

United Nations Development Programme
Country: Republic of Moldova
Project Document

Project Title: Enhancing democracy in Moldova through inclusive and transparent elections

Project Number:

Implementing Partner: Central Electoral Commission

Start Date: July 2017

End Date: December 2019

PAC Meeting date: 31 May 2017

Brief Description

The long-standing partnership between the Central Electoral Commission (CEC) and UNDP resulted in the establishment of a strong professional institution, able to provide transparent and inclusive democratic elections. The CEC, with UNDP's support, transformed the electoral process in Moldova through the development and utilization of the modern and innovative State Automated Information System "Elections" (SAISE). This system enables CEC to administer several tasks of the electoral process electronically and to improve the accuracy of data in the State Register of Voters (SRV) through data exchange with the State Register of Population (SRP) administered by the State Enterprise (SE) "Registru".

Building on the accomplishments of the previous intervention, the new Project will address the remaining key challenges to enhance the transparency and inclusiveness and, therefore, the credibility of the Moldovan electoral process – an objective in line with the Sustainable Development Goal 16¹.

The **overall Goal** of the Project is to achieve an enhanced transparency and inclusiveness of the electoral process in Moldova through a modernized IT system, improved legislation and intensified public participation, addressing the root causes of the current challenges hampering the further development of the democracy and the advancement of the electoral process in the Republic of Moldova.

The Project will contribute to: (1) achieving a more accurate State Register of Voters (SRV), improving the quality and accessibility data by reengineering the Civil Status Service (CSS) systems, fully developing the State Address Register and facilitating data exchange and interoperability between different government agencies via M-Connect Platform; (2) enhancing **the** inclusiveness of the electoral process **through developing** a remote voting tool and adjusting the SAISE system to keep up with the technical and political developments; (3) legal reform in the area of elections to erase ambiguities and respond to the technical developments; and (4) enhancing political participation of citizens by setting up and implementing the voters information and civic education programmes.

The following key results are expected:

- Credibility of the State Register of Voters enhanced;
- I-Voting Pilot process for the 2018 elections developed and implemented supported by an advanced SAISE;
- Election related legal reform advanced;
- Civic Education and Voter Information systems strengthened with a particular focus on women and youth.

¹ Sustainable Development Goal 16: <http://www.un.org/sustainabledevelopment/peace-justice/>

Contributing Outcome (UNDAF/CPD)
 "Enhanced transparency and inclusiveness of the electoral process in Moldova through a modernized IT system, improved legislation and intensified public participation"

Indicative Output(s):

Output 1: Credibility of the State Register of voters enhanced;

Output 2: I-Voting pilot process for the 2018 elections developed and implemented supported by an advanced SAISE;

Output 3: Election related legal reform advanced;

Output 4: Civic Education and Voter Information systems strengthened with a particular focus on women and youth.

| | | |
|---------------------------------------|---------------------|------------------|
| Total resources required USD: | 3,972,032 | |
| Total resources allocated USD: | UNDP TRAC: | |
| | USAID: | 1,698,732 |
| | Netherlands: | 158,760 |
| | Donor: | |
| | Donor: | |
| | Government: | 113,300 |
| | In-Kind: | 30,000 |
| Unfunded USD: | 2,001,240 | |

Agreed by (signatures):

| UNDP | Implementing Partner |
|---|--|
|  Dafina Gercheva UN Resident Coordinator UNDP Resident Representative |  Alina Russu CEC Chairperson |
| Date: 2.06.17 | Date: 07.06.2017 |

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I. DEVELOPMENT CHALLENGE /SITUATION ANALYSIS

Electoral support and capacity development is part of UNDP's democratic governance assistance worldwide, through which UNDP helps nations build democratic frameworks to improve representation, accountability and transparency for the benefit of citizens.

According to the National Democratic Institute in Moldova (NDI) survey (April 2016), 66% of the population considers that the country is moving in the wrong direction, while about the same percentage thinks that the country is governed against the will of the people. At the same time, 42 % of the citizens that are positive towards early Parliamentary Elections state the desire for change as the reason for early elections which leads to the conclusion that citizens still believe to be able to affect change through voting. This is a fact that is also recognized by the European Union Joint Analysis on Programming in Moldova, where it says that the electoral process is fair and can potentially serve as a "political game changer".² Having these strong statements in mind and a positive attitude towards the electoral process as being a tool of change, it is of utmost importance to further enhance the trust of citizens in the CEC as a stronger democratic institution, as well as in the electoral process and its administration.³

Translating the will of all eligible citizens into official mandates through elections is not only a corner stone of any democratic system, but is also crucial for the integrity and credibility of the electoral process and its results. Following the Human Rights Based Approach (HRBA), every eligible citizen should have the opportunity and possibility to take part in this key democratic process: to be registered as a voter with his/her right identification details, to be properly informed about how to cast the vote, and to have access to voting on the Election Day. The inclusiveness of the voter register, provisions made and processes adapted to cater also for the vulnerable and marginalized groups in society, mirrors the level of access and the democratic character of the electoral process. The inclusiveness of the electoral process is an important aspect the CEC is focused on successfully throughout the last 10 years.

The CEC, supported by the UNDP Programme "Improving the quality of Moldovan democracy through parliamentary and electoral support (2012-2017)" managed to move the Moldovan electoral process to an advanced level through the development and utilisation of the modern and innovative State Automated Information System "Elections" (SAISE) which is based on the Law 101. This System enables CEC to administer several tasks of the electoral process electronically and to ensure an improvement of the accuracy of data in the State Register of Voters (SRV). An accurate and comprehensive State Register of Voters is a high safeguard against fraud and in turn elections related violence.

Even though ODIHR confirmed an improvement in the State Register of Voters from the 2014 to the 2015 elections, the analysis of the current situation still shows certain red flags. *"The new centralized SRV represents an important step forward in managing voter registration. However, in the short timeframe of its introduction, CEC faced several challenges, (...). For its further improvement, the SRV would benefit from a more comprehensive regulatory framework, better coordination among stakeholders and the establishment of the Address Register".*⁴

Current challenges for inclusive and transparent democratic elections in Moldova:

- Currently, in 20 out of 902 localities the share of citizens that should sign on the supplementary voters' lists is still over 4% (this does not include the localities where the Transnistrian voters vote, where the percentage is much higher due to the situation), which in absolute figures still results in thousands of voters that are not listed correctly in the SRV, giving room for the criticism of the CEC and its integrity. The need to register on the supplementary voters' lists brings suspicion among the electorate.

² European Joint Analysis , Programming in Moldova to 2020, May 2016, p. 18.

³ NDI Survey from March 2016

⁴ ODIHR Election Observer Mission Final Report, Parliamentary Elections, 30 November 2014 in the Republic of Moldova, Warsaw, 10 March 2015, p. 2

- The outdated and partially paper based processes and data of the population registration agencies give room for corruption in the various stages of obtaining a document with the local, district and central administration. There is a clear gap between the Government as service provider and the citizen. This leads to frustration of the citizens with administrative processes and the avoidance of certain administrative tasks important for the population registration system, such as the change of residence, due to the long and a cumbersome process. Citizens cannot change one part of their details with one government agency and have this information shared with the others, they have to conclude, possibly, three processes to complete one change of the personal details. This difficult situation leads to a significant number of cases with the wrong registration details and, in the worst-case scenario, to the exclusion from the electoral process due to the wrong personal details.
- In the current set up the State Enterprise (SE) “Registru” under the Ministry of Information Technology and Communication (MITC) is the sole custodian of the State Register of Population (SRP). The CEC is a mere recipient of these data without an active access or the ability to scrutinize and verify the data. There is either no independent primary data bases through which the SE “Registru” data could be verified or checked against or the existing data bases are not accessible.
- SE “Registru” depends on the accuracy of the data fed to the system by other agencies, such as the SE “Cadastru” and the Civil Status Service. In the 2014 Parliamentary Elections, a high number of dead persons on the voters’ lists were discovered, attributed to the late data transfer by the Civil Status Service. Similar cases were reported in the press during the 2016 Presidential Elections. This also gave room for criticism regarding the transparency of the process used to compile the voters’ list, and therefore the accurateness of the electoral process. The current address system contains duplications and leads to wide confusion with respect to the allocation of voters to polling stations.
- Certain groups of citizens, such as non-convicted and detained persons (but still eligible to vote) or military personnel are not included on the voters’ list with their special needs, and the CEC cannot cater for their needs on Election Day. These citizens/voters are either on internal registers that are not accessible to other agencies, or are not listed at all. Generally, the provisions for incapacitated voters are difficult to administer due to the lack of information on the status and location of those citizens. Apart from mobile voting which still has the precondition that the location and status of the respective citizen is known, there are no alternative voting processes to cater for the needs of those voters, which limits the inclusivity of the process. Line Ministries (the Ministry of Justice for the detainees, the Ministry of Defense for the military personnel, the Ministry of Health and for Social Protection for people with disabilities in the institutions) do not have the capacities to develop these registers or make them accessible online for the voters’ list purpose.
- The Republic of Moldova is a country with a large share of population (and voters) living abroad, estimated from 700.000 to 1,200.000 people, and having a different status of the registration with the Moldovan Embassy in the country of residence or not registered at all. The citizens living abroad can vote abroad in special polling stations. However, the number of these polling stations might depend on the number of the Moldovan citizens registered in a particular country. While the number of the polling stations abroad increased from 75 to 100 from 2014 to 2016 elections, they could not provide the opportunities to cast the ballot to all eligible and willing to vote citizens, as most of the polling stations are opened at the Embassies in the capitals of the countries of residence not reachable for all Moldovan citizens in this country during the Election Day. In the last Parliamentary Elections in 2014 only 73,000 Moldovans abroad voted which is about 10% of the Moldovans abroad, compared to 54% voter turnout in the country. During the Presidential Elections in 2016, 136,000 Moldovans voted abroad making up 8% of the total votes casts in the election and the ballots run out in 11 polling stations leaving

people without the possibility to vote.⁵ A remote voting system, like postal vote or Internet Voting is of high importance for the democratic process in Moldova, but currently not available. Also, there is no conclusive data available on citizens abroad, which limits the inclusiveness and transparency of the electoral process.

- The legal framework is not in line with the needs of the modernized electoral process. Certain legal provisions are ambiguous and not harmonized or updated. For example, the Law 101 calls for e-enabled voting by 2018, but neither the Electoral Code, nor the Constitution include the legal provisions for such processes. Also, contradictory legal texts in the electoral framework and connected legislation, such as the Law on Data Protection, led to public discussions and distrust in the electoral process.
- The transparency of the electoral process is heavily influenced by the ability of citizens to see how the political parties are financed and who is behind the party - individuals, interest groups etc. The Political Party Finance Law enforced from 1 January 2016 is still not fully implemented and the ability to check the financial contributions to political parties is not given to the citizen yet. Even though the CEC was entrusted with this task to monitor the political parties campaign financing, it was not capacitated to effectively provide this service to the citizens. Additionally, the Political Party Finance Law does not include incentives for political parties to support a fair and consistent participation of women candidates in the electoral process.
- The Public Administration Reform (PAR) Strategy for 2016-2020 is focused on the modernization of the public services and on fostering the electronic services, as well as the interoperability of IT systems and state registers, as per the Decision of the Parliament No.125, from May 2013. However, the implementation is lagging the plans, while the population registration agencies and systems still are not included into the process and are neither modernized nor connected.
- The limited public knowledge of the actual process of population registration procedures, of the compilation of the SRV and of the conduct of elections, repeatedly leads to incorrect press statements by political parties, as well as by single citizens undermining the electoral process. The knowledge gap often derails important democratic process and leads frequently to misinformed, confused and disillusioned citizens/ voters. The limited information supply on participation is especially disadvantageous for women who are already underrepresented in the political sphere, for the young and first-time voters that demonstrate higher absenteeism on the E-Day, for people with disabilities that do not enjoy sufficient conditions for independent voting, and the Diaspora, which demonstrated massive dissatisfaction with the available information and access to vote during the Presidential Elections in 2016.

