PADEM PROJECT — COMPONENT 2: PARLIAMENTARY OVERSIGHT

Strengthening Parliamentary Democracy in Moldova | Terms of Reference

Terms of Reference — Service Provider for Supporting Parliamentary Oversight of the Implementation of Law no. 1491/2002 on Humanitarian Aid

Activity 2.1 — Support the establishment and operationalisation of a Post-Legislative Scrutiny Office

Project	Strengthening Parliamentary Democracy in Moldova (PADEM)
Start/end date	November 2026 – April 2027
Budget	No fixed budget is provided, the bidder should submit a financial offer based on the level of services proposed.
Inputs	The Service Provider is commissioned to provide technical, analytical and methodological support to the Parliament of the Republic of Moldova – at the request of Mr. Adrian Băluțel, Chair of the Parliamentary Standing Committee (PSC) for European Integration, and Ms. Ludmila Adamciuc, member of the PSC for Social Protection, Health and Family – in designing and conducting a structured post-legislative scrutiny exercise on the implementation of Law no. 1491/2002 on humanitarian aid granted to the Republic of Moldova. The exercise serves as a practical pilot supporting the establishment and operationalisation of a Post-Legislative Scrutiny (PLS) Office within the Parliament.
Location and travel arrangements	Diagnosis and planning phase: To be conducted at the Parliament's premises and through meetings with relevant institutions in Chisinau. Implementation phase: Working meetings with institutions, consultations, and the presentation of findings will be held in Chisinau, primarily at the Parliament premises or at venues agreed with PADEM. Logistical responsibility: The Provider acts as an integral organiser. No international travel is foreseen for the provider's experts.
Supervision	Overall approval of deliverables is with the PADEM Project Team Leader, or, if delegated with the Component 2 Leader, while financial processing lies with the Project Supervisor. Technical supervision will be provided by the PADEM Component 2 Leader. The Provider will ensure seamless coordination with the initiating Members of Parliament and their support staff.

Number and title of the activity according to YPO2	2.1 Support the establishment and operationalisation of a Post-Legislative Scrutiny Office.

Parlamentul Republicii Moldova

Elveția.

PADEM
Consolidarea democrației parlamentare în Moldova

DAI

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1. Background Information

1.1 The project description

The Strengthening Parliamentary Democracy in Moldova (PADEM) project is a four-year strategic initiative (2025–2029) funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by DAI Global Belgium in association with European Projects Management (EPM). The overarching goal of the project is to ensure that Moldovan society is politically represented by a well-functioning Parliament that guarantees transparent, fair, evidence-based, and inclusive legislative processes.

The project operates through three interconnected components. This assignment falls under Component 2: Parliamentary Oversight, which aims to institutionalise consistent oversight and strengthen the Parliament's capacity to evaluate the implementation and impact of adopted legislation, and under Component 2's Activity 2.1, which specifically addresses support to the establishment and operationalisation of a Post-Legislative Scrutiny Office within the Parliament. The assignment is designed as a practical pilot: the Post-Legislative Scrutiny Office is shaped and tested through a real scrutiny exercise carried out at the initiative of Members of Parliament, rather than in the abstract.

1.2 Political context and rationale

Moldova's EU accession trajectory, accelerated by the opening of Cluster 1 negotiations on 15 June 2026, has significantly elevated expectations regarding the quality of national legislation and, above all, its effective implementation. Parliamentary oversight of how adopted legislation is actually applied in practice, and of how public and donor-funded resources are managed under it, is a cornerstone of good governance and a key expectation of EU accession partners.

At present, only part of the parliamentary oversight instruments available under the Parliament's Rules of Procedure are consistently used by Parliamentary Standing Committees. Moreover, several reports submitted to Parliament by independent oversight institutions and regulatory agencies never reach the plenary for substantive debate, and there is no established mechanism for monitoring the implementation of recommendations

resulting from parliamentary hearings and ex-post evaluations. Building a culture of systematic, evidence-based post-legislative scrutiny, supported by a dedicated Office, is thus one of the central objectives that PADEM seeks to advance.

