

**Terms of Reference**  
**End-of-the Project Evaluation**

**Position: Consultant or consultancy agency for conducting end-of-project evaluation**

**Place of work: Republic of Moldova**

**The project: „Realizing human rights for older people in Moldova, through promotion of rights of older women,“ funded by BMZ (Germany)**

**The expected duration of the evaluation: 03 February – 17 April 2020**

**The inquirer: HelpAge International, Moldova**

## Contents:

Background and Rationale .....	3
Purpose, Objectives and Use .....	4
Scope of Work.....	4
<i>Relevance (are project goals and targets in line with the partner country's needs?)</i> .....	5
<i>Effectiveness (how have targets been reached or why have they not been reached?)</i> .....	5
<i>Efficiency</i> .....	5
<i>Impact</i> .....	6
<i>Sustainability</i> .....	7
<i>Cross-cutting issues</i> .....	7
Methodology.....	8
Timing and location.....	9
Outputs and Deliverables .....	9
Expert Profile of the Evaluation Team .....	10
Application process.....	11

## Background and Rationale

Moldova, a small country in Europe, is progressing towards establishing democratic system and socio-economic development. Despite some progress in fighting poverty and monopoly within the state, Moldova is one of the poorest countries in Europe, globally ranking 114 in the Human Development Index (out of 187) and there is no much advancement in addressing inequalities. In a difficult situation are people living in older ages and 89% of pensioners declare that their income is either insufficient to cover basic needs or allows them to cover only strictly necessary expenses (BOP, April 2016).<sup>1</sup> According to the general population perception, older people are the most discriminated group of population in Moldova, with 43% answers of respondents, followed by people with disability (41%) and people affected by poverty (33%).

HelpAge International is a global network of organisations promoting the rights all older people to lead dignified, healthy and secure lives. In Moldova HelpAge is working with and for older people, covering the area of health, social protection, promotion of volunteering and advocacy through mobilisation of older people and making their voices heard. The Government of Moldova has prioritized the need to promote opportunities for people to be able to age actively and adopted a National Programme in this regard in 2014, and prioritized fighting against domestic violence and protecting women, through the creation of the National Referral System and adoption of National Strategy in this area. The existent studies and data at national level were excluding old age population, and where mainly focused on children and women of young and adult ages. Therefore, researches and data collection was covered by HelpAge and the work in specific target communities was aimed to collect more evidence on causes and effects of elder abuse.

The first specific study on abuse and violence against older people in Moldova, produced in 2015<sup>2</sup>, revealed that more than every 4<sup>th</sup> older person (28,6%) was affected by at least one form of abuse and 38,3% of them, didn't tell anyone about this problem and did not address for support. In this context, HelpAge through a three-years project funded by BMZ The German Federal Ministry for Economic Cooperation and Development, based in Chisinau and implemented as well in 8 sites across Moldova, is contributing to different level of intervention to accumulate evidence on elder abuse, to build community level support networks, to improve capacity of service providers for better response to older people affected by abuse and to raise public awareness on elder abuse, gender-based violence and ageism.

The evaluation is to be conducted at the final stage of the project implementation and is intended to assess the progress towards achieving the project objectives and overall goal, to document the lessons learnt, and to assess effectiveness of the methods used at various levels of interventions. In a broader context, since the area of elder abuse is not well researched and addressed in Moldova and globally, the evaluation will also assess strong points of the project and will trace out further directions of work, little covered at the moment, that are key for the right of older people to secure living. The evaluation will assess the work of HelpAge International in Moldova, the work of local implementing partners (NGOs) and the partnerships established in the project that include also local public authorities and service providers.

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<sup>1</sup> BTI 2018 | Moldova Country Report, 6 | Level of Socioeconomic Development

<sup>2</sup> The research "Discrimination, abuse and violence against older people" - The study report in Romanian <https://bit.ly/2Owm9qc> and the Executive Summary in English <https://bit.ly/2qZwZvZ>

The result and findings of the evaluation will serve both for the implementing parts to document key learnings and for the donor BMZ, to measure efficiency of the intervention and the extent to which the project contributed to the protection of the rights of older people in Moldova. Since HelpAge International is a global network of organisations working worldwide, the learnings and best practices will be a valuable resource to be shared to other countries with similar context and issues.

