



Enabling poor rural people
to overcome poverty

Independent Office of Evaluation of IFAD

Republic of Moldova
Country Programme Evaluation
Approach Paper

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Currency equivalent, weights and measures

Currency equivalent

Monetary Unit = Moldovan leu (MDL)

1 US\$ = MDL 12.2 (December 2012)

Weights and measures

1 kilometre (km) = 0.62 miles

1 metre (m) = 1.09 yards

1 hectare (ha) = 10.000 m² (0.01km²)

1 hectare (ha) = 2.47 acres

1 acre (ac) = 0.405 hectares (ha)

1 kilogram (kg) = 2.204 pounds

Abbreviations and acronyms

BSP	Business Service Provider
CLD	Credit Line Directorate
CPIU	Consolidated Programme Implementation Unit
EGPRSP	Economic Growth and Poverty Reduction Strategy Paper
EIRR	Economic internal rate of return
FIRR	Financial internal Rate of return
GDP	Gross domestic product
GGAP	Global Good Agriculture Practice
IPSC	IFAD programme steering committee
ISO	International Standards Organization
LIBOR	London Interbank Offered Rate
M&E	Monitoring and evaluation
MDI	Market-derived infrastructure
PCR	Programme completion report
PFI	participating financial institutions
RBDP	Rural Business Development Programme
REIS	rural enterprise intermediation service
RFS	rural financial services
SDR	special drawing right
SME	small and medium-sized enterprise
USAID	United States Agency for International Development

Republic of Moldova

IFAD-funded operations

Country programme evaluation



The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.

Map compiled by IFAD

I. Introduction

1. As decided by the Fund's Executive Board in its 104th Session in December 2011,¹ in 2012-2013 the Independent Office of Evaluation (IOE) will undertake a country programme evaluation (CPE) of the IFAD-supported programme in the Republic of Moldova covering the period 1999-2012.
2. This will be the first CPE in Moldova since the Fund started its operations in the country in 1999. Recommendations from this CPE will guide the preparation of the third Country Strategy and Opportunities Programme (COSOP) for Moldova. The previous COSOPs were approved by the Executive Board in 2002 (covering the period 2002-2006) and 2007 (covering the period 2007-2012).
3. The Moldova CPE will be conducted within the overall provisions of the IFAD Evaluation Policy² and will follow the methodology and processes for CPEs, as stipulated in the IFAD Evaluation Manual.³ A recent project performance assessment (PPA) of an IFAD-supported project in Moldova will also provide valuable evaluative evidence for the planned CPE.⁴

II. Country background

4. **Summary.** The Republic of Moldova is a small landlocked country located in Eastern Europe and bordering Romania and Ukraine. It has a population of 3.6 million,⁵ with life expectancy of 68.6 years and a literacy rate of 98.5 per cent. With GNI per capita of US\$1,980 in 2011,⁶ Moldova is classified as a lower-middle income country.
5. After the break-up of the Soviet Union, a disruptive restructuring process triggered by the collapse of Soviet supply and marketing channels led to severe economic decline in the 1990s and a steep increase in poverty. In addition, Moldova's economy took a serious blow during and after the internal conflict in 1991 when the separatist region of Transnistria, where most of the major industrial undertakings of the country were located, severed its economic ties with the rest of Moldova. The hostilities did not last long, but the stalemate persists. While economic growth resumed at the end of the 1990s and was relatively stable in the subsequent decade (see figure 1), GDP contracted by 6.5 per cent in 2009 because of the global economic crisis and reduced inflows of remittances. The economy recovered quickly and grew at 6.9 and 5.5 per cent in 2010 and 2011, respectively.⁷ Despite the economic recovery, which lowered the poverty rate substantially in the 2000s, 25-30 per cent of the population are still classified as poor. While the incidence of poverty is relatively shallow⁸ and widely dispersed across the country, poverty is very much a rural phenomenon. In 2010 an estimated 30 per cent of the rural population was affected by poverty, as compared with 10 per cent in urban areas.
6. **Political developments.** In the 2001 parliamentary elections, the Communist Party of Moldova won more than two-thirds of the seats in parliament and elected party chairman Vladimir Voronin as the new President. Mr. Voronin was re-elected following the subsequent (2005) parliamentary elections, albeit with smaller share of the vote. The validity of the 2009 elections was challenged and there were subsequent violent protests which ultimately brought to power the non-

¹ Available at: <https://webapps.ifad.org/members/eb/104/docs/EB-2011-104-R-2-Rev-1.pdf>.

² Available at: <http://www.ifad.org/pub/policy/oe.pdf>.

³ Available at: http://www.ifad.org/evaluation/process_methodology/doc/manual.pdf

⁴ Project Performance Assessment of the Rural Business Development Programme, Draft Report 2012.

⁵ Estimated resident population of the Republic of Moldova as of 1 January 2012. National Bureau of Statistics of Moldova. February 8, 2012.

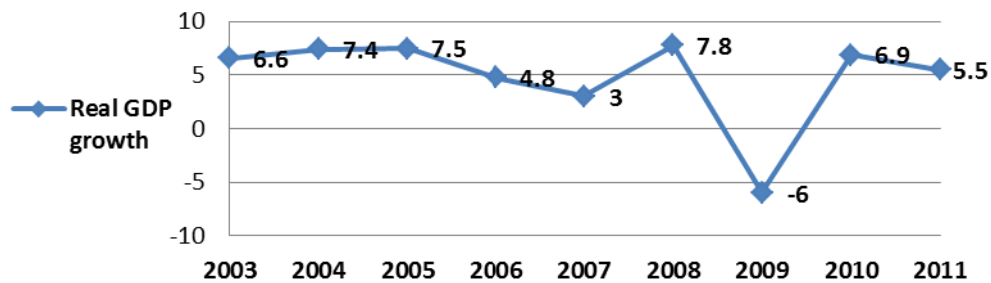
⁶ Using the World Bank Atlas methodology. World Development Indicators 2011

⁷ Country Report, EIU, 2011

⁸ The incomes of poor households were below but near to the poverty line.

Communist "Alliance for European Integration", following the parliamentary election in November 2010.

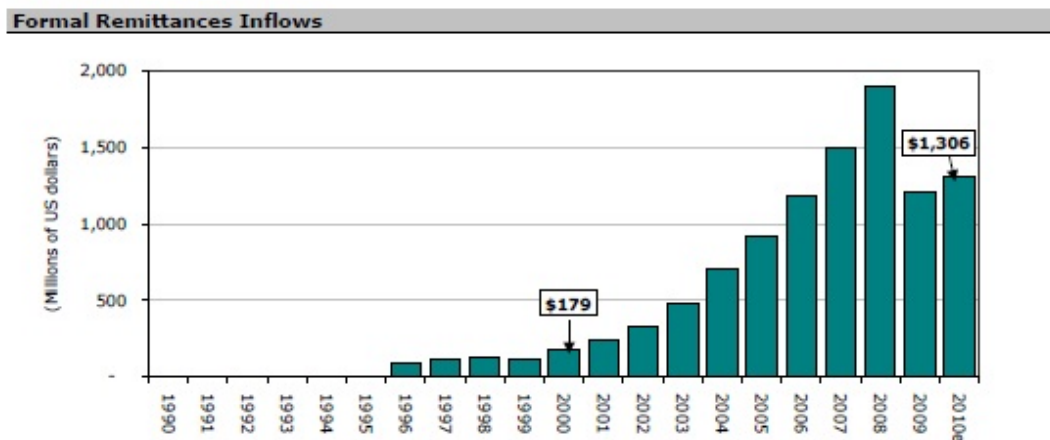
Figure 1
Real GDP growth rate 2003-2011, in percentage



Source: EIU country report 2012.

7. **Main sources of growth.** The most important driver of economic growth has been household spending, which continued to grow rapidly in 2011 - by 8.5 per cent in real terms. This growth was supported mainly by strong remittance inflows. Private spending reached almost 95 per cent of GDP in 2011. This encouraged rapid growth of the services sector and particularly wholesale and retail trade activity, which grew by almost 11 per cent in real terms in 2011, from 8.5 per cent in 2010.
8. **Remittances.** The inflow of remittances plays a key role in Moldova's economy. Remittances transferred through formal channels were valued at 1.316 billion US\$ or 23.1 per cent of the GDP in 2011, fifth largest in the world. The rapid increase in formal remittance inflows over the past decade can be seen in Figure 2 below. However, it is estimated that an additional amount, equal to about 40 per cent of remittances comes through informal channels. More than 25 per cent of the economically active population has left the country in search of better economic opportunities abroad.

Figure 2



Source: [Remittances data, Development Prospects Group, World Bank, 2011](#)

9. **Foreign Direct Investment (FDI).** During and after the decade-long recession following the collapse of the Soviet Union, the Moldovan economy attracted only modest FDI inflows. Annual inflows ranged between US\$100-200 million until 2005. Only around 2006 did the Moldovan economy begin to attract increased FDI, peaking at US\$700 million in 2008. The global financial crisis put an abrupt end to this short period of rapid growth with inflows collapsing to a mere US\$130 million in 2009. Furthermore, 2009 was a year of political turmoil and a transition of power adding a large degree of uncertainty. Recovery since has been

moderate, and inflows in 2010 were still well below their pre-recession levels. In that year about 60 per cent of inflows came from the EU, 24 per cent from Russia and only 4 per cent from the US.

10. **Agriculture.** Agriculture has long been the country's economic foundation and Moldova remains predominantly an agriculture-based country. The main crops are cereals, sugar beet, sunflowers, potatoes, vegetables and fruits, particularly grapes⁹. Farming accounts for more than 40 per cent of employment, 17 per cent of GDP and 59 per cent of exports. At the same time, Moldova has the world's highest ratio of arable land in terms of total land area (56 per cent arable), coupled with high-quality *Chernozem* soils, a favourable climate and low labour costs, which gives the country a comparative advantage with regard to farming and agro-food products.
11. Before independence Moldova was the Soviet Union's market garden, supplying 30 per cent of its tobacco, 20 per cent of grapes and wine, 13 per cent of fruit and 10 per cent of vegetables. Following the collapse of the Soviet-era supply and trade links, the agricultural sector experienced a downturn in terms of yields and trade volume. The large collective and state farms (*kolkhozy* and *sovkhozy*, average size 2,000-3,300 ha) were gradually broken up into more than 1 million small, private holdings. The process of land privatization and farm restructuring in Moldova was made difficult by the lack of political support and the struggle between various factions in the parliament. A second salient aspect of the land reforms was the fragmentation of land holdings, since land was distributed equally among members of the collectives and state farms. Plots of land were also not necessarily given as contiguous units. The accumulated debt of the large farms also constituted a constraint to the restructuring process. Peasants who chose to exit the collective-farms, were obliged to repay their share of the total debt from the asset shares they had received.

Box 1

Land Privatisation in Moldova

About 31 different laws were passed between Jan 1991 and Feb 1998 to implement land reform in Moldova. The process of privatisation and de-collectivisation was divided into two phases: (i) the small scale privatisation programme; and (ii) the reforms of the state and collective farms.

Small Scale Privatisation: Under this scheme, each family in rural districts was given at least 0.3 ha (and 0.1 ha for each additional family member above 3), but not beyond a limit of 0.75 ha (subsequently increased to 0.5 and 1 ha). By 1999, the total area allocated under this scheme totalled 344,500 ha. Essentially this scheme provided each family with a kitchen garden for growing household necessities.