In summer 2026, Mr. Adrian Băluțel, Chair of the PSC for European Integration, and Ms. Ludmila Adamciuc, member of the PSC for Social Protection, Health and Family, jointly initiated a parliamentary oversight exercise on the application of Law no. 1491/2002 on humanitarian aid granted to the Republic of Moldova, and asked PADEM for support in carrying it out. A working meeting between the two Members of Parliament and the PADEM Component 1 and Component 2 Leaders was held on 7 July 2026. It agreed to concentrate the exercise on two complementary directions, rather than on an exhaustive, article-by-article review of the law: (a) clarifying the import procedures, for the benefit of bona fide donors; and (b) verifying the mechanism for distributing aid to beneficiaries and the accountability attached to it. This request underscores the political importance and institutional legitimacy of the initiative, and offers a concrete and timely case on which the Post-Legislative Scrutiny Office can be designed and tested.

1.3 Law no. 1491/2002 on humanitarian aid and its relevance to post-legislative scrutiny

Law no. 1491-XV of 28 November 2002 on humanitarian aid granted to the Republic of Moldova (organic law, published in the Official Monitor no. 23-24 of 18 February 2003) regulates the legal relations concerning the introduction, receipt, storage, distribution and recording of humanitarian aid granted to the Republic of Moldova from abroad. Its scope covers the whole life cycle of external humanitarian aid, in five stages: (1) introduction into the country, including the granting of humanitarian aid status, customs control and the required authorisations; (2) receipt by eligible entities; (3) storage; (4) distribution to beneficiaries, from the approval of distribution plans to the confirmation of handover to final beneficiaries; and (5) recording and periodic reporting, together with verification of use for the intended purpose and the application of liability for breaches.

The volume and sensitivity of the flows managed under the law, often in emergency regime and with simplified procedures, make it a relevant candidate for post-legislative scrutiny.

They have grown markedly in recent years, driven by the refugee crisis that followed Russia's aggression against Ukraine, by natural disasters, and by continuing structural support from partners. Preliminary analysis of public sources points to several questions that deserve verification: whether the institutional framework established by the law still corresponds to current administrative reality, given the successive reorganisations of the body originally designated as the central agency and the fact that the policy role is exercised in practice by the Ministry of Labour and Social Protection; whether the reporting and records required by the law are produced in a complete and comparable form; and whether the transparency mechanisms foreseen by the law are applied.

These questions are informed by public audit findings. The Court of Accounts reported, in its audit of the 2022 financial statements of the Ministry of Labour and Social Protection (examined on 18 July 2023), a limitation of scope concerning humanitarian aid for refugees from Ukraine reflected in the amount of MDL 59 million. In its Decision no. 51 of 28 May 2025 on the audit of the Government's report on the execution of the 2024 state budget, the Court noted that standardised reporting forms ensuring the completeness of data had not been developed and coordinated, which resulted in discrepancies between data reported by the Customs Service and by the Ministry. It recommended (recommendation 2.3.4) that the Ministry develop the regulatory framework for humanitarian aid, including approved reporting forms. The status of implementation of this recommendation has not been confirmed from the public sources consulted.

The assignment concerns exclusively Law no. 1491/2002. It should not be confused with Law no. 149/2025 on international development cooperation and humanitarian assistance, a distinct and more recent act which regulates assistance that the Republic of Moldova provides to other states or beneficiaries. The signals described above are preliminary and are based on public sources; they require direct verification with the institutions concerned before being treated as findings.

1.4 Normative acts under review

The following normative acts of the Republic of Moldova, grouped by role in the exercise, constitute the legal framework within which the post-legislative scrutiny will be conducted.

The first group is the subject of the scrutiny; the second comprises the subordinate and amending acts that determine how the law is applied in practice; the third lists related acts that are explicitly outside the scope and are included for delimitation purposes only.

Normative Act	Full Title	Relevance to the scrutiny exercise
A. Core act subject to scrutiny		
Law no. 1491-XV/2002	Law on humanitarian aid granted to the Republic of Moldova	Object of the scrutiny: Art. 1–4 (object, definitions, principles); Art. 5–11 (institutional framework); Art. 12–16 (parties, beneficiaries, exclusions); Art. 17–23 (goods and introduction into the country); Art. 24–27 (receipt, distribution, records); Art. 28 (liability)
B. Subordinate and amending acts		
Law no. 156/2022	Law amending Law no. 1491/2002 – institutional and terminological synchronisation (specialised commission of the Ministry of Health; National Agency for Public Health)	Art. 5, 7, 11, 20 – whether the update of institutional names reflects the real division of competences
Government Decision no. 653/2003	Government Decision on the Interdepartmental Commission for Humanitarian Aid, including its annex on goods prohibited as humanitarian aid	Art. 9, 17 – functioning and composition of the Commission; list of prohibited goods; need for updating after institutional reorganisations
Government Decision no. 946/2018	Government Decision on the reorganisation of the Material Reserves Agency	Art. 5–8 – current institutional successor of the central agency designated by the law; subordination to the Ministry of Internal Affairs
Framework Regulation of the territorial commissions for humanitarian aid	Framework Regulation of the territorial commissions for humanitarian aid	Art. 10 – approval of distribution plans, selection of beneficiaries, records and quarterly reports at local level

