires urgent attention for redress.

Effectiveness

- The CPC implementation has brought about significant institutional and behavioural changes for the benefit of children and their families, notably in the area of enrolment in preschools and school readiness, inclusive education for CwD/SEN, perinatal and post-natal care, overall child deinstitutionalisation, vaccine management, reproductive health and addressing HIV-related risk factors for youth.
- Around 57% of the planned targets have been achieved or likely to be achieved by the end of 2016 i.e. 5 of 9 outcome targets and 21 of 37 output targets (see Table 7 in the report). The emerging political stability in 2016 and renewed budgetary and monetary support from the international development partners are expected to create better conditions for the remaining implementation period of CPC. The improved strategic, legislative and institutional framework with contribution from UNICEF has prepared a solid ground for an accelerated implementation pace of CPC in 2017.
- The CPC results were facilitated by the excellent approach of UNICEF CO which combined sound evidence and analytic frameworks as well as investment in the development and dissemination of knowledge on children with effective leverage of relationships with the Government and other partners, and systematic embedment of capacity building in most CPC interventions. Very helpful was also UNICEF CO ability to frame policy issues and options in ways that are sensitive to institutional and political context in Moldova.
- UNICEF CO has creatively used its comparative advantage in working in sensitive areas, such as in the promotion of child rights in the Transnistrian region, and pushing the needed reforms using the EU association agenda as an advocacy platform. A more focused and better inter-sectoral connection of interventions would have increased the effectiveness of CPC in addressing the complexity of bottlenecks which hinder progress in many areas of child rights in Moldova.

Efficiency

- Overall, UNICEF CO managed to ensure an efficient and professional implementation of CPC. Results were achieved in a cost-efficient manner, with little waste and duplication. UNICEF procedures are deemed to be transparent and trustworthy, hence UNICEF is regarded as a 'go-to-agency' by development partners.
- Efficiency was nevertheless affected by the uneven participation of the State Chancellery in the CPC coordination and rather weak mutual accountability for overall results. The insufficient implementation capacity of government partners on the background of a challenging country context impeded a timely implementation of some activities and left 'unfinished business' in virtually all areas of CPC intervention.

- The CPD and its Results Matrix adhered to the UNDG RBM methodology to help ensure accountability for results and utilization of resources as well as to offer a framework to manage the support based on results. The road towards change at impact level is however unclear given the lack of an underlying ToC and clear connection of expected results to specific national development targets to which they were supposed to contribute higher up in the logical chain. Evaluability of results was improved following MTR, but challenges remained in measuring the progress of several indicators.
- UNICEF CO has used a mix of strategies for the implementation of the CPC, the most efficient ones being the evidence-based policy dialogue and advocacy; strategic partnerships and leveraging of resources for children; and modelling of new services and approaches.
- The amount spent during 2013-2015 represented 57.3% of the annually planned funds. The resources fund-raised during the first three years of CPC implementation were below the planned level. Fund-raising was challenged by the reduced donors' confidence in investing in Moldova and the middle-income status of the country which shrunk the pool of donors.
- The partnerships developed by UNICEF CO with the Government, international development partners, civil society, the private sector and civil society enhanced the efficiency of the CPC implementation by avoiding overlaps, increasing the efficient use of resources and economies of scale. As far as synergy is concerned, the fragmented, "intervention-by-intervention" delivery modality impeded a more comprehensive, holistic approach of needs and rights of vulnerable children at local level.

Impact

- In order to contribute to better children outcomes, UNICEF CO has made good use of the operating space available in health, education and partially in child protection. It has also opened up the operating space in priority areas such as perinatal care, child deinstitutionalisation and data collection in the Transnistrian region, which provide entry points for further work in the next programming period.
- At the same time, it was overly optimistic in some areas such as the outreach of children from poorest quintile, budgeting of key policies or child-sensitive corporate policies, having insufficiently anticipated the limitations of the operating space and its risks to plan prioritised pathways towards intended results.
- Impact assessment of various reform policies on children outcomes is piecemeal. Nevertheless, there is plausible evidence that the institutional and behavioural changes brought about by the CPC to date managed to influence positive trends of relevant indicators on mortality and morbidity, inclusion of CwD and SEN in mainstream education, deinstitutionalisation of children and promotion of family-based care.
- The work carried out by UNICEF in partnership with the Government, civil society and other key development partners has also contributed to progress towards EU association targets on child rights.
- The CPC contribution to better outcomes for children is expected to be stronger once it has addressed the unfinished reform agenda of desegregation and exclusion from education (Roma children, out of school children), health care outreach of adolescents (MARA and EVA), and family-based care for all children without parental care (in particular institutionalised CwD/SEN and children under three years of age).

Sustainability

- The CPD embeds an orientation towards sustainable change at the level of duty-bearers in terms of enabling policy frameworks and strengthened capacities as well as at the level of rights-holders through sustainable access to opportunities and services and through empowerment for meaningful participation in rights realisation. The Government accountability for the sustainabil-

ity of the achieved results is however not explicit in the CPD. At operational level, the projects/ programmes embed various sustainability prerequisites, but rarely an explicit exit strategy. The ex-post monitoring of results from a sustainability point of view seems to be rather an exception.

- UNICEF Moldova had a substantive contribution to the improvement of the legal and policy framework, thus providing an enabling environment for preserving and enriching the CPC results in the years to come. The Association Agreement, including a specific chapter on child rights, provides an excellent platform for further acceleration of reforms towards improved realization of child rights. Mainstreaming gender equality and human rights in several policies and plans will also contribute to the sustainability of results.
- With the support of CPC, new institutions were set up and integrated into the governance structures and new services were developed, scaled up and taken over by authorities. Capacities were strengthened in terms of more competent and skilled cadre of professionals, modernised infrastructure, institutionalised trainings and approaches, new positions introduced in the organigram of public institutions, availability of a wide range of guidelines, quality standards, toolkits, training modules and methodologies. High staff turnover of public servants, impeding a long-term strategic thinking and action, on the background of delayed public administration reforms might decrease the institutional sustainability.
- The positive change in social norms represent key prerequisites for sustainable outcomes for children.

Recommendations

Strategic Recommendations (SR)

SR1: Develop an underlying ToC for the next country programme to ensure solid connection of UNICEF support to national targets, EU association agenda and SDGs, and improve joint accountability for results (*Addressed to: UNICEF and Government counterparts involved in the preparation of the next CPC*)

SR2: Ensure that the next CPC is streamlined and has a stronger strategic focus (*Addressed to: UNICEF*)

SR3: Continue delivering on the 'unfinished agenda' of initiatives started within the current CPC to ensure effective coverage of rights holders and sustainable results (*Addressed to: UNICEF in partnership with relevant line ministries, CSOs and service providers at local level*)

SR4: Combine national level action with a geographical targeting approach for the implementation of the next country programme (*Addressed to: UNICEF in partnership with relevant line ministries and NBS*)

SR5: Promote inter-sectoral approaches and accountability frameworks within UNICEF and government partners at central and district levels (*Addressed to: UNICEF, Government, local public authorities*)

SR6: Empower rights holders for a meaningful participation in decisions which affect their lives and social mobilisation for child rights (*Addressed to: UNICEF, MoYS, youth CSOs*)

SR7: Further explore strategic entry points in the Transnistrian region for improved outcomes for children (*Addressed to: UNICEF*)

SR8: Promote an evaluation culture for children outcomes in the country to improve decision making and accountability (*Addressed to: UNICEF and line ministries involved in the implementation of the CPC*)

Operational Recommendations (OpR)

Op1: Expand innovative partnerships and leverage the role of strong influencers in the Moldovan society (*Addressed to: UNICEF in partnership with the Government*)

Op2: Carry out an inclusiveness assessment of the per-capita funding formula of schools (*Addressed to: UNICEF and MoE*)

Op3: Improve the monitoring and evaluability of the country programme results (*Addressed to: UNICEF*)

Lessons Leant

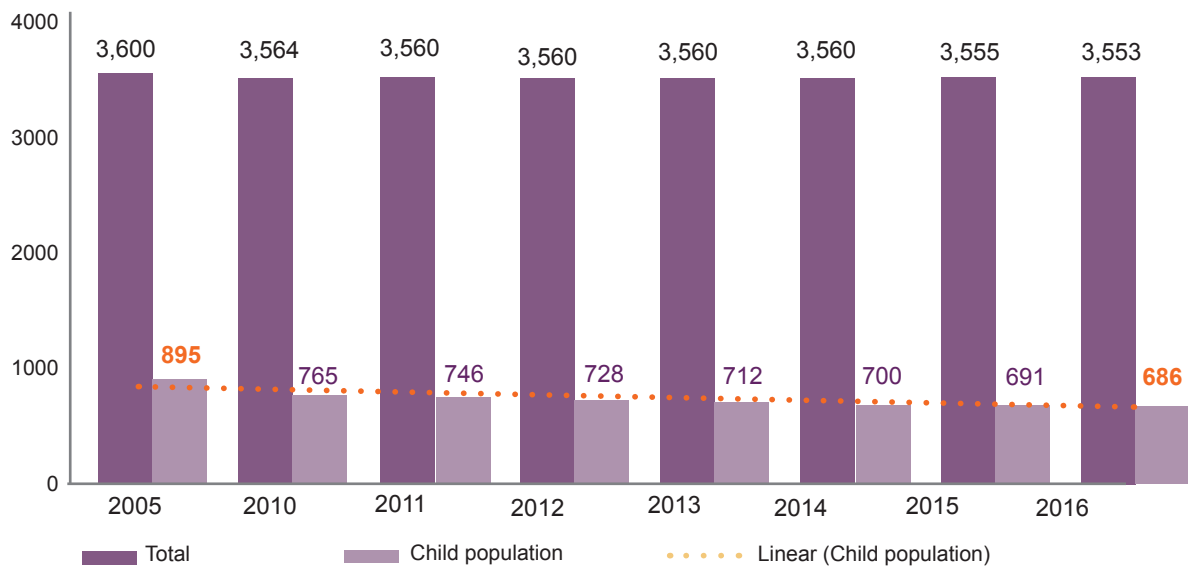
- Design of a CPC and evaluability of results can greatly benefit from adopting a clear-sighted view on intended pathways from interventions/strategies to intended results through a robust ToC.
- Strengthening systems and promoting child sensitive legislation and regulatory framework do not automatically reflect in changes of practices and improvements in service provision. A strong focus is needed on changing social norms and promoting social mobilisation.
- CPCs should avoid becoming too thinly spread or too broad in scope. In planning country programmes, UNICEF should consider where it can have the most impact given their expertise and resources.
- An inter-sectoral approach addressing multiple child adversities is best positioned to ensure favourable conditions for a vulnerable child to survive and thrive. Inter-sectoral mechanisms can detect multiple child deprivations and potential risks to child wellbeing, and can lead to timely prevention measures.

1. CONTEXT OF THE EVALUATION

GEOGRAPHIC AND DEMOGRAPHIC CONTEXT

Moldova is a landlocked, low middle-income country in transition situated in Eastern Europe, bordered to the west by Romania and to the north, east and south by Ukraine. Moldova has a population of 3.5 million people (2015), out of whom 51.8% women and 48.1% men. **Around 685.5 thousand people (19.3% of the total population) are below 18¹, most of them living in the rural areas (64% in 2015²).** The population of the country is undergoing important demographic changes (Figure 1), characterized by low fertility rates and an ageing population, with economic and social implications such as in the area of social security. Migration from Moldova has been progressively increasing, with an estimated one third of the working-age population currently abroad.

Figure 1. **Demographic trends in Moldova, 2005-2016**



Source: National Bureau of Statistics (NBS), www.statistica.md

Due to the labour migration of their parents, **many children do not enjoy the right to grow up in a family environment. Rural children are more affected by migration than urban children: 23% against 17% with one parent abroad and 6% against 4% with both parents abroad.**³

¹ National Bureau of Statistics (2016), "The structure of resident population of the Republic of Moldova, by age and sex, as of January 01, 2016", <http://www.statistica.md/newsview.php?l=ro&idc=168&id=5210>, accessed October 2016

² National Bureau of Statistics (2016), "Situation of children in the Republic of Moldova 2015"

³ National Centre of Public Health of the Ministry of Health of the Republic of Moldova and United Nations Children's Fund (2014), "2012 Republic of Moldova Multiple Indicator Cluster Survey. Final Report"

PUBLIC ADMINISTRATION AND DECENTRALIZATION

The current territorial-administrative structure of the Republic of Moldova is very fragmented. There are 898 administrative constituencies (first level settlements) with their own mayor. In addition, there are 32 second level districts and three municipalities (Balti, Bender and Chisinau), one autonomous territorial unit (Gagauzia) and Transnistrian region. The average population of administrative constituencies is around 3,000 inhabitants. Only 14% of them have a population of more than 5,000 people, and one-third has fewer inhabitants than the minimum provided by law, i.e. 1,500. The first level settlements are predominantly rural (94% or 844 units). Regardless of the size and administrative capacity, all of them are allocated the same type and number of responsibilities. Their primary responsibilities include water supply, waste management, roads construction, local transport, sports and youth activities, and building of social housing.⁴ After a few pilots in 2014, the reform of local public administration was introduced nationwide in 2015, with the aim of transferring competencies and financial resources from the central authorities to local public authorities and allow for better and cheaper public services provision. Progress was however slow due to underfunding⁵ and unclear delegation of roles and responsibilities from the central to the local level.⁶

The fragmented territorial-administrative structure, incomplete decentralization process and under-financing resulted in very low capacity of local governments to invest in social development and deliver services for children. Subnational expenditures represent around 25% of general government expenditures. Due to the limited tax collection capacity and the narrow tax base at the local level, only 10% of the local units are financially viable and can invest in local development, including services for children. In addition, the reduced fiscal potential of small settlements deprives the population of access to basic services.

ECONOMY AND LABOUR

The transition to a market economy has been slow due to challenges faced in the implementation of economic and social reforms, the collapse of the industrial sector and political tensions, including internal divergences on Moldova's future path and frozen conflict with the breakaway region of Transnistria⁷. Economic growth was 7.1% in 2010, but contracted in the following years, reaching only 3.7% in the third quarter of 2015⁸ when the economy flipped into recession due to a negative weather shock in agriculture, weak external flows, the repercussions of a large-scale bank fraud, and tight monetary policy. Sustaining growth has been a challenge since the Gross Domestic Product (GDP) gains have been fuelled by remittances and export growth through increased access to external markets, which in turn were subject to the effects of the global financial crisis. At the moment, the GDP per capita in Moldova is the fourth smallest in the Central and East Europe/Community of Independent States (CEE/CIS) region. The official figures do not account for the high share of the informal economy estimated to be around 45% of the GDP⁹. **The high informality of the economy affects the Government's revenue base and its fiscal space for social services for children.**

⁴ Council of Europe (2015), "Mapping the obstacles to intermunicipal co-operation in Moldova"

⁵ Only 1% of the state budget is allocated for regional development. See UNDP (2015), "Evaluation report. Sustainable local and regional development Outcome", Mid-Term Evaluation

⁶ UNDP (2015), "Human Development Report 2015. Work for Human Development", New York

⁷ Transnistria is a self-proclaimed independent state situated between the Nistru River and the Eastern Moldovan border with Ukraine. It is not recognised by any of the UN member states and it is designated by the Republic of Moldova as the "Transnistria Autonomous Territorial Unit with special legal status".

⁸ World Bank country overview, <http://www.worldbank.org/en/country/moldova/overview>, accessed November 2016

⁹ World Bank (2014), "SABER teachers country report: Moldova 2014"

The official unemployment rates in Moldova are among the lowest in Europe and Central Asia (ECA), but so are the actual employment rates in the formal sector. Formal employment rates dropped 15 percentage points between 2000 and 2014¹⁰ to 42.1% for men and 37.4% for women, compared to 60-70% for CEE/CIS countries.¹¹ **Nine out of 10 women with children under the age of three and two-thirds of women with children aged 6-7 are unemployed.**¹² The employment rate of the Roma population is about half that of non-Roma population, being also much more engaged in unskilled and unqualified work.¹³ Not only is the official formal unemployment rate for young people aged 15-24 more than double the national average (i.e. 13.8% in 2015)¹⁴ and increasing; the employment rate is also lower than average, at around 30%. Around one-third of young people is employed in the informal sector and another one-third is inactive. A high percentage of young people do not attend any form of education or professional training nor are they employed (NEET). The so-called NEET rate for Moldova of about 30.8%¹⁵ exceeds all comparable countries and the EU average (12%¹⁶).

The public finance situation has deteriorated due to massive bank fraud, putting financial resources for social sectors and hence services for children under pressure. While the absolute level of the proposed allocations to the social sectors in the 2016 budget has increased marginally compared to 2015, their overall weight in the total budget has diminished.¹⁷ Allocations to the health and education sectors have decreased from 5.3% to 5% of GDP, respectively below the legal minimum of 7%. Allocations to social protection, on the other hand, increased marginally as a proportion of GDP. Having in view the adverse effect of the banking crisis and the worsening external market - and hence a likely increase in the poverty rate - it is expected that demands for social sector services will increase. As such, the current level of allocations to the social sectors might be insufficient to meet the growing need for social services and social protection.

HUMAN DEVELOPMENT AND GENDER EQUALITY

The Human Development Index (HDI) is 0.693 (2014), positioning Moldova at 107 out of 188 countries and territories and placing it in the medium human development category¹⁸. This is below the index for the ECA region (0.748) and much below the EU average (0.899¹⁹). Figure 2 shows the contribution of each component index to Moldova's HDI since 2010.

10 European Union (2016), "European joint analysis. Programming on Moldova to 2020", Working draft.

11 UN Women and United Nations Children's Fund (2013), "The Demand and Supply of Early and Pre-School Education Services from the perspective of women's employability (the case of the Republic of Moldova)"

12 United Nations Moldova (2013), "Roma in the Republic of Moldova in areas of their compact population"

13 United Nations Moldova (2013), "Roma in the Republic of Moldova in areas of their compact population"

14 National Bureau of Statistics (2016), www.statistica.md, accessed November 2016

15 EUROSTAT (2016), "Young people neither in employment nor in education and training by sex, age and labour status (NEET rates)". Latest update in 27.06.2016. <http://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do>, accessed December 2016

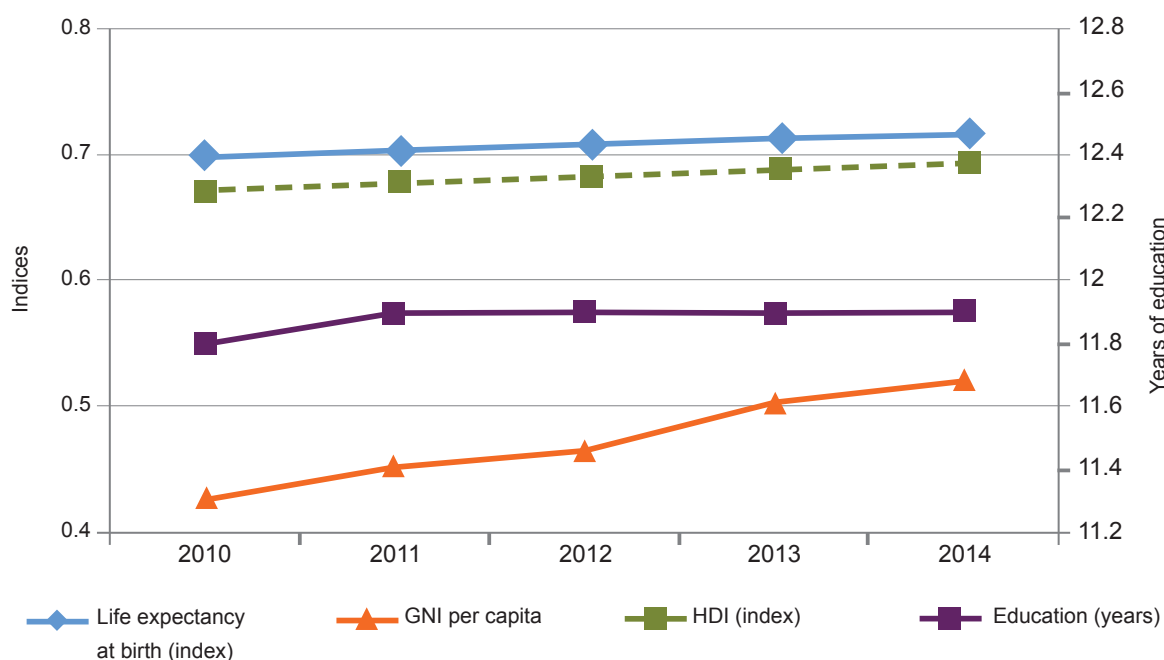
16 EUROSTAT (2016), "Young people neither in employment nor in education and training by sex, age and labour status (NEET rates)". Latest update in 27.06.2016. <http://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do>, accessed December 2016

17 Ministry of Finance (2016), "Draft law on State budget for 2016"

18 UNDP (2015), "Human Development Report 2015. Work for Human Development", New York

19 Calculated based on individual country index, UNDP (2015), "Human Development Report 2015. Work for Human Development", New York

Figure 2. Trends in Moldova's HDI components 2010-2014



Source: UNDP (2015), "Human Development Report 2015. Work for Human Development", New York

The life expectancy at birth, although has constantly improved since 2010, was 71.6 years in 2014²⁰, one year lower than the average of ECA countries and as much as eight years lower than the EU average²¹. The mean years of schooling stabilized at 11.2 years since 2011, being higher than the regional average (10.0)²², but slightly lower compared to neighbouring Romania (10.8) or Ukraine (11.3)²³. Moldova had less 1.7 expected years of schooling²⁴ in 2014 than the ECA level. The Gross National Income per capita of Moldova represented half of the regional average (US\$ 12,791). Nevertheless, it increased since 2010 from US\$ 4,256 to US\$ 5,223 in 2014 (2011 PPP)²⁵.

Moldova has adopted the Millennium Development Goals (MDGs) at the country level and has made significant progress in meeting most targets. The main areas where good performance was achieved until 2015 include the reduction of extreme poverty and hunger and child mortality:

- Since 2010 absolute poverty has been reduced by nearly half, reaching 11.4% in 2014 (Figure 3). Nevertheless, Moldova is still one of the poorest countries in Europe.²⁶

²⁰ UNDP (2015), "Human Development Report 2015. Work for Human Development", New York

²¹ Calculated based on individual country levels of the indicator. Human Development Data, <http://hdr.undp.org/>, accessed October 2016

²² UNDP (2015), "Human Development Report 2015. Work for Human Development", New York

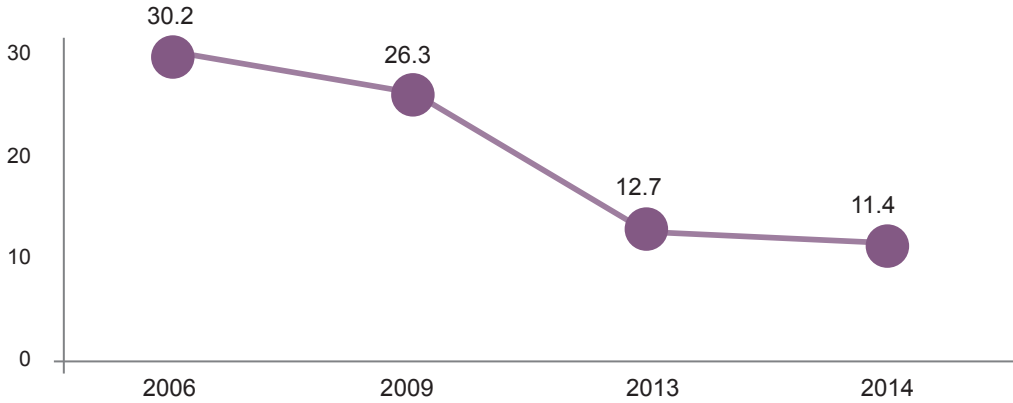
²³ Human Development Data, <http://hdr.undp.org/>, accessed October 2016

²⁴ Number of years of schooling that a child of school entrance age can expect to receive if prevailing patterns of age-specific enrolment rates were to stay the same throughout the child's life.

²⁵ UNDP (2015), "Human Development Report 2015. Work for Human Development", New York

²⁶ The commonly used poverty lines for absolute poverty and extreme poverty in Moldova are based on the minimum daily calories, amounting to MDL 1,196 and MDL 720 respectively (2014). The extreme poverty line is also close to the monthly Minimum Income Guarantee, but there is no methodological link between the two, as explained in the following chapter.

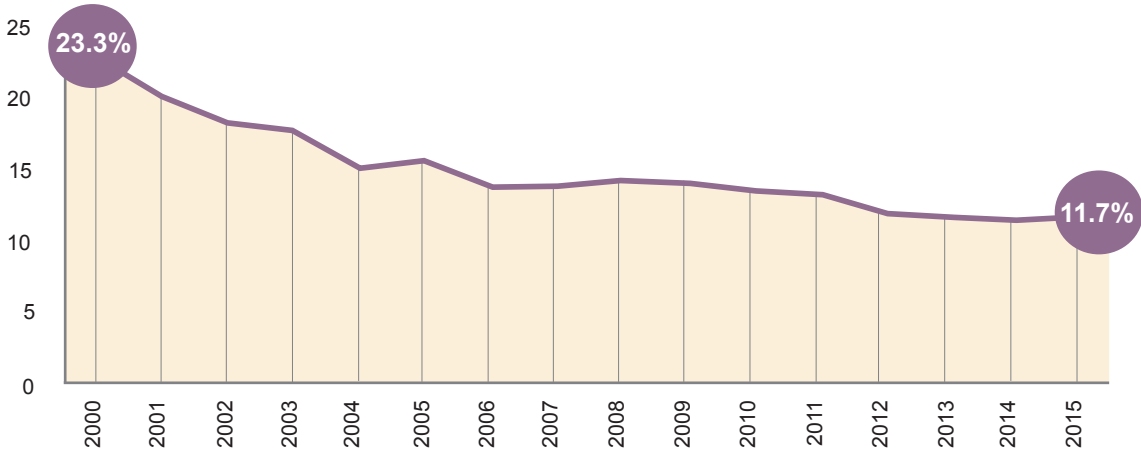
Figure 3. **Percentage of population below national poverty line, 2006-2014**



Source: UNICEF Moldova (2016), "Situation Analysis of Children in Moldova and the Status of the Realisation of Their Rights", Chisinau

- Some remarkable results were achieved in reducing mortality and morbidity. The infant mortality rate has been reduced by more than half since the mid-1990s, reaching 9.7 per 1,000 live births in 2015.²⁷ The level of the indicator is close to the average of other CEE/CIS countries (around 11 per 1,000 live births), but more than double the European Union average (3.7 per 1,000 live births in 2013). Similarly, the under-5 mortality rate was reduced from 23.3 per 1,000 live births in 2000 to 11.7 in 2015 (Figure 4).

Figure 4. **Under-5 mortality rate, 2000-2015 (per 1,000 live births)**



Source: UNICEF Moldova (2016), "Situation Analysis of Children in Moldova and the Status of the Realisation of Their Rights", Chisinau

The most lagging behind areas as far as MDGs are concerned are the ones related to the combat of HIV/AIDS, tuberculosis and other diseases, improvement of maternal health and promotion of gender equality and empowerment of women²⁸:

- HIV incidence among young people aged 15-24 has registered a decrease from 21 new cases per 100,000 inhabitants in 2012 to 18 cases in 2014, however lower than the revised MDG target for 2015 (10 cases per 100,000 inhabitants).

²⁷ National Centre of Management in Health (2016), "Statistical Yearbook of the Health System of Republic of Moldova for 2015"
²⁸ Government of the Republic of Moldova (2013), "The Third Millennium Development Goals Report". Republic of Moldova, Chisinau

- The maternal mortality fluctuated from 15.8 (2013) per 100,000 live births to 31.1 (2015), being significantly higher than the EU value of 4.9 and the MDG target of 13.3. In rural areas, the maternal mortality was three times higher than the one in urban areas (39.9 versus 14.8 per 100,000 live births)²⁹.
- The Gender Inequality Index (GII) has a value of 0.248 (2014), ranking the country 50 out of 155 countries³⁰. The level of the index is lower than the ECA average of 0.300. The GII represents the loss in human development due to inequality between female and male achievements in the three GII dimensions i.e. reproductive health, empowerment, and economic activity.

Building on the MDGs achievements and the need to address persistent shortcomings, the country has embarked in the process of prioritising the Sustainable Development Goals (SDGs) and integration within the national development frameworks. The SDGs which are of particular interest for ensuring sustainable outcomes for children and whose attainment requires sustained reform efforts in the coming years are the following: SDG 1 End poverty in all its form everywhere; SDG 2 End hunger, achieve food security and improved nutrition and promote sustainable agriculture; SDG 3 Ensure healthy lives and promote well-being for all at all ages; SDG 4 Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all; SDG 10 Reduce inequality within and among countries; SDG 16 Promote just, peaceful and inclusive societies for sustainable development, access to justice, accountable, effective and inclusive institutions. UNICEF support is envisaged to be provided for their prioritising and integration in sector policy documents and sector development frameworks, through cooperation with the National Council on Child Rights Protection, as well as for ensuring links between the SDG child rights monitoring indicators and UNICEF Global indicators, TransMonEE database and alike.

VULNERABLE CHILDREN

Despite significant progress over the last years in advancing key child rights, there are several groups whose rights are still breached and who suffer of persistent deprivations and inequities. These are the children from poor families, children with disabilities, Roma children, children “left-behind” as a result of expansive migration, and most at risk adolescents. The recent Situation Analysis (SitAn)³¹ provides a detailed analysis of most vulnerable children which is summarised below:

Children from poor families. Since 2010, the total number of children living under the absolute income poverty line decreased by about half.³² Although the absolute income poverty decreased impressively, one in every eight children is still living in poverty. The majority of them resides in rural areas, and the rural-urban divide is growing i.e. 38% of children under 18 years of age in rural areas live below the poverty line compared to 13% in urban areas. In 2014, the poverty rate for households with two children stood at 13.7% and were as high as 27.1% for households with three or more children (Figure 5).

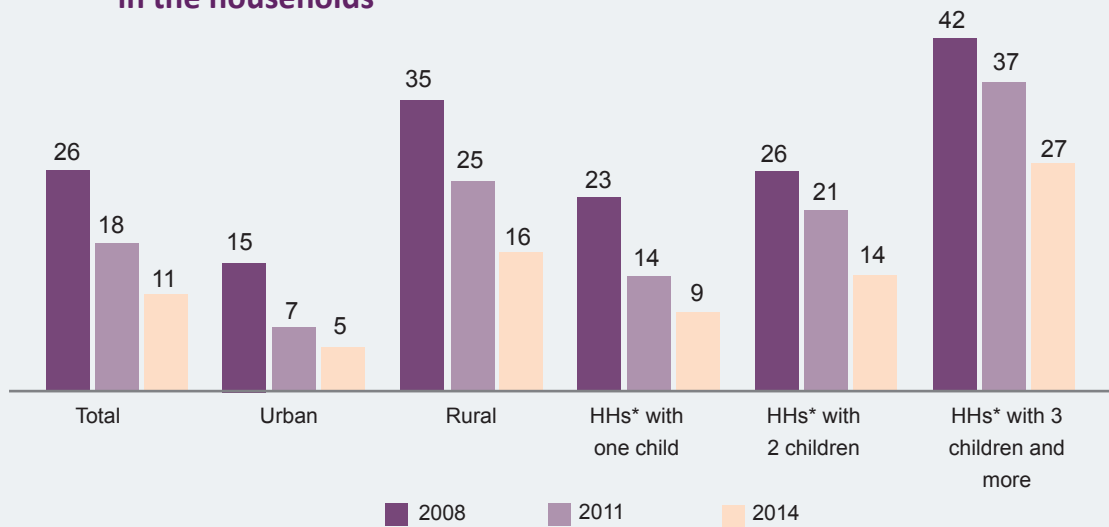
²⁹ UNICEF Moldova (2016), “Situation Analysis of Children in Moldova and the Status of the Realisation of Their Rights”, Chisinau

³⁰ UNDP (2015), “Human Development Report 2015. Work for Human Development”, New York

³¹ UNICEF Moldova (2016), “Situation Analysis of Children in Moldova and the Status of the Realisation of Their Rights”, Chisinau

³² Ministry of Economy (2015), “Briefing note. Poverty in the Republic of Moldova 2014” and United Nations Children’s Fund (2016), “TransMonEE database 2015”.

Figure 5. **Poverty rate, %, by residential area and number of children in the households**



Source: UNICEF Moldova (2016), "Situation Analysis of Children in Moldova and the Status of the Realisation of Their Rights", Chisinau; Legend: HH = households

Poverty strikes children in ways that reach far beyond income security and have strong impacts on their physical safety, health and psycho-social wellbeing. Poor children are more likely to be malnourished or die at home from preventable causes. Poverty also has a significant impact on enrolment, the difference between the lowest and highest wealth quintiles being nearly 30 percentage points for preschools and 67 percentage points for upper secondary education³³. The enrolment rate of poor children in pre-school education in Moldova is worrisome. For secondary education in particular, absenteeism is a serious issue among poor children. Overall, the educational performance of poor children is well below average. Poverty also makes children more likely to lack parental care and is the main reason for institutionalisation. Poverty is further associated with a higher prevalence of the use of violence in child upbringing and low family income is an important underlying cause of child delinquency.

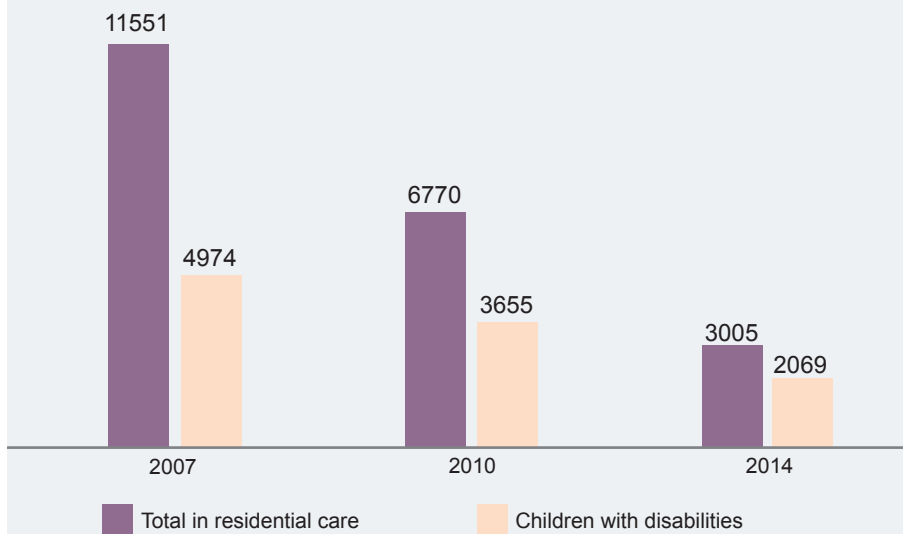
Children with disabilities (CwD). Moldova has an estimated number of 13,000 CwD³⁴. They are disproportionately poor, partly due to the failure of the social protection system to provide a satisfactory level of support. Child protection sector reforms resulted in a three-fold reduction of the number of children living in residential care since 2010 (6,770 children compared to 2,214 children in 2015) in parallel with a significant increase of children being placed in alternative care.³⁵ Even with a successful childcare reform, CwD constitute the majority of institutionalized children (69%) and they stay longer than others in residential institutions (Figure 6).

³³ National Centre of Public Health of the Ministry of Health of the Republic of Moldova and United Nations Children's Fund (2014), "2012 Republic of Moldova Multiple Indicator Cluster Survey. Final Report"

³⁴ National Bureau of Statistics (2016), www.statistica.md, accessed November 2016

³⁵ Ministry of Labour, Social Protection and Family (various years). Annual statistical report CER 103A for 2010, 2011, 2012, 2013, 2014 and 2015.

Figure 6. **Children with disability in residential care, 2007-2014**



Source: UNICEF Moldova (2016), "Situation Analysis of Children in Moldova and the Status of the Realisation of Their Rights", Chisinau

Disability also affects enrolment rates. For instance, 60% of CwD within the 3-6 years age group are not in pre-schools³⁶, although Moldova made progress in the inclusion of CwD and special educational needs (SEN) in mainstream education. CwD are also more deprived of quality education, be it pre-school or general education. They are less likely to finish schooling; indeed, only one third of children with disabilities graduate from school. Education and health facilities are often not properly equipped to facilitate their access to such services. Although it is known that health services specifically designed for CwD are far from optimal, in general, little else is known about their health conditions, including information on early identification and early detection or access to rehabilitation services.

Roma children. Many of the challenges faced by poor children hold true for Roma children. Both the incidence and the depth of poverty are twice as high among Roma children than among non-Roma children - a situation that has remained constant over the years. Like poor children, Roma primarily live in rural areas where healthcare provision is far from adequate. The attendance rates of Roma children at all school levels are much lower than those of non-Roma children: one-fourth at the pre-primary level, half at primary and lower secondary levels, and one-fifth at upper secondary level (Figure 7).³⁷

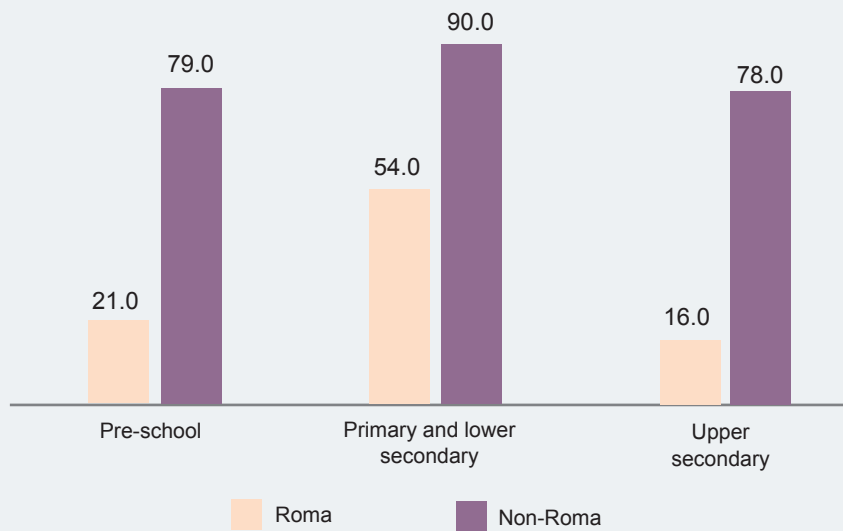
Roma children also lag behind in school attendance and performance at all levels, partially because parents do not have the means to purchase school materials and make both formal and informal payments. However, cultural attitudes towards education also affect their schooling, as the Roma rank early marriages and supporting the family very highly. In addition, they face difficulties in school because they do not speak the language of instruction very well - an issue that the few remaining Roma Community Mediators have not been able to fully resolve. The lack of such mediators also hampers the access of Roma children to social assistance programmes and healthcare services.

Children left behind as a result of expansive migration. There are more than 100,000 children left behind by parents who migrated abroad. Often, health, nutrition and education outcomes of left-behind children are not worse than other children. They are also not living in the poorest households

³⁶ National Bureau of Statistics (2016), www.statistica.md, accessed November 2016

³⁷ United Nations Moldova (2013), "Roma in the Republic of Moldova in areas of their compact population"

Figure 7. **School attendance rates in Roma populated communities, total, %**



Source: UNDP Bratislava, World Bank, EC (2011). *Situation of Roma in Roma populated communities*

as remittances make an important contribution to reducing income poverty. It is estimated that rural poverty would be double without remittances. Consequently, many children left behind may not be income-insecure today but poverty could be the very reason why they are deprived of parental care. Indeed, migration had a very negative impact on family separation, leaving an estimated 19,700 children (close to 22% of the total child population) in Moldova without parental care in 2015³⁸. There is a larger proportion of children living with their grandparents in rural areas, where deprivations are more common. Furthermore, children left behind miss out on crucial social and emotional development. They suffer more from emotional and moral distress, as well as from violence and abuse. The lack of parental love and supervision also puts them at greater risk of negative coping mechanisms and of being placed in institutions.

Most at risk adolescents. Adolescents' reproductive health is poor with high level of sexually-transmitted infections prevalence among youth, in part due to the low use of modern contraception methods compared to their peers from East European countries. In general, comprehensive knowledge about HIV prevention among young people aged 15-24 years is low. Youth Friendly Health Centres (YFHC) do not yet sufficiently reach the vulnerable and most at risk adolescents in the rural areas, in particular those living in areas with less favourable health conditions (e.g. teenage pregnancies). The share of mothers younger than 20 years in the total number of women with live births decreased, but it is still high among Roma girls³⁹. Regional data show that about a quarter of Roma adolescents of 16 years and older smoke daily, almost twice as high as their non-Roma peers. The consumption of alcohol at least once in their lives by adolescents in Moldova ranges from 28% for 11 year olds to 82% for 17-year-old adolescents⁴⁰. In addition to low awareness on preventative health practices, adolescents' participation in social life and decision-making processes, both at home and in society, remains very low. Adolescents' views are hardly considered in the decision making processes that concern them. There are also very limited and underfinanced mechanisms providing opportunities for participation; the ones that do exist do not respond to the needs of adolescents.

³⁸ UNICEF Moldova (2016), "Situation Analysis of Children in Moldova and the Status of the Realisation of Their Rights", Chisinau

³⁹ UN Women, United Nations Development Programme and Office of the United Nations High Commissioner for Human Rights (2014), "Study on situation of Romani women and girls in the Republic of Moldova"

⁴⁰ Lesco (2015), "Behavioral and social determinants of adolescent health. Summary report of the health behaviors in school-aged children study in the Republic of Moldova"

While certain vulnerable groups are more deprived of their rights than others, there are a number of negative trends and challenges more commonly faced by all children in Moldova. These challenges remain particularly salient in the areas of immunisation; breastfeeding; enrolment in general education and academic performance; and child protection (violent disciplining at home, sexual abuse, children in detention).

The Situation Analysis (2016)⁴¹ further identifies system barriers which hinder the realization of children's rights in five main areas: social protection; healthcare and nutrition; education system; access to a safe and nurturing environment; justice for children.

LEGAL AND POLICY FRAMEWORK ON CHILD RIGHTS

The **Constitution of the Republic of Moldova** includes several articles on children's rights and embeds the main principles of the Convention on the Rights of the Child (CRC). The country is party to eight of the 10 core human rights treaties⁴² and broadly strives to comply with guidance provided by international human rights review bodies. Most treaties were ratified during the early 1990s, including the CRC (in 1993) and the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) (in 1994) and its optional protocols. The Convention on the Rights of Persons with Disabilities (CRPD) was ratified in 2010.⁴³ The realisation of human rights has advanced since 2010 as far as civil and political rights are concerned while the social and economic rights have been affected by the financial-banking crises and regional instability. The special rights of vulnerable groups, including those of vulnerable children, are yet to progress.