These challenges constantly undermine the credibility of the electoral process in Moldova and need to be addressed. The root cause of outdated state population registration systems and processes as well as delays in the legislative reforms and the civic education of citizens, as well as the missing remote voting possibility need to be addressed in the coming electoral cycle to enhance the credibility of the electoral process in a sustainable way.

The challenges will be addressed through the following **four intervention points**:

1. Improve insufficient data quality and accessibility
2. Address limited inclusiveness of the electoral process
3. Support to legal reforms to bring about more transparency in the electoral process
4. Enhance the limited information on political participation and electoral processes

This Project will build on the solid foundation of knowledge, partnership and IT tools developed by the previous intervention. It will respond to the challenges ahead by a) consolidating a broader **SUPPLY** side to provide for more technically credible elections and b) fostering the

⁵ CEC Official Data, CEC website, www.cec.md

DEMAND side, currently underdeveloped, through a tailored course of action to enhance the transparency and the inclusiveness of the electoral process in Moldova and create the necessary balance for a credible democratic process.

Lessons learned from the previous Project:

- The Project was most successful where it supported a driver of change who was open to support and used the assistance to generate a positive change;
- Addressing problems holistically may take more time and effort, but will result in more durable institutional solutions that will provide a greater impact than piecemeal solutions;
- Linking institutions to global networks provide a framework and support for reformers that can help sustain their efforts in difficult circumstances;
- Value of United Nations impartiality and convening ability in polarized political contexts can cross divides and bring different interests together;
- Supporting institutions to prioritize their efforts and undertake strategic planning can help these institutions to make the best use of their resources when state budgets are tight.

The 2016 UN Needs Assessment Mission recommended UN electoral support continues to be provided in line with the needs outlined by CEC and other state agencies (e-Government Centre, Civil Status Service, and “SE” Cadastru).

II. STRATEGY

Institutional development of public institutions is one of the key objectives for the Government of Moldova and the United Nations in Moldova Partnership Framework 2013-2017 “Towards Unity in Action” that states an “increased transparency, accountability and efficiency of central and local public authorities” as the key objective in enhancing Democratic Governance, Justice, Equality and Human Rights. As the Project will be implemented beyond 2017, it also supports the new UN Development Assistance Framework, for 2018-2022, preliminary endorsed by the Government of Moldova that states the following objective: “The people of Moldova, in particular the most vulnerable, demand and benefit from democratic, transparent and accountable governance, gender-sensitive, human rights- and evidence-based public policies, equitable services, and efficient, effective and responsive public institutions”.

The interdependence of the population registration system and the inclusiveness and transparency of elections is an internationally recognized and discussed subject to which the Republic of Moldova is no exception.⁶ This is in line with Target 16.9 of the Sustainable Development Goals, suggesting to provide “legal identity for all (including birth registration) by 2030 and follows the new globally recognized principles on Identification as of February 2017.”⁷

In the international recommendations, this interdependence⁸ is noted, as well as the need of cooperation between the Government institutions to provide the best possible outcome of the population registration process.

“Interoperability increases efficiency and allows multiple stakeholders to leverage the benefits of the identification system, both within a country and across borders. Domestically, this includes the ability of different databases or registries (e.g., national ID and civil registration systems) to

⁶ http://www.undp.org/content/dam/undp/library/Democratic%20Governance/Electoral%20Systems%20and%20Processes/GPECS/gpecs_Digital%20Identity_VF.pdf. “The move to comprehensive birth-to death population registration systems involve complex issues with regards to both the policy framework and sustainability. Introduction of a comprehensive national population register that incorporates traditional registries such as the civil register (births, deaths, marriages, etc.), requires states to decide how to link, if at all, any or all other state functional registers. These include such registers as those that record issuance of passports and driving licenses, for example, through to social security and individual tax registers, and then Digital identity in the biometric age.”

⁷ Principles on Identification, For Sustainable development: Towards the Digital Age. World Bank Group and Center for Global Development, February 2017.

⁸ Guidelines on population registration, OSCE/ODIHR, 2009

communicate with each other and/or exchange information in a timely and low-cost manner, subject to appropriate privacy and security safeguards.”⁹

So far, institutions in Moldova are still working in isolation and those tendencies in public administration need to be addressed. In 2015, the CEC supported by the UNDP Project, initiated a dialogue with different state actors, which are part of the population registration process and responsible for important data sets necessary for a credible electoral process. The first steps toward cooperation revealed that all relevant stakeholders are limited with respect to their own internal structures or capacities. The only way forward is a **comprehensive cooperation approach addressing the complexities of the situation**.

The CEC centered approach applied by the previous intervention needs to be widened and, therefore, the Project chooses the **comprehensive cooperation approach** involving all relevant institutions and agencies, looking at their structure and operations important to achieve an inclusive and transparent electoral process. In line with this theory, the Project will work with **selected government agencies** and institutions which are part of the population registration process, such as the Civil Status Service, the SE “Cadastru”, the SE “Registru”, the e-Government Centre as well as different line Ministries. Specific interventions are aimed to improve their systems and processes to enable them to supply the required data in a reliable quality and a required time frame. The **comprehensive cooperation strategy** will also be extended to the stakeholders within the **Civil Society** that play a vital role in informing the population on the electoral process. With the Project support, the CEC and the CCET will focus their efforts on informing men, women, youth and the first-time voters, as well as minority (or marginalized) groups, including people with disabilities, about the electoral process as well as about their rights, responsibilities and possibilities of participation in a passive and active way in the elections.

With respect to the visible achievements made by the CEC and CCET during the previous intervention and with a view to further consolidate these achievements, the Project will move away from an actor based approach towards a **topic based approach**. The Project will support the CEC in specific areas, such as the legal framework reform, the implementation of the Political Party Finance Law and the development and piloting of Internet Voting during the 2018 Parliamentary Elections. The Project will also support the CEC and the CCET in the joint work of advancing women’s participation in the political process, as well as in developing and implementing targeted research-based civic and voter education campaigns nationally, as well as abroad.

By applying the **comprehensive cooperation approach** and the **topic based approach** the Project will address the current challenges to cover very specific development gaps and make a difference in addressing the structural causes and institutional gaps that inhibit progress in these areas.

Theory of Change

To accomplish the overall goal of the Project to have an **“Enhanced transparency and inclusiveness of the electoral process in Moldova through a modernized IT system, improved legislation and intensified public participation”** the Project will address the root causes of the current development challenges hampering the further development of the democratic process and the advancement of the electoral process in the Republic of Moldova. Outdated state population registration systems and processes, as well as delays in the legislative reforms and the missing remote voting possibility (supply side), plus the long-term and continuous civic education of citizens (demand side) will be addressed and improved through four intervention points by using a comprehensive cooperation approach and a topic based approach.

⁹ Principles on Identification, For Sustainable development: Towards the Digital Age. World Bank Group and center for Global Development, February 2017, p.12.

Following best practice examples and the lessons learned of the previous Project, the proposed Project will continue to engage foremost with stakeholders that **are drivers for change** and harvest their willingness to raise awareness and empower the population to claim their rights, while fulfilling their responsibilities and cooperating with other institutions for the greater benefit of the general public.

As part of the Theory of Change, national ownership of the process is embedded through the following principles: Participation of all stakeholders in the Project design (Central Electoral Commission/ Civil Status Service/ SE “Registru/ SE “Cadastru”/ e-Government Centre”); alignment with the Government Public Administration Reform Strategy 2016-2020 and the CEC Strategic Development Plan 2017-2020, the CSS Strategic Development Plan 2016-2020, and the Strategic Development Plan 2015-2017 of the SE “Cadastru”, the UN NAM Report, and the mutual accountability as a foundation for engagement, coordination and achievements of results.

The overall theory of change of the Project is that

if,

- a. the Government of Moldova focuses on the Public Administration Reform and specifically on the implementation of **Pillar I: Access and infrastructure of the National Strategy for information society development “Digital Moldova 2020”**¹⁰
- b. and the e-Government Center receives the World Bank and UNDP support
- c. and the population registration systems are modernized and connected in line with harmonized processes and laws
- d. and the CEC receives topic based support on legal reform and civic education matters to close knowledge gap and be enabled to provide further services for the electoral process through a further developed and adjusted SAISE

then

the transparency and inclusiveness and, therefore, the credibility of the electoral process in the Republic of Moldova will be enhanced

because

Moldovan people will increasingly be better informed about the political and electoral processes, able to use the information provided to hold the government accountable and feel the improvement of their ability to participate in the electoral process in and outside of the country and to take informed choices.

Output 1: Credibility of the State Register of Voters enhanced

If the e-Government Centre and the population registration agencies, namely the Civil Status Service and SE “Cadastru” receive the needed support to modernize and align their services producing a better quality of data and ensuring the accessibility of data over the M-Connect Platform, also from other line ministries, **then** the credibility of the State Register of Voters will be enhanced, **because** there will be less mistakes in the State Register of Population and it will be possible to confirm data via M-Connect and include other groups, like persons in penitentiary, military and police forces into the State Register of Voters by using the M-Connect Platform.

¹⁰ Approved by the Government Decision no.857 of October 31, 2013

Output 2: I-Voting pilot process for the 2018 election developed and implemented supported by an advanced SAISE

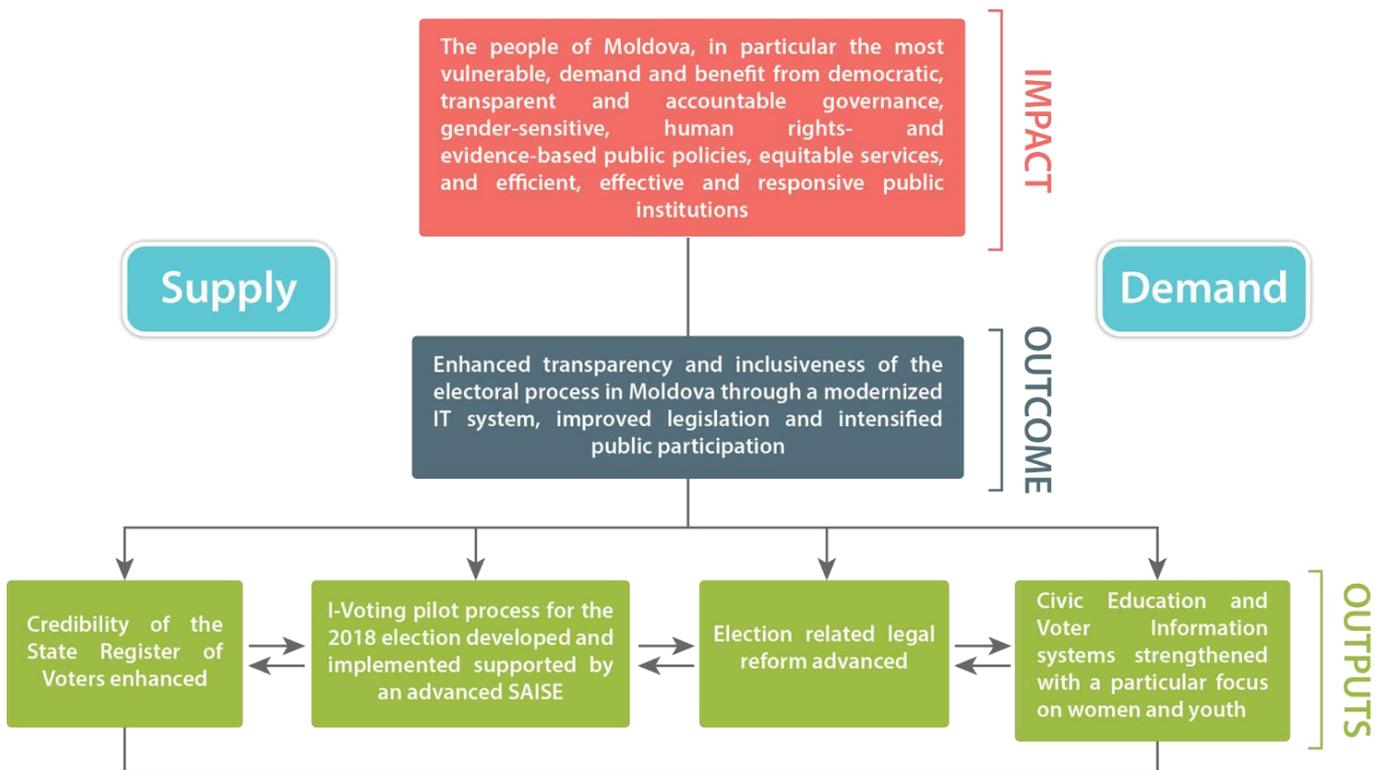
If the CEC receives topic based support on the development, consultation and the implementation of the I-Voting process, including the legal and regulatory framework, the IT application development and SAISE adaptation, and for the phase based implementation of the I-Voting system beginning with a pilot during the 2018 Parliamentary Elections, **then** the inclusiveness of the electoral process will be enhanced, **because** voting will become more accessible for the Diaspora, as well as home bound voters in Moldova.