Normative Act	Full Title	Relevance to the scrutiny exercise
Regulation of the specialised commission of the Ministry of Health	Regulation of the specialised commission of the Ministry of Health	Art. 11, 21–22, 25 – opinions on medicines, consumables, medical equipment and prosthetic-orthopaedic articles
C. Related acts outside the scope (delimitation)		
Law no. 149/2025	Law on international development cooperation and humanitarian assistance	Regulates assistance provided by the Republic of Moldova to other states or beneficiaries; distinct from aid received under Law no. 1491/2002
Law no. 133/2008	Law on social aid	Domestic social assistance; outside the scope, relevant only for the articulation between external humanitarian aid and the national social assistance system (Art. 3–4 of Law no. 1491/2002)
Law no. 827/2000	Law on social canteens	Domestic social assistance; outside the scope

1.5 Intervention strategy and philosophy

PADEM moves beyond traditional training-based capacity building to foster sustainable change through partner-led problem-solving and the creation of 'pockets of good practice'. By working directly with the initiating Members of Parliament to pilot a structured scrutiny exercise grounded in existing parliamentary instruments, the project intends to demonstrate a proof of concept for the Post-Legislative Scrutiny Office that can be scaled to other laws and committees.

This assignment will employ a co-design approach throughout, working with the two initiating Members of Parliament as Change Champions, to ensure that the methodology and findings of the exercise are genuinely owned by the Parliament. In line with what was agreed at the working meeting of 7 July 2026, the exercise follows a progressive approach: it starts with direct working meetings with the core institutions and keeps a low public profile

in its initial stage, with committee hearings considered only if the analysis reveals systemic deficiencies, significant inconsistencies, missing documents or non-performance of legal obligations. The process will be designed to be fully compatible with the Parliament's existing oversight architecture and will be coordinated with Activity 2.2 (pilot actions on post-legislative scrutiny), Activity 2.3 (request tracking system) and, where the findings point to the need for legislative change, with PADEM Component 1 (including a possible ex-ante regulatory impact analysis that would reuse the data collected). Cooperation with the Swiss Parliamentary Services on oversight best practices will be used wherever relevant.

2. Objectives and Expected Results

2.1 General objective

To ensure the Parliament conducts its oversight function in a more consistent and effective manner by supporting the establishment and operationalisation of a Post-Legislative Scrutiny Office, built on and tested through a structured scrutiny exercise on the implementation of Law no. 1491/2002 on humanitarian aid.

2.2 Assignment objective

To support the initiating Members of Parliament in designing and conducting a structured, evidence-based post-legislative scrutiny of Law no. 1491/2002, concentrated on the two directions agreed (clarity and predictability of import procedures, and the mechanism of distribution to beneficiaries and its accountability), culminating in a scrutiny report with concrete recommendations addressed to the Government and relevant institutions, presented no later than April 15, 2027, and in a transferable methodology and operating model that feed directly into the design of the Post-Legislative Scrutiny Office.

2.3 Expected results

Scrutiny methodology and toolkit

A practical post-legislative scrutiny methodology and a set of reusable tools (scoping template, institutional meeting note template, information request templates, file sampling and verification grid, findings and recommendations templates) tailored to the Moldovan parliamentary context and compatible with the Parliament's Rules of Procedure.

Normative and institutional map

A comprehensive mapping of Law no. 1491/2002 and its subordinate acts, identifying which institution exercises each competence in practice, the procedures and deadlines applied at each stage of the aid cycle, the documents that confirm import, receipt and handover, and the gaps, overlaps and inconsistencies between the text of the law and current administrative practice.

