

Degree of implementation and effects of the project
**"Support to Reintegration Mechanism in Moldova for Readmitted
and Returned Moldovan Nationals"**
Good Practices and Lessons Learned
(Evaluation report)

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in Monitoring and Evaluation

Beneficiary: International Organization for Migration (IOM)

Donor Agency: Austrian Development Cooperation (ADC)

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List of main abbreviations

ADC	Austrian Development Cooperation
AVRR	Assistance to Voluntary Return and Reintegration
EC	European Commission
CEE	Central European Economies
CALM	Congress of Local Authorities of Moldova
CPA	Central Public Authorities
CNAM	National Health Insurance Company
IOM	International Organization for Migration
LPAs	Local Public Authorities
MIA/BMA	Ministry of Internal Affairs/Bureau for Migration and Asylum
MLSPF	Ministry of Labour, Social Protection and Family
NEA	National Employment Agency
OECD/DAC	Organisation for Economic Cooperation and Development, Development Assistance Committee
SIREADA	Support to Implementation of EU Readmission Agreements with the Republic of Moldova, the Russian Federation and Ukraine: Facilitation of Assisted Voluntary Return and Reintegration project
TOR	Terms of References

Executive summary

The external evaluation of the degree of implementation and impact of "Support to Reintegration Mechanism in Moldova for Readmitted and Returned Moldovan Nationals" project was carried out during 2-25 September 2013. Its purpose was to see to what extent the expected results were achieved, if the proposed interventions were aligned to the national priorities, how the beneficiaries were identified and assisted, the main problems and how they were overcome, as well as the sustainability of the implemented measures. *The main objective* of the evaluation was based on: Appraisal of the project results, extent to which they were achieved, as well as identification of the positive practices and lessons learned.

The evaluation was performed in accordance with the Terms of Reference (TOR): *Relevancy, Efficiency, Effectiveness, Impact and Sustainability, in accordance* with the OECD/DAC in this context, which are also accepted and applied by ADC for evaluation of programs and projects financed from its resources.

The evaluation methodology was based on two interconnected methods: *documentary analysis and quality analysis based on semi-structured interview*. The evaluation was based on 4 consecutive steps: (i) evaluation preparation, (ii) data collection, (iii) writing the evaluation report and (iv) finalizing the evaluation report.

The **general conclusions** from the evaluation exercise are as follows:

- The project was relevant both to the national priorities and donors' priorities;
- The project was relevant to both groups of beneficiaries determined; (i) Moldovan nationals readmitted under the EC-Moldova Readmission Agreement, as well as those voluntarily returned through AVR procedures, and (ii) Government officials responsible for setting migration management policy and addressing the socio-economic reintegration of the returned/readmitted nationals.
- The project was designed in a quality manner and although the results were not clearly enough grouped around planned results, they succeeded to cover the aspects of reintegration support according to the approach proposed by the project document.
- The project was implemented efficiently by the OIM team and the extended results were attained fully at reasonable costs. During the first implementation phase, it was difficult to attract project beneficiaries. This problem was solved by reviewing the communication strategy and some of project budgetary provisions.
- The project had a positive impact on the social-economic reintegration of beneficiaries;
- The project contributed to the consolidation of the informal National Reintegration Network;
- The project contributed positively to the sustainability scheme aimed at motivating beneficiaries to remain in the country and preventing their repeated migration by giving them the possibility to obtain their own incomes which they reinvest partially in the development of their businesses, creation of new working places and provision of local social services which essentially contribute to community development and poverty reduction.

General recommendations addressed for consideration to IOM Chisinau, ADC, IOM Regional Office in Vienna, IOM Headquarters, Moldovan state and civil project partners as well as other potential donors.

- The capacities of the Government of the Republic of Moldova to take over and maintain the activities supporting the reintegration of own migrant returnees remain modest. Therefore, new interventions from the external donors would be still appropriate.
- When developing the proposed interventions as well as from the perspective of future Government actions it is necessary to take into account other instruments that need to be harnessed promoted and disseminated (programs like PNAET, PARE 1+1 etc.). In addition, it is necessary to analyze the accessibility of national programs for migrants' reintegration and the reasons that prevent them from applying to such programs.
- It is also necessary to involve the local governments of level I and II (town halls and rayon institutions), which are the first to interact with beneficiaries, and therefore need appropriate training in assistance for reintegration. In this context, an important partner may be the Congress of Moldovan Local Public Authorities (CALM).
- Increased attention needs to be paid to determining the channels of disseminating information for the identification of potential beneficiaries. For instance, efficient channels would be town halls, social workers, radio.
- Special attention needs to be paid to the enhancement of consultations and cooperation between Moldova and the main countries of destination for Moldovan migrants in EU (such as Italy, Spain, Portugal, Ireland) by involving them both in assisting the return of migrants and their reintegration in Moldova.
- Besides, special attention needs to be paid to the reintegration program by adding new services, such as: (i) reintegration support to migrant families with children with educational and social inclusion of the later; (ii) support of the access of returnees to health services through involvement of the MoH and National Medical Insurance Chamber in elaboration and introduction of long term health insurance policies; (iii) supporting the enhancement of the migrants' housing conditions (house repair or compensation of rental fees for an initial period of 6 months).

Introduction

1.1. Short project description

The project name: „Support to Reintegration Mechanism in Moldova for Readmitted and Returned Moldovan Nationals.”

Overall project objective: To support the implementation of the EU Readmission Agreement with the Republic of Moldova, by promoting sustainable reintegration of returnees and serving the development goals of the Moldovan Government to reduce poverty, advance human rights and ensure gender equality.

The project status in relation to other interventions in this area: The project represents the 3-rd phase of two previous successful interventions in this area implemented from ADC funds by IOM Moldova during 2006-2010. Also the project constitute a complementary component of the larger EU-funded project: „Support to Implementation of EU Readmission Agreements with the Republic of Moldova, the Russian Federation and Ukraine: Facilitation of Assisted Voluntary Return and Reintegration (SIREADA)”, implemented by IOM Moldova.

The project amount: 100,000 thousand Euros which represents a 20% co-funding to the Moldovan part of the EU SIREADA project.

Project duration: 24 months (01.07.2011 – 30.06.2013)

Implementation agency: IOM Moldova

Donor agency: ADC

Target groups and beneficiaries of the project:

1. Moldovan nationals readmitted under the EC-Moldova Readmission Agreement, as well as those voluntarily returned through AVR procedures.
2. Government officials responsible for setting migration management policy addressing the socio-economic reintegration of the returned/readmitted nationals.

Project activities:

1. Provision reintegration assistance to returning migrants which includes: (i) Airport Assistance; (ii) Temporary Housing; (iii) Installation & Emergency Grants and (iv) Reintegration Grants;
2. Production and dissemination of AVRR information materials in the main destination countries of Moldovan migrants;
3. Building the capacity of Government, NGO partners and Reintegration Network in Moldova through trainings;
4. Procurement of some furniture and basic IT equipment for the Reintegration Network in Moldova.

¹ *Coordination of Return and Reintegration Assistance for voluntary returnees to Moldova. (1st Phase)*, implemented during 15.12.2005 - 30.04.2008, and *Coordination of Return and Reintegration Assistance for voluntary returnees to Moldova (2nd Phase)* implemented during 01.02.2008 - 31.07.2010. The cumulative amount of both interventions were 516,400 Euros from ADC funds. ADC (2013). Current projects in Moldova.

http://www.entwicklung.at/uploads/media/Moldau_March2013_ProjectsOverview.doc.

The Ministry of Labour, Social Protection and Family (MLSPF), the National Employment Agency (NEA) and its regional offices, Ministry of Internal Affairs/Bureau Migration and Asylum have been the main project partners.

1.2. Evaluation objectives

1.2.1. Overall objective

According to the Terms of References (TOR) provisions (***Annex I***) the overall evaluation objective has been focused on:

- *Measuring whether and to what extent the results of the project have been achieved and to identify best practices and lessons learned.*

1.2.2. Specific objectives

In order to achieve the outlined overall evaluation objective, in the TOR were defined 12 specific objectives structured according to the following 5 criteria:

Relevance:

1. To examine the relevance of the project in view of addressing the needs of the target group;
2. To assess the relevance of the overall project strategy;
3. To analyze the quality of the project design;

Effectiveness:

4. To assess the results and outcomes attained in the implementation of the project vis-à-vis the targets set out in the results framework, taking also into account how the reintegration assistance was flexible vis-à-vis beneficiaries of varying age, sex, education and professional experience profiles;
5. To analyze the effectiveness in reaching and informing potential candidates in Moldova;
6. To analyze strengths and weaknesses of the project and draw recommendations and lessons learnt for future interventions;

Efficiency:

7. To assess whether the available financial and human resources have been optimally used;

Impact:

8. To analyze the direct impact of the project phase on beneficiaries, in particular in terms of reintegration in the country of origin and social and economic support to them and their dependents, as well as the indirect impact such as the contribution of the returnees to the country using the skills acquired abroad or to the well-being of other persons, for instance in setting-up small and medium enterprises;
9. To assess the contribution of the project to Moldova's comprehensive migration management;
10. To assess the contribution of the project to the development of local communities in Moldova;

Sustainability:

11. To assess the extent to which the project contributes to a sustainable generation of income by beneficiaries of the project;

12. To analyze the integrated approach of complementing voluntary return assistance with reintegration assistance;

1.3. Evaluation criteria and methodology

1.3.1. Evaluation criteria

The analysis of the evaluation criteria specified in the ToR did not reveal any difference to the OECD/DAC definitions² in this context, they also being accepted and applied by ADC³ to evaluate the programs and projects financed from its resources. Based on these considerations, it was considered logical to build the evaluation process on these interdependent criteria:

1. Relevance
2. Effectiveness
3. Efficiency
4. Impact
5. Sustainability

Also, to have a common understanding of the evaluation results, connections have been established in the analysis between the definitions of the OECD/DAC evaluation criteria and the specific objectives of the ToR in this context. It should be noted that these connections have been shown in the boxes for each specific criterion in **Chapter II** of this Evaluation Report.

