

UNITED NATIONS DEVELOPMENT PROGRAMME

“Strengthening Parliamentary Governance in Moldova” project

2018 ANNUAL REPORT



6 December 2018

Table of Contents

Summary	2
Executive Summary.....	3
Introduction	5
Context analysis	7
Progress review.....	8
Output 1. Improved capacity to review and adopt legislation.....	8
EU integration	8
Gender equality and human rights	9
Strategic Reform Secretariat	11
Support to the Research Unit – Informational Analytical Department	13
Gagauz People’s Assembly.....	14
Output 2. Improved capacity to oversee implementation of laws and policies	15
Oversight	15
Sustainable Development Goals	17
Anti-corruption.....	18
Capacity development trainings.....	19
Output 3. Improved capacity to engage with CSOs, media and citizens.....	20
Information management system.....	20
Parliamentary openness and transparency	21
Citizens outreach and civic education.....	22
Lessons learned.....	24
Sustainability.....	26
Conclusions and Way Forward.....	27
Annex 1 – Risks and mitigation matrix	28
Annex 2 – Results and Resources Framework.....	34
Annex 3- Summary of Participant Evaluations UNDP Trainings 2018	37

Photo cover page: Brainstorm exercise for a new civic education programme of the Parliament of Moldova

Summary

Reporting Period	January – December 2018
Donor	Government of Sweden, Parliament of RM
Country	Republic of Moldova
Project Title	Strengthening Parliamentary Governance in Moldova
Project ID	00094901
Output ID	00088088
Implementing Partner	Parliament of the Republic of Moldova
Project Start Date	July, 2016
Project End Date	December, 2019
Annual Budget 2018	USD \$ 888,786
Total Project Budget	USD \$ 4,300.000
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Executive Summary

In 2018, the project continued strengthening the Parliament's efficiency and provided support for the carrying out of the legislature's main functions. During the reporting period, the project activities aimed to enhance capacity through trainings and study visits; the provision of technical assistance specifically on oversight, research and civic outreach, as well as support to the Gagauz People's Assembly in the area of strategic planning. The mainstreaming of gender equality in the activities and gender balance in the selection of beneficiaries was an important objective that was monitored throughout the entire implementation process.

In terms of EU integration, the project achieved the finalization of the first Progress Report on the EU-related activities, which was sent to the European Parliament. Also, an important milestone was the development of a draft methodology for monitoring and reporting on European integration. Although the methodology was not approved by the Permanent Bureau in 2018, it will serve as an important reference for the preparation of the final report on the European integration for this legislature.

Gender equality and human rights represented another focus of the project where small, but important results were achieved. The project supported the development of a methodology on conducting gender analysis of draft legislation. This methodology was piloted successfully on several bills with legislative amendments being proposed by the social protection committee based on the analysis' recommendations. These encouraging results allow the Project to take the next steps in 2019 for further institutionalization of gender analysis in the work of the parliamentary committees.

Additionally, the project supported the strategic reform of the secretariat by helping with the review of the secretariat's structure and the functioning of individual departments. The assistance was well-received by the leadership of the Parliament. Also, several activities were realized that are part of the Secretariat's Strategic Development Plan, which seeks to improve the general efficiency of the secretariat. Additional support provided through the HACT modality allowed the secretariat to improve its project management capacities and to explore new areas of work.

In the reporting period, the project continued to provide support to the parliamentary research services. This specialized unit within the Parliament received assistance to increase its performance and demand for its services by improving analytical products for Members of Parliament (MPs). The project also focused on improving the capacity for oversight of the implementation of laws through post-legislative scrutiny. The methodology for ex-post analysis of laws was adopted and extensively piloted on several bills.

Furthermore, the Project sustained initiated the implementation of activities towards the support of the Gagauz People's Assembly by providing IT training to members and staff and by aiding the elaboration of a strategic development plan. The activities with the Assembly will continue in 2019 and will among others seeks to enhance the cooperation with the Parliament of the Republic of Moldova (PRM).

In 2018, the project continued its previous work on enhancing the knowledge of MPs on the SDGs. Unfortunately, the engagement of the parliament in the development of the Moldova 2030 – National Development Strategy was limited to secretariat staffers. Given the important role of parliament in overseeing national development, the Project will step up its work in 2019 and adjust its strategy to mainstream sustainable development goals in the planned work on oversight.

The project also maintained its efforts in the area of anti-corruption by closely working with the members of the GOPAC Moldova Chapter. Importantly, work focused on ethics and conduct ensuring

the integration of previous technical assistance into the draft Code on parliamentary rules of procedures.

Finally, progress was achieved on the e-Parliament system with the launch of the procurement tender and the identification of the necessary IT infrastructure and resources. The implementation will continue in 2019 after the design and analysis phase is finalized.

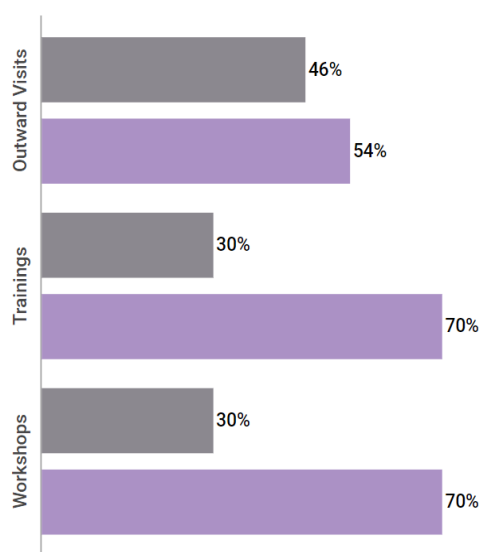
Introduction

The Project “Strengthening Parliamentary Governance in Moldova” works with the Parliament of the Republic of Moldova to strengthen its law-making, oversight and representation functions with a specific focus on EU integration and the Sustainable Development Goals (SDGs). The project directly assists standing committees and the secretariat of parliament in the implementation of their mandate.

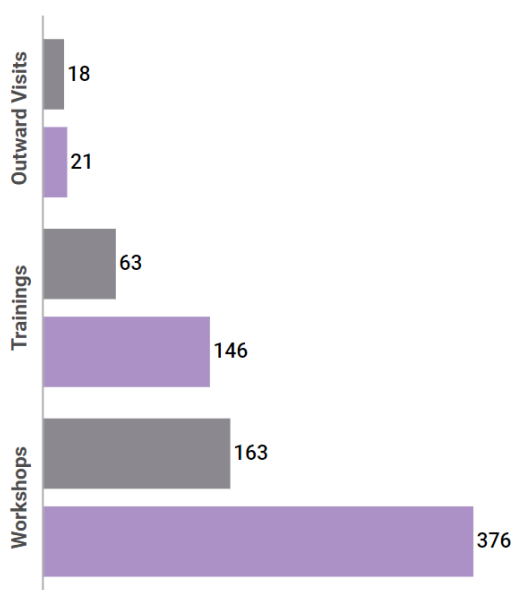
This annual report covers activities from 1 January – 31 December 2018. During the reporting period, the capacity of parliament has been strengthened through 10 trainings and 15 workshops, as well as 8 study visits (outward only) in Europe. The UNDP delivered technical assistance with the support of 18 national and international consultants with a focus on knowledge and capacity transfer to the MPs and staff of the parliament. In total, the project managed to engage 787 direct beneficiaries into its activities, of which an average of 69% were female.



Graph 1. Activities per category



Graph 2. Percentages of male and female participants



Graph 3. Number of participants per activity type

● Men ● Women

During 2018, parliament has further improved its capacity for oversight by strengthening the capacity of staff for post-legislative assessment and piloting tools for improved oversight. Foundational steps were also taken in the area of communication with work starting on the design of a civic education program. Additionally, the Gagauz People's Assembly (GPA) benefited from project support, which resulted in the development of its first ever Strategic Development Plan (SDP).

Furthermore, the project's mid-term evaluation was also finalized, which reiterated the continued relevance of the project. According to the evaluation, the project managed to advanced work in key results areas despite the challenging environment. The report made specific suggestions as to how the project focus and scope could be narrowed down to a more limited number of priorities to further increase the impact of the project. The report also made recommendations for improvement of the Results and Resource Framework (RRF), which will be addressed in the 2019 monitoring framework.

The adopted 2018 budget of \$1,274,125 was adjusted in September to \$888,786 to accommodate changes in the work plan. Most importantly, the fundraising, procurement and contract negotiations for the e-Parliament project took 6 months to be satisfactorily completed and therefore the project started only in September 2018. As a result, a substantial part of the budget (\$291,033) was transferred to 2019. Additionally, work with the Gagauz People's Assembly on its Strategic Development Plan took longer than initially planned. This held up several sequentially planned activities (\$37,628), which consequently had to be postponed to 2019. Finally, there have also been some delays in the implementation of HACT activities (8 out of 13 planned activities were implemented), which led to the transfer of budget to next year (\$38,363).

Context analysis

The first half of 2018 was marked by increased political activity, as snap elections were called to elect new mayors for the cities of Chisinau and Balti in May. The second round of the elections resulted in a win by the opposition candidate of the extra-parliamentary party Dignity and Truth Platform, Andrei Nastase, gaining 52.6% of votes, with the second candidate, Ion Ceban from the Socialist Party, scoring 47.4% of the votes. However, the outcome of the votes was challenged in court. On 19 June, the court voided the elections results on the grounds that both candidates had used social media to call on voters to turn out on election day, which it ruled was illegal campaigning.

After the Supreme Court upheld the decision by the court in first instance, large protests broke out organized by the opposition parties. The international community also spoke out strongly about these developments,¹ as the court's decision is widely seen as a dismissal of electoral will of the Moldovan people. The move severely damaged respect for the rule of law and democratic principles in the country. The latest IRI poll (October 2018) showed that citizens are concerned about the upcoming parliamentary elections with 33 % believing the elections will be “not free and fair at all” and 24% that they will be “somewhat not free and fair”.

The political upheaval in the aftermath of the mayoral elections impacted the Project in several ways. First, it rendered resource mobilization for the e-Parliament system more difficult, as the international community took a wait-and-see approach regarding funding decisions. Secondly, the political developments triggered a sharp response from the European Parliament, which issued a highly critical progress report on the implementation of the Association Agreement² and two resolutions.³ This response overshadowed the project's work on the monitoring of parliamentary activity related to the EU integration agenda in the second half of the year.