Reforms of the state and collective farms: The land code (December 1991) set out the framework for privatisation of the collective and state farms and to whom land rights would be assigned. The beneficiaries were defined as the members and workers of collective and state farms, including pensioners (30 per cent), all administrative and professional staff, and workers of the social sphere employed by the farm enterprises. In late 1992 Moldova began the 'large privatization' program (state and collective farms) in which land share certificates were distributed to the members of collective and state farms. There were an estimated 800,000 land share owners in Moldova, each of whom has a claim to an average of 1.7 hectares. The actual conversion of certificates into land holdings proceeded slowly, and by 1995 only 1.5 per cent of agricultural land was being farmed by small farmers. The National Land Program (NLP, since 1997) focused on assignment of individual titles to land plots carved out from the large collective fields and distribution of collective non-land assets after first resolving the issue of outstanding farm debt. The past decade has seen a steady expansion of land held by individuals and corporate enterprises and a virtual disappearance of state and collective holdings.

⁹ IFAD COSOP 2007-2012

12. Moldova's agriculture currently suffers from low productivity, contributing to high rates of rural poverty. Unlike the past collective farms where inputs were supplied by the state, the new small farm holders were obliged to seek inputs and finance from markets and to adapt their production to market demands. Greater production costs for high-value crops, insufficient access to finance, and poor marketing of rural products have led to the perverse results of declining land areas under the more profitable crops that require a higher initial outlay and better market linkages.¹⁰
13. Growing demand for better quality and safety in food products has also posed a challenge to the agriculture sector of Moldova as the country is still in process of putting in place the legislative and institutional infrastructure needed to manage food safety and agricultural health in accordance with the WTO Agreement on Sanitary and Phyto-sanitary (SPS) Measures.

Government policy and strategy

14. Promoting the growth of agribusiness, combined with poverty reduction and sustainable development have been the cross-cutting priorities in a number of Moldova's national development strategies. The strategic priorities for economic development and poverty reduction were laid out in a number of policy and strategy documents including: (i) the National Development Strategy (2008-2011); and (ii) THE EU-Moldova Action Plan (2007-2013), which are broadly coherent in terms of sustainable and inclusive development objectives. The Government consistently accords high priority to improving the business environment, supporting small businesses and agricultural production, creating employment and improving the living conditions of the poor.
15. In 2009, the Government adopted a comprehensive Economic Stabilisation and Recovery Programme that received broad support from donors and IFIs. In March 2010, the Government presented a document entitled "Rethink Moldova" to the donor consultative group meeting in Brussels co-hosted by the Government, the European Commission and the World Bank. The document presented a five-pillar strategy including: European integration; economic recovery; rule of law; administrative and fiscal decentralisation; and reunification of the country¹¹.
16. As part of the country's development policy framework, the agriculture strategy for 2006-2015 elaborated focused areas in the agriculture sector, which include investment in increasing high value-added production, improving the quality and competitiveness of agricultural products, and reaching the international market. In 2011 the Ministry of Agriculture announced a comprehensive and ambitious set of 11 policy priorities for Moldova's Agriculture and Food Sector. (See Table 1 below). These cover most of the areas needed for Moldova to move to higher quality and value-added agricultural production.

¹⁰ Country Partnership Strategy Progress Report, IDA, 2011

¹¹ Rethink Moldova. Priorities for Medium Term Development March , 2010

Table 1
Mid-Term Policy Priorities in the Agriculture and Food Sector of Moldova

<i>Policy Priorities</i>	<i>Instruments</i>
Implementation of food safety reform.	<ul style="list-style-type: none"> • Comprehensive legal harmonisation base • Institutional consolidation of the new single authority • Improvement of the technical base for the new authority
Restructuring and Modernisation of the Wine Sector	<ul style="list-style-type: none"> • Financial support through EIB loan • Establishment of the wine and vine register and wine promotion fund. • Development of GIs and national market
Development of Modern Market Infrastructure.	<ul style="list-style-type: none"> • Establishing the Chisinau wholesale market. • Creation of local farmers markets.
Re of the Education and Research Resources	<ul style="list-style-type: none"> • Consolidation of the research base. • Incorporation of research, education and extension within one system.
Development of the Irrigation System.	<ul style="list-style-type: none"> • Attraction of Investment for Development of the Irrigation System. • Promotion and Diversification of the Irrigation System.
Implementation of Conservation Agriculture (No-Till)	<ul style="list-style-type: none"> • Promotion of new Technologies • Financial Support for Implementation of new Technologies.
Strategic Sectors Development: Fruits and Vegetables, Milk and Meat and Animal Genetic Resources.	<ul style="list-style-type: none"> • Elaboration of Sectoral policies. • Promotion and Creation of Producers Groups (Legal and Normative Basis) • Financial Support for Investment in the Sector.
Development of the Agricultural Subsidy System	<ul style="list-style-type: none"> • Optimisation of the agricultural subsidy systems • Increase institutional capacity of AIPA¹² • Promotion of guarantee fund for agriculture managed by AIPA
Promotion and Support to the Use of Biomass Potential	<ul style="list-style-type: none"> • Promotion of use of Biomass • Attraction of funds for biomass technology investments
Implementation of basic Information Systems to Support the Functioning of the Food Chain	<ul style="list-style-type: none"> • Development of the agricultural registers • Creation of the agricultural information centre
Formulation and Promotion of the Rural Development Policy	<ul style="list-style-type: none"> • Elaborate of the National Rural Development Strategy for 2013-2020 • Institutional development for implementing rural policy • Preparation of the ENPARD¹³ programme for Moldova

Source: Ministry of Agriculture

¹² State Agency for Agricultural Payments (Agen ia de Interven ie i PL i pentru Agricultur)

¹³ The European Neighbourhood Programme for Agriculture & Rural Development

17. **Official Development Assistance (ODA).** Net official development assistance (ODA) to Moldova in 2010 totalled US\$468 million¹⁴. Total pledged commitments at the Joint Donor Consultative Group Meeting in Brussels in March 2010 reached EUR 1.94 billion, reflecting donor support for the Government's commitment to economic reform and EU integration. Since 2005, net ODA has averaged 5 per cent of GNI and 17 per cent of central government expenditures. The top five donors contribute 76 per cent of Moldova's ODA. (See Table 2)

Table 2

Main donors in Moldova

<i>List of Donors</i>	<i>2009-2010 average; US\$ millions</i>
EU Institutions	122
IMF (concessional trust-fund)	61
IDA	46
United States	28
Sweden	17
IFAD	5.5

Source: OECD, World Bank

Key Donor Programmes

18. **IMF.** In January 2010, the executive board of the IMF approved three year arrangements for the country under the ECF/EFF¹⁵. With each facility providing an equal amount, the combined financial assistance will be equivalent to about US\$574.4 million to support the country's economic program of which US\$93.2 million was made available immediately and the rest was subject to annual review¹⁶.
19. **World Bank.** The World Bank, in its October 2012 publication on 20 years of partnership with Moldova, reported that it had assisted Moldova to achieve several objectives on its path to European integration in the social, environmental, institutions and governance spheres and that, for example, "Support to the regulatory framework reform over the last five years has helped reduce compliance costs for enterprises by 35 per cent". "Support to rural development resulted in the creation of 1,700 new businesses in high-value agriculture, livestock, and small industries, creating 7,000 new jobs starting from 2007. Over 400,000 farmers are benefiting from high quality services of the Rural Development Agency through the Rural Investment and Services Project. " In 20 Years of partnership the Bank's total commitments to Moldova amount to US\$910 million, out of which US\$91 million were allocated to agriculture.¹⁷
20. **European Union.** Between 1991 and 2006, the European Union assistance to Moldova amounted to 320.72 million Euros to sustain various reforms through the programme of technical assistance to CIS countries.¹⁸ Under the National Indicative Programme (NIP) 2007-2010, an estimated 209.7 million Euros were allocated for Moldova in the following priority areas: (i) Good governance, rule of law and fundamental freedoms; (ii) Social and human development; and (iii) Economic growth and poverty reduction. Under the NIP 2011-2013 Moldova is projected to receive assistance from the EU in the amount of 273.14 million Euros:

¹⁴ This figure includes 260 Million USD grant by Millennium Challenge Corporation (MCC) signed in 2010

¹⁵ Extended Credit Facility and Extended Fund Facility

¹⁶ Report on the evaluation of the national development strategy implementation during the period 2009-2010 by the government of Moldova to IMF

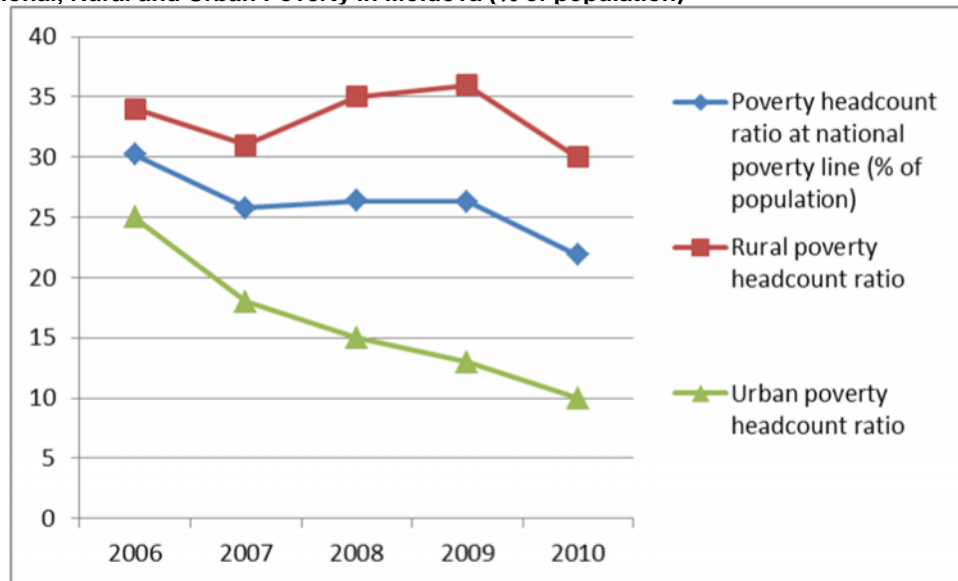
¹⁷ <http://www.worldbank.org/content/dam/Worldbank/document/World-Bank-Moldova-20-Years.pdf>

¹⁸ Ministry of foreign affairs and European integration of Moldova

21. **Poverty, Social and Gender Issues.** Between 1999 and 2004, Moldova's economic recovery enabled 40 per cent of the population to move out of poverty. The poverty rate continued to decline up until 2007, albeit at a slower rate. The poverty level increased again in 2008, even before the full impact of the crisis was felt and levelled off in 2009 before falling sharply with resumed growth in 2010. (See Figure 3 below).