Enhanced capacities

Improved practical skills of the initiating Members of Parliament, their support staff and the relevant Parliament Secretariat staff in post-legislative scrutiny methodology, institutional consultation, analysis of administrative data and evidence-based reporting.

Post-legislative scrutiny report

A high-quality, evidence-based scrutiny report on the implementation of Law no. 1491/2002, drafted in collaboration with the initiating Members of Parliament, structured around findings, conclusions and actionable recommendations, and reflecting the explanations provided by the institutions concerned.

Recommendations package

A structured recommendations package addressed to the Government, the relevant ministries and agencies, forming the basis for formal parliamentary follow-up (e.g., information requests, parliamentary questions, committee hearings, legislative initiative to update the institutional framework of the law).

Input for the Post-Legislative Scrutiny Office

A note on the operating model of the Post-Legislative Scrutiny Office, drawing on the lessons learned from the exercise: mandate and focus areas, workflow from selection of the law to follow-up, staffing and skills required, reporting templates, and a mechanism for tracking the implementation of recommendations.

3. Scope of the Work

3.1 General

The Service Provider is requested to submit a technical concept detailing how they will deliver analytical and methodological support to the initiating Members of Parliament and to the Post-Legislative Scrutiny Office process. The assignment must be fully completed by April 30, 2027, and must be operationalised in a manner fully consistent with the Parliament's existing oversight instruments and with the progressive approach agreed with the initiating Members of Parliament, which values rapid exchange of information with the core institutions and a low public profile in the initial stage.

3.2 Specific activities

Inception and methodology design

Work with the initiating Members of Parliament, their support staff and the PADEM Component 2 Leader to finalise the scope of the exercise, agree on the methodology and the list of priority institutions, and establish a detailed workplan aligned with the Parliament's schedule, including the parliamentary recesses and the heavy plenary agenda of December (state budget).

Normative and institutional mapping

Conduct a desk review of Law no. 1491/2002 and the acts listed in Section 1.4, including their consolidated versions and the history of amendments. Map each competence provided by the law against the institution that exercises it in practice, with particular attention to the successive reorganisations of the central agency and the role of the Ministry of Labour and Social Protection, the Material Reserves Agency, the Customs Service and the Ministry of Health. Produce a structured report with a gap analysis and an institutional and stakeholder map.

Institutional meetings and evidence gathering

Support the initiating Members of Parliament in preparing and conducting technical working meetings with the core institutions and the territorial structures, and prepare for each

meeting a summary note recording participants, subjects discussed, explanations provided and actions agreed. Draft official requests for information and documents, for signature by the Members of Parliament, to confirm the explanations received, in particular: registers of opinions issued, internal procedures, distribution plans, receipt and handover documents, reports of the territorial commissions and information on final beneficiaries. Personal data shall be anonymised or processed in compliance with applicable legislation.

Sample verification and comparison of data

Design and apply a method for selecting and verifying a sample of aid files, chosen according to the value and nature of goods, frequency of imports, category of recipient, territory of distribution and identified risks, tracing the full path of the aid from the issuance of the opinion to confirmation of handover to the final beneficiary. Compare data provided by the Ministry of Labour and Social Protection with data of the Customs Service, territorial structures and recipients, to identify differences in quantity, value, destination and distribution of goods.

Follow-up of audit recommendations and targeted verifications

Establish the status of implementation of the Court of Accounts recommendation 2.3.4 of 2025 and the clarification of the audit limitation of 2023, the existence and updating of a unified public register of humanitarian aid (Article 26 of the law), and the observance of the exclusion of political parties and for-profit entities from the right to receive humanitarian aid (Article 16), including through information requests or parliamentary questions as decided by the Members of Parliament.

Drafting the post-legislative scrutiny report

Support the initiating Members of Parliament in analysing the collected evidence and drafting a comprehensive scrutiny report. Before finalisation, the institutions concerned shall be given the opportunity to present explanations and additional documents on the preliminary findings that concern them. The report shall include: an executive summary; the legal and institutional framework; findings on implementation gaps by stage of the aid cycle; conclusions; and recommendations for parliamentary and executive action.

Presenting findings and supporting parliamentary follow-up

Provide organisational and methodological support in presenting the findings to the initiating Members of Parliament and, where they so decide, to the competent committee in a working meeting or a public hearing, with participation of senior officials of the institutions concerned. Support the preparation of follow-up instruments such as information requests, parliamentary questions or a legislative initiative.