Output 3: Election related legal reform advanced

If the CEC receives the topic based support needed to review and consult on the electoral framework and all connected legislation, including the Political Party Finance Law, **then** the transparency and integrity of the electoral process will be improved, **because** the elimination of ambiguous legislation and the adjustment of connecting laws will allow the voter to receive more information on political players, see the sources of funding of political parties and understand/use the legal framework better.

Output 4: Civic Education and Voter Information systems strengthened with a particular focus on women and youth

If the CEC/CCET expands its efforts on civic and voter education generally, as well as targeted in and out of the country, **then** the transparency and inclusiveness of the electoral process will improve, **because** citizens will better understand technical processes, feel more engaged and be better able to participate in the electoral process in an active and passive form.



All 4 outputs of the Project will be geared to address the identified 4 development gaps and challenges, ensuring the Project’s Outcome:

“Enhance the transparency and inclusiveness of the electoral process in Moldova through a modernized IT system, improved legislation and intensified public participation”

by means of 4 Outputs and 9 Results:

Output 1: Credibility of the State Register of Voters enhanced

The quality of data supplied by the population registration agencies, such as Civil Status Service and SE “Cadastru” to the SE “Registru” database, the State Register of Population (SRP) and from there into the State Register of Voters (SRV) is very weak due to outdated and still paper based processes that produce a time gap and a high margin of error in the data. Also, the accessibility of data to triangulate information and have the SRV as inclusive as possible is also very limited, due to a lack of interoperability between government registers. This critical bottlenecks need to be addressed to ensure a more credible SRV.

As these challenges are outside of the scope of mandate of the CEC, the Project will work directly with the concerned agencies following the comprehensive cooperation approach. The Project will address the identified challenges by continuing to work with the respective population registration agencies as well as the e-Government Centre on a cooperative level. These stakeholders will come up under the new approach as full beneficiaries of the Project and their work processes and the interconnection of the relevant agencies with the CEC via the Platform M-Connect will be the focus of this Output.

Result 1.1 Workflow modernized and the IT based Register of Civil Status Acts developed and accessible via M-Connect

Result 1.2 Address Register modernized

Result 1.3 M-Connect Platform is legally regulated and the secure interoperability of population registration data with the SRV is ensured

Output 2: I-Voting pilot process for the 2018 election developed and implemented supported by an advanced SAISE

In the 2014 Parliamentary Elections, only 73,000 Moldovans abroad voted, which is about 10% of the Moldovans living outside de country, compared to 54% voter turnout in the country. A remote voting system is of high importance for the democratic process in Moldova, but currently not available. As prescribed by the Law 101, on the “Concept of the State Automated Information System “Elections”, the CEC is obliged to pilot an e-enabled voting by the 2018 Parliamentary Elections.¹¹ In accordance with the country’s electronic development and the cost benefit analysis, for upcoming elections the CEC looked more closely at the new tool of Internet Voting, a decision that is widely shared by the political parties and civil society, as the UN NAM established. The Project will support the CEC by providing expert and development support in the modernization of the regulatory framework, Law 101 and other relevant legislation, the development of the accessible IT module and its piloting, including the collection of disaggregated data, as well as in the continuous upgrade and amendment of the SAISE to correspond to all new applications.

Result 2.1 I-voting regulatory framework and SAISE application developed and piloted

Result 2.2 SAISE further advanced

Output 3: Election related legal reform advanced

Due to an ongoing cycle of elections in the last 3 years, legal adjustments were only undertaken on an ad-hoc basis and inconsistencies led to ambiguities which were criticized by international observers.¹² The CEC will need to undertake a general review of the electoral framework accounting for recent developments and modernisations in the field of the SRV, public outreach,

¹¹ Law 101, On the Concept of the State Automated Information System Elections, 15.05.2008 Chisinau

¹² ODIHR Election Observer Mission Final Report, Parliamentary Elections, 30 November 2014 in the Republic of Moldova, Warsaw, 10 March 2015, p. 2;

ODIHR Limited Election Observer Mission Final Report, Local Elections, June 2015 in the Republic of Moldova, Warsaw, 20 August 2015, p. 22 -24.

campaign regulations etc. Additionally, new responsibilities, like the Law on Political Party Finance will need to be accounted for in the legal framework. In this context, the CEC will need specialized support to draft and incorporate all amendments needed to improve the regulatory framework of the electoral process in general in a consistent and harmonized way and review the legislation with respect to specific topics. The Project will grant this support through the topic based approach by providing national and international expertise.

Result 3.1 Political Party Finance Law fully implemented

Result 3.2 Electoral framework of Moldova reviewed

Output 4: Civic Education and Voter Information systems strengthened with a particular focus on women and youth

The limited public knowledge of the actual process of population registration procedures, the compilation of the voter register and the conduct of the elections, repeatedly leads to incorrect press statements by political parties, as well as single citizens undermining the results of the electoral process. The knowledge gap often derails important democratic process and leads to misinformed, confused and disillusioned citizens/voters. A targeted increase in civic and voter education in between electoral cycles will be supported by the Project to address this situation and create public demand to further enhance the transparency and inclusiveness of the electoral process and foster participation. The Project will support the CEC and CCET in this joint work to build up sustainable information network in and outside the country with support of civil society actors.

Result 4.1 Extensive civic education campaign designed and conducted

Result 4.2 Targeted outreach campaign for women and young voters designed and conducted

For indicators of Project Outcome, Outputs and Results, please, refer to the Results and Resource Framework.

Human Rights Aspects

The Project will support the Central Electoral Commission and its cooperation partners to improve the electoral process with a view to have a highly inclusive SRV allowing every eligible voter to participate in the electoral process without administrative limitations. Moreover, the Project will support the Human Rights aspect by creating a more enabling environment for every voter through more transparency and access to information as well as targeted civic education. The Project will contribute to the implementation of the right to vote for minority, vulnerable and marginalized groups, especially for ethno-linguistic minorities and persons with different types of disabilities. This will be done, first of all, by ensuring the accessibility of all the elaborated systems, products, materials and information for people belonging to these groups. The Project implementation will be guided by the Article 21 of the Universal Declaration of Human Rights (and other relevant international human rights law standards),¹³ which details the following:

- 1) *Everyone has the right to take part in the government of his country, directly or through freely chosen representatives.*
- 2) *Everyone has the right of equal access to public service in his country.*
- 3) *The will of the people shall be the basis of the authority of government; this will shall be expressed in periodic and genuine elections which shall be by universal and equal suffrage and shall be held by secret vote or by equivalent free voting procedures.*

¹³Article 25, International Covenant on Civil and Political Rights: <http://www.ohchr.org/EN/ProfessionalInterest/Pages/CCPR.aspx>
Article 3, Protocol 1 to the Convention for the Protection of Human Rights and Fundamental Freedoms:
http://www.echr.coe.int/Documents/Convention_ENG.pdf

The sustainable collection of publicly accessible data disaggregated on the number of grounds (e.g., age, sex, language, region of voting) will be an integral part of the Project implementation, especially through the I-Voting IT module. The data will provide quantitative information for the analysis and taking evidence-informed decisions for further realization of the right to vote, but also in such spheres as migration and diaspora.

Gender Aspects

The Gender aspects of the Project have been described above under particular Outputs. Women, including young and first-time women voters, will represent one of the target groups of the civic education and voter information campaigns. The CEC will be further supported in ensuring better representation of women in the leading positions of the all levels Election Management Bodies. UNDP will offer its technical expertise and regional and global networks for supporting the CEC and CCET in advancing the 2015 launched initiative on the establishment of the International Association of Women in the Election Management Bodies (WEM – International).

Environmental Screening

No any adverse impact on the environment is foreseen, while the Project will contribute to a gradual reduction of use of paper by the beneficiary institutions by supporting the move from the paper based work to the e-processes.

III. RESULTS AND PARTNERSHIPS

Expected Results

Building on the achievements and the lessons learned from the previous intervention that supported the United Nations in Moldova Partnership Framework 2013-2017 “Towards Unity in Action” in the field of Democratic Governance, the Project will continue to support the institutions and principles of strengthening Moldovan democracy. In doing so it will maintain the positive moment of change and support the new UNDAF (2018-2022), preliminary endorsed by the government of Moldova.

Output 1: Credibility of the State Register of Voters enhanced

Result 1.1 Workflow modernized and the IT based Register of Civil Status Acts developed and accessible via M-Connect

As the final Evaluation Report on the previous intervention recommended, “work still needs to be done to improve the accountability and the fairness of the electoral system and the work started on interoperability and with the state institutions and their elections-related databases assisted under this project shall be completed”. In the case of the Civil Status Service, the main challenge is the timely and correct transmission of data to SE “Registru” and from there to the SRV.

| Registration offices | Delay in updating SRP |
|-------------------------|-----------------------|
| CSS Central Office | 1-2 days |
| CSS Territorial Offices | 3-4 days |
| LPA's | 30-34 days |

The solution to the issue is to create the necessary infrastructure: computerization, programs, control system operation, training, and revision of the legal framework. The transition to electronic exchange of information, access to on-line civil status data, automation of flows, applying filters and logical control to avoid the mechanical errors, will enable the exclusion of double registration of primary information, the elimination of errors, the reduction of the workload of civil status bodies’ officials, the effectiveness of services provided to citizens, and the considerable improvement of data quality.

UNDP supported the CSS in the development of a technical Concept which establishes the general framework and defines the place of this IT based Register within the future e-Government System through the previous intervention.

Over the next 2-3 years, in line with the Strategic Development Plan, CSS is planning to develop the new Register of Civil Status Acts. According to the elaborated Concept, the new Information System will be a cloud-based web application deployed in M-Cloud. The implementation of the Concept based on an IT Platform for flows management will provide more and easier access for relevant public institutions and citizens and will improve the registration services for men and women of Moldova which will have very positive effects for the data quality in the SRP and, ultimately, in the SRV.