Figure 3

National, Rural and Urban Poverty in Moldova (% of population)



Source: The World Bank, Databank

22. The continuing high levels of poverty and unemployment and the growing urban-rural divide have had a negative effect on gender equality, with the socio-economic status of women deteriorating in rural areas. Women's employment rate is 37.7 per cent against 42.6 per cent for men. Despite Government efforts to foster equal rights through national legislation, many challenges remain in ensuring gender equality. Women are mostly employed in low-paying jobs and occupy lower positions in the job hierarchy. The average female salary represented only 74.4 per cent of the average male salary in 2011. The gap persists because women, most often, either work in lower-paid sectors such as education, healthcare or services, or occupy lower-paid positions¹⁹. The difficulty for women to find meaningful employment and their concentration in lower paid sectors is one of the root causes of both emigration and trafficking. Most vulnerable to poverty are women in rural areas, female headed households and women from ethnic groups, particularly the Roma. There have been some positive developments during the transition period with respect to gender equality, especially since the adoption in February 2006 of the "Law on Ensuring Equal opportunities for Women and Men". Women now represent over 21 per cent of seats in the parliament, as compared to 3.8 per cent in 1990²⁰.
23. **Governance.** Moldova was ranked 112 out of 183 countries in Transparency International's (TI) Corruption Perception Index (CPI) in 2011. This represented a sharp deterioration in ranking from 63rd in 2001, 89th in 2009 and 105th in 2010. According to TI reports²¹, corruption continues to be seen as a significant impediment for the country's development and survey results shows it as third on the list of problems that households face. As far as the business sector is concerned, the most recent "Doing Business" report²² compiled by the World Bank

¹⁹ UNDP

²⁰ Draft Country Strategy 2010-2013 EBRD

²¹ www.transparency.org/country#MDA (17/12/2013)

²² www.doingbusiness.org/rankings (17/12/2013)

showed Moldova's ranking improving from 99 in 2011 to 86 in 2012 and to 83 in 2012. However, despite this progress, the country still lags behind its regional comparators such as Armenia (32) and Georgia (9), and the current ranking of 83 is still below the average score for Eastern Europe and Central Asia.

III. Overview of the IFAD-supported operations and evolution of the country strategy

24. Moldova joined IFAD in 1996. Starting in 1999, IFAD has approved five highly concessional loans to Moldova. The total cost of IFAD-supported projects amounted to US\$116 million, with IFAD loans totalling US\$69 million (see annex 3). IFAD is the eleventh largest donor to Moldova.²³ As IFAD directs all its resources to the rural sector, it is one of the lead donors for agriculture and rural development. IFAD and World Bank provide almost all of the investment lending in rural areas. In particular, IFAD plays a key role in the provision of medium- and long-term investment credits for rural enterprises.²⁴

Table 3

Overview of IFAD Operations in Moldova (1999 – 2012)

<i>First IFAD funded Project</i>	<i>1999</i>
Total loan-funded projects approved	5
Total amount of IFAD financing (PPMS)	US\$68.9 million
Lending Terms	Highly concessional
Counterpart Funding (PPMS)	US\$31.8 million
Co-financing amount (PPMS)	US\$14.5 million
Total portfolio cost (PPMS)	US\$116.3 million
Focus of operations	Rural Development, Credit and Financial Services
Co-financiers (PPMS)	DANIDA, USAID
Number of ongoing projects	3
Total amount of grants	US\$1.55 million
Cooperating institution	UNOPS/IFAD
Country office	None
Responsible division for IFAD operation	NEN
Former Country programme manager/s (CPM)	H. Lauridsen (2000 – 2005) P. Turilli (2005 – 2008) K. Nielsen (April 2008 – August 2008)
Current CPM	Abdelkarim Sma (2008 – present)
Lead agencies	Ministry of Agriculture, Ministry of Finance

²³ Based on OECD/DAC data, in 2006-2010 the top donors to Moldova were: EU Institutions, IMF (Concessional Trust Funds) IDA, United States, Sweden, Germany, Global Fund, Switzerland, Turkey, France, and IFAD.

²⁴ Scaling up IFAD interventions in Moldova, A. Hartmann, 2012.

25. IFAD has also provided Moldova with two NGO Extended Cooperation Programme (ECP²⁵), three technical assistance grants and a Special Operations Facility (SOF) grant for the total amount of US\$1.55 million (see annex 4). These grants were to provide technical assistance and support capacity building associated with IFAD loan-supported projects, as well as support activities that would encourage the channelling of remittances into productive rural investment.
26. **COSOP 2002-2006.** In accordance with IFAD's overall strategic goal in the Near East, North Africa and Europe (NEN) Region to support the transition process with sustainable agricultural programmes that contribute to rural poverty reduction, the 2002 COSOP proposed to focus on a few areas where it felt IFAD had a comparative advantage, such as long-term institutional development and knowledge management²⁶. The COSOP directed support for the rural poor to engage in higher productivity commercial agricultural activities through technical assistance and micro-finance. It also sought to promote the development of small agro-enterprises that could provide employment. The COSOP strategy also included an important element of community development. The targeted beneficiaries were the two socio-economic categories where poverty was most prevalent and most severe: the smaller private farm families and the agricultural labour force. In overall terms, given the modest size of its contribution, IFAD sought to maximise its impact through (a) policy dialogue with government and other development donors and agencies; (b) institution-building for the provision of appropriate financial services; (c) support to a few selected and critical farm-level activities; and (d) support to remedy the lack of reliable markets.
27. **COSOP 2007-2012.** The overall strategic objective of the second COSOP was further development of a poverty-reducing rural market economy based on family-owned and managed, on and off farm business. In order to achieve this, the COSOP identified two strategic objectives: establishing market linkages and promoting access to rural finance services.

²⁵ ECP was created in 1987, with the purpose to enhance IFAD's direct collaboration with NGOs. The program was abolished in 2004. Currently NGOs and Civil Society organizations are not limited to a specific facility, but can apply for support under the Fund's overall grant programme.

²⁶ COSOP 2002.

Table 4
Moldova COSOPs' (2002 and 2007) Goals and Objectives

	COSOP 2002	COSOP 2007
Goals	Support the transition process with sustainable agricultural programmes that contribute to rural poverty reduction.	Further development of a poverty reducing rural market economy based on family owned and managed on and off farm business.
Strategic Objectives/Principles	<p>I. Realise linkage of rural poor to agricultural and related rural sector growth</p> <p>II. Support measures to improve farmers ability to co-operate and improve their chances to access productive technologies and markets.</p> <p>III. Support small scale irrigation development appropriate to target group operations.</p>	<p>I. Establish market linkages to enable the rural poor to generate income through support for competitive commodity value chains, including business development services and producer association; and achieving international quality standards in production, processing and packaging.</p> <p>II. Promote access to a full range of appropriate and mainstreamed financial services, with a particular emphasis on products that support the most vulnerable and poorest groups in rural areas.</p>
Beneficiaries	Smaller private farm families and the agricultural wage labour force	Rural people at or below absolute poverty line.

IV. Evaluation objectives, methodology and process

28. **Objectives.** The main objectives of the CPE are to i) assess the performance and impact of IFAD-supported operations; ii) generate a series of findings and recommendations to enhance the country programme's overall development effectiveness; and iii) provide relevant information and insights to inform the formulation of the forthcoming Moldova Country Strategic Opportunities Programme (COSOP) by IFAD and the Government.
29. The CPE will examine the impact of IFAD's interventions in Moldova at both the project and country strategy levels, including the 2002 and 2007 COSOP cycles and will evaluate, inter alia: (i) the overall relevance of the COSOP (and specific programmes under its auspices), its geographic coverage and sectoral focus and evolution of strategic objectives in the context of Moldova's country needs, changing politico-economic situation, and the comparative advantage of IFAD; (ii) effectiveness of the individual project level interventions (including the thrust of non-lending activities) in terms of achievement of COSOP objectives at the programme level; (iii) overall achievements and impact (or lack thereof) of specific programmes; (iv) the economic and financial efficiency of IFAD investments at the project and program level, including the efficiency of systems for project management; (v) sustainability of impact of IFAD interventions upon their completion, including sustainability of institutional development and mechanisms created and supported by IFAD-funded programmes.
30. **Methodology.** The objectives of the CPE will be achieved by analysing three mutually reinforcing pillars in the IFAD-Government partnership. These comprise

assessing the performance of the: (i) project portfolio; (ii) non-lending activities (knowledge management, policy dialogue and partnership building, as well as grant-supported programmes); and (iii) the COSOPs in terms of relevance and effectiveness.

31. The performance in each of these areas will be rated on a scale of 1 to 6 (with 1 being the lowest score, and 6 the highest). While these will be viewed individually, the synergies between the components will also be looked at, for example, to what extent IFAD's partnership building activities supported its project activities and whether taken together these reflected the approach outlined in the COSOP. Based on this assessment and the aforementioned ratings, the CPE will generate an overall achievement rating for the IFAD-government partnership. The sections below provide further details of how each of the assessments will be conducted by the CPE.
32. The proposed evaluation framework is contained in appendix 2. The evaluation framework describes the main questions the CPE will seek to answer, including the sources of data and information that will be assessed to generate the required responses.
33. With regard to assessing the performance of the project portfolio, IOE will apply its standard evaluation methodology. This includes using the internationally-recognized evaluation criteria of:
 - (i) **Relevance.** To assess the degree to which the projects' objectives are consistent with the Moldova COSOPs and the Government's main policies for agriculture and rural development, as well as the needs of the poor. Moreover, under relevance, the evaluation will assess whether the correct strategy was chosen to achieve project objectives. For example, the evaluation will assess the appropriateness of the targeting approach (geographic and poverty) used in IFAD-funded projects and its relevance to IFAD's comparative advantages, country context, dialogue with the authorities, and consistency with the poverty reduction strategies of the Government of Moldova;
 - (ii) **Effectiveness.** The main question will be to assess the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance; the cumulative objectives specified in the two COSOPs, complemented by project-specific goals; and
 - (iii) **Efficiency.** To assess how economically inputs were converted into outputs/results. A key element of the analysis of efficiency will be to look at the role played by the Consolidated Project Implementation Unit which has responsibility for all five loans provided by IFAD and forms part of the Ministry of Agriculture.
34. In addition, IFAD evaluations incorporate a number of criteria that relate more directly to the types of operations IFAD supports:
 - (i) **Rural poverty impact.** Complementing the analysis of project effectiveness, five domains on which IFAD-funded projects are likely to have an impact will be addressed: household income and assets; human and social capital and empowerment; food security and agricultural productivity; natural resources, environment and climate change; and institutions and policies. The CPE will indicate the changes projects produced on these domains particularly regarding the poor;
 - (ii) **Sustainability.** To examine whether the benefits of the projects are likely to continue after the completion of IFAD assistance. Among other issues, the

CPE will assess the role IFAD has played in building institutions and capacity to promote sustainability;

- (iii) **Promotion of innovation and scaling up.** To analyse to what extent the projects contain innovative features; to what extent they are replicable and, if so, what efforts have been undertaken to replicate them; what is the potential for scaling up and if there is, are there plans to do this and by whom;
 - (iv) **Gender equality and women's empowerment.** To examine the relevance of design and effectiveness, and sustainability of impact of IFAD-supported projects in terms of promoting gender equality and women's empowerment; And the adequacy of monitoring mechanisms and resources allocated for that purpose in IFAD-funded projects and strategies; and²⁷
 - (v) **Performance of partners.** This will require evaluating the performance of the two main partners, IFAD and the borrowing government. Among other issues, the evaluation will assess the efforts made by the Government (and IFAD) in ensuring continuity and quality of project staff, as well as the selection process for determining the key implementing partners such as line services, the private sector, NGOs or knowledge bodies. The will include reviewing the performance of government systems in project delivery (human resources, financial systems). The CPE will also look at staffing issues, such as staff turnover, of IFAD CPMs and Government-appointed staff of the CPIU.
35. The usual approach taken in IOE CPEs is to evaluate and rate each project separately. While this is appropriate where the portfolio is diversified in both thematic and geographical terms, in Moldova IFAD has adopted a programmatic approach and it is therefore more logical to evaluate the performance and progress of the various sub-programmes over time. Ratings will be provided for each programme element, and on that basis, a rating for the performance of the overall project portfolio will be derived. The performance of the portfolio will be benchmarked with the performance of IFAD-supported operations in the NEN region and globally, as well as with the results of other donors working in agriculture and rural development in Moldova (subject to availability of comparable data).
36. The CPE will review all five projects in Moldova approved by IFAD's Executive Board during the period 2000-2011.²⁸ Of these, two projects are closed and completed, and three are on-going. See Table 5 below.