Another important issue was the increased political activity in anticipation of parliamentary elections. For this reason, the members of cross-party GOPAC Moldova Chapter and Women's Caucus had less appetite to tackle more political issues that could run contrary to the views of the political parties of individual members, as nominations for the party lists and single mandates were drawn up.

The speculations on the parliamentary election date, also created uncertainty until the announcement was made in July. This made the time table for UNDP's support on induction a moving target and it also impacted the planning of the e-Parliament project. Similarly, the approaching end of the parliamentary mandate brought uncertainty to the work on the code of conduct (see the section on anti-corruption for more details).

Please see annex 1 for a statement on the risks identified prior to and during implementation of the program and how these have been handled.

¹ <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+MOTION+P8-RC-2018-0322+0+DOC+XML+V0//EN&language=en>

² <http://www.europarl.europa.eu/sides/getDoc.do?type=REPORT&reference=A8-2018-0322&language=EN>

³ <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P8-TA-2018-0458+0+DOC+XML+V0//EN&language=EN>

Progress review

The outcome of the project is measured by the Results and Resources Framework (RRF), which adopted in February 2018 (see annex 3). The sections below describe the UNDP's strategy and approach to bring about change in different policy areas, the most significant results per outcome area and the planned work for 2019.

Output 1. Improved capacity to review and adopt legislation

EU integration

In 2017, a monitoring and reporting mechanism with quantitative indicators was developed for easy tracking of the parliament's activities with regards to EU integration. Subsequently, the Parliamentary Committee on Foreign Policy and European Integration decided to pilot the voluntary reporting to the European Parliament for 12 months.



Presentation of the first Progress Report on the activity of the Parliament related to the European integration process

During the reporting period, a first Progress Report⁴ was finalized and presented by the Moldovan parliament to European colleagues during the meeting of the EU-Moldova Parliamentary Association Committee (PAC) on 5 April 2018.⁵ According to the report, the parliament adopted 54 bills harmonised with EU *acquis* constituting 90% of the total number of bills that were reviewed by parliament in 2017. Also, 23 parliamentary hearings were organised by parliament to support the European integration process.

Subsequently, the report was sent by the Speaker of Parliament to the European Parliament as way to strengthen the exchange of information and inter-institutional cooperation. The voluntary reporting was welcomed by Brussels, as it adds another perspective to the reporting by the Moldovan government on the Association Agreement.

In partnership with the General Legal Department, UNDP also developed a draft methodology for monitoring and reporting on EU integration, to ensure sustainability and institutionalise the mechanism within the parliament. Unfortunately, the Chairperson of the Foreign Policy and European Integration has not tabled the methodology for discussion and approval by the Permanent Bureau. Despite this set back, committee staff was instructed to work with the consultant to develop a second and final progress report for this legislature.

In conclusion, the positive results of the first half of 2018 were overshadowed by the push back on the institutionalization of the EU reporting mechanism. The indicators show that a slowdown took place in 2018 concerning the EU agenda. In general, 2018 has seen less governmental legislative activity.

⁴<http://www.parlament.md/Actualitate/Comunicatedepresa/tabid/90/ContentId/3980/Page/2/language/ro-RO/Default.aspx>

⁵http://www.realitatea.md/comitetul-parlamentar-de-asociere-ue-republica-moldova-s-a-intrunit-in-edin-a-lachi-inau_75089.html and <http://www.europarl.europa.eu/delegations/en/d-md/product/20180406DPU15421>

The average time for the review of bills has been brought down. It is likely that the peer reviews of EU-related bills by experts of the EU Twinning project have had a positive effect on this indicator.

Indicators

- | | |
|-----|---|
| 1.1 | % of bills with EU relevance approved by parliament within 60 working days
<i>target: 35% actual: 22%</i> |
| 1.2 | # of monitoring reports on parliament's EU-related activities (from Dec 2017)
<i>target: 3 actual: 1</i> |
| 1.3 | Average time required for committee review of bills prior to consideration by plenary (# of working days)
<i>target: 45 actual: 30</i> |

Gender equality and human rights

During the past year, UNDP focused on implementation of action areas 2 and 3 of the Gender Equality Action Plan (GEAP),⁶ creating within the parliament the necessary capacities for analyses of legislation from a gender perspective and facilitating gender equality mainstreaming in all policies, programs, practices and decisions.

In this regard, UNDP supported the development of a brief methodology for conducting gender analysis of draft legislation. The document was used for the coaching of parliamentary staffers from the Committee for Social Protection, Health and Family (CSPHF) and the Committee for Human Rights and Inter-Ethnic Relations (CHRIR) for the development of gender-impact analysis skills. For this activity, several bills were selected from the parliament's legislative plan and reviewed to identify the availability of data for a thorough gender analysis. A gender-impact assessment was done for the bill on boosting employment and unemployment insurance. Based on the report, the Chairperson of the Social Protection Committee, Mrs. Buliga tabled an amendment to the bill according to which state employment policies must follow the objective of ensuring equal access for men and women to the labour market.⁷

Furthermore, the Project made significant efforts to mainstream gender work throughout other activities. In 2017, UNDP did not manage to include a separate section on gender impact analysis in the methodology on post-legislative scrutiny, due to resistance by the Secretariat. Still the selected laws for ex-post impact assessment were also reviewed by the gender consultant to ascertain the impact of those laws from the perspective of both men and women.

Unfortunately, the lack of disaggregated data for Law no. 140 on the special protection of children and Law no. 264 on the medical profession meant that no thorough analysis could be done on the impact of both laws for men and women. Hence, both laws were only reviewed for the use of gender-sensitive language to ensure compliance with the principle of non-discrimination. The absence of information or the lack of governmental cooperation to obtain information is a recurring issue that was also encountered in by the Secretariat staff working on post-legislative scrutiny. The Moldovan state budget is a policy-based document and does not address gender issues in any way. Therefore, it is complicated to check whether the financial means for implementation of the provisions of a certain law are budgeted for.

⁶<http://parlament.md/SesiuniParlamentare/%C5%9Eedintebirouluipermanent/tabid/129/SittingId/2784/langu age/ro-RO/Default.aspx>

⁷ See article 6, letter d, <http://lex.justice.md/md/376758/>



Mrs. Buliga, Chairperson of the Parliamentary Committee on Social Protection, Health and Family at the UN reception on 26 October 2018

Furthermore, the Project also facilitated the review of the draft Parliamentary Code (Rules of Procedure). Recommendations have been provided to ensure its approximation to the national legislation and international best practices for ensuring gender equality. The proposals focus amongst others on ensuring equal opportunities for men and women when establishing parliament's working bodies, respecting the principle of equal representation in parliamentary delegations and including an obligation for MPs to refrain from using sexist, discriminatory and offensive language. Another recommendation was to make gender-impact analysis mandatory for

draft legislation. At the end of the reporting period, the Project noted that the opinion of the Legal Department tabled to the Legal Affairs and Immunities Committee, the rapporteur committee, integrated some of the proposals on gender. Based on discussions with MPs, the Social Protection Committee also tabled amendments to the rapporteur committee embedding a broader set of recommendations to the Parliamentary Code.

During the reporting period UNDP continued engaging with the women MPs caucus. However, due to the last year's difficult transition in the leadership of the women's caucus and upcoming elections in 2019, to the Project implemented only one activity with the platform of women MPs in May on work-life balance issues. Additionally, UN Women and UNDP jointly engaged members of the caucus on amendments to the Law on political parties 294/2007. The aim was to enhance the political participation of women and youth by means of clarifying the distribution of the budget support to political parties, which would observe the 40% quota and/or have women elected as Members of Parliament. The draft amendments formulated for the first reading did not address the allocation of budget support for youth participation and provided for a lower share of support to parties who have women elected as Members of Parliament. Consultations with the women's caucus showed a reluctance to speak out with one voice on the need to revise the bill. Therefore, in a joint effort, UNDP and UNWomen held meetings with individual woman MPs and provided targeted support to a female champion (Mrs. Mihaela Spataru). Together with advocacy by civil society, this has led to improvements to the bill in second reading. Thus, changes have been introduced on three main issue: increasing the share of the budget support allocated for women elected, specifying the scope of use for the received financial resources and including a share for parties based on actual number of young people elected.

Another key area for UNDP work in the reporting period was the provision of technical assistance to the mixed working group established by the Ministry of Justice of the Republic of Moldova (MoJ) and the CHRIR as part of finalizing and adoption of the National Human Rights Action Plan of the Republic of Moldova (NHRAP) for 2018 – 2021. The project engaged two national consultants to the revise the draft NHRAP, so that the plan reflects the recommendations received by the Republic of Moldova from the UN treaty bodies and from UPR, and the NHRAP's actions and performance indicators are formulated following line with the basic RBM and strategic planning principles. The NHRAP was adopted by the Parliament of the Republic of Moldova on 24th May 2018.

During the reporting period, as part of the oversight activities the CHRIR investigated the issue of enforcement of the decisions of the Council for Preventing and Eliminating Discrimination and Ensuring Equality National Council (Equality Council). Currently the council cannot sanction directly the discriminatory actions and cannot enforce its decisions, which leads to over 50% of cases when the council's efforts to remedy the situation have been cancelled. To support the committee in gathering the relevant information, UNDP and UNOHCHR have provided extensive analytical support and comparative analyses to members of the CHRIR. The committee travelled to France to discuss with their counterparts from the French National Assembly and observe the applicable legislation to the work and decisions enforcement of bodies like the Equality Council in the Republic of Moldova.

Capitalising on the information received during the experience exchange at the National Assembly, the members of the CHRIR reviewed the draft law tabled by the Government,⁸ bringing amendments to seven normative acts. These amendments aim to enhance the mandate of the Equality Council by proposing mechanisms for the enforcement of the council's decisions. The draft law was registered in July, but it has not yet been scheduled for debates as the report of the co-rapporteur committee is not available yet. UNDP will further monitor the outcome of the technical assistance and make sure that this work is reflected in the legacy report for the new members of the standing committee.

In the area of gender and human rights, small incremental steps were taken to improve the legal framework and internal regulatory framework. The lack of information, stereotypes and parliamentary procedure have all been identified as obstacles that the Project needs to navigate to achieve results.