1.3.2. Methodology

To achieve the general and specific objectives, two logically interconnected methods were used in the evaluation process: *documentary analysis and qualitative analysis*.

The documentary analysis method was based on studying the set of documents provided by the IOM team, which included: (i) project documents, including monitoring reports on the progress of activities and the execution of budgetary expenditures in this context; (ii) national and global analytical reports related to the evaluation purpose; (iii) statistical data; (iv) relevant national policies and draft initiatives in this context; (v) the beneficiaries' files with documents of monitoring the impact of the support provided; (vi) information documents on project activities; and (vii) other relevant information, including IOM documentation available for this purpose.

The respective documents and information helped to better understanding of the project content, and contributed to determination of the key questions to be included in the interview guidelines.

The qualitative analysis method was based on the semi-structured interviewing technique. Three interview guidelines have been developed for this purpose (*Annex 2*), in particular for: (i) the IOM staff involved in the implementation and coordination of this project; (ii) representatives of Central

² OECD/DAC (2002). Glossary of Key Terms in Evaluation and Result Based Management. "*Evaluation: The systematic and objective assessment of an on-going or completed project or programme, its design, implementation and results. The aim is to determine the **relevance** and fulfillment of objectives, development **efficiency**, **effectiveness**, **impact and sustainability***". <http://www.oecd.org/development/peer-reviews/2754804.pdf>

³ ADC (2009). Guidelines for Project and Programme Evaluations. Final draft. "ADC uses the internationally approved definitions for Monitoring, Evaluation and Review, which correspond to the OECD/DAC Glossary". http://www.entwicklung.at/uploads/media/Guidelines_for_Project_and_Programme_Evaluations_Juli2009_01.PDF

Public Authorities (CPA), project implementation partners; and (iii) beneficiaries assisted in the project. Based on the peculiarity of involvement in project development and implementation of the ADC office and the EC Delegation in Moldova as well as the IOM offices in Vienna (the regional and the country one), it was considered appropriate their interviewing based on some general benchmarks and not on specific interview guidelines.

Therefore, as part of the qualitative method 16 interviews were conducted, of which: (i) 4 with representatives of IOM Moldova; (ii) 3 with the CPA representatives; (iii) 4 with representatives of the donor community and the IOM offices (regional and country) in Vienna, and 5 with randomly selected direct project beneficiaries, with the determinant additional criterion being their non-response to the second monitoring phase, carried out by the project team.

The information obtained from the qualitative interviews helped to confirm/refute some findings from the documentary analysis and to obtain additional information on the extent to which the project has met the established evaluation criteria.

The *evaluation process* itself *has been divided into four consecutive stages (Annex 3)*:

Stage 1. Prepare the evaluation, which included:

1. An introductory meeting with the Project Coordinator, who provided the primary information on the project peculiarities, the objectives and activities planned and carried out under the project, the problems encountered and the solutions found to overcome them.
2. Collect and study the relevant documents in order to develop the evaluation instruments (*Annex 5*);
3. Prepare the questionnaires and the work agenda and submitting them for coordination to the contractor;
4. Adjust the instruments to the suggestions received, including those from ADC referred to in each evaluation criterion in the ToR.

Stage 2. Collect the data:

5. Conduct interviews with the project implementation team, partners, and representatives of donors and beneficiaries. Interview methods: meetings, field visits and talks via Skype in case of representatives of the IOM regional and country offices in Vienna (*Annex 4*).

Stage 3. Write the evaluation report:

6. Systematize the obtained data and develop the first draft evaluation report;
7. Submit the first draft report to the contractor for review and comments.

Stage 4. Finish the evaluation report:

Finish the Evaluation Report based on comments and suggestions received from consultations and submit it to the contractor for approval.

2. The main findings regarding the aspects of evaluation: answers to evaluation questions

2.1. Relevance

Relevance - the extent to which the objectives of the development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. (OECD Glossary of Key Terms in Evaluation and Results Based Management 2002, <http://www.oecd.org/development/peer-reviews/2754804.pdf>)

ToR evaluation specific objectives under the relevance criteria:

1. To examine the relevance of the project in view of addressing the needs of the target group;
2. To assess the relevance of the overall project strategy;
3. To analyze the quality of the project design;

2.1.1. Relevance in terms of the national needs

The national statistics show that over ¼ of the economically active population of the Republic of Moldova do not participate to the national economical development being involved in the EU and Central European Economies⁴. In the same time Moldova is permanently seeking for viable solutions to ensure the stability of the economy, to raise employment rate and decrease the poverty and social exclusion. In this context the Project was highly relevant to priorities of partner country.

Also the relevance of the proposed project activities to the needs and constraints of Moldova on a national level have been directly related to national strategic documents: the Moldova-EU Action Plan confirmed the relevance of the action through its intention to “*improve cooperation regarding the efficient management of migration flows and on readmission of own nationals, persons without nationality and third country nationals.*” Moreover, the involvement of governmental and NGO counterparts from the inception of concept development has ensured national ownership, the beneficiary's commitment to the project, and the relevance to local realities.

Moreover, the proposed action was supportive of the Republic of Moldova's policy priorities on migration, reflected *inter alia* in:

- National Development Strategy for 2008-2011, which indicates the need to regulate migratory flows and to strengthen border management;
- National Strategy on Migration and Asylum (2012-2020) and relevant Plan of Action;
- The Plan of Actions on fostering return of Moldovan labour migrants from abroad;
- Program of Actions for supporting persons born in the Republic of Moldova residing abroad (Moldovan diaspora);
- National Plan of Actions on protecting citizens of the Republic of Moldova residing abroad;
- State Program for Supporting Small and Medium Enterprises' Development during 2009 – 2011;
- National strategy on employment policies for the years 2007-2015.

⁴ UNDP (2012). Measurement and continuous monitoring of social exclusion in the Republic of Moldova. Policy brief paper. Matrix of monitoring the SE indicators.

2.1.2. Relevance in terms of development priorities of donor country (Austria)

Voluntary return is an important component of the migration policy and migration management approach in Austria considered to be as a more humane and cost-effective alternative to forced return. In accordance with the Austrian integrated concept of the voluntary return, return assistance actions in the hosting country should be supported by the reintegration actions in the country of origin. Currently, Austria is not a major country of destination for Moldovan migrants, mainly thanks to the successful previous interventions (Phases 1 and 2)⁵. However, migration management and assistance for volunteer return are high on the EU agenda, and the involvement of Austria in this context is relevant from the perspective of EU solidarity for cooperation in this context.

The project is fully coherent with general principles of the Austrian Development Cooperation. *The Republic of Moldova still to be one of the fifth priority countries from the Eastern and South-Eastern Europe within the Austrian Development Cooperation.* It is planned to continue cooperation with Moldova through a bilateral agreement settled in accordance with the purposes and policies launched by the Moldovan Government, and the international commitments of the country, including the implementation of the Millennium Development Goals. Thus, the Austrian assistance is aimed at reducing poverty in Moldova, as support for cooperation being the National Development Strategy (NDS) „Moldova 2020”.

2.1.3. Relevance in terms of addressing the needs of target group

According to the data of the Extended Migration Profile of the Republic of Moldova the country is currently in a phase in which, in parallel with economic restructuring and social changes, transition has determined increasing emigration. The different studies shown, the main push factor for Moldovans is migration for economic purposes mainly due to poverty, lack of employment opportunities and low salaries⁶. In the current long-lasting economic crisis, it is possible for Moldovan migrants to return and their assimilation and reintegration could become an institutional problem.

In this context the project is relevant for both defined groups of beneficiary: (i) Moldovan nationals readmitted under the EC-Moldova Readmission Agreement, as well as those voluntarily returned either through or out of formal AVR procedures, and (ii) Government officials responsible for setting migration management policy addressing the socio-economic reintegration of the returned/readmitted nationals.

From the perspective of meeting the needs for socio-economic reintegration of the first group of beneficiaries, the project is relevant, providing them the possibility to opt for a wide range of services: (i) support in form of airport assistance and onward transportation, (ii) installation cash grants paid upon arrival, (iii) emergency and temporary medical and housing assistance for vulnerable cases, and (iv) reintegration assistance (vocational/ business training, professional equipment, business start-up/support) to ensure return sustainability. These services were assessed based on an individualized approach to each beneficiary, taking into account his/her specific needs and individual particularities

For the second group of beneficiaries the project is relevant for the development and strengthening of their institutional capacities with the view to ensure a comprehensive approach to the challenges generated by migration at the level of policies and to develop the assistance system for the integration

⁵ *Coordination of Return and Reintegration Assistance for voluntary returnees to Moldova. (1st Phase)*, implemented during 15.12.2005 - 30.04.2008, and *Coordination of Return and Reintegration Assistance for voluntary returnees to Moldova (2nd Phase)* implemented during 01.02.2008 - 31.07.2010.

⁶ IOM (2012). Extended Migration Profile of the Republic of Moldova 2005-2010. Page 47.

of returnees. In essence, this helps reducing the risk of social exclusion, developing the community and strengthening social cohesion.

2.1.4. Quality of project design

The project overall objective, purpose, planned results and groups of beneficiary were defined accordingly. Although the project activities were not clearly grouped around planned results, they succeeded to cover the aspects of reintegration support according to the approach proposed by the project document.

Project beneficiaries were identified by disseminating information through booklets, leaflets and visits. It is worth mentioning that after the information dissemination channels were adjusted during the first project phase (changing the focus from the Airport Policy to NAE and its territorial structures), and after the informative visits made in the territory by the project team, the number of beneficiaries increased significantly. It is presumed that the respective increase was also supported by the increase of the grant amount accepted by the donor. Apart from the general selection criteria, the access to project assistance was based on the "first came, first served" principle.

