

Moldova Green Transition Technical Assistance Facility project

Terms of reference for the recruitment of a consultancy for the midterm evaluation of the Moldova Green Transition Technical Assistance Facility project

February 2026

# General information

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| Title of the consultancy | Midterm evaluation of the Technical Assistance Facility project |
| Project title | Moldova Green Transition Technical Assistance Facility project |
| Country | Republic of Moldova |
| TA beneficiaries | Ministry of Energy (MoE), National Center for Sustainable Energy (NCSE), Ministry of Environment (ME) |
| Project budget | *4 250 000 €* |
| Donor | EU through the AFD |
| Project duration | November 2023 – November 2028 |
| Estimated number of days | 30 days |

# Background

## General context

The French Development Agency (Agence Française de Développement – AFD) is currently deploying a **Policy-Based Loan** (PBL) support instrument for the Government of Moldova (GoM) to assist the country’s **green energy transition**. The Moldovan Green Transition Policy-Based Loan envisages leveraging €120 million to the Government of Moldova upon the completion of a set of policy reform measures (PRMs) identified in a reform roadmap prepared for this purpose.

Expertise France, the French Cooperation Agency, part of the AFD group, has been tasked with the implementation of the **Technical Assistance Framework** (TAF) aiming at supporting the Moldovan authorities in the reform process and has prepared this Technical Assistance Offer (TAO) laying out its vision for the implementation of the support. The TAF is financed by a 5M€ grant delegated by the European Union (EU).

For the Republic of Moldova, enhancing energy security entails reducing dependence on energy imports, diversifying energy suppliers (including Renewable Energy Sources, RES) and supply routes, as well as improving energy efficiency measures. These initiatives are also critical for sustainable development and resilience against energy challenges.

The Moldova Green Transition TAF was commissioned in the context of the cooperation agreed between the Agence Française de Développement (AFD) and the Government of Moldova (GoM) in response to the need to push forward the green transition of Moldova’s energy sector, in line with the Moldovan Government priorities and reform agenda towards EU accession. In this respect, the government’s efforts are in part focused on promotion of energy security and climate change resilience. The goal of the reform is to accelerate the green energy transition in Moldova in compliance with the Energy Community and EU acquis.

This TAF supports the commitment of the Government of Moldova to increase the share of RES in its energy consumption portfolio, improve energy efficiency and enhance energy sector infrastructure. The project also supports the Moldovan partners in the areas of climate, energy efficiency and energy strategy to meet the energy sector requirements and especially the EU acquis. The implementation measures rely on a robust system of stakeholders’ consultation and counterparts’ cooperation to ensure buy-in and sustainable policy implementation.

The TAF envisages ample support to the Moldovan partners in the areas of **climate, energy efficiency and energy strategy** and provides the required flexibility which AFD, Expertise France and the Moldovan Government jointly consider necessary to meet the energy sector requirements. The TAF offers assistance to support energy savings, enhance and expand the activities of the energy efficiency agency, advance renewable energy policies and improve the country’s resilience to climate change The implementation measures rely on a robust system of stakeholder consultation and counterparty cooperation to ensure buy-in and sustainable policy implementation.

## Project overview

The TAF is a 5-years project that started in November 2023, with a total budget of 4 250 000€. It is implemented by a Project Implementation Unit (PIU) composed of the following long-term staff:

* A senior Team Leader
* A senior Energy Efficiency Expert
* A senior Renewable Energy and EU Policies Expert
* A junior Energy Efficiency Expert
* A Communication Officer

Additionally to this long-term PIU that provides in-house support to the Moldovan partners, Expertise France can also mobilise, when needed, national and international ad-hoc short-term experts (for specific technical tasks, studies or training).

As mentioned above, this project aims to support the Ministry of Energy, the National Center for Sustainable Energy (NCSE), the Ministry of Environment, and takes place in Republic of Moldova. The PIU’s office is in Chisinau, embedded in the Ministry of Energy.