However, placing the Register of Civil Status Acts in M-Cloud is not enough to achieve an increased productivity. CSS employees at every office must have a secure, reliable and flexible access to the M-Cloud and the Register. The Project will support the CSS in the development of the Register of Civil Status Acts and the implementation of an improved institutional work, based on a modernized and adapted IT structure and a trained work force as part of the Government's plan to achieve e-governance using more secure and efficient solutions.¹⁴

The improved efficiency of data collection and processing will enable the CEC to receive more accurate and timely data from the State Register of Population and, therefore, improve the credibility of the SRV.

The Project will also work in close cooperation with the SE "Registru" on the "Domicile" and "Residency" provisions to align procedures and support a clearer status for citizens' registration for the SRV.

Activities:

- Support the CSS in IT network infrastructure redesign
- Support the CSS in the IT equipment upgrade and renewal
- Provide expert advice to develop the Technical Specifications of the "Register of Civil Status Acts"
- Provide expert advice to develop the "Register of Civil Status Acts"
- Provide expert advice to amend legislation and by-laws and develop Service Level Agreements with ICT service providers
- Awareness campaign and materials
- Support the CSS with skills development of the key personnel on IT Project Management, ITIL-based Change Management, Cyber Security and Cyber Risks, Ubuntu and LibreOffice, Website development and Content Management

Result 1.2 Address Register modernized

One of the issues expected to improve the quality of the data in the State Register of Voters is the accuracy of each voter's address. In 2014 - 2016, UNDP supported the Agency of Land Relations and Cadastre (ALRC) and SE "Cadastru" in the development of a new legal and regulatory framework for a new address register in Moldova and subsequently the evolution of the Address Register IT System (ARIS) for which the design and development was started in 2016 and needs to be continued in three more phases over the coming 3 years. ARIS will provide access for citizens, central and local public authorities and businesses to a standardized and reliable Address System, thus turning officially into the single and authoritative source of address information in Moldova. ARIS will be based on M-Cloud and the access to the address

¹⁴ A full report detailing the full available infrastructure of the CSS, the procurement and storage of it as well as the new solutions on IT hardware, software and human capacities needed for the new system. The report always gives optional solutions detailing the pro and cons of each option and the respective needs including a clear cost structure.

data for both governmental and business clients will be via M-Connect. ARIS data exchange and interoperability with the State Register of Voters will foster data completeness and accuracy about voters and contribute to the construction of an intrinsic electoral process.

Activities:

- Support the SE “Cadastru” in ARIS migration of data, commissioning and piloting stages
- Support the SE “Cadastru” in providing training on ARIS for local authorities
- Support the SE “Cadastru” and ALRC in creation of new address plans for the most pressing of the remaining 500 non-registered localities with respect to the 2018 elections
- Support the SE “Cadastru” and ALRC in organizing large public outreach campaign on the new Address System

Result 1.3 M-Connect Platform is legally regulated and the interoperability of population registration data is ensured

Since 2010 the e-Government Centre (EGC) is at the core of Moldova’s e-Transformation agenda. Supported by the World Bank and other partners, the EGC has made significant progress in modernizing governance using ICT, establishing a robust world-class core ICT infrastructure for electronic services, including M-Cloud reliable hosting facility, M-Connect innovative interoperability and data exchange Platform, M-Sign digital signature, M-Pay electronic payments system, etc. In 2016 UNDP supported the EGC in the development of the Interoperability Law that details the principles, responsibilities and access for the whole Government apparatus. Currently, the Draft Law is in the process of approval.

A UNDP public perception survey on the new interoperability activities, and specifically on the M-Connect Platform confirmed that citizens are positive towards these changes, with 88% of people interviewed perceiving M-Connect as a very necessary and useful tool for data exchange and interoperability among central public institutions. 82,1% of the total respondents consider that M-Connect Platform will bring considerable benefits to the citizens of the Republic of Moldova, such as:

- save time and money;
- minimize bureaucracy;
- reduce corruption;
- eliminate unnecessary or duplicating public services;
- ensure qualitative, updated and accurate data;
- secure online personal data exchange.

The efforts undertaken by EGC in building the capacity for the e-Transformation of the Governance are complemented by other donors in specific areas. Currently, the e-Government Centre is not in the position to guarantee their full and timely involvement in connecting state institute or agency upon their request to the ICT infrastructure. For the electoral process, the population registration institutions and agencies are a priority group that need to be connected before the 2018 elections to the ICT infrastructure to be able to share population registration data in a faster and more reliable way with the SE “Registru” and ultimately with the CEC to form the State Register of Voters.

To work efficiently, these agencies will, apart from M-Connect and M-Cloud, also need to be connected to certain electronic services like M-Sign, M-Pass and M-Pay infrastructure to allow them to modernize their services, in accordance with their business processes and supply better data. The same goes for the CEC where new developments will make it necessary to be aligned and connected to the M-Sign, M-Pass and M-Log services to not only allow for new processes, but also for a higher security of the different envisaged processes. This requires additional support to address the SRV related issues and connect the relevant and for the inclusiveness

of the electoral process important, agencies/ministries/institutions to the M-Connect and other services, develop capacities within the structure of these government agencies/ministries/institutions to establish a sustainable infrastructure and mechanisms of exchange.

To allow for the necessary connections and integration processes of the population registration institutions/agencies and other line ministries in an interoperable way and update the SRV application, the Project will support the EGC in expanding the knowledge base of these operations into the concerned government institutions/ministries and agencies. The Project will support the EGC by establishing an “Interoperable Integration Team” and in the will provide certifying trainings for the “Interoperable Integration Team” and EGC staff on the WSO2 platform over which the M-Connect Platform will be run. The team will assist the focal points in the different government agencies /ministries and institutions relevant for the electoral process and addressed by the Project in connecting to M-Connect as well as to M-Access, M-Sign, M-Log and where needed M-Pay into the systems. This will be done on side in a learning by doing exercise with the supervision of the team transferring knowledge to the focal points.

Addressing the capacity challenge of the IT work force in the Government apparatus will enable the Project to count on a reliable and sustainable work force keeping costs to a minimum by avoiding delays or large third party contracts. At the same time, capacities build within the e-Government Center and transferred to other government agencies will help in the long run to create a more reliable labor market in this specialized field.

Activities:

- Support the implementation of the Interoperability Law
- Collect and populate semantic data from entities used in election process and SRV
- Capacity building on the WSO2 platform modalities and processes
- Support the e-Government Centre to establish a on side interoperability integration training team for M-Pass, M-Access, M-Sign and M-Log on side training and capacity building of government institutions
- Awareness campaign

Output 2: I-Voting pilot process for the 2018 election developed and implemented supported by an advanced SAISE

Result 2.1 I-voting regulatory framework and SAISE application developed and piloted

In line with the vision detailed in the Law 101 from 2008, the CEC undertook first steps towards a remote voting tool for the Republic of Moldova. A feasibility study was conducted in 2016 with UNDP support with the conclusion that the Republic of Moldova has all the basic preconditions for introducing Internet Voting in the near future.

The introduction of the new methods of casting a vote should comply with all the existing standards and requirements for traditional paper based elections at polling stations. Most of those principles are set in the Constitution of the Republic of Moldova (universal, equal, direct, secret and freely expressed suffrage) and the Electoral Code. The Project will support the CEC in the development of a draft legal and regulatory framework incorporating all concerned laws and in the implementation of an Internet Voting Pilot Project for the 2018 Parliamentary Elections using an identified testing group to test: 1) the technical/security side of the module; and 2) the social acceptance of the process.

The Pilot shall furnish the information on possible bottlenecks and needed adjustments in the software and operations. As Internet Voting is a new concept with only a few examples worldwide, it cannot be implemented straight away without a technical and social compatibility phase which is intrinsic to the successful implementation. A pilot will provide for these

compatibility assessments on all levels and possibilities for adjustment. At this stage, the results of this additional voting tool will not be legally binding.

The Project will also support a targeted public awareness and voter information campaigns that will accompany the Pilot project to create understanding and openness towards the new voting possibility.

The ability to vote via Internet will allow for more inclusiveness in the electoral process especially among Diaspora voters - a change the Project will bring about through the directed and topic based support to the CEC.

Activities:

- Support to the CEC in drafting and advocating the new legal and regulatory framework
- Support in conducting public consultations with the Civil Society in country and abroad
- Support in developing and maintaining a web based consultation mechanism for Diaspora
- Design and develop the Internet Voting Informational System
- Provide the operational support in the pilot exercise inside and outside of the country and undertake post pilot evaluation
- Conduct a citizen survey on the Internet Voting
- Develop a Communication Strategic Plan to inform citizens and increase the trust in Internet Voting tool

Result 2.2 SAISE further advanced

Building on the lessons learned and the recommendations of the final Evaluation Report of the previous UNDP Election support work, the Project will continue supporting the CEC in the consolidation of the impressive achievements made and further strengthening the supply side.

With the intervention undertaken under Output 1 to improve the State Register of Voters, a whole new set of necessary adjustments of the SAISE need to be made. The currently existing bilateral agreement framework between the CEC and the State Register of Population (held by SE "Registru") needs to be reviewed with more institutions being connected to the interoperability Platform M-Connect with the support of the e-Government Centre. Also, a new way to integrate data (various forms) need to be found for the enhancement of the system.

Currently, SAISE does not have a mechanism for an automatic report generation. During elections, the IT Service is overloaded with retrieving different types of reports and often a time gap occurs which can be critical for the process. To avoid such a potentially critical situation, a pre-defined report generation module shall be established, to integrate information and data of different applications like SAISE E-Day reports, SRV reports; Candidates; Submissions Lists, Workflow into through one unified Reporting Module. The Unified Reporting Module would also ensure the possibility to aggregate/disaggregate the data by territorial, gender, age criteria which is of great importance for policy planning. Additionally, new modules, such as the Internet Voting Module and the Political Party Finance Module need to be attached to the system and processes need to be integrated.

The Project will support the CEC to bridge a specific gap of technical knowledge by the provision of expertise in the process of upgrading and integrating the system and will transfer knowledge to develop sufficient in-house capacities to further advance and adjust the system, responding to new challenges.

Additional to the system updates and the development of an integrated Reporting Module, the Project will also assist the CEC, to keep abreast of the security challenges posed to the system, in re-certification of the ISO and will provide training on the new GIS technology used and shared by Cadastru to locate and determine polling stations.

In case of a new electoral system being adopted by the Parliament of the Republic of Moldova the currently existing SAISE system would need to be updated on the level of SAISE Admin to adjust newly established processes, as well as on specific parts of the SAISE E-Day Reports Module (results accumulation and display). In this case, the upgrade of the SAISE system through an integrated Reporting Module would be postponed until all new adjustments and configuration are finalized.

Activities:

- Provide expert support to develop the Unified Reporting Module and ensure SAISE adjustments
- Support the CEC in security and stress tests of the system after the integration of new modules and assess the SAISE ADMIN
- Support the CEC in the ISO and GIS certification process

Output 3: Election related Legal Reform advanced

Result 3.1 Political Party Finance Law fully implemented

In the context of the Republic of Moldova, the ODIHR Election Observation Missions systematically highlighted the need for *“enhancing oversight, introducing more comprehensive reporting requirements and stipulating criteria for spending limits”* with respect to political party campaign financing.¹⁵ In January 2016, the new Law on Political Party Finance was adopted in accordance with GRECO standards, and the CEC became the competent oversight body.

The CEC monitors and analyses both election campaign and annual political parties' finance reports from a qualitative and quantitative point of view, for the national level and local level elections. However, the new responsibilities are not adequately resourced. The amount of work and the sheer volume of data that needs to be processed by the Finance Department of the institution is at a critical level, and the envisaged transparency cannot be provided due to the lack of resources, knowledge and capacity.

The law does not regulate the cooperation between the CEC and other state authorities, such as the National Anticorruption Centre (NAC) or the State Tax Inspectorate (STI). Subsequently, when the CEC requests information from the NAC during the electoral process, they can refuse to share the information. CEC's timely access to relevant information and cooperation with other authorities to be able to ensure more transparency of the actors should be clearly regulated.