Generally, the project design is qualitative in terms of its integrated approach to sustainable reintegration measures for the returned migrants.

2.2. Effectiveness

Effectiveness – the extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance. (OECD Glossary of Key Terms in Evaluation and Results Based Management 2002, <http://www.oecd.org/development/peer-reviews/2754804.pdf>)

ToR evaluation specific objectives under the effectiveness criteria:

1. To assess the results and outcomes attained in the implementation of the project vis-à-vis the targets set out in the results framework, taking also into account how the reintegration assistance was flexible vis-à-vis beneficiaries of varying age, sex, education and professional experience profiles;
2. To analyze the effectiveness in reaching and informing potential candidates in Moldova;
3. To analyze strengths and weaknesses of the project and draw recommendations and lessons learnt for future interventions.

The overall project objective as set in Project document and Logframe is:

To support the implementation of the EU Readmission Agreement with the Republic of Moldova, by promoting sustainable reintegration of returnees and serving the development goals of the Moldovan Government to reduce poverty, advance human rights and ensure gender equality.

Measuring the extent of achievement of this objective within the present evaluation was done through the expected project results:

- **Result 1.** AVR and reintegration services delivered to at least 50 Moldovan nationals;
- **Result 2.** Capacity building and training delivered to up to 30 migration officials.

2.2.1. Effectiveness in achievement of the Result 1 of the project

Effectiveness in reaching and informing potential beneficiary. The Project developed and disseminated informative booklets about the provided services, which were shared with Diasporas, distributed through IOM missions in EU Member States, EU MS embassies and relevant government

agencies inside the country such as the Ministry of Internal Affairs (MIA) and Ministry of Labour, Social Protection and Family (MLSPF), National Employment Agency (NEA). It is worth mentioning that during the first implementation phase, it was difficult to attract project beneficiaries, as far as the dissemination of promotion materials through the Airport Police proved to be inefficient due to the peculiarity of the targeted segment of potential beneficiaries – readmitted returnees. This problem was solved by reviewing the communication strategy, changing the focus from the Airport Police to NEA and its territorial structures and initiating informative visits in the 12 identified rayons that have a high migration level as well as by making the assistance package more attractive by increasing the grant amount in coordination with the donor. As a result of these activities, the number of applicants for project services increased significantly. Other potential channels of information dissemination such as the local radio and mass media have not been explored by the project team, this being explained by the low number of available reintegration grants. This aspect could be taken into account by IOM as well as by other donors in case of possible future interventions of this kind.

Readiness of returnees to participate in proposed reintegration activities. The evaluation results revealed that the availability of the returned migrants to participate in reintegration activities was influenced by a series of factors, such as: (i) the level of information about the project and its services at the community level which continues to be an issue; (ii) subjective perceptions of returnees regarding the accessibility of project support; (iii) visions regarding the existing social-economic opportunities in the country and the future perspectives which would encourage and justify the return and (iv) reluctance of the returnees in declaring their return status (in case of readmitted persons). Thus, except for the readmitted migrants, with whom a constructive dialogue could not be established from the very beginning, most of beneficiaries were quite active and cooperating in conducting their own reintegration activities. Besides, during the interviews conducted with them as part of this evaluation, most of them confirmed their availability to also participate in other possible reintegration support activities, regardless of who are offering them (Government or other donors), it is important only to be informed on time and the application procedure not to be too complicated.

The project team doesn't have evidence on the number of additional reintegration requests, while alongside the established selected criteria the beneficiaries have been selected based on the principle „first-come, first-served”.

Flexibility of assistance in relation to the needs of beneficiaries' reintegration. In the beneficiaries' view, the project application criteria were quite simple, accessible and transparent. For being admitted they needed only to fill in the Form Requesting Assistance for Reintegration and to submit evidence of their status of migrant (copy of the passport with a visa or copy of the travel document), while sophisticated bureaucratic procedures prevents them from applying for participation in other existing support programs.

The type of assistance services provided in each separate case was decided by the project team together with the beneficiary, taking into account his/her needs and peculiarities. The beneficiaries received support for developing a business idea or strengthening the existing business both by the project team and representatives of the NEA territorial offices, which they contacted.

Besides, in order to provide appropriate reintegration grants, aligned to the beneficiaries' requirements and needs, the project implementation team managed to obtain the donor's consent (ADC) to increase them, which diminished the initial target of 50 assisted beneficiaries down to 40. However, the initial target was attained: 50 returnees benefited of reintegrated packages, of which 40 benefited of ADC resources and 10 - of general resources of the SIREADA project. The profile from the assisted beneficiaries can be viewed in ***Annex 5*** of this Evaluation Report

Involvement of public authorities. NEA and its territorial structures had an important role in this project. It was involved both in dissemination of information about the project at the territorial level and in the counseling and referral of potential candidates to the project. As for the relevance of MIA in this project, in spite of the efforts made by these institutions, no positive results were obtained with the identification and referral of potential project beneficiaries. As for the Local Public Authorities (LPA), their involvement in supporting the reintegration of project beneficiaries was different depending on the understanding of the issue and level of preparation. A series of positive practices were noticed during the evaluation process, for instance in the case of those who started up a business in animal breeding, the village and rayon veterinaries are permanently offering consultation about the vaccination cycle, are helping them to obtain quality certificates and certificates on the origin of goods (of sheet cheese, rabbit meat, etc.). At the same time, in some cases the town halls disseminate information about the new investment possibilities available for the returnees, offer premises for sale, which can be refurbished for business set-up (for instance, in the case of support offered to the furniture mini-factory from Fundurii Vechi village, Glodeni rayon), and disseminate information in the settlement and its neighborhood about the existence of the newly established services.

However it is worth mentioning that strengthening their capacities with the view to improve the awareness and involvement in the AVRR is an opportunity for possible future project interventions.

Involvement of NGOs and private companies. The participation of NGOs and private companies in the project implementation has been limited. It is considered that the main reason for this was a rather small number of beneficiaries and the peculiarity of their reintegration options. In this sense, the “Microinvest” company was not involved in the reintegration assistance as no request for business consulting and financing services have been received from the applicants.

Conclusions for Result 1: The result was attained successfully, this being confirmed by the following indicators:

- *40 Moldovan nationals have received reintegration support from the project (50 by the overall SIREADA project).*
- *39 of them received business start-up support in form of goods and supplies, mainly for agricultural and construction activities in the rural areas while 1 person received business training.*
- *As a result of the project at least 38 new businesses have been opened, mainly in the rural areas which according to estimations created earning opportunities and working places for more than 60 persons.*

2.2.2. Effectiveness in achievement the Result 2 of the project

The evaluation results reveal that the respective result was attained successfully as part of two interconnected actions aimed at strengthening the informal National Reintegration Network. Thus, trainings were organized for members of the institutions in charge of migration management and NGOs active in this area, the curriculum met their requirements and the international standards on AVR. The participants regarded the training as qualitative, this being confirmed during the interviews conducted during the evaluation process. Besides, furniture and supporting equipment was procured for the NEA training room as premises for future trainings in the area.

Conclusions for Result 2: The following indicators confirm the accomplishment of this result:

- 25 migration officials, including representatives of state agencies, NGOs and IOM have been trained on AVRR issues.
- The furniture and supporting equipment necessary to ensure the good functioning of the informal National Reintegration Network were bought;
- All regional offices of the NEA as well as from other governmental agencies and NGOs use the equipped conference room for different capacity building activities related to the labour market, including reintegration into the labour market and business environment of returning Moldovan migrants.

2.3. Efficiency

Efficiency – a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results. (OECD Glossary of Key Terms in Evaluation and Results Based Management 2002, <http://www.oecd.org/development/peer-reviews/2754804.pdf>)

ToR evaluation specific objectives under the efficiency criteria:

1. To assess whether the available financial and human resources have been optimally used.

2.3.1. Resources utilization

As a whole, project resources have been utilized as planned with slight deviations occurred because of the obvious reasons. Thus, the project expenditures structure from the perspective of efficiency is the following:

- 42.4% of all resources were used for reintegration grants. The expenses accounted for 106% of the initially planned budget for this activity⁷;
- 7.5% were used to offer accommodation grants returnees, with 98% of the initially planned budget spent;
- 0.2% were used for services of meeting in the airport and transportation, or 3% of the budget planned for this activity;
- 3.2% were used to organize trainings for representatives of CPAs and NGOs in AVR. The expenses accounted for 80% of the initially planned budget for this activity;
- 7.4% of all resources were used to procure equipment and furniture for the Reintegration Network, or 87% of the initially planned budget;
- 1.4% of all project resources were used for the production and dissemination of information materials, expenses accounting for 57% of the resources planned for this activity;
- 29.4% of all project resources were used for payroll costs, accounting for 107% of the initially planned budget. The project staff consisted of two persons, of whom one was part-time (50%), covering all planned activities in an efficient and effective manner⁸.
- 10% of project resources were used for administrative expenses, without any changes in the implementation of this section.
-

⁷ The excess is due to interbudgetary (SIREADA-ADC) final reallocation.

⁸ Idem

2.4. Impact

Impact – positive or negative, primary or secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended. (OECD Glossary of Key Terms in Evaluation and Results Based Management 2002, <http://www.oecd.org/development/peer-reviews/2754804.pdf>)

ToR evaluation specific objectives under the impact criteria:

1. To analyze the direct impact of the project phase on beneficiaries, in particular in terms of reintegration in the country of origin and social and economic support to them and their dependents, as well as the indirect impact such as the contribution of the returnees to the country using the skills acquired abroad or to the well-being of other persons, for instance in setting-up small and medium enterprises;
2. To assess the contribution of the project to Moldova's comprehensive migration management;
3. To assess the contribution of the project to the development of local communities in Moldova.