The **National Council for Child Rights Protection** is the coordinating body on child rights in Moldova. Its membership includes high level representation of **line Ministries** (labour, family and social protection; health; education; justice; youth), the justice sector, civil society and UN. The Parliamentary Advocate (Ombudsperson) for Child Rights is also a member. Children and young people have no direct representation or participation; they are mainly perceived as beneficiaries represented by member

organizations. With UNICEF's advocacy in 2015 the chairmanship of the Council was shifted to the Prime Minister allowing for a better inter-sectoral approach to protection of child rights. The Council has a consultative mandate for policy making and works on the basis of annual plans through a number of technical groups and ad-hoc working groups, as well as district level councils. The National Council coordinates the preparation of periodic reports to the UN Committee on the Rights of the Child (UN-CRC) which are produced by the Ministry of Labour, Social Protection and Family in cooperation with relevant Government stakeholders; however, the follow up on the implementation of recommendations made by the treaty body is not systematically monitored.

After a three year hiatus, the **Ombudsperson for Child Rights** was appointed in the spring of 2016 due to UNICEF's advocacy. However, the office continues to operate with limited support capacity, which reduces the scope of its activities and responsibilities.

Sectoral policies and programmes have yet to systematically incorporate human and child rights, gender equality and inclusiveness in their design and implementation⁴⁴. At the same time, positive devel

⁴¹ UNICEF Moldova (2016), "Situation Analysis of Children in Moldova and the Status of the Realisation of Their Rights", Chisinau

⁴² The International Convention for the Protection of All Persons from Enforced Disappearance has been signed but not ratified and the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families has neither been ratified nor signed.

⁴³ http://tbinternet.ohchr.org/_layouts/TreatyBodyExternal/Countries.aspx, accessed December 2016

⁴⁴ CReDO (2013), "Vulnerability Study. Taxonomy and possible decentralization policy implications for vulnerable groups in Moldova, <http://www.credo.md/pageview?id=249?&lang=en>, accessed October 2016

opments have occurred over the last years, such as the adoption of the Child Protection Strategy 2014-2020 and Action Plan, the National Action Plan for Roma 2016-2020, special measures for persons with disabilities in 2015 and a package of legal amendments concerning gender equality and related social rights in 2016. Among the most significant transformations during the last two years was the adoption and implementation of non-discrimination law and the setting up of the Anti-discrimination Council in charge of looking into individual cases and proposing special remedial measures.⁴⁵ Preventive anti-discrimination functions of the Council require ex-ante impact assessment on human and child rights of policies and laws as well as the proposal of special measures regarding specific vulnerable groups; these functions are still underdeveloped.

In the last few years, Moldova has reached a new level in its relations with the EU. Despite political instability, the Government managed to conclude a visa-liberalization agreement and an **Association Agreement with the EU** in 2014, along with the Deep and Comprehensive Free Trade Area (DCFTA). UNICEF's advocacy contributed to the inclusion of a special chapter on the rights of the child in the Association Agreement – a unique feature amongst such agreements.

Human rights and rule of law in the Transnistrian region remain of serious concern for the international community.⁴⁶ The region's *de facto* administration accepted humanitarian and social support from the EU but avoided serious engagement with Moldova's EU association process, promoting the rhetoric of the Eurasian Union integration. On the positive side, it is worth mentioning the adoption by Transnistrian leadership of an action plan following the release of the first UN human rights report on the Transnistrian region⁴⁷.

CIVIL SOCIETY

Around 90 CSOs working for children are organized in a national coalition called the Alliance of Non-Governmental Organisations active in the field of Social Protection of Children and their Family (APSCF). They are mostly active in Chisinau and its suburbs, being primarily involved in small-scale social services projects co-financed by the local public administration. APSCF is recognized by the government

as a representative civil society structure, but its recommendations are not always considered although its member organisations developed models which inspired similar type of services by the Government (e.g. the district level psycho-pedagogical services under the Republican Centre for Psycho-pedagogical Services, the resource centres for children with disabilities in schools, etc.). Only few of APSCF member organisations are involved in advocacy or in actively monitoring the local, regional or national implementation of government policies.⁴⁸ In view of the needed watchdog function of the CSOs, but also of new roles and responsibilities deriving from the implementation of the chapter on the rights of the child of the Association Agreement, the limited capacity of the child-focussed CSOs for advocacy and engagement in high level policy dialogue is of utmost concern.

⁴⁵ CReDO, CNR (2016), "UPR Submission 2016: Universal Periodic Review - Republic of Moldova", 26th session, <http://www.credo.md/pageview?id=577>, accessed October 2016

⁴⁶ European Parliament (2016), "The frozen conflicts of the EU's Eastern neighbourhood and their impact on the respect of human rights", [http://www.europarl.europa.eu/RegData/etudes/STUD/2016/578001/EXPO_STU\(2016\)578001_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/STUD/2016/578001/EXPO_STU(2016)578001_EN.pdf), accessed October 2016

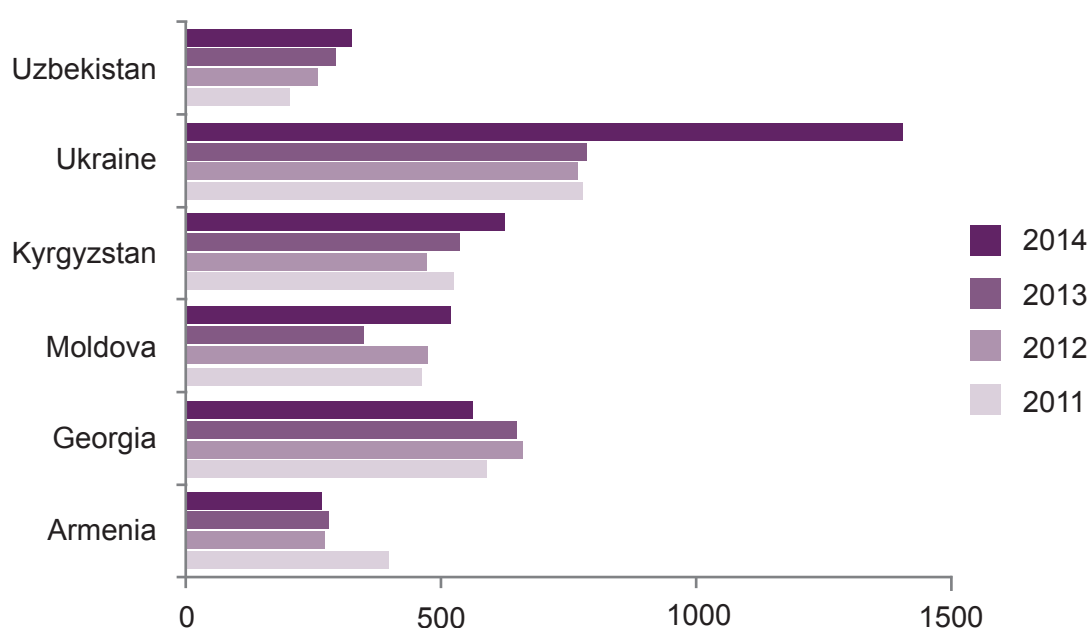
⁴⁷ Hammarberg, T. (2013), "Report on Human Rights in the Transnistrian Region of the Republic of Moldova"

⁴⁸ Alliance of Active NGOs in the Field of Social Protection of Family and Child and ChildPact (2016), "APSCF internal capacities evaluation"

OFFICIAL DEVELOPMENT ASSISTANCE

The Official Development Assistance (ODA) to Moldova decreased from US\$ 461.2 million in 2011 to US\$ 347.03 million in 2013 (due to lengthy domestic political crisis), but reversed the trend in 2014 when the assistance reached US\$ 517.4 million. The country is the fourth recipient of ODA among the low middle income countries in CIS, after Ukraine, Georgia and Kyrgyzstan (Figure 8). According to OECD data, Moldova's major donors are the EU and European financial institutions, USA, International Development Association, Japan and Germany.⁴⁹ The sectors receiving the greatest assistance were agriculture, public administration, civil society, water and waste management, and transport⁵⁰.

Figure 8. **Total ODA to Low Middle Income Countries from CIS 2011-2014 (US\$ million)**



Country ¹	2011	2012	2013	2014
Armenia	396.94	271.16	278.96	265.34
Georgia	587.95	660.45	647.27	562.79
Moldova	461.20	473.45	347.03	517.40
Kyrgyzstan	524.74	471.64	536.40	624.09
Ukraine	775.15	767.60	783.48	1,403.68
Uzbekistan	203.64	254.94	292.74	324.39

As far as EU assistance is concerned, the Single Support Framework for the EU - Republic of Moldova (2014–2017) includes three priority intervention sectors to be financed by EU i.e. public administration reform; agriculture and rural development; and police reform and border management.

The prime minister is the national coordinator of the foreign assistance, while the State Chancellery is the national authority in charge of foreign assistance coordination. A tool often used for donor coordination is the Aid Management Platform⁵¹, launched in January 2014 with UN support and run by the State Chancellery. It is an online database which summarizes information on all external aid received by the country.

⁴⁹ <http://www2.compareyourcountry.org/aid-statistics?cr=302&lg=en&page=1>, accessed December 2016

⁵⁰ State Chancellery of the Republic of Moldova (2015), "Cooperare pentru dezvoltare. Raport anual 2014 cu privire la Asistența Externă acordată Republicii Moldova", Chisinau

⁵¹ www.amp.gov.md, accessed October 2016

UN INSTITUTIONAL FRAMEWORK IN MOLDOVA RELATED TO CHILD RIGHTS

The United Nations Partnership Framework (UNPF) for Moldova 2013-2017 includes three priority areas, all of which are relevant to child rights. These are the following:

1. Democratic governance, justice, equality and human rights
2. Human development and social inclusion
3. Environment, climate change and disaster risk management

Interventions under UNPF explicitly target vulnerable groups, including children and women.

The Country Programme of Cooperation 2013-2017 between UNICEF and the Government of Moldova works explicitly within the framework of the UNPF.

2. OBJECT OF THE EVALUATION

The **object of this evaluation** is the Government of Moldova – UNICEF 2013-2017 Country Programme of Cooperation (CPC). The Country Programme Document (CPD) was approved by the Executive Board session of 14 September 2012.

Overall goal. The overall goal of the CPC was to support government and civil society “to bring about greater social inclusion of children and their families who are at risk of exclusion due to geographic disparities, poverty, ethnicity, disability, gender, and lack of or poor parental care”⁵².

Intended results. The CPC was aimed to reach its overall goal by achieving two **Outcomes** and seven related **Outputs**⁵³, grouped under two broad components, as follows:

Component 1: *Social inclusion and protection of children*

Outcome 1: By 2017, the Government addresses disparities in access to quality education, health, protection and justice services for disadvantaged children and families

Output 1: By 2017, child protection systems have a functional continuum of services centred on a sound family environment for the child and ensures respect for the rights of children in contact with the criminal justice system and their subsequent reintegration

Output 2: By 2017, social protection system increasingly provides effective support to the poorest children and builds the resilience of vulnerable families

Output 3: By 2017, integrated quality services that promote young children’s well-being and development are delivered by the primary health care system, education and protection systems in cooperation with local public authorities and civil society

Output 4: By 2017, adolescent boys and girls, especially most vulnerable and excluded, are empowered to participate in rights realization, and have knowledge, skills and support to adopt healthy lifestyle and access appropriate services

Output 5: By 2017, the government promotes full enrolment and retention of all children (3-15), especially most vulnerable, and applies new education standards for learning environments and outcomes

Component 2: *Governance and social change for child rights*

Outcome 2: By 2017, governance structures and social attitudes are more child-sensitive and equity oriented

Output 5: By 2017, central and local authorities have improved capacity to monitor and promote child rights, and to design and implement evidence-based policies and budgetary frameworks

Output 6: By 2017, civil society, media, private sector and children are actively engaged in advocacy, public dialogue and creating social norms for the promotion of child rights

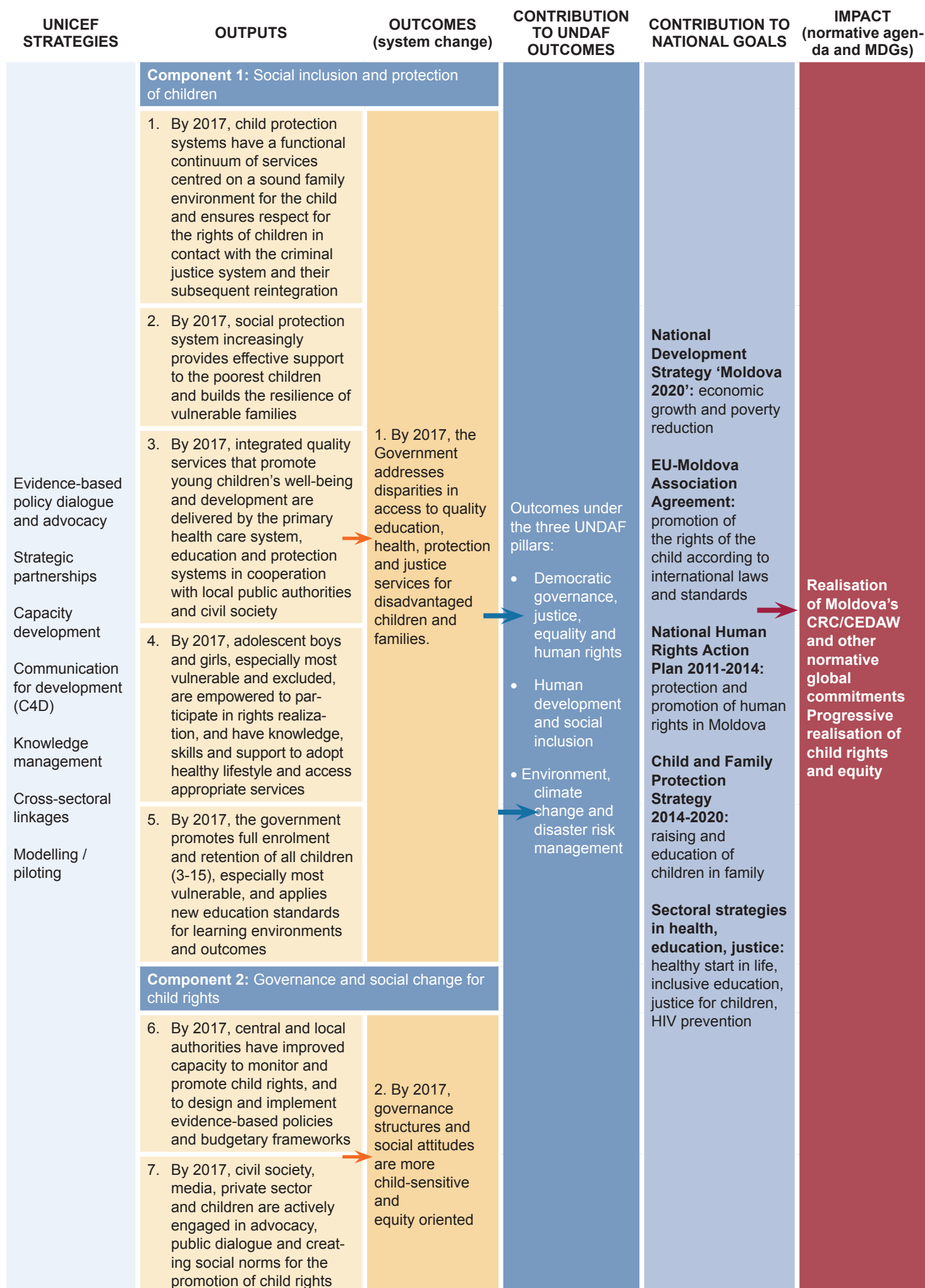
Based on the CPC and its Results Matrix, the International Consultant developed an indicative Theory of Change (ToC)⁵⁴ to extract the logic of the evaluation object and provide the main framework for the evaluation of CPC (Figure 9).

⁵² CPC 2013-2017, pages 8-9

⁵³ Based on the revised Results Matrix following the Mid-Term Review of the CPC in 2015.

⁵⁴ Light ToCs have been developed only for “programmes with complex or unclear results chains” (MTR Report, 2015, page 1) i.e. child protection against violence, abuse and exploitation; education; and youth participation.

Figure 9. Indicative ToC of the CPC 2013-2017 in Moldova



The Mid-Term Review (MTR) of the CPC in 2015 led to several mid-course changes in the implementation strategies and intermediate results (outputs) to deliver increasingly as a cohesive programme for children with stronger inter-sectoral linkages⁵⁵. Consequently, the Results Matrix has undergone several adjustments, notably the streamlining of the outputs and a revision of outcome and output indicators, as detailed in the Efficiency Chapter.

Intended reach. The data sources available do not provide a statement on the intended aggregate number of beneficiaries of the CPC, apart from an implicit intended reach of the whole country through programmatic interventions.

Resourcing. The intended resourcing of the CPC (*the ceiling*) was around US\$ 24 million (Table 1).

Table 1. **Intended resourcing of the CPC 2013-2017 (in thousand US\$)**

Programme components	Regular Resources	Other Resources	Total
Social inclusion and protection of children	2,000	15,000	17,000
Governance and social change for child rights	1,000	4,500	5,500
Cross-sectoral	750	800	1,550
TOTAL	3,750	20,300	24,050

Source: CPD 2013-2017, page 8

According to data provided by UNICEF CO, the amount spent during 2013-2015 was US\$ 7.8 million, representing 32.4% of the CPC ceiling. Analysis of the budget by outcomes shows that Social inclusion and protection of children (outcome 1) was intended to take 71% of the overall budget, while Governance and social change for child rights (outcome 2) was planned to get around 23%.

Implementation strategies. The review of the CPD and UNICEF annual reports indicates that the following strategies were used to boost progress in programme implementation and feed national level policy reforms⁵⁶:

- Evidence-based policy dialogue and advocacy;
- Strategic partnerships and leverage of resources for children;
- Capacity development;
- Communication for development;
- Knowledge management;
- Modelling/piloting.

The review of the large portfolio of CPC interventions (provided by the CO) indicates that the work of UNICEF consisted of a combination of: projects with NGO partners; projects with government based on Direct Cash Transfers (DCT); donor-funded projects; consultancies, events and projects funded by UNICEF thematic funds; technical support to the government in the form of various consultancies – both individual and institutional.

Implementation mechanism and partners. The *State Chancellery* was assigned the role of coordinating partner of the overall CPC. Sectoral implementation work has been based on bi-annual Rolling Work Plans (RWPs) signed by UNICEF with relevant *line ministries*, i.e. Ministry of Health (MoH), Ministry of

⁵⁵ Mid-Term Review of CPC (2015)

⁵⁶ These strategies are presented in detail and analysed in the Efficiency chapter of this evaluation.

Education (MoE), Ministry of Labour, Social Protection and Family (MoLSPF), Ministry of Justice (MoJ) and Ministry of Youth and Sport (MoYS).

The implementation of the CPC has been supported by other UNICEF partners at national and local level, including the following:

- *National Council for Child Rights Protection (NCCRP), chaired by the Prime Minister*, which benefitted of institutional strengthening and contributed (to the extent allowed by the volatile political context) to achieving the expected CPC outcomes through its convening role of key Ministries and NGOs for overseeing progress towards international child rights commitments and related action plans of the Republic of Moldova;
- *Governmental agencies and public bodies (NBS, Institute for Educational Sciences, Centre for Public Health, etc.)*, which benefitted of direct support from CPC to improve their institutional performance, but also joined UNICEF efforts for generating knowledge and data to inform policy-making in various areas of significance for children's rights;
- *Child Rights Advocate (Ombudsperson)*, which partnered with UNICEF for child rights monitoring and advocacy;
- *Donors/International development partners*, which contributed to UNICEF's efforts to improve aid effectiveness and attain the intended CPC results, through common advocacy and resource-leveraging as well as collaboration in programme development, technical advice and analytical work (e.g. EU, bilateral governments, Global Partnership for Education - GPE, UNICEF thematic funds, etc.);
- *Other UN agencies*, particularly the World Bank, WHO, UNDP, UNFPA, UN Women, ILO, IOM, etc., which played an important role in CPC implementation by complementing efforts in relevant programme areas, as established in the UNPF 2013-2017⁵⁷;
- *Local public authorities*, which supported the assessment of needs at local level and implemented various projects/activities, having an important role in ensuring the sustainability of newly-set up services for children and women in the respective municipalities;
- *Civil Society Organisations (CSOs)*, including of caregivers (parents) and rights-holders (e.g. outh, adolescents), and *media*, either as direct beneficiaries of capacity development support, or implementing partners of various actions or advocacy and lobbying partners at local and national levels.

The role of *UNICEF CO* in the implementation of the CPC was two-fold: to ensure the technical and financial assistance for the implementation of the programme, while also bringing in robust evidence, knowledge on children and strong policy advocacy leverage for the attainment of intended results at national and local level.

The main planning and reporting document was the CPD and its Results Matrix, including expected results and indicators with baselines and targets as well as institutional responsibilities (major partners) for each outcome and output.

⁵⁷ Towards Unity in Action: United Nations-Republic of Moldova Partnership Framework 2013-2017, http://md.one.un.org/content/dam/unct/moldova/docs/pub/strateg/United_Nations_Republic_of_Moldova_Partnership_Framework.pdf, accessed October 2016.

3. OBJECTIVES, PURPOSE AND SCOPE OF THE EVALUATION

According to the Terms of Reference (ToR, Annex 1), the **main objectives** of this evaluation are the following:

- reflect on UNICEF's and Government *accountability* in terms of assessing to what extent their obligations and of other duty-bearers (civil society, etc.) as custodians of resources for the realization of child rights and for expected programme outcomes and results are met; in this respect, the evaluation will assess the *relevance, efficiency, effectiveness, sustainability, coherence and, to the extent possible, impact* of the strategies adopted to achieve the CPC results.
- contribute to the *organizational learning and improvement* through generating useful knowledge for the development of the new UNICEF Country Programme 2018-2022 and Strategic Note;
- contribute to *building of capacities and empowerment* of UNICEF partners and children through fostering wide stakeholder participation; enhance the "evaluative thinking" of children and build their abilities in informed decision-making; support dialogue and seek to create consensus and "buy-in" of recommendations.

The evaluation takes place in the penultimate year of CPC implementation. It was scheduled for the second half of 2016 in order to provide usable recommendations for the process of preparing the new CPC and UN Development Assistance Framework (UNDAF) which has begun in September 2016.

The **purpose** of the evaluation is thus: a) to guide UNICEF strategic and programme intervention prioritising in the new programming period 2018-2022; b) to provide recommendations to accelerate the achievement of equitable and sustained outcomes for the most vulnerable children in the new CPC 2018-2022; c) to contribute to the UNDAF 2018-2022 planning.

The evaluation has a *summative* element focused on accountability for results achieved during the period 2013-2017 and a *formative* element focused on learning, capacity building and provision of recommendations relevant for the remainder of the current CPC and for the preparation of the next one.

The ToR specify the main intended **users of the evaluation** which are UNICEF and the Government of Moldova. Other users are the United Nations Country Team (for UNDAF preparation), development partners and CSOs.

The **Scope** of the evaluation is defined by the following elements:

- focus on the assessment of the actual progress in CPC implementation against the planned results in the Results Matrix for the years 2013 through to April 2016⁵⁸, including their plausible contribution to UNICEF Strategic Plan, Regional Knowledge and Leadership Agenda (RKLA), UNPF and national development priorities and targets;
- thematic coverage: both CPC components i.e. 1 - Social inclusion and protection of children; and 2 - Governance and social change for child rights;
- examination of systemic enabling factors and constraints, including the operating space, that can help explain the progress, respectively the bottlenecks in attaining the planned results;
- implementation strategies: mix of strategies used to implement the CPC, with focus on Human Rights Based Approach (HRBA), equity and gender equality mainstreaming;
- geographical scope: primarily national level, but sub-national level is considered as well, in relation with interventions implemented in inclusive education and in the Transnistrian region.

The main **Units of Analysis** for this evaluation are the following: UNICEF CO; relevant line ministries and public agencies; and children and parents/caregivers, as final beneficiaries of CPC interventions. Oversight bodies, international development partners, local public authorities and service providers, CSOs, think tanks and media have been also consulted during the in-country mission in relation to their role in the implementation of the CPC, but not as main units of analysis.

⁵⁸ Latest data available in the internal monitoring system of UNICEF CO.

4. METHODOLOGY

4.1 CONCEPTUAL APPROACH

The evaluation work considered the following **principles**:

- The evaluation of the CPC in a country such as Moldova requires a focus on alignment of UNICEF strategies both with the wider normative context (CRC, CEDAW, etc.) and EU association agenda (all the more since a specific chapter on children’s rights is included in the Association Agreement signed in 2014).
- The CPC interventions do not operate in a vacuum but are embedded in broader development strategies of the country, and their implementation is frequently dependent on the political, legal and institutional frameworks and constraints in place in the respective country.
- The CPC and its interventions are not just contributors to accountability, but are also important sources of information and advice for the design of future country programmes and associated interventions.
- Successful planning and implementation of any CPC is to a large extent dependant on the internal capacities of staff, country office and national expertise that could be mobilised.
- Evaluation of CPC and its interventions requires an explicit underlying theoretical basis (e.g. ToC, other logic models) against which performance can be assessed.

A **theory-based approach** was adopted, as appropriate for such a complex evaluation object. It considered the assumptions of decision makers and stakeholders on the preconditions, mechanism and context, making the CPC interventions work; it then tested these assumptions against the observed results following the different steps of the intervention logic and examined other influencing factors. Such approach allowed the evaluation to explain why and how results have occurred and to appraise UNICEF’s contribution and of other stakeholders.

A counterfactual was not integrated in the evaluation design given the fact that it does not meet the required conditions (difficult to avoid selection bias and find a good comparator, etc.) and which in any event is not methodologically appropriate for the nature and object of the evaluation⁵⁹. Attribution of progress in child rights realisation due to UNICEF (in the sense of establishing a causal linkage between CPC interventions and observed results) was very difficult and in many cases infeasible due to the fact that impact-level effects were, by definition, the joint result of the work of various development partners. Thus the evaluation considered contribution of CPC to the change in child rights fulfilment and explained how UNICEF CO contributed to the observed results.

4.2 EVALUATION PHASES

The evaluation was carried out in three consecutive phases:



⁵⁹ ‘Counterfactuals answer contingent, setting-specific causal questions ‘did it work there and then’ and cannot be used for generalization to other settings and timeframes, unless they are accompanied by more fine-grained knowledge on the causal mechanisms actually operating within the process leading from potential cause to effect. Stern et al (2012).

I. Inception Phase

Kick-off discussion. A kick-off discussion in Chisinau of the International Consultant with UNICEF Representative and Monitoring and Evaluation (M&E) Officer took place on 12 August 2016, followed by another discussion on 20 September 2016⁶⁰ with UNICEF Representative. They were used to learn about the client's expectations and ensure that the International Consultant is fully aware of the nature of the desired end-product; to learn about the key areas of CPC work to which the evaluation should pay a specific attention; to reconfirm the scope of evaluation and discuss possible sampling; to learn about the stage of preparation of the new CPC 2018-2022; to agree the in-country mission timetable; to establish procedures in order to have access to all needed documents, information and key informants throughout the evaluation. In relation to the scope of evaluation, the issue of sampling of interventions was discussed. It was agreed that no sampling will be done; however, the analysis will pay particular attention to some areas of high importance for UNICEF work in the future, as follows: a) thematic: parenting; early childhood development; inclusive education; deinstitutionalisation; early detection and intervention services; violence against children; b) implementation strategies: capacity development of duty-bearers; c) analysis focus: to be put on the most vulnerable children i.e. CwD; Roma children; d) programming and implementation principle: Results-Based Management (RBM), including Results Matrix (before and after MTR).

Preliminary Desk Review of Secondary Sources of Information. The UNICEF CO has provided a rich and comprehensive set of documents and information relevant for the evaluation, based on the list of documents specified in the ToR and a list of additional documents and information requested by the International Consultant. She undertook a preliminary review of the key documents in order to check the evaluability of the scope of work and design the evaluation. The review continued during the next phase of the evaluation when more systematic and structured review of key documentation related to the work of UNICEF CO, the Government and their partners was done.

Evaluability Assessment. An important element of the Inception Phase was to undertake an evaluability assessment of the scope of work planned, based on resources available. Within the scope of the current assignment, the evaluability assessment considered the Evaluation Questions (EQs), intervention logic and the associated indicators (descriptors) to determine the type of information that could be sourced from secondary sources and the areas which require primary data collection. The evaluability assessment indicated that there was a satisfactory level of information to answer most of the EQs, able to be processed in a concise and useful form, and that additional required information could be obtained within the existing resource constraints. A full evaluability assessment has been provided in the Inception Report.

Development of Methods and Tools for Primary Data Collection and Evaluation. Primary data collection methods and tools were designed to cover the identified information needs and ensure the required level of information needed to answer the EQs in relation to the various units of analysis. The data collection methods are presented in Annex 2, while the reasoning for their selection is explained below in the section related to evaluation design. The primary data collection tools developed during the Inception Phase included guides for in-depth interviews and focus groups and discussion topics for round tables (Annex 4). The main evaluation tool which was designed during the same phase was the Evaluation Matrix, grouping the evaluation questions under the evaluation criteria (Annex 3).

The Inception Phase ended with the drafting of an **Inception Report**, which included the evaluability analysis; a fine-tuned approach and methodology; a discussion of limitations of evaluation and suggested ways to overcome them; evaluation approach towards equity, gender equality and human

⁶⁰ On the occasion of the Strategic Prioritization Retreat for UNDAF 2018-2022

rights; quality control of deliverables; a revised work plan; fully-developed data collection and analysis tools; a draft agenda for the field mission; responsibilities and logistical requirements; and ethical principles in conducting the evaluation. This Phase lasted from 26 August to 27 September 2016.

II. Data Review and Collection Phase

This phase consisted of an in-depth documentary review to gather secondary quantitative and qualitative data as well as of field work to collect primary data from key stakeholders, based on the data collection tools developed in the Inception Phase.

During the **in-depth documentary review**, the International Consultant reviewed the remaining documents provided by UNICEF, key laws, sectoral strategies and policy papers, Ombudsman's reports, relevant statistics/databases (e.g. MICS, TransMoNee), independent reports and studies of CSOs, think tanks and international organisations and donors. The documents consulted for this evaluation are presented in Annex 5. An appraisal of the external operating context was done in order to familiarise with the contextual thinking behind the planning and design process of CPC and associated interventions and with the contextual factors affecting the results. A review of the portfolio of CPC interventions was carried out, followed by an analysis of processes and results against the EQs; the analysis provided evidence and helped inform the in-country mission.

A 2-week **in-country field mission** for primary data collection was carried out in order to respond to several overarching EQs which required interviews with key stakeholders, deepen the analysis and understand the strategies employed at national and sub-national levels. In-depth interviews, focus groups and round tables with a representative number of key stakeholders were carried out in Chisinau, in the Transnistrian region and in a Roma densely-populated community (see Annex 2).

The Data Review and Collection Phase lasted from 3 to 21 October 2016, including a **debriefing session** with UNICEF CO on the preliminary findings of the evaluation.

III. Analysis and Reporting Phase

Information and facts collected during the first two phases were analysed and integrated in the Draft Evaluation Report, based on the contents suggested in the ToR. The analysis was based on the Evaluation Matrix developed during the Inception Phase.

The standard OECD/DAC evaluation criteria of **relevance, effectiveness, efficiency, impact and sustainability** set in the ToR have been endorsed by the International Consultant for the following reasons:

- they are sufficient to provide a sound assessment of the quality, value and significance of the CPC intervention, are all necessary and equally important;
- they are fully appropriate for the evaluation purpose, after careful examination of the approach to CPC implementation and its results chain;
- they are in line with internationally recognised best practice and recommended methodologies for an evaluation of such complexity.

The five standard evaluation criteria were approached as follows:

- ✓ **Relevance:** *alignment of CPC interventions to Moldova's national priorities, international commitments and needs of rights-holders.* The assessment of relevance was based on the analysis of the country context and the challenges faced in the realisation of children's rights. The relevance of CPC interventions was analysed in relation to country priorities, European and international human rights commitments of Moldova, UNPF 2013-2017 priorities, UNICEF Strategic Plan 2014-

2017, CEE/CIS RKLA and, most notably, in relation to the needs of rights-holders, in particular of the most vulnerable ones.

- **Effectiveness:** *the extent to which CPC interventions attained planned objectives.* Using the ToC/ logic model, the evaluation analysed to what extent the outputs and outcomes obtained following the implementation of CPC interventions have contributed to the attainment of the planned objectives from the perspective of children's access to quality services as well as from the perspective of transformation of governance structures and social attitudes into more child-sensitive and equity-oriented ones. Using evidence collected, the report explains the factors that contributed or hampered the achievement of results and the unplanned effects. Evaluation of effectiveness required special attention to the demonstration of/collecting strong evidence on the causal link between UNICEF interventions and the observed changes.
- **Efficiency:** *resource allocations for CPC interventions relative to the results generated, value for money, timeliness of interventions.* Analysis of efficiency was based on the assessment of outputs in relation to CPC's inputs, costs and planned timelines. The evaluation assessed how well UNICEF organized itself in carrying out its work with regard to managerial, monitoring and budget efficiency. The various strategies used by UNICEF CO were also analysed in terms of their effect on the overall efficiency level of CPC implementation work. Synergy between various areas of CPC as well as partnerships and synergy with relevant interventions of other development partners and donors were reviewed, too.
- **Impact:** *potential positive and negative, primary and secondary long-term effects produced by the CPC interventions, directly or indirectly, intended or unintended.* The impact evaluation practice defines two types of impact evaluation: theory-based and counterfactual. The ToR (page 7) imply a theory-based approach whereby the evaluation is requested to 'identify the level of credible contribution of UNICEF to overall wider child rights fulfilment results', but it also require the evaluation to identify, to the extent possible, results which could be attributed to CPC intervention. A counterfactual evaluation was not appropriate for the object of evaluation, as already explained above. The evaluation has thus assessed the impact of CPC at system level, by tracing its specific contribution to higher level results i.e. feeding into national level policy dialogue, accelerating the pace of change at national level and informing direction to reforms for the implementation of children's rights.
- **Sustainability:** *extent to which the benefits from the CPC are likely to continue beyond the 2013-2017 programme cycle.* The evaluation recognises that many achievements take time to emerge and become fully functional. Many external factors will shape this and vary over time. In the light of these aspects and considering that the CPC was not finished at the time of evaluation, the assessment of sustainability focused on the likelihood that outcomes and benefits generated by the CPC continue to exist without or with a lower level of external support. It thus assessed the extent to which prerequisites for sustainability are in place or are being put in place. Sustainability was analysed from various perspectives: legal/policy, institutional/capacities, financial. The report highlights the opportunities and risks to sustainability in the short and medium term.

Apart from the OECD/DAC evaluation criteria detailed above, the ToR required the evaluation to also assess the **application of the equity, equality and HRBA**; to identify **attribution and credible contribution**; and to assess **coherence**. These evaluation areas have been embedded in the Evaluation Matrix either separately or absorbed into the OECD/DAC criteria, as the case.

The evaluation applied the concept of **operating space**, meaning the scope for dialogue and partnership between the proponents of the CPC, i.e. UNICEF and the Government of Moldova; the extent of a shared vision on issues and policy options; and the availability and capacity of national partners with

whom to work. Operating space determines the extent to which international actors such as UNICEF can raise issues in policy dialogue, provide technical support and assistance, conduct activities and generate results within the policy and programming landscape of a country. Relevance, effectiveness, efficiency, impact and sustainability of the CPC results were thus assessed by considering the extent to which UNICEF CO made best use of the available operating space in Moldova to achieve the planned results.

The Analysis and Reporting Phase took place from 7 November 2016 until 28 February 2017. A Draft Evaluation Report was released on 20 February 2017. The feedback received from UNICEF and other stakeholders was incorporated in the Final Evaluation Report submitted on 6 March 2017.

4.3 EVALUATION DESIGN

The object of evaluation is exceptionally complex. It concerns a large range of interventions, including decentralised ones, implemented through various partnership arrangements and partners to address a wide and heterogeneous range of challenges and vulnerabilities facing children in Moldova. In order to capture the various angles and complexity of interventions carried out within the framework of the CPC, the design of the evaluation was based on a careful selection of data sources, data collection methods and data analysis methods, having also in view the rather limited resources available for the evaluation. These are detailed below.

Data sources. For each EQ in the Evaluation Matrix, specific data sources were identified and included in the Evaluation Matrix (see Annex 3, last column). Their selection was based on the following considerations:

- They were relevant for informing the analysis of relevance, effectiveness, efficiency, impact and sustainability;
- Used in a combined manner, they were able to increase the accuracy of information and mitigate the information gaps and limitations (see also Table 2 on evaluation limitations and mitigation approaches);
- They were appropriate for embedding a diversity of perspectives in the analysis: planners, implementers and final beneficiaries; policy makers at various decisional levels; external evaluators and reviewers; international development partners; civil society and media.

Data collection methods. The CPC evaluation used a **non-experimental design**. The methodology model designed for this evaluation aimed to utilize the best mix of data gathering tools to yield the most reliable and valid answers to the EQs and generate maximum learning within the limits of resources and availability of data. In order to serve its purpose, the evaluation applied a **mixed-method approach**⁶¹, including: stakeholders' mapping; mapping of situation and contextual analyses; in-depth documentary review and structured desk analysis of CPC design, implementation approaches, documenting of results and processes; structured desk analysis of policy documents and legislative frameworks; implementation strategies; analysis and testing of ToCs/other logic models used by UNICEF and its partners in designing the CPC and its strategies; analysis of results against the Results Matrix of the CPC and associated interventions, based on internal M&E systems and data at national level; contribution analysis to determine progress against intended results and attribution analysis to the extent possible; systems analysis of management strategies; financial analysis; mapping of risk analyses and mitigation strategies; analysis of sustainability strategies and systemic barriers to sustainability; in-depth semi-structured interviews; focus groups; round tables.

⁶¹ It combines various methods as a way to overcome limitations and highlight strengths - see Stern et al (2012), "Broadening the range of designs and methods for impact evaluations", DFID, Working Paper 38.

Specific data collection methods have been assigned to each EQ in the Evaluation Matrix (Annex 3, third column). These methods were selected for the following reasons:

- They were appropriate for the CPC implementation strategies and intervention-level inquiry during in-country mission.
- They were feasible and sensible, following the preliminary data review in the Inception Phase.
- They formed a relatively effective means of triangulation if used in a combined manner.
- Use of interviews, focus groups and round tables in the field increased the breath of perspectives and data that could be secured; relying only on secondary data would have been insufficient; thus the field study was essential to ensure a degree of validity, as follows:
 - *In-depth interviews with key informants* at national and to some extent at sub-national level were used to collect qualitative data and capture various perspectives on the way the CPC addressed the complexity of issues related to the progressive realisation of children's rights in the Republic of Moldova, how worked and how could have worked better for advancing the implementation of reforms and national policies across the country.
 - The evaluation had to be informed by in-depth feedback from as many key stakeholders as possible, but it was not possible to conduct interviews with all individual respondents. Therefore, the evaluation used *round tables with CSOs and coalitions of CSOs, think tanks, media and with UN agencies*.
 - Contact with final beneficiaries was crucial for the evaluation. Given the timeframe and available resources, it was not feasible to conduct a survey among beneficiary children, women and parents. Instead, the evaluation used *focus groups with adolescents and parents of most disadvantaged children* (CwD and Roma) to collect vital impressions on the relevance, accessibility and quality of provided services on relevant issues for this evaluation.
 - Although the scope of evaluation was primarily national, the sub-national level was also considered where relevant. Thus, *two site visits were carried out during the in-country mission*: a first site visit to the Transnistrian region given the fact that the region presents particular importance from the perspective of child rights agenda and of lessons learnt deriving from operating in a highly sensitive environment; a second site visit in a Roma densely-populated community with a view to facilitating an in-depth analysis of ways in which UNICEF managed to overcome challenges in addressing the needs of Roma children and their families.

Data analysis. The evaluation was designed to assess the relevance, efficiency, effectiveness, impact and sustainability of the CPC based on the CPD, indicative ToC, RWPs with implementing partners and the Results Matrix including indicators that UNICEF used for monitoring performance and attainment of estimated results.

The ToR defined 36 EQs questions related to various evaluation criteria. Based on this, a comprehensive Evaluation Matrix has been developed (Annex 3), as the core analytical framework against which data was gathered and analysed. All EQs – *formulated as in the ToR or reformulated, regrouped, streamlined and allocated to the appropriate evaluation criteria on the basis of the logic model reflected by the indicative ToC* - have been assigned to a specific evaluation criterion i.e. **relevance, effectiveness, efficiency, impact and sustainability**. New EQs have been introduced to capture important analysis dimensions and fuel the recommendations and lessons learnt, while a number of EQs have been either removed (if redundant or unable to be answered given available data) or absorbed/bundled in broader questions. The additional questions in the ToR related to the **application of the equity, equality and HRBA** have been incorporated in the relevance and impact EQs; the ones concerning the **attribution and credible contribution** have been reflected in the impact EQs; and the ones related to **coherence** in the efficiency EQs. As a result, 19 EQs have been introduced in the Evaluation Matrix. For each EQ, related indicators/descriptors, sources of information and data collection methods have been specified in the Matrix. The indicators and methods were based on the preliminary documentary review

conducted during the Inception Phase, experience from similar evaluations and a review of available data. Methods are set out per question, and the forms of triangulation between them made clear. An overview of the grouping of questions around the main evaluation criteria was presented in the Inception Report. The questions in the Evaluation Matrix have been to the extent possible framed based on the units of analysis, indicating their relative importance and the relative emphasis on the different target groups and beneficiaries.

Analysis took place against the analytical framework in the following ways: across the analytical fields, which are drawn from the Evaluation Matrix; common trends, contradictions and differences were sought out and explored; b) the different pathways of contribution at different levels of results were tracked, identified and triangulated; explanatory factors related to the operating space, internal environment, design of the CPC approach and implementation of related interventions were assessed; gaps in information available were identified and reported.

Validity and reliability of analysis was ensured through triangulation, complementarity and interrogation⁶². Impartiality and lack of bias were safeguarded by the evaluation methodology which relied on a cross-section of information sources and uses a blended methodological approach (quantitative, qualitative and participatory) to ensure triangulation of information through a variety of means.

The design of the evaluation methodology combined **RBM** with **HRBA** to programming and evaluation i.e. achievement of planned results through morally-acceptable processes to realise human rights. The HRBA applied by the evaluation was guided by five core principles: normativity, participation, non-discrimination, accountability and transparency, and by the Common Understanding on HRBA to Development Cooperation and Programming, approved by the UNDG in 2003:

All programmes of development cooperation, policies and technical assistance should further the realization of human rights as laid down in the Universal Declaration of Human Rights and other international human rights instruments.

Human rights standards contained in, and principles derived from, the Universal Declaration of Human Rights and other international human rights instruments guide all development cooperation and programming in all sectors and in all phases of the programming process.

Development cooperation contributes to the development of the capacities of 'duty bearers' to meet their obligations and/or of 'rights-holders' to claim their rights.

The evaluation identified the "**rights holders**" of the CPC the children and parents/caregivers who are at most risk and vulnerable (children living in poverty, CwD, Roma, children left behind).