## Purpose, Objectives and Use

The purpose of the evaluation is to assess and document the impact and effectiveness of project interventions to render accountability to donors. The evaluation is expected to provide data on the performance, impact and sustainability of project interventions. The findings and recommendations will contribute to a learning process for HelpAge International Moldova office and other country/regional offices working in the area of prevention and combating elder abuse and gender-based violence. The lessons learned from the project experience will contribute to improve the response to population affected by abuse, discrimination and violence and to reshape the public policies to the identified needs, within next phase of a project in the same area or similar interventions. The challenges and recommendations for further work will be documented for advocacy and lobby actions in future project in the respective area and continuous influence being done by the Platform for Active Ageing (a project actor), as an advocacy independent association of NGOs.

At the same time local level organisations and their teams will have on track their model of community-based support for older people at risk, where they can improve the work and strengthen the sustainability. The recommendations will serve for further consolidation of local NGOs interventions and for integrating further directions of work into the organisational strategy for the next years.

The evaluation will also help to assess the effectiveness of beneficiary accountability system and mechanisms that were used during the project implementation period.

Independent, external consultant or agency will be contracted to assess the performance and results against the mandate that was set in the project design. The report of the evaluation and the relevant accompanying documents will serve as credible evidence to the donor organisation on the efficiency of interventions in the specific project framework. External evaluation will bring a viewpoint from outside which can bring a different perspective to the actors involved in the interventions and to other relevant parties will be perceived as more credible, unbiased and objective.

## Scope of Work

It is important the evaluation to be guided by the principles of independence, transparency in disseminating assessment result, ensure participation of relevant partners and actors, that will bring credibility and make best use of recommendations and findings. The evaluation will employ six specific evaluation criteria: efficiency, effectiveness, impact, sustainability and relevance (according to standard OECD/DAC recommended criteria). Additional criteria can be agreed with the consultant upon the approval of methodology of the evaluation.

**The following key questions will guide the end-of-project evaluation:**

## **Relevance**

(are project goals and targets in line with the partner country's needs?)

- To assess how appropriate is the project design and activities in addressing the issue of poor realization of human rights for older people in Moldova and understanding the needs for a better protection against violence;
- To what extent did the project achieve its overall objectives?
- To what extent were the results (impacts, outcomes and outputs) achieved?
- Were the inputs and strategies identified, and were they realistic, appropriate and adequate to achieve the results?
- Was the project relevant to the identified needs of project stakeholders and target beneficiaries?
- Did the activities and their quality, delivered by project, meet the needs and expectations of the beneficiaries?
- To what extent was the project able to adapt and provide appropriate response to context changes and emerging needs?
- To what extent was the project participatory in all the project cycle?
- Did the project managed to establish collaboration with key stakeholders in the area at national, or local levels, that was necessary for the establishment of the project framework?

## **Effectiveness**

(how have targets been reached or why have they not been reached?)

- Describe the management processes and their appropriateness in supporting delivery
- Was the project intervention in line with other country level strategic policies in this area?
- Was the project effective in delivering desired/planned results? To what extent have the project activities contributed to the overall goal?
- To what extent have the planned objectives been reached, per indicator, disaggregated by gender and age?
- To what extent did the project monitoring and evaluation mechanism contribute in meeting project results?
- How effective were the strategies and tools used in the implementation of the project and coverage of beneficiaries?
- How effective has the project been in responding to the needs of the beneficiaries, and what results were achieved?
- What are the future intervention strategies and issues?
- Did the project had additionally or complementary interventions that were not planned, but added value the project objectives and results?
- Has the project put in place risk management tools, beneficiaries' security and confidentiality measures, ethical behaviour of project staff and volunteers?

## **Efficiency**

- How efficient was the delivery of project in terms of expenditures and in terms of implementation of activities?