2.4.1. Impact on beneficiaries

The project had a positive impact on the social-economic state of beneficiaries, this being confirmed during the interviews with them. Thus, with the assistance received, they managed to start up their own resources businesses, or in some cases, to strengthen the existing ones, which they established with their own obtained from migration, so that they could become lucrative and income generating. An example in this respect is the furniture mini-factory from Fundurii Vechi village, Glodeni rayon, where the owner bought from the town hall a plot of land and a building out of his own resources and brought the equipment from Italy, and the Project supported him in buying the necessary toolkit for starting the activity. In addition, the project statistical data, obtained after the last monitoring, reveal that the 40 beneficiaries of reintegration grants from ADC resources, 38 either initiated a business or supported an existing one.

From the social perspective, the project had an impact on the reintegration of the migrants' families by keeping them in the country and preventing the adverse consequences caused by migration (children deprived of parental care and single helpless elderly).

Besides, the project helped to change for the better their visions and enhance their self-trust. During the interviews the beneficiaries mentioned that initially, after their return to Moldova, they were quite skeptical regarding the social-economic opportunities and accessibility of the existing programs, but once they benefited from project support their vision changed and they started to trust more their own possibilities and became more active in their search for investments with the view to either open or develop their business.

2.4.2. Impact on comprehensive migration management

In this context, the project impact is expressed by the increase in the awareness level and understanding of representatives of public authorities and civil society, who participated in the project trainings on migration, AVRRE and the need to pass from approaches based on segmental solutions to comprehensive ones. Thus, the Moldovan Government assigned the Ministry of Labour, Social Protection and Family (MLSPF) with the development till October 2013 of a new policy paper on the reintegration support which provides for future adoption of a new National Programme on Reintegration of returned migrants. Following this decision, in June 2013 the MLSPF has created the Working Group out of Governmental agencies and civil society actors with participation of IOM from the side of the international organizations.

2.4.3. Impact on local communities

In this case, the direct impact on the local communities is expressed by: (i) the number of workplaces that can be generated by the businesses initiated by the project beneficiaries (according to the project statistics the 38 businesses can create at least 68 new workplaces); as well as (ii) development of the local social-economic infrastructure expressed by the increase in the number of local services that the population may use without having to travel anywhere (e.g. tailoring, hairdressing, windows production and installation, furniture manufacture and reconditioning, catering, etc).

2.5. Sustainability

Sustainability – the continuation of benefits from a development intervention after major development assistance has been completed; the probability of continued long-term benefits; the resilience to risk of the net benefit flows over time. (OECD Glossary of Key Terms in Evaluation and Results Based Management 2002, <http://www.oecd.org/development/peer-reviews/2754804.pdf>)

ToR evaluation specific objectives under the sustainability criteria:

1. To assess the extent to which the project contributes to a sustainable generation of income by beneficiaries of the project;
2. To analyze the integrated approach of complementing voluntary return assistance with reintegration assistance.

2.5.1. Sustainability in generating income by beneficiaries of the project

The evaluation results revealed that the assisted returnees didn't view anymore migration as a solution for settlement of their economic problems, because they could already earn a living from their own business. During the interviews the beneficiaries mentioned that they are not thinking to leave because they want to stay at home with their family, and the initiated business allows them to earn a living. At the same time, some stated that though the business didn't generate immediate profit, with efficient investment they would start generating income. An example in this respect is the furniture mini-factory from Fundurii Vechi village, Glodeni rayon, where the owner (former project beneficiary) opened on his own an additional line of plastic window panes production and delivered them to the households in the vicinity, and reinvested the accumulated money in the development of the furniture production line and refurbishment of the building in order to create appropriate working conditions.

It is worth mentioning that the activities sustainability is confirmed by the tendency to find new investments, for instance the rabbit mini-farm from Mindresti village, Telenesti rayon, whose owner managed, with project support, to obtain additional funding for the procurement of specialized equipment from the PNAET program, as well as EC resources.

In addition, the project statistical data, obtained after the last monitoring, reveal that the 31 of the 38 business initiated with the project support are viable and only 7 beneficiaries re-emigrated, of whom 2 people had a baby and left for abroad to their spouses.

2.5.2. Sustainability of the approach of complementing return assistance with reintegration support

It is evident that the sustainability of voluntary return, be it either formal or informal, enhances if it is complemented with comprehensive reintegration measures. The evaluation results revealed that the reintegration measures applied to project beneficiary were efficient, so that to keep them in the

country. Nevertheless, there is space for improvement. Thus, during the interviews with the IOM team and implementation partners they mentioned that special attention needs to be paid to the reintegration program by adding new services, such as: (i) reintegration support to migrant families with children, for the educational and social inclusion of the latter; (ii) support of the access of returnees to health services through involvement of the MoH and National Medical Insurance Chamber in elaboration and introduction of long term health insurance policies justified inclusively by the close interaction between the health condition and the capacity to reintegrate on the labor market or to involve in an income generating business; (iii) supporting the enhancement of the returnees' housing conditions (house repair or compensation of rental fees for an initial period of 6 months).

The current capacity of the Government to take over the AVRR is still modest, mainly due to weak professional capacity and lack of financial resources that could be used for reintegration measures. However, through continuous cooperation and support of the project by the NEA, were created necessary premises for long term counseling of returnees and their training in necessary small business related areas through NEA territorial offices and their counterpart agencies as well as for training of the NEA staff on AVRR issues.

General conclusions and lessons learned

Conclusions and recommendation of this evaluation report are addressed to ADC, IOM Chisinau, IOM Regional Office in Vienna, IOM Headquarters, Moldovan state and civil society project partners as well as other potential donors.

The evaluation results revealed that the project was implemented successfully, and its strategy based on the integrated approach in provision of reintegration support generated positive effects on beneficiaries, enhanced their capacities to earn in the country thus contributing to decrease of re-emigration.

General conclusions:

Relevance:

- The project was relevant to the national priorities, as well as to donors' priorities which thanks to the successes achieved during the previous two project phases, decided to continue this activity considering also the EU solidarity within the context of the EC funded SIREADA Project.
- The project was relevant to both groups of beneficiaries determined, providing a series of services to the first group and assisting the second group with the development and consolidation of their institutional capacities for a comprehensive approach to the reintegration issue as part of the state migration management at the level of policies and to develop the assistance system for the reintegration of returnees.
- The project was designed in a qualitative manner and although the activities were not clearly grouped around planned results, they succeeded to cover the aspects of reintegration support according to the approach proposed by the project document.

Effectiveness and Efficiency

- The project was implemented efficiently by the OIM team and the expected results were achieved at reasonable costs. During the initial phase of implementation, it was difficult to attract project beneficiaries. This problem was solved by reviewing the communication strategy, including the referral monitoring and information trips to the NEA local offices, as well as by increasing of the grant amount.

Impact

- The project indicators reveal a positive impact on beneficiaries, who managed to start up their own businesses, or in some cases, to strengthen the existing ones, which they established with their own resources obtained from migration, so that they could become more lucrative and income generating.
- Besides, the project had an impact on the reintegration of the migrants' families, through changing their vision towards the economic opportunities in the country and accessibility of programs, including the enhancement of their self-trust in the possibility to attract additional resources for business development.
- The project managed to contribute to a better awareness of migration and reintegration issues among the members of the informal National Reintegration Network, and the AVR principles and the need to pass from approaches based on segmental solutions to comprehensive ones.
- This was reflected in the initiation of activities for the development of the new Program for the Reintegration of Returned Migrants based on the results of all 3 phases of the larger project intervention financed by the Austrian Government.

Sustainability

- The project contributed significantly to motivating the assisted persons to remain in Moldova, giving them opportunities to earn their own income without the need to migrate, which they reinvest partially in business development, job creation, local social service provision, which lead to community development and poverty reduction.
- The capacity of the Government to take over the AVRR is still modest, mainly due to the weak human capacity and lack of financial resources that could be used for reintegration measures. However, through continuous cooperation and support of the project by the NEA, were created necessary premises for long term counseling of returnees and their training in necessary small business related areas through NEA territorial offices and their counterpart agencies as well as for training of the NEA staff on AVRR.

Reintegration assistance to returnees

- The project support, provided to beneficiaries for starting up a business yielded positive results. 40 returnees have received reintegration support from the project, 39 of them received either business start-up or business support assistance in form of goods and supplies, mainly for agricultural and construction activities in the rural areas while 1 person received business training. As a result of the project at least 38 businesses⁹ have been either opened or supported, mainly in the rural areas which according to estimations created earning opportunities and working places at least for 68 persons. The number of those who repeatedly migrated amounts 7 persons.

Strengthening the National Reintegration Network

- Within the project 25 migration officials, including representatives of state agencies, NGOs and IOM have been trained on AVRR issues, the majority of whom according to the interview are still in their positions and contribute to sharing of the AVRR knowledge to their colleagues.
- The equipment and furniture necessary to ensure the good functioning of the National Reintegration Network have been bought. All regional offices of the NEA as well as from other governmental agencies and NGOs use the equipped conference room for different capacity building activities related to the labour market, including reintegration into the labour market and business environment of returning Moldovan migrants.

⁹ According to the information from the IOM project monitoring, 2 out of 40 beneficiaries didn't respond to the last phone call in September 2013.