Attention was given to the evaluation of the **gender equality and mainstreaming** issues reflected by the CPC, in line with Moldova's international commitments, most notably CEDAW and UNICEF Gender Policy (2010) which states that UNICEF aims to work with partners to pursue gender equality and the equal rights of girls and boys "to contribute to poverty reduction and the achievement of the Millennium Development Goals through results-oriented, effective and coordinated action that achieves the protection, survival and development of girls and boys on an equal basis."

The Evaluation assessed the extent to which the achieved CPC results contributed to the progressive realisation of children's rights, equity and addressing gender equality. In this respect, the Evaluation Matrix included specific EQs and indicators/descriptors i.e. EQs 5, 7, 12, 16 and 17. The evaluation used to the extent possible disaggregated data by age, gender, ethnicity and disability.

⁶² Triangulation to confirm and corroborate results reached by different methods, complementarity to explain and understand findings obtained by one method by applying second and interrogation where diverging results emerge from the application of different methods.

Ethical aspects

During data collection, attention was paid to ensuring that the evaluation process was ethical and that participants in the process could openly express their opinions, protecting the confidentiality of their answers. Overall, the UNEG Code of Conduct for Evaluation in the UN System (March, 2008) was strictly respected, notably independence of judgement, impartiality, honesty and integrity, accountability, respect and protection of the rights and welfare of human subjects and communities, confidentiality, avoidance of risks, harm to and burdens on those participating in the evaluation, accuracy, completeness and reliability of report, transparency. The International Consultant was sensitive to beliefs, manners and customs and acted with integrity and honesty in her relationships with all stakeholders, ensured that her contacts with individuals were characterized by respect, protect the anonymity and confidentiality of individual information.

The process of recruiting stakeholders from different institutional levels followed a standard procedure in order to ensure an informed consent to participate in the evaluation, i.e. letter of introduction from UNICEF presenting the evaluation process, protection of privacy and information confidentiality, followed up by written/verbal communication regarding the interview/focus group/round table details. Participation in the evaluation was voluntary and opinions were presented in the report in an anonymous manner. Selection of parents/caregivers (final beneficiaries) for the focus groups was done in cooperation with UNICEF CO (parents of CwD) and local authorities (Roma parents). Parents were informed about the scope of the focus group and its main discussion topics and their consent to participate was secured. Parents were approached in a culturally-sensitive manner, based on UN Ethical Guidelines. The participation of adolescents (final beneficiaries and rights-holders) in the evaluation was also ensured through UNICEF CO with the support of the National Youth Council and based on prior consent of parents. Adolescents were informed about the scope and themes of the discussion. Before starting the focus group, the International Consultant explained the purpose of the discussion and the way their opinion was going to be processed, ensuring the confidentiality. They were also asked to confirm their consent. Participants in focus groups were informed that they can withdraw anytime during the discussions, without any obligation to explain the reasons.

UNEG Norms and Standards, including Guidance on **Human Rights and Gender Equality in Evaluation**⁶³, were fully applied throughout the evaluation.

4.4 STAKEHOLDERS' PARTICIPATION IN EVALUATION

Involvement of stakeholders in the evaluation was of utmost importance for the collection of vital data and critical insights, but also for validating findings and conclusions as well as checking the feasibility of recommendations while ensuring buy-in.

In gathering data and views from stakeholders, the evaluation considered a cross-section of stakeholders with potentially diverse views to ensure that the evaluation findings are as impartial and representative as possible (see Annex 6). The evaluation was highly participative. In total, **a number of 75 people have been involved during the evaluation**, representing key stakeholders of the CPC: parents/caregivers, adolescents, professionals/service providers, public authorities at national and sub-national levels, governmental agencies, public institutes and centres, Parliament, oversight bodies, UNICEF, international development partners, civil society organisations and media.

⁶³ UNEG (2014), "Integrating Human Rights and Gender Equality in Evaluations", <http://www.uneval.org/document/detail/980>, accessed October 2016

The evaluation was so designed to ensure the involvement of stakeholders at three levels: **information, participation and consultation**, depending on the nature of each stakeholder and engagement in the implementation of the CPC. Interviews, focus groups and round tables were used for:

1. **Informing the evaluation:** primary data collection to cover gaps and add multiple informant perspectives;
2. **Enabling participation of stakeholders in the evaluation:** collection of qualitative, critical insights from stakeholders; direct participation of stakeholders in the validation of the indicative ToC and results indicators as well as in the analysis and evaluation of results, also via self-evaluation;
3. **Engaging stakeholders in consultation on future priorities and reforms:** checking the perceived priorities for the continuation of the reforms for the progressive realisation of children’s rights as well as the role each of them could play in the future. In this respect, specific questions have been included in the Interview Guides (Annex 4) to capture the various perspectives of a large range of stakeholders.

This was very useful for informing the recommendations of the evaluation based on an open and participatory process started during the field data collection and which continued with the presentation of the evaluation findings, conclusions and recommendations as explained section 6.2 below. Such highly participative approach has served the learning, capacity development and empowerment objectives of the evaluation.

4.5 EVALUATION LIMITATIONS

There have been some risks and challenges for the evaluation work, some of them highlighted in the ToR and others identified by the International Consultant. They are presented in Table 2 together with the applied corresponding mitigation approaches.

Table 2. **Limitations to the Evaluation and Mitigation Approaches**

Risks and challenges	Mitigation
Limited availability of reliable and disaggregated data related to the situation of children and across different vulnerable groups (<i>identified in the ToR</i>)	<ul style="list-style-type: none"> • Strong emphasis on triangulation for increasing reliability • Additional disaggregated data collection to the extent possible
Lack of systematic documentation of the design and implementation of some programme interventions and strategies (<i>identified in the ToR</i>)	<ul style="list-style-type: none"> • Use interviews with planners/implementers for timeline construction, including key decision points; establish the intent and achievements of respective interventions
Non-systematic documentation of the theory of change for some programme areas which may hinder assessment of effectiveness and efficiency of the strategies (<i>identified in the ToR</i>):	<ul style="list-style-type: none"> • Development, testing and validation of an indicative ToC of CPC to serve as framework for evaluation
Unavailability of some relevant vulnerable groups and beneficiaries , in particular children, for all the components of the evaluation (<i>identified in the ToR</i>)	<ul style="list-style-type: none"> • Focus on certain strategic interventions agreed during the kick-off discussion and further refined based on the mapping of specific CPC interventions • Focus groups with adolescents group and with parents benefitting from selected CPC interventions

<p>Attribution of results – The complex nature of the object of evaluation, namely the CPC 2013-2017, involving multiple stakeholders, within a complex and changing environment and context, limit the possibility to use methodologies which imply more linear causality. A direct attribution of change to the delivered activities and outputs of the CPC was difficult to prove (<i>identified by the International Consultant</i>)</p>	<ul style="list-style-type: none"> • The application of a theory-based model, as described in the conceptual approach above, facilitated complexity and context to be explored and understood, and causative pathways to be developed. The International Consultant conducted a contribution analysis by triangulating multiple information sources to determine if there was a tangible contribution of the CPC to the planned outcomes and if the latter influenced progress towards national development priorities.
<p>Assessment of CPC efficiency - As opposed to a project evaluation, in a strategic evaluation, such as the one of CPC, it is challenging to determine efficiency according to a conventional definition as this does not fully consider the benefits of programme partnership, advice, advocacy and other forms of soft assistance (<i>identified by the International Consultant</i>)</p>	<ul style="list-style-type: none"> • The efficiency assessment was done by triangulating the perceptions of multiple key informants on the extent to which the CPC results were achieved without waste and with a minimum of transaction costs, and the quality and timeliness of the actual CPC outputs.
<p>Validity and reliability of interview data, particularly in an environment where national sensitivities exist on multiple issues, and where local political conditions shape interaction with international consultants (<i>identified by the International Consultant</i>)</p>	<ul style="list-style-type: none"> • Strict application of UNEG Ethical Guidelines and Code of Conduct, ensuring interviewees of confidentiality and anonymity at the start of interview. • Recognising the likely limitations of interview data from some sources, and placing major efforts on triangulation.
<p>Unavailability of key informants (staff turnover, travels, etc.) (<i>identified by the International Consultant</i>)</p>	<ul style="list-style-type: none"> • The International Consultant mapped the key informants and organised, in cooperation with UNICEF CO, interviews with people that left the respective institutional stakeholder, when information obtained from the existing staff was insufficient; interviews were face-to-face, by skype or by phone, as the case. The same was applied in case of key informants who were not in the office (business travel, personal matters).
<p>Presidential elections, scheduled for 30 October 2016, which might create an effective period of hiatus in government, limiting insight from national stakeholders on future needs (<i>identified by the International Consultant</i>)</p>	<ul style="list-style-type: none"> • Carry out the In-country mission before the Presidential elections

5. FINDINGS AND ANALYSIS OF RESULTS

As mentioned in the methodology section, this evaluation applied the concept of **operating space**, meaning the scope for dialogue and partnership between the proponents of the CPC, i.e. UNICEF and the Government of Moldova.

The role of UNICEF CO and partners in delivering support to the Republic of Moldova has been significantly mediated by the specific contextual features of the operating landscape in the country, most notably:

- the protracted political crisis which at times made difficult for UNICEF CO to have meaningful and results-oriented dialogue and interaction with Government counterparts;
- the collapse of three leading banks in late 2014 which created substantial deficit in Moldova's public finances; coupled with diminishing revenues from export and substantial decrease of remittances, this led to a deteriorating economic situation and political instability. It consequently left few possibilities for financing social sector reforms, including those supported by UNICEF and directly affecting the vulnerable children and families, slowing down their implementation;
- the unsettled, frozen conflict in Transnistrian region, meaning that the scope for influencing system change, beyond the implementation of specific interventions (e.g. training in perinatal care, procurement of cold chains, MICS), has been restricted;
- sometimes opaque national decision-making, meaning that policy may rapidly shift direction (e.g. periodic political attempts to promote pro-natality policies by limiting access to youth planning services) or institutional restructuring takes place without warning (e.g. deputy Prime Minister post for social affairs abolished end 2014 which could potentially hamper a multi-sectorial approach to development issues, etc.) which required international actors, including UNICEF, and their national partners to adapt their planned interventions and objectives in a context of sudden change, with some loss of efficiency;
- political sensitivity on certain vulnerable groups and rights-based issues promoted by UNICEF (e.g. reproductive health, Roma, religious minorities, grade repetition and out-of-school children, violence against children, etc.), limiting the scope for dialogue and cooperation.

The scope and timeframe to generate results in the Republic of Moldova have therefore been highly conditioned by the operating space available, in terms of: space for dialogue with national partners; the extent of a shared vision on issues and policy options between the Government of Moldova and UNICEF; the availability and capacity of national partners with whom to work.

Operating space determines the extent to which international actors such as UNICEF can raise issues in policy dialogue; provide technical support and assistance: and conduct activities within the policy and programming landscape of Moldova. Accordingly, the evaluation analysed the relevance, effectiveness, efficiency, impact and sustainability of the results obtained so far within the CPC 2013-2017 by considering the extent to which UNICEF CO made best use of the available operating space to achieve the planned results.

5.1 RELEVANCE

Evaluation of relevance was based on the following evaluation questions:

To what extent was the CPC aligned with the country priorities and addressed key development issues, their underlying causes and challenges?

Has CPC been relevant in terms of European and internationally agreed goals and commitments, norms and standards guiding the work of UNICEF in Moldova and the Government?

What was the relevance of CPC in relation to UNPF 2013-2017, UNICEF Strategic Plan and Regional Knowledge and Leadership Agenda?

Has the CPC and its interventions preserved their relevance in time?

To what extent was the CPC strategy relevant for and aligned with the needs of children, especially the most vulnerable, and their parents?

Alignment with country priorities and key development issues

The CPC is consistent with the country priorities enshrined in the National Development Strategy (NDS) “Moldova 2020” and sector strategic documents in the area of education, health, social protection and justice as well as cross-cutting national strategies and programmes on human rights, Roma inclusion, inclusive education and HIV/AIDS. Relevant national policy documents are specified in the Results Matrix of the CPC document. The outcomes of the CPC resonates with two of the eight priorities in the NDS, i.e. education and justice. Nevertheless, the NDS is primarily focused on economic development and growth, while the CPC is a rights-based document, focused on the actions needed to advance the children’s rights in Moldova. As a result, education is not prioritised by the NDS from a human rights perspective, but rather with economic lens. Health is not explicitly targeted by NDS, but merely as a cross-cutting issue⁶⁴, while it is a major priority area in CPC. The same goes for other CPC priority areas, notably social payments and services, which are not covered by the NDS. The CPC results thus contribute more to sector strategies and action plans and only partially to NDS targets.

In this respect, the CPC has addressed key challenges and their underlying causes highlighted in the Situation Analysis (2011)⁶⁵, other relevant assessments carried out by the Government, international development partners and CSOs and, last but not least, sector strategies, human rights and social inclusion action plans of the country. Table 3 presents the consistency between key national priorities and the planned results of CPC.

⁶⁴ “Health was identified as one of critical problems which leads to reduction of labor force and to a decrease in labor productivity, but its solving is possible by including health aspects in all long-term development priorities” (NDS).

⁶⁵ UNICEF (2011), “Situation Analysis of Vulnerable, Excluded and Discriminated Children in Moldova”, Chisinau

Table 3. Consistency between the national priorities and CPC 2013-2017

Strategic documents and objectives ²	CPC 2013-2017 planned results ³
<p>National Human Rights Action Plan 2011-2014</p> <p>Objectives:</p> <ul style="list-style-type: none"> • alignment of national legislation to international human rights standards • free access to justice • strengthening of national mechanisms for human rights protection • efficient protection of political, civil, economic social and cultural rights • protection of minority rights • improvement of literacy on human rights 	<p>Outcome 1: By 2017, the Government addresses disparities in access to quality education, health, protection and justice services for disadvantaged children and families</p> <ul style="list-style-type: none"> • Output 1: By 2017, child protection systems have a functional continuum of services centred on a sound family environment for the child and ensures respect for the rights of children in contact with the criminal justice system and their subsequent reintegration • Output 2: By 2017, social protection system increasingly provides effective support to the poorest children and builds the resilience of vulnerable families • Output 3: By 2017, the integrated quality services, that promote young children’s well-being and development, are delivered by the primary health care system, education and protection systems in cooperation with local public authorities and civil society. • Output 4: By 2017, adolescent boys and girls, especially most vulnerable and excluded, are empowered to participate in rights realization, and have knowledge, skills and support to adopt healthy lifestyle and access appropriate services • Output 5: By 2017, the government promotes full enrolment and retention of all children (3-15), especially most vulnerable, and applies new education standards for learning environments and outcomes. <p>Outcome 2: By 2017, governance structures and social attitudes are more child-sensitive and equity oriented.</p> <ul style="list-style-type: none"> • Output 6: By 2017, central and local authorities have improved capacity to monitor and promote child rights, and to design and implement evidence-based policies and budgetary frameworks. • Output 7: By 2017, civil society, media, private sector and children are actively engaged in advocacy, public dialogue and creating social norms for the promotion of child rights.
<p>Action Plan to support Roma 2011-2015</p> <p>Objectives:</p> <ul style="list-style-type: none"> • improved access of Roma to education, healthcare, labour market and better housing • inclusive and efficient education based on equity, non-discrimination and respect for diversity • improvement of the health status of Roma and non-discriminatory access to public healthcare services • improved access of Roma people to social services 	<p>Outcome 1: By 2017, the Government addresses disparities in access to quality education, health, protection and justice services for disadvantaged children and families</p> <ul style="list-style-type: none"> • Output 2: By 2017, social protection system increasingly provides effective support to the poorest children and builds the resilience of vulnerable families • Output 3: By 2017, the integrated quality services, that promote young children’s well-being and development, are delivered by the primary health care system, education and protection systems in cooperation with local public authorities and civil society. • Output 5: By 2017, the government promotes full enrolment and retention of all children (3-15), especially most vulnerable, and applies new education standards for learning environments and outcomes
<p>National Health Policy 2007-2021</p> <p>Objectives:</p> <ul style="list-style-type: none"> • health promotion and disease prevention • ensuring a healthy start in life • maintaining the health of the younger generation • control of chronic non-communicable diseases • good nutrition 	<p>Outcome 1: By 2017, the Government addresses disparities in access to quality education, health, protection and justice services for disadvantaged children and families</p> <ul style="list-style-type: none"> • Output 3: By 2017, the integrated quality services, that promote young children’s well-being and development, are delivered by the primary health care system, education and protection systems in cooperation with local public authorities and civil society

<p>National Programme on HIV/AIDS and STI control 2011-2015</p> <p>Objectives:</p> <ul style="list-style-type: none"> • access for at least 10% of general population to HIV and STI prevention services by 2015 • access of at least 60% of the estimated number of high risk groups (CSW, MSM, IDU) to prevention services by 2015 • providing 10% of population with condoms by 2015 • providing 80% of patients diagnosed with an STI with treatment • access of at least 95% of pregnant women with PMTCT services • providing people at risk for HIV infection with access to post-exposure prophylaxis (PEP) in 100% of cases when needed • ARV treatment for 80% of the estimated number of PLHIV and AIDS patients in need of treatment, by 2015 • ensuring 10% of the total estimated number of PLHIV and AIDS patients with care and support by 2015 	<p>Outcome 1: By 2017, the Government addresses disparities in access to quality education, health, protection and justice services for disadvantaged children and families</p> <ul style="list-style-type: none"> • Output 3: By 2017, the integrated quality services, that promote young children’s well-being and development, are delivered by the primary health care system, education and protection systems in cooperation with local public authorities and civil society • Output 4: By 2017, adolescent boys and girls, especially most vulnerable and excluded, are empowered to participate in rights realization, and have knowledge, skills and support to adopt healthy lifestyle and access appropriate services
<p>National Programme for Development of Inclusive Education 2011-2020</p> <p>Objectives:</p> <ul style="list-style-type: none"> • promotion of inclusive education as national educational priority to overcome exclusion and marginalisation of children, youth and adults • development of the legal and didactic-methodological framework for the implementation of inclusive education • development of a friendly, accessible learning environment able to meet the expectations and special needs of beneficiaries • development of an inclusive culture within the society 	<p>Outcome 1: By 2017, the Government addresses disparities in access to quality education, health, protection and justice services for disadvantaged children and families</p> <ul style="list-style-type: none"> • Output 5: By 2017, the government promotes full enrolment and retention of all children (3-15), especially most vulnerable, and applies new education standards for learning environments and outcomes.
<p>National Strategy and Action Plan for transformation of the residential childcare system (2007-2012)</p> <p>Objectives:</p> <ul style="list-style-type: none"> • reduction of the number of children who live separated from the family environment • reorganization of all residential institutions based on a transformation plan 	<p>Outcome 1: By 2017, the Government addresses disparities in access to quality education, health, protection and justice services for disadvantaged children and families</p> <ul style="list-style-type: none"> • Output 1: By 2017, child protection systems have a functional continuum of services centred on a sound family environment for the child and ensures respect for the rights of children in contact with the criminal justice system and their subsequent reintegration
<p>Justice Sector Reform Strategy and Action Plan 2011-2015</p> <p>Objectives:</p> <ul style="list-style-type: none"> • streamline the pre-judicial investigation process to ensure respect for human rights, ensure security of each person and crime rate reduction • improve the institutional framework and processes to ensure effective access to justice • ensure effective enforcement of human rights practices and legal policies 	<p>Outcome 1: By 2017, the Government addresses disparities in access to quality education, health, protection and justice services for disadvantaged children and families</p> <ul style="list-style-type: none"> • Output 1: By 2017, child protection systems have a functional continuum of services centred on a sound family environment for the child and ensures respect for the rights of children in contact with the criminal justice system and their subsequent reintegration

Relevance for European and internationally agreed goals and commitments

The CPC is highly relevant for European and international commitments of Moldova. The document makes explicit reference to human rights treaties and international conventions ratified by Moldova (in particular the CRC), MDGs, Universal Periodic Review (UPR) and EU association commitments in its narrative part. All its planned results (outcomes and outputs) are rights-based, while two indicators are specifically aimed to measure progress in the implementation of CRC recommendations (indicator b, outcome 2) and in alternative reporting to international review bodies (indicator g, output 6) and 13 result indicators. As far as implementation is concerned, the evaluation found out that the **CPC results and strategies have been driven by the standards and principles of Moldova’s ratified human rights treaties and by the issues comprised in the concluding observations of UN treaty body reports**. Table 4 provides some illustrative examples.

Table 4. **Reflection of UN Treaty Body Recommendations in CPC results (selected examples)**

Treaty Body Recommendation ⁴	Relevant CPC result
Convention on the Rights of the Child (CRC), Concluding Observations: Republic of Moldova, CRC/C/MDA/CO/3, 20 February 2009	
<ul style="list-style-type: none"> - independency and adequate resources for the Child’s Advocate (<i>recommendation 16</i>) - strengthen mechanisms for systematically collecting and analysing data that is disaggregated by sex, age and geographical location, on all persons under 18 and for all areas covered by the Convention (<i>recommendation 20</i>) - strengthen measures to move towards de-institutionalization whilst ensuring that alternatives to institutionalization, such as supporting families and extending the network of foster care, are developed (<i>recommendation 45</i>) - reinforce mechanisms for monitoring the number of cases and the extent of violence, neglect and sexual abuse in the family (<i>recommendation 49a</i>) - pursuing efforts to ensure that children with disabilities, including moderate and severe developmental disabilities, are able to exercise their right to education to the maximum extent possible (<i>recommendation 51</i>) - continue extending the Network of Healthcare Services for Adolescents; ensure that adolescents have access to age-appropriate and confidential counselling services and life skills training programmes (<i>recommendation 55b and c</i>) 	<ul style="list-style-type: none"> - advocacy for independent function of Child’s Advocate; Ombudsperson for Children; Ombudsperson appointed in April 2016 (<i>outcome 2, output 6</i>) - evidence generation on the most vulnerable children in Transnistrian region by carrying out the area-based MICS survey (<i>outcome 2, output 6</i>) - reduction by almost half of the number of children in institutional care in favour of family-based care since 2010 (<i>outcome 1</i>) - study on foster care services leading to revised foster care regulations and minimum standards to align them with international standards (2014) (<i>outcome 1</i>) - data collected in 31 of 32 districts and reported generated under the new inter-sectoral mechanism on abuse, neglect, violence and exploitation against children (<i>outcome 1, output 1</i>) - proportion of CwD enrolled in mainstream schools increased from 18% in 2010 to 28% in 2015 (<i>outcome 1</i>) - 37 YFHC available in all districts and two municipalities; counselling services are part of the package of services provided by YFHC; increased percentage of adolescents aged 10-19 years accessing youth friendly health services (YHFS) from 6% in 2010 to 54% in 2015 (<i>outcome 1</i>)
Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography, Concluding Observations: Republic of Moldova, CRC/C/OPSC/MDA/1, 29 October 2013	
<ul style="list-style-type: none"> - establish special programmes targeting Roma children, children living in poverty, children affected by migration, children living in care institutions and those who run away from such institutions (<i>recommendation a) from chapter V</i>) 	<ul style="list-style-type: none"> - law on special protection of children at risk and children separated from parents adopted in 2013 (<i>outcome 1</i>) - inter-sectoral referral mechanism on violence, neglect, exploitation and trafficking of children set in 2014 and functional (<i>outcome 1, output 1</i>)

Human Rights Council, Report of the Working Group on the Universal Periodic Review, Republic of Moldova, A/HRC/19/18, 14 December 2011	
<ul style="list-style-type: none"> - adopt a specific policy to address the root causes of domestic violence, particularly violence against women and children, and conduct awareness campaigns, particularly in the rural areas (<i>recommendation 73.8</i>) - fully respect the rights of children, without any discrimination, and give necessary prerogatives to the ombudsman working in this area (<i>recommendation 73.20</i>) - provide social services on health and access to education to children belonging to the most vulnerable groups (<i>recommendation 73.22</i>) - fully implement the reform of the residential care system for children, focusing especially on re-integration of children with disabilities (<i>recommendation 73.51</i>) 	<ul style="list-style-type: none"> - violence against children addressed by the Child Protection Strategy 2014-2020 and, at local level, by the inter-sectoral referral mechanism; awareness raising campaign conducted (<i>outcome 1, output 1; outcome 2</i>) - independent function of Child's Advocate established to safeguard the rights of children and young people (<i>outcome 2, output 6</i>) - developed, modelled and scaled up a wide range of health, education and social services for most vulnerable children (<i>outcome 1, outputs 1-5</i>) - targeted actions foreseen in the "External Communication and Advocacy Action Plan 2016-2017" (<i>outcome 1</i>)
Committee on the Rights of Persons with Disabilities, List of issues in relation to the initial report of the Republic of Moldova, CRPD/C/MDA/Q/1, 29 April 2016	
<ul style="list-style-type: none"> - please provide information on how the definition of disability in Law No. 60 of 2012 on the social inclusion of persons with disabilities is given effect in terms of support measures for persons with disabilities. What steps are being taken to revise the disability assessment and certificate? (<i>issue A, point 1</i>) 	<ul style="list-style-type: none"> - support to align disability criteria for children and youth with International Classification of Functioning, Disability and Health (capacity of the MoLSPF, NBS and line ministries in measurement of child disability strengthened; follow up ensured with involvement of all UN agencies; discussion at the level of Deputy Minister; first meeting of the National Council on the rights of people with disabilities; MoLSPF- UNICEF Cooperation agreement under development (<i>outcome 1, output 2</i>))

The work carried out within the framework of the CPC has extensively addressed the key issues underlined in the third MDG report (2013)⁶⁶, chapter "A finished agenda, or not yet", in particular the areas where progress was lagging behind, i.e. access of children to preschool programmes (target 3, MDG 2 via outcome 1, output 5); opportunities for all children to attend general secondary education (target 1, MDG2 via outcome 1); vaccination of children under 2 years (target 3, MDG 4 via outcome 1, output 3); HIV/AIDs, tuberculosis and other diseases (all three targets, MDG 6 via outcome 1, output 4).

The CPC is consistent with the issues highlighted in the EU annual reports on European Neighbourhood Policy in Moldova since 2013 (trafficking of children, Roma segregation in education, children in residential care, justice for children, violence against children) and particularly with the provisions of the Association Agreement (AA), although the latter was signed one year after the CPC started its implementation. Table 5 illustrates that CPC outcomes and outputs are in concert with the AA, except in the area of education and media⁶⁷.

It is also aligned with the EU Strategic Framework for Education and Training (ET 2020), the EU Communication on Early Childhood Education and Care and the EU National Roma Integration Framework.

⁶⁶ UN Moldova (2013), "Third National Report on Millennium Development Goals in Moldova: progress achieved, remaining issues and future options", pages 74-76

⁶⁷ Chapter 23 "Cooperation on education, training, multilingualism, youth and sport" of the AA is focused on lifelong learning, employability of workforce and cooperation in higher education, while the CPC tackles education from a rights-based perspective i.e. access of children to quality education, inclusive education, etc. Chapter 25 "Cooperation on culture, audio-visual policy and media" of the AA includes provisions on the development of cultural industries, intercultural dialogue and cooperation with EU, while the CPC sees media as a key partner in monitoring and promoting human rights, equality, democratic governance and rule of law.

Table 5. Alignment of CPC to the provisions of the Association Agreement

CPC	Association Agreement ⁵
<p>Outcome 1, Output 1: By 2017, child protection systems have a functional continuum of services centred on a sound family environment for the child and ensures respect for the rights of children in contact with the criminal justice system and their subsequent reintegration</p>	<p>TITLE III FREEDOM, SECURITY AND JUSTICE Art. 12 Rule of law - promotion of the rule of law, including the independence of the judiciary, access to justice, and the right to a fair trial; effective functioning of institutions in the areas of law enforcement and the administration of justice</p> <p>CH. 27 COOPERATION IN THE PROTECTION AND PROMOTION OF THE RIGHTS OF THE CHILD Art.138 prevention and combating of all forms of exploitation, improvement of the system of identification and assistance of children in vulnerable situations, exchange of information and best practice on the alleviation of poverty among children, strengthening the capacity of parents and carers in order to ensure child development</p>
<p>Outcome 1, Output 2: By 2017, social protection system increasingly provides effective support to the poorest children and builds the resilience of vulnerable families</p>	<p>CH. 4 EMPLOYMENT, SOCIAL POLICY AND EQUAL OPPORTUNITIES Art.32 poverty reduction and enhancement of social cohesion; social safety systems that integrate disadvantaged people, including people with disabilities and people from minority groups; social policy, aiming at enhancing the level of social protection, including social assistance and social insurance, and modernising social protection systems, in terms of quality, accessibility and financial sustainability</p> <p>CH. 27 COOPERATION IN THE PROTECTION AND PROMOTION OF THE RIGHTS OF THE CHILD Art.138 prevention and combating of all forms of exploitation, improvement of the system of identification and assistance of children in vulnerable situations, exchange of information and best practice on the alleviation of poverty among children, strengthening the capacity of parents and carers in order to ensure child development</p>
<p>Outcome1, Output 3: By 2017, the integrated quality services, that promote young children’s well-being and development, are delivered by the primary health care system, education and protection systems in cooperation with local public authorities and civil society. Output 4: By 2017, adolescent boys and girls, especially most vulnerable and excluded, are empowered to participate in rights realization, and have knowledge, skills and support to adopt healthy lifestyle and access appropriate services</p>	<p>CH.21 PUBLIC HEALTH Art.113 raising the level of public health safety and protection of human health as a precondition for sustainable development and economic growth. Art.114 strengthening of the public health system, high-quality primary healthcare, improving health governance and healthcare financing, epidemiological surveillance and control of communicable diseases, prevention and control of non-communicable diseases</p>
<p>Outcome 2, Output 6: By 2017, central and local authorities have improved capacity to monitor and promote child rights, and to design and implement evidence-based policies and budgetary frameworks Output 7: By 2017, civil society, media, private sector and children are actively engaged in advocacy, public dialogue and creating social norms for the promotion of child rights.</p>	<p>CH. 27 COOPERATION IN THE PROTECTION AND PROMOTION OF THE RIGHTS OF THE CHILD Art.137 promotion of the rights of the child according to international laws and standards, in particular the UN Convention on the Rights of the Child of 1989, taking into account the priorities identified in the specific context of the Republic of Moldova, in particular for vulnerable groups</p>

Relevance of CPC to UNPF 2013-2017 and UNICEF regional and global commitments

The work carried out within the framework of the CPC has actively contributed to most priority areas of the UNPF 2013-2017, but in particular to outcomes 1.3 and 1.4 under pillar 1 “Democratic Governance, Justice, Equality and Human Rights”, and outcomes 2.2, 2.3 and 2.4 under pillar 2 “Human Development and Social Inclusion” (Table 6). It has also been aligned and contributed to the achievement of the global and regional agenda of UNICEF i.e. to all seven outcomes of the Strategic Plan (SP) 2014-2017 and nine of ten result areas for children of the Regional Knowledge and Leadership Agenda (RKLA). The recommendations of multi-country evaluations under RKLA 3 (access and equity in early childhood education) and RKLA 6 (progress in reducing health system bottlenecks) have been considered in the workplans agreed with the MoE, respectively MoH.

Table 6. Alignment of CPC to UNPF, SP and RKLA

CPC 2013-2017	UNPF 2013-2017	SP 2014-2017	RKLA
Output 1: By 2017, child protection systems have a functional continuum of services centred on a sound family environment for the child and ensures respect for the rights of children in contact with the criminal justice system and their subsequent reintegration	Outcome 1.3: State bodies and other actors effectively promote and protect human rights, gender equality and non-discrimination, with particular attention to the marginalized and the vulnerable Outcome 1.2: Justice sector actors are better able to promote access to justice and uphold rule of law in compliance with international commitments	Outcome 6: Improved and equitable prevention of and response to violence, abuse, exploitation and neglect of children	RKLA 1: A child's right to a supportive and caring family environment RKLA 2: A child's right to access justice
Output 2: By 2017, social protection system increasingly provides effective support to the poorest children and builds the resilience of vulnerable families	Outcome 2.4: People enjoy equitable access to an improved social protection system	Outcome 7: Improved policy environment and systems for disadvantaged and excluded children, guided by improved knowledge and data	RKLA 8: A child's right to social protection
Output 3: By 2017, the integrated quality services, that promote young children's well-being and development, are delivered by the primary health care system, education and protection systems in cooperation with local public authorities and civil society	Outcome 2.2: People enjoy equitable access to quality public health and health care services and protection against financial risks	Outcome 1: Improved and equitable use of high-impact maternal and child health interventions from pregnancy to adolescence and promotion of healthy behaviour Outcome 3: Improved and equitable use of safe drinking water, sanitation, and improved hygiene practices Outcome 4: Improved and equitable use of nutritional support and improved nutrition and care practices Outcome 5: Improved learning outcomes and equitable and inclusive education	RKLA 6: A child's right to health: 'A promise renewed' RKLA 7: A young child's right to comprehensive well-being
Output 4: By 2017, adolescent boys and girls, especially most vulnerable and excluded, are empowered to participate in rights realization, and have knowledge, skills and support to adopt healthy lifestyle and access appropriate services	Outcome 2.2: People enjoy equitable access to quality public health and health care services and protection against financial risks	Outcome 2: Improved and equitable use of proven HIV prevention and treatment interventions by children, pregnant women and adolescents Outcome 6: Improved and equitable prevention of and response to violence, abuse, exploitation and neglect of children Outcome 7: Improved policy environment and systems for disadvantaged and excluded children, guided by improved knowledge & data	RKLA 5: A child's right to be born free of HIV RKLA 10: An adolescent's right to a second chance

Output 5: By 2017, the government promotes full enrolment and retention of all children (3-15), especially most vulnerable, and applies new education standards for learning environments and outcomes	Outcome 2.3: All children and youth enjoy equitable and continuous access to a quality and relevant education system	Outcome 5: Improved learning outcomes and equitable and inclusive education	RKLA 3: A child's right to access to early learning RKLA 4: A child's right to inclusive quality education
Output 6: By 2017, central and local authorities have improved capacity to monitor and promote child rights, and to design and implement evidence-based policies and budgetary frameworks	Outcome 1.3: State bodies and other actors effectively promote and protect human rights, gender equality and non-discrimination, with particular attention to the marginalized and the vulnerable	Outcome 6: Improved and equitable prevention of and response to violence, abuse, exploitation and neglect of children	-
Output 7: By 2017, civil society, media, private sector and children are actively engaged in advocacy, public dialogue and creating social norms for the promotion of child rights.	Outcome 1.4: Civil society and media better monitor and promote human rights, equality, democratic governance, and rule of law	Outcome 7: Improved policy environment and systems for disadvantaged and excluded children, guided by improved knowledge and data	-

Relevance of the CPC in time

The CPC has preserved its relevance in time as demonstrated by the strategies and policy documents developed during its lifetime, notably the following:

- **Child Protection:** Strategy on Child Protection for 2014-2020 and Action Plan 2016-2022;
- **Health:** National Strategy on Public Health 2014-2020; National Programme on Food and Nutrition 2014-2020; Strategy on health, development and wellbeing of children and adolescents 2015-2020 (draft); National Immunization Programme 2016-2020; National Programme on Health promotion 2016-2020 ; National Programme on HIV prevention and control 2016-2020;
- **Education:** Strategy "Education 2020";
- **Cross-sectoral:** Inter-sectorial Strategy concerning the development of parental abilities and competencies 2015-2021; National Action Plan for Roma 2016-2020.

The CPC relevance in time has been favoured by the large scope of its outcomes, flexibility in adapting the Results Matrix to arising needs (at the occasion of MTR, see section VI), the constant preoccupation of UNICEF CO for understanding the needs (hence a large volume of data collection and analytical work⁶⁸) and staying attuned to the country context, and regular dialogue with the Government and international development partners to ensure alignment of UNICEF work to national reforms and EU association agenda. No actual or potential areas of divergence between the national priorities and CPC results and strategies have been identified by the stakeholders during the interviews, focus groups or round tables. The same conclusion could be drawn up in the case of recommendations from treaty bodies and EU on one side, and results and strategies of CPC on the other side.

Alignment with the needs of children and their parents

There is a large consensus among the stakeholders who were consulted through interviews, focus groups and round tables, that **there is a high level of adequacy of CPC and its implementation strategies to the needs of vulnerable children, in their capacity of rights-holders.** The review of the challenges summarised in the Context chapter of this evaluation report and of the CPC priorities, strategies and planned results indicates that the CPC has indeed addressed most of the needs of vulnerable children and their families.

⁶⁸ The evaluation was provided 34 studies and surveys, which were carried out during the first three years and a half of CPC implementation.

UNICEF CO has effectively used a HRBA and gender equality standards and principles for the programming of its assistance to Moldova over the period 2013-2017, as demonstrated by the SitAn⁶⁹ and CPC document itself. The SitAn was prepared in 2011, building on extensive analytical work led by the Government for reporting on progress towards MDGs and human development as well as analyses carried out by UNICEF for the UPR and other studies, statistics and assessments, totalling around 200 documents. This analytical work has been highly participative and it is therefore likely that the needs and views of vulnerable groups, as rights-holders, have been reflected in the SitAn all the more since children have been consulted themselves on the problems they encounter in achieving their rights⁷⁰. The analysis used a rights-based assessment, linking the child development issues with the national strategies, MDGs and key Human Rights Instruments. The SitAn identified a series of shortcomings related to the realization of the child's right to development and well-being, right to health, right to education, right to a healthy environment and right to social protection from a human development and gender equality perspective.

The SitAn was the key document which informed the development of the CPC 2013-2017. Apart from that, a *consultation* process on CPC priorities and expected results was carried out in 2011-2012 that brought together the Government, the Parliament, stakeholders from civil society, UN agencies and international development partners. **The CPC addressed children's rights in relation to most vulnerable groups identified in the SitAn, i.e. poor children, Roma children, CwD, victims of trafficking or different forms of abuse/ violence, children out-of-school, children from rural areas, children from Transnistrian region, children with HIV/AIDS, children using substance (drug, tobacco or alcohol), children left behind by migrant parents, children in residential institutions, children under three and children in contact with law.** The vulnerable children identified in the SitAn who seem to have been given marginal attention are the street children and graduates of residential institutions, apart from planning some actions⁷¹ aimed to improve the legal framework and develop services for these children in the Action Plan for the implementation of the Child Protection Strategy 2014-2020 (developed with the support of UNICEF).

Child rights were embedded in the formulation of outcomes and outputs of CPC, but less in the disaggregation level of result indicators. Child rights are easily identifiable in the planned results of the CPC at outcome and output level as well as in the formulation of CPC indicators. Nevertheless, they are less 'visible' in the disaggregation of indicators in the Results Matrix. Out of 9 outcome indicators and 37 output indicators, only two from each category are disaggregated⁷². In the very few cases where it exists, disaggregation is limited to gender, age and rural-urban areas, although monitoring of vulnerability/deprivation and accountability for progress would have greatly benefitted from disaggregation by disability, ethnicity, wealth quintiles, etc. of many indicators. Disaggregation has been slightly better in the initial Results Matrix: 40% of outcome indicators (4 of 10) were disaggregated compared to only 22% following MTR; and in the case of output indicators, the initial proportion was around 8% (3 of 38) compared to only 5%. The comparative analysis of the Results Matrixes indicates that the MTR removed certain disaggregations of three indicators⁷³

The CPD was guided by the human rights principles of non-discrimination and equality, participation and inclusion, and accountability and rule of law. The *participation principle* was better represented at the level of professionals and public authorities, in their capacity of duty-bearers, by engaging them in various activities (in working groups, trainings, workshops, provision of education, healthcare and

⁶⁹ UNICEF (2011), "Situation Analysis of Vulnerable, Excluded and Discriminated Children in Moldova", Chisinau

⁷⁰ Six focus group discussions with children aged between 9 and 19 years of age. There is a dedicated chapter on children's views, see http://www.unicef.org/moldova/ro/Raport_ENG.pdf accessed November 2016

⁷¹ Actions 2.1.5/2017 and 2.1.14/2018 for street children and 1.3.7/2016-2017 for children leaving the residential care

⁷² Outcome indicators: 1a, 1 e; Output indicators: 5b, 5g (as per revised Results Matrix following MTR)

⁷³ Outcome indicator 1d and output indicators 5b and 5g.

child protection services, etc.). Parents were engaged in promoting the rights of children via civil society organisations which were supported by UNICEF to strengthen their capacities for service provision, oversight and reporting against CRC commitments. Participation of youth has been promoted through few youth-led debates on legislation, child health and education rights and engagement in shadow reporting to the CRC. At the same time, participation of children in policy-making was aimed to be facilitated via a cooperation platform between the Parliament, UNICEF and the APSCF through member organisation representing the interests of vulnerable children. The *empowerment principle* worked well at the level of duty-bearers (decision-makers and professionals working in education, health care and child protection services) and caregivers (for instance, for adoption of positive parenting practices)⁷⁴ and, to a certain extent, of rights-holders (children and youth) to participate and have a meaningful say in the overall change process⁷⁵. According to the focus group with adolescents and round table with CSOs, the results of the latter are rather feeble; it is nevertheless expected that the implementation of the RWP agreed with the MoYS for the period 2016-2017 will make progress in this regard by strengthening the capacity of local youth workers and of district youth councils; at the same time, the recently signed agreement with the Ombudsman office also envisage actions aimed to encourage participation of children and youth. The principles of *progressive realization of human rights* and *use of maximum available resources* were rather implicit in CPC, with the notable exception of outcome 2 and corresponding output 6 which explicitly envisaged the contribution towards prioritising of budget allocations to ensure the implementation of the rights of all children, respectively advocacy for public finance for children.

From a gender perspective, the CPC applied a gender lens to the programming and implementation of support initiatives by focusing on: the role of fathers in children's lives; empowerment of women; addressing gender-based violence against girls and women; development of gender-sensitive strategies to address the high risk of sexually transmitted infections, including HIV, as well as substance abuse and teenage pregnancies; addressing the barriers undermining girls' and boys' realization of their rights. It supported the development of the Strategy for the Development of Parenting Skills and Competences and the Action Plan for the Child Protection Strategy (approved in 2016) which highlights the importance of women's and men's equal engagement in child upbringing and addresses issues of positive parenting by both parents. The policy documents are aimed to ensure cross-sectoral cooperation and national action addressing issues of gender-sensitive social norms⁷⁶. UNICEF CO applied a gender lens in all C4D interventions, using gender-sensitive language in communication materials, applying the "He for She" approach, and giving boys and girls equal engagement and representation in images⁷⁷.

There are nevertheless some equity issues which appear to have been insufficiently well addressed, notably related to: the disproportionate representation of CwD in residential care; Roma segregation in education; poor outreach of most at risk adolescents (MARA) and especially vulnerable adolescents (EVA) by YHFS; and public financing of inclusive education. These issues are discussed in the Impact chapter of this report.