For 2019, the project aims to work towards advancing with the use of gender-impact analysis of the laws, as part of the oversight activity of the legislature. This will be ensured through active engagement with the national consultants selected for the pool of experts, to observe that the gender impact of the laws can be assessed, bearing in mind the availability of statistical data. The project will continue building relationship with the newly elected women MPs in order to identify the areas where women MPs would be interested to engage in the context of parliamentary oversight, and subsequently provide technical expertise to review that particular piece of legislation.

Indicators

2.4 % of Implemented actions from the GEAP (Gender Equality Action Plan)

target: 30% actual: 20%

2.5 % of hearings held on gender and human rights-related issues to the total # of hearings

target: 20% actual:⁹

Strategic Reform Secretariat

Last year, UNDP hired a change manager to support parliament in the process of institutional reform and the implementation of the Strategic Development Plan. Work particularly focused on developing detailed reform proposals following up on the recommendations of the 2016 Functional Analysis¹⁰ developed with UNDP support. Importantly in December 2017, the Speaker of Parliament publicly announced a 40% reduction of secretariat staff, which put pressure on the parliament to take decision on institutional reform.

⁸<http://www.parlament.md/ProcesulLegislativ/Proiectedeactele legislative/tabid/61/LegislativId/4281/language/ro-RO/Default.aspx>

⁹ The data for this indicator will only become available in February 2019.

¹⁰http://www.md.undp.org/content/moldova/en/home/library/effective_governance/functional-and-institutional-analysis-findings-and-recommendatio.html

At the request of the Speaker's office and the Secretary-General, the change manager reviewed the secretariat structure, the mandate of the individual departments, business processes and workload, to formulate detailed recommendations for reform. The first part of the analysis covered the three core departments involved in the law-making process and was finalized in March. This report was well-received and informed the discussions in the Permanent Bureau. The second part of the analysis focused on the support divisions and was finalized in October.

Some of the main conclusions of both reports pertain to the need to further clarify and delineate the work done by staff in the legal department and standing committees. The recommendation is to create a new department for the standing committees responsible for the organization of committee staff support and coordination of work between committees and with other departments. The report also highlighted the important need to develop personalized rather than generic job descriptions for a better division of work and more focused recruitment.

At the end of November, the Standing Bureau approved a new organizational chart and structure for the Secretariat and voted to abolish the position of parliamentary assistants by replacing it with an allowance for support services (e.g. for research, constituency case work, office management), office rental and transportation. The Secretariat has also prioritized the development of individual job descriptions for all staff in 2019. The Human Resources Department will lead on a cross-departmental review of job descriptions and mandates. Given the proximity of parliamentary elections and the sensitive nature, all other decisions on institutional reform are left for the next legislature.

Additionally, a concept was drafted on setting up an electronic monitoring and reporting platform within the Parliament's Secretariat for the monitoring of implementation of the Strategic Development Plan, as well as the monitoring of other key activity plans (GEAP, anti-corruption action plan etc.). Subsequently, detailed technical specifications were developed by the Project's IT consultant and shared with the beneficiary for implementation in 2019.

In accordance with the Secretariat's SDP, the Project supported parliament through the HACT modality with the development of an IT tool on Human Resource (HR) management. The module stores, generates and processes data required for HR management, related to MPs and staff members. The software ensures the automation and digitalization of all staff management processes and record keeping related to recruitment, performance evaluation, attendance, membership of working groups and specialized committees meetings and evidence of disciplinary cases as well as sanctions.

For 2019, several activities are planned under the HACT modality on strategic development. Parliament is keen to have an external evaluation of the Secretariat's strategic development plan, as well as develop a new plan for the entire institution. The latter will depend on the new leadership, but the elections are a good opportunity to get a needed fresh look on Strategic Development. The parliament also seeks to further expand the HR software by ensuring its interoperability with the 1C accountancy system. The HR staff will also be trained on the use of the 1C accountancy system. Additionally, parliament would like to implement the concept for the electronic monitoring platform, after the evaluation has been done on the M&E framework of the current plan.

In terms of results, the progress on the implementation plan has slowed down. In 2017, 25% of the Strategic Development Plan was implemented, while in 2018, 30% of the total plan was implemented. Some recommendations for reform involve more political decisions (e.g. the division of responsibilities between the Speaker and Secretary-General), but for others such as the organization of donor coordination council meetings it is less clear why these have not been implemented.

Indicator

1.5 % of implementation of recommendations of the strategic development plan (approved March 2017) target: 35% actual: 30%

Support to the Research Unit – Informational Analytical Department

During the reporting period, the first outcomes were observed of the project's work with the Research Unit. In the first half of 2018, a comparative analysis was finalized with the support of an international consultant. Parliamentary staffers from the Informational Analytical Department (IAD) actively participated in the meetings with the consultant and the roundtable event that was organised in December 2017. The study presents different approaches with regards to the mandate and administrative arrangements of parliamentary research services (PRS) from four European parliaments.



Round table on Parliamentary Research Services with experts from selected parliaments, December 2017

research activity in the Parliament of the Republic of Moldova, were drafted by the department itself and approved in September 2018.¹¹ The document regulates the process of submission of requests for research products and the elaboration of a parliamentary research papers, including quality control and dissemination of the research products.

Currently, IAD is preparing for the new legislature by developing formats for proactive research products that could be produced for committees. This is another recommendation from the report

“For 2019, we will focus on strengthening the cooperation with the standing committees. We plan to introduce a specialisation amongst researchers in IAD, so that targeted pro-active research papers can be produced in line with the legislative agenda in the committees”

Staff member of the Informational Analytical Department

In a follow-up, the department put their efforts into implementing findings and recommendations from the report and peer-to-peer advice received during the roundtable. Internal instructions were set clarifying the mandate of the PRS, range of clients, rules for the handling of research requests and the promotion of products, including pro-active research papers.

The steps undertaken by IAD show the proactive approach towards changing the functioning of the department and the scope of its activities. As a result, *Guidelines on the organization and conduct of the parliamentary*

research activity in the Parliament of the Republic of Moldova, were drafted by the department itself and approved in September 2018.¹¹ The document regulates the process of submission of requests for research products and the elaboration of a parliamentary research papers, including quality control and dissemination of the research products.

that the department wants to give follow-up to. For 2019, the Project will support this initiative with training and mentoring on the visualization of research papers and policy documents. The aim of the department is to develop research products with the use of infographics that are brief and engaging for the reader. These initiatives aim to increase the visibility of the PRS, as the number of requests (25) received by the department

¹¹ <http://parlament.md/CadrulLegal/Instruc%C8%9Biuneprivindactivitateadecercetare/tabid/269/language/en-US/Default.aspx>

during 2018 indicate that the services are not well-known. This was also corroborated by interviews with staff of the parliamentary factions.

Another piece of joint work is the successful completion of the e-Archive. This project was launched in 2017 and focused on the digitalisation of the legislature's archive. This activity involved the digitalization and uploading into DSpace (open source software platform) of around 660,000 documents. Through the HACT modality, parliament ensured complementarity of efforts by acquiring a scanner for continuation of the electronic archiving of documents in the future. Currently, the IAD department is piloting the e-Archive with staff members of the Legal Department in preparation for its official launch in 2019. In the meantime, the relevant instructions and guidelines were finalised by IAD and approved by the Permanent Bureau.¹²

Between January – November 2018, a total number of 340 records (mainly committee reports, draft laws and HR records) were consulted by staff members of the Human Resources Department, committee advisers and MPs' assistants. This new electronic information system and the significantly improves the flow of documentation, allowing instant access to different files from the e-archive. Previously, archived documents could only be consulted upon written request to the Secretary-General.

The above-mentioned initiatives, all aim to increase the visibility of the Information Analytical Department with the next legislature. The collected data indicator 2.1 shows that the services are not well-known. This was also corroborated by interviews with staff of the parliamentary factions at the beginning of the year.

Indicator
2.1 # of Research requests submitted to the parliamentary research unit <i>target: 35 actual: 25</i>

Gagauz People's Assembly

Building on the functional and institutional analysis, the project progressed with identifying needs and required institutional changes. In the first half of 2018, the GPA developed its first Strategic Development Plan (SDP) with UNDP support. The development of the SDP was done in an inclusive and participatory manner involving interviews with all staff and almost all the assembly's members.

The draft SDP took six months to develop, but over the course of this period important learnings took place on strategic planning, organizational development and resource mobilization by GPA stakeholders. In its turn, UNDP also learned valuable lessons for the future of its collaboration with the GPA (see lessons learned section).

¹² Permanent Bureau Decision Nr. 7 of 14 February 2018 on approval of the Regulation on organisation and functioning of the archive fund, management and administration of the institutional repository (e-Archive) of the Parliament; Secretary General Decision Nr. 11 of 18 May 2018 on approval of the Guidelines on the implementation of the Regulation on organisation and functioning of the archive fund, management and administration of the institutional repository (e-Archive) of the Parliament

It was gratifying to see the trust placed in UNDP as well as the enthusiasm and motivation of MPs and staff members alike to improve the work of the People's Assembly.

In July, the Strategic Development Plan was discussed and approved by the GPA's Presidium. Subsequently, the scheduling of consultations with external stakeholders took time, due to availability issues. Thus, on 4 October a roundtable was organised to present the GPA SDP.¹³ The aim of the event was to consult with representatives of central and local public authorities, Gagauz civil society and development partners on the strategic development goals, as well as discuss the identified capacity development needs of the GPA and solutions for enhancement. The plan was further presented and discussed during the last informal meeting of the Working Group in November with the aim to provide an opportunity for feedback and inputs on the cooperation mechanism between the PRM and the GPA.



Public presentation of the Strategic Development Plan of the Gagauz People's Assembly on 4 October 2018



IT trainings organised for the staffers in the GPA Secretariat, 13- 14 November 2018

Also, in 2018, the project provided a training for the strengthening of the IT skills of the GPA secretariat. During the 2-day course, staff increased their capacity to use electronic tools for their day-to-day work. The training was very well received by the beneficiaries and it was considered an important contribution to the strengthening the staff capacities of the GPA secretariat.