Recommendations

- Although the Government was an active partner of this project, its human and financial capacities to take over and maintain the activities supporting the reintegration of voluntary returnees remain modest. Therefore, the new interventions from the external donors should aim at further supporting its efforts.
- At the national level there are also other instruments for returnees' reintegration support that need to be harnessed, promoted and publicized (programs like PNAET, PARE 1+1 etc.). In addition, it is necessary to analyze the actual accessibility of national programs for migrants' reintegration and the reasons that in many cases prevent them from applying.
- In case of possible future interventions of technical assistance in the area, as well as from the perspective of future Government actions, it is necessary to involve the local public authorities of I and II levels (town halls and rayon institutions), which are the first to interact with beneficiaries, and therefore need appropriate training in reintegration assistance. In this context, an important partner could be the Congress of Moldovan Local Public Authorities (CALM).
- Increased attention needs to be paid to determining the channels of disseminating information for the identification of potential beneficiaries at the rayon and community levels. For instance, efficient channels would be town halls, social workers, radio.
- Special attention needs to be paid to the enhancement of relevant consultations and cooperation between Moldova and the main countries of migrants' destination (such as Italy, Spain, Portugal, Ireland) by involving them both in assisting the return of migrants and their reintegration in Moldova.
- Besides, special attention needs to be paid to the reintegration program by adding new services: (i) reintegration support to migrant families with children, for the educational and social inclusion of the later; (ii) support of the access of returnees to health services through involvement of the MoH and National Medical Insurance Chamber in elaboration and introduction of long term health insurance policies justified inter alia by close linkage between the health condition and the capacity to integrate either on the labor market or any income generating business; (iii) supporting the enhancement of the migrants' housing conditions (house repair or compensation of rental fees for an initial period of 6 months).

Annexes

Annex 1. Evaluation TOR



**IOM International Organization for Migration
OIM Organizația Internațională pentru Migrație**

TERMS OF REFERENCE FOR PROJECT EVALUATION

Project name: „Support to Reintegration Mechanism in Moldova for Readmitted and Returned Moldovan Nationals”

Project Duration: 24 months (1 July 2011 - 30 June 2013)

1. BACKGROUND OF THE PROJECT

I. Background and justification

- IOM: Assisted Voluntary Return and Reintegration

The International Organization for Migration (IOM) is an intergovernmental organization established in 1951 with its Headquarters in Geneva. IOM is committed to the principle that humane and orderly migration benefits migrants and society. IOM implements more than 2700 projects worldwide in the field of facilitating and regulating migration, migration and health, migration and development etc.

Assisted Voluntary Return and Reintegration is an area of IOM expertise that has been developed through 30 years of experience. Since 1979, with the establishment of the German “Reintegration or Emigration of Asylum Seekers from Germany (REAG)” programme, IOM's AVRR activities have grown to include more than 20 AVR regular programmes and 100 projects.

IOM’s comparative advantage in AVRR projects lies in its global field presence, long-standing experience and extensive expertise in the field of migration, including return migration management. IOM’s engagement in AVRR, which takes a human rights-based and gender-sensitive approach, is also underpinned by IOM’s Global 12 Point Strategy.

IOM considers AVRR an indispensable part of a comprehensive approach to migration management, which combines efficient border management, effective asylum processing structures and respect for human rights by facilitating the safe and dignified return of migrants and by encouraging their sustainable reintegration at home. IOM also advocates the

establishment of a cooperative approach and partnership with regards to the management of return migration frameworks by engaging countries of origin, transit and destination.

2. PROJECT INFORMATION

The Republic of Moldova is the poorest country in Europe, in which a substantial part of the population lives below the poverty line. Since the independence in 1991, the country has witnessed a drastic deterioration of life quality, a high unemployment rate and a slow privatization of state property. The conflict in Transnistria has had an especially aggravating effect in the transformation process.

The difficult economic situation in Moldova has led to the emigration of a quarter of its population. In 2004, the majority of asylum applications by Moldovan citizens were registered in Austria, France and Slovakia. In 2005 a number of 1,346 Moldovan citizens applied for asylum in Austria and ranked sixth out of ten main nationalities of asylum applicants. Being mainly economic migrants, the asylum recognition rate is very low: in 2004, it was 3.8%. In 2003, there were 1,178 asylum applications of Moldovan citizens and the asylum recognition rate in the same period was 0%. The number of suspended application procedures is also very high. This situation became a general tendency in the next years. For 2010 year we could see that the number of Moldavian asylum applications in Austria was 127 and only 6 were accepted, meanwhile 178 applications were refused. The same situations happened in France and Slovakia. These data demonstrate the need for the development of measures to promote voluntary return to Moldova. As documented in numerous studies and according to the experience of IOM and NGOs, the sustainability of the voluntary return increases when combined with comprehensive reintegration measures.

IOM Moldova has been assisting the voluntary return of Moldovan migrants by implementing projects oriented towards return and reintegration of migrants returning from EU countries, as well as providing reintegration services to members of local communities, offering alternatives to migration and contributing to local community development and poverty reduction.

Reintegration services can be delivered at the local level through Rayon National Employment Agency branches, while the program is administered and monitored through IOM Chisinau and the National Reintegration Office in the central office of the National Employment Agency of the Ministry of Labour, Social Protection and Family.

The “reintegration basket” is a flexible package of assistance measures and can include a wide range of services tailored towards the individual needs of the returnee: medical assistance, employment counseling, reinstallation grants, grants for small business start-ups, vocational training or other forms of education, etc. The reintegration process is a dynamic one, and accordingly the implementation of assistance is regularly monitored and can be adjusted to changing needs and circumstances.

IOM Chisinau has delivered reintegration assistance to more than 630 voluntarily returned Moldovans in 2006 - 2010, including 308 from Austria. These statistics, which only refer to the IOM caseloads, represent only a small portion of the actual numbers of migrants in need of return and reintegration assistance services and clearly demonstrate the acute need for capacity building of the Governmental structures and technical support to the immediate target groups with special needs.

Through this specific reintegration project, IOM was looking complementing and advancing current Assisted Voluntary Return and Reintegration (AVRR) procedures in Moldova to ensure a smooth transition to a sustainable return system.

The project served as a natural continuation of and a synergistic supplement to past and on-going efforts in this area, as it sustains key migration management operations and institutionalizes international best practices. Direct target groups and beneficiaries of the project in Moldova have been the following:

1. Moldovan nationals readmitted under the EC-Moldova Readmission Agreement, as well as those returning voluntarily through AVR procedures.
2. Government officials responsible for setting migration management policy addressing the socio-economic reintegration of the returned/readmitted nationals

The Project was expected to contribute to delivering and facilitating reintegration services to at least 50 returned Moldovan nationals, as well as providing capacity building and training to up to 30 migration officials and representatives of the relevant NGOs from Moldova.

Project tools available for reintegration assistance to returned migrants included:

- I. Provision of up-to-date and precise information on conditions and prospects in the country of return;
- II. Socio-economic profiling of potential returnees to assess their needs and motivations;
- III. Reintegration counseling and related information for partners and migrants to improve preparation and assist with reintegration in host countries;
- IV. Provision of in-kind grants aiming at assisting with sustainable socio-economic reintegration of the returned migrants: grants are used to cover the costs of vocational training, different forms of professional, college, university education; purchase of professional equipment; business training, consultancy to prepare business plan and set-up a business; in kind grants for setting up small businesses;
- V. Post-return monitoring to ensure appropriate and sustainable delivery of reintegration assistance, and to make necessary adjustments to the programme.

This intervention which is 100% financed by ADC represents a 10% co-funding to a larger EU-funded project: *Support to Implementation of EU Readmission Agreements with the Republic of Moldova, the Russian Federation and Ukraine: Facilitation of Assisted Voluntary Return and Reintegration (SIREADA)*.

II. Quantifiable results

During the project timeframe it has initially been expected that up to 50 Moldovan returnees, especially readmitted from the EU countries, would benefit of reintegration assistance within the project framework. It was also expected that during the project up to 30 representatives of the state and non-governmental sectors – actual and potential members of the reintegration framework for Moldovan migrant returnees would benefit of special training on assisted voluntary return and reintegration based on relevant EU standards and best practice.

However, the project experienced difficulties in motivating potential beneficiaries/readmitted Moldovan citizens to apply for reintegration assistance in Moldova. The main obstacles proved to be (i) association of the reintegration assistance with police implication, (ii) unwillingness to commit to staying in Moldova and the implementation of their reintegration plan to be monitored over six months, (iii) small reintegration grant.

As a result, it was agreed with ADC to increase the Reintegration assistance grant to 1000 Euros and the proposed increase to be ensured mainly by decreasing the number of beneficiaries of the reintegration package from 50 to 40 and through other minor changes to the budget without affecting the overall project budget amount.

3. OBJECTIVES OF THE EVALUATION:

a) Main objective

The **overall objective** of this external evaluation is to evaluate whether and to what extent the results of the project have been achieved and to identify best practices and lessons learned.

A special attention will be paid to analyzing the project's approach that provides for reintegration measures to returned migrants in Moldova out of the integrated assistance for return and reintegration.

The evaluation will cover the criteria of relevance, effectiveness, efficiency, sustainability and impact and will measure the project performance against the progress and results set out in the results framework. In particular, the project's integrated approach linking voluntary return with reintegration measures will be closely analyzed.

The **specific objectives** of the evaluation are as follows:

Relevance:

1. To examine the relevance of the project in view of addressing the needs of the target group;
2. To assess the relevance of the overall project strategy;
3. To analyze the quality of the project design;

Effectiveness:

4. To assess the results and outcomes attained in the implementation of the project vis-à-vis the targets set out in the results framework, taking also into account how the reintegration assistance was flexible vis-à-vis beneficiaries of varying age, sex, education and professional experience profiles;
5. To analyze the effectiveness in reaching and informing potential candidates in Moldova;
6. To analyze strengths and weaknesses of the project and draw recommendations and lessons learnt for future interventions;

Efficiency:

7. To assess whether the available financial and human resources have been optimally used;

Impact:

8. To analyze the direct impact of the project phase on beneficiaries, in particular in terms of reintegration in the country of origin and social and economic support to them and their dependents, as well as the indirect impact such as the contribution of the returnees to the country using the skills acquired abroad or to the well-being of other persons, for instance in setting-up small and medium enterprises;
9. To assess the contribution of the project to Moldova's comprehensive migration management;
10. To assess the contribution of the project to the development of local communities in Moldova;

Sustainability:

11. To assess the extent to which the project contributes to a sustainable generation of income by beneficiaries of the project;
12. To analyze the integrated approach of complementing voluntary return assistance with reintegration assistance;

The key users of this evaluation will be the ADC, IOM Chisinau, IOM Regional Office in Vienna, IOM Headquarters as well as the potential other donors.