Contribution to the establishment and operationalisation of the Post-Legislative Scrutiny Office

Based on the exercise, develop the scrutiny methodology and toolkit, document the lessons learned, and prepare the operating model note for the Post-Legislative Scrutiny Office. Deliver at least one working session for relevant Parliament Secretariat staff on the use of the methodology and tools, drawing where possible on the practices of the Swiss Parliamentary Services shared through PADEM.

Final reporting and recommendations package

Produce the final assignment report, including a structured recommendations package suitable for formal parliamentary follow-up, and a note on how the Parliament could sustain and institutionalise post-legislative scrutiny of this and other laws.

3.3 Target groups and key stakeholders

The assignment focuses on the initiating Members of Parliament and, through them, on the Parliament, including the Post-Legislative Scrutiny Office process, as the primary institutional partner and beneficiary. Key stakeholders engaged throughout the process include:

- Parliament Secretariat – relevant departments supporting the Members of Parliament, the committees and the future Post-Legislative Scrutiny Office
- Ministry of Labour and Social Protection – issuance of humanitarian aid opinions and policy on the receipt and distribution of humanitarian aid (Law no. 1491/2002)

- Material Reserves Agency (subordinated to the Ministry of Internal Affairs) – institutional successor of the agency designated by the law; distribution of goods under humanitarian aid regime
- Ministry of Health and its specialised commission – opinions on medicines, consumables, medical equipment and prosthetic-orthopaedic articles
- Customs Service – customs control and statistical reporting of aid flows
- National Agency for Public Health and Ministry of Agriculture and Food Industry – sanitary and veterinary opinions on food and products of animal origin
- Ministry of Finance and National Bank of Moldova – procedure for transferring aid granted in foreign currency and coordination of standardised reporting forms
- Interdepartmental Commission and territorial commissions for humanitarian aid – approval of distribution plans, selection of beneficiaries, quarterly reporting
- Court of Accounts – external audit source and partner for substantiating findings (a source of information rather than a subject of the scrutiny)
- Red Cross Society of Moldova and other recipient and distributor organisations – receipt and distribution of aid, including for beneficiary groups named in the law

4. Deliverables and Reporting Requirements

The Service Provider is expected to deliver the following outputs:

No.	Deliverable name	Description & content requirements	Indicative deadline
1	Inception report & action plan	A document outlining the operationalisation of the Provider's proposed methodology, including the list of priority institutions and the sequence of working meetings, tailored to the schedule of the initiating Members of Parliament and the parliamentary calendar.	Week 3
2	Normative and institutional mapping report	A comprehensive mapping of Law no. 1491/2002 and its subordinate acts, the institutions exercising each competence in practice, the procedures and deadlines at each stage of the aid cycle, and an initial gap analysis. Includes a stakeholder map and a plan for institutional meetings and information requests.	Week 7
3	Post-legislative scrutiny methodology and toolkit	A practical methodology and reusable tools for post-legislative scrutiny: scoping template, meeting note template, information request templates, file sampling and verification grid, findings and recommendations templates.	Week 10
4	Interim report on institutional meetings and evidence gathering	Summary notes of the meetings held, record of official requests and responses received, results of the sample verification and of the comparison of institutional data, and the status of the targeted verifications (audit recommendations, public register, Article 16).	Week 15
5	Draft post-legislative scrutiny report	A comprehensive draft report for the initiating Members of Parliament, structured with: Executive Summary; Legal and institutional framework; Findings on implementation gaps by stage of the aid cycle; Conclusions; Recommendations for parliamentary action (e.g., information requests, hearings, legislative amendments). Reflects the explanations of the institutions concerned.	Week 21
6	Presentation of findings	Facilitation and logistical support for the presentation of findings to the initiating Members of Parliament and, if so decided by them, to the competent committee in a working meeting or public hearing, with the participation of senior officials of the institutions concerned.	No later than April 15, 2027

No.	Deliverable name	Description & content requirements	Indicative deadline
7	Final assignment report, recommendations package & input for the PLS Office	Consolidated narrative report including a finalised recommendations package, the lessons learned, the operating model note for the Post-Legislative Scrutiny Office, and a note on follow-up actions the Parliament could pursue to institutionalise post-legislative scrutiny.	April 30, 2027

4.1 Reporting requirements and language

Working language: All administrative reports (inception, interim, final report/recommendations package) shall be written in English.