For 2019, the project plans to continue enhancing the capacities of the GPA in strategic planning and result-based management that will comprise both a study visit and trainings. In this sense, it is

anticipated that the preparation of an analysis of business processes of the GPA secretariat will set the framework for an improved structure of the assembly. Following this work, the project will further support the creation of a new structure of the GPA secretariat, which among others, will contain recommendations on how to increase the cooperation with the PRM and the Government of Moldova.

Last but not least, the project plans to organize a fellowship program for the GPA secretariat that will support the implementation of the Strategic Development Plan and will increase the staff capacities and network in state institutions.

Output 2. Improved capacity to oversee implementation of laws and policies

Oversight

In 2017, the Parliament of Moldova requested UNDP to support with the development of a more coherent and comprehensive approach to oversight. With the support of an international and a

¹³ <http://halktoplushu.md/%E2%80%A6/2430-strategicheskij-plan-razvitiy>

national consultant, an assessment report¹⁴ was drafted on the state of oversight work by parliament. Subsequently, a methodology was developed for the conduct of post-legislative scrutiny (evaluation of laws), that was adopted by the Permanent Bureau in February 2018.

The methodology distinguishes between an ex-post legal assessment and an ex-post impact assessment of legislation. The first looks at the legal aspects of the enactment of the legislation¹⁵, while the second ascertains the social, financial, environmental and economic impacts of the law¹⁶.



Members of the Committee on Social Protection, Health and Family listening to the presentation of the ex-post impact assessment report on the Special Protection of Children, 7 November 2018

During the reporting period, the methodology was extensively piloted by staff of the Legal Department. Namely, the Secretariat developed 19 ex-post legal assessment reports, for laws identified under the parliamentary oversight action plan. According to feedback by staff, the reports helped the parliamentary committees to prepare and hold public hearings more effectively. Furthermore, an evaluative workshop highlighted the need to improve the quality of

legislation for improved post-legislative scrutiny. Staff was highly recommended to pay attention to include (clearer) reference norms¹⁷, when drafting amendments to bills.

Furthermore, a national consultant from civil society was commissioned to develop two ex-post impact assessments funded through the HACT modality. The pilot was implemented with the Committee on Social Protection, Health and Family that selected Law no. 140 on the special protection of children at risk and of children separated from parents and Law no. 264 on the medical profession for impact assessment. In November, the reports were presented in two separate legislative impact hearings¹⁸ to committee members and the overall feedback was very positive. As a result, the committee decided to reflect the recommendations of the report on the medical profession into the pending draft law.

¹⁴ http://www.md.undp.org/content/moldova/en/home/library/effective_governance/controlul-parlamentar-in-republica-moldova.html

¹⁵ This includes research on whether secondary legislation has been issued, whether the implementing agency has been established or mandated, if there are any legal impediments to the full implementation of the legislation, if there are any court proceedings relevant to the implementation of the law, and if the law has been challenged in the Constitutional Court.

¹⁶ This includes questions on whether and to what extent the stated policy objectives have been met, how implementation and delivery can be improved, what lessons learned can be identified, considering any possible Regulatory Impact Assessment (RIA) and other impact statements attached to the draft legislation.

¹⁷ These are indications of which other legislation needs to be amended for proper implementation of the newly adopted law.

¹⁸ <http://www.parlament.md/Actualitate/Comunicatedepresa/tabid/90/ContentId/4758/Page/10/language/ro-RO/Default.aspx> and

<http://www.parlament.md/Actualitate/Comunicatedepresa/tabid/90/ContentId/4785/Page/7/language/ro-RO/Default.aspx>

Additionally, the Project facilitated the capacity-development of a staff member of the Legal Department on Regulatory Impact Assessments (RIA). The Legal Department reviews the ex-ante regulatory impact assessment reports that are submitted by the government together with draft laws. A thorough analysis of RIA reports ensures that MPs have more background information for review of legislation in meetings of the standing committees. The staffer who attended the RIA training in October 2018, noted that capacity-development in this area should be expanded for the benefit of all staffers that work on review of draft legislation.

For 2019, the Project is planning to engage international expertise for a tailor-made training in Moldova on RIA and post-legislative scrutiny for capacity-development of the staff working in the Legal and Research Departments, as well as Standing Committees. Building on the achieved results, UNDP will also expand the pilot with ex-post impact assessment to include three standing committees. We also look to take further steps in institutionalising the mechanism on post-legislative scrutiny. Discussions are underway for the creation of a pool of experts that committees can draw upon for impact assessments and other research when parliamentary staff is otherwise engaged. The concept for the pool will particularly put emphasis on sustainability, following the successful example of the creation of the parliamentary territorial offices.

“The skills acquired during the RIA training are particularly helpful when preparing the Legal Department’s opinion on a draft law’s scope and economic impact”

Staff member of the Legal Department

In the area of oversight, the project managed to go far beyond the modest targets set for indicator 2.2. In total, 2 ex-post impact assessments were produced, which is in line with the target of 2. While the target of 4 ex-post legal assessment was exceeded by the production of 19 reports.

Indicators

2.2	# of ex-post assessments produced	target: 2 + 4 actual: 2 + 19
2.3	% of recommendations from ex-post impact assessments implemented	target: 0 actual: 0

Sustainable Development Goals

In 2017, the project worked hard to secure a champion for the Sustainable Development Goals (SDGs) in the Parliament. Unfortunately, Mrs. Domenti resigned from the legislature shortly after her appointment by the Speaker as the parliamentary lead, being appointed as the Eurasia chair of the parliamentary Global TB Caucus. Following her leave, there has been no explicit interest from MPs to champion the work on SDGs, most notably engagement on the development of the new National Development Strategy (NDS) – *Moldova 2030*.

On 8 November, the NDS was adopted by the Government of Moldova.¹⁹ As noted before, there was only some involvement of parliamentary staff in the working groups in charge of drafting the strategy. A discussion on this policy document is now planned for December in the Economy and Budget Committee, which has been assigned as the rapporteur committee.

For 2019, UNDP will change its approach to engaging the parliament on sustainable development. The Project proposes to mainstream the SDGs in the oversight work that is planned with three standing committees. The selection of three laws for ex-post impact assessment will be done from the main

¹⁹ https://gov.md/sites/default/files/document/attachments/intr40_12_0.pdf

priority areas for national development identified in the *Moldova 2030 strategy*. The analysis report will involve an assessment of the legal framework for the attainment of the set development targets.

Additionally, the Project will organize an outreach media campaign around the SDG Action Day that is organized every year in September. In order to raise further awareness on the SDGs, the Project plans to roll out an *Adopt an SDG* campaign among MPs by having participating MPs setting personal goals on sustainable development.

Anti-corruption

In 2018, UNDP's work on anti-corruption focused on the support to GOPAC Chapter members for the adoption of norms regulating MPs' conduct and ethics. At the beginning of the year, a GOPAC survey on perceptions and means to regulate ethics and conduct of MPs was finalized. 39 MPs and 174 citizens responded to the survey and encouragingly the results showed that the majority of MPs (71.3%) and citizens (99%) believe that the parliament requires new norms regulating MPs' conduct and ethics.²⁰ Citizens believe that the main impediment for adopting new rules is the fear of MPs for penalties on misbehaviour, while MPs cited the lack of consensus on the competent body deciding on sanctions for misconduct. Nonetheless, most respondent MPs accept that a code should regulate the conduct of MPs inside and outside parliament with 24,5 % of them stating the need to sanction activities, which harm the image of the legislature or the country. With regards to the type of sanctions, citizens (63,8%) preferred the lifting of immunity and pecuniary sanctions proportionate to the damages caused by the misconduct.

Following numerous meetings with the Co-Chair and members of the GOPAC Moldova Chapter, it was decided that GOPAC would review the provisions of the chapter on ethics and conduct of the draft code on parliamentary rules and procedures (Parliamentary Code). However, the approaching elections reduced the motivation for proactive engagement and GOPAC decided to submit individual amendments once the bill was tabled.

In Spring, the project engaged a national consultant to support the staff working group with the integration of the code on conduct and ethics²¹ into the draft Parliamentary Code. Additionally, the consultant developed a separate statute for parliamentary staff members aiming to create a special status and rights for parliamentary civil servants. Technical assistance was also provided for gender-related aspects of the Parliamentary Code (see the section on gender equality).

While the Parliamentary Code or Rules of Procedure (RoP) was finalized by the staff working group in July, the code was tabled²² only at the very end of the parliament's mandate. This significantly reduced the scope for review and the tabling of amendments by key stakeholders including GOPAC and civil society. Unfortunately, the statute of parliamentary civil servants was not kept in the tabled Parliamentary Code. This is a setback particularly for the e-Parliament project, as the current legislation does not allow for adequate salaries of IT staff.

²⁰ https://www.facebook.com/pg/GOPACMoldova/posts/?ref=page_internal

²¹ The Code on conduct and ethics was developed as a standalone legal document with UNDP's Technical Assistance in 2016. Unfortunately, the code was not adopted by parliament in 2017, as political parties pushed back on the proposed implementation mechanism and sanctions. After pressure by GRECO, OSCE and UNDP, the Speaker of Parliament decided to integrate the clauses on conduct and ethics in the new Parliamentary Code.

²²

http://www.parlament.md/ProcesulLegislativ/Proiectedeactelegislative/tabid/61/LegislativId/4433/language/ro-RO/Default.aspx?fbclid=IwAR2BiWrT_Osrolb9fsgS5bqJ9IJEN0KI4oRuWu1aGuer_yaij6Ts1W08Yys

In November, the Project delivered a comparative analysis of the chapter on conduct and ethics in the tabled Parliamentary code against previous versions and the original technical assistance that was delivered. The project identified that the Chapter lacks clarity on important issues including:

- The need to clearly regulate the functioning of the parliamentary committee assigned to hear matters of ethics and conduct
- The lack of clear and comprehensive sanctions for misconduct in the plenary, as well as in the general fulfilment of the mandate
- The integration of rules on the receipt of gifts and benefits
- The introduction of provisions on conflict of interest as well as setting norms on ethics and conduct after the expiry of the mandate

Unfortunately, in its current form the clauses on conduct and ethics could easily be misused to target individual MPs. This analysis was provided to the Co-Chair to inform any follow-up work by the GOPAC Chapter. However, UNDP was informed that the perspectives of the draft law being passed and promulgated are quite low despite all the work done.