4. METHODOLOGY OF THE EVALUATION:

The evaluation will take a gender-sensitive and human-rights based approach. It will be participatory in nature and will make use of semi-structured interviewing techniques.

Data will be disaggregated according to

- Age
- Sex
- Region
- Business sector
- Regular return counselling/Return counselling in detention

- Amount of reintegration assistance received
- Date of voluntary return

The evaluation will require visits to the regions where the returnees reside, interviews with beneficiaries, and review of project related documents and statistical data. The exercise will entail a comprehensive desk reviews and document analysis. The evaluation will be participatory in nature and will make use of structured interviewing techniques.

Sources of information will include:

- Project documents and progress reports;
- Desk review and analysis of relevant policies, project documents, (monitoring) reports, statistical data and any other relevant information or IOM documentation that can be made available by IOM;
- In-depth interviews in person and telephone interviews with project beneficiaries in Moldova;
- In-depth interviews with IOM staff in Chisinau and IOM Vienna (in person and via telephone);
- In-depth interview with the donors;
- In-depth interviews with National Employment Agency and private partner counterparts;
- Interviews with national and local authorities;
- Field visits to some of project sites.

Preferably all interviews should be conducted in person; the possibility to conduct focus groups, telephone interviews or a written survey for beneficiaries not easily reachable in the country will be considered during the preparatory phase of the evaluation exercise.

5. EVALUATION TEAM AND IMPLEMENTATION ARRANGEMENTS:

An independent and impartial national expert (team) should conduct the evaluation. The evaluator will not act as representative of any party.

- The evaluator must have a profound background in monitoring and evaluating return and reintegration projects (experience in evaluating EU funded projects is an asset), as well as in-depth experience in field-based research.
- Knowledge of migration policies and issues is important.
- Familiarity with the Moldovan migration and development context is an asset.
- The evaluator must have demonstrated excellent analytical, communication and report writing skills, as well as Romanian and English-language drafting skills.

IOM Chisinau will manage the evaluation exercise. IOM Chisinau will agree on the Terms of Reference for the evaluation and coordinate the recruitment of the consultant.

The evaluator will implement the evaluation following the requirements of the evaluation set out in the TORs and following other relevant guidance (documents) provided. The evaluator will be responsible for the conduction of the evaluation and the production of the deliverables in accordance with the contractual requirements.

IOM will assist the evaluation process, reviewing and commenting on:

- the proposed evaluation report design
- the draft evaluation report
- the recommendations and lessons learnt.

The IOM Mission in Moldova will manage the evaluation exercise. IOM Moldova will agree on the Terms of Reference for the evaluation, coordinate the recruitment of the consultant, guarantee the availability of necessary documentation and information, coordinate the arrangement of necessary interviews and travels, comment on the draft report and endorse the final report. The evaluator reports directly to the IOM office in Chisinau.

The evaluators must follow IOM Data Protection Rules and Regulations and take into account the IOM Evaluation Guidelines.

6. DELIVERABLES

- Presentation of work agenda
- Presentation of interview questionnaire
- Draft Report
- Presentation of preliminary findings to IOM and the donor ADC
- Final Report (English language, maximum 25 pages excluding annexes, including an executive summary, evaluation methodology, recommendations, best practices and lessons learnt).

7. INDICATIVE TIMETABLE

It is estimated that 12 working days will be sufficient for completing the exercise. A tentative schedule could be as follows:

Item	Deadline
Posting of Tender/Recruitment of evaluator	15-25 August 2013
Selection and contract agreement with evaluator	25 August – 1 September 2013
Initial briefing of evaluator (presentation of report structure,	3 September 2013

documents for desk review etc.)	
Presentation of work agenda and research instruments (e.g interview questionnaires) by evaluator	6 September 2013
Provision of comments on work agenda and interview questionnaires by IOM	9 September 2013
Desk review of project documents, reports and statistics by evaluator	12 September 2013
Interviews with IOM Vienna Country Office (by phone)	13 September 2013
On site visits to beneficiaries in Moldova and interviews with IOM Chisinau staff	16 September 2013
Preparation of draft report by evaluator	20 September 2013
Sharing of draft report with IOM Chisinau and ADC for comments	21 September 2013
Finalization of report	25 September 2013

8. REQUIRED QUALIFICATIONS&EXPERIENCE

- Master's degree in Legal, International Affairs, Public Policy, Public Administration, Business Administration, Migration and/or Statistics/Social Research or other relevant field; doctoral degree desired.
- Seven to ten years' experience in project's/program's evaluation of foreign assistance or donor projects.
- Demonstrated experience in quantitative and qualitative assessment and evaluation design, implementation and analysis techniques for development programs is essential;
- Expertise in Monitoring & Evaluation - related activities such as statistical analysis, impact evaluation, performance evaluations, instrument design and management;
- Knowledge of migration policies in the EU is mandatory.
- Familiarity with Moldova and/or the Moldovan Diaspora is required.
- Experience in financial and contract management desired;
- Strong oral and written communication skills required;
- Fluency in written and spoken Romanian and English is required. Russian is an asset.
- Ability to effectively work in teams and embrace participatory approaches;
- Capacity to work in a fast-paced work environment on multiple tasks;
- Takes pride in the quality and integrity of his/her work;
- Demonstrable results oriented, flexible, problem solving skills and punctuality.

9. METHOD OF APPLICATION

Interested individuals are invited to submit to iomchisinau@iom.int and harchisinau@iom.int the following documents to demonstrate their qualifications:

1. Detailed CV including records on past experience in similar assignments and concrete outputs obtained;
2. Financial Proposal;

Please use the Subject title: *Project evaluation Expert – job application*.

Closing date for applications is 25th of August 2013.

However interested candidates are strongly encouraged to apply sooner.

Only pre-selected candidates will be contacted for interview.

Annex 2. Evaluation instruments

Annex 2.1 Interview guidliness with IOM Moldova staff

Interview guideline

For the IOM team members involved in implementing the "Support to Reintegration Mechanism in Moldova for Readmitted and Returned Moldovan Nationals" project, funded by the Austrian Development Cooperation (ADC)

Presentation of participants and discussion rules

- Presentation of the discussion topic;
- Discussion rules: sincere answers - there are no right or wrong opinions, but only different viewpoints; ensuring confidentiality and anonymity; the need for audio recording;
- Data about the respondent: gender, age, position in the organization, experience.

Perceptions and attitudes about:

I. Project relevance

1. In your opinion, what issues served as a basis for project development? Who came up with the initiative to develop this project: Moldova or Austria? How were the beneficiary groups established?
2. Were Government institutions involved in the preparation of this project? But the civil society? If yes, which one and how? How active were they in supporting the reintegration efforts? If not, why?
3. To what extent the presence of other donors in this field and the previous interventions were taken into account while developing the project?
4. To what extent do you think the project objectives were consistent with the national policy and strategy on socio-economic development and migration regulation? Was the objective of migrants reintegration determined as one of the main national priorities? Please detail.
5. Were the project objectives consistent with the development and cooperation principles of Austria and EU on: combating poverty and social exclusion, promoting human rights and gender equality, and so on?
6. In your view, how well thought were the project design and intervention strategy, so that they can meet the needs and interests of the target groups (voluntary migrants and migrants readmitted in Moldova, public institutions and public organizations)? Please provide arguments.
7. To what extent did the project manage to integrate itself in SIREADA EC project and complement its activities?

II. Effectiveness

8. To what extent do you believe that the project objectives and activities proposed in the logframe were achieved? How clear was the "reintegration" issue defined to be settled efficiently (Who, how long, where, including Transnistria, and how)? Please provide arguments.
9. How were the beneficiaries informed about the project? In your opinion, how effective were the measures of informing and identifying the project beneficiaries/potential beneficiaries?
10. How accessible was the project for the beneficiaries? To your best knowledge, what was their motivation to return? In general, what is the socio-economic profile of the returned and potential beneficiaries?
11. Do you think the support measures were appropriate in terms of time and financial resources so as to ensure effective reintegration of the beneficiaries? How flexible were these measures to meet the individual needs and peculiarities of the beneficiaries? Please provide arguments.
12. To what extent did the trainings with public officials and civil society meet their expectations? Did you notice any positive changes in the approaches and attitudes of Government institutions towards the migration issue, perspectives of return and reintegration? If yes, what were they? If not, why?
13. Are you aware of any problems that occurred during the project implementation and impacted its effectiveness? What were they and how were they solved? How flexible was the project strategy and indicators in terms of further adjustments?
14. In your opinion, what are the project strengths/weaknesses (if any)? What positive/negative practices do you see in the project activity? Which of them could be applied to other projects disseminated nationally?
15. What lessons have you learned during the implementation of this project? Who do you think should be made aware of these lessons?

III. Efficiency

16. In your opinion, how efficiently were the financial (in kind and cash) and human resources used under this project? How were they controlled and monitored? Please provide arguments.
17. For purposes of expenses optimization, how was the project adjusted in relation with other projects implemented by IOM?
18. Do you believe that the strategy of supporting the beneficiaries' reintegration was the most optimal? If yes, why? How many resources were used for the in-kind grants? Are there any certificates to confirm the receipt of in-kind grants?
19. As you might be aware of, there were discussions about the small sizes of the reintegration grants. The increase of the grant size decreased the number of assisted beneficiaries. How do you think, what were the main reasons and how large should be the optimal financial support?