²⁷ In Moldova the projects are referred to not by their individual titles or acronyms, but by their place in the sequence of loans e.g. IFAD 3 or IFAD5. Both borrowers and the CPIU see this as an evolving programme rather than as different operations.

²⁸ As per the IOE Evaluation Manual, "As a general practice, CPEs cover the operations financed by IFAD in the last ten years. Projects approved before the evaluation period with around 50 per cent of their implementation falling within the 10-year period are also covered. If older projects and programme are included, the reasons should be specified".

Table 5
IFAD Loans/Projects to be Covered by the Evaluation²⁹

<i>Project Name</i>	<i>Project Type</i>	<i>Loan Effectiveness</i>	<i>Closing Date</i>	<i>Criteria covered by the CPE</i>
Rural Finance and Small Enterprise Development Project (IFAD I)	Credit and Financial Services	01/12/2000	30/06/2006	Full criteria
Agricultural Revitalization Project (IFAD II)	Credit and Financial Services	24/01/2006	30/09/2013	Full criteria
Rural Business Development Programme (IFAD III)	Credit and Financial Services	10/07/2006	31/03/2012	Full criteria
Rural Finance Services and Marketing Programme (IFAD IV)	Credit and Financial Services	19/02/2009	30/09/2014	Full criteria
Rural Finance Services and Agribusiness Development Project (IFAD V)	Credit and Financial Services	04/07/2011	31/03/2017	Relevance (full) and effectiveness and efficiency (partial)

Source: Project and Portfolio Management System (PPMS), IFAD.

37. The core programme elements that will be evaluated are as follows:

- **Credit for Small and Medium enterprises.** Arguably the core of IFAD's programmes in Moldova has been the provision of medium-term (usually three year) credits channelled through the banking system to support small and medium family agro-enterprises. IFAD and the World Bank loans together finance almost all the medium-term agricultural credit available in Moldova. A key component of the support is the provision of technical assistance to farmers to enable the preparation of business plans. IFAD has also supported technical assistance to banks. The credit lines are revolving and loan repayments are available for re-lending through a unit established in the Ministry of Finance.
- **Micro-finance through savings and credit associations.** Four of five IFAD projects have included components for the provision of micro-credit through the mechanism of Savings and Credit Associations (SCAs) that allow the membership to borrow individually through joint responsibility for repayment obligations. IFAD has provided seed finance for these SCAs as well as technical assistance to support institution-building.
- **Support for rural infrastructure linked to rural enterprise development.** The third element of the programme is support for the rural infrastructure needed to make the agro enterprises, supported under the first element above, viable. These include small stretches of road linking plant facilities to local roads, irrigation structure, electricity connections, etc. Generally this infrastructure is a public good, so that IFAD requires that all beneficiaries contribute to the costs of constructing and maintaining the infrastructure.
- **Supporting higher productivity agriculture linked to value chains and contract farming.** The more recent operations have emphasised the need for Moldova's farmers to upgrade the quality of production in order to access markets in the EU and to move up the value chain. While this is still at an

²⁹ In addition, the CPE will use the project performance assessment (PPA) of the Rural Business Development Programme (RBDP) in Moldova that has been evaluated by IOE in 2012.

early stage the evaluation will look at the relevance of the programmes and the likely effectiveness of their design elements.

- **Support for participatory rural institutions:** For the sake of completeness the evaluation will also assess the programme supported in the second project for strengthening participatory rural institutions. This programme is widely acknowledged to have been unsuccessful. This is generally attributed to the post-FSU suspicion of collective institutions and the associated planned production activities. The evaluation will assess whether IFAD made the right decisions both to pilot the programme initially and to close it down.
38. The assessment of the non-lending activities will entail an analysis of IFAD and Government's combined efforts in promoting policy dialogue, partnership building (e.g., with Government, UN agencies, IFIs, private sector, NGOs, and civil society s) and knowledge management. The investigation and study of IFAD's grants to Moldova would be included in this section (see annex 4). Also, the CPE will look at some country-specific issues related to non-lending, including, but not limited to, land ownership and titling. The CPE will review the synergies and coherence between lending and non-lending activities. In evaluating non-lending service performance, just as in the case of the project portfolio assessment, the CPE will also review the progress made in furthering the main elements of the Paris Declaration on Aid Effectiveness, Accra Agenda for Action, and the Busan Partnership for Effective Development Cooperation.
 39. The assessment of the performance of the COSOPs is a key element of the CPE. The CPE will provide a performance assessment of the COSOP in terms of its relevance and effectiveness in relation to the seven elements listed in the IFAD Evaluation Manual (page 56): (i) strategic objectives; (ii) geographic priority; (iii) sub-sector focus; (iv) main partner institutions; (v) targeting approach used, including emphasis on selected social groups; (vi) mix of instruments in the country programme (loans, grants and non-lending activities); (vii) adapting the strategy to the country circumstances, and (vii) the provisions for country programme and COSOP management. In assessing the performance of the COSOP against the above-mentioned criteria, the CPE will analyse the priorities and experiences of other donors in Moldova. An overall rating for the performance of the COSOP will be provided by the CPE, taking into account the assessments of relevance and effectiveness.
 40. In addition, the CPE will also draw on the findings from the recent project performance assessment of IFADIII (the Rural Business Development Programme); as well as corporate level evaluations such as IFAD's Regional Strategies for Near East and North Africa and the Central and Eastern European and Newly Independent States (2008), IFAD's Rural Finance Policy (2007), Innovation and Scaling up (2010), Gender Equality and Women's Empowerment (2010), and Private Sector Development and Partnership (2011), as well as the thematic evaluation on Rural Financial Services in Central and Eastern Europe and the Newly Independent States (2005).
 41. The CPE process has five phases. These are: (i) preparation and planning; (ii) desk work; (iii) country work; (iv) report writing; and (v) communication activities.
 42. The preparation and planning phase has involved stakeholder analysis, budgeting, recruiting team members, and developing the evaluation approach paper including the evaluation framework which outlines the key evaluation questions for each criterion. Early communication and discussion with key stakeholders has also been undertaken through a preparatory mission in October 2012.
 43. The desk work phase includes the preparation of desk review notes on the projects covered in the CPE. Each desk review note will follow a standard format

developed by IOE. In addition, a separate desk review note will be prepared on non-lending activities. All desk review notes will be used to prepare a consolidated CPE desk review report.

44. During the desk work phase, NEN and the Government will be asked to prepare their respective self-assessments. The self-assessment would cover the questions contained in the CPE framework. A discussion on the NEN self-assessment would be held at headquarters before the CPE main mission.
45. The country work phase includes various activities, including the main CPE mission composed of multi-disciplinary expertise to ensure an appropriate evaluation of the IFAD-Government co-operation. The main mission will spend around 3-4 weeks in the country. It will hold discussions in Chisinau, travel to various project areas for consultation with key partners, and visit selected IFAD-supported projects and programmes to see activities on the ground and hold discussions with beneficiaries. At the end of the main CPE mission, the evaluation team will prepare a presentation for the Government, NEN and other key partners in Chisinau in a wrap up meeting, which will also be attended by the IFAD Country Programme Manager for Moldova in person. The presentation will capture the main findings from the CPE's field work.
46. The CPE report writing phase will follow the country work phase. During this phase, the CPE team will prepare their independent evaluation report, based on the data collected throughout the evaluation process. The report will be exposed to a rigorous internal peer review within IOE. Thereafter, it will be shared with NEN for comments. Following the incorporation of NEN's comments, the report will be sent to the Government and other relevant partners for their feedback.
47. The final phase of the evaluation, communication and dissemination, will entail a range of activities to ensure timely and effectively outreach of the findings, lessons learned and recommendations from the CPE – see section VIII for more details. It is noteworthy that communication is not limited to the final phase of the evaluation, as timely communication on the progress, key issues and deliverables would be undertaken throughout the evaluation process.
48. **Selected hypotheses and focus areas.** In October 2012, IOE undertook a preparatory mission to Moldova. The mission identified a number of key areas/issues to be further investigated. These include, but are not limited to the following:
 - **Scaling up the supply of medium-term credit for agriculture in Moldova.** The only sources of credit beyond one year for Moldovan agriculture and agro-enterprises are a nearly completed credit line from the World Bank (another World Bank loan with similar focus has recently been approved) and the IFAD-supported programme. After nearly ten years of IFAD's operations, the commercial banks are still not willing to provide credit beyond one year from their own resources, despite being highly liquid due to deposits of remittances. What is causing this and what can be done about it? A number of hypotheses were offered by those with whom the mission discussed these questions and exploring these will be a major focus of the work of the main mission.
 - **The poverty impact of IFAD credit lines.** There is little doubt that IFAD lines of credit go to the better-off farmers who are able to meet the substantial levels of collateral that the banks require (up to 250 per cent of the loan). The CPM and CPIU take the view that this is appropriate in a country like Moldova, where poverty is shallow, and the impact of a growing agricultural economy on poverty can be substantial. The recent PPA by IOE on IFAD-3 was inclined to be more doubtful of the poverty impact of the loan

and downgraded the rating on these grounds. This will also be an important area for the main mission to study.

- **The relatively slow expansion of micro-finance in spite of substantial demand.** IFAD-supported micro-finance in Rural Finance and Small Enterprise Development Project (IFAD-I), through stimulating the establishment of Savings and Credit Associations. Credit through the two active intermediaries quickly expanded, but was stopped by the Ministry of Finance on the grounds that the capital of these institutions was inadequate to support their levels of lending and that they represented excessive risk as a result. Some micro-finance lending resumed after a considerable pause only in IFAD-5. The question here is whether IFAD engaged in a dialogue on these issues and attempted to find alternative mechanisms to enable the intermediaries to support micro-finance through the SCAs.
- **The sustainability and scaling up of the small-scale rural infrastructure programme.** IFAD's rural infrastructure support is limited to projects where small-scale infrastructure is needed for the viability of economic agents, where these agents are willing to contribute 15 per cent of the costs of the infrastructure, and where appropriate arrangements can be made for the maintenance of the infrastructure. There is no similar programme in the Government at the moment, and the prospects for the Government finding resources to support these activities in the future are not clear. The small sums IFAD spends for these activities seem rather isolated and random. The main mission needs to look closely at this programme and whether it is adding sufficient value that IFAD should continue to invest in this area.
- **The usefulness of framing IFAD's future support for Moldova in the context of the value-chain.** The preparatory mission found little evidence that activities related to the value chain have taken off as yet. Clearly there is scope for helping Moldovan farmers and agro-enterprises to move up the value chain and produce higher-value agricultural commodities. Thus far the programme does not appear to have found a mechanism for supporting this effectively and the efforts lack coherence. The CPM indicated that this is an area in which he particularly looks forward to the advice of the CPE.
- **Programmatic approach to supervision.** IFAD has one CPIU for all the projects it supports, which may be the best available option to operate given the nature of the programme. The CPIU does record and monitor separately transactions under each loan, but there are no substantive issues that apply to one loan but not to others. One issue that the main mission may want to consider is whether IFAD should move to a more formal programmatic approach in situations such as Moldova and organise joint supervision missions for example, rather than as now, supervising these loans as separate entities.