With regards to the parliament's own anti-corruption plan, progress has been modest with only general improvement being made to the legislature's oversight work in 2018. The data for the indicator is only available in February, as the action plan covers the work of several committees who are obliged to report on their work each year in February according to the parliament's regulation. The recent report of the monitoring group reviewing progress of the National Integrity and Anti-Corruption Strategy of Moldova strongly recommended the legislature to finalize the work on the code of conduct and to continue the organization of parliamentary hearings with independent state institutions.

UNDP will continue observing the developments on the Parliamentary Code and draw lessons for future work on anti-corruption. For 2019, UNDP will need to gauge the interest of MPs in continuing the work of the GOPAC Chapter and see what new strategies can be developed for incremental steps on ethics and conduct.

Indicator

2.6 % of implemented actions from parliament's Anti-Corruption Action Plan
target: 61% actual: data available in February 2019

Capacity development trainings

For 2018, UNDP and the parliament shared responsibility for several capacity-development trainings. About 35% of the disbursed funding through the HACT modality supported trainings, which is a large increase from the 5% of the previous year.

Parliament organized the following three training activities: seminar on *Public Procurement Management in Interaction with the Institution's Budget and Strategic Documents* attended by 35 staffers (15M/20F); a training on *Effective presentation skills*, attended by 25 staffers (4M/21F); and a training course on *Human Resources Management*.

These were complemented by three UNDP-led trainings: a training on Results Based Management attended by 35 staffers (7M/23F), a training on *Ex-post evaluation of the national legislation in the context of the alignment to UE rules and standards* attended by 31 staffers (8M/23F), a training on *Project and Risks Management* attended by 24 staffers (3M/21F) and one on *Parliamentary Protocol* attended by 18 staffers (4M/14F).

The participant evaluations indicated that 88% of the participants believed that the training exceeded their expectations. Also, 99% of the respondents noted that the quality and relevance of the presentations exceeded their expectations and 86% rated the handouts to be excellent (for more information see Annex 3).



Additionally, UNDP facilitated fellowships for parliamentary staff in the European Parliament to foster peer-to-peer learning and utilize different the approaches to capacity-development. Three staff members of the Foreign Relations Department of the PRM, participated in the Democracy Fellowship Programme, financed by the European Parliament (EP) and managed by the Democracy Support Unit in the EP. The fellows had the possibility to participate in the EP’s working processes and acquire hands on experience by working shoulder-to-shoulder with their peers.

“The fellowships were an excellent opportunity to establish cooperation with our counterparts in the European Parliament and learn from the best practices shared by them”, said the Head of the Foreign Relations Department

Next year, the project will make several changes in the approach to capacity-development. In the first half of 2019, a more structured identification of learning needs will be done through a comprehensive survey among parliamentary staff, current and newly elected MPs. The survey will form the basis of

a training plan that will focus on longer-term learning needs, after the implementation of the orientation program. All skills-trainings offered through UNDP and HACT will be in line with the training plan. Also, the participant evaluation will be adjusted to assess the acquirement of knowledge.

Indicator	
1.4	% of parliamentary staff that apply acquired knowledge and skills from UNDP trainings in their work <i>target: 60% actual: 99%</i>
2.7	% of MPs that give a positive or excellent evaluation of the induction program <i>target: N/A actual N/A</i>

Output 3. Improved capacity to engage with CSOs, media and citizens

Information management system

During the first half of 2018, the Project launched a tender for an e-Parliament system comprising of three components:

- Legal document management system (DMS)
- Electronic voting sub-system
- Public web portal

Additionally, an audit was commissioned of the previous website project and the IT infrastructure and resources were identified for the procurement of the necessary hardware (tablets for e-Voting) and licenses. The Project also contracted an independent Quality Assurance Team to ensure technical compliance and quality assurance of deliverables.

Throughout this process, the Project team has focussed on maximising ownership, identifying and mitigating project risks and ensuring sustainability. In July, an important milestone was achieved with the adoption of a decision by the Permanent Bureau committing the parliament to ensuring the necessary human and financial resources for project implementation and operation. It has been challenging to prepare for the start of the project, which involved fundraising, intense negotiations with the selected company and reaching agreement on the project management modality with all parties involved.

The necessary preparations led the project to kick off in September with a fact-finding mission by the Nextsense/ScytI consortium partners. At the end of 2018, work is ongoing on the review of system documentation. These include the project’s inception report, an analysis of findings report and detailed functional specifications of the system. Once these documents have been approved by the working group, the analysis and design phase will end, and the focus will turn to the customization of the system.

Importantly, the hardware and software specifications that have been prepared by the Nextsense/ScytI consortium indicated that more investments in the IT infrastructure might be necessary than previously assessed. The Chairman of the e-Parliament working group has requested advice from the e-Governance agency on the hardware and software specifications.

In 2019, work will continue with the implementation of the e-Parliament software platform. The aim is to successfully complete project phase II (installation of software), phase III (acceptance of customized software for DMS, e-Voting and the web portal) and phase IV (training) in the next year.

The selected indicators for IT projects relate to the implemented e-Parliament system and will be measured once the system is fully operationalized. In general, the e-Parliament project is progressing slower than planned for the above-mentioned reasons.

Indicators		
3.1	% of staff actively using the e-parliament system	<i>target: 0 actual: 0</i>
3.2	% of MPs actively using the e-parliament system	<i>target: 0 actual: 0</i>

Parliamentary openness and transparency

In October, Mrs. Buliga (lead on parliament – civil society relations) organised a meeting with civil society on mutual collaboration and lessons learned. Unfortunately, the invitation list for the meeting seemed limited and discussions stayed at an abstract level repeating lessons from the elaboration process of the new national CSO strategy.

As noted in the previous report, it has been challenging to find champions within the parliament to reset the relationship with civil society in the final months before the parliamentary elections. After the court annulled the mayoral election results, the relationship with civil society has certainly not improved.

Nonetheless, some engagement took place around the review of the Parliamentary Code (Rules of Procedure) with the Legal Resources Centre (CRJM) putting forward suggestions²³ in the area of transparency for improvement of the code. Their main concerns relate the need for clear rules on public consultations, the lack of information on the status and content of draft laws between registration in the Parliament and adoption, the lack of timely information about committee meetings and plenary sessions and the use of the emergency procedure.

For 2019, the Project is planning to reengage the newly elected Members of Parliament on parliamentary openness and transparency. The aim is still to adopt an action plan in these areas either through direct negotiations with civil society or through unilateral internal discussions.

Indicator		
3.3	# of written submissions by civil society to all 10 committees on bills	target: 50 actual: ²⁴

Citizens outreach and civic education

Throughout 2018, the parliament continued the implementation of the communication strategy and the action plan approved the Permanent Bureau in July 2017.²⁵ In March 2018, the secretariat changed its visual identity in accordance with the new brand book developed with the Project's support in 2017. As a result, templates of working documents for the subdivisions and committee secretariats, as well as all outreach materials have all been successfully adjusted to a uniform, new look.

Additionally, numerous thematic events were organised by the General Department on Communication and Public Relations (GDCPR) engaging and informing citizens, in particular youth, about the work and functions of the legislature. In total, the department organized 300 public visits (8,000 participants) in 2018. For the first time, the parliament also reached out with information on its activity to the Moldovan diaspora. Over 225 Moldovan citizens (*100 adults and 125 children*) living abroad visited the legislative in the second half of 2018. The children from 18 different countries visited the parliament on the country's Independence Day, 27 August 2018, as part of the government program "Diaspora. Origins. Returning back".²⁶

In terms of social media, the parliament has seen a large increase in users of its channels. The parliament's Facebook account now has 26,000 followers compared to 19,800 in 2017, whilst the Twitter account doubled its followers from 350 in 2017 to 650 in 2018. As a comparison, the Government of Moldova Facebook Account had 3,100 followers according to data available on 20 November. A substantial increase is also observed for the YouTube channel, which had 265 subscribers in 2017 and 877 by the end of 2018. An upward trend can also be seen for the number of live-streamed plenary sessions, standing committee sessions as well as press conferences, summing up to a total of 1,617 hours of broadcasts.

The results of a survey organised by the communications team among accredited parliamentary journalists show that 95% of the interviewees²⁷ find the information provided by the department

²³ <https://crjm.org/wp-content/uploads/2018/11/2018-11-22-coment-Cod-Parlam.pdf>

²⁴ The data for this indicator will only become available in February 2019.

²⁵ <http://parlament.md/LinkClick.aspx?fileticket=pxNYncFWIRQ%3D&tabid=212&language=ro-RO>

<http://www.parlament.md/Actualitate/Comunicatedepresa/tabid/90/ContentId/3296/Page/29/language/ro-RO/Default.aspx>

²⁶ <http://www.parlament.md/Actualitate/Comunicatedepresa/tabid/90/ContentId/4513/Page/34/language/ro-RO/Default.aspx>

²⁷ 14 journalists participated in the survey organised by GDCPR at the end of the spring session.

helpful and use it for their news broadcasts and articles. Whilst 86% of the respondents have appreciated the quality of the press releases provided by PRM.

With support of UNDP and parliament (HACT modality), the necessary information and visibility materials were arranged to ensure the parliament’s participation in the activities organised by the EU Delegation to the Republic of Moldova for Europe Day. In May, the Parliament had its own stand in the European village, where staffers shared information on the work of the parliament. A second outreach activity took place during the Parliament’s Open Doors Day in September, when participants had the possibility to learn more about work of an MP and attended a guided tour.

At the beginning of the year, the GDCPR developed a concept on civic education to ensure a more structured approach for the information and outreach activities of the parliament. The concept was approved by the Speaker and on Parliament day a mock committee hearing was piloted together with the National Council of Vocational Education Students, as a prelude for future civic education initiatives.²⁸



Meeting with the teachers, students and civil society representatives at the TIOP Orhei

During the second half of 2018, the project supported the communication department with technical assistance for development of an overarching civic education program. The international consultant facilitated roundtable discussions, strategic barnstorming sessions, interviews and attended several meetings with CSOs representatives and stakeholders in the area of civic education. The analysis report provides recommendations to increase the legislature’s informal and formal civic education role through institutionalization of existing initiatives, engaging in inter-institutional coordination, particularly with the Ministry of education on school curriculums and sharing parliamentary civic education materials and outreach initiatives.