Expertise France, through the TAF, is responsible for implementing two components:

**Component 1:** Project Implementation Unit and other operational costs

**Component 3:** Ad-hoc expertise

Component 2 (Monitoring consultant for the PBL) is managed by an independent provider (OMNIA), directly contracted by AFD.

Each year, and to guarantee flexibility in the implementation, an annual Work Plan is developed by the PIU based on beneficiaries’ and AFD consultations. This annual Work Plan can evolve during the year, if “ad-hoc” or “exceptional” requests are presented by the beneficiaries to Expertise France. In this case, Expertise France requests a No-Objection from AFD to add this ad-hoc request to the current Work Plan. At the end of each year, the final updated annual Work Plan is sent to AFD.

A light set of indicators was developed internally and is managed jointly by the HQ Project Manager and the Team Leader, supported by the HQ MEAL Coordinator of the Sustainable Development Department in HQ. These indicators are updated three times a year, during Project Reviews.

The indicators developed to track TAF outputs and contributions to PBL are the following:

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| **OVERALL OBJECTIVE: Contribute to reform the energy sector for more renewable energy sources and improved energy efficiency in Moldova** |
| Share of renewable energies in the energy mix in Moldova |
| **SPECIFIC OBJECTIVE: The Government of Moldova is provided the needed support / has the technical means to implement the policy reform roadmap and policy matrix** |
| # of PRMs achieved by Moldovan stakeholders supported by the PIU |
| Number of public policies supported by PIU aligned with EU acquis |
| Number of EE projects supported by the TA approved by the NCSE |
| Proportion of institutional agents supported by the TA who attest to the usefulness of the TA support for the green energy transition |
| **Output 1 - The Government of Moldova / Ministry of Energy is supported on a daily basis by a Project Implementation Unit** |
| Number of legislations drafted by other stakeholders and supported by the PIU for final approval |
| % of planned job positions filled |
| **Output 2 - The legal and normative framework and funding instruments on energy efficiency are reinforced** |
| Number of legal texts on energy efficiency supported by the PIU |
| Number of studies and assessments on EE undertaken by the PIU to support the legal framework |
| Number of MoE and NCSE agents participating in capacity building events related to EE legislation and funding instruments |
| Number of documents produced to support the deployment of the Moldovan Residential EE Fund |
| **Output 3 - The Ministry of Environment is equipped to integrate climate adaptation issues in its energy reform policy** |
| Number of deliverables produced to support the implementation of PRMs on climate change adaptation by the Ministry of Environment |
| **Output 4 - The legal and normative framework and funding instruments on renewable energies are reinforced** |
| Number of legal texts on renewable energies supported by the PIU |
| Number of studies and assessments on renewable energies undertaken by the PIU to support the legal framework |
| Number of MoE and NCSE agents participating in capacity building events related to RE |

# OBJECTIVES AND EXPECTED RESULTS

## Purpose of the evaluation mission

The Moldova Green Transition Technical Assistance Facility has been under implementation since November 2023 and is planned to run until November 2028. Given the duration and complexity of the project – including its linkage to a Policy-Based Loan, its multi-donor framework (EU funds delegated to AFD), the number of institutional beneficiaries involved, and the need for a high degree of flexibility in a rapidly evolving geopolitical, political and sectoral context – an external mid-term evaluation is foreseen, in line with the project’s Monitoring & evaluation calendar.

The purpose of this mid-term evaluation is to provide an independent, evidence-based assessment of the implementation and early results of the TA, and to support a mid-term strategic reflection on its positioning, modalities, and contribution to policy and institutional processes.

The evaluation is also an accountability milestone vis-à-vis the donor(s) (AFD and the European Union), the implementing agency (Expertise France), and the beneficiary institutions.