Most interventions implemented within the framework of the CPC have primarily targeted the system changes and thus acting at national level. Interventions at local level have been used in particular to model various new services and approaches, such as in the case of diversion services (five districts), inter-sectoral mechanism for referral of cases of violence, abuse, neglect and exploitation (seven districts), ECE services for children under three (10 rural communities), Roma participation in education (three communities), YFHS (five communities), perinatal care and immunisation (Transnistrian region), etc. Keeping a regional balance, the availability of entry points, a conducive environment

⁷⁴ See in particular initiatives under outputs 3, 5, 6 and 7 (indicators 3b, 3c, 3g, 5d, 6a, 7a, etc.)

⁷⁵ In particular through initiatives under outputs 4 and 6 (indicators 4d, 4e, 6b, 6g)

⁷⁶ UNICEF Moldova Annual Report 2016

⁷⁷ UNICEF Moldova Annual Report 2015

for international co-operation and for modelling innovation and the absence of service provision appear to have largely determined intervention location. Based on the review of available evaluations and interviews with key informants from the Government and UNICEF CO, vulnerability and deprivation have not been always used for geographical targeting. For instance, the stakeholders consulted for this evaluation have expressed concern about insufficient targeting of the Autonomous Territorial Unit of Gagauzia (UTAG) although it lags behind in many child development and protection areas (e.g. child deinstitutionalisation, health care, education, functioning of the inter-sectoral mechanism for referral of cases of violence, abuse, neglect and exploitation).

5.2 EFFECTIVENESS

Evaluation of effectiveness considered the following evaluation questions:

- What is the achievement level of CPC planned results compared to stated objectives?
- To what extent did the CPC interventions contribute to reducing bottlenecks and barriers in the realisation of children’s rights, especially the most vulnerable ones?
- What were the main factors which contributed or hindered the achievement of CPC outcomes?
- Has the implementation of CPC produced any additional, unplanned effect (positive or negative)?

Achievement level of planned results. Contribution to reducing barriers and bottlenecks.

As mentioned above, **the scope and timeframe to generate results through the implementation of the CPC has been highly conditioned by the operating space available in Moldova.** It varied across intervention areas and outcomes. Due to political turmoil and deteriorating economic situation which have shaken the country over the last years, the operating space was partly conducive to generating the estimated outcomes on medium term. The progress in the first four years of CPC implementation has been thus uneven.

There are intervention areas which registered considerable success in terms of addressing the most pressing needs of the children and their families, notably in the area of enrolment in preschools and school readiness, inclusive education for CwD/SEN, post-natal care of new-borns from vulnerable families, overall child deinstitutionalisation, vaccine management and perinatal care in the Transnistrian region, reproductive health and addressing HIV-related risk factors for youth, etc. At the same time, there are **areas where progress is lagging behind and unlikely to meet the targets until the end of 2017,** for instance related to: access to certain benefits/services (social payments for the poorest households with children; diversion services for child offenders; early detection and intervention (EDI) at sub-national level; YHFS for MARA and EVA; health care supervision of small children according to Child Growth Monitoring Standards; international classification of functional disability; Roma desegregated education services; family-based care as an alternative to the institutionalisation of CwD); public finance for children (costed, budgeted and executed budgets of key policies, laws and programmes); changing social norms/attitudes (e.g. corporate policies and practices that respect and support children’s rights); youth participation in policy development (there are some positive examples, as detailed in Table 7, but these are rather sporadic).

Even in areas with a shared vision between the Government and UNICEF, open space for dialogue, sectoral coordination and available national partners with whom to work, there have been major constraints related to political instability, staff turnover and loss of institutional memory, competing priorities and budgetary constraints at local level, weak evidence base, migration, etc. which impeded the attainment of results at a pace planned in the CPC. Therefore, the analysis considered the results which could have been generated relative to the existing operating space.

The analysis of results (outcomes and outputs) has been a rather challenging undertaking due to several shortcomings in the selection, formulation and disaggregation of indicators and targets in the Results Matrix (see comments in the footnotes of Table 7) and data gaps to measure progress to date (for 24% of indicators the progress is unknown). The evaluation has used evidence from a variety of sources, notably the revised Results Matrix following the MTR, the updates provided by UNICEF CO (Outcome/Output Performance Summary by Business Area, retrieved on 27.09.2016), UNICEF Annual Reports 2013-2016, available evaluation reports and feedback from key informants (interviews, focus groups and round tables). Contribution to reducing barriers and bottlenecks has been analysed starting with their identification in the SitAn 2011, checking how were they embedded in the CPD, further assessed in the determinant analyses developed during the CPC implementation period (for child deinstitutionalisation, inclusive education, and youth participation) and actually addressed by various interventions since 2013 to date, in particular by: a) developing an enabling environment; b) making available and ensuring access to quality care; and c) developing an informed demand for services according to statutory rights. From this triangulated data, a progress assessment has been constructed towards the outputs and outcomes. The indicators used are the revised ones following the MTR in 2015, since these compose the framework for the current CPC reporting. Each outcome has been mapped against a description of the main features of the operating space⁷⁸ and an evaluative judgement drawn accordingly.⁷⁹

A detailed *results analysis* is provided in Table 7 along with *trends, some key activities which supported the progression to results and contribution of UNICEF to achieved results* (see 'Assessment' under each Outcome and Output).

Based on the available data, the results analysis indicates that around 57% of the planned targets have been achieved or are likely to be achieved by the end of 2016⁸⁰ i.e. 26 of 46 indicators, slightly more positive trends toward the end-results being registered in outcome 2 'Governance and Social Change for Child Rights' (58%, 7 of 12 indicators). As far as outcome 1 'Social Inclusion and Protection of Children' is concerned, the percentage is slightly lower (56% i.e. 19 of 34 indicators), the results of the assessment being influenced by some ambiguous indicators (e.g. related to social protection) as well as certain ambitious targets and for whose attainment the CPC and UNICEF could have a rather limited capacity to significantly influence. At the same time, most data gaps are to be found in outcome 1⁸¹, thus influencing the overall assessment of progress towards targets. In any event, **accelerated implementation pace is needed in 2017 to increase the achievement level of planned results.**

⁷⁸ In particular, data gathered through key informant interviews and available situation analyses.

⁷⁹ Judgements are characterized as follows: "good progress" where there is evidence of progress more than halfway towards target; "some progress" where progress is evident but is still less than halfway towards target; and "no progress" in cases where the situation remained unchanged or worsened.

⁸⁰ The calculation includes all indicators where "good progress" was achieved so far and other indicators which are currently not too much advanced but for which there are favourable conditions and opportunities for being achieved until the end of 2016. These indicators are marked in green in Table 7 below.

⁸¹ Unknown progress in case of 8 indicators, compared to 1 in outcome 2

Table 7. Detailed Analysis of Outputs and Outcomes⁸²

COMPONENT 1 – SOCIAL INCLUSION AND PROTECTION OF CHILDREN

Outcome 1 - By 2017, the Government addresses disparities in access to quality education, health, protection and justice services for disadvantaged children and families

Indicators:

- a. Gross enrolment rate for pre-school, primary and lower secondary (disaggregated by urban and rural). Baseline [2010]: Pre-school - 77.1%, urban 94.5%, rural 67.1%; Primary -93.6%, urban 104.0 %, rural 88.0%; Lower secondary - 88.1%, urban 95.6%, rural 84.3%; Target⁶ [2017]: Pre-school - increase by 10 p.p., rural by 15 p.p.; Primary - increase by 5 p.p., rural by 8 p.p.; Lower secondary - increase by 5 p.p., rural by 8 p.p.; Progress [2015]: Pre-school - 83,9%, urban 103,9%, rural 72,2%; Primary - 92.4%, urban 109.3 %, rural 82.5 %; Lower secondary - 86.8%, urban 98.7%, rural 80.4%); Assessment: Some progress
- b. Percentage of children with disabilities enrolled in mainstream schools (grades 1-9). Baseline [2010]: 18%; Target [2017]: 50%; Progress [2015]: 44% [2014]; 28% [2015]'; Assessment: • Good progress
- c. Percentage of new-borns from vulnerable families receiving at least 2 post natal care visits within one month (excluding Transnistrian region). Baseline [2010]: 76%; Target [2017]: 90%; Progress [2014]: 95%; Assessment: • Good progress
- d. Percentage of adolescents aged 10 to 19 years accessing youth friendly health services centres. Baseline [2010]: 6%; Target [2017]: 25%; Progress [2015]: 54%; Assessment: • Good progress
- e. Rate of children in institutional care and in family-based care (foster parents or guardians, family type homes) (disaggregated by age). Baseline [2010]: Children under 18 years - 908 per 100,000 children in institutional care and 977 per 100,000 children in family-based care; Children under 3 years - 161 per 100,000 children in institutional care and 159 per 100,000 children in family-based care; Target [2017]: Children under 18 years - 500 per 100,000 children in institutional care and 1,400 per 100,000 children in family-based care; Children under 3 years - 100 per 100,000 children in institutional care and 200 per 100,000 children in family-based care; Progress [2014]: Children under 18 years - 435 per 100,000 children in institutional care and 1,391 per 100,000 children in the family-based care; Children under 3 - 222 per 100,000 children in institutional care and 363 per 100,000 children in family-based care; Assessment: • Good progress
- f. Proportion of households with children from poorest quintile receiving social payments (social aid and child benefits). Baseline [2013]: 28%; Target [2017]: 40%; Progress [2015]: 28.9%; Assessment: No progress
- g. Proportion of cases involving child offenders that are terminated before a formal hearing due to reconciliation with the victim or referral to services. Baseline [2011]: 48%; Target [2017]: 60%; Progress [2015]: 45%; Assessment: No progress

Assessment:

As a result of UNICEF interventions, key disparities in access to quality education, health, protection and justice have been continuously addressed, however with mixed results. By end 2016, most outcome indicators recorded a good progress, especially in the area of gross enrolment rate in pre-schools, enrolment of CwD in mainstream schools, post-natal care of new-borns from vulnerable families, overall access of adolescents to YHFS and deinstitutionalisation of children under 18 years in parallel with increased reintegration of children in their biological/extended family and placements in family-type care. These achievements were the result of a concerted intervention package consisting of: 1) evidence generation (including, for instance, improved data collection on abuse, violence and exploitation against children and on CwD/SEN in regular schools, studies on guardianship, adoption and social work, etc.); 2) policy advocacy (e.g. for removal of age related barriers in access to health services of adolescents over 14 years of age, for amending the legislation on foster care to address existing gaps and ensure uniform approach in practices, etc.); 3) capacity building (e.g. in vaccine management, perinatal care, child-centred methodologies, inclusive education, social work); and 4) communication for change (e.g. challenging the existing social norms in relation to the enrolment of CwD/SEN in mainstream education).

At the same time, challenges have been faced in promoting the enrolment of children in primary and lower secondary education, reduction of children under three in institutional care, access of poorest households with children to social aid and child benefits, and diversion of child offenders. After four years of CPC implementation, progress in these areas has been sub-optimal and significant efforts are needed in 2017 to mitigate delays, all the more since some positive prerequisites have been built over the past years. In this respect, the assessment of resilience of the social protection system to respond to the needs of the most vulnerable children allows for a better understanding of social payments impact upon the households with children from the poorest quintile. A model for diversion of children with 'anti-social' behaviour, based on inter-sectorial cooperation and specialized services, was introduced by UNICEF CO in five districts and lessons learnt are expected to inform its expansion country-wide; in addition, communication activities have been foreseen in the 'External Communication and Advocacy Action Plan 2016-2017' of the CO to raise awareness about the benefits of diversion. Improvements in child friendly interviewing and state guaranteed legal aid for children in contact with the law, capacity building of judges, prosecutors, criminal investigation officers, psychologists and lawyers, harmonised data collection and analysis of justice for children indicators are all contributing to the development of an enabling environment for continuous improvement of the capacity of Moldova justice system to respect and promote child rights.

Operating space: PARTLY CONDUCIVE - Common ground / shared vision Government – UNICEF CO on health, education and social inclusion, but some differences, too, especially due to competing public funding priorities; Government commitment to address violence, neglect, exploitation and trafficking of children, HIV, immunisation and nutrition, expand the ECE, promote inclusive education and decrease the number of children in residential care; space for dialogue; growing experience of shared working, but better sectoral coordination needed for increasing the access of vulnerable children to quality services as well as capacity building of duty-bearers especially at local level; available national partners, i.e. line ministries, NCCRP, local authorities, service providers, academia, training providers, platforms/coalitions of non-governmental organisations (NGO), etc.; still significant challenges brought about by the fragmented and unequal distribution of services across the country, emigration of health and education professionals, global anti-vaccination movement, financial constraints.

⁸² The sources of data for the quantitative value of indicators are the revised Results Matrix following the MTR, the updates provided by UNICEF CO (Outcome/Output Performance Summary by Business Area, retrieved on 27.09.2016) and UNICEF Annual Reports 2013-2016

Output 1: By 2017, child protection systems have a functional continuum of services centred on a sound family environment for the child and ensures respect for the rights of children in contact with the criminal justice system and their subsequent reintegration

Indicators ⁸	Status at December 2016	Assessment
a. Number of districts implementing the inter-sectorial referral mechanism on violence, neglect, exploitation and trafficking <u>Baseline</u> [2010]: 2 districts <u>Target</u> [2017]: All districts	32 districts (100%) Inter-sectorial cooperation for identification and referral of cases of child violence, neglect, exploitation and trafficking approved in 2014 and rolled out with UNICEF support in seven districts and further expanded to the whole country. 100 professionals working with vulnerable children trained in order to implement the inter-sectorial mechanism in the first seven districts.	<ul style="list-style-type: none"> • Good progress
b. Proportion of children reintegrated into their biological/extended family out of cases presented to guardianship authorities ⁹ <u>Baseline</u> [2012]: 19% <u>Target</u> [2017]: 30%	36% [2014]	<ul style="list-style-type: none"> • Good progress
c. Status of data collection system under the inter-sectorial mechanism on abuse, neglect, violence and exploitation against children <u>Baseline</u> [2014]: Data collection tool (unified statistical form) developed, piloted and approved <u>Target</u> [2017]: Data is collected nationwide	Data is collected in 31 out of 32 districts, and reports are generated [2015] Increased number of reported cases and support provided to children, and enabled gathering of reliable data by revised sectoral procedures and regulations of the Ministries of Education, Health, Internal Affairs and Social Protection. 13,230 cases of abuse or violence against children in all districts identified by the education system during the academic year 2014-2015.	<ul style="list-style-type: none"> • Good progress
d. Percentage of parents using abusing forms to discipline their children (beating) <u>Baseline</u> [2010]: 41.5%, beating their children under 1 year of age 16.4% <u>Target</u> [2017]: 30%, beating their children under 1 year of age 10%	No data available to measure progress Nevertheless, around 1,236,000 children, parents and professionals informed and sensitized about violence against children and its prevention methods. Parents equipped with knowledge and skills on how to avoid violence and how to practice positive forms of parenting and disciplining. More than 1,000 teachers and school managers trained on identifying and addressing cases of violence. 6,282 cases of child abuse identified by teachers. Strategy for the Development of Parenting Skills and Competences adopted in 2016. Target likely to be achieved.	<ul style="list-style-type: none"> • Unknown

Output 2: By 2017, social protection system increasingly provides effective support to the poorest children and builds the resilience of vulnerable families

Indicators ¹⁰	Status at December 2016	Assessment
a. Extent to which regular reporting on effectiveness of social protection response to the needs of the most vulnerable established, with focus on child poverty <u>Baseline</u> [2014]: Evidence partially available, not included in regular reporting <u>Target</u> [2017]: Evidence available and disseminated annually through the Government reports	Evidence partially available, not included in regular reporting [2014] Poverty report (2014) - brief analysis of the efficiency of the social protection system; no reference to different types of households, and thus no subsequent assessment of the efficiency on children wellbeing; basically a description of the HBS of the NBS rather than a comprehensive analysis of the poverty and policies efficiency. Social report (2014) – provides information on the social protection system (statistics and legal framework) rather than an analysis of the system's performance.	Some progress
b. Status of assessment of resilience of the social protection system to response to the needs of vulnerable children and families facing shocks, disasters, and crises <u>Baseline</u> [2014]: No data on resilience <u>Target</u> [2017]: Resilience component assessed and recommendations provided to improve the social protection system	Resilience component assessed and recommendations provided to the MoLSPF to improve the social protection system [2015] Assessment report validated jointly with Government counterparts in October 2015.	<ul style="list-style-type: none"> • Good progress

<p>c. Extent to which the gaps in understanding of current social services and social work are addressed, with particular focus on vulnerable children and their families <u>Baseline</u> [2014]: Gaps are not analyzed <u>Target</u> [2017]: Gaps identified, analysed and recommendations provided through UNICEF supported evidence</p>	<p>Gaps partially analysed in terms of general social protection system [2015] More detailed analysis of social services provided at local level needed. Target likely to be achieved.</p>	<ul style="list-style-type: none"> • Some progress
<p>d. Extent to which disability criteria for children and youth are in line with ICF- CY - International Classification of Functioning, Disability and Health / Children and Youth version <u>Baseline</u> [2014]: Disability criteria for children and youth is not in line with ICF- CY standards <u>Target</u> [2017]: Disability criteria for children and youth are in line with ICF- CY standards</p>	<p>Disability criteria for children and youth not in line with ICF- CY standards [2015] Nevertheless, measures undertaken by UNICEF have prepared the ground for alignment. Technical assistance provided by UNICEF for the drafting of a road map on the use of the ICF-CY framework for assessment of child disability. Capacity of the MoLSPF, NBS and line ministries in measurement of child disability strengthened (CEE/ CIS Workshop, July 2015). Follow up ensured with involvement of UN agencies (round table, January 2016). Discussion at the level of Deputy Minister. First Meeting of the National Council on the rights of people with disabilities (April 2016). Target likely to be achieved.</p>	<ul style="list-style-type: none"> • No progress, but positive prospects

Output 3: By 2017, integrated quality services that promote young children's well-being and development are delivered by the primary health care system, education and protection systems in cooperation with local public authorities and civil society

Indicators ⁴¹	Status at December 2016	Assessment
<p>a. Percentage of children of one year of age benefited from health care supervision according to national Child Growth Monitoring Standards. <u>Baseline</u> [2010]: 74% <u>Target</u> [2017]: 90%</p>	<p>73% [2014] Ministry of Health supported in assessing the implementation of the Child Growth Monitoring Standards. Identified challenges in implementation planned to be addressed through capacity building focusing on young child nutrition, early detection and intervention of developmental delays, strengthened monitoring of child development milestones, and promotion of the home visiting component of health service provision. Nevertheless, these measures need time to bear fruit and it is unlikely that this ambitious target will be met by 2017, all the more since financial constraints impeded the investment in building health professionals' capacity in using new tools.</p>	<p>No progress</p>
<p>b. Percentage of health professionals from Transnistrian region involved in ensuring Cold-chain of Vaccine having improved knowledge and skills in effective vaccine management. <u>Baseline</u> [2014]: 0 <u>Target</u> [2017]: 75%</p>	<p>60% [2015] Cold chain equipment procured and delivered to the Transnistrian region along with a training of professionals in public health and mother and child health in effective vaccine management.</p>	<ul style="list-style-type: none"> • Good progress
<p>c. Percentage of health providers from Transnistrian region capable to apply perinatal care standards according to level of care <u>Baseline</u> [2010]: 0 <u>Target</u> [2017]: 80%</p>	<p>No data available to measure progress. Nevertheless, <i>de facto</i> health authorities in the Transnistrian region consulted for the purpose of this evaluation assess that most trained professionals apply the standards to the extent the available equipment facilitates their work. Training provided to health professionals from the Transnistrian region on obstetrical emergencies care, neonatal resuscitation, and young child feeding and nutrition. 200 neonatologists, family doctors and nurses trained in area of young child nutrition and on promoting and supporting exclusive breastfeeding. Target likely to be achieved.</p>	<ul style="list-style-type: none"> • Unknown
<p>d. Status of availability of early detection and intervention (EDI) services at national and sub-national levels <u>Baseline</u> [2010]: EDI Centre functional at national level. <u>Target</u> [2017]: Sub-national EDI Centres functional at least in two rayons</p>	<p>No sub-national EDI Centres functional [2015] Regulations supporting early detection of developmental delays and relevant interventions approved by the government after many years of advocacy. EDI Centre available at national level only. Modelling planned in several districts.</p>	<p>No progress</p>

e. Percentage of parents of children aged 0-7 years old that recognize at least two danger signs during childhood illnesses <u>Baseline</u> [2010]: 80% <u>Target</u> [2017]: 90%	No data available to measure progress	Unknown
f. Percentage of parents/caregivers reading to their children every day <u>Baseline</u> [2010]: 28.8% <u>Target</u> [2017]: 35%	No data available to measure progress	Unknown
g. Percentage of parents/caregivers who adopt an integrated approach to child development (health, nutrition, education, play, loving environment and communication domains) <u>Baseline</u> [2010]: 7% <u>Target</u> [2017]: 40%	No data available to measure progress	Unknown
Output 4: By 2017, adolescent boys and girls, especially most vulnerable and excluded, are empowered to participate in rights realization, and have knowledge, skills and support to adopt healthy lifestyle and access appropriate services		
Indicators	Status at December 2016	Assessment
a. Percentage of 15-24 years old boys and girls with comprehensive knowledge on HIV <u>Baseline</u> [2010]: 38% <u>Target</u> [2017]: 50%	No data available to measure progress	Unknown
b. Percentage of 15-24 years old boys and girls who had more than one partner in the last 12 months who used a condom during their last sexual intercourse <u>Baseline</u> [2010]: 54% <u>Target</u> [2017]: 70%	No data available to measure progress	Unknown
c. Proportion of MARA and EVA that received YFHS <u>Baseline</u> [2010]: 8% <u>Target</u> [2017]: 20%	8% No progress, despite training of local public authorities to provide cross-sectoral services tailored to the needs of MARA and EVA. Barriers to access YFHS and needs of most vulnerable adolescents assessed in 2015 in all 37 YFHCs. Comprehensive behaviour and social change communication strategies required to promote healthy lifestyles at local level. A communication for social change module for YFHS professionals developed to build further capacity of YFHS professionals, local stakeholders and youth volunteers. Still, it is unlikely that the target will be met by 2017.	No progress
d. Number of youth-led debates and initiatives on UNICEF's supported digital platforms focused on adolescent's rights and social inclusion <u>Baseline</u> [2014]: 5 <u>Target</u> [2017]: 10	2 [2016] Consultations with 35 adolescents from different regions of the country on the 2015 Law on Special Protection of Children at Risk, and Children Separated from Parents held. Adolescent inputs to the revision of the law submitted to the Parliamentary Committee on Social Protection, Health and Family. 60 adolescents representing 1/3 of the districts supported to participate in a consultation process on the draft Health Code. "Voices of Youth" platform launch - 15 young bloggers trained in digital film-making – skills which they now use on the platform.	No progress
e. Status of development of interactive web-site and mobile application addressing adolescent's health and well-being <u>Baseline</u> [2014]: No web-site and mobile application <u>Target</u> [2017]: Interactive web-site and mobile application developed and widely accessed	No web-site and mobile application [2015] Background analysis for developing digital tools carried out in partnership with other UN agencies and implementing partners. Target likely to be achieved.	<ul style="list-style-type: none"> No progress, but positive prospects

Output 5: By 2017, the government promotes full enrolment and retention of all children (3-15), especially most vulnerable, and applies new education standards for learning environments and outcomes¹²

Indicators ¹³	Status at December 2016	Assessment
<p>a. Number of communities that have Roma segregated schools or classes <u>Baseline</u> [2010]: 3 <u>Target</u> [2017]: 0</p>	<p>3 [2015] 3 communities still with Roma segregated schools or classes. Positive practices of transferring several Roma children from a segregated school (Vulcanesti) to a mainstream schools (Cioresti). Package of measures to end segregated education in Otaci approved by the Government in 2013. Roma community mediators trained in advocacy and practicalities of working on desegregation and school inclusion of Roma children. Awareness raising and dialogue initiatives between Roma parents and schools. Still insufficient to meet the target unless more intensive efforts are done in the coming period to overcome educational segregation in the three targeted communities. Recommendations from UNICEF study on barriers in access to services for Roma children could be useful in this regard.</p>	<p>No progress</p>
<p>b. Completion rate in primary education disaggregated by gender¹⁴ <u>Baseline</u> [2010]: 91%; 92% - boys, and 90% - girls <u>Target</u> [2017]: Increase by 3 p.p.</p>	<p>91%; 90.8% - boys; 91.1% - girls [2015] In 2014, the rates were much better, i.e. total – 93%; boys - 93.4%; girls – 92.7%</p>	<p>Some progress for girls, but overall negative trends</p>
<p>c. Percentage of pupils competent in reading, mathematics and sciences (PISA report)¹⁵ <u>Baseline</u> [2010]: 43% competent in reading; 39% in mathematics; 53% in sciences <u>Target</u> [2017]: 10 p.p. increase in each of the three areas</p>	<p>Increase by 11, 10, 5 p.p. respectively [2015] Improvement in test scores between 2009 and 2015 (OECD, 2016), also attributable to the support of UNICEF for the development of the first competency-based curriculum and related training of teachers.</p>	<ul style="list-style-type: none"> • Some progress
<p>d. Percentage of educators trained on child centred methodology or inclusive education <u>Baseline</u> [2010]: 35% <u>Target</u> [2017]: 80%</p>	<p>79% [2015] A breakthrough done in professionalising the education staff in terms of applying modern, child-centred methodologies. Major progress registered in the case of educators who were neglected for years and left without any opportunity for upgrading their knowledge and skills.</p>	<ul style="list-style-type: none"> • Good progress
<p>e. Percentage of parents/caregivers who consider that children with special needs should attend regular preschools <u>Baseline</u> [2010]: 5% <u>Target</u> [2017]: 40%</p>	<p>35% [2015] Used mainstream and social media campaigns and engagement of Moldovan celebrities to promote inclusive education by encouraging parents to enrol children with disabilities in mainstream schools. Positive practices and human interest stories presented through TV talk shows, debates and print media. Drop of numbers of CwD in special schools from 1,807 to 1,538 in the last school year following the campaign.</p>	<ul style="list-style-type: none"> • Good progress
<p>f. Percentage of teachers who think that children with disabilities should study in mainstream schools <u>Baseline</u> [2010]: 50% <u>Target</u> [2017]: 75%</p>	<p>47% [2013] – Actually, no data available to measure progress to date However, based on interviews with key informants from the MoE, UNICEF and local education authorities, the evaluation assesses that a significant change in the mindset of teachers towards inclusive education has taken place over the recent years, also due to the advocacy and communication for social change coupled with on-going mentoring of educators and local social partnerships. Target likely to be achieved.</p>	<ul style="list-style-type: none"> • Unknown, but positive trends
<p>g. Percentage of children ready for school, disaggregated by gender <u>Baseline</u> [2012]: 93%; 90% - boys, and 95% - girls <u>Target</u> [2017]: 96%; 96% - boys, and 96% - girls</p>	<p>97.1% [2015/2016] (no disaggregation available) About 300 local mentors trained on the use of School Readiness Tool. Knowledge transferred to 1,400 educators nationally. 40% of early education professionals enhanced their competences on the use of the tool and development of observation and recording skills.</p>	<ul style="list-style-type: none"> • Good progress overall, but unknown by gender

COMPONENT 2 – GOVERNANCE AND SOCIAL CHANGE FOR CHILD RIGHTS

Outcome 2 - By 2017, governance structures and social attitudes are more child-sensitive and equity oriented

Indicators¹⁶:

- a. Extent to which key policies, laws and programmes are costed and budgeted and their budgets are executed, disaggregated by sector (education, social protection and health), region and level (central and local)¹⁷. Baseline [Jan 2014]: 28%; Target [2017]: 33%; Progress [2014]: 28%; Assessment: No progress
- b. Status of concluding observations¹⁸ of the CRC (ref. CRC/C/ MDA/CO/3) on: the allocation of adequate human and financial resources to support the implementation of relevant legislation (**No. 10**) and the National Strategy on Child and Family Protection (**No.14**); ensuring an independent and effective Child Rights advocate to monitor the implementation of the CRC (**No. 16**); the prioritisation of budget allocations to ensure implementation of the rights of all children (**No.18**); the collection of disaggregated data and its use for policy formulation and evaluation (**No.20**); and collaboration with and participation of civil society in the protection and promotion of children's rights (**No.24**). Baseline [2011]: Selected concluding observations of the Committee on the Rights of the Child are outstanding; Target [2017]: Selected concluding observations are addressed, or substantive progress noted by CRC (or other appropriate body) [next CRC reporting]; Progress [2015]: Five out of six selected observations are addressed or partially addressed; Assessment: • Good progress

Assessment:

UNICEF made significant efforts to move forward the governance structures towards a more child-sensitive and equity oriented agenda, but the limited public financial resources represented a major bottleneck. Low progress has been registered in the costing and budgeting of key policies, laws and programmes. The only significant example is the Action Plan of the National Child Protection Strategy 2014-2020 where a costing exercise supported by UNICEF resulted in the budgeting of certain services. It is to be noted that not all measures in the plan are budgeted and have a clear funding source identified. As far as CRC concluding observations are concerned, UNICEF CO continued to monitor the status of their implementation and invest efforts in supporting the country cope with challenges in various areas where advancement of child rights was lagging behind. The allocation of adequate financial resources supporting the implementation of relevant legislation was challenging within the deteriorating socio-economic situation in the country and competing priorities. While key legislative amendments were made, human resource availability and capacity to enforce the legislation and implement programmes continued to be limited, due to labour migration and poor public finance. This is the case, for instance, of social assistants with specialist functions on child protection and care in the family and community who were no longer recruited although the position was approved by the Ministry of Labour, Social Protection and Family; targeted specialization of judges and lawyers in dealing with children in conflict with the law which did not take place because of lack of funding; training of health professionals in using Child Growth Monitoring Standards which was limited by the same reason. Collection of disaggregated data has improved (including in the Transnistrian region) and is estimated to further develop with the implementation of the Strategy on strengthening the national statistical system 2015-2020 (developed with the support of UNICEF, in partnership with UNDP, UN Women and UNFPA); the Strategy covers social statistics, focusing on quality of data collection and its use in the area of poverty and social inclusion, education, health and social protection. UNICEF is also supporting the NBS to develop periodical thematic publication "Children of Moldova" providing time series and brief analysis of the situation of children in the country. The evaluation was informed during the round table with CSOs that their participation in the protection and promotion of children's rights has been facilitated by the partnerships with UNICEF, which helped them to internalise tools and knowledge on involvement in the public policy process, monitoring of child rights and alternative reporting to the CRC. Other CSOs were strengthened to provide quality services. According to UNICEF reports, over 50 NGOs were assisted to develop their own child protection policies, prioritise child rights and monitor them accordingly.

Operating space: PARTLY CONDUCIVE – Severe financial constraints limiting the implementation of newly adopted legislation, strategies and action plans; financial and economic constraints arisen in 2015 and adversely influencing 2016 will be partly mitigated in the course of 2016/2017 given the renewed financial support from the international development partners; good track record of working in partnership with line ministries, NBS, Ombudsperson, CSOs, media, and to a limited extent, with private sector partners; cooperation with *de facto* authorities in the Transnistrian region challenging, but finally effective.

Output 6: By 2017, central and local authorities have improved capacity to monitor and promote child rights, and to design and implement evidence-based policies and budgetary frameworks

Indicators ¹⁹	Status at December 2016	Assessment
<p>a. Capacity of the Ombudsman's Office for Child Rights to monitor and support protection of the rights of the most vulnerable children (CwD, Roma children, children in institutions etc.)</p> <p><u>Baseline</u> [2014]: No Ombudsman for Child Rights in place</p> <p><u>Target</u> [2017]: Ombudsman for Child Rights in place and capable to monitor and support protection of the rights of the most vulnerable children</p>	<p>Ombudsperson for Child Rights in place [April 2016]</p> <p>Cooperation agreement concluded between UNICEF and Ombudsman office for strengthening of the capacity of staff to ensure independent monitoring on child rights. Target likely to be achieved.</p>	<ul style="list-style-type: none"> • Some progress
<p>b. Number of policy documents developed with the participation/consultation of children and NGOs representing vulnerable groups</p> <p><u>Baseline</u> [2010]: 1</p> <p><u>Target</u> [2017]: 5</p>	<p>8²⁰ [2014]</p> <p>Policy documents developed/ revised by NGOs representing vulnerable children, through a cooperation platform between the Parliament – UNICEF – APSCF. Capacity of CSO partners in the area of policy M&E strengthened. See indicator 4d) on children engagement.</p>	<ul style="list-style-type: none"> • Good progress

<p>c. Number of key government policies, strategies and action plans developed with UNICEF support (Strategy on Family and Child Protection, Action Plans on Inclusive Education and Out of School Children) with functioning monitoring framework, focused on the most disadvantaged children and incorporate relevant MoRES indicators <u>Baseline</u> [2010]: None <u>Target</u> [2017]: At least 3</p>	<p>2 including indicators, but not at various MoRES levels [2016] Action plan of the National Child Protection Strategy approved, with performance indicators included, but primarily process indicators and lacking baselines and targets. Action plan on prevention and combat of school abandonment and absenteeism approved, with indicators included, but no MoRES indicators and lack of baselines and targets. Action Plan on Inclusive Education and Strategy for the Development of Parenting Skills and Competences approved.</p>	<p>Some progress</p>
<p>d. Number of advocacy initiatives on public finance for children <u>Baseline</u> [2014]: None <u>Target</u> [2017]: At least 3</p>	<p>2 [2016] - costing of inclusive education financing for children; inclusive education programme included in the Medium-Term Budgetary Framework; 18% increase in the funding of YFHS by CNAM (national health insurance company) Advanced preparation of other advocacy initiative i.e. for per-capita funding formula in pre-schools and provision of adequately financed services in line with children needs, especially of the most vulnerable (based on a study which costed the early childhood development - ECD services in crèches and kindergartens). Recommendations to line ministries and Ministry of Finance under preparation following the analysis of mechanisms of budgetary allocation in Moldova. Costing exercise for strengthening YFHCs. Target likely to be achieved.</p>	<ul style="list-style-type: none"> • Good progress
<p>e. Percentage of schools that apply adjusted to inclusive education per-capita funding formula <u>Baseline</u> [2010]: 0 <u>Target</u> [2017]: 30</p>	<p>All schools (100%) Still, equity issues (see the Relevance chapter)</p>	<ul style="list-style-type: none"> • Good progress
<p>f. Status of availability of key disaggregated data (MICS) to monitor the situation of women and children in Transnistrian region <u>Baseline</u> [2010]: Data is not available, MICS process initiated <u>Target</u> [2017]: MICS data available for Transnistrian region [2016]</p>	<p>MICS data available for Transnistrian region [2016] Technical assistance provided to local authorities in the Transnistrian region on area-based MICS within the fifth Global round of MICS. According to feedback from interviews, MICS results are very much appreciated by <i>de facto</i> authorities in the region, as collected data are perceived to be robust, reliable, able to provide cross-sectoral information and fill in the information gaps (e.g. related to immunisation, child labour, nutrition, reproductive health, children left behind due to parents' migration).</p>	<ul style="list-style-type: none"> • Good progress
<p>g. Number of entities submitting alternative reports to international review bodies (UPR, CRC, CEDO, CRPD) provided by NGOs with active children's participation. <u>Baseline</u> [2010]: 1 <u>Target</u> [2017]: 2</p>	<p>2 CRC alternative reports submitted, including adolescents shadow report. [2016] Comprehensive alternative report submitted to the CRC by UNICEF in partnership with the APSCF (comprising 127 Moldovan NGOs). Voices of children and youth on the observance of their rights reflected in the report. Adolescents used the report findings to advocate for changes in education and health systems and started an online promotion of the report. Alternative monitoring of the EU-Moldova AA ensured through the partnership with APSCF.</p>	<ul style="list-style-type: none"> • Good progress
<p>Output 7: By 2017, civil society, media, private sector and children are actively engaged in advocacy, public dialogue and creating social norms for the promotion of child rights</p>		
<p>Indicators²¹</p>	<p>Status at December 2016</p>	<p>Assessment</p>
<p>a. Percentage of media reporting about children emphasize child rights (ethical reporting, in depth investigations and analytical materials) <u>Baseline</u> [2010]: 16% <u>Target</u> [2017]: 30%</p>	<p>No data Increased number of investigations related to child rights as a result of UNICEF partnerships with the Centre for Investigative Journalism to set up an advocacy lab for journalists reporting on social issues and with Youth Media Centre to establish a participatory portal promoting positive parenting. Partnerships with mainstream media continued to raise awareness on children's rights and build media capacities in addressing ethically child rights issues.</p>	<p>Unknown</p>

b. Number of UNICEF, Government and PPP joint initiatives focused on corporate impact on child rights <u>Baseline</u> [2010]: 1 <u>Target</u> [2017]: 5	2 PPP (public-private partnerships) initiated [2014] with Moldcell and Moldovan Football Association	Some progress
c. Number of businesses that adopt policies and practices that respect and support children’s rights <u>Baseline</u> [2010]: 0 <u>Target</u> [2017]: 3	0 [2015] Continuous dialogue with Global Compact, European Business Association, American Chamber of Commerce, various opportunities explored to promote corporate social responsibility (CSR) towards child rights in 2014. Comprehensive CSR engagement planned to be initiated in 2016. It is however unlikely that the target will be achieved.	No progress, but positive prospects

Factors promoting or hindering effectiveness

The main factor which contributed to the achievement of UNPF substantive results was the approach used by UNICEF Moldova to combine the following ‘ingredients’ in its work:

- **Sound analytic frameworks** that drew on global expertise and leadership;
- **Strong evidence and analysis** from national data and UNICEF own data generation activities, which supported a comprehensive understanding of the issues and root causes in most of the specific intervention areas of the CPC and which subsequently informed policy dialogue, advocacy and design of programmatic interventions and strategies for change;
- **Investment in the development and dissemination of knowledge on children** to support policy development by Government;
- **Ability to frame policy issues and options** in ways that are sensitive to national policy makers’ institutional and political context and priorities in Moldova (for instance, child rights in the Transnistrian region);
- **Effective leverage of relationships** that UNICEF has with the Government, Parliament, oversight bodies, civil society, EU and international development partners which have been shaping policy on specific issues; partnerships with authentic change actors (CSOs alliances, think tanks, media) to understand the challenges, engage them in the transformation process and implementation work, and build ownership;
- **Embedment of capacity building** in most CPC interventions, addressing simultaneously the knowledge, attitudes and practices of beneficiaries;
- **Building upon successful results achieved in the previous programming period**, such as in the area of child deinstitutionalisation (a reforms process launched in 2006), early childhood education (following the 2004-2005 Joint Programme between UNESCO and UNICEF Moldova on Improving Access to Early Childhood Programmes of Good Quality), statistics (continuation of the UN Joint Programme “Strengthening the National Statistical System in Moldova” started in 2007), etc.

Effectiveness has been also facilitated by the creative use of UNICEF comparative advantage to open up new operating space in order to add value and push the needed reforms in Moldova. For instance, the publication of the first ever report on the human rights situation in the Transnistrian region⁸³ (February 2013) provided an opportunity to UNICEF to start working on confidence building measures, particularly in the area of health, and to carry out the area-based MICS in order to fill data gaps for

⁸³ www.un.md/publicdocget/41/, accessed November 2016

monitoring the situation of children and women in Transnistrian region. According to the feedback of the Government, the EU association agenda for the Republic of Moldova has also been used by UNICEF to advocate and push reforms on child protection, justice for children, public administration reforms and decentralisation of services for children. Another UNICEF comparative advantage which has been put at good use was the ability of UNICEF to link work at the local level with policy level, given its status of international, inter-governmental organization with privileged relationship with the Government.

The main factors which affected the realisation of children’s rights as a whole and hindered the achievement of the CPC planned results to date have been the political turmoil and severe economic conditions. The frequent change of Cabinet of Ministers and outflow of staff from regulatory and implementing agencies precluded the advancement of reforms and ownership for change, which, in turn, led to temporary freezing of the external financial aid. This has impacted on the economic and social situation in the country, which has further worsened due to the “banking crisis”. The financial constraints have led to harsh competing priorities and underfunding of several CPC focus areas, such as capacity building of professionals from health and justice systems, recruitment of social assistance specialists at local level (see details in Table 7, outcome 2), scaling up of successful models for early childhood education especially in poor communities, etc. Some of the risks and their effects have been identified by UNICEF CO and addressed to the extent possible through targeted interventions.

Other factors which hindered the effectiveness of CPC implementation and which were under the control of UNICEF, included a too broad menu of interventions for the available timeframe and resources and a rather fragmented approach of intervention at local level which was rarely able to address the complexity of bottlenecks which hinder progress in several areas of child rights (see also the analysis in the Efficiency chapter). The latter has been acknowledged by UNICEF CO in its annual reports⁸⁴, hence the decision to operate shifts in implementation strategies towards stronger use of inter-sectoral linkages following the MTR.⁸⁵

Unplanned effects

It is well known that development support is not free of unintended, and sometimes negative, effects. It is hardly realistic to think that external interventions can be done without any significant consequences apart from the intended ones, all the more since they are usually context-dependent, and can rarely be ascribed to aid levels alone. However, many of the negative effects are connected to the ways in which support is administered and disbursed, and therefore development partners and donors have good opportunities to minimise them by altering their approaches.

As far as CPC implementation is concerned, the evidence collected for this evaluation does not bring much about unexpected or unplanned (positive or negative) effects of the programme. Stakeholders were unable to identify any unplanned effects. The documentary review has nevertheless identified one example in the area of ECE. The UNICEF project on modelling services for children under three in the ten communities allowed a number of 108 mothers to return to the labour market and an additional number of 875 children under three to benefit of early learning opportunities as a result of 35 new crèche groups set up in other communities, triggered by the Project (Final Evaluation Report of the project). There might be other unintended effects, positive or negative, and they deserve due attention in the future in order to build upon their potential, respectively take remedial action to minimize the risk of the effects actually materializing in a given national or local arena.

⁸⁴ See, for instance, the annual report for 2015, page 2

⁸⁵ MTR Report (2015), page 5

5.3 EFFICIENCY

Evaluation of effectiveness considered the following evaluation questions:

How well has the implementation of the CPC interventions been managed? What monitoring, evaluation and reporting systems and tools have been used and how did they contribute to the CPC management process?

Did the CPC adequately use RBM in its design to ensure that it is a results-oriented, realistic, focused and evaluable framework? To what extent RBM improved the efficiency of the CPC?

To what extent were particular UNICEF strategies efficient to achieve the intended results of the CPC?

Have the CPC results been achieved at reasonably low/lowest possible cost? Were resources used appropriately?

To what extent and how has the implementation strategies of CPC contributed to achieving better synergies, avoiding overlaps and incoherences with the strategies applied by other development partners?

How well did UNICEF use partnerships to improve its performance and attain the intended results of CPC and ensure sustainability?

CPC management efficiency

The CPC has been managed and implemented in a professional, inclusive and culturally-sensitive manner. The management was ensured by UNICEF CO in partnership with line ministries, the NCCRP, and more recently the Ombudsman office. The framework for cooperation was represented by the RWPs signed by the respective authorities and UNICEF, while a more detailed description of the work to be done and cost breakdowns were provided in specific project proposals, concept papers, memoranda⁸⁶ and alike. The other implementing partners (CSOs, media) were selected based on a direct agreement procedure according to their comparative advantage and following a micro-assessment of their technical and financial management capacity, which is the standard procedure. They were usually contracted through Project Cooperation Agreements. Consultants were recruited and contracted using transparent procurement procedures.