In 2019, the work on civic education will continue with the development of a four-year action plan and implementation of several activities with support of UNDP.

The 2018 results around communication have exceeded the targets set in most areas. Based on the data submitted by the GDCPR a positive trend can be note regarding external communication of the parliament, showing that the legislature’s work has become much more visible. The noticeable exception is the website of parliament, which is in dire need of renewal. It is expected that the number of visitors to the public web portal will substantially increase once a more informative, user-friendly website has been launched.

Indicators		
3.4	Hours of live streamed meetings (Jan 2017)	<i>target: 750 actual: 1,617</i>
3.5	# of visitors to the parliament’s visitors and information centre	<i>target: 8,000 actual: 8,000</i>
3.6	# of unique visitors of parliament’s website on annual basis	<i>target: 400,000 actual: 126,000</i>
3.7	% of implementation of communication action Plan (adopted July 2017)	<i>target: 50% actual: 53%</i>

²⁸ <http://www.parlament.md/Actualitate/Comunicatedepresa/tabid/90/ContentId/4156/Page/5/language/ro-RO/Default.aspx>

Lessons learned

From the project implementation in 2018, we identified a few lessons learned that will inform the project's work in the next period.

- **Harmonized Approach to Cash Transfers (HACT)** – Following the successful implementation of HACT last year, UNDP recommend its expansion in 2018 and the budget was increased to \$98.570. The work plan included a diverse mix of activities (8 activities) including technical assistance for ex-post impact assessments, trainings, adaption of software for the Human Resources Department and materials for parliament's outreach on Europe day. Some delays occurred due to compatibility issues between the HACT rules and the national procurement regulations that apply to parliament. Therefore, UNDP recommended parliament to request disbursement of HACT funding in accordance with the disbursement schedule stipulated in the contract, timed after the finalization of the procurement process for a specific activity rather than at the commencement of work. This would avoid any reporting delays, as the HACT rules require disbursed funds to be used and reported on by the parliament in a period of fourth months only.
- **E-Parliament** – At the beginning of 2018, an audit was done of the IT infrastructure and the selected bid gave an indication of the necessary hardware and software for the e-Parliament. Based on the provided information, it was concluded that the system would be able to operate with few hardware and software additions (interactive screens for e-Voting and some software licenses). However, discussions on the expected usage of the system are now indicating that the parliament will likely need to further invest in hardware to ensure redundancy of the system.

The e-Parliament system is not the first nor the last IT project that will be implemented within the parliament. Therefore, experts including the e-Governance Centre strongly recommend parliament's management to develop a strategy for the necessary short-term and long-term investments in the IT infrastructure of the legislature.

- **Ex-post impact assessment** – The pilot on the ex-post impact assessment shows that more time is needed (than the allocated four months) to develop qualitative reports for which all stakeholders of a specific law are consulted. The presentation of the two assessment reports to the Committee on Social Protection also indicated that MPs need training to become more knowledgeable on the scope of ex-post assessment of legislation. Also, the reports could be further improved by shortening descriptions of the legal framework, in favour of a deeper analysis on impact. This first experience will help us to expand the pilot to other committees and will also inform the plans to develop a pool of experts for additional support in the law-making and oversight processes.
- **Civic education** – The interviews that were conducted during the mission of the civic education expert reconfirmed that other state institutions are also actively taking steps in this area. There is scope for collaboration on formal education with the Ministry, which has just developed a new curriculum for teachers on education for society.²⁹ There are also lessons to be learned from peers such as the Central Election Committee, who has done work on civic education regarding electoral issues in coordination with the Ministry of Education.

²⁹ https://mecc.gov.md/sites/default/files/21_ed._civica_ed._pt_societate_ro_2018-2019_final.pdf According to the Ministry's methodology on the course, the aim of the teaching curriculum is to develop with pupils the required competences for democratic culture

- **Strategic Development Plan** – The support to the Gagauz People’s Assembly for the SDP has focused strongly on inclusivity and ownership. This has resulted in a rich document that is strongly supported internally. In future UNDP will ensure that all project outputs are reviewed from a legal perspective. This will enable full support also from external stakeholders were necessary.

Sustainability

In 2018, the project continued to focus on anchoring capacity building efforts in the Parliament's own strategies and action plans. For example, at the end of the year a new Civic Education Program with an Action Plan was drafted to ensure a structure, coherent approach. The Project also put a lot of effort into institutionalizing the work on gender equality by trying to introduce it into the Rules of Procedure, the methodology on post-legislative scrutiny and key deliverables of the ex-post impact assessment pilot.

Work on supporting the development of systems also progressed with the finalization of the e-Archive, the concept for the monitoring platform of the Secretariat's SDP and the launch of the e-Parliament project. These systems are likely to be maintained and used by the Parliament beyond the life time of the project.

Additionally, many discussions took place on the concept for the induction, which provides a major opportunity for improvement of the sustainability of training efforts. The parliament's working group agreed to the development of a structured training program for MPs and their staff members with the help of interviews and a questionnaire. It was also agreed that technical assistance would be provided to develop a standard curriculum for selected parliamentary staff, who will provide orientation sessions. This group of staffers could become a pool of trainers for future inductions and onboarding of staffers.

Conclusions and Way Forward

In 2018, UNDP's support to parliament focused on several policy areas including institutional development, oversight with a focus on EU approximation, preparations for the e-Parliament system and civic education.

Considering the upcoming February elections, the 2019 work plan places a large focus on institutional development of the parliament in working with the Secretariat. The prioritization of activities was guided by the expressed needs of the parliament, the success of previous interventions and recommendations from the mid-term evaluation.

The main areas of intervention include: the induction of MPs and new staffers, the implementation of the e-Parliament system and continued work on oversight. In terms of policy issues, consultations are planned with the parliament's new leadership to discuss the political agenda and linkages to the project's priority areas. Strong political leadership is needed to move forward in the areas of anti-corruption, gender equality, and parliamentary openness. UNDP will also need to gauge the interest of MPs in continuing the work of the GOPAC Chapter and the Women's Caucus and focus on further institutionalizing these two bodies, where possible.

In the first half of 2019, elections will also take place in Gagauzia. However, this is not expected to much affect the planned work with the People's Assembly. The planned interventions include work on the analysis of business processes and developing a proposal for a new organizational structure. Moreover, institutional capacity development will continue with the creation of a fellowship program for staff members of the assembly and several skills trainings including results-based management.

The SPGM project is due to come to an end in December 2019. Discussions in the first half of the year will determine, if an extension will be granted by the Swedish Embassy.

Annex 1 – Risks and mitigation matrix

Risk factor 1	Reduce pace and implementation of the EU agenda and SDG commitments, due to resistance stakeholders
Category (External/Internal)	External
Likelihood (high/medium/low)	High
Impact	Major
Date identified/status	July 2016
Background assessment to	<ul style="list-style-type: none"> • Lack of implementation of the adopted laws and regulations coupled with low capacity for addressing the relevant issues with required rigor may impede effective rollout of the EU agenda and SDG commitments. • Citizens are not sufficiently well informed and not able to adequately participate in decision making or monitoring. This has also repercussions for the overall satisfaction of citizens with the work of the Parliament. • Political instability and snap elections. Changes in the leadership of the Parliament during 2018 will be important to the sustainability of implementation of the EU agenda and therefore details on their involvement in future assistance can only be developed once this occurs and levels of support from to the new composition can be determined. • Changes in the configuration of the current coalition. • Unwillingness to pursue agreed project activities by project partners. • Lack of absorption capacity for gender equality and human rights promotion in Parliament: low availability of staff and MPs for trainings and other learning events. • Low willingness to pursue strategic reform by the project partner. • Unwillingness to pursue agreed project activities by People’s Assembly of Gagauzia.
Risk response if applicable / potential effect on development	<ul style="list-style-type: none"> • While the project team will engage in continuous cooperation and communication with the Parliament of Moldova to advocate the importance of public outreach and the potential of social media, it needs to be seen where the source of non-engagement might be. The Parliament of Moldova engaged in the project, as partners will be fully aware of their responsibilities under the EU agenda and SDG commitments. This includes disclosure and information requirements.

<p>cooperation in context</p>	<ul style="list-style-type: none"> • Recurring issues will be stated in the project’s monitoring reports. The project will suggest several levels of escalation, when it comes to engaging with Standing Committees or Members of the Parliament that are not willing/able to fulfil their responsibilities. • While the risk component dealing with capacity will be addressed through tailored and targeted training and capacity-building, the second dimension, that one of institutional political will for going the new charted course of operations, will be addressed through coupling external inputs with awareness raising and focus on drivers of change within the responsible institutions themselves. Public accountability through CSO pressure will also be used as a catalyst for change. • The project will provide expert advice and training to enhance capacities of the Parliament of Moldova further in international management standards thus ensuring sustainability of activities beyond the project. • The project will, moreover, ensure clear communications of the project and delivery of the core message of ownership and ultimate responsibility of the main project partners and beneficiaries part of the corruption prevention architecture. Provide enough flexibility within the project to make sure that if the preferred modus operandi fails, then alternative paths are chosen to keep implementation on track and avoid image risk. Ensure adequate coordination with other donors in the Parliamentary support. • During early elections, the project will focus its activities on strengthening the capacities of the Parliament Secretariat. The project will advocate constantly and raise awareness of the leadership about the benefits of reform. The project will work on areas that would be implemented regardless of any political changes. • The project will engage in open discussion with project partners and Project Board about the advantages of cooperation. Options for continued activities will be presented to Board for approval. The project will engage both government majority and opposition in all its activities. • Project will set priorities activities in consultation with partners. Project will also discuss with the Board on postponement of selected activities. Board will be presented with options for continued activities for approval. Have on-going discussions with Parliament and approve flexible plans for trainings/visits and other learning events. Use of ICT for learning. The project will advocate constantly and raise awareness of stakeholders about the benefits of institutional reforms and capacity developments. Project management and board will engage in policy dialogue with selected partners. • The project will engage in open discussion with project partner on bilateral basis. Politically unbiased options for continued activities will be presented to Board for approval.
<p>Status</p>	<p>The risk partially materialised in 2018. The Parliament of Moldova played a minor role in the development of the Moldova 2030 national development strategy. Additionally, institutional reform decisions have been postponed for the next legislature.</p>