V. The core learning partnership

49. The core learning partnership (CLP) consist of the main users of the evaluation, and as per the IFAD Evaluation Policy, its mandate is to provide guidance to IOE at critical stages in the evaluation process. Furthermore, by ensuring that the evaluation asks relevant questions, and by becoming involved in it from an early stage in the process, the CLP also plays a role in developing ownership of the evaluation and in facilitating the utilization of evaluation recommendations and learning. The CLP will, in particular be involved in:

- (i) Reviewing and commenting on the draft approach paper;
- (ii) Reviewing and commenting on the draft CPE report;

- (iii) Reviewing and commenting on the draft issues paper to be discussed at the Moldova CPE national roundtable workshop; and
 - (iv) Participating in the above-mentioned workshop, which will provide an opportunity to discuss the main findings, conclusions and recommendations of the evaluation.
50. The following persons are proposed as part of the CLP for the Moldova CPE:
- (i) Representative, Ministry of Agriculture;
 - (ii) Representative, Ministry for Finance;
 - (iii) Representatives of NGOs, implementing partners and civil society organizations;
 - (iv) Mr Ashwani Muthoo, Acting Director, IOE;
 - (v) Ms Khalida Bouzar, Director, NEN;
 - (vi) Mr Shyam Khadka, Senior Portfolio Manager, PMD;
 - (vii) Mr Abdelkarim Sma, CPM for Moldova;
 - (viii) Director of The Consolidated Unit for the Implementation of IFAD Programmes and the Ministry of Agriculture;
 - (ix) Representatives of donor partners active in the agriculture and rural development sectors;
 - (x) Mr Konstantin Atanesyan, Senior Evaluation Officer, IOE and CPE Lead Evaluator; and
 - (xi) Mr Roger Grawe, Senior Independent Adviser for the CPE (consultant).

VI. The agreement at completion point

51. As per the IFAD Evaluation Policy, each IOE evaluation is concluded with an Agreement at Completion Point (ACP). The latter is a short document which captures the main findings and recommendations contained in the CPE report that IFAD and the Government agree to adopt and implement within specific timeframes. The ACP will be prepared at the end of the CPE process, and benefit from the comments of the participants of the CPE national roundtable workshop (see section VIII). Once finalised, the ACP will be signed by the Government of Moldova (represented by the Ministry of Agriculture) and IFAD (represented by the Associate Vice-President, Programmes of the Programme Management Department). The ACP will be included as an integral part of the final published version of the CPE report.

VII. The evaluation team

52. The Acting Director of IOE, Mr Ashwani Muthoo, will have the overall responsibility for the Moldova CPE and has designated Mr Konstantin Atanesyan, Senior Evaluation Officer in IOE as the lead evaluator of this evaluation. Mr Atanesyan will be supported by other IOE staff and consultants. The CPE Consultants' team will be led by Mr Basil Kavalsky, who will be supported by: (i) Mr George Polenakis (rural finance); (ii) Mr Jakob Grosen (value chains/private sector development/infrastructure); and (iii) Ms Federica Lomiri (gender/knowledge management/efficiency).

VIII. Communication and dissemination

53. A CPE national roundtable workshop will be organised in Chisinau by IOE in close collaboration with the Government of Moldova and NEN towards the end of the evaluation process. This workshop, which will focus on learning, will allow multiple stakeholders to exchange views on key evaluation issues and provide inputs for

the preparation of the evaluation's ACP. The Associate Vice-President, Programmes PMD (IFAD); Directors of IOE and NEN, and other IFAD staff are expected to take part in the event.

54. The published final CPE report will thereafter be published on IFAD's website and a hard copy will be distributed to the partners in the country. An evaluation Profile and Insight³⁰ will be prepared on the Moldova CPE, and published and distributed together with the final evaluation report. The CPE report, Profile and Insight will also be disseminated through selected electronic networks such as the Evaluation Cooperation Group and the United Nations Evaluation Network (UNEVAL). The main text of the CPE report will be written in English.
55. It is important to note that written comments of the Government and NEN on key CPE deliverables will be treated with utmost consideration by IOE, in line with the provisions contained in the IFAD Evaluation Policy. This requires IOE to: (i) rectify any factual inaccuracies that may be presented in the CPE report; and (ii) carefully assess the comments of partners on substantive issues, and decide whether they should be included in the report. Comments of a substantive nature that, according to IOE, would not lead to changes in the evaluation's overall findings may be flagged in the main CPE report as dissenting views in the form of footnote, clearly indicating the issue at hand and source of comment. Finally, IOE will prepare and share an "audit trail" of how it has treated the comments of the Government and NEN in finalising the CPE report.
56. The CPE will also be discussed by the Executive Board of IFAD when the new COSOP for Moldova will be presented to the Board members.

IX. Evaluation schedule

57. The provisional timetable for the CPE is provided in table 6 below. It is important that NEN and the Government carefully review the various activities and proposed timeframes, given that their inputs and participation will be essential at key steps to ensure the success of the CPE.

Table 6
Proposed schedule for the evaluation (2013)

<i>Date</i>	<i>Activity</i>
11-29 March 2013	CPE main mission
27 March 2013	Wrap-up meeting with GOM in Chisinau
April-May 2013	Report writing
June-July 2013	PMD and GOM comments on Draft CPE Report
October-November 2013	CPE finalized, National Roundtable Workshop

³⁰ The profile is a 800 word brochure capturing the main findings and recommendations from the CPE. The Insight will focus on one key learning issue emerging from the CPE, with the intention of raising further attention and debate around the topic among development practitioners.

Definition of the evaluation criteria used by IOE

<i>Criteria</i>	<i>Definition^a</i>
Project performance	
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, institutional priorities and partner and donor policies. It also entails an assessment of project design in achieving its objectives.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted into results.
Rural poverty impact^b	Impact is defined as the changes that have occurred or are expected to occur in the lives of the rural poor (whether positive or negative, direct or indirect, intended or unintended) as a result of development interventions.
<ul style="list-style-type: none"> Household income and assets 	Household income provides a means of assessing the flow of economic benefits accruing to an individual or group, whereas assets relate to a stock of accumulated items of economic value.
<ul style="list-style-type: none"> Human and social capital and empowerment 	Human and social capital and empowerment include an assessment of the changes that have occurred in the empowerment of individuals, the quality of grassroots organizations and institutions, and the poor's individual and collective capacity.
<ul style="list-style-type: none"> Food security and agricultural productivity 	Changes in food security relate to availability, access to food and stability of access, whereas changes in agricultural productivity are measured in terms of yields.
<ul style="list-style-type: none"> Natural resources, the environment and climate change 	The focus on natural resources and the environment involves assessing the extent to which a project contributes to changes in the protection, rehabilitation or depletion of natural resources and the environment as well as in mitigating the negative impact of climate change or promoting adaptation measures.
<ul style="list-style-type: none"> Institutions and policies 	The criterion relating to institutions and policies is designed to assess changes in the quality and performance of institutions, policies and the regulatory framework that influence the lives of the poor.
Other performance criteria	
<ul style="list-style-type: none"> Sustainability 	The likely continuation of net benefits from a development intervention beyond the phase of external funding support. It also includes an assessment of the likelihood that actual and anticipated results will be resilient to risks beyond the project's life.
<ul style="list-style-type: none"> Innovation and scaling up 	The extent to which IFAD development interventions have: (i) introduced innovative approaches to rural poverty reduction; and (ii) the extent to which these interventions have been (or are likely to be) replicated and scaled up by government authorities, donor organizations, the private sector and others agencies.
<ul style="list-style-type: none"> Gender equality and women's empowerment 	The criterion assesses the efforts made to promote gender equality and women's empowerment in the design, implementation, supervision and implementation support, and evaluation of IFAD-assisted projects.
Overall project achievement	This provides an overarching assessment of the project, drawing upon the analysis made under the various evaluation criteria cited above.
Performance of partners	This criterion assesses the contribution of partners to project design, execution, monitoring and reporting, supervision and implementation support, and evaluation. It also assesses the performance of individual partners against their expected role and responsibilities in the project life cycle.
<ul style="list-style-type: none"> IFAD Government 	

^a These definitions have been taken from the OECD/DAC *Glossary of Key Terms in Evaluation and Results-Based Management* and from the IFAD Evaluation Manual (2009).

^b The IFAD Evaluation Manual also deals with the "lack of intervention", that is, no specific intervention may have been foreseen or intended with respect to one or more of the five impact domains. In spite of this, if positive or negative changes are detected and can be attributed in whole or in part to the project, a rating should be assigned to the particular impact domain. On the other hand, if no changes are detected and no intervention was foreseen or intended, then no rating (or the mention "not applicable") is assigned.

Moldova CPE evaluation framework

Portfolio Performance

Project Relevance

- Are project objectives realistic and consistent with Moldova's national agriculture and rural development strategies and policies, the COSOP and relevant IFAD sector and sub sector policies, as well as the needs of the rural poor?
- Was the project design (including synergies among activities and services, financial allocations, project management and execution, supervision and implementation support, and monitoring and evaluation arrangements) appropriate for achieving the project's core objectives?
- How coherent was the project in terms of its fit with the policies, programmes and projects undertaken by the Government and other development partners in Moldova?
- Was the project design participatory in the sense that it took into consideration the inputs and needs of key stakeholders, including the Government, executing agencies, co-financiers and the expected beneficiaries and their grassroots organizations?
- Did the project benefit from available knowledge (for example, the experience of other similar projects in the area or in the country) during its design and implementation?
- Did project objectives remain relevant over the period of time required for implementation? In the event of significant changes in the project context or in IFAD policies, has design been retrofitted?
- What are the main factors that contributed to a positive or less positive assessment of relevance?

Government of Moldova Plans; IFAD policy statements and Moldova COSOPS. Interviews with IFAD managers, Government and project officials.

Project Effectiveness

- To what extent have the objectives of the project and its components been attained both in quantitative and in qualitative terms?
- If the project is not yet complete, is it likely that so far unattained objectives may be accomplished in full/in part before its closure?
- What factors in project design and implementation account for the estimated results in terms of effectiveness?
- In particular, what changes in the overall context (e.g., policy framework, political situation, institutional set-up, economic shocks, civil unrest, etc.) have affected or are likely to affect project implementation and overall results?

Evaluations of completed projects, Project Completion Reports, Mid-term reviews and supervision reports. Surveys of project beneficiaries.

Project Efficiency

- What are the costs of investments to develop specific project outputs (e.g., what is the cost of constructing one kilometre of rural road)? The quality of works/supplies needs to be fully (and explicitly) recognized for such input/output comparisons.
- Is the cost ratio of inputs to outputs comparable to local, national or regional benchmarks?
- What are the loan costs per beneficiary (both at the time of appraisal and at the time of evaluation) and how do they compare to other IFAD-funded operations (or those of other donors) in the same country and/or other countries?

Evaluations of completed projects, Project Completion Reports, Mid-term reviews and supervision reports. Surveys of project beneficiaries. Interviews with project managers.

Portfolio Performance

- How does the economic rate of return at evaluation compare with project design?
- What are the administrative costs per beneficiary and how do they compare to other IFAD-funded operations (or those of other donors) in comparator countries (Eastern Europe)?
- Did IFAD projects have substantial delays in effectiveness? What has been the cause of these delays and how costly have these delays been?
- By how much was the original closing date extended, and what were the additional administrative costs that were incurred during the extension period?
- What factors helped account for project efficiency performance?

Rural Poverty Impact**I. Household income and assets**

- Did the composition and level of household incomes change (more income sources, more diversification, and higher income)?
- What changes are apparent in intra-household incomes and assets?
- Did farm households' physical assets change (farmland, water, livestock, trees, equipment, etc.)? Did other household assets change (houses, bicycles, radios, television sets, telephones, etc.)?
- Did households' financial assets change (savings, debt, borrowing, insurance)?
- Were the rural poor able to access financial markets more easily?
- Did the rural poor have better access to input and output markets?
- Do the better health and education promoted by the programme allow the rural poor to obtain higher incomes and more assets?