- Did the project address an uncovered area and problems of a certain group of populations? Were there any duplications with other interventions? Could a different approach have produced better results?
- Was the project activity implementation cost-efficient considering the implementation methods and activities selected to reach the desired results? Specifically did the actual or expected results (outputs and outcomes) justify the costs incurred? Were the resources effectively utilized?
- What efforts were made in terms of collaboration to ensure efficiency in the project implementation – collaboration with Government institutions, collaboration with local public authorities and local level service providers, other relevant actors? What challenges have been met and how these have been addressed?
- How was timing managed in the project implementation and was time enough for the achievement of the intended objectives and outputs?
- How efficient were the management and accountability structures of the project? Was there enough staff, of appropriate competency, for the achievement of the intended objective and outputs?
- Did the project financial management processes and procedures affect project implementation? To what extent?
- Did staff succeed to efficiently manage timing, communication, coordination and logistics for activities and processes within the project?
- What is the overall quality of the implementation?
- Did the activities and the support offered meet the needs of beneficiaries and what is their satisfaction level? What are other needs or expectations not covered by the project?
- Were the entry and exit baseline surveys appropriate for the identification of needs?
- Did the evaluation of 9MDTs that were trained in the project generate learnings and assessment of their capacities to work with the target group of population (older people victims of violence and those at risk)?
- To what extent, did the project interventions contributed to build long-term community capacity – local partner NGOs and their groups of volunteers, as well as local key stakeholders?
- To what extent, was the project participatory in all the project cycle?
- What are the strengths, weaknesses, opportunities and threats of the project's implementation process?

## Impact

- Has the project reached the intended impact? What are the positive and negative, intended and unintended, changes produced by the project?
- What real changes has the intervention made to the beneficiaries? What changes have been made at society level and policy level?
- Is population more aware of the violence in later life issues and support services available?
- How likely is it that any positive changes may be sustained in the short- and medium-term?
- Do partner NGOs and other organisations have broader understanding and openness to further work in the area of violence prevention and combating in older ages?

- Was it possible within the project life to measure impact at all levels? What future long-term impact can be estimated as a result of project completion?

## Sustainability

- To what extent are the benefits of the projects likely to be sustained after the completion of this project? What mechanisms have been put in place to ensure continuation beyond the life of the project?
- What is the likelihood of continuation and sustainability of project outcomes and benefits after completion of the project? Refer specifically to capacities of local partner NGOs, community-based support models created, training programme elaborated in the project for specialists of MDTs (Multidisciplinary Teams), awareness raising activities and products.
- Did the project had specific approaches regarding state actors or other players to take over?
- How effective were the phase out assistance provided by the project to ensure continuation of interventions and application of project products?
- Describe key factors that will require attention in order to improve prospects of sustainability of project outcomes and the potential for replication of the approach?
- How were capacities strengthened at the individual and organizational level (including contributing factors and constraints)?
- Describe the main lessons that have emerged?
- What are the recommendations for similar support in future?

## Cross-cutting issues

Assessment of the project with regard to poverty reduction and Millennium Development Goals (MDGs), Moldova Development Strategy 2030

- Was the conception of the project differentiated by target groups and was a poverty analysed and targeted?
- Did the project include the participation of poor population groups in economic and political processes?
- Did the project achieve poverty-reducing effects and improve the living conditions of the target group (access to education, health, nutrition, water, environment)?

Assessment of the project with regard to the promotion of gender equality

- Was the conception of the project gender-differentiated and how men and women have been covered by the action?
- Do women and men equally benefit from the project?
- Did the project contribute to gender equality promotion?

Assessment of the project with regard to the promotion of the environment

- How was environment interconnected in the project intervention, and if so, what actual or expectable positive and negative effects are foreseeable on it?
- What protection and monitoring measures were applied and how effective were they?
- Where protective measures of environment followed in the project to protect miss-use or harm to resources?

#### Assessment of the project with regard to social sustainability

- Was there offered support for cooperation between various actors, networking development?
- Have the needs and priorities of various groups in terms of gender, disability, ethnicity, age, religious affiliation and other, been respected, promoting equality and antidiscrimination?
- Has the project facilitated access to education and skills training?
- Has the project actions contributed to reducing poverty and social exclusion?

The project overall objective is: Victims of violence against the elderly and women receive all necessary support and the human rights of the elderly and women in Moldova are generally respected. The specific objectives of the project are:

- State mechanisms for prevention and response to age and gender based violence are functioning.
- Awareness, knowledge and skills of the civil society organizations on gender and age discrimination as well as their organizational capacities are strengthened.
- The legislative and policy framework around preventing and fighting gender and age based violence are applied and are supplemented by legislative changes as a result of increased advocacy and campaigning by the key civil society players.
- Civil society organizations are campaigning against violence and abuse on the grounds of age and gender and achieve a better sustainability of their activities.