Risk factor 2	Coordination of political bodies and the Secretariat, political competition and internal frictions between interest groups significantly reduce the pace and scope of implementation of EU agenda and SDG commitments
Category (External/ Internal)	External
Likelihood (high/medium/low)	High
Impact (major/minor)	Major
Date identified/status	July 2016
Background to assessment	<ul style="list-style-type: none"> • The absence of the strategic and systemic approach produces overlap and no visible results in the implementation of EU agenda and SDG commitments. • Different systems of entering and processing data make difficult to perform analysis and identify trends. • The impact may manifest itself in slower than expected elaboration and, importantly, agreement and adoption of the defined rules, regulations and standard operational procedures. While this situation may not preclude adoption of the necessary regulations in the long run, the pace of transformation may be suboptimal. • Chairs of key committees develop different priorities. • Delays in implementation of project activities due to long coordination of ToRs and technical specifications with the project partners.
Risk response if applicable / potential effect on development cooperation in context	<ul style="list-style-type: none"> • The project will serve as a facilitator of the dialogue and regular communication between all relevant stakeholders and events related to project activities, donor mapping and improved reporting procedures. • Project will facilitate creation of unified system of data collection and processing as a regular project activity. • Focus on both drivers of change and potential spoilers in programming. Emphasize external conditionality (e.g. agreement with institutions, support conditionality). Continue to support progressive decision-makers and officials of duty-bearing institutions in their dialogue with the civil society community and citizens. To ensure that the need for change remains on political agenda of institutions the Project Team will continue to implement awareness campaigns to provide more information on the work of the Parliament and its path towards the implementation of EU agenda and SDG commitments. • Continuation of the chosen strategy of working openly and inclusively with all stakeholders and interest groups is likely to shield the project, implementing institution and donor from much of the image risk. At the same time, caution and special attention need to be paid to inclusiveness, openness, political neutrality and values promulgated by the project itself to avoid possible image damage.

	<ul style="list-style-type: none"> Communicate clearly and openly the advantages of cooperation to all project partners. Inform Project Board and decide over adjusted activity design. The Project will set up regular meetings with project focal points. Develop and submit timely the ToRs and technical specifications to the project partners. Organize meetings for provision of clarifications.
Status	This risk has partially materialised. There are divergent political visions on EU integration between the different political factions. The critical response of the European Parliament to political developments in Moldova have had some impact on the project's work concerning EU integration.

Risk factor 3	Moldova's citizens are not sufficiently motivated to actively engage in public decision-making
Category (External/ Internal)	External
Likelihood (high/medium/low)	High
Impact (major/minor)	Major
Date identified/status	April 2016
Background to assessment	<ul style="list-style-type: none"> Lack of participation and low trust in institutions amongst citizens does not create the desired project impact. Should no change at all be observed or perceived, credibility of the intervention is likely to suffer and be questioned by both the core stakeholders and the public at large. Corruption remains widespread, systemic and entrenched, and impunity will generate dissatisfaction and further eroded trust to public institutions.
Risk response if applicable / potential effect on development cooperation in context	<ul style="list-style-type: none"> Closely monitor awareness raising activities and guarantee they are appealing and relevant to the target audience. Adapt strategy when necessary. Project will continue to support civic engagement and empowerment, a condition in which every citizen has the means to actively engage in the public sphere. Through these means, the citizens can exercise their oversight role and influence the institutions to implement the EU and SDG agenda. Project will also address the demand side of democratic governance and use the potential of proactive government transparency to generate engagement, by considering and capitalizing on the capacities of citizens, activists and civil society organizations in Moldova.
Status	This risk is materializing itself. Citizens are showing a low level of trust in parliament. Moreover, civil society is showing reduced interest to engage with parliament. The project has a role to play in identifying and informing CSOs on opportunities to get involve in parliament's work e.g. the review of the Rules of Procedure.

Risk factor 4	Risk of inadequate internal control at UNDP Moldova
Category (External/ Internal)	Internal
Likelihood (high/medium/low)	Low
Impact (major/minor)	Minor
Date identified/status	April 2016
Background assessment to	<ul style="list-style-type: none"> • UNDP holds adequate management and organizational capacity to effectively and efficiently achieve the set targets and objectives. • The project includes financing of Project Manager and costs for monitoring, quality assurance and reporting for the UNDP CO staff with the responsibility for monitoring and reporting of results.
Risk response if applicable / potential effect on development cooperation in context	<ul style="list-style-type: none"> • UNDP has adequate local and corporate auditing and financial control capacities. • UNDP has international standards capacity and skills, well-established business processes for procurements. Procurement will be done by UN rules or national procurement in a transparent manner. • UNDP has international standards rules and procedures to ensure maximum impartiality, transparency and accountability, as well as report on and curb any form possible corruption. • UNDP will employ the Support to the National Implementation Mechanism modality for the project, whereby the National Counterpart oversees the project planning, management and control. Parliament representative appointed as the National Project Coordinator and UNDP Deputy Resident Representative will co-chair the Project Steering Committee.
Status	Risk has not materialised. At the request of the Swedish embassy, the Project has changed the financial reporting formats to provide more detailed information on expenses (specifically travel expenses).

Risk factor 5	Inadequately harmonized and / or competing donor programmes and agendas	
Category (External/ Internal)	External	
Likelihood (high/medium/low)	Low	
Impact (major/minor)	Minor	
Date identified/status	July 2017	
Background to assessment	<ul style="list-style-type: none"> • In case uncoordinated efforts emerge, this may have impact on programmatic work, including duplication of efforts or sub-optimal attention to certain areas at the expense of others. 	
Risk response if applicable / potential effect on development cooperation in context	<ul style="list-style-type: none"> • The Project will support the efforts of strengthening of inter-institutional coordination and donor coordination. • Project will incorporate clear messages regarding EU agenda and SDG commitments into all programmatic activities, build up a recognizable and clear image of the project. Continue the good practice of exchanging information with key development partners be that at formal or informal coordination levels to avoid duplication. 	
Status	Risk has not materialised, despite the fact that no meetings of the Donor Coordination Council were scheduled. Every month, UNDP facilitated a coordination meeting of external assistance providers to discuss parliamentary developments and programmatic issues. More detailed coordination meetings took place with experts of Twinning missions, where synergies could be identified such as the support delivered to the Information Analytical Department.	

Annex 2 – Results and Resources Framework (approved February 2018)

EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE (Means of Verification)	Year 0 (2015)	Year 1 (2016)		Year 2 (2017)		Year 3 (2018)		Year 4 (2019)		DATA COLLECTION
			Baseline	Target	Actual	Target	Actual	Target	Actual	Target	Actual	
Output 1: Improved capacity of the parliament for law-making, specifically related to EU integration	1.1 % of bills with EU relevance approved by parliament within 60 working days	<ul style="list-style-type: none"> Register of bills Parliament’s website 	25%	25%	32%	30%	14.7%	35%	22%	40%		General documentation department
	1.2 # of monitoring reports on parliament’s EU related activities (from Dec 2017)	<ul style="list-style-type: none"> Records of the Speaker’s Office 	0	N/A		1	1	3	1	4		Advisor to Committee on Foreign Policy and EU integration
	1.3 Average time required for committee review of bills prior to consideration by plenary (# of working days)	<ul style="list-style-type: none"> Register of bills Parliament’s website 	44	60	62	50	55	45	30	40		General documentation department
	1.4 % of parliamentary staff that apply acquired knowledge and skills from UNDP trainings in their work	<ul style="list-style-type: none"> Participant survey (6 months after training) 		N/A		N/A		60%	99%	75%		UNDP Project Associate
	1.5 % of implementation of recommendations of the strategic development plan (approved March 2017)	<ul style="list-style-type: none"> Functional analysis Annual report parliament 	0	N/A		25%	26%	35%	30%	50%		Strategic Development Unit

Output 2: Improved capacity of parliament for oversight of policies and legislation specifically related to the implementation of SDGs and of the EU integration agenda	2.1 # of research requests submitted to parliamentary research unit (from Jan 2018)	<ul style="list-style-type: none"> Records of the research unit 	29	N/A		N/A		35	25	45		Information Analytical Department
	2.2 # of ex-post assessments produced (from January 2018)	<ul style="list-style-type: none"> Legal opinions 	0	N/A		N/A		2	21	2		Legal department
	2.3 % of recommendations from ex-post assessments implemented (from July 2018)	<ul style="list-style-type: none"> Reports of committees on review of draft laws Minutes of committee meetings 	0	N/A		N/A		15%	N/A	30%		Legal department
	2.4 % of implemented actions from GEAP (Gender Equality Action Plan) (approved 2017)	<ul style="list-style-type: none"> Annual report parliament 	0	N/A		20%	20%	30%	20%	40%		Committee Advisor - Human Rights Committee
	2.5 % of hearings held on gender and human right -related issues to total # of hearings	<ul style="list-style-type: none"> Official records of the parliament Secretariat on # hearings 	28%	N/A	18,6%	N/A	10%	20%	³⁰	30%		Committee Advisor - Human Rights Committee & Social Protection
	2.6 % of implemented actions from parliament's Anti-Corruption Action Plan (approved 2016)	<ul style="list-style-type: none"> Committee report 	0		51%		61%	71%	³¹	91%		Committee Advisor - Defence & Security Committee

	2.7 % of MPs that give a positive or excellent evaluation of the induction program	• Participant survey		N/A		N/A		N/A	N/A	80%		UNDP Project Associate
Output 3: Improved capacity of the parliament to better engage with CSOs, media and citizens	3.1 % of staff actively using the e-parliament system (from January 2019)	• Parliament's IT records	0	N/A		N/A		N/A	N/A	80%		IT department
	3.2 % of MPs actively using the e-parliament system (from January 2019)	• Parliament's IT records	0	N/A		N/A		N/A	N/A	50%		IT department
	3.3 # of written submissions by civil society to all 10 committees on bills	• Parliament's records • Parliament's website	51		91	100	98	50		120		Information Analytical Department
	3.4 Hours of live streamed meetings (Jan 2017)	• Records Communication s Department	0	N/A		500	500	750	1,617	1,000		Communications Department
	3.5 # of visitors to the parliament's visitors and information centre	• Records visitor's centre	4,000		3,490		7,044	8,000	8,000	9,000		Communications Department
	3.6 # of unique visitors of parliament's website on annual basis	• Google analytics report of website	No data		No data		360,000	400,000	126,000	700,000		IT department
	3.7 % of implementation of communication action Plan (July 2017)	• Communication Action Plan	0	N/A		25%	46%	50%	54%	80%		Communications Department

³⁰ The data for this indicator will only become available in February 2019.