## Specific objectives and intended use of the evaluation

The specific objectives of the evaluation are to provide the PIU, Expertise France, beneficiary institutions (including the Ministry of Energy, the National Center for Sustainable Energy (NCSE), and the Ministry of Environment), as well as AFD and the EU, with:

* An **independent, evidence-based appreciation** of the TA at mid-term, focusing on its implementation and early results, and how its design and modalities have supported (or constrained) progress in relation to the project’s objectives and evolving policy and institutional context.
* An examination of the **nature and extent of the TA’s contribution to government processes and reform dynamics**, including support to the implementation of the PBL and to broader policy and institutional reforms under the Green Transition Agenda, taking into account the TA’s role within a wider ecosystem of actors and interventions.
* **Clear, practical and forward-looking recommendations** to inform possible adjustments to the TA’s focus, priorities and implementation modalities for the remainder of the project, as well as to support learning for future similar interventions.

The evaluation is intended to support **decision-making, learning and accountability**, rather than to provide an overall rating or judgment of performance.

## Scope of the evaluation

The evaluation will focus exclusively on the Technical Assistance Facility implemented by Expertise France under the Moldova Green Transition TAF project. It will not assess the overall performance or results of the PBL, whose monitoring and evaluation remain under the responsibility of AFD. In this respect, the evaluation will be guided by a contribution-oriented approach, recognizing that the PIU and Expertise Franc are not responsible for the achievement of policy reform measures per say.

Within this framework, the scope of the evaluation will include:

* The design and implementation modalities of the TA,
* The types of support provided and their alignment with beneficiaries’ needs,
* The contribution of the TA to policy and institutional processes related to the Green Transition Agenda, including support activities going beyond the initial PBL-related action plans,
* Coordination and complementarities with other technical assistance initiatives and actors active in the energy and green transition sectors,
* the Technical Assistance’s capacity to respond flexibly to evolving priorities and ad-hoc requests from beneficiary institutions.

# evaluation questions

The evaluation will be guided by the following key evaluative questions, complemented by indicative sub-questions. These questions are intended to structure the analysis and do not constitute a rigid checklist; evaluators are expected to adapt and refine them as appropriate, while ensuring that the core issues are addressed.

**Q1. To what extent are the design and implementation modalities of the Technical Assistance appropriate to the project’s objectives, beneficiaries’ needs and evolving context?**

* How well do the in-house, continuous support model and the use of predominantly national expertise respond to beneficiaries’ needs and working realities?
* To what extent have these modalities supported responsiveness, continuity and institutional ownership?
* How has the TA adapted to changes in the policy, institutional and geopolitical context?

**Q2. What results and early effects have been achieved at mid-term, and how has the TA contributed to policy and institutional processes related to the PBL and the broader Green Reform Agenda?**

* What are the main results and early effects of the TA to date, and how are they perceived and used by beneficiary institutions?
* In what ways has the TA supported reform and institutional processes associated with the PBL?
* To what extent has it contributed to reform dynamics beyond the PBL action plan?

**Q3. How effective is coordination between the TA and other relevant actors and initiatives supporting the Green Reform Agenda?**

* How are coordination and information-sharing currently organised with other technical assistance projects and donors?
* To what extent are complementarities leveraged and overlaps managed?
* What opportunities exist to strengthen coordination with beneficiary institutions and external partners?

**Q4. What adjustments could strengthen the TA’s effectiveness, sustainability and overall contribution during the remaining implementation period?**

* What aspects of the current approach should be reinforced, adapted or reconsidered?
* How should cross-cutting issues, including gender equality, be better integrated in the remaining period?

# methodology and description of the assignment

## Evaluation approach and methodology

The evaluator(s) must provide a clear and appropriate work methodology in its technical offer, which will be further refined and validated during the inception phase, based on its assessment of the project context, the evaluation questions and the availability of data and stakeholders.

The evaluation will be **question-driven** and **qualitative** in nature, and will be based on the **triangulation of multiple sources of information and data collection tools**. These may include desk review of project and PBL documentation, semi-structured interviews with key stakeholders, and limited group discussions or validations meetings, where relevant.