Operational language: All materials produced for direct use by the Members of Parliament and the Parliament – including the mapping report, the scrutiny report and presentation materials – must be in Romanian and English.

Format: Editable electronic formats (Microsoft Word, Microsoft Excel, PowerPoint, etc.).

5. Supervision

5.1 Supervision and coordination

The Service Provider will work under the direct technical supervision of the PADEM Component 2 Leader. Overall technical quality assurance and contractual authority will be provided by DAI. Operational implementation must be coordinated closely with the initiating Members of Parliament and their support staff. The Service Provider is expected to attend coordination meetings with PADEM at least bi-weekly during the active implementation phases, and to take part in a monthly monitoring point with the initiating Members of Parliament and the PADEM team to follow the status of each step of the plan and identify bottlenecks.

5.2 Professional conduct

The Provider is strictly required to maintain political neutrality, impartiality, and confidentiality throughout the assignment. Given the nature of the exercise, which involves the oversight of executive bodies and may concern case-level information, the Provider must treat all working materials as restricted, share them only with the initiating Members of Parliament, their designated support staff and the PADEM team, make no public statement on the exercise, and process any personal data in compliance with applicable legislation. The level of public visibility of the exercise is decided by the initiating Members of Parliament. The Provider must avoid any action that could be perceived as partisan.

5.3 Intellectual property (IP)

All materials produced under this assignment – including the mapping report, the scrutiny methodology and toolkit, the scrutiny report, the recommendations package, and all supporting materials – remain the exclusive property of the PADEM project (DAI/SDC) and the Parliament of Moldova. The Service Provider may not publish, reproduce, or claim authorship of any deliverables without prior written consent from DAI.

6. Dates and Duration

The assignment is expected to commence upon contract signature (estimated November 2026) and must strictly conclude no later than April 30, 2027. The presentation of findings must take place no later than April 15, 2027. The estimated duration of at least six months reflects the agreed calendar of the exercise and may be adjusted by agreement with PADEM, depending on the complexity of the findings and the pace of institutional responses.

7. Logistics

7.1 Main duty station

The main counterpart agency is the Parliament of the Republic of Moldova, including the initiating Members of Parliament and their support staff, located in Chișinău. Working sessions, meetings with institutions and the presentation of findings shall primarily be hosted within the premises of the Parliament or at venues agreed with PADEM.

7.2 Travel arrangements

International travel is not foreseen under this assignment. Any local transportation costs shall be organised and covered by the Service Provider and included in the proposed financial offer. If meetings with territorial structures outside Chisinau are required, this must be agreed with PADEM in advance.

7.3 Support staff and backstopping

The Provider shall maintain regular communication with PADEM's Component 2 Leader and coordinate directly with the Parliament on logistics, agenda approvals, and coordination with the schedule of the initiating Members of Parliament.

7.4 Facilities

The Service Provider shall ensure all necessary facilities and technical services for the presentation of findings if Parliament venues require supplementary technical support. This may include interpretation services (Romanian/English), audio-visual equipment, and documentation support.

8. Candidate Selection Criteria

Interested service providers (companies, consortia, or individual experts acting as legal entities) must demonstrate the following qualifications and experience:

8.1 Entity qualifications (Company)

The Service Provider must demonstrate solid experience in at least two of the following areas: parliamentary capacity building, post-legislative scrutiny, public policy or regulatory impact evaluation, or analysis of public administration and public finance management in Moldova. A proven track record in delivering consultancy services to state institutions in the Republic of Moldova is required. Experience in the fields of social assistance, customs, public procurement or the management of donor assistance is an asset.

8.2 Key experts profile (to be included in the proposal)

The Service Provider is expected to propose a team that covers the following technical dimensions:

- A team leader/parliamentary expert with demonstrated experience in parliamentary oversight and post-legislative scrutiny methodology, evidence-based reporting, and institutional consultation processes in a parliamentary environment.
- A legal expert with expertise in Moldovan legislation on humanitarian aid, social assistance, customs and public administration, able to map competences across normative acts and analyse subordinate legislation.
- An analyst with experience in administrative data collection and verification, file sampling and comparison of institutional data, including the anonymisation and protection of personal data.