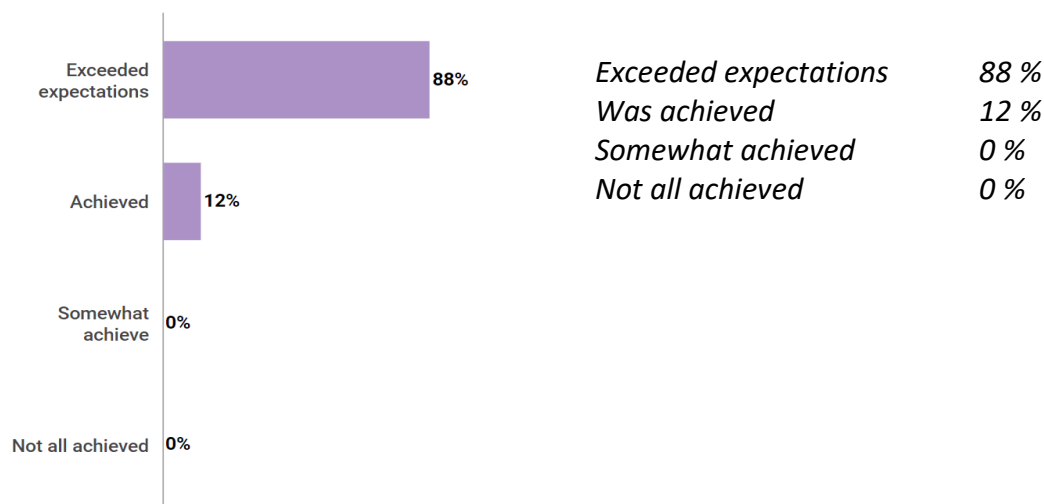
³¹ The data for this indicator will only become available in February 2019.

Annex 3- Summary of Participant Evaluations UNDP Trainings 2018

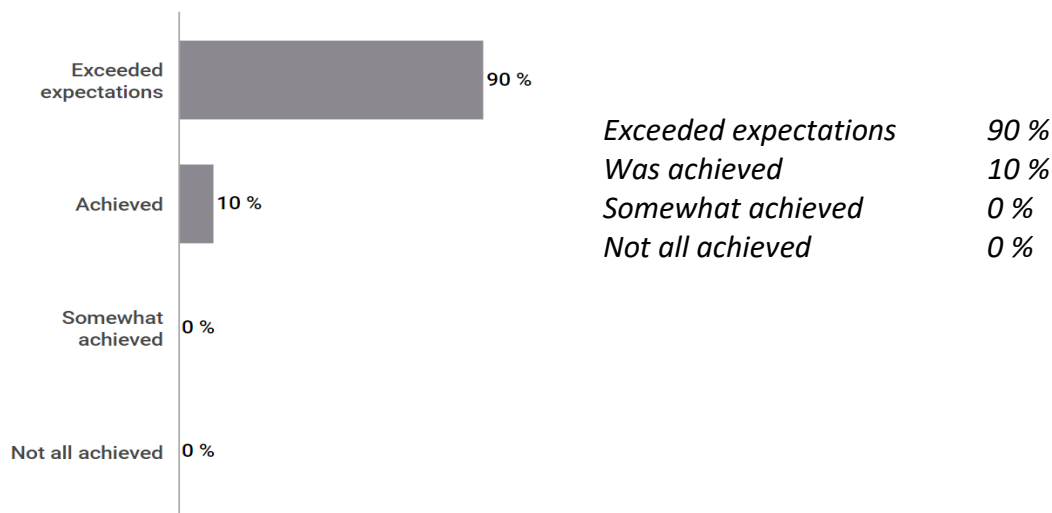
209 Participants

99 Completed questionnaires

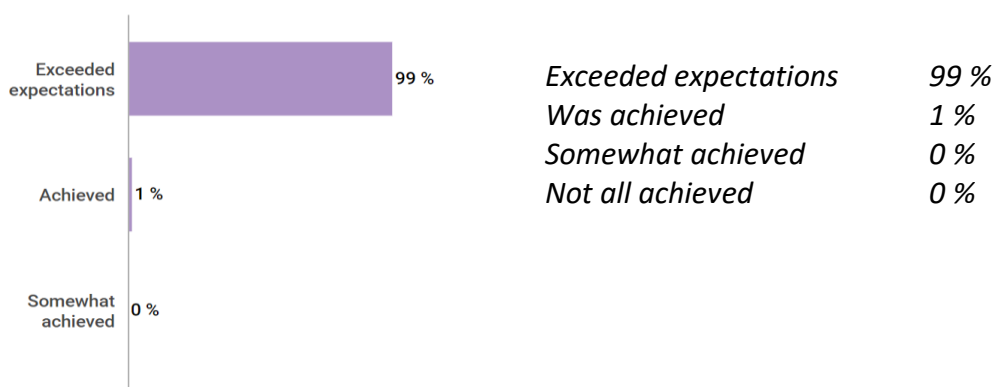
1. How well were the seminar objectives achieved?



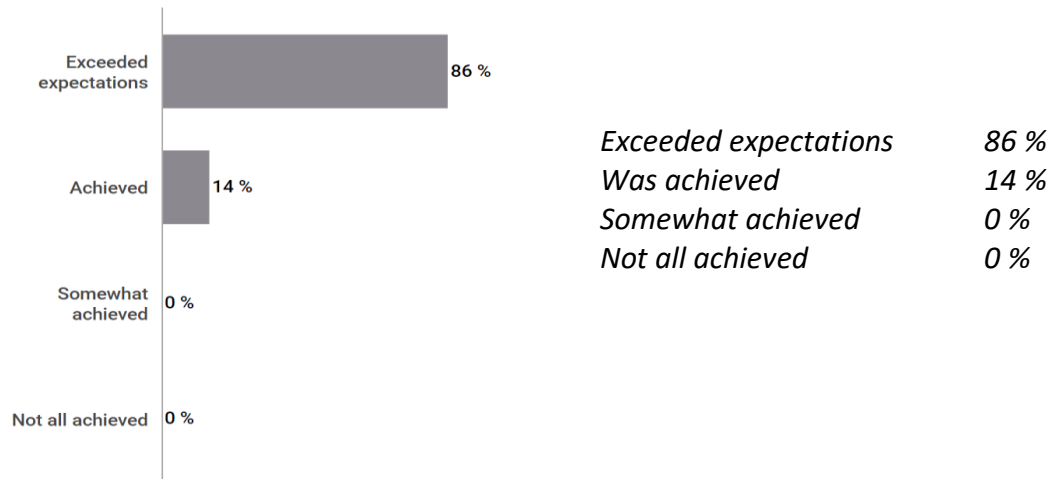
2. How qualified were the trainers?



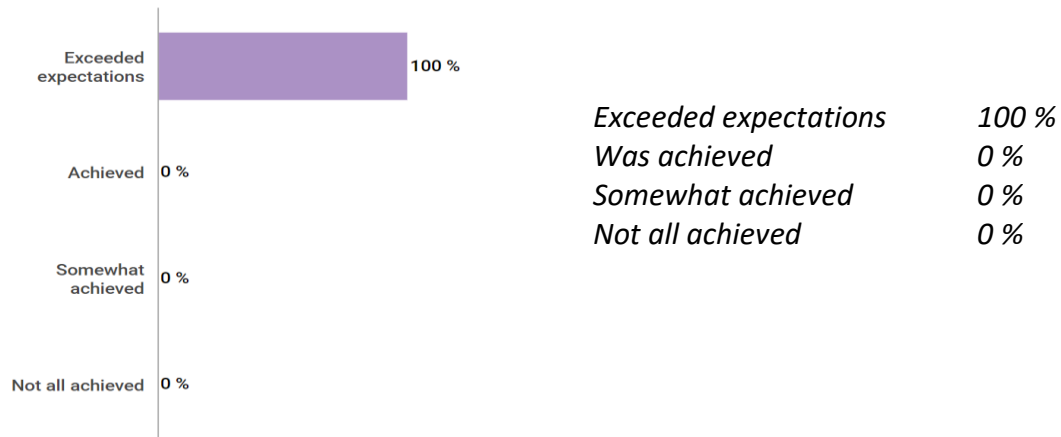
3. How would you evaluate the quality and relevance of the presentations?



4. How would you rate the hand-outs?



5. How would you rate the event organization (room, coffee break, lunch)?



6. What aspects of the seminar have you found useful for your professional activity?

- *The methodology of the ex-post evaluation;*
- *Methods on collecting data for the ex-post evaluation;*
- *Practical work – applied exercises and methodology the will be useful to the development of the ex-post analysis;*
- *Problem Tree Analysis (RBM training);*
- *Statements to develop a new legal national protocol framework (Protocol training);*
- *Risk assessment (Project management training);*

- *Using various techniques to solve different problems (Project management training);*
- *The stages to develop a project (Project management training);*
- *To identify in a definite way the objectives and the risks (Project management training);*
- *The Microsoft Word programme and Microsoft Excel formulas;*
- *Planning the work activities in a better way.*

7. Which of the presented elements will you implement in your professional activity?

- *Ex-post legal evaluation of the normative acts;*
- *Developing an ex-post legal report for the permanent bureau;*
- *The methodology of the ex-post evaluation;*
- *Collecting data and info to identify the real impact of the law towards the citizen;*
- *Problem Tree Analysis (RBM training);*
- *Analysis of the performance indicators (RBM training);*
- *Identifying and describing the risks (Project management training);*
- *Monitoring the risks (Project management training);*
- *Organizing events related to the parliamentary activity (Protocol training)'*
- *Working with the Microsoft Word and Microsoft Excel program and use the tables and formulas;*
- *Sharing knowledge with other colleagues from the Secretariat.*