The evaluator(s) shall define the specific tools, sampling approach (if any) and sources of information in an **evaluation matrix**, aligned with the evaluative questions and included in the inception note.

Given the nature of the TA and its focus on supporting policy and institutional processes, the evaluator(s) may, if deemed relevant, draw on elements of **outcome harvesting or other contribution-focused analytical approaches**. This may include the identification and analysis of observation changes in practices, processes, relationships, or behaviours to which the TA has plausibly contributed, while taking into account the broader reform ecosystem and the role of other actors.

## Phases of the evaluation

The mid-term evaluation will take place in three phases:

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| --- | --- | --- |
| Evaluation phases | Key activities | Deliverables |
| Scoping and inception | * Document review: the project documentation will be sent to the evaluator as soon as the evaluation assignment begins. * **Inception meeting** to review the objectives, methodology, evaluation matrix and calendar. * Preliminary interviews can be conducted with Expertise France | * Inception note providing clarifications on evaluation scope, methodology and work schedule * Data collection tools (interview guides) |
| Data collection and analysis | * Interviews with Expertise France project team, HQ, TA Moldovan beneficiaries, EU and AFD. * Meeting with Expertise France to present preliminary findings following the data collection activities. | * Validation report with initial findings (can be the Powerpoint presentation for the intermediate meeting) |
| Reporting and finalisation | * Preparation of draft report * Workshop with evaluation users to provide feedback and validate recommendations | * Draft report * Presentation and discussion workshop with evaluation users * Final report |

## Stakeholder consultations and indicative number of interviews

The evaluation will be based primarily on semi-structured interviews with key institutional stakeholders involved in or benefiting from the Technical Assistance.

These interviews are expected to include, at a minimum, representatives from:

* The Ministry of Energy (+/- 3 persons)
* The National Centre for Sustainable Energy (+/- 3 persons)
* TAF team (+/- 5 persons)
* Expertise France HQ (+/- 3 persons)
* AFD (1 person)
* European Union (1 person)

In addition, a limited number of interviews may be conducted with other relevant stakeholders (e.g. other development partners or TA providers).

Interviews may be conducted in person and/or remotely, depending on logistical arrangements and contextual constraints.

## Expected deliverables

The deliverables must be submitted by email in Word format to the recipients who will be indicated to the evaluation team during the start-up phase. They must be written in English.

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| Deliverables | Max # pages | Content |
| Inception note | 15 | * + - recap of context,     - description of action and stakeholders,     - description of evaluation objectives,     - evaluation matrix, detailing indicators and data collection tools the evaluation team plans to use to answer each evaluation question,     - description of the chosen methodological approach and data collection tools and sampling,     - updated timeline. |
| Data collection tools | / | Interview guides and other tools |
| Interim report (Powerpoint format) | / | The interim report will be presented as a Powerpoint and include:   * Summary of data collection activities carried out and limitations encountered * One or more slides per evaluation question and/or key findings |
| Final report (draft and final versions) | 30 | The final report will include:   * + Evaluation methodology   + Detailed narrative of the TA and articulation with PBL   + Analytical section structured by evaluation question. For each question: findings from the data collection, followed by evaluators’ conclusions.   + Recommendations co-developed with evaluation users. |
| Executive summary | 5 |  |

# ORGANISATION of the work

## Interaction with Expertise France

It is expected that the evaluator(s) will closely link with Expertise France throughout the assignment, while fully preserving their independence and analytical judgment.

Regular exchanges shall take place with Expertise France:

* During the inception phase, to agree on scope and approach
* During the data collection phase, to share preliminary observations and emerging ideas of analysis,
* After the draft report, to discuss conclusions and recommendations.

## Organisation of data collection

The evaluator(s) will be responsible of organising interviews, feedback sessions but supported by the Team Leader and the Project Manager, especially when these sessions involve the institutional partners.