The CPC required strategic guidance, coordinated implementation and oversight by UNICEF CO and the Government of Moldova. For UNICEF CO, it meant managing and coordinating a large portfolio of interventions and implementing partners. For the Government (State Chancellery), it would have meant coordinating between relevant line ministries and governmental agencies. **The State Chancellery has been however subject to frequent changes in the leadership and key staff and thus faced major challenges in meeting its role of national coordinating partner, as enshrined in the CPD.** In such difficult circumstances, UNICEF CO has made constant efforts to keep the State Chancellery abreast of CPC

⁸⁶ For instance, the memorandum signed by the MoJ, UNICEF Moldova, and the Institute for Penal Reforms on modelling an improved approach for implementing the inter-sectoral cooperation mechanism for protection of children in conflict with the law and for developing a national prevention programme for children in contact with the law.

progress and involve it to the extent possible in policy dialogue on key issues related to child rights⁸⁷. The NCCRP did not have any specific monitoring role, apart from being occasionally informed by UNICEF on CPC achievements.

Review of progress towards CPC targets has been done each semester and annually, on the occasion of annual work planning meetings with line ministries, according to UNICEF globally established processes, guidelines, rules and regulations. In addition, there have been internal programmatic reviews of UNICEF CO. The Mid-Term review of the CPC from 2015 engaged a large range of key stakeholders and was documented in a brief but informative report, including a revised Results Matrix (as detailed below).

The implementation of each project and/or activity, which was part of the workplans, has been monitored by UNICEF responsible officer directly with implementing partners. **Monitoring was results-based as well as process-based.** Results monitoring made extensive use of the Results Matrix. Process monitoring strived to assist the adaptation of the CPC strategies to overcome barriers and constraints, meet the arising needs in the field and cope with risks, but with partial success.

The CPD does not indicate any risk identification, analysis and mitigation measures in its design, but risks have been identified in the CO's Risk Profile Action Plans (related to aid environment and predictability of funding; partner relations; process, procedures and financial management) and addressed by the Country Management Team during its regular meetings. The review of a sample of minutes of these meetings from 2013 and 2014 put at the disposal of the evaluation indicates that risk prevention and mitigation actions have been discussed, responsibilities assigned and follow-up ensured and documented. **The evaluation identified some examples of UNICEF management intervention for overcoming the effects of risks in CPC implementation**, related to fund raising and communication with donors; enhanced policy dialogue with underperforming partners; intensified negotiations on sensitive issues (e.g. MICS in the Transnistrian region, where cooperation is essential when working in such a difficult environment); delivery rate of contracted interventions and timely use of DCTs by the line ministries to avoid losing them; requirement that the ministries submit a project proposal for the use of DCTs to increase their accountability (which was not requested in the past), etc. Nevertheless, **the insufficient implementation capacity of government partners at central and local level (staff turnover, overburdening, financial resources), too ambitious and broad CPC menu of interventions, and challenging political and economic country context have impeded a timely implementation of several CPC interventions.**

The stakeholders have a positive perception on the overall efficiency of CPC implementation. They perceive UNICEF CO as a professional, efficient, respected and reliable partner, including de facto authorities in the Transnistrian region which consider it to be 'receptive to suggestions' and 'very competent', having a high regard for UNICEF staff with whom they collaborated.

However, stakeholders acknowledge certain **delays in implementation and 'unfinished business' which affected not only the efficiency, but also the effectiveness and sustainability of CPC interventions.** Delays partly explain the fact that only 57% of targets are likely to be attained by the end of CPC implementation period (see analysis in the previous chapter) and that less than one third of planned funds were spent after three years of implementation. As far as 'unfinished business' is concerned, there are examples from virtually all areas of CPC intervention. In juvenile justice, for instance, child-friendly court rooms have been modelled with the support of UNICEF CO; however, there is no regulated quality standard, hence uneven implementation of the model and quality across the country;

⁸⁷ Interview with representatives of State Chancellery (May 2016) for the purpose of evaluation of UNPF 2013-2017 carried out by C.Gheorghe (Team leader).

in addition, the interviewer does not have a clearly regulated status in the Penal Procedure Code. Child imprisonment has been significantly reduced due to successful advocacy of UNICEF CO, but services to prevent juvenile criminality have not been sufficiently developed, hence significant number of recidivisms among child offenders, as confirmed by the MoJ during the interview. In addition, there are no specialised services for child victims (e.g. psychological rehabilitation, juridical counselling, social assistance, etc.) which makes the respective child drag the trauma until adulthood. The inter-sectoral mechanism for referring cases of violence, abuse, neglect and exploitation of the child has been modelled and extended to almost all districts due to UNICEF CO support, but the quality and results of its work require substantial improvement. According to key informants of this evaluation, it is unable to identify all cases of abuse⁸⁸, rather weak in referral and monitoring and insufficiently helpful as far as small children at risk (under three) are concerned. Despite legal provisions which were amended as a result of UNICEF advocacy⁸⁹, the local public authorities (LPAs) still lack child rights protection specialists, leaving the whole work of identification, prevention, referral and monitoring of all individuals in need in the respective community under the responsibility of the social worker who is thus unable to fully play his/her role in the inter-sectoral mechanism on abuse, neglect, violence and exploitation of children. The evaluation was informed that these social workers operating at local level are usually overwhelmed by work, under-financed, poorly trained and demotivated. In the area of education, a study has been done by UNICEF CO concerning the profile of out-of-school children which informed an action plan and programme for setting up of a referral mechanism; however, the MoE has only partially taken over the results of this work in the form of an instruction to schools for addressing drop-out and absenteeism rather than a fully-fledged referral mechanism addressing out-of-schooling issue in its entirety⁹⁰. Another example comes from the health area, where health professionals from the Transnistrian region have been successfully trained in perinatal care, but the lack of resources (equipment, etc.) impedes the full implementation of acquired knowledge and skills in practice.

Use of RBM in the design of CPC

The CPC includes a *Summary Results Matrix* at outcome level which adheres to UNDG RBM methodology and UNICEF Programme Policy and Procedure Manual. The Matrix has been further developed in a *Results Framework* assigning 11 outputs to two outcomes in a logical chain of results. Both documents include indicators, but the baselines and/or targets are lacking in the case of 17 indicators (35%), while disaggregation is limited. The number and formulation of outcomes remained the same following the MTR (2015); the number of outputs has been reduced from 11 to 7 in an attempt to streamline the planned results, focus the work and strengthen inter-sectoral linkages. The revised matrix currently includes 7 reformulated indicators, 14 deleted indicators, 12 new indicators, 7 revised⁹¹ baselines and 9 revised⁹² targets. The relevance and quality of indicators included in the revised Results Matrix is much better than the initial one, clearer and with all baselines and targets available and updated. Nevertheless, as illustrated in the former chapter, Table 7 (footnotes), evaluability is still not entirely ensured by the revised Results Matrix, mainly due to: inability of the selected indicators to fully measure some of the planned results (outputs 1,2,3 and 7, outcome 2); lack or insufficient level of disaggregation of several indicators, baselines and targets (four cases); and assignment of certain indicators to an inappropriate level of result (one impact and two outcome indicators assigned at output level). In addition, the lack of monitoring data for almost one quarter of indicators makes difficult the full assessment of results obtained to date.

⁸⁸ For instance, 7 cases of sexual abuse between boys were brought to the attention of the Ombudsperson from April to October 2016, but none by the mechanism (interview with Ombudsperson, October 2016).

⁸⁹ Amendment of Law 140 on special protection of children at risk and children separated from their parents.

⁹⁰ At the moment, the Education Management Information System (EMIS) records 600 children who dropped out. However, it does not include the children who abandoned the school before EMIS was in place, the children who were never in school and those under risk of being so.

⁹¹ added, reformulated or updated

⁹² *ibid*

The section on M&E of the CPD briefly describes the process that will be followed in the monitoring of progress towards the realisation of child rights, the evaluation of key programme interventions and the studies and researches which will be carried out in order to set the missing baselines and provide more in-depth analysis of key challenges faced by vulnerable children. Apart from this section in the main CPD, there is an Integrated Monitoring and Evaluation Plan (IMEP) as an integral part of the programme. Bi-annual IMEPs have been included in the Rolling Management plans, and relevant activities, surveys and studies were planned and reflected in RWPs signed by UNICEF and key line ministries. Status of IMEP implementation was updated during mid-year and annual reviews with further adjustments during the planning process.

The CPC annual progress reports for 2013-2016 are informative and well-structured, including a rather good contribution analysis towards planned results at outcome level. Nonetheless, the CPC and Results Matrix do not provide sufficient clarity concerning the road towards change at impact level possibly due to the lack of a ToC and clear connection of expected CPC results to specific national targets (indicators) to which they were supposed to contribute higher up in the logical chain⁹³.

Efficiency level of the CPC implementation strategies

UNICEF CO has used a mix of strategies for the implementation of the CPC, the most efficient ones being the evidence-based policy dialogue and advocacy; strategic partnerships and leveraging of resources for children; and modelling of new services and approaches. Although the evidence on the efficiency and impact of other implementation strategies is rather weak (due to poor monitoring and assessment of their concrete effects), the good results obtained to date in many CPC intervention areas indicate at least an implicit contribution to system change.

- *Evidence-based policy dialogue and advocacy.* This strategy was based on a large number of studies, researches and assessments which aimed to close the knowledge gap and inform budget allocations, practice, and influence policy makers at local and national level in order to boost reforms towards progressing the children's rights and addressing negative social norms.

Notable effects of UNICEF evidence-based policy dialogue, advocacy and social mobilisation:

- introduction of a special chapter on Child Rights in the AA (2014), a unique feature amongst such agreements, as confirmed by EU Delegation during interview;
- chairmanship of the NCCRP shifted to Prime Minister, allowing for a better inter-sectoral approach to protection of child rights;
- Ombudsperson for Child Rights elected in 2016 after a three-year gap;
- amendment of legislation, e.g. providing for the mandatory appointment of child rights protection specialist at municipal and city level (Law 140, (based on *Human Resources and Training Needs Assessment of Social Work in Moldova, 2015*); expansion of powers of guardianship authorities for the protection of children left behind (Law 140); introduction of criminal accountability for parents who intentionally neglect their parental obligations (Penal Code); institutionalisation of fathers' right to two weeks' paternal leave (Labour Code) and revision of social benefits for the most vulnerable families (based on the findings of the *Study on demand and supply of services for children under 7 from the perspective of women's employment, 2013*)⁹⁴; alignment of domestic legislation with the International Code of Marketing for Breast Milk Substitutes and the subsequent World Health Assembly Resolutions, mainstreaming of mentoring in teaching and learning (Education Code); mandating flour fortification (Government decision), etc.;

⁹³ The Results Matrix indicates a number of national priorities, but these are not linked to concrete outcomes.

⁹⁴ Joint advocacy with UN Women and civil society

- preservation of the level of budget allocations for family and child allowances in the context of the consolidation of the cash assistance programmes⁹⁵;
 - mainstreaming of child rights in the National Action Plan for Roma 2016-2020 (based on the *Qualitative assessment of barriers for Roma children and families to access community services, 2015*);
 - development and approval of strategic documents e.g. Action Plan for the implementation of the Child Protection Strategy 2014-2020, Strategy on child and adolescents health, development and wellbeing, Strategy for the Development of Parenting Skills and Competences, etc.;
 - 2016 UPR submission;
 - resources leverage for the Transnistrian region i.e. a new Confidence Building Measures project to be implemented by UNICEF, WHO and UNDP in area of perinatal care and immunization (started in March 2016 and based on *area-based MICS*);
 - drastic change of mindsets at the society level as a whole concerning the child offenders from being considered 'criminals', who have to be punished, to 'children in need of support'.
- **Strategic partnerships and leverage of resources for children.** Partnerships have been developed with the Government, major international development organisations, civil society networks and alliances, private sector and media, which helped to advance progress towards the estimated CPC targets, promote the children's rights and equity agenda in Moldova and leverage required resources. A detailed analysis of partnerships building is provided in the final section of this Chapter.

As far as resource leverage is concerned, there are plenty of examples demonstrating the success of this implementation strategy, e.g.:

- around US\$ 8 million⁹⁶ leveraged in 2015-2016 for the inclusion of CwD in mainstream schools, through the allocation of 2% of the cost per capita per student to inclusive education; introduction of the Inclusive Education Programme in the Mid-Term Budgetary Framework of the Government following successful negotiation of UNICEF and the Ministry of Finance;
 - MLD 37.74 million (2013-2016) allocated to YHFS, of which 8% for MARA/EVA (MDL 3 million/year or US\$ 150-190,000/year, depending on exchange rate) as a result of 18% increase in the CNAM (national company for health insurance) funding for these services;
 - shifting of state funding for residential care towards alternative family-based care;
 - significant donor funding leveraged by UNICEF to CSOs for work on deinstitutionalisation, justice for children and combat of violence against children (as confirmed by the CSOs consulted for the purpose of this evaluation);
 - work in progress at Government level to develop a standard package for early education services and per-capita funding formula for preschool, as well as for providing services adequately financed in line with the needs of children, particularly the most vulnerable (based on the costing of ECD services in crèches and kindergartens nationally done by UNICEF in cooperation with PriceWaterhouseCoopers).
- **Capacity development.** The review of the portfolio of projects, programmes and other actions implemented since 2013 within the framework of the CPC and their results (see the Effectiveness chapter) indicate that the strengthening or developing new institutional capacities of duty-bearers (Government, other public authorities at central and local level, oversight bodies, CSOs, private sector, media, etc.) to protect, promote and fulfil child rights as well as to monitor and report on the implementation of

⁹⁵ Joint advocacy with the World Bank

⁹⁶ MDL 67.9 million in 2015 and MDL 71.1 million in 2016 (*Ministry of Finance, interview October 2016*)

CRC recommendations stayed at the heart of many CPC activities. There are positive examples of capacity development materialised during the CPC implementation to date, such as in the area of data collection, processing and data entry techniques; child-centred methodologies, school readiness monitoring and mentoring in preschool education; HIV testing and referral in YHFS; prevention of violence in schools; psycho-pedagogical assistance for inclusive education; promotion of positive parenting; mentoring on working with caregivers of children under seven years of age; child-friendly interviewing; child rights-sensitive media reporting; M&E of policies by civil society and CRC alternative reporting. A very positive example of capacity building in perinatal has been reported by the *de facto* authorities of the Transnistrian region: “Due to UNICEF training, we changed our opinion, our approach, we apply now European tools and standards”, “Training was very practical, exactly what we needed”, “We are hungry of training, we want more learning opportunities”, (interviews with *de facto* health authorities and professionals, October 2016)

The UNICEF annual reports for 2013-2016 provide a consolidated figure of over 19,000 professionals from justice, police, child protection, social protection, health and education sectors who were trained directly or indirectly (through mentoring and training-of-trainers) within the framework of the CPC. The bulk of the capacity building investment went to the public authorities and agencies, while civil society, private sector and media benefited to a much lesser extent. Caregivers benefited of capacity building in particular in positive parenting. In the case of rights-holders (vulnerable children and youth), the focus was put on increasing their access to quality services and protection against various adversities. With few exceptions - such as the training of young bloggers and another 35 boys and girls in applying innovative writing techniques to better monitor their rights and report infringements - increasing rights-holders’ capacity to understand and claim their rights received less attention.

A problematic issue revealed by interviews was the insufficient attention paid to monitoring and evaluating the effects of capacity building initiatives, many stakeholders reporting primarily what was done rather than what was achieved as a result of improved capacities (in terms of system change, well-being of children and alike). This matter is known by the CO and is currently in the process of rectifying it by commissioning several evaluations, such as in the area of implementation of child-centred methodologies in teaching or the functioning of the inter-sectoral mechanism for referral of cases of violence, abuse, neglect and exploitation of children.

Following the MTR, the CO decided to shift away from capacity building of service-providers to evidence-based advocacy. Nevertheless, the high turnover within the state agencies returned in many instances depleting skills and knowledge in some few years. A finding that emerged from interviews with Government partners and *de facto* authorities of the Transnistrian region was the need for further capacity development and UNICEF is urged to put even greater emphasis on supporting the Government at central and local levels for reaching a critical mass of specialists and coping with high staff turnover, preparing for new responsibilities related to the implementation of the recently-adopted strategies and legal framework, and implementation of a results-based approach to monitoring and evaluation of public policies. Nevertheless, the concept of capacity building, limited until present to trainings and methodologies/tools, will have to be reconsidered and approached from a much broader perspective⁹⁷ to enable more robust assessment of results and formulation of cross-sector responses to unlock value of existing capacity assets and maximize impact.

- *Communication for development.* Based on the information provided by UNICEF management and staff and feedback from media professionals and CSOs during interviews and round table, it seems that

⁹⁷ See UNDG (2008), “UNDG Capacity Assessment Methodology User Guide: for national capacity development”

communication for development has been usually confined to discrete events⁹⁸ rather than being part of a broader advocacy plan and change process for better outcomes for children. Apart from the campaign promoting the integration of CwD in mainstream schools and another one on violence against children which scored good results, there is little evidence of the efficiency of communication for development, partly due to the lack of evaluation of its effects. In addition, it seems that there is an uneven interest and understanding among the UNICEF CO staff of the importance of communication for change. The evaluation was nonetheless informed that Communication for Behaviour Change will figure high in the upcoming CPC 2018-2022 and that a consultancy is under preparation to map the most appropriate communication channels.

- *Knowledge management and exchange.* According to the annual reports 2013-2016, the CO used and shared evidence generated through surveys, studies and demonstration models with replicability potential for advocacy, programmatic and policy purposes. It has also shared knowledge within the RKLA and multi-country evaluations through separate focal points appointed for each RKLA. As part of knowledge management strategy, UNICEF CO has fostered horizontal cooperation and exchange of experience between Moldova and countries of the CEE/CIS region, such as in the area of: social protection for vulnerable families with children (with Lithuania); desegregation and increased Roma participation in education (with Bulgaria and Serbia); introduction of mandatory flour fortification to prevent micronutrient deficiencies among vulnerable groups (with Kazakhstan); prevention of young children from being separated from family (with Scotland); strengthening of the home visiting programme as part of the Regional Initiative on Home visiting, following successful experiences in several countries in the region; participation of the Ombudsperson for Child Rights at the 20th Annual conference and General Assembly of the European Network of Ombudspersons for Children (ENOC), which was focused on children's right to education.

According to the feedback from key informants, the knowledge management implementation strategy of the CPC is very much appreciated in the belief that it has significant potential to make a difference once good practices learnt from peers are embedded in the domestic regulations and professional practice (e.g. prevention of child separation and engagement of new foster parents for children under three and children with special needs, enhancement of social work in primary social assistance, etc.). Nevertheless, the evidence to date about concrete effects of knowledge management is rather scarce.

- *Modelling/piloting.* UNICEF CO has used modelling of new services and practices to inform policy making, demonstrate how system could meaningfully evolve to reduce equity gaps and children's rights violations and enhance child care system management, coordination and planning. Successful examples include YHFS (scaled up at national level); inter-sectoral mechanism on violence, neglect, exploitation and trafficking (tested in seven districts and currently operating in all districts of the country); the modelling of services for children under three years of age (tested in 10 communities, in the process of scaling up). In the particular case of the latter, the independent evaluation of the model was largely used by UNICEF for advocacy purposes and helped to organize several Parliamentary hearings on the issue as well as establish cross-sectoral working groups on parenting and children under 3 under the NCCRP. According to UNICEF CO, it is assumed that such an approach, supported by private partnerships and engagement of caregivers, will help to develop an enabling legal and regulatory framework for institutionalising services for children under three and parental educators' programmes, and ensure a continuum of services. There are other models being piloted at the moment (e.g. diversion services, foster care for deinstitutionalised CwD, EDI services), but whose results are not available yet.

⁹⁸ E.g. communication campaigns, articles highlighting various aspects of child rights, parenting portal, exhibitions, football match for Special Olympics, etc.

Efficiency of using resources

The CPC had an intended resourcing (referred by UNICEF as ‘ceilings’) of around US\$ 24 million for its entire implementation period according to the CPD. At the end of 2015, an amount of approximately US\$ 7.8 million (both *Regular Resources - RR* and *Other Resources - OR*) was spent, representing 57.3% of the annually planned funds for the period 2013-2015 and 32.4% of the intended resourcing of the CPC (Table 8). The bulk of funds were used for the implementation of interventions under outcome 1 (76.8%) in line with the respective resource requirements.

Table 8. Financial status of the CPC at the end of 2015 (in thousand US\$)

Programme components	2013-2017*	2013-2015**		
		Planned	Funded	Spent
Social inclusion and protection of children (outcome 1)	17,000	9,570	5,979	5,979
Governance and social change for child rights (outcome 2)	5,500	3,111	1,646	1,646
Cross-sectoral	1,550	896	0,160	0,160
TOTAL	24,050	13,577	7,785	7,785

* Intended resourcing of CPC (Source: CPD 2013-2017, page 8); ** Calculated by the evaluator based on annual planning, funding and spending figures provided by UNICEF CO; it does not include the PCR Support (special budget BMA)

The resources which were fund-raised by UNICEF CO during the first three years of CPC implementation (OR) reached 65% of the total expenditures (US\$ 5.1 million), the OR to RR ratio being 1.9. Although the OR have not reached the expected level compared to the ceiling, the efforts of UNICEF CO to attract new donors while maintaining positive engagement and trustful relations with existing donors are highly commendable given the reduced donors’ interest and confidence in investing in social sectors. Indeed, the scandalous banking fraud at the end of 2014 led to macro-financial instability and political deadlock which affected the influx of external assistance to Moldova. The postponement of negotiations by the International Monetary Fund was followed by the World Bank’s suspension of US\$45 million assistance for 2015, and the EU’s freezing of budget support worth € 40.7 million⁹⁹. At the same time, the ceilings in the CPD were established based on availability of funding in previous country programme, when the country had low income status and the transition towards EU was unclear¹⁰⁰. Meanwhile, Moldova got the status of middle-income country, signed the AA with the EU and the pool of donors has consequently shrunk, hence reduced actual funding of the CPC compared to the ceilings.

In such difficult operating space, UNICEF CO has adapted its fund mobilisation strategy and approaches, including the development of successful project proposals, to ensure to the extent possible an optimal influx of resources for the implementation of the CPC. Donors providing OR were the Governments of Switzerland, Sweden, Romania, the Netherlands and the USA, the EU, German and Belgian National Committees and Oak Foundation. The CO has also received additional global thematic funding for education.

The Government, civil society partners and donors consulted by the evaluation perceive that the results of CPC have been achieved in a cost-efficient and effective manner, with little waste and duplication. UNICEF procedures are deemed to be transparent and trustworthy, hence it is regarded as a ‘go-to-agency’ by the development partners consulted for this evaluation. Efficiency gains have also resulted from the use of UN-agreed Long Term Agreements for in-country transportation, fuel supply,

⁹⁹ Jaromin, K. (2015), “EU freezes funding for Moldova”, www.euractiv.com/sections/europes-east/eu-freezes-fundingmoldova-316202, accessed October 2016

¹⁰⁰ Mid-Term Review of CPC (2015)

institutional translation and printing services, as well as extensive use of common rosters for individual translation, editing, photography, travel and events. These arrangements helped increase efficiency and reduce the lead time and transaction costs through economies of scale¹⁰¹.

There is additional evidence that the Government beneficiaries were supported to improve the efficiency of their own operations. Some examples provided to the evaluation team in the area of CPC interventions in health, education and child protection are presented below.

- Economic analysis of Youth Friendly Health Services
- Coefficients for the education funding formula proposed to address disparities in enrolment rates between rural and urban areas, combat discriminatory perception regarding Roma children and children with disabilities, and support their inclusion in regular schools
- Functional review of MoE and its subordinated structures which provided recommendations for the improvement of its effectiveness and efficiency
- Assessment of funding needs to implement the National Inclusive Education programme
- Technical assistance provided to line ministries on mid-term budgetary planning to improve child-friendly budgeting

Financial monitoring was based on regular financial reports of implementing partners to UNICEF CO, HACT (Harmonized Approach to Cash Transfers) rules and regulations, including FACE form, spot checks on utilization of funds and site monitoring visits, based on a risk assurance plan. Trainings were provided to the counterparts on Direct Cash Transfers (DCTs) reporting requirements. The reported financial data and interviews with UNICEF staff indicate that **there was straightforward spending as per approved budget by UNICEF, with funds spent in an accountable and cost-effective manner**. All implementing partners have strictly followed UNICEF requirements for budget reporting and breakdown.

As far as comparison with other development partners is concerned, the stakeholders' perceptions about the financial costs of UNICEF programmatic assistance were positive overall. Most of the interviewed Government representatives appreciated the UNICEF practice to use national expertise as much as possible, thus minimizing costs and securing national ownership and capacity development. The donors confirmed, at their turn, the value for money of UNICEF-implemented projects and programmes.

Using partnerships to improve synergy and efficiency

For the implementation of the CPC, UNICEF has developed strong partnerships with key partners and donors: the Parliament, Prime Minister's office and line ministries, the NCCRP, civil society, EU Delegation, UN agencies, World Bank, bilateral governments, private sector, youth organisations and media. The analysis of CPC projects portfolio provided by UNICEF CO reveals that the vast majority of them have been implemented in partnership. The selection of partners considered the need for advancing policy change, development of services for children, promotion of participation of rights holders (in particular youth) in decision-making and changing social norms for advancing reforms.

Successful partnerships have been developed with the Government, based on mutually-agreed workplans concluded with line ministries, in particular the MoH, MoE, MoLSPF, MoJ and, more recently, MoYS. In addition, Ministry of Finance has been kept informed and consulted in relation to various initiatives aimed to mobilise public finance for children, most notably in the area of inclusive education and services for children under three. Apart from implementation of specific programmes and projects, UNICEF CO has also successfully convened discussions between the legislative and executive bodies. Strategic dialogue was supported between the Parliamentary Commissions, the Ombudsman institu-

¹⁰¹ UNICEF annual reports 2013-2016

tion and line ministries which were instrumental in the development of the legislative framework and promotion of child rights. The convener role that UNICEF CO played in bringing together various line ministries, CSOs, academia, the National Council for Child Rights Protection, the Office of the Prime Minister, and other UN agencies led to the adoption of the Strategy on Developing Parental Abilities and Competences 2016-2020.

As far as international development partners are concerned, UNICEF CO joined efforts with the EU Delegation for policy dialogue and advocacy aimed to push forward the needed reforms in the area of child rights, in line with the provisions of the AA, including in the Transnistrian region.

Successful partnerships were developed with the UN family in Moldova, as confirmed by the round table with representatives of some UN system agencies. They partnered to support the anti-discrimination advocacy efforts for Roma inclusion and desegregation of Roma children, which also involved the advisor to the Prime Minister on social issues (including the Roma). UNICEF CO has also formed partnerships with organisations across the CEE/CIS region, such as with the Roma Education Fund and the European Roma Rights Centre which together with the Bureau of Interethnic Relations, Office of the High Commissioner for Human Rights (OHCHR), and Roma local CSOs leveraged support for the new action plan on Roma for 2016-2020¹⁰². UNICEF, UNDP, WHO and OHCHR were part of the *UN Partnership to Promote the Rights of Persons with Disabilities project* implemented in Moldova. Within this partnership, UNICEF's work focused on Article 24 of the CRPD promoting inclusive education. In 2015, after successful reporting on the implementation of the first phase of the project, UNICEF was granted additional funds for further promotion of inclusion of CwD in regular schools. While working in the health sector, UNICEF CO traditionally partnered with WHO, taking particular responsibility for the quality of maternal and child health, e.g. ensuring access to safe and high-quality vaccines, strengthening the vaccine procurement system, raising the demand for immunisation services also through a Communication for Social Change Strategy prepared with the participation of main stakeholders, WHO, media and civil society. Another example of synergetic UNICEF-WHO effort comes from the area of health commodities. Given recent problems with national tendering and scarce health budgets, better pricing and lower-cost quality health commodities should be made available to Moldovan population. This required an on-going review of the procurement mechanisms in various key areas (e.g. HIV, family planning and immunizations) and key populations which could have not been covered without a joint effort of WHO and UNICEF as well as other partners (UNFPA, UNDP, UNAIDS, UNODC, Global Fund to Fight AIDS, Tuberculosis and Malaria - GFATM, GAVI Alliance etc.). Working synergistically has also contributed to improved communication at country and regional levels on critical issues, such as elimination of mother-to-child transmission of HIV and/or syphilis, sexual and reproductive health, and gender mainstreaming. Specific initiatives carried out by UNICEF, WHO, UNDP and the Association of Perinatal Care within the project *Moldova: Contribution to the Confidence Building Measures Program in Transnistrian region - Health Sector, Phase 2* improved the quality of perinatal care and immunization services in Transnistrian region. According to the Swiss Development Cooperation, the donor of the project, UNICEF has brought high value-added through its policy level expertise and ability to reach the most disadvantaged groups of population. In the education area, UNICEF partnered with UN Women with a view to developing services for children under three while facilitating the return of mothers on the labour market. The joint cooperation UNICEF-World Bank under the *Global Partnership for Education* boosted the provision of ECE programmes for children 3-6 years old in Moldova which led to a swift increase in gross enrolment rates in pre-school education, exceeding the initial targets¹⁰³. The representatives of UN Women and the World Bank informed the evaluation that the partnership with UNICEF CO was highly efficient, professional and impactful and expressed a high regard for the staff

¹⁰² UNICEF Annual Report 2015

¹⁰³ Gross enrolment rate in pre-school education of 83.3% in 2013/2014 compared to the 75% target, Source: Open Government Institute (2014), "End-of-Project Evaluation Study of the EFA/FTI 1&2, and the Global Partnership for Education project in Moldova", October 2014

of UNICEF CO (education section). A strong partnership with the World Bank has been also developed in the area of public finance for children and alleviation of child poverty, which mitigated the risk of a decline in the safety net available to families with children due to on-going social protection reforms.

UNICEF's partnerships with civil society were more prominent in the area of raising awareness of violence against children and promotion of positive parenting practices; protection and prevention measures to combat online child sexual abuse and exploitation¹⁰⁴; development of services for children (e.g. inclusive education¹⁰⁵, preschool education¹⁰⁶, integrated care services for marginalized adolescents¹⁰⁷, specialized services for deinstitutionalized children under three and children with disabilities in Moldova, including in Transnistrian region¹⁰⁸, etc.); promotion of human rights education in schools¹⁰⁹; promotion and monitoring of child rights¹¹⁰. Partnerships for child and youth participation involved CSOs as well, but notably the *School of Young Bloggers*, a lively network of 55 young bloggers, including from Transnistrian region. They have actively participated in the press clubs, media field visits, and organised flash-mobs and other awareness-raising initiatives, leading to greater awareness about parenting skills, violence, HIV prevention and social exclusion of marginalised children. Alternative reporting on CRC implementation, monitoring of the EU-Moldova AA and of the National Child Protection Strategy 2014-2020 were ensured through the partnership with APSCF (comprising 127 Moldovan NGOs).

The partnerships with the private sector were built around flour fortification agenda, involving the National and International Associations of Millers. As a result, the necessary by-laws were developed while capacities of professionals were strengthened through knowledge transfer and exchange of best practices. The largest Moldovan bakery introduced eight types of bread fortified with iron and folic acid. Other successful partnerships were with the Gas Natural Fenosa, a utility company, which disseminated positive parenting and anti-violence leaflets with electricity bills to more than 700,000 households in Moldova, and with Orange Foundation which committed to further support the broadcasts of anti-violence video clips during the primetime at public and commercial TV channels. Due to another public-private partnership with the LEGO Foundation, 57,000 children in 530 pre-schools located mostly in the rural areas benefited from cognitive Lego toys, engaging them in participatory learning and contributing to their school readiness.

UNICEF has managed to build strategic partnerships with media to increase the awareness and capacity of journalists to report ethically on child rights, and to promote social change. As a result of the partnership with the Child-Friendly Journalists Network, press clubs and public debates were organised and investigations on child rights infringements were reported of which some of them were settled successfully after intervention by national or local public authorities. A new partnership with the Centre for Investigative Journalism was established to set up an advocacy lab for journalists reporting on social issues and with Youth Media Centre to establish a participatory portal promoting positive parenting.

To conclude, the partnerships used by UNICEF CO to implement the CPC led to a series of efficiency gains such as avoidance of overlaps, more efficient use of resources, economies of scale, and generally better outcomes for children.

¹⁰⁴ Partnership with the International Centre "La Strada" and the Ministry of Interior within the Global Partnership to End Violence.

¹⁰⁵ With LUMOS (an international NGO), the Child Rights Information Centre, the National Centre for Child Abuse Prevention on violence against children, etc.

¹⁰⁶ Step-by-Step, CNETIF

¹⁰⁷ Youth NGO from Balti which developed the "Circle of solidarity" model; it was extended to five localities (Balti, Ribnita, Donduseni, Orhei, Ungheni), assisting 1,069 MARA and EVA with HIV counselling, referral and testing services, but also serving as "entry point" to address broader issues of drug use, sexuality, teenage pregnancies, violence, depression, substance abuse and suicides (UNICEF Annual Report 2013).

¹⁰⁸ CCF Moldova

¹⁰⁹ Jointly with TransFORMA foundation and CCF Moldova

¹¹⁰ e.g. partnership with Moldova's Football Federation to increase child rights promotion through sports and with Information Technology (IT) companies with an intention to support the Adolescent Digital Mapping project in 2017

As far as synergy is concerned, apart from some inter-sectoral work at local level in the area of child protection and positive parenting, there is very little evidence of UNICEF interventions in the districts implemented in a synergetic way to ensure a comprehensive, coherent and efficient approach to needs and rights of vulnerable children. Review of various reporting documents, interviews with UNICEF CO staff and Government counterparts, feedback from focus groups with parents and round table with CSOs and *de facto* authorities in the Transnistrian region revealed the fact that the geographical targeting of UNICEF support consisted of discrete interventions rather than a coherent approach across the CPC and a shared vision within the CO¹¹¹.

This **fragmented approach and “intervention-by-intervention” delivery modality decreased the effectiveness and efficiency of UNICEF’s work at local level and also affected the impact on children outcomes**. UNICEF CO staff has honestly confirmed during interviews that there is insufficient internal cooperation within the various sections of the CO, based on a common vision and conceptualization, and that interventions at local level were not well connected; hence committed to tackle these issues in the upcoming CPC 2018-2022.

5.4 IMPACT

Contribution of the CPC to changes in national indicators and targets

To what extent the CPC interventions have influenced concrete changes in relevant national indicators at the upper level in the hierarchy of change/ToC?

To what extent and how have children and their families, in particular the most vulnerable and worst-off, benefited from the results produced by CPC? How has the CPC impacted their lives/well-being and reduced equity gaps?

As in the case of effectiveness, the evaluation of impact was a challenging exercise given the lack of a ToC for the overall country programme able to indicate the path towards change at impact level and connection of planned CPC results to specific national indicators and targets. In addition, impact assessment of various reforms supported by the CPC is piecemeal. Nonetheless, the evaluation has sought to assign plausible CPC contributions to higher level results using the indicative ToC, the assessment of operating space and available data mapping the trends in national targets, triangulated with feedback from interviews, round tables and focus groups with key informants, including national authorities, CSOs, international development partners, and, to the extent possible, parents and youth.

Contribution to higher-level results in ToC

Applying the progress in CPC evidenced under the Effectiveness section above onto the indicative logic model presented in the methodology would indicate these contributions, as illustrated in Figure 10 (darker shading = greater progress). Most tangible progress has been made against the national goals of raising the children in the family, ensuring equal access of vulnerable children to education and providing a healthy start in life. **The work carried out by UNICEF CO in partnership with the Government, civil society and other key national and international development partners has also contributed to progress towards EU association targets in the area of child rights.**

¹¹¹ For instance, by linking the psycho-pedagogical services for inclusive education with the work on EDI services; or home visiting of small children with identification of disability, social vulnerability, violence, ECE needs, etc.

More specifically, there is plausible evidence that institutional and behavioural changes brought about by the CPC implementation managed to influence positive trends of relevant indicators included in various sectoral strategies of the country related to inclusion of CwD and SEN in mainstream education, child deinstitutionalisation, reduction of child poverty, mortality and morbidity rates, decrease of children in detention, etc.

Operating space

UNICEF CO has made good use of the operating space available in health, education and partially in child protection. It has also opened up the operating space in priority areas such as perinatal care and child deinstitutionalisation in the Transnistrian region. At the same time, it has been overly optimistic in areas such as the outreach of children from poorest quintile, budgeting of key policies or child-sensitive corporate policies, having insufficiently anticipated the limitations of the operating space (economic constraints, disconnection between planning and budgeting processes, obsolete corporate practices etc.) and its risks, to plan prioritised pathways towards intended results. It is also to be mentioned the fact that in such intervention areas, UNICEF played primarily an advisory and advocacy role which raised supplementary challenges since the attainment of the estimated results was not under its full control.

Figure 10. Progress of CPC 2013-2017 against ToC

UNICEF STRATEGIES	OUTPUTS	OUTCOMES (system change)	CONTRIBUTION TO UNDAF OUTCOMES	CONTRIBUTION TO NATIONAL GOALS	IMPACT (normative agenda and MDGs)
	Component 1: Social inclusion and protection of children				
Evidence-based policy dialogue and advocacy Strategic partnerships Capacity development Communication for development (C4D) Knowledge management Cross-sectoral linkages Modelling/piloting	1. By 2017, child protection systems have a functional continuum of services centred on a sound family environment for the child and ensures respect for the rights of children in contact with the criminal justice system and their subsequent reintegration	1. By 2017, the Government addresses disparities in access to quality education, health, protection and justice services for disadvantaged children and families.	Outcomes under the three UNDAF pillars: <ul style="list-style-type: none"> Democratic governance, justice, equality and human rights Human development and social inclusion Environment, climate change and disaster risk management 	National Development Strategy 'Moldova 2020': economic growth and poverty reduction EU-Moldova Association Agreement: promotion of the rights of the child according to international laws and standards National Human Rights Action Plan 2011-2014: protection and promotion of human rights in Moldova Child and Family Protection Strategy 2014-2020: raising and education of children in family Sectoral strategies in health, education, justice: healthy start in life, inclusive education, justice for children, HIV	Realisation of Moldova's CRC/ CEDAW and other normative global commitments Progressive realisation of child rights and equity
	2. By 2017, social protection system increasingly provides effective support to the poorest children and builds the resilience of vulnerable families				
	3. By 2017, integrated quality services that promote young children's well-being and development are delivered by the primary health care system, education and protection systems in cooperation with local public authorities and civil society				
	4. By 2017, adolescent boys and girls, especially most vulnerable and excluded, are empowered to participate in rights realization, and have knowledge, skills and support to adopt healthy lifestyle and access appropriate services				
	5. By 2017, the government promotes full enrolment and retention of all children (3-15), especially most vulnerable, and applies new education standards for learning environments and outcomes				
	Component 2: Governance and social change for child rights				
	6. By 2017, central and local authorities have improved capacity to monitor and promote child rights, and to design and implement evidence-based policies and budgetary frameworks	2. By 2017, governance structures and social attitudes are more child-sensitive and equity oriented			
	7. By 2017, civil society, media, private sector and children are actively engaged in advocacy, public dialogue and creating social norms for the promotion of child rights				

Contribution of the CPC upon the well-being and wider development outcomes for children

As far as the impact upon the lives and well-being of children is concerned, as rights-holders, the evaluation considered several key indicators from each intervention area (for which data were available), complemented by qualitative feedback from interviews, round tables and focus groups to assess the contribution of the CPC since 2013.

a) Mortality and morbidity rates

Over the last five years, Moldova has made significant progress in advancing key child rights. As mentioned in the Context chapter, remarkable results were achieved in reducing mortality and morbidity. Perinatal causes are the most common causes of infant death. In 2015 they accounted for 47% of all deaths, followed by congenital malformations (25%).¹¹² The CPC has contributed to the decreasing trends of infant mortality by addressing these perinatal causes through successful training of perinatal care system professionals (including from the Transnistrian region) on emergency care, young child nutrition, effective vaccine management and interpersonal communication. Capacity of the health system in vaccine management and immunization was also improved.

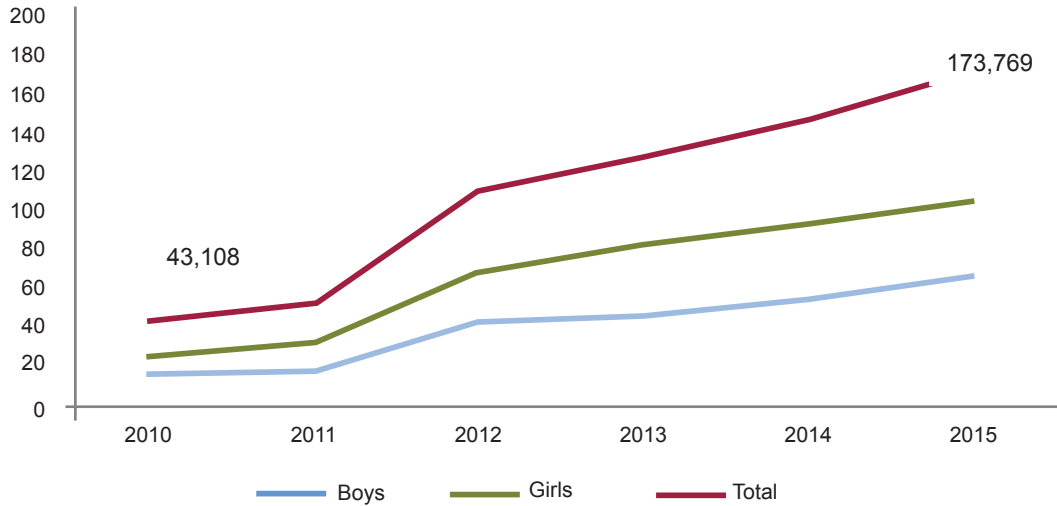
Although the immunization coverage has been decreasing over the last years, the professionals, parents, CSOs and even media consulted by the evaluation confirmed that the trend would have been much worse without the intervention of UNICEF through awareness raising of adolescents and caregivers about the benefits of vaccination, training of health professionals in communication for behaviour change (within the National Immunisation Programme), development of a sustainable financing plan for the procurement of vaccines, advocacy for the introduction of new vaccines (Rota and PCV) in the recently-approved Immunization Programme 2016-2020 and overall strengthening of the capacity of the Moldovan health system in vaccine management and immunization (e.g. cold chains provided to the Transnistrian region).

HIV incidence among young people aged 15-24 has registered a decrease from 21 new cases per 100,000 inhabitants in 2012 to 18 cases in 2014. In this respect, the CPC-supported expansion of the YFHS network across the country has played an important role, as highlighted by an external evaluation of the project¹¹³, insofar as they served an increasing proportion of adolescents and youth in the age group 10-24 years, from 5.6% in 2011 to 16% in 2015 (Figure 11). Impact of the YFHS upon reducing the HIV incidence would have been higher in case of better outreach of MARA and EVA (see Effectiveness chapter).