20. Were the available resources enough to intervene efficiently to meet the beneficiaries' needs? If you could go back in time and had the necessary resources, what would you change? Please provide details.

IV. Impact

21. To what extent do you think the support activities provided under the project have helped change the living conditions and socio-economic status of the beneficiaries and their families? When stating this, what do you rely on?
22. To what extent do you think the population information activities contributed to changing their opinion? To what extent do you think the project has contributed to the development of the communities and the business climate?
23. To what extent do you think the project contributed to the enhancement of the institutional capacities of developing comprehensive migration policies and management of the National Reintegration Network? Do you know any initiatives that appeared and were developed in this context with the indirect project support? Please provide details.

V. Sustainability

24. To what extent did the project activities contribute to the identification of assisted beneficiaries' possibilities of obtaining safe revenue? Please provide arguments. At the moment of this evaluation, how many of the reintegrated beneficiaries are still in the country?
25. Do you believe that the strategy of complementing the voluntary migration support measures with the reintegration ones is the optimal solution and the Government should continue to apply it in order to keep the migrants in the country? If yes, please justify your point of view.

Annex 2.2. Interview guidelines with representatives of Central Public Authorities

Interview guideline

For representatives of ministries and central public authorities, involved in implementing the "Support to Reintegration Mechanism in Moldova for Readmitted and Returned Moldovan Nationals" project, funded by the Austrian Development Cooperation (ADC)

Presentation of participants and discussion rules

- Presentation of the discussion topic;
- Discussion rules: sincere answers - there are no right or wrong opinions, but only different viewpoints; ensuring confidentiality and anonymity; the need for audio recording;
- Data about the respondent: gender, age, institution, position in the institution, experience.

Perceptions and attitudes about:

I. Project relevance

1. In your opinion, what issues served as a basis for project development? To you best knowledge, who came up with the initiative for this project: Moldova or Austria? How were the beneficiary groups established?
2. Do you know if your institution was involved in the preparation and negotiation of this project? If yes, how? What other institutions were they and what was their role in this process?
3. To what extent the presence of other donors in this field and the previous interventions were taken into account while developing the project?
4. Is migrants reintegration a priority on the national political agenda? To what extent do you think the project objectives were consistent with the national policy and strategy on socio-economic development? How important is the intervention of this project for the settlement of the national and regional priorities? Please provide details.
5. Do you believe that the project activities: (i) assistance to voluntary returned/readmitted migrants and (ii) strengthening of the Government institutions' capacities in migration management and meeting the socio-economic reintegration needs of the returned/readmitted people, were justified fully?
6. In your view, how well thought were the project design and strategy, so that they can meet the needs and interests of the target groups? Please provide arguments.
7. Do you think that the identification and selection of project beneficiaries for the support activities was sufficiently transparent and acceptable? Were the reintegration measures adequate in terms of time and resources?

II. Effectiveness

8. What was the role of your institution in this project? Were there other institutions and organizations involved in the implementation of this project? Which were they and what was their role?
9. What are your collaboration relations with IOM, ADC, the project team? How can you describe them?
10. How were the beneficiaries informed about the project? In your view, was the information provided by the Project for public awareness and beneficiary attraction sufficient and clear enough to be understood by them?
11. How accessible was the project for the beneficiaries? To your best knowledge, what was their motivation to return? To what extent do you think the quality and quantity of support measures matched with and met the beneficiaries' needs?
12. How satisfied/dissatisfied are you with the flexibility/rigidity of the project procedures in this context? Please provide arguments.
13. Did anyone from your institution participate in the trainings organized by the project? How satisfied were those people with the quality and relevance of the information obtained during such trainings? If not, why?
14. Do you think that the knowledge gained from the training has influenced positively the approaches to the migration issue? Please provide arguments. If not, why?
15. **Only for NEA.** The Agency's Resource and Training Center was refurbished under the project. What was the purpose of this activity? How satisfied/dissatisfied are you with the quality of works? How is this room used, for what activities?
16. Are you aware of any problems that occurred during the project implementation and impacted its effectiveness? What were they and how were they solved?
17. In your opinion, what are the project strengths/weaknesses (if any)? What positive/negative practices do you see in the project activity? Which of them could be applied to other projects disseminated nationally?
18. What lessons have you learned during the implementation of this project? Who do you think should be made aware of these lessons?

III. Efficiency

19. Do you know any previous experiences to support the socio-economic reintegration of former migrants from public funds? If yes, what were they and when they occurred?
20. Do you think the available (financial and human) resources of the project were used in an efficient manner? When stating this, what do you rely on? If not, why? If you could go back in time, what would you change?

21. Do you think the strategy applied under this project of complementary assistance to voluntary migration and readmission was the most effective solution? Overall, how are the assistance activities to support the reintegration of migrants integrated in the activities of your institution, including the territorial structures?

IV. Impact

22. In your opinion, to what extent are the project activities and outcomes known in Moldova? How was the information disseminated? To what extent do you think they have helped change the people's views?
23. To what extent do you think the project activities have helped change the living conditions and socio-economic status of the beneficiaries and their families? If you know, how many of the reintegrated beneficiaries are still in the country?
24. How do you assess the project's contribution to the diminution of migration problems in Moldova? But at the regional and local level?
25. To what extent do you think the project has contributed to the development of the communities and the business climate in localities where the beneficiaries have been reintegrated with the project support?
26. To what extent do you think the project contributed to the enhancement of the institutional capacities of developing comprehensive migration policies and strengthening the National Reintegration Network? Do you know any new initiatives that were developed in this context?

V. Sustainability

27. Do you think that the staff of your institution, with the knowledge and skills they hold, is now able to ensure the continuity of reintegration measures? If not, why? Are there other trainings needed? What would they be?
28. As far as you know, are there any national programs (employment development, SME development and PARE 1 +1, socio-economic regional development) that could contribute to the reintegration of returned migrants? Are there any financial resources allocated under these projects for reintegration measures?
29. Do you think that the national policies and the laws in force are supportive enough for those who return/wish to return?

Annex 2.3. Interview guidelines with project beneficiaries

Interview guideline

For the beneficiaries assisted under the "Support to Reintegration Mechanism in Moldova for Readmitted and Returned Moldovan Nationals" project, funded by the Austrian Development Cooperation (ADC)

Presentation of participants and discussion rules

- Presentation of the discussion topic;
- Discussion rules: sincere answers - there are no right or wrong opinions, but only different viewpoints; ensuring confidentiality and anonymity; the need for audio recording;
- Data about the respondent: gender, age, family status, education, work experience, area of residence, type of assistance received.

Perceptions and attitudes about:

I. Project relevance

1. What is the first thing that comes to mind when you hear about IOM? But what about the project aimed at supporting the socio-economic reintegration of returned migrants?
2. How did you hear about this project, from whom? Why did you decide to apply for the project support activities?
3. In your opinion, to what extent was the information that you received about the project accessible to understand? If not, why? Who did you contact for additional details?
4. How accessible and acceptable was for your the application procedure? Was the admission procedure, in your view, transparent? Please provide details.
5. What were your expectations from the support activities that you benefited of? To what extent did the project activities meet these expectations? What other measures have you expected, but did not receive? Do you know the reasons?
6. In your view, how flexible were the project support activities in meeting your individual needs and peculiarities (such as age, gender, family status, education, work experience, health condition, disability)?
7. Did the project support that you have received influence anyhow your relationships with other people in your community, who have not applied for assistance or who wished to apply but were not eligible? If yes, then how?

II. Effectiveness

8. How long ago have you returned to the country? Could you tell us what was the reason for return? Who were the first people you met at the entry into the country?

9. In your view, how accurate and convenient was the information you received (abroad) about this project for you to accept the reintegration services?
10. In your opinion, how easy/difficult was the procedure to obtain the reintegration package? Was an individualized reintegration plan developed in your case? Who developed it and with whose participation? Did you participate in its development?
11. Please specify what kind of assistance did you receive as part of the reintegration package (*coverage of costs for higher education or vocational training; salary support for the first 3 months of employment (of the 12); business training; financial support to procure the necessary equipment and machinery for the business*)?
12. In your opinion, were these support measures appropriate in terms of time and financial resources? If not, why? What were the problems?
13. Could you tell us if you were satisfied with the assistance received? How sufficient was this assistance in terms of time, efforts and resources? What were the strengths/weaknesses in this context? What would you change?

III. Efficiency

14. Have you found a job after returning to the country? What kind of job is this? Did the project contribute anyhow in this regard, or was it just the result of your own efforts?
15. Have you received support from TEA? If yes, what did it consist of? Have you also received support from other public institutions? From what institutions and what kind of support? In your opinion, how responsive and available for involvement were the Government institutions?
16. During the reintegration process did you benefit only of project support or also investments from other parties, including their own resources?
17. To what extent do you believe that the project support contributed to the identification of possibilities of obtaining safe revenues in the country?
18. Has the project improved the business and investment climate in your settlement?

IV. Impact

19. Do you think that the support provided under this project contributed positively to change the living conditions for you and your family? In your opinion, what were the indirect benefits?
20. In your view, what were the project effects on the community, on the perceptions about migration, reintegration and economic opportunities available in the country?

21. Do you keep in touch with other project beneficiaries from your settlement or other settlements? What are these relationships (common business, friendly relations/kinship)?
22. Could you tell us if you know other people who have returned, but were reluctant to seek project assistance? How do you think, what was the reason for refusal?

V. Sustainability

23. Do you think that your capabilities and skills have improved so that now you have more employment opportunities in the country? Do you intend to continue the education or training without the project?
24. To what extent did the knowledge gained with the project support help you to start up a business? Is this business profitable now or does it require additional resources from outside? Is it supported by the community and LPAs? How?
25. Are the problems that forced you to leave the country mitigated and resolved? What are your plans for the next 6 months? Is leaving the country part of those plans?
26. Are the current policies for returnees and unemployed really attractive and supportive?
27. Do you think that currently there is an effective system for the reintegration of the returned migrants at all levels nationwide? If not, what should be done to have such a system?
28. Would you advise/recommend your friends or relatives who are currently abroad to return and resort to the reintegration services in the country?