Legal frameworks have been revised to allow for digital reporting and disclosure systems, but still need to be approved. The draft and revised framework includes sharing information between official databases (i.e. banking database and tax inspection office), the structure for digital reporting, and a new set of penalties related to the infringement of the regulation on political finance reporting.

In the next phase, the Project will support the CEC in the development of an IT based Reporting and disclosure module connected to the SAISE, and in implementing a wide consultation process to ensure the acceptance of the module among stakeholders. Only a consultative approach will provide for the information needed to develop an effective module tailored to the needs and capacities of all stakeholders in compliance with the law. The IT tool shall also help to support the exchange of data among different agencies to further enhance the transparency

¹⁵ODIHR Limited Election Observer Mission Final Report, Local Elections, June 2015 in the Republic of Moldova, Warsaw, 20 August 2015, p. 12-13.

of the process. Arising legal questions need to be addressed during the different implementation phases based on concrete challenges or stakeholder request.

The IT module for reporting and disclosure will not only be the best solution to be administered over the already existing system, but will also be able to provide a more user-friendly format. This format will be able to create demand within the Civil Society to use this information and contribute to the monitoring of the political party financing as an intrinsic tool of the democratic process.

By bridging a short-term lack of capacity within the CEC, the Project will contribute to the enhancement of the legal framework and to the overall goal of enhancing the transparency of the electoral process and the accountability of the political parties and the democratic process.

Activities:

- Support the consultation process of the current IT concept among political party and Civil Society stakeholders engaging with International IDEA
- Provide expert advice for the development of the IT Reporting and Disclosure Module
- Support the adjustment of the legal framework in accordance with the new IT module
- Assist the CEC in the implementation of the IT module (security and test runs)
- Support the CEC in the public relation and information activities to inform citizen about the new available information

Result 3.2 Electoral legal framework reviewed

The recent amendments to the Electoral Code incorporating regulations on the direct election of the President of the Republic of Moldova that took place the first time after 20 years on the 30th of October 2016, were yet another example of the *ad-hoc* changes to the Electoral Code. The regulations were discussed until mid-June 2016, and became a Law just three and a half months before the elections. With 2014, 2015 and 2016 being election years, the CEC had a very limited time and possibility to review the general legal framework for the electoral process and to eliminate ambiguities that limit the transparency of the process and lead to discussion and eventually mistrust in the electoral process. With the new technical complexities to be accounted for in the general legal framework and a declining level of trust in the political process it is of paramount importance to review the regulatory and legal framework in detail. Starting with a review of the Electoral Code, harmonizing different relevant legislative frameworks like the Political Party Finance Law, the Law 101, Data Security legislation, the Law 71 related to the gender quota. These amendments will address ambiguities and gaps in the current legal framework as requested by ODIHR in the last two elections. Additionally, the CEC and the specially convened working group will also develop new regulations and components that will address recent challenges, as well as elections in autonomous regions.

Within the process of amending the legal framework, to comply with the international recommendations, the CEC will also assess existing legal frameworks and the level of their implementation. In this context, the Project will also support the CEC in the assessment of the implementation of the January 2016 adopted Regulation on accessibility of people with disabilities to the electoral processes, which provides more accessible polling stations for disabled persons and the review of temporary special measures to enhance the political participation of women.

To generate transparency and, therefore, more public trust in the amended and partly new legal framework, a detailed consultation process accompanied by expert advice is needed over an adequate period.

The Project will support the CEC in reviewing the legal framework through expert support and in conducting a structured and methodical public consultation process in and outside the country. The support the Project will extent to the CEC, will not only assist the CEC in reviewing the electoral framework, but also will initiate and deepen ties with a large part of the electorate in the Diaspora creating ownership and a better understanding of the processes in Moldova.

Activities:

- Provide expert advice on the adjustment and harmonisation of laws
- Support the CEC in the intensive national consultation process
- Provide expert advice to assess the implementation of the "Regulation on accessibility to the electoral processes" and of the Quota Law and provide a set of recommendations and an action plan

Output 4: Civic Education and Voter Information systems strengthened with a particular focus on women and youth

Result 4.1 Extensive civic education programmes conducted

“Civic education programmes provide explicit instruction to ordinary citizens about democratic institutions, values, and procedures. They include voter education programmes, programmes that provide instruction about the social and political rights of women, neighborhood problem solving programmes that bring individuals in contact with local authorities and promote local collective action, programmes combatting election violence and vote-buying, and programmes promoting tolerance and the peaceful resolution of political disputes in post-conflict settings.¹⁶ Even though it is widely recognized that civic education programs do not create wide trust, they do, however, lay the foundation for the development of trust by bringing about “meaningful and relatively long-lasting effects in terms of increasing political information, feelings of empowerment, and mobilizing individuals to engage in political participation.”¹⁷ The creation of the feeling of empowerment and fostering participation through the usage of new information mechanisms is a long-term effect depending on a continuous supply of information through constant channels, creating a strong demand side needed to guarantee professional, free and fair elections.

The CEC included the implementation of a comprehensive pubic/civic information programme, creating long-term effects, as one of the activities in its Strategic Development Plan (2016-2019). To address this goal the CEC and particularly the CEC Communication Department, works in close cooperation with the Centre for Continuous Electoral Training (CCET) established in 2010, which is responsible for the training of electoral staff on all levels. The CEC and CCET are exceptionally well developed institutions delivering training on electoral matters to a wide range of electoral stakeholder (different level EMB members, operators, political parties, observers, NGO etc.) due to a good trainer pool, experts in curriculum design and a high potential for innovative methods in adult training. Additionally, the CCET offers the online E-Learning Platform to expand the pool of trained electoral officials at lower costs. This tool could be further developed and used in a wider spectrum also offering online courses on Civic Education topics. The capacity of the CEC Communication Department and the CCET to implement voter information/education and civic education campaigns is good and not in need of development.

To reach all segments of the society, rural, urban, low and high level education/income, women and men, ethnic and linguistic minorities and to establish a long term civic education /voter

¹⁶ Research brief based on WIDER Working Paper 2013/64 'The impact of adult civic education programmes in developing democracies' by Steven E. Finkel, <http://recom.wider.unu.edu/sites/default/files/Research-Brief-The-impact-of-education-programmes-on-political-participation.pdf>

¹⁷ Ibid.

information programs, the Project will support the CEC/CCET in the establishment of a well-developed information sharing network consisting of:

- citizen initiatives
- community services
- local administrations
- associations
- teacher associations
- libraries
- NGOs and CSOs

The Project will support the CEC and CCET in the development and implementation of the large scale civic education programs establishing and renewing first contacts in the society and have a first wave of general civic information on the electoral reform process reaching the men and women of Moldova in and out of the country in a structured and coordinated way in 2017. The establishment of a network for civic education initiatives will be complimented by the wide consultation process of Moldovans in and outside of country on the legal reform as well as the Internet Voting processes.

The Project will further support the CEC/CCET in implementing the second wave of more specialist civic education topics to be scheduled in 2018, using their different training modalities, face-to-face or online, distributing information on the topic that is least known to the public to further broaden the understanding. In parallel, the information on the new registration procedures of the population registration agencies will be distributed in cooperation with the respective agency.

With 2 more outreach programs in 2019, the CEC/CCET will further strengthen the network and distribute more information on topics less known or requested by the public supported by the Project.

By supporting the CEC /CCET in the development and implementation of a civic education program, aiming at establishing long term mechanisms for democratic education, the Project will support the overall democratization process in Moldova as well as in the autonomous region.

Activities:

- Support a survey on the level of civic education
- Support CCET/CEC in the design and implementation of 5 civic education campaigns. First in 2017 with general civic education topics and an overview over the electoral system for the public and 2 in 2018 and 2 in 2019 in and outside the country
- Support to the CEC Communication Strategy on continuous outreach activities
- Support to the civic education activities in the Autonomous Region of Gagauzia

Result 4.2 Targeted outreach campaign for women and young voters designed and conducted

Despite their active participation in election, women's political influence within the political party structure, as well as in elected bodies on all levels of government is still low. The recently adopted Law on "political gender quota" stipulates that the electoral party list for General Local and Parliamentary Elections must respect a mandatory 40% gender quota; failure to comply with this requirement results in non-registration of the respective party electoral list. However, the law does not impose a placement of the genders on the party list; therefore, potentially registered women could be placed at the end of the party list, with little chance of being

eventually elected.¹⁸ The results of the law are yet to be seen, but estimations demonstrate that the quota without placement will increase the rate of the elected women only insignificantly.¹⁹

At the same time, research specific to Moldova shows that the main reason for a lower number of women being engaged in politics is their limited time due to a heavy engagement in the unpaid housework, traditional stereotypes about the gender roles of women and men and a lack of experience in the political field that still determines the participation of women and their election into office.

Stereotyped views on women's capacity and role in decision making still persist. Over 1/5th of respondents of a study on discrimination in the Republic of Moldova conducted in 2014²⁰ still believed that women were less capable of holding leadership positions (21% in 2014, compared to 32% in 2010) and should not get involved in politics (22% in 2014, compared to 30% in 2010). A larger share of men (27%) hold such views, compared to women (19%).

Table 1. Parliamentary elections (number of seats)

| Election Year | 1990 | 1994 | 1998 | 2001 | 2005 | 2009 | 2010 | 2014 |
|---------------------|----------|---------|---------|----------|----------|----------|----------|---------|
| Women in Parliament | 12 (380) | 5 (101) | 9 (101) | 16 (101) | 21 (101) | 26 (101) | 19 (101) | 21(101) |
| Percentage | 3.8% | 4.9% | 8.9% | 15.8% | 20.9% | 25.7% | 18.8% | 20.9% |

Source: CEC²¹

Table 2. General Local Elections (number of seats)

| Election Year | 1999 | 2003 | 2007 | 2011 | 2015 |
|-------------------------|------------|-----------|----------------|----------------|----------------|
| Women mayors | 93 (851)22 | 138 (898) | 163 (898) | 166 (896) | 185 (898) |
| Percentage | 15.8% | 20.9% | 25.7% | 18,5% | 20.6% |
| Women local councillors | | | 3,113 (10,564) | 3,131 (10,564) | 3,173 (10,564) |
| Percentage | | | 26.5% | 28.6% | 30.04% |
| Women rayon councillors | | | 103(1,106) | 200(1,106) | 207 (1,106) |
| Percentage | | | 13.2% | 17,46% | 20.6% |
| Rayon chairwomen | | | | | 5(32) |
| Percentage | | | | | 16.13% |

Source: CEC²³

Table 3: Gender-specific impediments to the participation in the electoral process

| Impediment | For Women | For Men |
|-----------------------------------|-----------|---------|
| Lack of time | 40.1% | 16.8 % |
| Insufficient education/training | 14.7% | 25.2 % |
| Lack of financial resources | 26.6% | 29.7 % |
| Lack of political experience | 28.9% | 25.6% |
| Lack of interest towards politics | 23.4% | 22.5% |
| Lack of courage | 22.4% | 17.1% |
| Lack of support from close ones | 17.3% | 11.1% |
| Lack of communication with people | 10.0% | 15.2% |
| Lack of persuasion skills | 10.8% | 14.1% |
| Unfavorable attitude of voters | 16.1% | 11.4% |
| Other | 1.8% | 1.4% |
| None of the above | 3.0% | 9.9% |
| No response | 6.6% | 9.0% |

Considering the research data, women need to be more prepared to participate in the political sphere not only by being elected, but by demanding their place in the political sphere on all levels. The Project will develop and implement a civic education campaign specifically directed

¹⁸WIP, Women in Politics Research Centre, Department of Political Science, Stockholm University in cooperation with International IDEA (2008), "Electoral Gender Quota Systems and Their Implementation in Europe", <http://www.europarl.europa.eu/document/activities/cont/200903/20090310ATT51390/20090310ATT51390EN.pdf>

¹⁹Common Country Assessment, UN Moldova, draft 3, October 2016

²⁰Moldova/SOIR (2015). The Phenomenon of Discrimination in Moldova: Perceptions of the Population. A Comparative Study <http://www.soros.md/files/publications/documents/The%20Phenomenon%20of%20Discrimination%20in%20Moldova.pdf>

²¹CEC (2015), "Participarea femeilor la alegerile Parlamentului Republicii Moldova", http://www.cec.md/files/files/studii_analiza/participareafemeilorlaalegerileparlamentuluiirepubliciimoldova_9161592.pdf

²²Total number of Mayors

²³CEC (2015), "Analiza alegerilor locale generale din 14 iunie 2015 sub aspectul principiului gender", http://www.cec.md/files/files/studii_analiza/participareafemeilorinalegerilelocalegenerale2015_1909120.pdf;

at women encouraging them to see their place in the political sphere by actively demanding fair party lists and scrutinizing the lists publicly prior to elections. The targeted campaigns will have a special component for minority women and will be implemented through the already existing capacities of the CCET and the CEC. Also, media outlets, as they play an important role in portraying women in the political sphere, will be targeted through activities with a focus on gender sensitive reporting. The 2015 established Association “Women in Electoral Management – WEM-International” will also be used as a vehicle to further enhance the participation and the visibility of women in the political sphere.