¹¹² National Centre of Management in Health (2016). Statistical Yearbook of the Health System of Republic of Moldova for 2015

¹¹³ PAS Center (2015), "End-of project evaluation of the interventions aimed to promote an integrated approach to developing services for most-at-risk adolescents and youth implemented during March 2012- December 2014. Final Report", evaluation commissioned by UNICEF Moldova

Figure 11. Youth Friendly Health Services users, 2010-2015

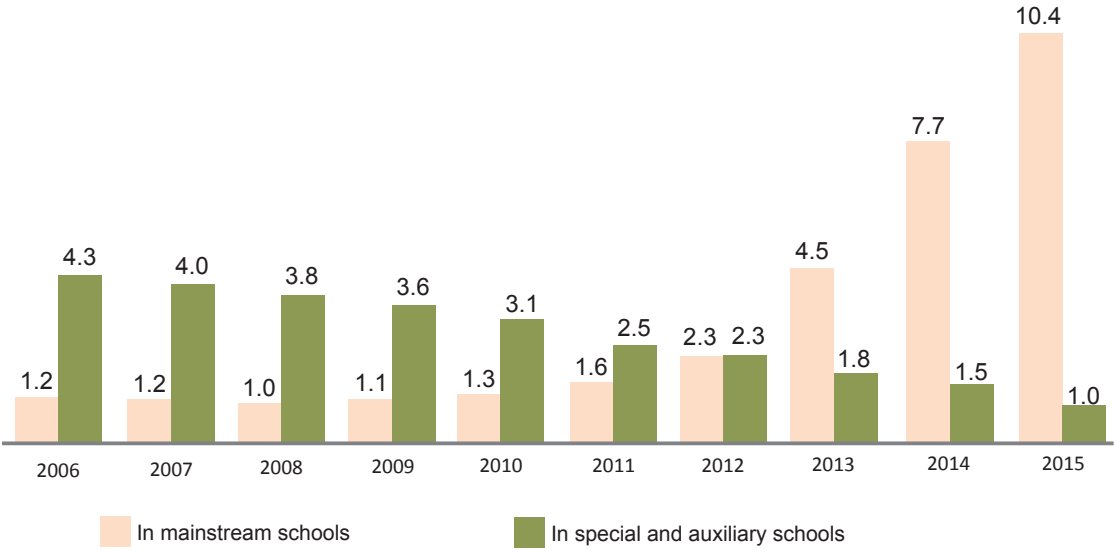


Source: UNICEF Moldova (2016), "Situation Analysis of Children in Moldova and the Status of the Realisation of Their Rights", Chisinau

b) Rate of CwD/SEN in mainstream schools. Inclusive education.

Moldova has made considerable progress in the inclusion of CwD/SEN in mainstream education. Due to UNICEF advocacy, inclusion has become a flagship goal of the new National Education Strategy 2014-2020. Revision of the Education Code and implementation of its provisions, done with UNICEF support, contributed to a four fold increase in the number of CwD/SEN in regular schools since 2012/2013 school year (Figure 12). Psycho-pedagogical assistance services at local level were set up within the CPC framework to assess child’s development, identify support needed and assist teachers and schools in the integration of CwD in regular classes.

Figure 12. Children with disabilities and special educational needs at school (in 1,000s)



Source: National Bureau of Statistics, www.statistica.md

The advocacy of UNICEF CO, leading to the allocation of 2% of the per capita funding of schools to inclusive education, has also contributed to the inclusion of CwD/SEN in mainstream schools. Nevertheless, the evaluation was informed that there are profound equity issues in the adjusted to inclusive education per-capita funding formula of schools; firstly, the formula is ‘penalising’ all children learning

in schools smaller than 91 'weighted pupils' by depriving them of funds for development; secondly, it is 'penalising' the CwD/SEN learning in schools with less than 10 CwD/SEN which are not entitled to get any additional funding for inclusive education; finally, it is 'penalising' other excluded children (Roma, refugee children, etc.) as inclusiveness is in essence reduced to only disability/SEN by the typology of eligible costs (only for resource centres and assistant teachers for CwD/SEN)¹¹⁴. In addition, schools are still not entirely ready or equipped to enrol most vulnerable CwD, especially due to the lack of physical access and insufficient support and specialised staff. The situation in kindergartens is much worse. Little is known about the learning outcomes of CwD/SEN who were integrated in mainstream education.

At the time of the evaluation, UNICEF CO was preparing the commissioning of a study to assess the learning outcomes of CwD/SEN after deinstitutionalisation and/or integration in regular classes. This is a laudable initiative of UNICEF which shows preoccupation for identifying the impact of inclusive education upon these children and which should be systematically used in the future for any similar initiative.

At the same time, increasing the participation of Roma children in education and tolerance building requires, according to key informants interviewed for the purpose of this evaluation, a fundamentally new approach of issues which is currently modelled by UNICEF through a recent inter-sectoral initiative at local level¹¹⁵. Out-of-school children also requires further attention through tackling the risks of exclusion from education.

c) Proportion of children on track with regard to Early Learning Development Standards

Eight in ten children aged 3-6 years are on track with regard to Early Learning Development Standards (ELDS)¹¹⁶. This is the direct result of UNICEF efforts to mainstream mentoring (an innovative approach in teaching and learning) into the new Code of Education and Strategy "Education 2020" following its successful piloting under the *Global Partnership for Education* (GPE) project implemented by the Government of Moldova in cooperation with a consortium of NGOs, the World Bank and UNICEF as lead coordinating agency. The GPE project set up 130 mentoring hubs across the country which received basic equipment for training and mentoring. Three hundred and eighty national mentors were formed in child-centred and inclusive education who at their turn engaged with 9,815 educators, methodologists, inspectors and managers through collaborative learning for the benefit of 75,000 children who improved their cognitive and non-cognitive skills¹¹⁷.

d) Number of children in residential care and in family-based care

Child protection sector reforms resulted in a three-fold reduction of the number of children living in residential care since 2010 in parallel with a significant increase of children being placed in alternative care (Figure 13).

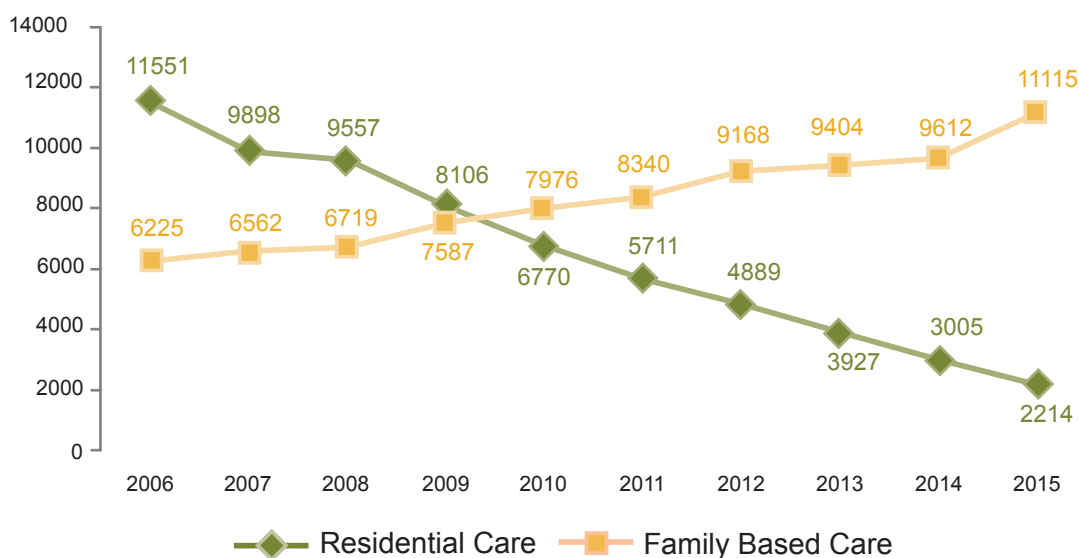
¹¹⁴ See also Makarova, Y. (2014), "Evaluating the impact of the Per Capita Financing and School Network Optimization reforms in selected CEE/CIS countries", UNICEF Selected Country Case Study on the Education Public Financing Management, UNICEF

¹¹⁵ Project "Promotion of Increased Participation of Roma Children in Education"

¹¹⁶ UNICEF Moldova (2016), "Situation Analysis of Children in Moldova and the Status of the Realisation of Their Rights", Chisinau

¹¹⁷ Sclifos, L. (2014), "Educația timpurie în Republica Moldova", Open Government Institute (2014), "End-of-Project Evaluation Study of the EFA/FTI 1&2, and Global Partnership for Education project in Moldova"

Figure 13. **Children in residential and family-based care, 2006-2015**



Source: UNICEF Moldova (2016), "Situation Analysis of Children in Moldova and the Status of the Realisation of Their Rights", Chisinau

UNICEF has been supporting to process of child deinstitutionalisation since 2006 and continued to do so within the framework of the CPC 2013-2017 in particular through support services for families in need (e.g. day care centres) to prevent institutionalisation, and the development of family-based care alternatives (e.g. foster care). Priority was given to increasing the number of children reintegrated into their biological/extended family out of cases presented to guardianship authorities. In addition, due to UNICEF support, the legislation on foster care was amended to address existing gaps and ensure uniform approach in practices across the country. At the moment, there is no information available concerning the well-being of deinstitutionalised children and of care leavers (at the age of 18) as no monitoring system is in place and no evaluation has been carried out.

Efforts are still needed to ensure that less CwD are living in residential care (see Chapter 1) and that institutionalisation of children under three years of age is gradually eliminated. According to the feedback from the roundtable with CSOs and focus group with parents, it seems that the initiatives implemented so far within the framework of CPC were insufficiently able to support the development of family-based alternatives for these children, to raise the awareness of local authorities as to the importance of family support services and to change behaviour of caregivers via public awareness campaigns. The issue is known to the CO and planned to be addressed via dedicated communication and advocacy in 2016-2017¹¹⁸; results will be known by the end of CPC.

¹¹⁸ "External Communication and Advocacy Action Plan 2016-2017", activity 'Deinstitutionalization for children with disability'.

5.5 SUSTAINABILITY

Evaluation of sustainability considered the following evaluation questions:

What measures has UNICEF undertaken to ensure that results to which it contributed are not lost?

To what extent are the results (benefits) of the CPC sustainable or likely to be maintained over time?

Measures for ensuring sustainability of results

The CPD embeds various sustainability elements in its design. **The formulation of the outcomes and outputs in the CPD indicates an orientation towards sustainable changes at the level of duty-bearers in terms of enabling policy frameworks and strengthened capacities as well as at the level of rights-holders through sustainable access to opportunities and services, and through empowerment for meaningful participation in rights realisation.**

Capacity building, a key sustainability determinant, is mainstreamed in the CPD, in concert with provisions for scaling up successful models, addressing social norms and ensuring resources for legal and policy changes. While UNICEF's accountability for the implementation and planned results of the CPC is obvious, the accountability of the Government is indistinct, although the attainment of outcomes should have been a joint responsibility.

At operational level, sustainability is typically embedded in concept notes or project/programme documents, in the form of a policy/legal component usually combined with other key sustainability prerequisites such as capacity building, infrastructure development, co-sharing of costs, strategic partnerships, etc. According to the feedback from key informants, **these projects/programmes do not always have an explicit exit strategy incorporated in the planning documents; nevertheless, sustainability is a subject matter regularly discussed between UNICEF CO and implementing partners during monitoring and review meetings, when risks to sustainability are identified and ways to address them are agreed.**

The ex-post monitoring of results from a sustainability point of view (e.g. quality of services, use of equipment and maintenance, sufficient staff and funds to cover the running costs, etc.) seems to be rather an exception. Based on the review of independent evaluations and feedback from interviews, round tables and focus groups carried out during the field phase, the evaluation identified examples of shortcomings which might have been addressed in case such monitoring was systematically envisaged, e.g.: crèche-groups for children under three set up in 10 localities and still functioning one year after the end of UN support, but with significant equity and quality issues; quality standards for secondary level institutions developed, professionals trained by the Institute for Educational Sciences, but no monitoring or evaluation carried out to check if the standards are observed especially due to flaws in the national school inspection system; justice for children indicators developed with UNICEF support and approved, but no information available about the frequency and quality data collection process; Integrated Management of Childhood Illness (IMCI) approach introduced in the system, but the coverage of the health supervision standard is of only 70%¹¹⁹. It is to be mentioned that such ex-post monitoring to ensure that the initial investment is efficiently used and final beneficiaries have access to quality services similar to those during the implementation of the respective interventions should have been a joint Government of Moldova – UNICEF responsibility.

¹¹⁹ Interview with UNICEF CO staff, October 2016.

Sustainability level of achievements

The evaluation took place 14 months before the end of the CPC implementation period. Therefore, the assessment of sustainability focused on the likelihood that outcomes and benefits generated by CPC continue to exist without or with a lower level of external support. The evaluation assessed the extent to which prerequisites for sustainability are in place or are being put in place and the concrete measures undertaken to date to ensure sustainability of results.

Although evidence that major initiatives supported by UNICEF are sustainable or not will become available only after the end of CPC, there are several results across both outcomes which are already showing signs of being sustained by the Government and other national stakeholders.

Sustainability was analysed from various perspectives:

legal/policy: adoption of related laws, policies, plans and regulations for implementation;

institutional: increased institutional capacity to sustain the level of achievement, continue the reforms, implement the policies, run the services, etc. developed with UNICEF support;

financial: allocation of Government budget and/or other donor resources to continue major initiatives beyond their implementation period.

Results to date indicate that **UNICEF CO had a substantive contribution to the development and improvement of the legal and policy advocacy agenda in all focus areas of CPC. In four years since the start of CPC implementation, UNICEF has supported the revision, improvement, development and adoption of around 24 policy documents, laws and regulations, national action plans and programmes, most notable ones being reported in the progress report towards implementation of the Association Agreement¹²⁰ (Table 9 and Annex 7).**

Table 9. Contribution of UNICEF to policy and legislative agenda in Moldova (2013-2016)

Document/Area	No.	Type of UNICEF support
Policy documents (EU Association Agreement and national strategies) Areas: protection and promotion of child rights, parenting, reproductive health, education, child protection	6	critical review/evaluation; evidence demonstrating the need for adopting a new strategy; technical assistance / advice / inputs for development; participation in working groups and consultations; advocacy for adoption
Laws and regulations Areas: health, education, social protection, labour, justice, media	13	evidence demonstrating the need for amendment/adoption, technical assistance for revision and amendment, advice/inputs for development, participation in working groups and consultations, advocacy for adoption and enforcement
National action plans and programmes Areas: Roma inclusion and protection of rights, health, education, child protection	5	participation in working groups and consultations, technical assistance for development/improvement, advice/inputs for development, advocacy for approval

¹²⁰ Guvernul Republicii Moldova, "Raport de progres privind nivelul de realizare a Planului National de Actiuni pentru Implementarea Acordului de Asociere Republica Moldova – Uniunea Europeana 2014-2016", http://www.mfa.gov.md/img/docs/Raport-privind-implementarea-AA-2014_2016.pdf, accessed February 2017

The concrete changes brought about by this impressive body of documents are likely to sustain the CPC results in the years to come. **Chapter 27 on the rights of the child included in the AA provides a unique opportunity to advocate for and monitor the accelerated realization of child rights, all the more since the Government has to regularly report on progress against commitments in the agreement. Gender and human rights mainstreaming in a number of policies and plans will also contribute to the sustainability of results in terms of impacts on the most vulnerable children.**

There are nevertheless obvious challenges in the enforcement of the new legal framework and implementation of various strategies and action plans (e.g. strategy on developing parental abilities and competencies, law on special protection for children at risk, decentralisation strategy in education, etc.), but the prerequisites are in place and enabling.

As far as **institutional sustainability** is concerned, there is evidence of:

- new institutions and services set up and integrated into the governance, respectively standard service menu (taken over by authorities), e.g.
 - youth-friendly centres and the associated circles of solidarity for MARA and EVA¹²¹;
 - inter-sectoral mechanism set up at national and district levels addressing cases of child abuse, neglect and exploitation¹²²;
 - services for children under three taken over by local authorities in 10 communities¹²³;
 - psycho-pedagogical services functioning within the education governance structures at district level.
- strengthened capacities (see also the Efficiency chapter on capacity development) in terms of:
 - more competent, skilled and performant professionals;
 - modernised infrastructure, e.g. cold chain infrastructure in the Transnistrian region procured with the assistance of Confidence Building Measures project; rehabilitation of kindergartens hosting crèche-groups for children under three years of age; equipment for child-friendly interviewing rooms; etc.
 - institutionalised trainings and approaches, e.g. in-service curricula on youth friendly health services integrated into the Medical University curricula; quality education standards for general schools from the perspective of child-friendly school introduced in the new curricula of pedagogical universities; certified training packages on justice for children, developed by the National Institute of Justice and the Policy, for criminal investigators, judges, prosecutors and defence lawyers; Child-Friendly School Standards embedded in the school inspection practice of the National School Inspectorate; mentoring introduced in the Education Code as a innovative approach to teaching and learning; etc.
 - new positions introduced in the organigramme of public institutions, e.g. professionals staffing the newly-created psycho-pedagogical services at district level;
 - a wide range of guidelines, quality standards, toolkits, training modules and methodologies developed with the support of UNICEF in the area of health, education, child protection, justice for children and media (Table 10 and Annex 7).

¹²¹ PAS Center (2015), "End-of project evaluation of the interventions aimed to promote an integrated approach to developing services for most-at-risk adolescents and youth implemented during March 2012- December 2014. Final Report", evaluation commissioned by UNICEF Moldova

¹²² The mechanism is planned to be used by the Swiss Development Cooperation in implementing its upcoming projects on mental health and non-communicable diseases.

¹²³ Gheorghe, C. et al (2016), "Evaluation of Modelling of Services for Children under three", Final Evaluation Report, UNICEF

Table 10. **Contribution of UNICEF to quality and capacity building tools in Moldova (2013-2016)**

Document/Area	No.	Type of UNICEF support
Quality standards <i>Areas:</i> health, education, child protection	5	technical assistance for alignment to international practices; evidence demonstrating the need for amendment; support for revision; advice / inputs for development; advocacy for approval
Guidelines, methodologies and tools <i>Areas:</i> health, education, media	13	technical assistance for development; advice/ inputs for drafting; advocacy for approval
Training curricula and modules <i>Areas:</i> health, education, justice for children	4	advice/inputs for drafting, advocacy for institutionalisation of training

The high level of staff turnover in the Government and public institutions, impeding a long-term strategic thinking and action, on the background of significant delays in the implementation of the local public administration reforms might decrease the institutional sustainability at least on short-term. Nevertheless, the effects of this risk might be in part mitigated by the implementation of the EU association agenda where public administration reforms figures high among national priorities.

From a **financial point of view, the evaluation was informed about several services which were scaled up nationwide and for which the Government has allocated resources or is in the process of doing so**, such as:

- youth-friendly services which are functioning country-wide and financed by CNAM;
- community HIV testing and counselling covered from state budget;
- allocation of 2% of the cost per capita per student for inclusive education (although with some equity issues, see Relevance chapter); Inclusive Education Programme included in the Medium-Term Budgetary Framework of the Government;
- per-capita funding formula for child-centred ECD services currently under preparation, based on a costing study of PricewaterhouseCoopers Audit SRL and aimed to support the Government in moving towards child-centred public expenditures;
- district psycho-pedagogical services aimed to support inclusive education, in particular of CwD/SEN, financed by the state budget;
- crèche-groups set up in ten communities whose running costs are covered by the local authorities;
- gradual take-over the GFATM and /or GAVI Alliance costs for vaccines.

In the opinion of stakeholders consulted for the purpose of evaluation, policies, regulatory changes and strategies have the highest sustainability prospects, given the fact that most of them have a sustainability plan attached, while the institutional and financial sustainability is challenged by the out-flow of staff from public administration, respectively the poor capacity of local public authorities to ensure the funding of various social services for children (personal assistants, professional foster care, day care centres, etc.) taken over as a result of decentralisation. Staff turnover also raises concerns in relation to the functioning of the local inter-sectoral mechanisms on violence, abuse, neglect and exploitation of children. The evaluation was informed that the students at the social assistance faculty (State University) are not familiar with the mechanism either apparently due to lack of reference in their curricula.

At the same time, the stakeholders have also mentioned during interviews and round tables that **one of the most sustainable changes brought about by UNICEF within the framework of the CPC is related to social norms**, notably in the area of inclusion of CwD/SEN in regular schools and violence against children. This opinion is fully shared by the evaluation.

6. CONCLUSIONS AND RECOMMENDATIONS

6.1 CONCLUSIONS

The CPC 2013-2017 has been implemented under challenging conditions which remain complex, sensitive and unpredictable. UNICEF CO has successfully addressed most of the most pressing needs of the country and in particular of vulnerable children, in a period of protracted political instability and economic-financial crisis. The feedback received from a wide range of stakeholders confirms UNICEF as a knowledge leader on children in Moldova, a driving force and convener for ensuring the rights of the most vulnerable children, and a credible and trustworthy partner whose overall interventions were conducted professionally, in an inclusive and culturally-sensitive manner.

Although functioning in a challenging context, UNICEF CO demonstrated that progress towards planned targets could be achieved by creatively using the existing enabling factors to add value and of opportunities to open up new operating space. UNICEF has thus managed to successfully support the country in advancing the child rights agenda and reforms in key priority areas for children outcomes.

At the same time, there have been a number of issues linked to a slower than expected fund-raising and delivery rate, indicating that the CPC has been a too ambitious framework for the political and economic context of Moldova, available resources and timeframe. The design of the next CPC 2018-2022 represents an opportunity for UNICEF, Government of Moldova and their partners to capture learning generated by an ambitious co-operation framework in a low middle-income setting, against the backdrop of a distinctive national political landscape and volatile regional security.

More specific conclusions are presented below.

Relevance

- The CPC was highly relevant for Moldova's priorities and its European and international commitments in the area of child rights. It addressed key challenges of the country for the realisation of children's rights and their underlying causes highlighted in relevant situation analyses and country assessments. The CPC guided the work of UNICEF CO in planning activities and instrumenting cooperation with national counterparts and international development partners, being a guiding framework fully aligned with the national strategies and action plans.
- The CPC results and strategies were driven by the standards and principles of Moldova's ratified human rights treaties and by the concluding observations and recommendations of UN treaty body reports. The work carried out within the framework of the CPC also addressed the key issues underlined in the last MDG progress report and actively contributed to the achievement of UNPF and global and regional UNICEF agenda.
- The CPC has preserved its relevance in time, due to the large scope of its outcomes, flexibility in adapting the Results Matrix to arising needs, constant preoccupation of UNICEF CO for understanding the needs and staying attuned to the country context, and regular dialogue with the Government and international development partners to ensure alignment of UNICEF work to national reform and EU association agenda.

- Overall, there is a high level of adequacy of CPC and its implementation strategies to the needs of vulnerable children identified in the Situation Analysis from 2011. The analytical work which informed the planning process and design of the CPD was highly participative, engaging a wide range of stakeholders, including children, and thus reflecting in broad terms the entire spectrum of needs and interests.
- HRBA and gender equality standards and principles were effectively used for the programming of UNICEF assistance during 2013-2017. The CPD was guided by the human rights principles of non-discrimination and equality, participation and inclusion, and accountability and rule of law. The empowerment principle worked well at the level of duty-bearers and caregivers; increasing the capacity of rights-holders to make their voice known and claim their rights is still to bear fruit. Equity was at the heart of programming and implementation of the CPC, but there are some pending issues in health, education and child protection as well as related to the targeting of the most deprived communities, which requires urgent attention for redress.

Effectiveness

- The CPC implementation to date has brought about significant institutional and behavioural changes for the benefit of children and their families, notably in the area of enrolment in preschools and school readiness, inclusive education for CwD/SEN, perinatal and post-natal care, overall child deinstitutionalisation, vaccine management, reproductive health and addressing HIV-related risk factors for youth.
- Nevertheless, there are areas where progress is lagging behind. Around 57% of the planned targets have been achieved or likely to be achieved by the end of 2016 i.e. 5 of 9 outcome targets and 21 of 37 output targets. Around 57% of the planned targets are likely to be achieved by the end of 2017. The emerging political stability in 2016 and renewed budgetary and monetary support from the international development partners are expected to create better conditions for the remaining implementation period of CPC. The improved strategic, legislative and institutional framework with contribution from UNICEF has prepared a solid ground for an accelerated implementation pace of CPC in 2017.
- The CPC results so far have been facilitated by the excellent approach of UNICEF CO which combined sound evidence and analytic frameworks as well as investment in the development and dissemination of knowledge on children with effective leverage of relationships with the Government and other partners, and systematic embedment of capacity building in most CPC interventions. Very helpful was also UNICEF CO ability to frame policy issues and options in ways that are sensitive to institutional and political context in Moldova.
- UNICEF CO has creatively used its comparative advantage in working in sensitive areas, such as in the promotion of child rights in the Transnistrian region, and pushing the needed reforms using the EU association agenda as an advocacy platform. A more focused and better inter-sectoral connection of interventions would have increased the effectiveness of CPC in addressing the complexity of bottlenecks which hinder progress in many areas of child rights in Moldova.

Efficiency

- Overall, UNICEF CO managed to ensure an efficient and professional implementation of CPC. Results of CPC were achieved in a cost-efficient and effective manner, with little waste and duplication. UNICEF procedures are deemed to be transparent and trustworthy, hence UNICEF is regarded as a 'go-to-agency' by development partners.
- Nevertheless, efficiency was affected by the uneven participation of the Government (State Chancellery) in the CPC coordination and rather weak mutual accountability for overall results. In addition, the insufficient implementation capacity of government partners on the background of a challenging country context impeded a timely implementation of several activities and left 'unfinished business' in virtually all areas of CPC intervention.
- The CPD and its Results Matrix adhered to the UNDG RBM methodology to help ensure accountability for results and utilization of resources as well as to offer a framework to manage the support based on results. The road towards change at impact level is however unclear given the lack of an underlying ToC and clear connection of expected results to specific national development targets to which they were supposed to contribute higher up in the logical chain. Evaluability of results was improved following MTR, but challenges remained in measuring the progress of several indicators.
- UNICEF CO has used a mix of strategies for the implementation of the CPC, the most efficient ones being the evidence-based policy dialogue and advocacy; strategic partnerships and leveraging of resources for children; and modelling of new services and approaches. Although evidence on the efficiency of other implementation strategies is rather slim (due to weak assessment of concrete effects), the good results obtained to date in many CPC intervention areas indicate that capacity building, communication for development and knowledge management and exchange had an implicit contribution to system change.
- The amount spent during the period 2013-2015 represented 57.3% of the annually planned funds, mirroring the achievement level of results. The resources which were fund-raised during the first three years of CPC implementation reached 65% of the total expenditures (US\$ 5.1 million), below the planned level. Fund-raising was challenged by the reduced donors' interest and confidence in investing in Moldova due to the banking fraud in 2014, but also because the middle-income status of the country which shrunk the pool of donors.
- The partnerships developed by UNICEF CO with the Government, international development partners, civil society, the private sector and civil society enhanced the efficiency of the CPC implementation by avoiding overlaps, increasing the efficient use of resources and economies of scale. As far as synergy is concerned, the fragmented, "intervention-by-intervention" delivery modality impeded a more comprehensive, holistic approach of needs and rights of vulnerable children at local level.

Impact

- In order to contribute to better children outcomes, UNICEF CO has made good use of the operating space available in health, education and partially in child protection. It has also opened up the operating space in priority areas such as perinatal care, child deinstitutionalisation and data collection in the Transnistrian region, which provide entry points for further work in the next programming period.

- At the same time, it has been overly optimistic in some areas such as the outreach of children from poorest quintile, budgeting of key policies or child-sensitive corporate policies, having insufficiently anticipated the limitations of the operating space (economic constraints, disconnection between planning and budgeting processes, traditional corporate practices etc.) and its risks, to plan prioritised pathways towards intended results.
- Impact assessment of various reform policies on children outcomes is piecemeal. Nevertheless, there is plausible evidence that the institutional and behavioural changes brought about by the CPC to date managed to influence positive trends of relevant indicators included in various sectoral strategies of the country related to mortality and morbidity, inclusion of CwD and SEN in mainstream education, learning outcomes for children, deinstitutionalisation of children and promotion of family-based care.
- The work carried out by UNICEF CO in partnership with the Government, civil society and other key national and international development partners has also contributed to progress towards EU association targets in the area of child rights, as highlighted by the Government in the recent progress report for the period 2014-2016.
- The contribution of the CPC to better outcomes for children is expected to be stronger once it has addressed the unfinished reform agenda of desegregation and exclusion from education (Roma children, out of school children), health care outreach of adolescents (MARA and EVA), and family-based care for all children without parental care (in particular institutionalised CwD/SEN and children under three years of age).

Sustainability

- The CPD embeds an orientation towards sustainable change at the level of duty-bearers in terms of enabling policy frameworks and strengthened capacities as well as at the level of rights-holders through sustainable access to opportunities and services and through empowerment for meaningful participation in rights realisation. The Government accountability for the sustainability of the achieved results is however not explicit in the CPD. At operational level, the projects/programmes embed various sustainability prerequisites, but rarely an explicit exit strategy. The ex-post monitoring of results from a sustainability point of view seems to be rather an exception.
- Evidence of sustainability will be available after the end of CPC, but there are results across both outcomes which are already showing good sustainability prospects.
- UNICEF Moldova had a substantive contribution to the development and improvement of the legal and policy framework in all focus areas of the CPC, thus providing an enabling environment for preserving and enriching the CPC results in the years to come. The Association Agreement, including a specific chapter on child rights, provides an excellent platform for further acceleration of reforms towards improved realization of child rights. Mainstreaming gender equality and human rights in several policies and plans will also contribute to the sustainability of results in terms of impacts on the most vulnerable children.
- With the support of CPC, new institutions were set up and integrated into the governance structures and new services were developed, scaled up and taken over by authorities, including the running costs. Capacities were strengthened in terms of more competent and skilled cadre of professionals, modernised infrastructure, institutionalised trainings and approaches, new positions introduced in the organigramme of public institutions, availability of a wide range of guidelines, quality standards,

toolkits, training modules and methodologies developed with the support of CPC. High staff turnover in the Government and public institutions, impeding a long-term strategic thinking and action, on the background of significant delays in the implementation of the public administration reforms might decrease the institutional sustainability. The implementation of the EU association agenda where public administration reforms figures high among national priorities could mitigate this risk, at least partially.

- The positive change in social norms (e.g. in the area of inclusive education and violence against children) represent key prerequisites for sustainable outcomes for children.

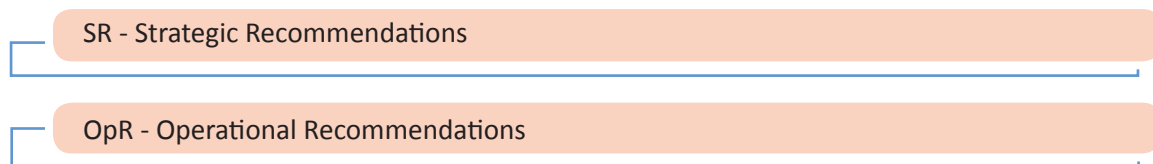
6.2 RECOMMENDATIONS AND LESSONS LEARNT

6.2.1 Recommendations

The recommendations presented in Table 11 below are based on the findings and conclusions of the evaluation as well as on consultation with all key stakeholders that were interviewed during the field phase. Each interview, focus group and round table has checked the perceptions of various stakeholders (UNICEF, Government of Moldova, Ombudsperson, international development partners, professionals, CSOs, media, etc.) and a selected number of final beneficiaries (parents and youth) concerning the top priorities for advancing the child rights agenda in Moldova in the coming years and consequently the role each of these stakeholders could play. Several preliminary recommendations have been shared with UNICEF during the debriefing session and with a number of key stakeholders during interviews and site visits. Validation of recommendations is planned to be done by UNICEF and national key stakeholders following submission of the report. In this respect, the evaluation findings, conclusions and recommendations will be disseminated by UNICEF CO to relevant line ministries to agree further lines of action for CPC 2018-2022.

The recommendations are addressed to UNICEF CO, Government of Moldova and their partners in line with the ToR and the need to engage all major stakeholders in a concerted effort for the continuation of reforms in the Republic of Moldova in order to achieve better outcomes for children, especially for the most vulnerable ones.

Recommendations are divided into two categories, as follows:



The recommendations are particularly aimed to inform the UNICEF support to the Republic of Moldova for the next programming period 2018-2022. Recommendations are prioritised, have a timeframe and indicate an addressee. Each recommendation includes references to findings of the evaluation to substantiate the proposed course of action.

Table 11. **List of Recommendations**

No	Recommendations	Priority	Timeframe	Addressee
Strategic Recommendations (SR)				
SR1	<p>Develop an underlying Theory of Change (ToC) for the next country programme to ensure solid connection of UNICEF support to national targets, EU association agenda and SDGs as well as to improve joint accountability for results</p> <p><i>Description:</i></p> <p>The lack of a ToC affected the quality of the Results Matrix (selection of indicators) and the evaluability and reporting on results obtained with the framework of the current CPC. Accountability for results at outcome level was not always seen as a shared responsibility between the Government of Moldova and UNICEF. An underlying ToC would have explicitly connected the expected outcomes to specific national development priorities and targets (indicators) to which they were supposed to contribute higher up in the logical chain. It would have clarified how change was going to be enabled and would have explained the ways in which different factors interact in relation to that change. It would have also been instrumental in identifying the programming priorities by assessing which of the possible pathways are most likely to achieve the desired result, taking in a more explicit way the comparative advantages of UNICEF into account.</p> <p>UNICEF and the Government are therefore strongly recommended to develop a ToC as a fundamental building block for the programming of UNICEF support in 2018-2022, able to trace a clear and compelling story line from the outputs expected through to the outcomes and to specific policy priorities and indicators in the national strategies, EU association agenda and SDGs in the post 2015 context. The ToC will be the basis for the development of the Results Matrix. It is expected to contribute to improved joint accountability as it will clarify the responsibilities of UNICEF, the Government and other partners for the development activities and national priorities.</p>	High	Short-term	UNICEF CO and the Government counterparts involved in the preparation and validation of the next CPC
SR2	<p>Ensure that the next country programme is streamlined and has a stronger strategic focus</p> <p><i>Description:</i></p> <p>The evaluation found that the current CPC has been spread across too many intervention areas and too ambitious for the available resources and timeframe for implementation. The next CPC needs to be less diffused and better focused on strategic priority areas where UNICEF CO has the capacity and the comparative advantage to produce the biggest difference. In the light of shrinking resources and fund-raising challenges, UNICEF Moldova CO is suggested to set realistic expectations on what can be achieved, and be inclusive, but focused.</p> <p>During implementation, UNICEF Moldova CO needs to ensure an impactful use of resources by allocating them only to those interventions which comply with a minimum set of qualifying criteria, i.e.: have a meaningful link with an outcome; planned results can be scaled up to achieve transformative change; are catalytic, accelerating progress across a broad range of areas; address the rights of the most vulnerable children, and strengthen the capacities of duty bearers and right holders; respond explicitly to outstanding recommendations of treaty bodies which could be the common denominator of multi-sector approach in the design and implementation of the project portfolio and in measuring of progress.</p>	High	Medium-term	UNICEF CO

<p>SR3</p>	<p>Continue delivering on the 'unfinished agenda' of initiatives started within the current CPC to ensure effective coverage of rights holders and sustainable results</p> <p><i>Description:</i></p> <p>Albeit a lot has been achieved within the framework of the current CPC, yet an unfinished agenda remains to be addressed during the upcoming years in order to preserve and further improve the results achieved so far. The analysis of effectiveness and efficiency has identified the following priority areas of work: <i>inclusive education</i>: desegregation of Roma children in schools; out of school children; <i>youth-friendly health services</i>: improved outreach of MARA and EVA; <i>child deinstitutionalisation</i>: family-based care alternatives for CwD/SEN and children under three years of age living in residential institutions; <i>child poverty</i>: improved access of households with children from the poorest quintile to social payments; <i>justice for children</i>: increased diversion rate of child offenders.</p> <p>In general, efforts will need to be focused on supporting the implementation of already adopted key child related national strategies (such as the Child Protection Strategy 2016-2020), improving the coverage of service provision and addressing persisting inequities as identified in the SitAn 2016.</p>	<p>High</p>	<p>Short to Medium-term</p>	<p>UNICEF CO in partnership with relevant line ministries, CSOs and service providers at local level</p>
<p>SR4</p>	<p>Combine national level action with a geographical targeting approach for the implementation of the next country programme</p> <p><i>Description:</i></p> <p>The current CPC worked primarily at national level, with the aim of influencing system change. Interventions at local level were mainly used to test new services in various sectors for further scaling-up. This approach led to significant results for children overall, but it was hardly able to specifically target communities lagging behind in respect of several child rights indicators (e.g. UTAG).</p> <p>A geographical targeting approach to programme implementation combined with national level action would be a useful modality to enable UNICEF and its Government partners to be nearer the most marginalised and hard-to-reach children and communities and at the same time influence system change and policy dialogue based on pertinent local evidence of grass roots deprivation. It could also create opportunities for supporting better synergies between the governance levels. The implementation of a geographical targeting approach would require a strong evidence base from the outset to inform the district targeting process as well as targeting criteria geared to need and intended results (innovation, mitigation of deprivations) but balanced with feasibility and accessibility. In the process of targeting the most needy communities, UNICEF CO may wish to explore in partnership with the NBS the feasibility of developing a child rights index or alike²², based on good international practices, to enable the ranking of districts from the perspective of rights fulfilment and well-being of children.</p>	<p>Medium</p>	<p>Short to Medium-term</p>	<p>UNICEF CO in partnership with relevant line ministries and NBS</p>

<p>SR5</p>	<p>Promote inter-sectoral approaches and accountability frameworks within UNICEF CO and government partners at central and district levels</p> <p><i>Description:</i></p> <p>The implementation of the CPC to date highlighted a predominantly compartmentalised work of thematic sections of the CO (health, education, child protection), with little cross-fertilisation and synergy, which was reflected in the piecemeal, fragmented results at local level and loss of efficiency. UNICEF needs to adopt a joint-up approach based on a common vision to issues based and commit to make the attainment of planned results for children a shared responsibility of all. It is recommended to identify the areas where inter-sectoral work is crucial and develop clear working procedures and accountability rules to guide the sections in deploying and managing support at local and national level. Joint determinant analyses are also recommended. By addressing child rights issues inter-sectorally, UNICEF will be in a stronger position to advocate for and model change in the country. Once interest areas, working procedures and accountability within the CO are clarified, UNICEF could then translate inter-sectorality in the linkages it supports at system level.</p> <p>The most obvious area to start with would be the current inter-sectoral referral mechanism which needs to be substantially strengthened (especially in terms of professionalising the cadre of social workers²³) and expanded in scope. Another entry point would be home visiting as it provides excellent opportunities from inter-sectoral work, linking ECD to identification of possible cases of violence against children, social vulnerability, need for EDI, ECE, positive parenting, etc. It is also suggested to carry out a cost-effectiveness analysis of an area where inter-sectoral work has been successfully applied for two-three years, if any, in order to show strong evidence of gains for children to government partners and other key stakeholders as well as to develop informed guidelines on increasing inter-sectoral programming within the public initiatives affecting children. South-South cooperation might be also used to learn from international experience, for instance from the currently tested approaches in the neighbour Romania.²⁴</p>	<p>High</p>	<p>Short to Medium-term</p>	<p>UNICEF CO, Government of Moldova, local public authorities</p>
<p>SR6</p>	<p>Empower rights holders for a meaningful participation in decisions which affect their lives and social mobilisation for child rights</p> <p><i>Description:</i></p> <p>As detailed in the Relevance and Effectiveness chapters of this evaluation, substantial efforts have been invested in the current CPC on strengthening systems and promoting child sensitive legislation and regulatory framework. Empowerment of rights holders to claim their rights and seek redress has been paid less attention and it is recommended to figure high on the support agenda of the new CPC. Transformation of the Moldovan society will be conditional upon the capacities of adolescents and youth to seek their entitlements and hold the Government accountable as well as upon their involvement in governance issues.</p>	<p>High</p>	<p>Short to Medium-Term</p>	<p>UNICEF CO, MoYS, youth CSOs</p>

	<p>UNICEF Moldova is well placed and equipped to work directly with adolescents and youth, as end-users of services, and their representative constituencies to facilitate the interaction with state institutions and mobilize communities for child rights. A key principle of the new CPC needs to be the participation of children and adolescents in the general reflection on equity and quality of interventions which affect their lives and the explicit mainstreaming of their voice in the programming, implementation and monitoring of any UNICEF support. In prioritising support for the new programming period, UNICEF needs to make sure that no child is left behind; nevertheless, focus should be put on the empowerment of those groups of children, adolescents and youth who are multiply deprived based on partnerships with the MoYS and youth organisations.</p>	High	Short to Medium-Term	UNICEF CO, MoYS, youth CSOs
SR7	<p>Further explore strategic entry points in the Transnistrian region for improved outcomes for children</p> <p><i>Description:</i></p> <p>Being among the very few international organisations able to work in the Transnistrian region and given its excellent record to date, UNICEF Moldova is best positioned to continue its efforts in promoting the child rights and enable reforms in the region. Its ability to frame policy issues and options in ways that are sensitive to <i>de facto</i> authorities and specific institutional and political context, as mentioned in the Effectiveness chapter, represents a key comparative advantage which could be put at good use to achieve better outcomes for children living in the region. Based on the analysis of this evaluation and specific requests of key informants from the region, UNICEF Moldova is suggested to consider the following indicative strategic entry points in the Transnistrian region when planning interventions within the framework of the upcoming CPC 2018-2022: child nutrition; parental education; child deinstitutionalisation; youth participation; localisation of SDGs; statistics (e.g. household budget survey, possibly in cooperation with other interested UN agencies).</p>	Medium	Short to Medium-term	UNICEF CO
SR8	<p>Promote an evaluation culture for children outcomes in the country to improve decision making and accountability</p> <p><i>Description:</i></p> <p>The portfolio of interventions carried out within the framework of the CPC is very broad and diverse, but their effect on system change and realisation of child rights is not always known, hence limiting their learning potential and decision making (funding, strategic orientation, remedial action, etc.). As mentioned in the efficiency and impact chapters, most challenging for this evaluation was to identify the concrete results brought about by the large range of capacity building activities and by the awareness raising campaigns, but also the effect on children's well-being of various reform measures supported by the CPC (e.g. child deinstitutionalisation, graduation from the care system, etc.), apart from assuming that beneficiary children are better-off. The lack of a results-based evaluation culture is also hindering the quality of Government reporting against reforms and international commitments (e.g. annual reports of line ministries, progress reports on AA, which are process-oriented rather than results-based).</p>	Medium	Medium-term	UNICEF CO and line ministries involved in the implementation of the CPC

	In this respect, it is suggested that the design of all interventions, be them at policy or operational level, systematically embed an ex-post monitoring and/or an evaluation component, as the case, to facilitate timely corrective actions, forward-looking decision making and accountability. The evaluation literature and practice provides a rich set of instruments and methodologies that UNICEF CO is most likely aware and could use and promote with the Government partners (e.g. Kirkpatrick model for capacity building, pre- and post-KAP for awareness raising campaigns, counterfactuals for policy measures, micro-narratives, etc.).			
Operational Recommendations (OpR)				
Op1	<p>Expand innovative partnerships and leverage the role of strong influencers in the Moldovan society</p> <p><i>Description:</i></p> <p>With EU integration, increasingly resources will be channelled directly to national partners and budgets, including civil society, which has tangibly grown in capacities to deliver results for children. While UNICEF CO has managed to raise funds with donors for the current CPC activities, further decline in direct support to UNICEF need to be taken into consideration. It is therefore of utmost importance for the CO to quickly engage with the Government and discuss ways for greater cost-sharing for on-going programmatic efforts as well as to untap the potential of public private partnerships for child rights and engagement in private fundraising. New partnerships should be also explored with academia (e.g. training of social workers and psycho-pedagogues, research, etc.), existing women platforms (Network of Women Leaders from rural areas, Network of women mayors - 180 members, Group of migrant women) and, very importantly, with the church (including from the Transnistrian region) which is a strong influencer of social norms and a likely efficient fund-raiser and ally for good social cause (e.g. positive parenting, fight against domestic violence, prevention of juvenile criminal offences, etc.). Changing the CPC implementation paradigm should be also explored by using innovative ways to deliver support, for instance using positive deviance as a possible approach to behavioural and social change, based on the successful experience to date of UN Women in Moldova (women survivors of violence as peer support for women victims of violence in the community).</p>	High	Short to Medium-term	UNICEF CO in partnership with the Government
OpR2	<p>Carry out an inclusiveness assessment of the per-capita funding formula of schools</p> <p><i>Description:</i></p> <p>As mentioned in the relevance and impacts chapters of the report, the evaluation identified several equity issues related to the adjusted to inclusive education per-capita funding formula of schools. UNICEF CO is recommended to carry out a quick assessment of the effects of this funding formula in cooperation with the MoE and identify remedial solutions to ensure that it is fully supporting inclusive education for all children, including Roma children, and irrespective of the size of school.</p>	High	Short-term	UNICEF CO and MoE

OpR3	<p>Improve the monitoring and evaluability of the next country programme results</p> <p><i>Description:</i></p> <p>Based on the appraisal of indicators in the current CPC, the following recommendations are made for the development of the next Results Matrix for 2018-2022:</p> <ul style="list-style-type: none"> - indicators should be assigned to the appropriate level of results (outcome, respectively output) based on the hierarchy of results in the ToC in order to allow stakeholders verify changes relative to what was planned at each intervention level; - indicators should conclusively demonstrate progress towards the result mentioned in the Results Matrix and be capable to measure the whole spectrum of changes in a specific output or outcome to which they are assigned; adequate and realistic targets need to be established; - data disaggregation should allow the identification of the target groups and patterns of exclusion as well as support the monitoring of progress; disaggregation should not be excessive, yet relevant for depicting particular vulnerability profiles (e.g. disability, ethnicity, etc.); - gaps in required disaggregations or other data gaps should be clearly identified during the preparation of the Results Matrix and data generation activities should be included in the M&E Plan and budgeted accordingly in case data cannot be collected through the national data collection systems or proxy indicators for which data is available could not be identified; - traditional sources of data might not always provide a response to the causes of social exclusion and qualitative data generation is needed; data collected at community level through stories, micro-narratives, people-generated data, etc. represent valuable sources of qualitative data which can inform the planners, decision-makers and implementers of an intervention on causes ('why') and processes ('how') which enabled or hindered the achievement of planned results and targets; understanding the multiple facets of inequality and discrimination requires the questioning of quantitative data with the use of qualitative data; using a combination of both qualitative and quantitative indicators could often be very useful in terms of allowing a richer understanding of the dynamics at play. - monitoring will be facilitated by the establishment of an indicators tracking system, with annual targets at the level of output indicators to orient the path for improvement during implementation; milestones that need to be reached could be also included; for institutional memory and evaluation purposes, it is also suggested to document and file how targets were set (methodology, reasoning). 	Medium	Short to Medium-term	UNICEF CO
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6.2.2 Lessons Learnt

Several key lessons emerge from the issues highlighted in this evaluation:

- Design of a country programme of cooperation and evaluability of results can greatly benefit from adopting a clear-sighted view on intended pathways from interventions/strategies to intended results through a robust ToC.
- Strengthening systems and promoting child sensitive legislation and regulatory framework do not automatically reflect in changes of practices and improvements in service provision. As demonstrated by CPC in Moldova, a strong focus is needed on changing social norms and promoting social mobilisation through engagement and empowerment of adolescents and youth.
- CPCs need to avoid becoming too thinly spread or too broad in scope. Especially in country settings, such as Moldova, with possible downturn in available ODA and changing funding patterns, in planning country programmes and with the benefit of an articulated ToC, UNICEF country offices should consider where it can have the most impact given their expertise and resources.
- An inter-sectoral approach at local level, addressing multiple child adversities, is best positioned to ensure favourable conditions for a vulnerable child to survive and thrive. Inter-sectoral mechanisms, such as the one implemented in Moldova, but expanded in scope and properly staffed, can detect multiple child deprivations and potential risks to child wellbeing, and can lead to timely prevention measures. Integrated programming for children at different stages of the life cycle is also very much needed as it delivers enhanced effectiveness for the realisation of child rights.