## Methodology

The methodology and the relevant tools will be proposed by the consultant (consultancy agency) at the application stage and will be further subject to discussion and approval together with project implementing part. The evaluation should follow a collaborative and participatory mixed methods approach that draws on both existing and new quantitative and qualitative data to answer the evaluation questions. At the same time methodology will be guided by and will include criteria and aspects described below.

The methodology will include desk review of project documentation: description of actions, logframe with indicators and outcomes, progress reports and monitoring data, project evidence documents, reports of impact evaluation of the training programme for MDTs, exit and entry baseline reports covering 5 project sites, and desk review of researches, government policies and legislation in the area of violence prevention, gender equality and ageing.

Quantitative and qualitative data will be gathered through individual interviews (face-to-face) with project stakeholders, target groups (beneficiaries) and implementing staff, as follows:

- In depth interviews to gather primary data from key stakeholders using a structured methodology
- Focus Group discussion with project beneficiaries and other stakeholders.
- Interviews with relevant key informants
- Other observations and evidence from field visits, from project management team, etc.

## Timing and location

The evaluation will cover the entire project period (September 2016 – April 2020) and as an end-of-project evaluation, it is expected to start in January 2020, and be finalized not later than end of April 2020. The total estimated number of working days is of 20-25, covering the desk review, field work and reporting, but not necessarily including the feedback and consultation process.

In terms of location the evaluation will take into account geographic coverage of project work with interventions in the capital – Chisinau and in 8 project sites: 3 sites acting as mentor sites (Satul Nou village in Cimislia, Cazangic village in Leova, Carabetovca village in Basarabeasca), with less community activities and more support and guiding role offered to 5 mentee sites (Sircova, Tareuca and Ciniseuti villages in Rezina and Raspopeni village and Soldanesti town in Soldanesti ).

## Outputs and Deliverables

The consultant is, expected to lead, accomplish and submit the following deliverables within the agreed timeframe and budget:

- A proposed methodology of evaluation, where the consultant will describe the scope of work, the work plan, the tools and approaches used to answer to evaluation questions, included data collection and sources of data.
- A draft comprehensive report to inform key stakeholders on the evaluation process and findings, and to receive inputs for adjustments and improvements. The draft report will be produced in English and if resources will be available it will be translated into Romanian. It is recommended the report to have 30-35 pages, not including the annexes, and to follow the Suggested template for evaluation report, that include (but not limit to):
  - a) Introduction and short description of objectives and mission of the evaluation
  - b) Description of evaluation methodology and its limitations (if applicable)
  - c) Development of the Capacities of the Project-executing Organisation and its Partners
  - d) Developmental Impact in line with the criteria of relevance, effectiveness, efficiency, sustainability and cross-cutting issues
  - e) Conclusions and recommendations
  - f) Annexes.

In the main compartments it is preferable to illustrate, where appropriate, the results by graphs, visuals, tables and/or a dashboard with an accompanied explanatory text. It is encouraged to use relevant statements or key phrases of interviewed people that contain key messages and learnings.

- The project implementers and stakeholders will give feedback in due time and a final report will be submitted within 10 working days from the receipt of comments. The content and structure of the final report with description, analysis, findings, recommendations and lessons learnt covering the scope of the evaluation should meet

- the requirements of BMZ and follow international agreed standards for evaluation and report format, like OECD<sup>3</sup>.
- Presentation (PowerPoint) of the evaluation with accent on project impact, main findings, recommendations and stories of change. The presentation will be used for project public key events, for stakeholders and for the project team and other HelpAge offices that work or plan to work in this area.

All complementary documents used or produced during the evaluation process will be stored and handed over to the project implementers.

## Expert Profile of the Evaluation Team

### **Consultant / consultancy agency selection criteria**

Selection of the consultant will be made by a HelpAge project committee and will be based on the experience of the consultant, the quality and relevance of the expression of interest, and the proposed budget, evaluated according to the following criteria;

- a) Technical proposal (35%)
- b) Financial proposal (30%)
- c) Demonstrated experience in evaluation, analysis and related fields. Experience of work with NGOs and external assistance funded projects. The contactable references. (25%)
- d) The overall estimated capability of the consultant or the proposed personnel (the team) to fulfil all requirements of the evaluation process, as a complex and an important resource to be used for current and further programming. Previous reports, analysis and documents provided by the applicant are to be scored here. (10%)

Final negotiated fees and conditions will be specified in the consultancy contract.