II. Human and social capital and empowerment

- Did rural people's organizations and grassroots institutions (such as farmer's groups, women groups, water user groups) change?
- To what extent did the project empower the rural poor vis-à-vis development actors and local and national public authorities? Do they play more effective roles in decision-making? Did the devolution process facilitated by the project?
- Were the rural poor empowered to gain better access to the information needed for their livelihoods?
- Did the rural poor gain access to better health and education facilities?
- Two important social areas - migration and role of remittances – have not figured prominently in IFAD's programme in Moldova. Should there have been a greater effort to integrate these issues into the programme?

Evaluations of completed projects, Project Completion Reports, Mid-term reviews and supervision reports. Surveys of project beneficiaries. Interviews with beneficiaries and project managers.

Portfolio Performance

III. Food security and agricultural productivity

- Did cropping intensity change? Was there an improvement in land productivity and, if so, to what extent? Did the returns to labour change?
- Did household food security change?
- To what extent did the rural poor improve their access to input and output markets that could help them enhance their productivity and access to food?

IV. Natural resources, environment and climate change

- Did the status of the natural resources base change (land, water, forest, pasture, etc.)?
- Has the degree of environmental vulnerability changed (e.g., exposure to pollutants, climate change effects, volatility in resources, potential natural disasters)?
- Were the climate change issues treated as an integral dimension in the risk analysis that informed project/COSOP design?
- Did the project contain specific adaptation and mitigation activities and what was their effect on the livelihoods of the rural poor?
- Were adequate funds allocated to measures aiming at mitigate the climate-change related risks identified in the risk analysis?
- Did the project contain activities and resources to capture and disseminate across the and externally experiences, lessons and innovations on climate change?

V. Institutions and policies

- Were there any changes in rural financial institutions (e.g., in facilitating access for the rural poor, women, and ethnical minorities)?
- How did public institutions and service delivery for the rural poor change? How did the project facilitate the decentralisation?
- What improvements were discernible in local governance, including the capacity and role of government departments, NGOs, the private sector, and elected bodies and officials?
- Were there any changes in national/sectoral policies affecting the rural poor?
- Did the regulatory framework change insofar as its impact on the rural poor?
- Did market structures and other institutional factors affecting poor producers' access to markets change?

Portfolio Performance

Project Sustainability

- Was a specific *exit strategy* or approach prepared and agreed upon by key partners to ensure post project sustainability?
- What are the chances that benefits generated by the project will continue after project closure, and what factors militate in favour of or against maintaining benefits? What is the likely resilience of economic activities to shocks or progressive exposure to competition and reduction of subsidies?
- How robust are the institutions that have been established under IFAD projects, and are they likely to be able to ensure the continuation of benefits to the rural poor?
- Is there a clear indication of Government commitment after the loan closing date, for example, in terms of provision of funds for selected activities, human resources availability, continuity of pro-poor policies and participatory development approaches, and institutional support? Did the IFAD project design anticipate that such support would be needed after loan closure?
- Do project activities benefit from the engagement, participation and ownership of local communities, grassroots organizations, and the rural poor?
- Did the NGOs involved continue their support to village organizations after project closure?
- Are adopted approaches technically viable? Do project users have access to adequate training for maintenance and to spare parts and repairs?

Visits to sites of completed projects and interviews with beneficiaries and project managers. In selected cases consideration will be given to commissioning new surveys.

Innovations, Replication and Scaling up

- What are the characteristics of innovation(s) promoted by the project or programme? Are the innovations consistent with the IFAD definition of this concept?
- How did the innovation originate (e.g., through the beneficiaries, Government of Moldova, IFAD, NGOs, research institution, etc.) and was it adapted in any particular way during project/programme design?
- Are the actions in question truly innovative or are they well-established elsewhere but new to the country or project area?
- Were successfully promoted innovations documented and shared? Were other specific activities (e.g., workshops, exchange visits, etc.) undertaken to disseminate the innovative experiences?
- Have these innovations been replicated and scaled up and, if so, by whom? If not, what are the realistic prospects that they can and will be replicated and scaled up by the Government, other donors and/or the private sector?
- Did COSOP and project design have an explicit strategy and define pathways for scaling up, and was an ultimate scale target included?
- Did the project design build on prior successful experiences and lessons with scaling up?
- Did the project design documents – or related background documentation including, but not limited to, RB-COSOP and/or other sources - address what are the potential drivers and constraints that will affect the scale-up potential of the project?
- Did project implementation – under this or any other complementary intervention supported by IFAD in the same country - support the development of relevant drivers (e.g., in terms of resources allocation for knowledge management) that are essential for scaling up?

Interviews with Government and state and local governments. In depth reviews of project documents. Discussions with IFAD managers.

Key Questions

Main sources of data and information

Portfolio Performance

- Were proactive efforts made to identify and develop strategic partnerships with s which could potentially be involved in scaling up of successfully piloted innovations?
- Did the projects M&E system – under this or any other complementary intervention supported by IFAD - help capture successful innovative activities that have potential for scaling up?
- Were efforts related to scaling up assessed and reported upon in the MTR and periodic supervision processes?

Gender equality and women's empowerment

- What is the relevance of design in terms of gender equality and women's empowerment? This will include assessing the results-framework of COSOPs and projects to assess whether IFAD's corporate objectives on gender are adequately integrated therein.
- How effective have projects being in promoting gender equality and women's empowerment?
- Were gender dimensions adequately included in the project's annual work plans and budgets?
- What percentage of total project resources was invested for gender equality and women's empowerment activities?
- What was the impact of the project in terms of promoting gender equality and women's empowerment? Among other issues, this would include assessing whether: there are changes to household members including women's workload, women's health, skills, income and nutritional levels; women have greater influence in decision-making; women have been empowered to gain better access to resources and assets; there are changes in gender relations within the households and communities in the project area; etc.
- To what extent is the gender-related impact likely to be sustainable after the completion of the IFAD-funded project period?
- To what extent did the project: (i) Monitor gender-disaggregated outputs to ensure gender equality and women's empowerment objectives were being met; (ii) Adapt project implementation as required to better meet gender equality and women's empowerment objectives; (iii) supervision and implementation support address and report on gender issues; (iv) • Engage in policy dialogue to promote changes to government and other partner systems and processes that would improve gender equality and women's empowerment; and (iv) systematically analyse, document and disseminate lessons on gender equality and women's empowerment?
- What were the strengths and weaknesses of the contributions of IFAD and the Government, respectively, in promoting gender equality and women's empowerment?

Performance of Partners

IFAD

- Did IFAD mobilize adequate technical expertise in the project design?
- Was the design process participatory (with national and local agencies, grassroots organizations) and did it promote ownership by the borrower?

Interviews with partner agencies, NGOs and IFAD managers

Interviews with GoM officials and IFAD managers.

Interviews with representatives of cooperating institutions. Project Completion Reports, Mid-term Reviews and evaluations of completed projects.

Key Questions

Main sources of data and information

Portfolio Performance

- Were specific efforts made to incorporate the lessons and recommendations from previous independent evaluations in project design and implementation?
- Did IFAD adequately integrate comments made by its quality enhancement and quality assurance processes?
- Did IFAD (and the Government) take the initiative to suitably modify project design (if required) during implementation in response to any major changes in the context, especially during the MTR?
- What was the performance of IFAD in projects that are under direct supervision and implementation support? In the case of the supervision of a cooperating institution, how effective was IFAD in working with the institution to carry out the mandated task? In both cases, has IFAD exercised its developmental and fiduciary responsibilities, including compliance with loan and grant agreements?
- Was prompt action taken to ensure the timely implementation of recommendations stemming from the supervision and implementation support missions, including the MTR?
- Did IFAD undertake the necessary follow-up to resolve any implementation bottlenecks?
- Where applicable, what is the role and performance of IFAD's country presence team in Moldova (including proxy country presence arrangements)? Did IFAD headquarters provide the necessary support to its country presence team, for example, in terms of resources, follow-up and guidance, adequate delegation of authority, and so on?
- Has IFAD made proactive efforts to be engaged in policy dialogue activities at different levels in order to ensure, inter alia, the replication and scaling up of pro-poor innovations?
- Has IFAD been active in creating an effective partnership and maintaining coordination among key partners to ensure the achievement of project objectives, including the replication and scaling up of pro-poor innovations?
- Has IFAD, together with the Government, contributed to planning an exit strategy?

Government of Moldova

- Has the Government assumed ownership and responsibility for the project? Judging by its actions and policies, has the Government, including national, state and local governments, been fully supportive of project goals?
- Has adequate staffing and project management been assured? Have appropriate levels of counterpart funding been provided on time?
- Has project management discharged its functions adequately, and has the Government provided policy guidance to project management staff when required?
- Did the Government ensure suitable coordination of the various departments involved in execution?
- Has auditing been undertaken in a timely manner and have reports been submitted as required?
- Did the Government (and IFAD) take the initiative to suitably modify the project design (if required) during implementation in response to any major changes in the context?

Portfolio Performance

- Was prompt action taken to ensure the timely implementation of recommendations from supervision and implementation support missions, including the MTR?
 - Has an effective M&E system been put in place and does it generate information on performance and impact which is useful for project managers when they are called upon to take critical decisions?
 - Has the Government (and IFAD) contributed to planning an exit strategy and/or making arrangements for continued funding of certain activities?
 - Have loan covenants and the spirit of the loan agreement been observed?
 - Has the Government facilitated the participation of NGOs and civil society where appropriate?
 - Have the flow of funds and procurement procedures been suitable for ensuring timely implementation?
 - Has the Government engaged in a policy dialogue with IFAD concerning the promotion of pro-poor innovations?
- Cooperating Institution** • Should there have been greater involvement of partners such as the UN agencies and other development agencies in the design, financing and implementation of the programme?
- Has the supervision and implementation support programme been properly managed (frequency, composition, continuity)? • Has the cooperating institution complied with loan covenants?
 - Has the cooperating institution been effective in financial management?
 - Has the cooperating institution sought to monitor project impacts and IFAD concerns (e.g., targeting, participation, empowerment of the poor and gender aspects)?
 - Have implementation problems been highlighted and appropriate remedies suggested? Have the suggestions and related actions been followed in the next supervisions?
 - Has the cooperating institution promoted or encouraged self-assessment and learning processes?
 - Has the supervision process enhanced implementation and poverty impacts?
 - Has the cooperating institution been responsive to requests and advice from IFAD when carrying out its supervision and project implementation responsibilities?
- Community-Based Organizations (CBOs) and NGOs**
- How effectively have NGOs fulfilled their contractual service agreements?
 - Have NGOs/CBOs acted to strengthen the capacities of rural poor organizations?
 - Did NGOs/CBOs contribute to the sustainability of project activities?

Non-lending activities

Relevance

- Are policy dialogue, partnership-building, and knowledge management objectives clearly outlined in the COSOP? Are they in line with the needs of the poor and are they consistent with the strategic objectives of the COSOP and lending operations, as well as with the Government's priorities?
- Do the selected non-lending activities provide sufficient support for country programme objectives as per COSOP, as well as the loan portfolio in the country?
- Were resources earmarked for non-lending activities and explicitly outlined in the COSOP (e.g., in the form of grants and/or the IFAD administrative budget)?
- Was the selected mix of policy dialogue, partnership-building and knowledge management appropriate and relevant?
- Were the advisory services delivered by other partners taken into account in selecting the focus of non-lending work?