ANNEXES

ANNEX 1 – TERMS OF REFERENCE

TERMS OF REFERENCE

UNICEF Moldova

Individual consultancy – International expert

Evaluation of the Government of Moldova -UNICEF 2013-2017 Country Programme of Cooperation

Duration: 50 working days (July -September 2016)

Duty station: Moldova, Chisinau

I. Context ¹

The current Country Programme of Cooperation 2013-2017 between the Government of Moldova and UNICEF (hereafter ‘the Country Programme’) is entering the final stage of its implementation. The Country Programme Document² (CPD) streams from key priorities identified in the United Nations-Republic of Moldova Partnership Framework 2013-2017. Key findings from the previous UNDAF evaluation, a Common Country Assessment and a detailed Situation Analysis of children in Moldova informed the preparation of the CPD 2013-2017. In addition, the CPD was informed by: the Concluding Observations of the Committees on the Elimination of Discrimination against Women (2006), on the Rights of the Child (2009), on the Elimination of Racial Discrimination (2011) and on Economic, Social and Cultural Rights (2011), and the 2011 Recommendations of the Universal Periodic Review, especially regarding violence, gender, non-discrimination and disadvantaged groups, and the highlighted by all reports need for greater focus on implementation of policy reform, including through adequate financial and budgetary support.

The CPD was prepared through a consultative process with the Government, non-governmental organizations (NGOs) and Parliament, including consultation with children and using human rights-based analysis to identify underlying determinants of the major issues affecting children’s wellbeing. The programme design was validated in consultation with the National Council on Child Rights Protection (NCCRP), chaired by the Deputy Prime Minister on Social Issues, and with the participation of line Ministries, Ministry of Finance, Ombudsman’s Office for Child Rights, NGOs and United Nations entities.

The Country Programme is guided by human rights principles and is structured around two key programme components: (a) social inclusion and protection of children; and (b) governance and social change for child rights. Close interaction between these components is envisaged to document good practices, address local-level capacity gaps, support policy reforms and improved resource allocations, and counter negative social attitudes.

A Mid-Term Review (MTR) of the Country Programme conducted in 2015 helped further align priorities and provided important insights about the programmatic relevance of the planned activities and connected lessons learnt. The MTR highlighted key achievements of the Country Programme. Since the start of the Country Programme, the Government of Moldova and UNICEF have made steady progress in addressing disparities in access to quality services for disadvantaged children and families. Steps have been taken to help governance structures become more child-sensitive and equity oriented.

¹ Additional information of the situation of children and the relevant country context as background for this evaluation is outlined in Annex A. List of documents.

² http://www.unicef.org/about/execboard/files/Moldova-2013-2017-final_approved-English-14Sept2012.pdf

A key achievement was the inclusion in the EU Association Agreement of a specific chapter on Rights of children. The programme successfully advocated for increased allocation of adequate human and financial resources for child rights. The availability of disaggregated data and its use for policy formulation and evaluation was advanced. Achievements were made in all programmatic areas such as education, protection, justice and health. The 2015 MTR³ also operationalized UNICEF's commitment to focus on key strategic areas as stated in the UNICEF Strategic Plan (SP) 2014-2017⁴ and contributed to the CEE/CIS Regional Key Leadership Agenda results areas⁵. Remaining challenges in social protection of vulnerable families, violence against children, and the need to further prioritize social inclusion of Roma minority and children with disabilities were emphasized. More efforts to address inadequate public financing with a focus on vulnerable children were advised in view of current country challenges.

UNICEF's support to the realization of the rights of all children in the Republic of Moldova was provided in a continuously challenging political, economic, and social environment. The problems faced by Moldova's financial sector in 2014 resulted in diminishing revenues from export, shrinking remittances, and devaluation of the national currency in 2015. A deteriorating economic situation led to political instability.

At the beginning of 2016, the total number of population in the Republic of Moldova was 3.5 million, of which 685 thousand people or every fifth person is below 18 years of age. During the last 5 years an ongoing poverty reduction trend was maintained for both rural and urban area. In average, 11% of population were below national poverty line in 2014. A downward trend was also registered in respect to other poverty indicators: depth and severity of poverty. However urban – rural disparities exists and discrepancies are widening. Poverty incidence is increasing with the growing number of children born in families. The poverty rate in households with three and more children was of about 27%. This level is by three times higher than that registered in the households with 1 child and by 2.4 times higher than the country average (11.4%).

While migration may help reduce the absolute poverty rate, particularly amongst children, it could further accentuate the negative effects on children left behind in the short-term. Poverty is a driver of high emigration rates; 21% of children in Moldova has one or both biological parents living abroad, and 5% of all children have been left behind by both migrant parents, with rural children most affected⁶.

The number of children in residential institutions decreased substantially since the beginning of the reform from 11.6 thousand in 2006 to about 3.0 thousand in 2015, but is at risk of reaching a plateau. Despite the successes, the continuum of care and protection for children is not yet safeguarded, and access to a family environment is not guaranteed for every child, with clear equity concerns. Children with disabilities and infants of socially vulnerable mothers are still left in institutions.

Justice for children reforms resulted in the reduction of the number of crimes committed by children from 2,000 to about 1,000 per year and decrease in the number of children convicted and sentenced to prison (respectively 290 and 50 in 2015). However, official statistics show that less than half (45%) of the cases involving children offenders are diverted from the criminal justice system whereby one of the main reasons is the lack of effective services at local level⁷.

³ 2015 MTR of UNICEF-Government of Moldova CP 2013-2017.

⁴ The 2014-2017 UNICEF Strategic Plan "Realizing the rights of every child, especially the most disadvantaged" <http://www.unicef.org/strategicplan/>.

⁵ CEE/CIS RCLA Agenda http://www.unicef.org/ceecis/2012_CEE_CIS_RAR_FINAL_cleared.pdf.

⁶ 2012 Moldova MICS.

⁷ UNICEF Moldova, "Assessment of primary, secondary and tertiary prevention services for children in conflict with the law in the Republic of Moldova", 2015.

Preventing and combating violence against children is part of the Government Strategy on Child Protection 2014-2020. However, annually approximately 1,000 cases of violence against children are registered with the police. Most victims recorded are between 11 and 15 years old. Sexual violence against children is also a concern. About 48% of children 2-14 years of age experienced physical punishment and 69% were subjected to psychological aggression⁸.

Despite all the challenges Moldova faced since the current Country Programme started, the government and civil society with UNICEF support continued to demonstrate commitment towards fulfilment of children's rights. Collaborative efforts ensured further advancement of social and justice sectors reform. Mainstreaming of children's rights in policy and legislation focused on social inclusion and equity, in line with the Convention on the Rights of the Child and the EU Association Agreement commitments. Partnership between the State Chancellery and UNICEF were established to support the work of the Permanent Secretariat of the National Council for Child Rights Protection chaired by the Prime Minister. The Council ensures inter-ministerial cooperation in the development, monitoring and coordination of activities related to national policies, such as: the National Development Strategy of the Republic of Moldova 2012-2020, the Child Protection Strategy 2014-2020, the Justice Sector Reform Strategy 2011-2016, the National Health Policy 2007-2021, the Programme on the Development of Inclusive Education in the Republic of Moldova 2011-2020, the EU-Moldova Association Agreement and action plan (Association Agenda) with its distinct chapter on Child Rights, etc. All these policies and frameworks are working towards the achievement of key results outlined in the Country Programme Document to address disparities in access to quality education, health, protection and justice services for disadvantaged children and families and to ensure that governance structures and social attitudes are more child-sensitive and equity-oriented. Gender is mainstreamed in all UNICEF interventions in Moldova. Gender specific considerations were part of the child-friendly school standards and the National Action Plan of the Child Protection Strategy, 2014-2020, the by-laws on mentoring, and the cross-sectoral Strategy on Positive Parenting.

II. Rationale for the evaluation

In 2016, the UN system in Moldova started the preparation of the new UNDAF cycle 2018-2022. An evaluation of the current UN Partnership Framework is underway and a light Common Country Assessment will start in June 2016. In parallel, in April 2016 UNICEF initiated the new Situation Analysis process assessing the situation and unmet needs of children in Moldova.

The Evaluation of the UNICEF Country Programme 2013-2017 (hereafter 'the Evaluation') will offer the opportunity to critically assess the strategies applied in the current Country Programme, identify their relevance, efficiency, effectiveness and estimated impact in achieving planned results, draw on lessons learnt and provide recommendations to accelerate the achievement of equitable and sustained outcomes for the most vulnerable children in the new CP 2018-2022. Thus, the proposed evaluation will have the characteristics of both a Summative and a Formative evaluation.

The Evaluation will support the Government of Moldova and UNICEF new Country Programme 2018-2022 planning process and will further guide UNICEF's strategic and programme intervention prioritization in Moldova. UNICEF Country programme evaluation will also complement the Evaluation of the UN Partnership Framework and will further contribute to the UNDAF -2018-2022 planning.

⁸ 2012 Moldova MICS.

III. The object to be evaluated

The object of this Evaluation will be the Moldova Country Programme 2013-2017 implemented by UNICEF. More particularly, the evaluation will look at the relevance of the design and strategic focus of the country programme vis-à-vis identified unmet needs of children in Moldova in the period 2013-2016.

The CP has been implemented through a mix of strategies selected and gradually modified taking into account the evolving context and needs as well as UNICEF's comparative advantage. In line with the MTSP 2006-2013 and – to a certain extent – with the SP 2014-2017, the strategies utilized throughout the CP include: evidence-based policy dialogue and advocacy, strategic partnerships, capacity development, communication for development, knowledge, cross-sectoral linkages, and human rights based approach (HRBA) to programming including equity focus and gender mainstreaming.

The CP is implemented in cooperation between UNICEF and different government agencies and civil society. Other UN agencies (particularly WHO, UNDP, UNFPA, UN Women, ILO etc.) play a key role in the CP, especially in complementing efforts in relevant programme areas, as established in the UN Partnership Framework 2013-2017⁹.

IV. Objectives of the Evaluation

The Evaluation will assess the relevance, efficiency, effectiveness, sustainability, coherence and, to the extent possible, impact of the strategies adopted to achieve Country Programme results. The main objectives of this evaluation are:

- Reflect on UNICEF's and Government **Accountability**. Evaluation will identify if the obligations of UNICEF and other duty-bearers (government and civil society) as custodians of resources for the realization of child rights are met. The evaluation will help to assess whether accountabilities of duty bearers are met for expected programme outcomes and results.
- Contribute to the **Organizational learning and improvement**. The knowledge generated through this evaluation will provide critical input to the new UNICEF Country Programme 2018-2022 development, in informing the Strategic Moment of Reflection and contributing to the development of the Strategic Note.
- Contribute to **building of capacities** and **empowerment** of UNICEF partners and children. The evaluation process will seek to foster wide stakeholder participation, will support dialogue and will seek to create consensus and “buy-in” to recommendations. Involving stakeholders and children can be empowering as well. It imparts skills, information and self-confidence to enhance the “evaluative thinking” of children and can build their abilities in informed decision-making.

V. Scope of the Evaluation

The Evaluation will assess key results achieved and strategies applied within the current UNICEF Country Programme 2013-2017, focusing on **Outcome 1. Social inclusion and protection of children** and **Outcome 2. Governance and Social changes for the child rights** and related Outputs¹⁰: It will look at:

- a. The mix of strategies selected and applied for delivering the Country Programme, including HRBA, equity and gender equality mainstreaming

⁹ Towards Unity in Action: United Nations-Republic of Moldova Partnership Framework 2013-2017 (English).

¹⁰ http://www.unicef.org/about/execboard/files/MOLDOVA_SRM_OSEB.pdf.

- b. How these correlate and contribute to the UNICEF global targets as reflected in UNICEF's Strategic Plan 2014-2017
- c. Correlation and contribution of the Country Programme to the Regional Knowledge Leadership Agenda priorities and targets
- d. Relevance of the Country Programme to Moldova national priorities (with specific focus on children)
- e. Alignment of the Country Programme with UNPF priorities and contribution to UNPF results
- f. Effectiveness and efficiency of UNICEF collaboration with various stakeholders (government, UN system, civil society, children and adolescents)
- g. Challenges and risks and how they were addressed
- h. Lessons learned and recommendations/opportunities for future actions

The geographical scope will include mostly national level. Sub-national level will be considered as appropriate (i.e. modelling exercise, interventions implemented in the Transnistrian region etc.).

One of the limitations that might hinder the evaluation process in some areas is the limited availability of reliable and disaggregated data related to the situation of children and across different vulnerable groups. Lack of systematic documentation of the design and implementation of some programme interventions and strategies may also limit the evaluation. Non-systematic documentation of the theory of change for some programme areas may also hinder assessment of effectiveness and efficiency of the strategies (see the Methodology section for more information on the evaluability assessment). Likewise, some relevant vulnerable groups and beneficiaries, in particular children, might not be reachable for all the components of the evaluation.

VI. Evaluation Questions

The Evaluation will focus on the criteria of relevance, effectiveness, efficiency and sustainability. Early signs of impact will also be assessed, to the extent possible, given the fact that this is partly also a summative evaluation and that it is taking place one and a half years before the end of the CP.

Assessing relevance. The Evaluation will seek to assess the extent to which the objectives of the Country Programme are consistent with beneficiaries' requirements, country needs, global priorities and partners' policies. It will assess whether the objectives of the Country Programme and its design were and if they remained appropriate given changing circumstances of the country context in the past five years. Specific question will refer to:

- What is the value of the intervention in relation to other primary stakeholders' needs, national priorities, and national and international partners' policies (including the Millennium Development Goals, National Development Plans, UN Development Assistance Framework (UNDAF) and Sector Wide Approaches (SWAs)?
- What is the value of the intervention in relation to global references such as human rights, humanitarian law and humanitarian principles, the Convention on the Rights of the Child (CRC), Convention on Elimination of all forms of Discrimination Against Women (CEDAW) and Convention on the Rights of Persons with Disabilities (CRPD) for UNICEF, in particular?
- What is the relevance in relation to the UNICEF Strategic Plan, Regional Knowledge and Leadership Agenda (RKLA) priorities, the Core Commitments for Children in Humanitarian Action (CCCs), and foundation strategies – the renewed focus on equity, the Human Rights-based Approach to Programming, Gender Mainstreaming and Results-based Management? These global criteria serve as a reference in evaluating both the processes through which results are achieved and the results themselves, be they intended or unintended.

- Was the adopted Country Programme strategy the most relevant to achieve the expected results? (Are we using the right strategy?)
- To what extent is the Country Programme strategy linked with others so that they form a synergetic set that is relevant to achieve programme results, especially for the most vulnerable? (Are we using a strategy within the most relevant set of strategies?)
- To what extent did the original Country Programme strategy evolve and transform into other strategies? To what extent was this evolution relevant?
- To what extent is the Country Programme strategy relevant for and aligned with the needs of national stakeholders, especially the most vulnerable groups?
- To what extent was the Country Programme strategy implemented in partnership with the relevant stakeholders? And at the right level (local, national)?
- To what extent is the overall portfolio of strategies applied throughout the CP relevant, given the evolving socio-economic and institutional situation in the country? (This question is to be answered overall, not strategy by strategy).

Assessing effectiveness. The Evaluation will assess the extent to which the development intervention's objectives were achieved, taking into account their relative importance. Specific questions will refer to:

- Is the programme achieving satisfactory results in relation to its stated objectives?
- Did effectiveness of the Country Programme increase as a result of achieved synergies with national priorities and other development partners' programmes? Were synergies sought?
- To what extent did the Country Programme interventions contribute to reducing bottlenecks and barriers in realization of children rights, especially the most vulnerable ones?
- What were the main factors that promoted or hindered the effectiveness of the Country Programme?

Assessing efficiency. The Evaluation will measure how economically resources/inputs (funds, expertise, time etc.) were converted to results. Specific question will refer to:

- Did the programme use the resources in the most economical manner to achieve its objectives?
- To what extent were the chosen strategies cost-efficient? Could the same results have been achieved using different strategies (or set of strategies) that could have been implemented with less resources?
- In case the Country Programme had to operate with a reduced budget, how this challenges was addresses to ensure cost-efficiency?
- Did the strategy lead to improvement in the allocation and use of resources in the concerned programme area? (This question may apply only to some strategies).

Assessing sustainability. The Evaluation will assess the extent to which continuation of benefits from Country Programme interventions was ensured, including degree of probability of continued long-term benefits. Specific question will refer to:

- Are the activities and their impact likely to continue when UNICEF's support is withdrawn?
- Will the strategies be more widely replicated or adapted? Is it likely for initiated interventions to go to scale?
- What opportunities and risks to the sustainability of the Country Programme intervention exist in the short and long term?
- Did the strategy contribute to promote ownership over the different programme areas and correspondent results by national stakeholders?

Assessing impact. The evaluation will assess potential positive and negative, primary and secondary long-term effects produced by the Country Programme, directly or indirectly, intended or unintended. Specific question will refer to:

- What are the results of the intervention - intended and unintended, positive and negative - including the social, economic and environmental effects?
- How do the results affect the rights and responsibilities of individuals, communities and institutions, especially the most disadvantaged ones?
- To what extent has the strategy contributed to achieving (or not) the expected impact level results in the concerned programme areas?
- To what extent has the strategy contributed to reducing the equity gaps in the correspondent programme area in favour of the most vulnerable children?

Assessing the application of the *Equity, Gender Equality and Human Rights Based Approach*.

The Evaluation should determine the extent to which the design and implementation of the Country Programme, the assessment of results and the evaluation process itself incorporate an equity, gender equality and human rights based perspective. The evaluation report should use gender-sensitive, child-sensitive and human rights-based language throughout, including data disaggregated by sex, age and disability. Specific question will refer to:

- How well were equity, HRBA and GE goals and processes incorporated into the planning documents of the Country Programme?
- How well did Country Programme intervention succeed in involving women, men, children, adolescents and other rights-holders, especially the most disadvantaged and marginalized ones, such as Roma and right holders from the poorest quintile?
- How well did the Country Programme intervention succeed in involving duty-bearers?
- To what extent did different groups, including children and those worst-off, benefit in different ways from the Country Programme?
- To what extent did different groups, including children and those worst-off, increase their capacity to relate differently to other groups supported by the Country Programme?

Attribution and credible contribution. To the extent possible, the evaluation will seek to identify to what extent the archived results can be attributed to UNICEF Country Programme intervention or identify the level of credible contribution of UNICEF to overall wider child rights fulfilment results. The evaluation should seek to draw conclusions on the cause-and-effect relationship between UNICEF Country Programme implementation and the evolving situation of children and women in the country during the programme period. Specific questions will refer to:

- To what extent the observed progress in child right realization can be attributed to a specific intervention of UNICEF Country Programme? (Identify specific results).
- To what extent UNICEF Country Programme provided credible contribution to the wider development result for children? (Identify specific results).

Assessing coherence. Strategy coherence with a larger set of strategies within the CP is addressed above from the relevance and effectiveness standpoint. The following questions intend to guide the assessment of coherence from a more general point of view:

- To what extent is the strategy coherent with national strategies in the concerned programme areas?
- To what extent is the strategy applied in a way that facilitates synergies and avoids overlaps and incoherencies with the strategies applied by other development partners?
- To what extent are the different strategies applied in the same sub-national location (in the different programme areas) coherently linked to each other?
- To what extent does the choice of partners and locations for implementing the strategy facilitate an approach that is coherent with the HRBA, the focus on the most vulnerable as well as with considerations of effectiveness, efficiency and sustainability?

VII. Methodology of the Evaluation

The Evaluation methodology will be guided by the Norms and Standards of the United Nations Evaluation Group (UNEG)¹¹.

Evaluability Assessment. This is a preliminary evaluability assessment. At inception stage, the evaluator(s) are expected to conduct a thorough review and analysis of the wide array of secondary data available in order to identify information gaps and other evaluability challenges and discuss solutions to address these.

In general, the various CP planning and monitoring documents and available data allow for the assessment from the point of view of the different criteria (with the exception of impact in some cases). The documents listed in Annex A provide background information, as well as information on the logic model (Summary results Matrix: Government of the Republic of Moldova – UNICEF Country Programme, 2013-2017), including baseline and targets.

The level of evaluability varies depending on the strategy under assessment and the correspondent selected programme areas. As mentioned in the Scope section, in some cases the conceptual framework behind the adopted strategy is only partially documented, while some areas have partially documented theories of change and/or lack a specific baseline. Reliability of data, especially of its disaggregation, is also an issue to be taken into account. The UNICEF Country Office will be able to provide more specific guidance on this issue during the inception phase.

While such gaps are not the general rule, in some cases they may hinder evaluability. In these cases, during the inception phase, the evaluation team is expected to agree with the commissioning team on alternative approaches, including additional data collection to complement what cannot be assessed through desk review, the use of less rigorous evaluation designs and/or the selection of the evaluation questions that can indeed be answered.

Information sources. The list of general information sources/links related to the Country Programme as a whole is provided in Annex A. Specific sources/links to the documents related to programme areas will be provided to the contractor upon selection.

Evaluation Approach. The Evaluation will be conducted in a participatory manner, involving key national actors from the Government side: State Chancellery (National Council on Child Rights Protection), key line ministries (Ministry of Education, Ministry of Health, Ministry of Labour, Social Protection and Family, Ministry of Justice), agencies (National Centre of Public Health, National Bureau of Statistics, Institute for Educational Sciences and others), Ombudsman for Child Rights etc. Participation of CSOs active in relevant domains is envisaged as well as of local public authorities, wherever appropriate. To

¹¹ UNEG Norms: <http://www.uneval.org/document/detail/21>, UNEG Standards: <http://www.uneval.org/document/detail/22>

the extent possible, direct beneficiaries of the programme will be interviewed as well. Independent overview of the Country Programme achievements will be done as well by Adolescents group. UNICEF Management and key UNICEF Programme staff will also be fully involved. The participation of stakeholders will be ensured throughout all phases of the evaluation, including inception, fact-finding, reporting phases as well as the management response phase when determining the concrete use of the findings and recommendations for planning the next CP of cooperation. To this extent, UNICEF Deputy Representative and M&E Officer will lead the evaluation throughout the entire process. At the same time, for specific programmatic areas, relevant actors and UNICEF staff will also collaborate during all phases.

The overall evaluation approach will be based on the Results and Resource Framework for the Country Programme¹², as well as on the specific theories of change that will be provided to the contractor and covered Adolescents, Health and Child Protection domains. Given the multi-faceted nature of this evaluation, the methodology will have to be tailored to the specificities of each strategy under assessment and related programme areas. Generally, the evaluation will have to use a non-experimental design. Data collection will be based on a multiple method approach, including primarily desk review of reference materials (including monitoring reports and other sources providing secondary data) and interviews with different partners, independent experts, beneficiaries, and concerned UNICEF staff. In some cases, field visits and observations of different kind to collect also primary data (mainly qualitative) will be required. Triangulation of data (combining qualitative and quantitative data as well as data from a range of stakeholders) will have to be used to increase reliability of findings and conclusions.

Based on general guidelines, the methodology will be further elaborated during the Inception Phase, when the evaluation questions will be refined. At this point, the evaluator should also develop a more precise evaluation work plan.

VIII. Duration and Work plan

The evaluation process will consist of three phases:

1. Inception phase including:

- In-depth desk review of available sources so that the evaluator(s) improve their understanding of: the strategies under evaluation and related programme areas, involved stakeholders, and the country context;
- Preliminary discussions with relevant actors, to facilitate an in-depth common understanding of the conceptual framework;
- More in-depth assessment of evaluative evidence;
- Refining the evaluation questions and adjusting data collection methods and sample;
- Inception report preparation, including: Evaluation Matrix for each finally agreed evaluation question, data collection and analysis methods, sample (list of stakeholders to be interviewed and locations to be visited), and operational plan. The inception report will have to be shared with and approved by UNICEF.

2. Data collection phase, including an appropriate mix of data collection methods, as indicated above. This phase will have to be partially conducted in-country.

3. Analysis and reporting phase. Following the completion of the fact-finding and analysis phase, a draft report (in English) should be submitted to UNICEF and shared with other key actors and validated.

¹² http://www.unicef.org/about/execboard/files/MOLDOVA_SRM_OSEB.pdf

The process will be guided by the following schedule (expected to take place in July- September 2016), focusing on the major tasks as follow

Activity	Timeframe	Location	Deliverables
Inception Phase: 10 working days			
Agreement on overall assignment and expectation (Skype discussion with UNICEF team), preliminary desk review, refining evaluation questions and evaluability assessment	7 working days	Home-based	Inception report
Preparation of the inception report	3 working days	Home-based	
Data Collection Phase: 20 working days			
In-depth desk review and preparation of data collection and analysis tools	10 working days	Home-based	Data collection and analysis tools
In-country data collection	10 working days	Moldova in-country mission	List of persons interviewed, visited places etc.
Analysis and Reporting Phase: 20 working days			
Data analysis and report writing	15 working days	Home-based	Draft report (to be sent for independent review)
Finalization of the report, addressing UNICEF Country Office comments and feedback from independent review	5 working days (2 and 3 days respectively)	Home-based	Final report, addressing all comments Power Point Presentation of key findings, conclusions and recommendations

Total number of working days: 50

IX. Team composition and management of the Evaluation

UNICEF will oversee the management of the evaluation process starting from the development and validation of the present terms of reference, selection of the evaluator, liaison between the evaluator and partners/stakeholders involved, ensure quality of the report and determine the management's response to the evaluation findings and recommendations. The different sectoral actors and partners will be delegated as relevant for the specific parts of the evaluation.

UNICEF Deputy Representative will be responsible for the entire process with technical support of M&E Officer. They will work in close cooperation with the evaluator and will be the main interface from UNICEF side. UNICEF Programme staff will specifically coordinate with sectoral stakeholders, who will be involved at the inception and data collection stage, report validation and discussion of findings and recommendations. They will also ensure operational support as required, including support in primary data collection where needed to complement what is available from the existing monitoring systems and other documents.

The Evaluation will be conducted by an independent international consultant (International expert).

Required qualifications and areas of expertise are as follows:

- advanced university degree in a relevant field of social sciences;
- documented extensive experience (at least 8 full years) in conducting complex development

evaluations (having conducted evaluations for UNICEF is an asset, having evaluations positively rated by UNICEF's quality assurance system is an additional asset);

- proven extensive experience in quantitative and qualitative data collection and analysis;
- proven experience in planning of complex programmes and exposure to UN strategic planning processes (exposure to UNICEF planning is an asset);
- experience of working in developing countries (previous work in Moldova is an asset);
- solid knowledge on child rights, HRBA and gender equality;
- excellent report writing skills in English;
- good communication skills;
- fluency in English (fluency in Romanian will be an asset).

Ethical issues. The consultant will ensure that the process is in line with the United Nations Evaluation Group (UNEG) Ethical Guidelines¹³. The evaluator should be sensitive to beliefs, manners and customs and act with integrity and honesty while interacting with stakeholders and beneficiaries. Furthermore, s/he should protect the anonymity and confidentiality of individual information. All participants should be informed about the context and purpose of the evaluation, as well as about the confidentiality of the information shared.

The evaluator is allowed to use documents and information provided **only** for the tasks related to these terms of reference.

X. Deliverables, including structure of the evaluation report

As described in the last column of the matrix in “Work Plan of the evaluation”, the expected deliverables are the following:

- Inception report - to be delivered 10 working days from the start of the contract;
- Data collection and analysis tools - to be delivered 20 working days from the start of the contract;
- Draft report to be sent for independent review - to be delivered 45 working days from the start of the contract;
- Final report to be delivered 50 working days from the start of the contract.

Report structure. The Evaluation Report should comply with UNICEF Evaluation Report Standards¹⁴. Its quality will be assessed through UNICEF Global Evaluation Reports Oversight System on the basis of these standards.

The report should include:

- Executive summary
- Description of the object of the evaluation (including theory of change and relevant information)
- Purpose of the evaluation, evaluation scope, objectives and criteria
- Description of the evaluation methodology (including evaluability assessment, limitations and ethical issues)
- Findings broken down by strategy and evaluation criteria
- Overall analysis of all the strategies as a package within the Country Programme

¹³ UNEG Guidelines <http://www.uneval.org/document/detail/102>

¹⁴ http://www.unicef.org/evaldatabase/files/UNICEF_Eval_Report_Standards.pdf

- Conclusions and lessons learned
- Recommendations
- Annexes, including: Terms of Reference, data collection tools and other relevant information.

XI. Description of official travel involved

Official travel will be required in regard to the data collection phase. The selected candidate must undertake the on-line Basic Security in the Field training (to be provided by UNICEF).

Travel related costs will be specified in the Consultancy contract as per UNICEF rules and regulations. Agreed travel costs in a signed contract are not negotiable. The contractor is responsible for assuming costs for obtaining visas and travel insurance. Travel paid for by UNICEF shall be based on economy class travel, regardless of the length of travel.

Costs for accommodation, meals and incidentals shall not exceed applicable daily subsistence allowance (DSA) rates, as promulgated by the International Civil Service Commission (ICSC).

XII. UNICEF support and logistics

UNICEF will facilitate access and provide all required information, documentation and evidence, including reports, studies and surveys, official statistics etc.

During in-country mission the consultant will be assisted with logistics related to the assignment, will be provided with office space, vehicle for site visits and official meetings, logistic support for meetings, translation and VISA procedures (as needed). Laptops or computers will not be provided.

XIII. Financial proposal and payment modality

The financial proposal shall specify separately the daily and summary consultancy fee requested for the tasks described in the current ToR. Travel costs for one in-country missions needs to be specified as a separate budget line, as requested in **Template for financial proposal (attached)**.

Best value for money principle will be taken into consideration under final selection.

The payment will be done based on the deliverables as follow:

- 30% will be paid upon submission of the Inception Report;
- 40% will be paid upon presentation of the Draft report;
- 30% will be paid upon submission of the Final report and Power Point presentation;

XIV. Selection criteria

The candidate is expected to submit a Technical proposal according to the attached template (Annex B) reflecting relevant experience with similar type of assignments, proposed approach and methodology, implementation and management plan, risk and assumptions, including ethical considerations and mitigation plan.

Technical evaluation will be performed through a desk review of applications, and if necessary, may be supplemented by an interview. The selection will be based on the principle of “best value for money” among the technically qualified candidates.

Technical evaluation will be done based on the following criteria:

Technical Criteria	Technical Sub-criteria	Maximum Points
Overall Response	Understanding of scope, objectives and completeness of work assignments;	5
	Understanding of, and responsiveness to requirements;	5
	Overall concord between the requirements and the proposal;	10
Sub-Total		20
Qualifications and experience	Advanced university degree in a relevant field of social sciences	5
	Range and depth of experience with similar evaluations and contracts	10
	Previous relevant experience of working with UNICEF or other UN agencies	5
	Excellent writing skills in English	5
Sub-Total		25
Proposed methodology and approach	Quality of proposed design and methodology and extent of alignment with requirements	10
	Quality of proposed implementation/management plan (how, who, what, where, when)	10
	Recognition of direct/peripheral risks/ problems, including ethical considerations and mitigation plan to prevent and manage these	5
Sub-Total		25
Total Maximum	(minimum score for technical qualification: 50 points)	70

The total amount of points to be allocated for the price component is 30. The maximum number of points (30) will be allotted to the lowest price proposal of a technically qualified offer. Points for other offers will be calculated as **Points (x) = (lowest offer/ offer x) * 30**.

XV. Copyrights & utilization rights

The copyright and the right of utilization of all the materials will belong to UNICEF Moldova.

XVI. Remarks and reservations

UNICEF reserves the right to withhold all or a portion of payment if performance is unsatisfactory, if work/outputs are incomplete, not delivered or in case of failure to meet deadlines.

In case of unsatisfactory performance, the contract will be terminated by notification letter sent 5 days prior to termination. In the meantime, UNICEF will initiate another selection in order to identify an appropriate candidate. The contractor's fee is contingent upon approval of deliverables by UNICEF.

Annex A. List of documents

1. Background / situation monitoring sources:

- CRC Concluding Observations on Moldova (2009)
http://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CRC%2fC%2fMDA%2fCO%2f3&Lang=en

- CRC State Party's report (2016)
http://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CRC%2fC%2fMDA%2f4-5&Lang=en
http://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=INT%2fCRC%2fADR%2fMDA%2f23885&Lang=en
- CEDAW Concluding Observations (2013) http://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CEDAW%2fC%2fMDA%2fCO%2f4-5&Lang=en
- CRPD reporting http://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CRPD%2fC%2fMDA%2f1&Lang=en
- Moldova 2020 (National Strategy of the Government of Moldova) http://particip.gov.md/public/files/Moldova_2020_ENG1.pdf
- Universal Periodic Review Report on Moldova (2011 and 2016)
<http://www.ohchr.org/EN/HRBodies/UPR/PAGES/MDSession12.aspx>
- Situation Analysis of Children in Moldova (UNICEF, 2011 and 2015 MTR, Working version of the SitAn 2016) http://www.unicef.org/moldova/Raport_ENG.pdf

2. UNICEF/UN Planning and programme monitoring sources:

- Country Programme Document 2013-2017 (Government of Moldova, UNICEF, 2012)
http://www.unicef.org/about/execboard/files/Moldova-2013-2017-final_approved-English-14Sept2012.pdf
- Summary Result Matrix of the CPD 2013-2017
http://www.unicef.org/about/execboard/files/MOLDOVA_SRM_OSEB.pdf
- Country Office Annual Reports
http://www.unicef.org/about/annualreport/files/Moldova_COAR_2013.pdf
http://www.unicef.org/about/annualreport/files/Moldova_Annual_Report_2014.pdf
http://www.unicef.org/about/annualreport/files/Moldova_2015_COAR.pdf
- RKLA strategy documents (will be provided to the contractor once selected)
- 2015 Mid-Term Review Theory of Change for Adolescents, Health and Child Protection domains are available and will be provided to contractor once selected
- UN Partnership Framework 2013-2017 (Government of Moldova, UN, 2012) http://md.one.un.org/content/dam/unct/moldova/docs/pub/strateg/United_Nations_Republic_of_Moldova_Partnership_Framework.pdf
http://md.one.un.org/content/dam/unct/moldova/docs/UNPF_Action_Plan_2013_2017.pdf
- UN Partnership Framework Mid Term Review (MTR) Report (UN, Government of Moldova, 2015)
http://md.one.un.org/content/dam/unct/moldova/docs/pub/strateg/Final_Report_UNPF_Moldova_2013-2017_Mid-Term_Review.pdf

Annex B. Technical Proposal template

INDIVIDUAL CONSULTANT FOR _____

Name of the Bidder:

Address:

Contact no.:

Email address:

Date:

TECHNICAL PROPOSAL

1. Relevant experience with similar type of assignments (max 200 words)
2. Proposed Approach and Methodology
3. Proposed Implementation and Management plan
4. Risks and assumptions, including ethical considerations and mitigation plan (max 200 words)

Appendix: Short Sample of previous work

ANNEX 2 – PRIMARY DATA COLLECTION METHODS

Key informants	Method	Tool	Brief description/Notes
UNICEF CO management and relevant staff	Face-to-face in-depth interview	Interview guide	Representative; Deputy Representative; Education, Health, Child Protection, Youth & Adolescent Development Specialists/Officers and assistants; M&E Officer; Communication Officer; Operations Officer
Senior Government officials (State Chancellery/ NCCRP, MoH, MoLSP, MoJ, MoE, MoYS, Ministry of Finance); senior staff of agencies (National Bureau of Statistics, Institute for Educational Sciences); Ombudsman for Children's Rights; Parliament	Face-to-face in-depth interview	Interview guide	Individual or small-group interviews, as the case
Donors/International development partners (EU Delegation, World Bank, SDC)	Face-to-face in-depth interview	Interview guide	Representatives of organisations which provided funding or partnered with UNICEF for the implementation of CPC interventions, joint advocacy, policy dialogue, etc.
UN agencies	Round table	Round table discussion topics	Representatives of UN agencies which partnered with UNICEF for the implementation of CPC
CSOs and think tanks	Round table	Round table discussion topics	Representatives of relevant CSOs and coalitions/federations of CSOs and think tanks which cooperated with UNICEF as implementing partners or in joint advocacy actions
Media	Round table	Round table discussion topics	Representatives of media which benefited of UNICEF support with the current CPC or cooperated with UNICEF in joint advocacy actions/ information campaigns
Adolescents group	Focus group	Focus group guide	In Chisinau. 6-8 participants, representing the rights-holders
Parents/caregivers of CwD	Focus group	Focus group guide	In Chisinau. 6-8 parents/caregivers, members of parents' associations
<i>De facto</i> authorities in the Transnistrian region	Face-to-face in-depth interview	Interview guide	In Tiraspol. Small-group interviews with representatives of <i>de facto</i> authorities in the area of health, statistics, etc.
Representatives of local authorities and service providers in a beneficiary Roma densely-populated community	Face-to-face in-depth interview	Interview guide	In a Roma community. Individual or small-group interviews, as the case, with representatives of local authorities and service providers (education, health, child protection, etc.)
Roma parents/caregivers in a beneficiary Roma densely-populated community	Focus group	Focus group guide	In a Roma community. 6-8 Roma parents/caregivers whose children benefitted of interventions under CPC (e.g.education, health, etc.)