Another issue to be addressed is the turnout among young voters that should be improved. CEC and CCET can build on already existing networks and work undertaken in 2015 before the General Local Elections and upscale the engagement. In 2015, the CCET signed a Memorandum of Understanding (MoU) with the Republican Centre for Children and Youth "Artico", an institution that provides to children and youth development opportunities in different areas. One of their tasks under the MoU is to organize a national network of Schools Councils to create a stable information distribution network since schools do not have requisite knowledge and skills at hand to assist their students in the topic of civic education. Using the strong capacities of the CCET and the already existing cooperation, the Project will support the CCET and CEC in developing and implementing a large scale civic education campaign for young people and in building up lasting information structures for generations to come. Other networks might be engaged in this work, as the Youth Council, Council of NGOs, etc.

The targeted campaign for women as well as the campaign developed especially for young people will enhance the transparency of the political / electoral process and will foster participation and a more inclusive electoral process.

Activities:

- Support the strengthening of the collaboration between CEC/CCET and political parties (women’s wings) to promote gender dimension in all political structure
- Support to promote the "quota culture" for less represented gender on national and local level through roundtables, trainings, meetings, other public means
- Consolidate CEC and CCET women’s empowerment effort through the organization of a contest for the best practice in pursuing an effective and innovative gender-sensitive media event: TV/Radio programme, written press, social media, etc.
- Support the further development of WEM-International
- Informational/educational campaigns for youth to develop/ fortify their electoral/political & leadership potential
- ToT for principals and teachers on Civic Education/Elections for selected schools
- Nationwide electoral practice sessions in selected educational institutions

Resources Required to Achieve the Expected Results

To achieve the expected results, the Project will engage highly qualified international and national experts, as well as specialized companies that will provide technical advice and service support in the areas where CEC and other participating/beneficiary institutions do not have sufficient capacity. UN/UNDP regional and global electoral experts will be mobilized to provide strategic advice on the most effective ways to achieving the Project objectives. The full-time international Electoral Specialist will be leading the Project, providing day-to-day guidance and technical inputs to the Project Team, and ensuring quality deliverables by the sub-contractors. UNDP Country Office will provide programmatic support (planning, monitoring, reporting to Donors) and Project’s quality assurance, as well as support to procurement processes,

management of the Project budget and finance, and administrative matters. The estimation of the relevant costs is reflected in the Project's Multi-Year Work Plan and Budget (Annex V).

Partnerships

The Project team will continue nurturing partnership and cooperation with all involved government counterparts as well as leading international and national organizations in the sphere of the development of electoral systems and electoral monitoring. The Project will be implemented in close collaboration with the CEC/CCET, Civil Status Service, Land Relations and Cadastre Agency and the SE "Cadastru", e-Government Center, SE "Registru", and relevant Line Ministries.

Strong partnerships will be established with the CSOs, in particular, organizations representing the interest of women, youth, people with disabilities, and ethnic and linguistic minorities, as well as those specialized on election matters – The Coalition for Free and Fair Elections, etc. The Project will tap into the strong partnerships established by the joint UNDP/UN Women Programme "Women in Politics" with the government institutions, CSOs and media, as well as by the UNDP Project "Strengthening the Parliamentary Governance in Moldova" with the Parliament and with the Women's Caucus of the Parliament.

The Project will coordinate the activities with other relevant interventions of the Council of Europe in Moldova and OSCE/ODIHR, and will regularly inform the wide external partners' community about the developments in the elections area through Elections Donor Coordination meetings and by other means. The Project will seek to engage the external partners into the policy dialogue with the national decision-makers for promoting the necessary political decisions.

Risks and Assumptions

The Project results depend on the assumptions that:

- 1) There is a strong political will to further strengthen the electoral systems and processes to make them more transparent and inclusive;
- 2) There is a strong political will to implement Law 101 offering to Diaspora a facilitated access to elections through a distance voting (I-voting) system;
- 3) CEC has strong capacities and the commitment to lead on the further improvement of the Electoral Code and other relevant legislation;
- 4) Beneficiary institutions effectively engage in the implementation of the Project and offer their time staff and potentially financial resources;
- 5) The Government of the Republic of Moldova maintains a good progress in the implementation of the Public Administration Reform Strategy that is strongly focused on the digitalization of public services and effective service provision.

The detailed Risk Logue is in the Annex III. The key risks are related to an eventual change of the Government leading to a change in the direction of policies and reforms, possibly connected to a decreased level of trust in the new government by the international development partners.

Short term or ad hoc restructuring of public institutions, reshaping of administrative divisions and a merge of institutions and a reorganization of line ministries might create a need to engage with new partners that are not fully informed about the processes or unwilling to further accommodate the needed reforms. The Project will keep monitoring the political situation through all possible channels to be able to react as fast as possible by initiating a high-level advocacy group for the reform processes needed to be able to improve the electoral process and, therefore, the democratic process in the Republic of Moldova. Close attention will be paid to the potential negative impact of normative frameworks or new governance structures and process for vulnerable groups. Also, the reform of the electoral system currently widely debated might increase the CEC workload being required to adjust its systems and processes to the new electoral system.

Stakeholder Engagement

The key partners outlined above were closely involved in the design of the Project and the detailed three-year activity plan. Additionally, the civil society groups, such as the Promo-LEX NGO and the Associations of the Diaspora were consulted on the activities aimed at the specific target groups like young voters, women or the diaspora. The Project will be situated with the CEC and CCET and will hold weekly meetings with the CEC and the CCET to assess progress as well as limitations and needed adjustments. As the Project already worked with the other target groups, the current communication will be intensified. Additionally, a **State Register of Voters Working Group** will be established among the CEC and other beneficiaries (CSS, Cadastru and the e-Government Centre, as well as additional line ministries) to assess the progress and the bottlenecks and to find common solutions among all beneficiaries to drive the reform process.

Associations and the civil society in general are potentially affected groups which will be brought into the reform and decision making through a large and detailed consultation processes in and outside of the country. Through the consultation processes, the Project will ensure that concerns regarding the social impact of the technical and legal reform process are considered.

Regional cooperation and Knowledge Sharing

The Project will produce a variety of educational materials, as well as user handbooks and best practice reports to be shared with other Election Management Bodies through international conferences, as well as through international Election Practitioners networks. Especially, the design and set up of the Political Party Finance IT Module and the Internet Voting Module will be widely shared with the election practitioners' network since the experience in these areas is currently limited to 6 countries worldwide and the CEC of the Republic of Moldova will function as a global knowledge source for these processes. Following the pilot of the Internet Voting Module during the 2018 Parliamentary Elections, the CEC in cooperation with the Project will do some lessons learned exercise and invite international practitioners to assess the process and share their opinion to compile a best practice report to share.

Additionally, the Project in line with the CEC Strategic Development Plan will support different surveys and opinion polls, which will be used as the baseline and a monitoring tool throughout the Project duration. At the same time, these surveys will also help the CEC and the CCET to design demand driven civic education and voter information programs and to address further bottlenecks identified during the timeframe of the Project either additional to the current situation or in connection to the Project activities.

Sustainability and Scaling Up

The Project has been designed upon request and in close coordination with the Central Electoral Commission, the Centre for Continuous Electoral Training, the Civil Status Service, SE "Cadastru" as well as the e-Government Centre and other stakeholders with all findings and recommendations having been validated prior to the Project formulation and during the drafting phase. These attests for a strong ownership of the national partners over Project objectives. The Project has been designed according to a best-researched, evidence-based approach and is in line with national development priorities. Thus, the institutional support to the Project and the political will in terms of its success and sustainability is given from the outset. As the Project aims to invest into systems, processes, staff capacity and people civic awareness, the investment will stay sustainable. Due to the national ownership ensured through the planning process and the previous intervention, the Project builds capacities by implementing activities in a calibrated way, considering national capabilities for policy and Project implementation and creating conditions for context-specific innovations and solutions to emerge, which can be shared and scaled up, all increasing the sustainability of the Project interventions.

The Pilot approach to the Internet Voting will allow for an intensive consultative process engaging all stakeholders in the different phases and the ultimate test, identifying challenges and limitations in a combined effort and creating a public context and capacities among the civil

society to further engage in this topic. The Pilot will deliver very important information on the further implementation of Internet Voting in Moldova. There is no scaling up planned under this Project due to a limitation of the UN to the pilot at this stage, but is a potential for scaling up by the national partners in the 2022 elections.

IV. PROJECT MANAGEMENT

The Project will be implemented under Support to the National Implementation Modality, as described in chapter VIII below. The Project Team will be located in the premises offered by the CEC as in-kind contribution to the Project. UNDP Country Office will provide programmatic, quality assurance, procurement and financial management support, and the costs incurred will be charged to the Project budget. The Project will work in close collaboration with other UNDP Moldova Projects. The Project Team will look for synergies with other Projects that might allow for joint activities and for cost-sharing of the activities to achieve higher value for money. As the Final Evaluation Report on the previous intervention highlighted, “This can also strengthen the demand side (including advocacy) for the institutional and legal changes being supported”.

V. RESULTS FRAMEWORK²⁴

Intended Outcome as stated in the UNDAF/Country Programme Results and Resource Framework:

Moldova Partnership Framework 2013-2017 “Towards Unity in Action”: “Increased transparency, accountability and efficiency of central and local public authorities”

UNDAF 2018-2022: “The people of Moldova, in particular the most vulnerable, demand and benefit from democratic, transparent and accountable governance, gender-sensitive, human rights- and evidence-based public policies, equitable services, and efficient, effective and responsive public institutions.”

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:

Country Programme Results and Resource Framework Outcome: (2013-2017)

- Institutional Strengthening: Increased transparency, accountability and efficiency of central and local public authorities;
- Human Rights, Empowerment of Women and Anti-discrimination: state bodies and other actors effectively promote and protect human rights, gender equality and non-discrimination, with particular attention to the marginalised and the vulnerable.

Outcome Indicator:

- 1.1 Level of confidence in public institutions;
- 1.2 Women representation in decision-making positions.

Outcome Baseline:

- 1.1 In 2015, the level of confidence in Parliament is 6%.
- 1.2 In 2015, percentage of women representation in the Parliament of the Republic of Moldova is 21%.