Effectiveness

- Describe the extent to which non-lending activities achieved their objectives if they were explicitly articulated.
- How did non-lending activities contribute to the replication and scaling up of innovation promoted by IFAD?
- Has IFAD systematically engaged in and contributed to the deliberations of donor working groups related to agriculture, food issues and rural development?
- How much progress has been made as a result of non-lending activities in furthering the application of the provisions contained in the Paris Declaration on Aid Effectiveness in terms of ownership, alignment, donor coordination and harmonization, managing for results and mutual accountability?
- With regard to knowledge management, was the COSOP's strategic objectives and project design and implementation properly informed by IFAD experiences in Moldova and elsewhere?
- Were the most appropriate approaches deployed to achieve the desired results?
- What have been the roles of the IFAD country representative, where applicable, and of the main Government institutions in making non-lending services effective?

Efficiency

- Could alternative instruments and activities be implemented to reduce costs in non-lending activities?
- What were the costs of the different types of non-lending activities and how do they compare to IFAD benchmarks (where available)?
- Was the administrative burden on country officials minimized?

Review of IFAD documentation on non-lending activities. Discussions with counterparts responsible for implementing these activities.

Key Questions**Main sources of data and information****COSOP Performance****Assessment of the alignment of strategic objectives**

- Were the objectives set out in the COSOP consistent with the overarching objectives of the prevailing IFAD strategic framework and relevant corporate policies?
- Were the strategic objectives identified in the COSOP consistent with the Government's strategies and policies, such as the PRSP and agricultural sector framework, for agriculture and rural development as well as economic and social development?
- Were the strategic objectives clearly defined and suitable for achieving sustainable rural poverty reduction? Was the basic approach adopted by IFAD, focused on support for women and socially excluded groups, too narrowly defined in terms of a broad strategy for rural poverty reduction? Should there have been an attempt to encompass issues such as youth, migration and addressing conflict in the rural areas?
- Did the poverty analysis (economic and sector work) provide an adequate basis for the development of overall strategy, including the selection of the main elements of the COSOP (refer to Evaluation Manual)?
- Are the strategic objectives aligned with the priorities of other bilateral and multilateral donors working in agriculture and rural development in the same country? If other donors pursued other priorities, should they have been convinced to align with IFAD?

Evaluating the coherence of the main elements of the COSOP

- Did the strategy succinctly articulate IFAD's comparative advantage and competencies in the country (i.e., country positioning)?
- Were the target groups clearly identified in terms of the nature of the assistance that IFAD would provide?
- Did IFAD select the most appropriate subsectors for investments?
- Were the geographic priorities defined in the strategy consistent with the definition of the target groups?
- Were the main partner institutions (e.g., for project execution, supervision and implementation support, community mobilization, co-financing) the correct ones for meeting the country strategy objectives?
- Were specific objectives defined and resources allocated for non-lending activities, including policy dialogue, partnership-building and knowledge management?
- Were appropriate synergies foreseen within and among investment activities and between lending and non-lending activities? That is, did IFAD's overall assistance constitute a coherent country programme? For example, in terms of supervision and implementation support, the roles of the country programme management team and country presence arrangements. Country positioning is a measure of how well the organization responded to (or even anticipated) the evolving development challenges and priorities of the Government, built on the organization's comparative advantages, and designed its country strategies and programmes in a manner that took into consideration the support available from other development partners.
- Did IFAD assess the extent to which the global policy environment (trade, migration, etc.) and exogenous factors (e.g., climate change, exposure to natural disasters) should guide the choice of lending and non-lending instruments and the priorities for IFAD engagement through lending and non-lending services?

Review of COSOP. Interviews with GOM and IFAD managers.

**COSOP
Performance****Country programme management and COSOP management**

- Did the Fund and Government of Moldova select appropriate supervision and implementation support arrangements?
- How did country presence support the COSOP strategic objectives? Was the most suitable country presence arrangement established in the country?
- Were lessons learned and recommendations set forth in independent evaluations properly reflected in the country strategy?
- Were sufficient administrative and human resources made available for the implementation of the country strategy by both IFAD and the Government?
- Did the CPM and country presence officer have appropriate skills and competencies to promote the policy dialogue and partnership-building objectives identified in the COSOP?
- What is the quality of the COSOP results management framework, project status reports, and aggregated RIMS reports and country programme sheets? Were Management actions in connection with this information system appropriate?
- Was the COSOP monitoring and evaluation performed properly? Were annual country programme reviews undertaken in a timely manner and were the corresponding recommendations implemented within the required time frames?
- As the COSOP is dynamic, was it modified to reflect changes at the country level?
- Did the Country Programme Management Team concept function appropriately and make the required contribution to country programme management?

Effectiveness

- To what extent were the main strategic objectives included in the COSOP achieved?
- If a new COSOP is not yet foreseen, is it likely that so far unattained objectives may be achieved in full or in part?
- What changes in the context have influenced or are likely to influence the fulfilment of the strategic objectives? Was the COSOP properly adapted mid-course to reflect changes in the context?
- Did the Fund devote sufficient attention and resources to promoting effectiveness?

IFAD loans to Moldova

Project name	Loan Terms	IFAD loan (US\$ mil)	Project Cost (US\$ mil.)	Board Approval	Loan Effectiveness	Project Completion Date	Project Status
Rural Finance and Small Enterprise Development Project (IFAD I)	HC	8.0	19.510	09 Dec 99	01 Dec 00	31 Dec 05	Closed
Agricultural Revitalization Project (IFAD II)	HC	14.9	18.166	18 Dec 03	24 Jan 06	31 Mar 13	Ongoing
Rural Business Development Programme (IFAD III)	HC	13.0	20.306	13 Dec 05	10 Jul 06	30 Sep 11	Completed
Rural Financial Services And Marketing Programme (IFAD IV)	HC	13.2	18955 (plus grant 0.532)	11 Sep 08	19 Feb 09	31 Mar 14	Ongoing
Rural Financial Services and Agribusiness Development Project (IFAD V)	HC	19.8	39.345 (plus grant 0.486)	15 Dec 10	04 Jul 11	30 Sep 16	Ongoing

Source: PPMS, president's reports.

Closed and on-going regional and country specific grants

Available Information on grants in Moldova

<i>Programme</i>	<i>Implementing</i>	<i>Project Synergy</i>	<i>IFAD contribution US\$ million</i>	<i>Total amount US\$ million</i>	<i>Approval</i>	<i>Completion Date Closing date</i>	<i>Cooperating institution</i>
Grants							
163-The Extension of the (saving and credit associations (SCA)sNetwork to Poor and Vulnerable Groups	Moldova Microfinance Alliance (MMA)	RFSE DP	0.075	0.207	30 Dec 1999	30 Jun 2003 31 May 2004	GTZ
217-Complement the Activities under the Rural Finance and Small Enterprise Development	Consultancy and Credit in Agriculture (CCA)	RFSE DP	0.090	0.090	14 Nov 2001	31 Dec 2003 30 Jun 2004	
COFIN-EC-9-MMA Facilities of Orientation-Attraction of Remittances into Rural Economic Development	Moldova Microfinance Alliance (MMA)		0.189	0.233	03 Feb 2009	30 Sep 2011 03 Octo 2012	
COFIN SUPP-EC 940-Supply Chain Management Support in Moldova	Dienst Landbouwkundig Onderzoek (DLO) Foundation Wageningen University, Netherlands	RBDP	0.200	0.20	22 Dec 2006	22 Aug 2008	
CONFIN-SP-9-BCI Support the Innovative use of Remittance in Productive Rural Investment	Business Consulting Institute (BCI)		0.245	0.309	19 may 2010	30 Jun 2012	
SOF-81- Special Operation Facility	IFAD Business Consulting Institute (BCI)	FFSE DP	0.750	0.245 0.750	0.309 0.309	10 Feb 2010 10 may 2010	30 Jun 2012 31 Mar 2013

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SOF-81-MD Special Operations Facility

Moldova's progress towards the MDGs

International Targets	National Targets	Current Status Years per cent 2010	Target 2015 per cent	Remarks by the government: Opportunities and constraints
Goal 1: Eradicate extreme poverty and Hunger				Although poverty levels have been falling since 2000, Moldova still remains a low-middle income country. The economic crisis also had an impact on Moldova. However, if the world financial crisis and the economic crisis in Moldova are overcome due to efforts made by the authorities and with the support of development partners, the final target for 2015 could be successfully achieved.
Halve between 2009 and 2015 the proportion of people whose income is less than one dollar a day	Reduce the proportion of population below \$4.3 per day (PPP value) Reduce the proportion of population below absolute poverty Reduce the proportion below the extreme Poverty line (per cent)	34.5 (2006) 29	23	
Halve between 2009 and 2015 the proportion of people who suffer from hunger	N/A	N/A	N/A	

Goal 2: Achieve Universal Primary Education Ensure all children will be able to a full course of complete primary schooling	Ensure opportunities for all children to receive general compulsory education (per cent)	94.1 (2002) 95	98	Developments in the general mandatory education enrolment ratio show the Government's limited scope for achieving the targets for 2010 and 2015. The economic crisis could further undermine achievement of the MDG targets in education.
	Maintain literacy rate of 99.5 per cent for 15-24 year old	41.3(2002) 75	78	
	Increase the enrollment rate for preschool programs for 3-6 year old children 6 to 7 years old children	65.5(2002) 95	98	
Goal 3: Promote Gender Equality and Empower Women Eliminate gender disparity in primary and secondary education by 2005 and in all levels of education no later than 2015	Increase women 's representation in decision-making level at: Local Councils District Councils Women Mayors Women law makers Reduce Gender inequality in employment : Reduce disparity between	26.5 (2007) 13.2 (2007) 18 (2007) 22 (2007) 25 (2007) 68.1(a verage monthly salary of women in 2006)	40 25 25 30 78.1	Women's representation in district and local councils, as well as in the Parliament, is increasing. Because of this, it is anticipated that tasks associated with the Millennium Development Goal will focus on gender equality which could be achieved by 2015 in Moldova.

	women and men salaries by at least 10 per cent			
Goal 4: Reduce Child Mortality Reduce under-five mortality by two-thirds	Mortality rate, infant (per 1000 live births) Mortality rate, under-5 (per 1000 live births) Maintain the same level of vaccination against measles for children under 2	16.3 18.6 90	13.2 15.3 90	Between 2000 and 2007, Moldova achieved a significant decrease in the rates of child mortality and the mortality of children under five. This progress is due, in large part to the increased access and quality of maternal and child care. Reaching the final target set for 2015 regarding the proportion of children under two vaccinated against measles depends largely on the degree of implementation of the National Vaccination Programs and the increase in the degree of awareness of the beneficial effects of vaccinating children against measles
Goal 5: Improve Maternal Health Reduce by three quarters between 1990 and 2015 the maternal mortality ratio:	Reduce Maternal mortality rate (per 100,000 live births) Maintain the number of births assisted by qualified medical staff:	15.5 99 ·	13.3 99	The uneven evolution of maternal mortality does not allow to predict the tendencies and the dynamics of this indicator in the future. The level reached in Moldova in 2008, the targets set for 2015, and especially for 2010, do not seem to be attainable. The situation may get worse in coming years due to the pandemics to which pregnant women have frequently succumbed. Achieving the target set for 2015 depends to a great extent on the continuous financing of this area of health protection so as to strengthen the process of taking measures and of early screening of pregnant women who are most at risk of mortality.
Goal 6: Halt/Reverse AIDS, malaria and other diseases 6A. Halt and reverse the spread of	Stabilize the spread of HIV/AIDS infection and reduce incidence of infection:	9.6	8	Considering the epidemiological situation and the development tendencies of HIV/AIDS in Moldova, the achievement of the intermediate target by 2010 will be difficult. The final target for 2015 may also be difficult to achieve. The progress registered in 2009 in the context of mortality associated with tuberculosis suggests that the 2010 intermediate target could be achieved,