Annex 3. Time schedule of evaluation

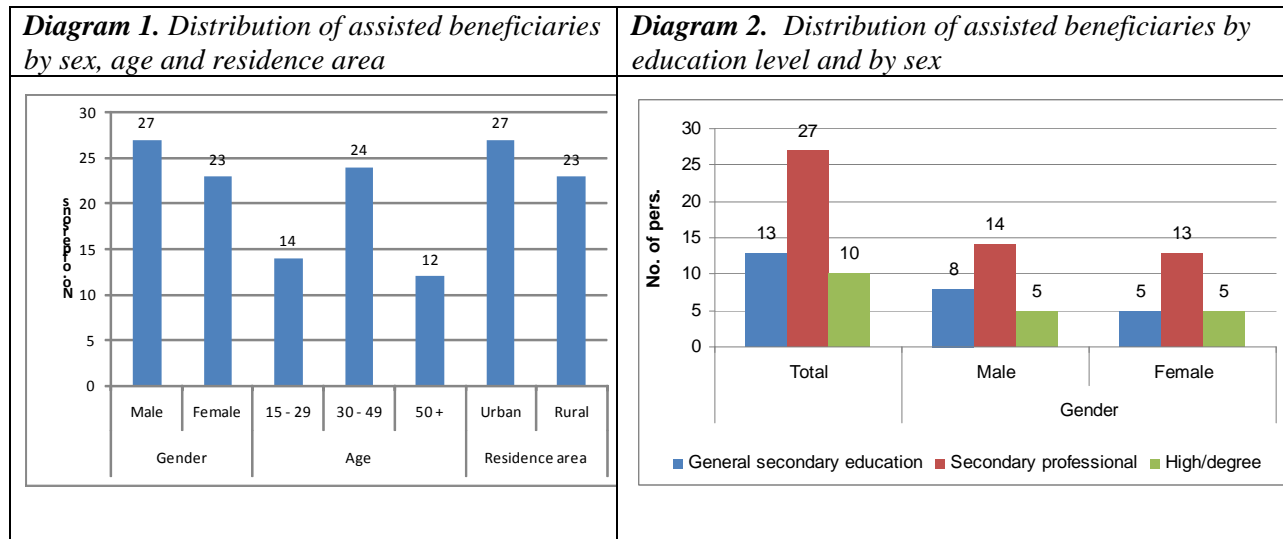
Evaluation phases	Activities	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Total days per each activity
		1/9	2/9	3/9	4/9	5/9	6/9	7/9	8/9	9/9	10/9	11/9	12/9	13/9	14/9	15/9	16/9	17/9	18/9	19/9	20/9	21/9	22/9	23/9	24/9	25/9	26/9	27/9	28/9	29/9	30/9	
Phase I: Preparing for the evaluation	1. Kick off meeting		0.0																													0.0
	2. Desk reviews of the relevant to evaluation project documentation, statistics, etc.			0.5	0.5	0.5	0.5																									2.0
	3. Drafting the evaluation instruments (semistructured questionnaires and working agenda)					0.5	1.0			1.0	0.5																					3.0
	4. Presenting the evaluation instruments to IOM for adjustments										0.0	0.0																				0.0
	Adjustment the evaluation instruments to comments												0.5																			0.5
Phase II. Data collection	Evaluation interviews, skype/phone conferences, field treeps												1.0	0.5			0.5	0.5	0.5	0.5											3.5	
Phase III. Report drafting	Drafting the first draft of evaluation report																	0.5	1.0	1.0				1.0	1.0	0.5					5.0	
	Presenting the first draft of the report to IOM for comments																									0.0	0.0	0.0				0.0
Phase IV. Finishing the evaluation	Defining the draft by adjusting to comments, and presenting it																										0.5				0.5	1.0
	Cumulative number of working days																															15.0

Annex 4. List of interviewed person during the evaluation

No.	Name	Institution	Position	Interview data
1	Petru Pirnau	IOM Moldova	AVR Project assistant	12.09.2013
2	Semion Terzioglo	IOM Moldova	Project Coordinator	12.09.2013
3	Katarina Lughofer	IOM Vienna (regional office)	Regional Immigration and Border Management Coordinator	13.09.2013
4	Gerhard Schaumberger	ADC	Country representative	16.09.2013
5	Raisa Dogaru	MLSPF/NEA	Deputy Director of NEA	16.09.2013
6	Valentina Lungu	MLSPF/NEA	Head of Directorate implementation of employment policies	16.09.2013
7	Boris Gandrabura	MIA/BMA	Head of Section returns and restrictive measures	16.09.2013
8	Pananinte Victor		Beneficiary of the project, village Lapusna, Hincesti district	17.09.2013
9	Corlat Maria		Beneficiary of the project, village Lapusna, Hincesti district	17.09.2013
10	Zara Oleg		Beneficiary of the project, village Mihalasa Veche, Telenesti district	17.09.2013
11	Gamureac Alexandru		Beneficiary of the project, village Fundurii Vechi, Glodeni district	17.09.2013
12	Popa Roman		Beneficiary of the project, village Mindresti, Telenesti district	17.09.2013
13	Andrei Vrabie	EC Delegation in Moldova	Project Manager, Justice & Home Affairs Operation Section	18.09.2013,
14	Ghenadie Cretu	IOM Moldova	Migration and Development Programme Coordinator	18.09.2013
15	Ana Ciurac	IOM Moldova	AVR Project assistant	18.09.2013
16	Andrea Goetzelmann	IOM Vienna (country office)	Head of Department for Assisted Voluntary Return and Reintegration	18.09.2013

Annex 5. Profile of the assisted beneficiaries

Profile of the assisted beneficiaries. Given that the project was part of the general SIREADA project, 50 persons were included in the analysis of the assisted beneficiaries. Thus, the analysis of the gender distribution of the assisted beneficiaries did not reveal any gaps in this respect: 27 men and 23 women (or 23 men and 17 women of the 40 beneficiaries assisted from ADC resources) benefited of project support. In addition, no significant gaps were noticed by areas of residence: 27 persons from the urban environment (including Chisinau and small towns) and 23 from rural area. It is worth mentioning that only 4 of all assisted persons from the urban environment were from Chisinau, the others being from small towns (rayon centers). The distribution of beneficiaries by age groups revealed that most of them are belonging to the 30-49 age group (24 persons), young people of 15-29 years and the elderly of 50 years + representing only 12 and, respectively, 14 persons (*Diagram 1*). Depending on the educational level, the project statistics reveal that half of the assisted beneficiaries (25 persons) had secondary vocational education, and the other 15 persons had secondary general, while 10 persons higher and postgraduate education (*Diagram 2*).



Source: IOM project statistics

The analysis of beneficiaries by countries of destination revealed that most of migrants returned from Italy - 22 persons, followed by the ones returned from Romania - 6 persons, Greece, Germany and Poland - 4 persons each. It is worth mentioning that only 2 persons returned from Austria, which corresponds to the general trend of migration from Moldova. As for the migrants' preferences for business investments, most migrants requested support to either open or support businesses in agriculture and animal breeding as well as constructions and community-based services (tailoring, hairdressing, windows installation, furniture manufacture and reconditioning, catering, xerox and printing, etc.) (*Diagrams 3 and 4*).

Diagram 3. Distribution of assisted beneficiary by destination countries

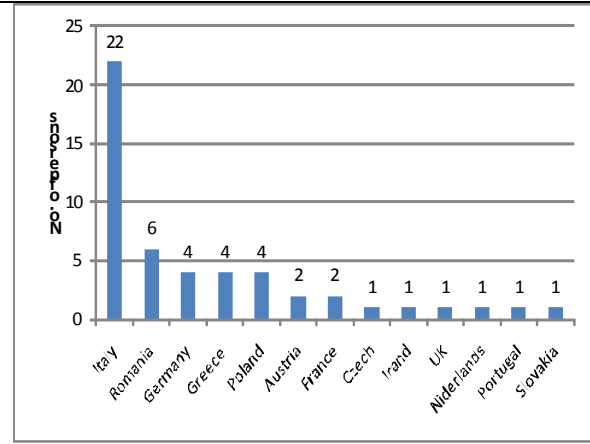
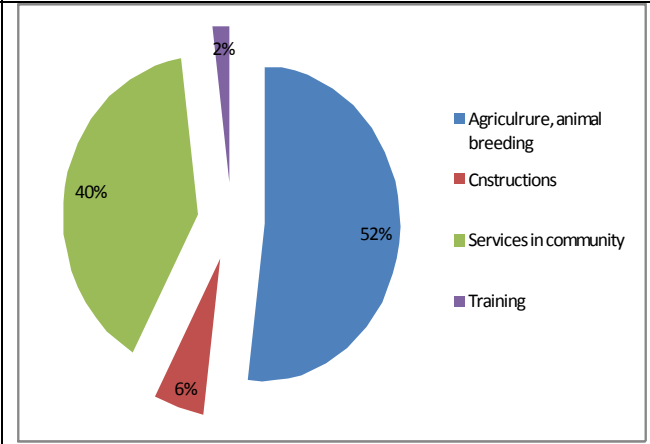


Diagram 4. Distribution of beneficiaries by received business support, %



Source: IOM project statistics

Annex 6. List of consulted documents and bibliography

1. Terms of Reference for evaluation;
2. Project document with Logframe;
3. Project Interim Activity report with annexes;
4. Project Final Activity report (draft);
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28. National strategy on employment policies for the years 2007-2015.
29. UNDP (2012). Measurement and continuous monitoring of social exclusion in the Republic of Moldova. Policy brief paper. Matrix of monitoring the SE indicators.