### **Consultants' Qualifications**

The consultant must have undertaken similar assignments in Moldova or elsewhere in the last two years and should have the following competencies:

- Consultant must be a well-grounded scientist or analyst in Social, Psychology or Legal area, and specialist in any related fields with excellent skills in research, monitoring and evaluation, and report writing.
- B.A. or above in a field highly relevant to the nature of the study (community development, social science, economics, gender-based violence, law, ageing).
- A good understanding of the national system for domestic violence prevention and combating and its services is key to understanding the context of the assignment. Knowledge in the area of ageing and psycho-social portrait of older people is an advantage hereby.
- Experience in multi-methodological and interdisciplinary approaches and data collection and analysis techniques in evaluation of development programmes.
- Demonstrable experience (at least 2 years) in research/evaluation of projects related to the sectors, research and analysis.
- Ability to conduct high quality research, quantitative and qualitative analysis, meet deadlines and respond to requests and feedback provided timely and appropriately.

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<sup>3</sup> <https://www.oecd.org/development/evaluation/dcdndep/47069197.pdf>

- Ability to generate recommendations and identify learnings and to have a look forward on recommendations for improvements or directions of further work in the area.
- Familiarity with international quality and accountability standards applied in development cooperation.
- General understanding and basic knowledge of inter-sectional areas of human rights, gender equality, ageing and older people, domestic violence.
- Strong analytical and conceptual skills to clearly synthesize and present findings, draw practical conclusions, make recommendations and to prepare well-written reports in a timely manner.
- Excellent facilitation skills, co-ordination skills and oral and written communication skills.
- Excellent written and spoken Romanian and English, and Russian will be an advantage.
- Experience in assessing organizational capacity and gaps and ability to recommend the corrective measures.
- Impartial towards HelpAge and the project to be evaluated.

**Note:** The evaluator / all members of the evaluation team will sign declaration of impartiality and confidentiality within the framework of this assignment.

## Application process

The consultant is expected to submit technical and financial proposals, separately, and include the following components:

- Cover letter: A short cover letter addressing the selection criteria above
- A brief to describe proposed methodology and explain the vision and understanding of how the evaluation will be realized according to the TORs.
- A clear and detailed work plan with timing and deliverables.
- (for agency) Organizational capacity statement or Company Profile description, referring to company overview, core competencies, range of products/services, previous significant work and projects, management profile, previous collaborations and clients, contacts.
- Curriculum Vitae for consultant(s) and proposed capacity of any complementary staff to be involved in this assignment.
- Financial proposal with cost estimates for services rendered including daily consultancy fees and additional costs. The proposal should include detailed description/breakdown of costs, schedule of payments, preferred payment method. It is recommended to express costs in Euro with all taxes included.
- Names, addresses, valid contacts of three persons as professional referees.
- Copies or web links of relevant work undertaken in the last 3 years.
- Full names, post/physical address, telephone numbers, e-mails and contact person of the consultancy firm / consultant.

Offers are accepted from consultants as well as from commercial companies (consultancy firm), NGOs or academics. The duration of the evaluation is estimated at 25-30 working days within a period of 2,5 calendar months, including the time necessary for consultation with the stakeholders and integrating their feedback into the final report.

Applications should be submitted electronically to [officehelpage@gmail.com](mailto:officehelpage@gmail.com) indicating in the email Subject “Application for MOL044 End-of-Project Evaluation” by 26 January 2020. A confirmation email of receipt will be sent in due time. For printed applications to indicate the mail address Moldova, Chisinau, MD-2005, 57/1 Banulescu-Bodoni Str., office 431, HelpAge International, and using the same Subject on the envelop. Contacts for additional Information: tel: 0373 22 225098, [dina.ciubotaru@helpage.org](mailto:dina.ciubotaru@helpage.org), Dina Ciubotaru.

The tendering process period is estimated to be completed by 28 January 2020 and the contract is to be signed by 31 January 2020. Project specific documents will be shared with the potential candidates at the pre-contracting phase.

*Note: Incomplete applications or applications sent after the indicated deadline will not be subject to tender analysis.*