Outcome Target:

- 1.1 An increase of the level of confidence in public institutions to 30% by 2018 and approximately 40% by 2019.
- 1.2 An increase to 30% of women representation in the Parliament of the Republic of Moldova.

Country Programme Results and Resource Framework Outputs: (2017-2022)

OUTPUT 1.1: Enhanced legislative, oversight and representation functions of Parliament responsive to the needs of the under-represented and marginalized groups through the meaningful engagement of the latest

Indicator 1.1.3. State Register of Voters contains minimum error through the interoperability with the main registers of population

Baseline 2016: No

Target 2022: Yes

Means of verification: Central Electoral Commission Reports

Applicable Output(s) from the UNDP Strategic Plan: 2, 4

²⁴ UNDP publishes its Project information (indicators, baselines, targets and results) to meet the International Aid Transparency Initiative (IATI) standards. Make sure that indicators are S.M.A.R.T. (Specific, Measurable, Attainable, Relevant and Time-bound), provide accurate baselines and targets underpinned by reliable evidence and data, and avoid acronyms so that external audience clearly understand the results of the Project.

| Project title and Atlas Project Number: Enhancing democracy in Moldova through inclusive and transparent elections | | | | | | | | | |
|---|--|--------------|--|------|---|---|--|--|---|
| EXPECTED OUTPUTS | OUTPUT INDICATORS | DATA SOURCE | BASELINE | | TARGETS (by frequency of data collection) | | | | DATA COLLECTION METHODS & RISKS |
| | | | Value | Year | Year 1 | Year 2 | Year 3 | FINAL | |
| Output 1 Credibility of the State Register of Voters enhanced Means of Verification 1: The Voters List for 2018 and 2019 Elections | 1.1 Time frame of data transfer improved and data exchange over M-Connect Platform operational on a daily base | CSS | Up to 34 days | 2016 | | Technical development finalized | Connected to M-Connect | Same day when the system is online | Monitoring of the system implementation; Annual evaluation of the progress; Population registration Agencies do not progress with the reform processes within the timeframe |
| | 1.2.1 New Address System with 1,500 of urban and local addresses in the new format available, connected to M-Connect and accessible for the SRV | Cadastru | Only old format available | 2017 | 1,000 locations available in the new format | 1,250 locations available in the new format | 1,500 locations available in the new format | All geographical locations within the Republic of Moldova are available through the new Address Register in the new format | System generates updates Delays in the address plan establishment for the missing 500 locations in the Republic of Moldova |
| | 1.2.2 Number of voters on the supplementary lists in 2018 and 2019 reduced by 2 % - normal voter movement parameter reached (excluding the Transnistrian voters form this percentage) | CEC | 3,5 % of the voters in the 2016 elections in country | | | Less than 2 % of voters on the supplementary voters list in country | 1,5% of voters on the supplementary voters list in country | Less than 1,5% of voters on the supplementary voters Stable parameter | |
| | 1.3 Interoperable connections with the relevant stakeholders for the electoral process operational | e-Gov Center | No connections yet | 2017 | Cadastru | CSS | Other line ministries and agencies relevant to the process | All relevant stakeholders are connected to M-Connect sharing relevant data for the electoral process | Annual reports of the Agencies as well as e-Government Center Delays in the register establishment and in the possibility to connect to M-Connect |
| Output 2 I-Voting pilot for 2018 election developed and | 2.1 Pilot on Internet Voting conducted in and out of the country on a sample of 1000 voters (control group will be | CEC | No data | 2017 | | | | Decision on Internet Voting option taken by the CEC | Pilot Project data and survey data |

| | | | | | | | | | |
|---|---|----------|---|------|--|--|--|--|--|
| implemented supported by an advanced SAISE | 50% men and 50% women - disaggregated data) | | | | | | | | No funding available to test this remote e-voting tool |
| Means of Verification 2: a) Report on the Internet voting exercise b) Load and stress test results following the adjustment of the SAISE | 2.2 Number of SAISE Modules developed and operational | CEC | 8 SAISE Modules fully operational | 2017 | Political Party Finance Module attached | Internet voting Module attached | Reporting Module developed and integrated | 11 SAISE Modules fully operational | In house IT system tests and analysis Drastic change in the personnel structure |
| Output 3 Election related legal reform advanced Means of Verification 3: Venice Commission or ODIHR Report prior and after the 2018 and 2019 Elections | 3.1 Political Party Finance reporting and disclosure system fully implemented | CEC | Paper based system | 2016 | Political Party Finance IT concept developed | Consultation process undertaken IT Module developed and attached to SAISE | Political Party Finance Module fully operational | Data will be collected through the system itself. | IT Module developed and fully functional |
| | 3.2 Technical support to the review of the legal reform of the Electoral Code provided | CEC | Ambiguities in the law | 2017 | Review started | Consultation processes undertaken | Final draft presented | Legal revision completed | Monitoring of the Electoral working group assessing the progress and the consultation events Unscheduled elections might make it impossible to adjust the legislation |
| Output 4 Civic Education and Voter Information systems strengthened Means of Verification 4: Survey to be conducted following the 2019 Elections | 4.1 Increase in the awareness among the citizens about the work of the CEC/CCET and the electoral system and process (control group 50% women and 50% men) | CEC/CCET | 53 % of the interviewees in the 2016 survey did not feel informed about the whole electoral process | 2016 | | | 25 % increase against 2016 in the group of people that feel informed | Less than 25% of the people interviewed in the 2019 post electoral survey will feel uninformed about the work of the CEC and the electoral processes | Data will be collected through an annual survey among citizens on the same questions. |
| | 4.2 Selected educational institutions supported in civic education events | CEC/CCET | Electoral education is not provided in education facilities | 2016 | 20 schools | 30 schools | 30 schools | 80 Schools will receive civic education support | Data will be collected through the established network of educational facilities over the Project period. The neutrality of the exercise is of paramount importance and not to be used by political forces for their purposes |

VI. MONITORING AND EVALUATION

Monitoring is a continuous function that aims primarily to provide the main stakeholders of this Project with early indications of the quality, quantity and timeliness of progress towards delivering intended results. Therefore, all Project activities will be subject to continuous monitoring by Project implementers and beneficiaries against the indicators determined in the Project plans. Effective monitoring requires assessment of Project progress against the plan and management of any exceptions. The Project Document and any detailed work plans provide a basis for progress assessment. In carrying out such monitoring activities, the following tools are set up and should be regularly updated in different timeframes.

A detailed Annual Work Plan (AWP) will be developed containing the information on the schedule of deliverables, timeframes, responsible parties, and estimated detailed costs of the actions.

The project will be monitored as specified in the Gantt chart below through the following:

- A midyear narrative and financial progress report capturing inputs, results challenges and potential required changes;
- An annual narrative and financial progress report capturing inputs, results challenges and potential required changes.

Specifically, within the annual cycle:

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods.
- An Issue Log shall be activated in Atlas and updated by UNDP to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted, a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, Project Progress Reports (PPR) shall be submitted to the donors and to the Project Steering Committee using the standard report format.
- A Project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project.
- A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events.
- An annual Project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the Project and appraise the Annual Work Plan (AWP) for the following year. This review is driven by the Project Steering Committee and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to the outcome.

At the end of the Project:

- Final Project Review Report. A Final Project Review Report shall be prepared and shared with the Project Steering Committee. As minimum requirement, the Final Project Review Report shall consist of the Atlas standard format for the Quarterly Progress Report (QPR) covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.

- Final Project Review. Based on the above report, a final project review shall be conducted during the fourth quarter of the last year of the project implementation, to assess the performance of the project. This review is driven by the Project Steering Committee and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs and the outcome.

In accordance with UNDP's programming policies and procedures, the Project will be monitored through the following monitoring and evaluation plan:

Monitoring Plan

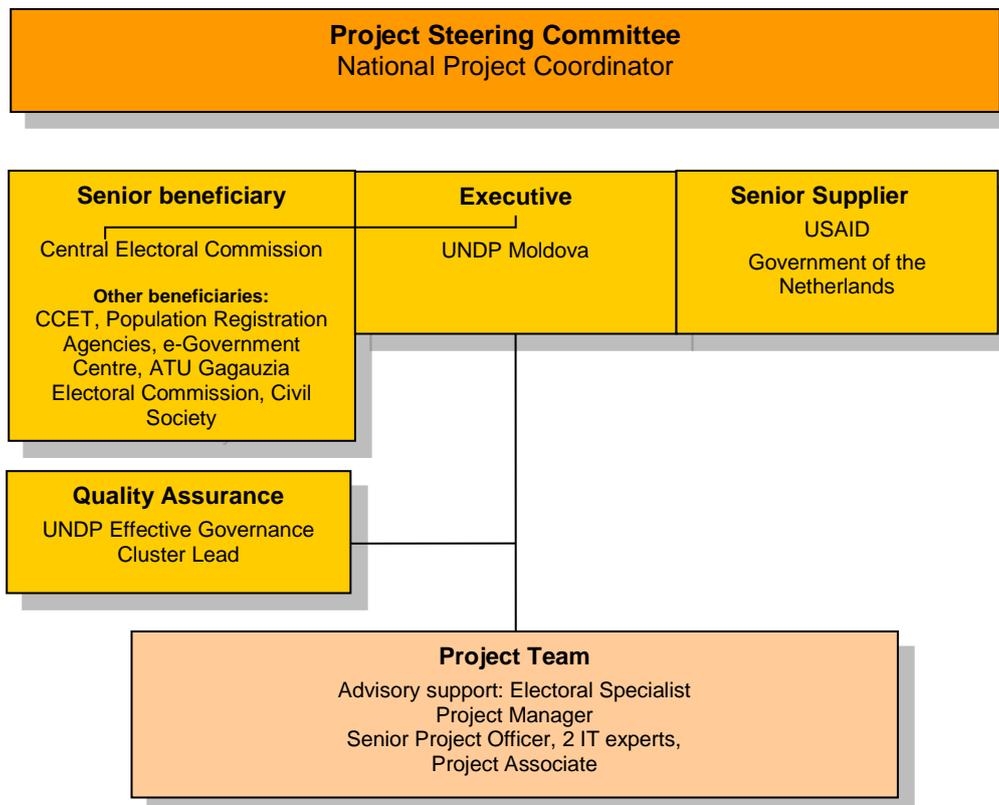
| Monitoring Activity | Purpose | Frequency | Expected Action | Partners (if joint) | Cost (for 3 years) (if any) |
|---|--|--|--|---|-----------------------------|
| Track results progress | Progress data against the results indicators in the RRF will be collected and analyzed to assess the progress of the Project in achieving the agreed outputs | Quarterly, or in the frequency required for each indicator | Slower than expected progress will be addressed by Project management | SE "Cadastru", Civil Status Service, E-Government Centre, CEC, CCET | 30,000 USD |
| Monitor and Manage Risk | Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk | Quarterly | Risks are identified by Project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken | SE "Cadastru", Civil Status Service, E-Government Centre, CEC, CCET | 30,000 USD |
| Learn | Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the Project | At least annually | Relevant lessons are captured by the Project team and used to inform management decisions | | 5,000 USD |
| Annual Project Quality Assurance | The quality of the Project will be assessed against UNDP's quality standards to identify Project strengths and weaknesses and to inform management decision making to improve the Project | Annually | Areas of strength and weakness will be reviewed by Project management and used to inform decisions to improve Project performance | | 20,000 USD |
| Review and Make Course Corrections | Internal review of data and evidence from all monitoring actions to inform decision making. | At least annually | Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections | | 6,000 USD |
| Project Report | A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing | Half-year, annually, and at the end of | The Project Board will assess the progress of the Project against the agreed indicators | | 6,000 USD |

| | | | | | |
|---------------------------------------|---|---|--|--|-----------|
| | the results achieved against pre-defined annual targets at the output level, the annual Project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period. | the project (final report) | and emerging risks and will advise and decide on any changes in the Project if necessary. | | |
| Project Review (Project Board) | The Project's governance mechanism (i.e., Project board) will hold regular Project reviews to assess the performance and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the Project. In the Project's final year, the Project Board shall hold an end-of Project review to capture lessons learned and discuss opportunities for scaling up and to socialize Project results and lessons learned with relevant audiences. | The Project Progress Reviews will be organized once in 6 months | Any quality concerns or slower than expected progress should be discussed by the Project board and management actions agreed to address the issues identified. | | 1,000 USD |

Evaluation Plan

| Evaluation Title | Partners (if joint) | Related Strategic Plan Output | UNDAF/CPD Outcome | Planned Completion Date | Key Evaluation Stakeholders | Cost and Source of Funding |
|------------------|---------------------|-------------------------------|-------------------|-------------------------|---|----------------------------|
| Final Evaluation | | | 1.1 | Nov 2019 | CEC, CCET, CSS SE "Cadastru", e-Government Center, Donors | 40,000 USD |

VII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS



The Project will be implemented under Support to the National Implementation Mechanism (Support to NIM).