ANNEX 3 – EVALUATION MATRIX

Evaluation Questions (EQ)		Indicators/Descriptors	Data Collection Methods	Sources of information
RELEVANCE: alignment of CPC interventions to Moldova’s national priorities, international commitments and needs of rights-holders				
EQ1	To what extent was the CPC aligned with the country priorities and addressed key development issues, their underlying causes and challenges?	<p>Evidence of consistency between the outcomes and specific interventions of CPC <u>and</u> the national priorities and targets identified in the Situation Analysis and country policy papers and strategies (NDS ‘Moldova 2020’, Strategy on child protection for 2014-2020, ‘Education 2020’, Justice Sector Reform Strategy 2011-2016, National Health Policy 2007-2021)</p> <p>Common understanding amongst stakeholders about the expected and actual links between CPC results and selected national priorities</p> <p>Stakeholders can identify actual or potential areas of divergence between the national strategies and CPC results and strategies</p>	<p>Mapping of situation and contextual analyses Documentary review focused on links between the Situation Analysis, key national strategies and CPC results matrix; minutes/ reports of strategic planning consultation events</p> <p>Interviews</p> <p>Round tables</p>	<p>Reference materials for evaluation</p> <p>UNICEF Government / Agencies Parliament, Ombudsman Donors/International development partners</p> <p>UN agencies, CSO/think tanks</p>
EQ2	Has CPC been relevant in terms of European and internationally agreed goals and commitments, norms and standards guiding the work of UNICEF in Moldova and the Government?	<p>Stakeholders confirm that CPC was used by UNICEF and Government in planning their activities, setting goals and in cooperation</p> <p>Clear identification of specific issues and recommendations from treaty body reports, MDG reports and EU annual progress reports in CPC results matrix and implementation strategies</p> <p>Stakeholders can identify specific results, strategies from cooperation related to issues and recommendations from treaty body reports, MDG reports and EU annual progress reports</p> <p>Stakeholders can identify actual or potential areas of divergence between recommendations from treaty bodies and EU, and results and strategies of CPC</p>	<p>Documentary review and structured desk analysis focused on relevant treaty body reports, concluding observations and recommendations, MDG reports, EU progress reports and linkages with CPC results matrix</p> <p>Interviews</p> <p>Round tables</p>	<p>Reference materials for evaluation</p> <p>UNICEF Government / Agencies Parliament, Ombudsman Donors/International development partners</p> <p>UN agencies, CSO/think tanks</p>

Evaluation Questions (EQ)	Indicators/Descriptors	Data Collection Methods	Sources of information
EQ3	<p>What was the relevance of CPC in relation to UNPF 2013-2017, UNICEF Strategic Plan (SP), Regional Knowledge and Leadership Agenda (RKLA)</p>	<p>Evidence of consistency between the outcomes and specific interventions of CPC and the priorities of UNPF, SP and RKLA</p> <p>Stakeholders can identify areas of convergence/divergence between the CPC and the respective documents</p>	<p>Documentary review and structured desk analysis focused on linkages between the CPC and the respective global and regional priorities as well as framework document for UN assistance to Moldova during 2013-2017</p> <p>Interviews</p> <p>Reference materials for evaluation</p> <p>UNICEF (CO and Regional Office)</p>
EQ4	<p>Has the CPC and its interventions preserved their relevance in time?</p>	<p>Evidence that:</p> <ul style="list-style-type: none"> – CPC strategies were adjusted to respond to emerging needs and adapt to evolving socio-economic and institutional situation in the country – CPC is relevant for new legislation, policies, strategies adopted after 2013 – Results matrix of CPC is sufficiently flexible to respond to new opportunities and challenges that arose during the CPC lifetime and to inform reallocation of resources to achieve the desired outcomes <p>Stakeholders can provide examples of how UNICEF has adapted its strategies to keep CRC relevant in time and respond to emerging needs</p>	<p>Structured desk analysis of UNICEF annual reports, Results matrix and reallocation of resources before and after MTR 2015</p> <p>Documentary review of new legislation, policies, strategies adopted after 2013 and CPC provisions</p> <p>Interviews</p> <p>Reference materials for evaluation</p> <p>UNICEF Government / Agencies Parliament, Ombudsman Donors/International development partners</p>
EQ5	<p>To what extent was the CPC strategy relevant for and aligned with the needs of children, especially the most vulnerable, and their parents?</p>	<p>Level of adequacy of CPC and its implementation strategies to needs of vulnerable children and their families identified in reliable assessments, studies, reviews of poverty, social exclusion, vulnerability and deprivation in Moldova</p> <p>Examples of CPC interventions tailored to the specific needs of most vulnerable children</p> <p>Evidence of consistency between needs and priorities of most marginalised children and adolescents, the strategies used by the CPC to deliver results and the overarching principles of participation, equity, anti-discrimination, gender equality and progressive realisation of children's rights</p> <p>Presence of equity, HRBA and gender equality as cross-cutting issues within the CPD, implementation strategies of CPC, accountability (results) frameworks (including indicators) and reporting</p>	<p>Documentary review and structured desk analysis focused on the links between the analytical literature, CPC results matrix and implementation strategies, and human rights principles</p> <p>Interviews</p> <p>Focus groups</p> <p>Round tables</p> <p>Reference materials for evaluation</p> <p>UNICEF Government / Agencies Ombudsman Local authorities (during site visits) Donors/International development partners</p> <p>Adolescents Parents/caregivers (CwD, Roma)</p> <p>UN agencies, CSO/ think tanks, media Local service providers (during site visits)</p>

Evaluation Questions (EQ)	Indicators/Descriptors	Data Collection Methods	Sources of information
EFFECTIVENESS: the extent to which CPC interventions attained planned objectives			
EQ6	<p>What is the achievement level of planned results compared to stated objectives?</p>	<p>Objective comparison of actual outputs achieved against the set targets, including consideration of annual adjustments</p> <p>The outputs produced the intended outcomes (quantitative and qualitative)</p> <p>Intended outcomes (i) have been achieved, (ii) have been partially achieved (in which areas) or (iii) have not been achieved to date</p>	<p>Documentary review focused on MTR, annual reviews and progress reports</p> <p>Mapping of results against the Results Matrix of the CPC and associated interventions, based on internal M&E systems and data at national level</p> <p>Interviews</p> <p>Focus groups</p> <p>Round tables</p> <p>Reference materials for evaluation</p> <p>UNICEF Government / Agencies Donors/International development partners Local authorities (during site visits)</p> <p>Adolescents Parents/caregivers</p> <p>CSOs/think tanks UN agencies Local service providers (during site visits)</p>
EQ7	<p>To what extent did the CPC interventions contribute to reducing bottlenecks and barriers in the realisation of children's rights, especially the most vulnerable ones?</p>	<p>Bottlenecks and barriers identified and analysed in relation to their impact on the realisation of children's rights</p> <p>Employment of risk prevention and mitigation strategies: timeliness, relevance and effectiveness</p> <p>Evidence of measures taken to cope with barriers and overcome challenges and bottlenecks upon the realisation of children's rights, in particular of vulnerable children (CwD, Roma, children left behind, poor children)</p> <p>Evidence of successful/ unsuccessful effects of mitigation measures and strategies</p>	<p>Mapping of bottlenecks and barriers</p> <p>Documentary review focused on available determinant analyses, MTR, annual reviews and progress reports, evaluation reports</p> <p>Mapping of risk analyses and mitigation strategies</p> <p>Interviews</p> <p>Focus groups</p> <p>Round tables</p> <p>Reference materials for evaluation</p> <p>UNICEF (CO and Regional Office) Government / Agencies Parliament, Ombudsman Donors/International development partners Local authorities (during site visits)</p> <p>Parents/caregivers</p> <p>CSOs/think tanks, media UN agencies Local service providers (during site visits)</p>

Evaluation Questions (EQ)		Indicators/Descriptors	Data Collection Methods	Sources of information
EQ8	What were the main factors which contributed or hindered the achievement of CPC outcomes?	<p>Factors identified and rated as promoting or diminishing the effectiveness of the CPC</p> <p>Evidence of UNICEF of making good use of facilitating factors and country context (operating space) to achieve outputs and outcomes</p>	<p>Mapping of factors which promoted or impeded the progress against intended results for contribution analysis</p> <p>Documentary review focused on available determinant analyses, MTR, annual reviews and progress reports, risks and assumptions, risks analyses, evaluation reports</p> <p>Interviews</p> <p>Focus groups</p> <p>Round tables</p>	<p>Reference materials for evaluation</p> <p>UNICEF Government / Agencies Parliament, Ombudsman Donors/International development partners Local authorities (during site visits)</p> <p>Adolescents Parents/caregivers</p> <p>CSOs/think tanks, media UN agencies Local service providers (during site visits)</p>
EQ9	Has the implementation of CPC produced any additional, unplanned effect (positive or negative)?	<p>Evidence through examples of additional results/effects and their appraisal</p> <p>Effects (positive or negative) of identified results</p>	<p>Documentary review focused on MTR, progress reports and evaluation reports, third party researches, studies and assessments, data from CPC M&E systems</p> <p>Interviews</p> <p>Focus groups</p> <p>Round tables</p>	<p>Reference materials for evaluation</p> <p>UNICEF Government / Agencies Parliament, Ombudsman Donors/International development partners Local authorities (during site visits)</p> <p>Adolescents Parents/caregivers</p> <p>CSOs/think tanks, media UN agencies Local service providers (during site visits)</p>

Evaluation Questions (EQ)	Indicators/Descriptors	Data Collection Methods	Sources of information	
EFFICIENCY: resource allocations for CPC interventions relative to the results generated, value for money, timeliness of interventions				
EQ10	<p>How well has the implementation of the CPC interventions been managed? What monitoring, evaluation and reporting systems and tools have been used and how did they contribute to the CPC management process?</p>	<p>Management of the CPC ensured timeliness and quality of outputs and efficient use of resources</p> <p>Chosen management and implementation modalities are in line with best practices of other UNICEF or donors' interventions</p> <p>Evidence that chosen management modalities provided for needed efficiency, timely delivery and adaptation/flexibility in CPC implementation</p> <p>Examples of management intervention for overcoming barriers and constraints in CPC implementation</p> <p>Stakeholder perceptions about the efficiency of the overall CPC management</p>	<p>Document review and system analysis focused on the CPC management, monitoring and quality assurance arrangements and responsibilities, Systematic data review, particularly of UNICEF M&E systems and data</p> <p>Interviews</p> <p>Round tables</p>	<p>Reference materials for evaluation</p> <p>UNICEF Government / Agencies Donors/International development partners</p> <p>CSOs/think tanks, media UN agencies Local service providers (during site visits)</p>
EQ11	<p>Did the CPC adequately used RBM in its design to ensure that it is a results-oriented, realistic, focused and evaluable framework? To what extent RBM has improved the efficiency of the CPC?</p>	<p>Assessment of the CPC Results Matrix against UNDG guidelines and SMART criteria (before and after MTR)</p> <p>The CPC includes clearly identified outcomes and outputs which form a logical chain of results according to RBM methodology</p> <p>Intended results are realistic for the CPC timeframe, resources and planned country interventions</p> <p>The CPC is easy to monitor and it is evaluable. SMART indicators are assigned to each outcome and output</p> <p>Indicators, baselines, and performance targets sufficient for assessing progress during implementation</p>	<p>Documentary review and analysis of the design of the CPCF Results Matrix and its use for annual reviews, MTR and progress reporting</p> <p>Interviews</p>	<p>Reference materials for evaluation</p> <p>UNICEF Government</p>

Evaluation Questions (EQ)		Indicators/Descriptors	Data Collection Methods	Sources of information
EQ12	<p>To what extent were the following UNICEF strategies particularly efficient to achieve the intended results of the CPC? Have they been coherently linked to each other (both at national and sub-national levels)?</p> <ul style="list-style-type: none"> • Evidence-based policy dialogue and advocacy; • Strategic partnerships and resource leveraging; • Capacity development; • Communication for development; • Knowledge management; • Modelling/ piloting. 	<p>Effects of UNICEF policy dialogue, advocacy and communication around key national policies and child rights issues addressed by the CPC</p> <p>Availability of independent assessments and studies supported by UNICEF within the framework of the CPC on the functioning of child rights guarantee systems, the progressive realisation of child rights and the reduction in equity gaps in child well-being</p> <p>Stakeholders can provide concrete examples of how the capacity development of duty-bearers and knowledge management speeded up reforms in the protection and realisation of children’s rights and improved the overall legal, policy and institutional framework and service delivery for the most needy</p> <p>The CPC brought together various stakeholders (government, civil society, international development partners, etc.) to enhance public debate, participation, synergy and coherent action around equity and child rights</p> <p>The CPC has been adequately and timely resourced</p> <p>Examples of models of services/ practices/systems which were developed, tested, disseminated and scaled-up (or likely to be scaled-up), demonstrating how the education, health, child protection systems could meaningfully evolve to reduce equity gaps and children’s rights violations (nationally and in the CEE/CIS region)</p>	<p>Documentary review and structured desk analysis focused on implementation strategies, MTR, annual progress reports, internal monitoring systems; fund raising strategy; materials for communication campaigns; independent evaluations, studies and assessments; policy papers</p> <p>Mapping of relevant stakeholders’ programmes</p> <p>Interviews</p> <p>Round tables</p>	<p>Reference materials for evaluation</p> <p>UNICEF (CO + Regional Office)</p> <p>Government / Agencies</p> <p>Parliament, Ombudsman</p> <p>Local authorities (during site visits)</p> <p>Donors/International development partners</p> <p>UN agencies, CSO/ think tanks, media</p> <p>Local service providers (during site visits)</p>

Evaluation Questions (EQ)		Indicators/Descriptors	Data Collection Methods	Sources of information
EQ13	Have the CPC results been achieved at reasonably low/ lowest possible cost? Were resources used appropriately?	<p>Outcome budgets are broadly in line with scale and scope of expected results</p> <p>Expected vs. actual performance in resource mobilisation</p> <p>UNICEF annual work planning process is aligned with the national budget process to generate greater coherence in programme design and delivery</p> <p>Perceptions about costs vs. benefits of CPC results and the efficiency of implementation modalities used (avoiding waste and duplication)</p> <p>Perceptions about the financial costs of UNICEF programmatic assistance vs. those of other international partners</p>	<p>Document review focused on the CPC budget, annual changes through work plans, financial analysis and delivery rates for the two outcomes from programme reviews and progress reports</p> <p>Interviews</p>	<p>Reference materials for evaluation</p> <p>UNICEF Government Donors/International development partners</p>
EQ14	To what extent and how has the implementation strategies of CPC contributed to achieving better synergies, avoiding overlaps and incoherences with the strategies applied by other development partners?	<p>Triangulation of perceptions about the CPC as a framework for greater coherence and collaboration by UNICEF and Government partners</p> <p>Efficiency gains achieved through synergy (concerted efforts to optimise results and avoid duplication)</p> <p>Examples of cross-practice collaboration and cross-agency harmonization and programme and policy coherence</p> <p>CPC was used by the Government to inform sector plans and strategies (links between the CPC results and strategies and relevant Government sector plans and strategies)</p>	<p>Documentary review focused on the joint annual work plans and Government sector plans and strategies, minutes of coordination meetings, reviews, progress reports and evaluations</p> <p>Stakeholder mapping</p> <p>Interviews</p>	<p>Reference materials for evaluation</p> <p>Government Donors/International development partners</p>
EQ15	How well did UNICEF use partnerships to improve its performance and attain the intended results of CPC and ensure sustainability?	<p>Evidence that CPC promoted effective partnerships and strategic alliances around its main outcome areas and national development goals (e.g. within the government, national partners, donors and other international development partners)</p> <p>Stakeholders consider partnerships established for the implementation of the CPC to be both an essential prerequisite and modality of achieving successful results</p> <p>Stakeholders are able to provide examples of successful results obtained through partnerships</p>	<p>Documentary review focused on the CPC-related partnership agreements, donor reports, joint projects reports</p> <p>Stakeholder mapping</p> <p>Interviews</p> <p>Round tables</p>	<p>Reference materials for evaluation</p> <p>UNICEF Government / Agencies Donors/International development partners representatives</p> <p>CSO/think tanks, media UN agencies</p>

Evaluation Questions (EQ)	Indicators/Descriptors	Data Collection Methods	Sources of information	
IMPACT: potential positive and negative, primary and secondary long-term effects produced by the CPC interventions, directly or indirectly, intended or unintended.				
EQ16	<p>To what extent the CPC interventions have influenced concrete changes in relevant national indicators at the upper level in the hierarchy of change/ ToC?</p>	<p>Positive trends in national indicators and targets related to education, health, social protection and welfare of children and their families</p> <p>Plausible evidence that CPC results have made a positive contribution to national priorities and change in national indicators, with emphasis on policies and targets related to children’s rights, especially of the most vulnerable ones</p> <p>Stakeholders at both the strategic and programmatic levels can offer examples of for how institutional and/ or behavioural changes resulting from CPC have influenced concrete changes in national development situation and indicators</p>	<p>Mapping of trends in national indicators and targets</p> <p>Documentary review focused on MTR, annual reviews and progress reports of CPC; reviews of national strategies and assessments; progress reports of state party on Association Agreement; annual EU progress reports; contribution of CPC results and strategies to national development priorities and indicators</p> <p>Interviews</p>	<p>Reference materials for evaluation</p> <p>UNICEF Government / National Bureau of Statistics Parliament Child Rights Advocate (Ombudsman) Donors/International development partners</p>
EQ17	<p>To what extent and how have children and their families, in particular the most vulnerable and worst-off, benefited from the results produced by CPC? How has the CPC impacted their lives/well-being and reduced equity gaps?</p>	<p>Credible contribution of the CPC to wider development result for children and progressive realisation of children’s rights (none/ modest/ significant)</p> <p>Stakeholders can provide evidence of reduced equity gaps with contribution from the CPC</p> <p>Consulted parents/caregivers and adolescents can provide examples of positive effects and benefits of the CPC interventions on targeted groups, in particular of the most vulnerable</p>	<p>Mapping of progress against recommendations from treaty bodies</p> <p>Documentary review and structured desk analysis focused on MTR, annual reviews and progress reports of CPC; reports of state party to treaty bodies; independent evaluations of results stemming from the implementation of national strategies supported by UNICEF</p> <p>Interviews</p> <p>Focus groups</p> <p>Round tables</p>	<p>Reference materials for evaluation</p> <p>UNICEF Government / National Bureau of Statistics Parliament Child Rights Advocate (Ombudsman) Donors/International development partners De facto authorities in the Transnistrian region (during site visit)</p> <p>Adolescents Parents/caregivers (CwD, Roma children)</p> <p>CSOs/think tanks and media UN agencies Local service providers (during site visits)</p>

Evaluation Questions (EQ)	Indicators/Descriptors	Data Collection Methods	Sources of information
SUSTAINABILITY: extent to which the benefits (results) from CPC are likely to continue beyond the 2013-2017 programme cycle			
EQ18	<p>What measures has UNICEF undertaken to ensure that results to which it contributed are not lost?</p>	<p>Evidence of exit strategies and measures undertaken by UNICEF to ensure ownership and sustainability of results (legal/policy, financial and institutional/capacities)</p> <p>Ensuring sustainability is a subject matter regularly discussed by the UNICEF, State Chancellery and line ministries</p> <p>Risks to the sustainability of CPC intervention have been identified and addressed</p>	<p>Documentary review focused on exit strategies, minutes of meetings between UNCT and Moldovan counterparts, mapping of risks and systemic barriers to sustainability, risks mitigation strategies</p> <p>Interviews</p> <p>Focus groups</p> <p>Round tables</p> <p>Reference materials for evaluation</p> <p>UNICEF Government / Agencies Parliament Donors/International development partners Local authorities (during site visits)</p> <p>Adolescents Parents/caregivers</p> <p>CSOs/think tanks UN agencies Local service providers (during site visits)</p>
EQ19	<p>To what extent are the results (benefits) from the CPC sustainable or likely to be maintained over time?</p>	<p>Evidence of:</p> <ul style="list-style-type: none"> a. Concrete changes in national laws, policies, regulations, and plans that can sustain CPC results and strategies b. Scaling-up of pilot interventions c. Adoption of major lessons and good practices that led to changes in the strategic and organisational direction of the Government d. Additional allocations of national budget and/or other donor resources e. Institutional capacity in place to sustain levels of achievement or a strategy/plan exists to indicate how it will be developed and funded <p>Triangulation of perceptions about the sustainability of CPC results/benefits</p> <p>Stakeholders at both the strategic and programmatic levels can offer examples of ways the Moldovan institutions are sustaining programmatic results</p>	<p>Document review focused on legal, policy and institutional framework in place that will help to sustain CPC results/benefits</p> <p>Interviews</p> <p>Round tables</p> <p>Reference materials for evaluation</p> <p>UNICEF Government Donors/International development partners Local authorities (during site visits)</p> <p>CSOs/think tanks UN agencies Local service providers (during site visits)</p>

ANNEX 4 – PRIMARY DATA COLLECTION TOOLS

General methodological notes:

Each interview, focus group and round table will start with the presentation of the evaluator (International Consultant) and of the evaluation objectives, followed by the presentation of the interlocutors. Whenever necessary, a brief presentation of the CPC will be also done.

The evaluator will confirm the interviewees that participation in the evaluation is voluntary and that their opinions will be confidential and presented in the report in an anonymous manner. They will be also reminded that they could withdraw anytime during the interview, focus group or round table without any obligation to explain the reasons.

The questions will be sent in advance to the people who are going to be interviewed. Interviews will last 1-1.5 hours each and will take place in Chisinau, in Tiraspol and in the selected Roma community, as the case.

The participants in focus groups and round tables will be briefed in advance about the major topics to be discussed during the meeting. The focus groups will be composed of around 6-8 people, while at the round table up to 10 participants are welcome. They will last around 1.5-2 hours each.

At the end of interviews, focus groups and round tables, the evaluator will thank the participants for their time and feedback.

In line with standard evaluation practices, the interviews, focus groups and round tables will be attended only by the evaluator, the interpreter (as the case) and the interviewed people.

Interview Guide for UNICEF country office

(management; education, health, child protection teams; M&E officer; Operations officer; Communication officer – multiple interviews; questions will be adapted for each interviewee)

1. What strategic needs and priorities of the country have been addressed by the CPC? To what extent the inclusion of a specific chapter on rights of children in the EU Association Agreement is due to UNICEF advocacy and policy dialogue?
2. What are the major achievements of the CPC that you are most proud of? What was the most challenging in achieving these results? Are there any unplanned effects of the CPC?
3. UNICEF has used various strategies to implement the CPC and attain its planned results. Which of them worked better (were more effective), where and why? Would you use different strategies for the implementation of the CP 2018-2022?
4. UNICEF has supported plenty of capacity building initiatives for national and local stakeholders. Could you please give some concrete examples of the impact of these initiatives? How have you assessed it?
5. How would you assess the cost-effectiveness of interventions under CPC? (as such and compared to similar interventions implemented by other development partners)
6. How satisfied are you with the overall CPC management and implementation i.e. coherence between CPC components, consistency between different strategies applied at sub-national level, timelines, efficiency in utilization of financial and human resources, procurement, performance of implementing partners, results-based monitoring, risks mitigation?

7. What strategies has UNICEF used for funds mobilisation, given the large gap in the intended CPC resourcing between regular and other resources (CPD, page 8)? Have they been successful?
8. How would you describe UNICEF's cooperation with line ministries (MoLSP, MoH, MoE, MoJ, MoYS, MoF) and National Council for Child Protection? What about cooperation with stakeholders at community level (LPAs, service providers, NGOs, citizens)? What went well? What could have been done better?
9. What difference has the CPC 2013-2017 for vulnerable children and their parents/caregivers, in particular CwD, Roma children, children from poorest quintile and children left behind, in terms of: a) access to services; b) learning and development outcomes for children; c) youth and parents' empowerment; d) reducing equity gaps; e) increased state allocation of human and financial resources for child rights?; f) changing/challenging negative social norms?
10. Looking ahead, which of the achievements of the CPC to date are likely to be sustained or expanded without further external support? Which of them will require further support? What measures have you taken to ensure sustainability (capacity building of duty-bearers, institutional, financial, policy/legal, scaling-up of models, etc.)? What are the favouring/blocking factors?
11. In your opinion, which are the top three priorities for the progressive realisation of children's rights in Moldova that needs to be addressed in the coming years? What would be the role of UNICEF in addressing these needs?

Interview Guide for UNICEF Regional Office (Regional Advisors)

1. What was the role of the Regional Office in the planning, implementation and monitoring of CPC 2013-2017 in Moldova? What was the most challenging? Did you have any role in funds mobilization?
2. In your opinion, to what extent is the CPC aligned with corporate UNICEF Strategic Plan, Regional Knowledge and Leadership Agenda (RKLA), Core Commitments for Children in Humanitarian Action? Please provide some concrete examples.
3. To the best of your knowledge, what are the major achievements of the CPC 2013-2017?
4. Has the implementation of the CPC in Moldova provided useful lessons learnt and good practices? If yes, which are these and what is their transferability potential region-wide?
5. UNICEF CO has used various strategies to implement the CPC. Have other UNICEF COs in the region applied more effective strategies that could be used in the Moldovan context as well?
6. The CPC 2013-2017 has been implemented in a challenging context which remains complex, sensitive and unpredictable. Based on your experience in the CEE/CIS region, how could such contextual risks be mitigated to limit damage and progress towards planned targets?
7. In your opinion, which are the top three priorities for the progressive realisation of children's rights in Moldova that needs to be addressed in the coming years? What would be the role of UNICEF in addressing these needs?

Interview Guide for Government, public agencies, Ombudsman and Parliament (State Chancellery/NCCRP, Ministry of Education, Ministry of Health, Ministry of Labour, Social Protection and Family, Ministry of Justice, Ministry of Youth and Sport, Ministry of Finance, National Centre of Public Health, National Centre for Reproductive Health, Institute of Mother and Child Health, National Bureau of Statistics, Institute for Educational Sciences, Ombudsman, Parliament)

1. In your view, to what extent is the Country Programme of Cooperation (CPC) between UNICEF and the Government of Moldova 2013-2017 aligned with country priorities and international commitments? What needs of children and parents/caregivers has the CPC addressed?
2. What was the role of your organisation in the implementation of the CPC?
3. What are the major achievements of the work of your organisation within the framework of the CPC? What was the most challenging in achieving these results? Are there any unplanned effects that you are aware of?
4. Looking ahead, which of these achievements are likely to be sustained or expanded without further external support (including scaling up of successful models)? Which of them would require further support?
5. What is your opinion concerning the efficiency of support provided by UNICEF since 2013 in your sector/area of work? (management, monitoring system, efficiency of resources utilization, cost-effectiveness, synergy with governmental programmes, usefulness of partnerships developed for the implementation of CPC, etc.)?
6. Has your institution benefitted of capacity building support from UNICEF (2013-to date)? If yes, could you please provide some concrete examples of the impact of these initiatives upon the performance of your institution and end beneficiaries?
7. Are you satisfied about the partnership with UNICEF? What went well? What could have been done better?
8. In your view, what is the comparative advantage of UNICEF compared to other international development partners active in the Republic of Moldova?
9. As far as you know, to what extent has the partnership with UNICEF contributed to improving the realisation of children's rights and the well-being of children and their families, in particular of the most vulnerable ones, in the Republic of Moldova? Do you have a system in place to monitor and measure the results of this cooperation/partnership?
10. According to your view, which are the top three priorities of the country for progressing the realisation of children's rights in the coming years? Do you see any particular role of UNICEF in addressing these needs?

**Interview Guide for donors/international development partners
(EU Delegation, SDC, World Bank, OSCE, Council of Europe,¹⁵)**

1. Please briefly describe your cooperation/partnership with UNICEF (2013 to date).
2. Are you satisfied with the partnership with UNICEF? What went well? What could have been done better? Please provide examples of successful/less successful results obtained through this partnership.
3. To what extent has the work of UNICEF been complementary to the work of your organisation? Were there any coordination meetings with UNICEF, the Government and other donors?
4. In your opinion, is UNICEF an efficient organisation? Please motivate your answer.
5. As far as you know, has the In your opinion, to what extent support provided by UNICEF has been relevant to the development priorities of Moldova and its European and international commitments?
6. To the best of your knowledge, which are the most significant achievements of UNICEF since 2013? Has UNICEF managed to influence any sustainable behavioural or institutional changes in Moldova?
7. In your opinion, what would be the areas where UNICEF could make a difference on mid-term?

¹⁵ Advice is expected from UNICEF CO for the final list of most relevant partners.

Interview Guide for local authorities and public service providers

(representatives of de facto authorities in the Transnistrian region and in a Roma densely-populated community in the area of education, health, child protection, statistics, etc.)

1. How do you see your role in the process of improving access of children, in particular of the most vulnerable ones, to basic services and development opportunities? (education, health, social protection, justice, as the case)
2. What are the measures taken by your institution to support the process of improving access and reducing equity gaps in your region/community? What challenges have you faced, if any?
3. Has UNICEF interventions in the region/community since 2013 supported your efforts? If yes, are you satisfied with the partnership with UNICEF? What went well? What could have been done better?
4. What do you think have been the biggest achievements due to UNICEF support in your region/community? Are vulnerable children and their families better off? Would it have been possible to achieve these changes (if any) without UNICEF's support?
5. Are the services set up/modernised with the support of UNICEF provided currently on a regular basis? Are they institutionalised? Who is covering the functioning costs?
6. Has your institution benefitted of capacity building support from UNICEF (2013-to date)? If yes, could you please provide some concrete examples of the impact of these initiatives upon the performance of your institution and end beneficiaries?
7. According to your view, which are the top three priorities of your region/community for progressing the realisation of children's rights in the coming years? Do you see any particular role of UNICEF in addressing these needs?

Guide for focus groups with parents/caregivers

(parents/caregivers of CwD who are members of Parents' associations; Roma parents/caregivers from a Roma community to be visited on site)

1. What were the pressing needs and challenges that you have daily faced several years ago? What about today?
2. What support services have you received in order to cope with these challenges? How did you learn about these services available in your community?
3. Have you encountered any difficulties in getting access (you, your children) to these support services?
4. Have you been satisfied with the quality of these services? Why?
5. What was the most tangible benefit to your child and family life that you would highlight as a result of benefitting from these services?
6. Would you recommend these services to other parents who are in a similar situation like you?
7. (additional question for parents/caregivers who benefitted of training, if the case) To what extent do you use the knowledge and skills acquired during the training in interacting with your child and in everyday life generally?
8. (additional question for parents of CwD who are members of parents' associations) What was the experience of your organisation of partnering with UNICEF? Any concrete impact on the lives of CwD resulted from this partnership?
9. What priority needs do you still have and how could be addressed in the future?

**Discussion topics for the Round table with UN agencies
(WHO, UN Women, UNDP, UNFPA, UNAIDS, UNODC, RCO, ILO)**

1. Partnership with UNICEF: objectives, major achievements, efficiency gains resulted from cooperation, critical challenges.
2. UNICEF strategies to implement the Country Programme of Cooperation 2013-2017: relevance and efficiency.
3. Areas in need of further support on mid-term: priorities, potential role of UNICEF, role of other partners.

**Discussion topics for the Round table with CSOs/think tanks and media
(representatives of CSOs and coalitions/federations of CSOs and think tanks, media; questions will be adapted to the respective group of participants i.e. CSOs/think tanks, respectively media)**

1. Civil society/Media in Moldova involved in the promotion of children's rights: interests, mandates, target groups, development maturity, challenges
2. Experience of working with UNICEF: a) as Implementing Partners; b) as direct beneficiaries of support; c) in joint advocacy; d) monitoring, oversight, reporting on children's rights.
3. Results of partnership with UNICEF: capacity building of duty-bearers; empowerment of children and parents; learning and development outcomes for children; reducing equity gaps; good practices in addressing the needs of the most vulnerable; changing social norms; awareness raising for tolerance building, etc.
4. Areas in need of further support on mid-term: priorities, potential role of UNICEF, role of CSOs/ media.

ANNEX 5 – DOCUMENTS CONSULTED DURING EVALUATION

- Association Agreement between the European Union and the Republic of Moldova, http://eeas.europa.eu/moldova/pdf/eu-md_aa-dcfta_en.pdf
- Committee on the Rights of Persons with Disabilities, List of issues in relation to the initial report of the Republic of Moldova, CRPD/C/MDA/Q/1, 29 April 2016
- Convention on the Rights of the Child (CRC), Concluding Observations: Republic of Moldova, CRC/C/MDA/CO/3, 20 February 2009
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- EUROSTAT (2016), “Young people neither in employment nor in education and training by sex, age and labour status (NEET rates)”, <http://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do>
- European Parliament (2016), “The frozen conflicts of the EU’s Eastern neighbourhood and their impact on the respect of human rights”, [http://www.europarl.europa.eu/RegData/etudes/STUD/2016/578001/EXPO_STU\(2016\)578001_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/STUD/2016/578001/EXPO_STU(2016)578001_EN.pdf)
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- UNICEF Strategic Plan 2014-2017
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- World Bank country overview, <http://www.worldbank.org/en/country/moldova/overview>
- World Bank (2014), "SABER teachers country report: Moldova 2014"

Country Programme documentation:

CPD; MTR 2015; Results Matrix (initial and revised); ToCs and determinant analyses; annual reports 2013-2016; progress monitoring documents; external communication matrixes and actions plans; portfolio of projects, programmes and other interventions; RWPs; financial status of expenses; independent evaluations; risk profile action plans; minutes of CMT meetings (selection 2013-2014); UNICEF supported studies and surveys; Strategy Note 2018-2022 (internal draft); relevant strategies, programmes and action plans; relevant legislation

Other internet resources:

- www.amp.gov.md
- <http://hdr.undp.org/>
- <http://www2.compareyourcountry.org/aid-statistics?cr=302&lg=en&page=1>
- www.statistica.md
- http://tbinternet.ohchr.org/_layouts/TreatyBodyExternal/Countries.aspx
- www.un.md/publicdocget/41/

ANNEX 6 – PEOPLE CONSULTED DURING EVALUATION

No.	Name	Position/Function	Institution/Organisation
UNICEF			
1.	Nune Mangasaryan	Representative	UNICEF CO
2.	Margarita Tileva	Deputy Representative	UNICEF CO
3.	Ludmila Lefter	Education Specialist	UNICEF CO
4.	Angela Capcelea	Health Officer	UNICEF CO
5.	Barbara Jamar	Chief Child Protection	UNICEF CO
6.	Sergiu Rusanovschi	Child Protection Officer	UNICEF CO
7.	Valentina Timina	Programme Assistant	UNICEF CO
8.	Maria Andronic	Operations Manager	UNICEF CO
9.	Angela Munteanu	Communication Officer	UNICEF CO
10.	Elena Laur	Monitoring and Evaluation Officer	UNICEF CO
11.	Alex Petrov	Youth and Adolescents Development Officer	UNICEF CO
12.	Lina Botnaru	Former Communication Officer	UNICEF CO
Ombudsman			
13.	Maia Banarescu	Ombudsman for Children's Rights	The People's Advocate Office
Ministries, other government bodies and state institutions			
14.	Corneliu Țăruș	Head of Directorate for Protection Policies of Family and Child Rights	Ministry of Labour, Social Protection and Family
15.	Raisa Ghilan	Deputy Head, Finances in Education, Culture and Science Directorate	Ministry of Finance
16.	Valentin Crudu	Head of Pre-university Education Directorate	Ministry of Education
17.	Valentina Chicu	former Head of Pre-university Education Directorate	Ministry of Education
18.	Galina Morari	Deputy Director of Department of Hospital Care	Ministry of Health
19.	Ion Donea	Head of Youth Directorate	Ministry of Youth and Sport
20.	Veronica Goinic	former Consultant, Legislation Directorate	Ministry of Justice
21.	Ala Negruta	Deputy Director General	National Bureau of Statistics
22.	Svetlana Mirca	Senior Consultant	The Permanent Secretariat of the National Council for Child Rights Protection
23.	Lilia Pogolsa	Director	Institute of Educational Sciences
24.	Nicolae Bucun	Scientific Director	Institute of Educational Sciences
De facto authorities in the Transnistrian region, Tiraspol			
25.	Alexandr Gonciar	<i>de facto</i> Deputy Minister	<i>de facto</i> Ministry of Health
26.	Natalia Slepaha	Director	Mother and Child Centre
27.	Angela Muntean	Head of Immunization Section	Sanitary-Epidemiological Centre
28.	Stepan Pinzari	Immunization Section	Sanitary-Epidemiological Centre
29.	Gheorghe Sclifos	Director	Sanitary-Epidemiological Centre

30.	Elena Bobkova	Director	NGO New Age, Independent Centre of Analytical Research
31.	Anastasia Bondarencu	Deputy Head of Department	<i>de facto</i> Ministry of Foreign Affairs
Roma community, education authorities			
32.	Nina Sterpu	Head of Directorate	Rayon Education Directorate Nisporeni
33.	Gheorghe Adam	Director	Vulcanesti school
34.	Simion Ibrian	History teacher	Vulcanesti school
35.	Tatiana Axente	Romanian language teacher, headmaster	Vulcanesti school
36.	Nina Axentii	Deputy Director	Gymnasium “Valeriu Dumbrava”, Cioresti
37.	Natalia Adam	Deputy Director	Gymnasium “Valeriu Dumbrava”, Cioresti
International development partners			
38.	Carolina Odobescu	Country Officer	World Bank, Moldova
39.	Andrea Guedes	Senior Operations Officer	World Bank, New York
40.	Mariana Moarcas	Senior Operations Officer	World Bank, Romania
41.	Lucia Casap	Operations Officer	World Bank, Moldova
42.	Corneliu Eftodi	Head of Programmes Department	UN Women
43.	Viaceslav Paladi	Programme Assistant	UNODC
44.	Marco Gemmer	Deputy Head of Operations Section	EU Delegation Moldova
45.	Iuliana Stratan	Programme Officer	EU Delegation Moldova
46.	Matthias Leicht-Miranda	Senior Programme Manager	Swiss Agency for Development and Cooperation SDC
47.	Valeriu Sava	National Programme Officer Health	Swiss Agency for Development and Cooperation SDC
CSOs, think tanks and media			
48.	Mariana Ianachevici	Board Member	Alliance of NGOs active in the field of Child and Family Social Protection (APSCF)
49.	Stela Vasluian	Secretary General	Alliance of NGOs active in the field of Child and Family Social Protection (APSCF)
50.	Cornelia Cozonac	Director, journalist	Investigative Journalism Centre
51.	Natalia Porubin	Project Coordinator, journalist	Investigative Journalism Centre
52.	Cornelia Cincilei	Director	Step by Step
53.	Natalia Zotea	Director	CNETIF
54.	Ala Marin	Director	Union of Young Roma from Moldova “Tarna Rom”
55.	Vitalie Dogaru	Journalist	Publika
56.	Sorina Obreja	Journalist	ProTV

Note: The list above does not include the participants in the focus group with adolescents and parents.

ANNEX 7 – POLICY DOCUMENTS, LEGISLATION AND TOOLS DEVELOPED WITH UNICEF SUPPORT (2013-2016)

Title of document	Type*	UNICEF support
Cross-cutting		
Chapter 27 “Cooperation in the protection and promotion of the rights of the child” of the EU-Moldova Association Agreement	PD	high level advocacy for introducing a specific chapter on child rights in the document
Strategy on Developing Parental Abilities and Competencies 2016-2022	PD	technical assistance for development; participation in working groups and consultations; advocacy for approval
Plan of Action for supporting the Roma population 2016-2020	P	advice/inputs for development; participation in working groups and consultations
Health		
Birth Weight and Age at Death Boxes for an Intervention and Evaluation System	T	advice/inputs for development
Antenatal Care Standards (Transnistrian region)	T	technical assistance for alignment to best international practices
Regulations on home visiting by nurses	L	advice/inputs for development
Guide for pregnant women	T	advice/inputs for drafting
Country Vaccine Procurement Action Plan	P	technical assistance for development
Standard Operating Procedures for efficient vaccine management were adopted	T	advice/inputs for development
Guidelines on Immunization for family doctors	T	advice/inputs for drafting
Guide on Communication with parents on immunization	T	advice/inputs for drafting
Child immunization leaflet: Information for loving parents	T	advice/inputs for drafting
Perinatal care and immunization programmes in the Transnistrian region	P	technical assistance for improvement (jointly with WHO)
Brochure Guide on safe traveling through adolescent life	T	advice/inputs for drafting
Strategy on Safe Sexual Behaviour	PD	advice/inputs for development (jointly with UNFPA)
Module for trainers in provision of HIV testing and counselling services for adolescents	T	advice/inputs for drafting
Guidelines for service providers on HIV counselling and testing of adolescents	T	advice/inputs for drafting
Legal framework on Youth Friendly Health Centre	L	advice/inputs for development
In-service curricula on YFHS was developed and integrated into the Medical University curricula	T	advice/inputs for drafting
Quality standards for Youth Friendly Health Centre	T	support for revision
Road map for adopting the International Classification of Functioning, Disability and Health for Children and Youth to assess child disability	T	technical assistance and advocacy for adoption
Regulations supporting early detection of developmental delays	L	technical assistance for development and advocacy for approval

Education		
Code of Education	L	inputs on the draft
National Strategy "Education 2020"	PD	advice/inputs for development
Education Decentralization Strategy	PD	inputs on the draft
Programme and Plan of Action for School Dropout Prevention	P	advice/inputs for development
Mentoring concept in pre-school education	T	advice/inputs for development and advocacy for approval
Child Friendly School Standards	T	advice/inputs for development
School Readiness Tool	T	advice/inputs for development
ELDS and professional standards for educators in preschool	T	advice/inputs for development and advocacy for approval
Social protection, child protection		
National Strategy for Child Protection 2014-2020	PD	advice/inputs for development; participation in working groups and consultations; advocacy for adoption
Action Plan for the implementation of the National Strategy for Child Protection 2014-2020	P	advice/inputs for development; participation in working groups and consultations
Law on social welfare	L	advice/inputs for development
Law on Special Protection for Children at Risk	L	advice/inputs for development and further amendment (guardianship provision for children left behind, measures against for violence and neglect); participation in working groups and consultations (jointly with other UN agencies)
Law on amending and supplementing certain acts in preventing and combating domestic violence	L	technical assistance for revision; participation in working groups and consultations (jointly with IOM)
Government decision setting the inter-sector referral mechanism on violence, neglect, exploitation and trafficking of children	L	advice/inputs for development; participation in working groups and consultations; advocacy for adoption (jointly with IOM)
Foster care regulations and minimum standards	L, T	evidence demonstrating the need for revision
Amendment of the Labour Code	L	advocacy for introducing a two-week paternity leave (jointly with ILO)
How to recognize an abuse? Teenagers	T	advice/inputs for drafting
Justice for children		
Amendment of the Penal Procedure Code	L	advice/inputs for introducing compulsory child-sensitive criminal interviewing procedures for children below 14 years of age
Amendment of the Penal Code	L	advice/inputs and advocacy for introducing two new articles in the foreseeing criminal accountability for parents who intentionally neglect their parental obligations
Training packages on justice for children	T	advice/inputs for drafting
Media		
Regulations on Effective Communication with Media	L	advice/inputs for development and advocacy for approval by the Ministry of Internal Affairs, MoLSPF, MoH, MoE
Methodology for monitoring child rights on TV	T	guidance for the Broadcasting Coordination Council (jointly with the Association of Independent Press)

*PD=policy document; L=law, by-law, regulation, etc.; P=Plan/Programme; T=tools (guidelines, standards, toolkits, curricula)

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