The team must be proficient in Romanian. English language proficiency for administrative reporting is required for the team leader.

Annex 1 — Project Description

The Strengthening Parliamentary Democracy in Moldova (PADEM) project is a four-year strategic initiative (2025–2029) funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by DAI Global Belgium in association with European Projects Management (EPM).

The project operates through three interconnected components: Component 1 (Legislative Process), Component 2 (Parliamentary Oversight), and Component 3 (Representation and Communication). Its overarching goal is to ensure that Moldovan society is politically represented by a well-functioning Parliament that guarantees transparent, fair, evidence-based, and inclusive legislative processes.

The project is guided by a Theory of Change based on four mutually reinforcing dimensions: capacity building, targeted technical support, promoting a culture of change, and fostering institutional cohesion through cross-party cooperation. Sustainable change is achieved only through the confluence of all four. A central feature of PADEM's implementation model is the identification and empowerment of Change Champions – individuals within the Parliament who have the willingness and capacity to adopt and promote new working practices.

Activity 2.1 – under which this assignment falls – provides for support to the establishment and operationalisation of a Post-Legislative Scrutiny Office within the Parliament, beginning with a scoping and needs assessment to identify the resources, skills and infrastructure required, the definition of clear mandates and areas of focus, targeted workshops drawing on the expertise of the Swiss Parliamentary Services, and the creation of reporting templates and mechanisms for following up on findings. It is complemented by Activity 2.2 (pilot actions on post-legislative scrutiny with selected PSCs) and Activity 2.3 (a system to track and monitor requests sent to the Government). The project's GESI (Gender Equality and Social Inclusion) approach and its principles of impartiality and conflict-sensitive programme management are embedded in all activities.

Annex 2 — Law no. 1491/2002 – Overview of Structure and Key Provisions Relevant to Post-Legislative Scrutiny

Law no. 1491-XV of 28 November 2002 on humanitarian aid granted to the Republic of Moldova is an organic law published in the Official Gazette no. 23-24 of 18 February 2003. It defines humanitarian aid as free, nominative aid in the form of goods, non-refundable financial assistance, voluntary donations, works or services from foreign donors, granted for humanitarian reasons to beneficiaries in the Republic of Moldova who lack social protection or material means, who are in a difficult financial situation, who are affected by exceptional situations such as armed conflicts, natural disasters, epidemics or ecological catastrophes, or who suffer from a serious illness.

The law is organised in eight chapters. The principal provisions of relevance to this scrutiny exercise are:

- Chapter I – General provisions (Art. 1–4): object, definitions, principles (free consent, legality, humanism, transparency, distribution according to intended purpose) and the relation with international treaties.
- Chapter II – Administration of receipt and distribution (Art. 5–11): the responsible bodies, the central agency, the Interdepartmental Commission, the territorial commissions (which approve distribution plans, select beneficiaries, keep records and report quarterly) and the specialised commissions of the Ministry of Health.
- Chapter III – Parties involved (Art. 12–16): donors, recipients/distributors, beneficiaries (priority categories of disadvantaged persons and institutions) and the explicit exclusion of political parties and for-profit entities from the right to receive humanitarian aid.
- Chapter IV – Categories of goods (Art. 17–18): categories of goods, the list of goods prohibited as humanitarian aid, and aid granted in foreign currency.
- Chapter V – Introduction into the country (Art. 19–23): general regime, opinions required for food, medicines and prosthetic-orthopaedic articles, and customs control.

- Chapter VI – Receipt, storage, distribution, records and financing (Art. 24–27): receipt, distribution of medicines, quantitative and monetary records (Art. 26), financing of expenses and the ban on commercialisation.
- Chapter VII – Liability (Art. 28): liability for introduction of prohibited goods, use contrary to the intended purpose and illegal commercialisation.
- Chapter VIII – Final provisions (Art. 29): transitional measures for the Government.

The scrutiny will be guided by a set of core questions that follow the aid cycle: who exercises each competence provided by the law; within what time a file is examined; which documents confirm import and receipt; how the beneficiary is determined; how the handover of goods is confirmed; who verifies use for the intended purpose; what data is reported and published; and what sanctions have been applied for breaches. Priority will be given to the introduction into the country and the distribution to beneficiaries, with the other stages addressed to the extent that they help clarify the first two.