UNDP Moldova will be responsible for Project administration, including: organizing implementation of Project activities, procurement of goods and services, recruitment of Project personnel and national and international consultants, connecting to national and international expertise and knowledge networks, and the quality assurance, ensuring the timely and expedient implementation of Project activities, including the provision of continuous feedback and information sharing among stakeholders.

A Steering Committee shall be set up and function as an overall management structure for the Project to oversee transparency, accountability and efficiency of the Project operations as well as assess opportunities, risks and political challenges and link the project to other relevant Government and development partners' initiatives. Most importantly, the Steering Committee will approve the Annual Work Plans and the Progress and the Final Reports prepared by the Project and will take decisions on mid-year changes in Project activities or financial allocations, if any.

The Project Steering Committee shall be made up of:

- Chairperson of Central Electoral Commission of the Republic of Moldova or a person nominated by the Chair as the National Project Coordinator;
- Heads of the Population Registration Agencies (CSS, SE "Cadastru", SE "Registru")
- Director of the e-Government Centre
- UNDP Deputy Resident Representative
- Project Donors' representatives

- Other multi-lateral or bi-lateral partners
- Representatives of the Civil Society.

The Project Steering Committee will hold meetings on a semi-annual basis, or more frequently if deemed necessary. The Committee will monitor Project progress, decide on strategic decisions to ensure continued coherence between the implementation and goals and objectives, decide on the annual work plans and budgets, revise annual plans and budgets, as well as requests for funds presented by UNDP. Amendments to the budget, including use of contingencies, will be subject to the approval of the Project Steering Committee.

The Steering Committee will be chaired by the CEC's Chairperson as the National Project Coordinator. The National Project Coordinator will be responsible for convening the Project Steering Committee meetings, signing the Project Annual Work Plans and Budgets approved by the Steering Committee, and the Quarterly and Annual Project Combined Delivery Reports generated by UNDP financial systems, as well the Budget Revisions, as necessary,

Day to day coordination between UNDP Project Team and the beneficiaries will be facilitated by the designated focal points from the Office of the different Government agencies and institutions.

Execution of the Project

As recommended by the final Evaluation Report the Project will maintain the current method of implementation - "Support to National Implementation Mechanism (Support to NIM)", but will increase use of the Direct Cash Transfers (HACT) with implementing partners. HACT is a common operational framework of cash transfers to government and non-government institutions and is the UN system's response to strengthening national capacities for management and accountability with a view to gradually shifting to utilizing national systems in the context of Government's increasing interest towards expanding the role of public agencies in implementation of external assistance projects. More specifically, it contributes to increasing national capacities to plan, manage, implement, monitor and account for results of programmes and policies, as well as to enhance public financial management and procurement systems. UNDP remains fully accountable towards the donor for the purpose-intended utilization of funds under the Project.

UNDP shall be responsible for the overall management and administration of the Project, primarily regarding the responsibility for the achievement of the outputs and the stated outcome. The Project activities will be implemented by UNDP. UNDP will be accountable to the Project Steering Committee for the use of Project resources. UNDP will ensure that communication; consultations and review discussions are held on an on-going basis. During the Project implementation, synergies and linkages with other on-going projects, in the areas of democratic governance, gender and human rights implemented by UN agencies will be maintained and strengthened.

The Project Team will monitor progress towards the Project's objectives and report to UNDP and to Donors accordingly. UNDP will delegate managerial duties for the day-to-day running of the Project to the Project Manager, selected by UNDP through a competitive and transparent selection process. The Project Team will also be supported by an Electoral Specialist on strategic decisions of the Project and the development of strategically sound interventions ensuring the overall impact and success of the Project.

The Project Manager has the authority to run the Project on a day-to-day basis on behalf and within the constraints laid down by the Project Steering Committee. The Project Manager is responsible for day-to-day management and decision-making for the Project. The Project Manager's prime responsibility is to ensure that the Project produces the results specified in the Project Document within the specified constraints of time and cost. The Project Manager will be in charge for preparing progress and final reports to be submitted to the donor. The Project

Manager is responsible for implementation of Monitoring and Evaluation framework. The Project Manager will report directly to the UNDP Cluster Lead.

The Senior Project Officer will provide programmatic support to Outcomes I - IV and the overall support to the implementation of foreseen activities as per RRF, as well as will be responsible for the overall communication and outreach of the project. The Project will engage IT experts to provide guidance to the Project Team and technical advice in the procurement and evaluation of the sub-contracted IT services, as well as for the capacity development of the IT staff in partner institutions.

The Project Team shall have the capacity to motivate people and to build relationships with colleagues, partners, beneficiaries, government authorities, donor organizations and other stakeholders.

Organizational, HR, procurement, IT and other related issues will be provided by UNDP Moldova through Project Associate working specifically for the Project, as well as by the relevant Units (Operations, HR, Procurement, IT, Finance) at the UNDP Country Office.

Detailed descriptions of duties of all Project advisory, management and technical staff shall be reflected in their Terms of References.

Project Quality Assurance

The Project quality assurance is provided by UNDP Effective Governance Cluster Leader and Programme Associate. The Project Team will support the Project Steering Committee by carrying out objective and independent Project oversight and monitoring functions. The Project Team ensures appropriate Project management milestones are managed and completed. The Project Team conducts meetings with stakeholders and targeted institutions to ensure the Project is on track, in line with strategic priorities and takes in to account emerging needs. UNDP Cluster Lead holds the Project Assurance role. Quality assurance on implementing a Project is conducted to achieve Project outputs as defined in the Project Document/Annual Work Plan through implementation and monitoring.

Audit arrangements

The Project is subject to standard UNDP audit arrangements. Being a subsidiary organ of the UN General Assembly and fully a part of the United Nations, UNDP enjoys a special status deriving from the UN Charter, the general legal framework of the UN, including the privileges and immunities enjoyed by the organization pursuant to the Convention on the Privileges and Immunities of the UN adopted by the General Assembly in 1946. In accordance with this status, audits of UNDP are guided by the 'single audit' principle. Under that principle, any review by any external authority, including any governmental authority, is precluded under regulation 7.6 of the Financial Regulations and Rules of the United Nations, which provides that "the Board of Auditors shall be completely independent and solely responsible for the conduct of audit." This principle was reaffirmed by the General Assembly in its resolution 59/272: "The General Assembly [...] 11. Reaffirms the role of the Board of Auditors and the Joint Inspection Unit as external oversight bodies, and, in this regard, affirms that any external review, audit, inspection, monitoring, evaluation or investigation of the Office can be undertaken only by such bodies or those mandated to do so by the General Assembly".

Financial management

Financial management of the project will be conducted under UNDP Financial Regulation and Rules (FRR). FRR are regulations that govern the financial management of the United Nations Development Programme and shall apply to all resources administered by UNDP and to all the Funds and Programmes administered by the Administrator. They ensure acceptable levels of controls, as well as separation of duties. The new FRR are issued effective 1 January 2012, and govern the broad financial management of UNDP and the funds administered by UNDP,

including the budgeting and accounting of resources. They have been updated to reflect the adoption of IPSAS and its terminology; and the revised harmonized cost classifications of the Joint report of UNDP, UNFPA and UNICEF on the road map to an integrated budget. Financial reporting mechanisms for the Project will follow UNDP rules and procedures and will comply with the reporting requirements of the donors.

Anti-corruption

UNDP applies the UN Convention against Corruption and strictly follows the UNDP Policy of Fraud and Other Corrupt Practices at the country level. UNDP will provide mandatory capacity building for project staff and personnel to ensure compliance with the UNDP M&E Rules and Regulations, including on anti-corruption. The last internal audit of UNDP Country Office in Moldova (2012), has been satisfactory and there were no corruption cases identified at UNDP.

All Project staff will undertake the UNDP mandatory training course on anti-corruption during the project inception phase.

Intellectual property rights and use of logo

Project materials, publications, print or digital deliverables will be branded by the relevant UNDP logo and typography (subject to corporate brand-book) and donors logo. All intellectual products produced under the Project will be equipped with a standard UNDP intellectual property right disclaimer and, at discretion and agreement with donors may be placed into creative commons.

VIII. LEGAL CONTEXT AND RISK MANAGEMENT

This Project Document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of (country) and UNDP, signed on October 2, 1992. All references in the SBAA to “Executing Agency” shall be deemed to refer to “Implementing Partner.”

Risk Management

Government Entity (NIM)

1. Consistent with the Article III of the SBAA, the responsibility for the safety and security of the Implementing Partner and its personnel and property, and of UNDP’s property in the Implementing Partner’s custody, rests with the Implementing Partner. To this end, the Implementing Partner shall:
 - a) put in place an appropriate security plan and maintain the security plan, considering the security situation in the country where the Project is being carried;
 - b) assume all risks and liabilities related to the Implementing Partner’s security, and the full implementation of the security plan.
2. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the Implementing Partner’s obligations under this Project Document.
3. The Implementing Partner agrees to undertake all reasonable efforts to ensure that no UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be

included in all sub-contracts or sub-agreements entered under/further to this Project Document.

4. Consistent with UNDP's Programme and Operations Policies and Procedures, social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>).
5. The Implementing Partner shall: (a) conduct Project and Programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or Programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
6. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.

IX. ANNEXES

Annex I. Project Quality Assurance Report – uploaded on the UNDP system

Annex II. Risk Log

Annex III. Capacity Assessment

Annex IV. Project Board Terms of Reference and TORs of key management positions

Annex V. Multi-Year Work Plan and Budget

X. ABBREVIATIONS

ALRC – Agency of Land Relations and Cadastre

ARIS – Address Register Information System

CCET – Center for Continuous Electoral Training

CEC – Central Electoral Commission

CSS – Civil Status Service

EGC – e-Government Center

HACT - Harmonized Approach to Cash Transfer

HRBA - Human Rights Based Approach

MITC - Ministry of Information Technology and Communication

NAM – Needs Assessment Mission

ODIHR – Office for Democratic Institutions and Human Rights

OSCE – Organization for Security and Cooperation in Europe

PAR – Public Administration Reform

SAISE – State Automated Information System “Elections”

SE “Cadastru” – State Enterprise “Cadastru”

SE “Registru” – State Enterprise “Registru”

SRP – State Register of Population

SRV – State Register of Voters

UN – United Nations

UNDP – United Nations Development Programme

UNPF – United Nations Partnership Framework

UNDAF – United Nations Development Assistance Framework