The travel(s) of the evaluator will be organised by the HQ Project Manager and the Team Leader, after request from the evaluator and based on the availability of the evaluator, of the partners and of the team in the field.

The following practical resources will be provided by Expertise France during the evaluator’s mission in the field (and will not be included in the evaluation budget): accommodation, transportation to Moldova, daily perdiem for food.

The working language will be English. If the evaluator speaks Romanian, it will be considered as an asset.

## Schedule

The total assignment is estimated at 30 person/days, between March and July as detailed below for information:

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| --- | --- | --- |
| Activities | Location | Period |
| * + - 1. Kick-off meeting | Chisinau or remote | End of March |
| * + - 1. Data collection phase | Chisinau or remote | April |
| * + - 1. Presentation of preliminary results | Chisinau or remote | Early May |
| * + - 1. Restitution / validation meeting | Chisinau or remote | End of May |

The selected consultant(s) must include a detailed workplan in its offer, including the working days per activity and per team member (if applicable), as well as the indicative dates and locations. This workplan will be discussed and approved during the inception meeting.

# Profile required and bidding process

This offer is open to both consulting firms and individual consultants. If it is a team of evaluators, the distribution of roles and responsibilities throughout the evaluation process must be presented. This will be discussed and approved during the kick-off meeting.

## Required qualifications and experience

The evaluator(s) is expected to demonstrate the following experience and qualifications:

* Post-graduate in a field relevant to the assignment (e.g. international cooperation, public policy, energy, environment or related fields), or equivalent professional experience;
* At least 5 years of professional experience in conducting evaluations, reviews or similar analytical assignments;
* Demonstrated experience in designing and leading evaluations or reviews, including question-driven and learning-oriented approaches;
* Knowledge of policy and institutional reform processes and technical assistance modalities, preferably in sectors related to energy, environment, or public sector reform;
* Strong knowledge of evaluation methodologies and tools, including qualitative and quantitative methods;
* Experience working with multiple stakeholders, including public institutions, development partners, and implementing agencies;
* Proven capacity to analyse complex information, identify causal linkages and contribution factors, and synthetize findings into clear, well-structured and actionable report;
* Familiarity with the Eastern Europe region and its institutional and policy context;
* Excellent command of English, knowledge of Romanian is an asset.

## Content of tenders

Proposals should include:

* A **technical proposal** comprising:
  + Understanding and comments on the elements of the terms of reference,
  + Proposed methodology and approach,
  + Detailed workplan and timeline,
  + Composition of evaluation team (CVs and similar experience) including CVs and summary of relevant experience and qualifications, a distribution of roles and responsibilities, and quality control of deliverables
  + Relevant past experiences: highlight evaluations of TA or organizational capacity building, as well as previous experience in data collection.
* A **financial proposal**: overall budget for the evaluation and daily costs in HT and TTC (breakdown of time spent on each intervention per participant and by phase). Additional costs (services and additional documents); transport costs (international and local), logistics costs, and proposed terms of payment.

## Tender assessment

Proposals must be submitted by **XXXX** **2026**.

Expertise France will select the proposal with the best score based on the following table:

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| --- | --- |
| **Criteria** | **Maximum score** |
| 1. TECHNICAL PROPOSAL SCORE INCLUDING: |  |
| * 1. Team experience and qualifications | 40 |
| * Coverage of required competencies and themes (CVs) | 15 |
| * Relevant experiences in evaluations, quality of references and experience in similar assignments | 25 |
| * 1. Methodological approach | 40 |
| * Quality and relevance of the propose methodology and understanding of the assignment and its challenges | 30 |
| * Organisation of tasks, workplan and time allocation | 10 |
| 1. financiAL PROPOSAL SCORE | **20** |
| **Total score** | **100** |

# Annexes

Logical framework of the project to be evaluated

Project stakeholder mapping & Indicative list of organizations to meet with