HIV/AIDS 6B. Halt and reverse the incidence of tuberculosis and other major diseases	Reduce HIV/AIDS incidence in the 15-24 year old age group: Have halted and begun to reduce Tuberculosis. Reduce the rate of mortality associated with tuberculosis:	11.2 cases 15 cases	11 cases 10 cases	but the less uniform development of this indicator in recent years reveals that there is a risk that the final target set for 2015 might not be achieved
Goal 7: Ensure a Sustainable Environment: Integrate the principles of sustainable development into country policies and programs and reverse the loss of environmental resources	Integrate principles of sustainable into country policies and programs and reduce the degradation of natural resources Increase the share of protected areas to preserve biological diversity	12.1 4.65	13.2 4.65	Following the slow growth in the coverage of forest land, National Report notes that the 2010 intermediate goal will probably not be reached. If the pace of expanding the population's access to safe water sources in the coming years will be similar to that of 2008, the 2010 intermediate task can be achieved. Nevertheless, the final task depends on the speed of recovery of Moldova's economy and the accumulation of income in the national public budget, which will allow an appropriate level of public expenditure for the infrastructure development and rehabilitation in general, and the building of aqueducts in particular
7C1. Halve by 2015 proportion of population without sustainable access to drinking water	Increase the share of people with permanent access to safe water	59	65	
7C2 Improve the lives of at least 100 million slum dwellers by 2020	Halve the number of people without	50.3 51.3	65 71.8	

	<p>access to improved sewage and sanitation systems, increase the share of people with permanent access to sewage systems. Increase the number of people who have access to sanitation system</p>			
<p>Goal 8: Create a Global Partnership for Development</p> <p>Further develop a transparent, predictable and non-discriminatory trade and financial system based on rules: good governance, development and poverty reduction both on national and international level.</p> <p>Address the special needs of the poorest countries. This includes: tariff or quota free access for exports from these countries; cancelling the debt of poor countries with big debt; cancelling official</p>	<p>Further develop a transparent, predictable and non-discriminatory trade and financial system based on rules by promoting exports and attracting investments.</p> <p>Deal with issues associated with Moldova's landlocked status by upgrading transportation and</p>	15	10	<p>The expansion of the information society was really impressive in recent years in the Republic of Moldova. The number of internet subscribers is rising continuously. The number of personal computers is also rising. If these growth rates are maintained, the target of an annual growth rate of 15 per cent the number of personal computers and internet users will be accomplished</p>

<p>bilateral debt; and providing official assistance for a more meaningful development to countries committed to poverty reduction.</p>	<p>customs infrastructure.</p> <ul style="list-style-type: none"> · Monitor external debt issue. · Develop and implement youth strategies. Reduce youth unemployment to <p>Ensure access to basic medication.</p> <ul style="list-style-type: none"> · Build an information society. Double the number of fixed and mobile telephone subscribers from 2006 to 2015 increase the number of personal computers and Internet subscribers by at least 15 per cent each year 			
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Self-assessment for IFAD's Programme Management Department: Moldova Country Programme Evaluation

1. As part of the 2011/12 Country Programme Evaluation (CPE) of IFAD's Programme in Moldova, an attempt will be made to assess IFAD's strategy, loans and grants, as well as non-lending activities. According to the Evaluation Manual of IFAD's Office of Evaluation (IOE), any evaluation includes an exercise of self-assessment. In order to ensure a fair and comprehensive assessment and to capture all important lessons that may be learned, IOE kindly asks your cooperation in completing this questionnaire. This self-assessment will be of great value in preparing the CPE team for their work in Moldova and for the verbal discussions with you. We encourage you to do this exercise jointly with GOM.

A. Country Strategy Development

A.1 Please provide a brief description of the process applied in preparing the COSOPs and indicate any changes that you considered when preparing the mid-term review.

A.2 What has been done to create awareness about the COSOPs among government partners and CPMU? How has the COSOP been used in the current cooperation between IFAD and GOM?

A.3 Have changes to government and national policies had an impact on the strategic directions? Please explain and provide examples.

A.4 How effectively does IFAD position itself in relation to GOM and other donors to have influence?

A.5 Apart from portfolio development, what follow-up actions have been implemented to address the strategic priorities of the COSOPs and what has been achieved? Did you have any action or implementation plan, with resources assigned to different activities, for achievement of the strategic priorities?

A. 6.What are the main concerns in implementing non-lending activities, such as policy dialogue, knowledge management, and partnership building, and grants as well?

A.7 Do you consider it important to promote synergies between the programmes and if so what is being done?

A.8 Please provide figures on the recent Performance Based Allocation System. Are the underlying analyses and assessments discussed with GOM and used to influence the policy and institutional context as well as implementation performance?

A 9 Apart from the government partners, what other key partners were involved in the COSOP consultation process?

B. Lending portfolio

- B.1 What are the specific factors in Moldova that constrain implementation performance? What are the most common issues that arise in implementation?
- B.2 Implementation performance varies between the different projects and programmes. Which factors explain this variation (nature and design of the programme, different capacity among government implementing agencies or project directors, supervision and implementation support etc.)? Does IFAD's current feedback loop enable it to manage the programme effectively?
- B.3 Please highlight important issues that IFAD has experienced with respect to GOM financial management, flow of funds, procurement and monitoring and evaluation?
- B.4 Please highlight plans concerning co-financing partnerships with other institutions in the Moldova context. Do you experience particular difficulties in attracting co-financiers? If that is the case, please explain the reasons.

C. Impact, Sustainability and Innovation

- C.1 In which areas and with which types of interventions has IFAD achieved the greatest impact in terms of reducing rural poverty? What are the main constraints in achieving impact on poor rural households?
- C.2 How would you rate (1 to 6 rating scale, 6 is the highest) the effectiveness of IFAD's targeting strategy in reaching the very poor?
- C.3 How would you rate (1 to 6 rating scale, 6 is the highest) the prospects of sustainability of the activities and assets financed by IFAD and the related outcomes? What are the main explanatory factors for low or high likelihood?
- C.4 In your view, which are the main innovations that the IFAD programme has generated? How would you rate your effectiveness in seeking, in particular, pro-poor investment in upland areas, upland technology development and transfer and adaptation and climate change financing mechanisms?

D. Non-lending Activities

- D.1 How do you assess GOM willingness to discuss policy issues with IFAD – within a project context and outside a project context?
- D.2 What are IFAD's main achievements in policy dialogue – and in which context?
- D.3 How do you assess the willingness of other development partners to enter into co-financing partnerships with IFAD? Do you have a strategy for development of co-financing partnerships?
- D.4 How would you rate (1 to 6 rating scale, 6 is the highest) your collaboration with development partners? (i.e. in enhancing impact through knowledge management, promoting learning alliances, mainstreaming experience through provincial policy and institutions and, ensuring sustainability through national-level upstream policy)
- D.5 How would you rate the effectiveness of your knowledge management efforts on the themes that correspond to the COSOPs' strategic objectives? What has been achieved? What do you see as the constraints in improving knowledge management?

D.6 Does IFAD use its leverage as an UN agency to contribute to the maximization of UN impact on poverty alleviation in Moldova? What are the main constraints? What is the progress made?

D.7 How do you assess GOM's willingness to engage civil society and private s in implementation? How do you assess the strength/weaknesses of civil society/private s relevant to IFAD's programme? How do you assess the strength/weaknesses of mass s (Women and Farmers associations) in implementation?

D.8 Have any Technical Assistance Grants been used to enhance policy dialogue and knowledge management? If so, please provide a brief overview of the results.

Self-assessment for CPMU: Moldova, IFAD Country Programme Evaluation

1. As part of the Country Programme Evaluation (CPE) of IFAD's Programme in Moldova, an attempt will be made to assess IFAD's strategy, loans and grants, as well as non-lending activities. According to the Evaluation Manual of IFAD's Office of Evaluation (IOE), any evaluation includes an exercise of self-assessment. In order to ensure a fair and comprehensive assessment and to capture all important lessons that may be learned, IOE kindly asks your cooperation in completing this questionnaire. Your answers will provide a valuable component in preparing the CPE team for their work in Moldova and for the verbal discussions with you. Please avoid simple Yes/No answers to the extent possible and provide brief explanations.

Title of the project:

Name of Respondent(s)	Position	Duration in this position and	Telephone and Email address

Lead Questions	Answers
Project Design	
Is project design relevant to the context and issues?	
Is it flexible to address issues and needs in rural development and poverty reduction?	
Were lessons learned from previous projects integrated in this project design?	
Have modifications been made to original project design?	
Are budget allocations appropriate and adequate?	
Were budget revisions made since project approval? Why?	
Were estimated prices and costs made in project design adequate?	
Is there a need for extending project completion date?	

Project Implementation	
Were there any major changes in the implementation plan (e.g. Logframe) ?	
Were there baseline and repeat surveys?	
Is there a functioning M&E system? Is the M&E system used as a management tool?	
Are trends in livelihoods discernible?	
Are there major project implementation problems?	
Satisfaction with UNOPS and/or IFAD supervision and backstopping?	
Satisfaction with IFAD support?	
Role of co-financiers, if any?	
Was the project assisted with IFAD Technical Assistance Grants?	
Sustainability	
What is the likelihood that project achievements will be sustained after completion? Why?	
Innovations	
Has your project introduced innovations?	
Non-lending Activities	
Are you aware that IFAD is conducting policy dialogue with GOM?	
Is this project involved in any policy dialogue activities?	
Have policies or policy changes affected your project?	
Has your project collaborated with projects of other development partners?	
Has IFAD promoted such partnership-building with other partners including the private sector?	
Has your project benefited from activities of knowledge management?	
Was this assisted by IFAD Technical Assistance Grants?	
COSOPs 2002-2006 and 2007-2012	
Are you familiar with IFAD's COSOPs for 2002-2006 and 2007-2012?	

Was your project involved in the elaboration of the COSOP(s)?	
Had these documents any repercussion on the implementation of your project?	
Lessons learnt	
Are there, at this stage, some preliminary lessons learnt?	

Self-assessment for Government of the Republic of Moldova: IFAD Country Programme Evaluation

1. As part of the 2011/12 Country Programme Evaluation (CPE) of IFAD's Programme in Moldova, an attempt will be made to assess IFAD's strategy, loans and grants, as well as non-lending activities. According to the Evaluation Manual of IFAD's Office of Evaluation, any evaluation includes an exercise of self-assessment. In order to ensure a fair and comprehensive assessment, and to capture all important concerns and lessons, IOE kindly requests your cooperation in completing this self-assessment. Your answers will provide a valuable support in preparing the CPE team for their work in Moldova.

- (i) Please describe the Government policy frameworks and programmes for rural development and poverty reduction in Moldova. What are the major achievements? What are the key challenges?
- (ii) Please describe, in your view, the strengths and weaknesses of IFAD's cooperation with the Government of Moldova in rural development and poverty reduction.
- (iii) What do you perceive of IFAD's role in rural development and poverty reduction in Moldova?
- (iv) For the government, what are strategies for supporting rural women getting equal opportunities in education, health, employment, enterprise development, local decision making, and policy making? What are the key challenges in support rural women?
- (v) What are your suggestions/expectations for the future IFAD-Government cooperation in the country?

