

TERMS OF REFERENCE

for the elaboration of the two studies on the influence of the factors of political belonging in the spending of money from the national public budget (1 senior and one junior consultant) in the implementation of the EU grant project "EU-grant project "Inform, Empower, Act. Civil Society for good budgetary governance in Republic of Moldova"

Background

Independent Analytical Center "Expert-Grup", as lead partner, in consortium with Konrad Adenauer Stiftung e.V. (KAS, Germany), Eastern Europe Studies Centre (EESC, Lithuania) and Institute for European Policies and Reforms (IPRE, Republic of Moldova) are implementing since February 2019 the EU-grant project "Inform, Empower, Act. Civil Society for good budgetary governance in Republic of Moldova."

The general objective of the project aims to increase the involvement of the civil society at the local level and to increase the transparency, efficiency and effectiveness of the processes of elaboration and execution of the budgets, through the participation and oversight of the society. Increasing the level of participation in the budgeting process, including through the implementation of participatory budgeting practices, has a positive impact on several aspects of increasing the effectiveness and efficiency of public money, as well as on other aspects of community development.

At the same time, an important impediment to the development of participatory budgeting is the phenomenon of political clientelism. Given the persistence of this phenomenon, the authorities could be reluctant to allow citizens to play a more important role in the allocation of public money. In this context, the analysis of the phenomenon of political clientelism will help the representatives of the civil society and the project team to identify more effective strategies to reduce this phenomenon and its effects on the participation.

The allocation of financial resources and usage of public assets according to political criteria affects negatively the effectiveness and efficiency of public sector. Especially in the Republic of Moldova, the manifestation of the phenomenon of political clientelism is observed in the allocation of resources from the state budget (SB) to the Local Public Authorities. As an implementation mechanism of political clientelism serves funds formed within the BS destined to the LPAs, but also the direct expenses incurred from the central level in the territory. At the same time, political clientelism is not just about allocating the money from the SB to the LPA. Thus, in the Republic of Moldova the political clientelism are also widespread in area as appointment of people in different positions, public procurement, as well as in the allocation of resources within an authority, or from LPA II to LPA I.

In 2020 team of experts elaborated and published the first study on this subject. It mainly covered the allocation of resources from the state budget to local authorities via different funds. In the process of the elaboration and approval of the state budget for 2021, it was observed a high level of political clientelism, especially on the manner of allocation of resources for investments at the local level. In continuation to the first study further investigation are needed to be made in order to show the issues regarding decision-making processes, but also other factors and phenomenon that are contributing to clientelism. Also, to investigate



clientelism and related to it phenomenon propagated at the local level, by the development of the projects from unclear sources, selectively using competencies of Local authorities in relation with the business community. In this context, will be elaborated two studies, first will be targeting the decision-making process and other related phenomena used during 2020, and the second will come with an analysis of the distribution of the funds (different special funds) as a result of 2020 execution of the budget. The second study will use the methodology developed in the study elaborated in 2020 and will come to calculate the clientelism index. The study will be carried out by a team of 2 consultants (1 senior and 1 junior).

Studies objective

The purpose of studies is to conduct a research on the phenomenon of political clientelism, to describe its forms and mechanisms of manifestation in the Republic of Moldova and highlight its impact on the efficiency and equity of the use of public resources allocated to LPAs.

Tasks

In order to achieve the given objective, the team of consultants will carry out two studies:

1. The phenomenon of political clientelism and the mechanisms of realization
 - Disclosure of the factors, phenomena, and risks of political clientelism manifested at the central level, in the relations between the central authorities compared to the local ones, as well as exhibited by the local authorities.
2. Assessing the level of clientelism in the allocation of resources in 2020 from the State Budget for local authorities
 - Will estimate the level of clientelism in the allocations of resources from the state budget to local authorities, based on the methodology applied in the study carried out in 2020 (<https://www.expert-grup.org/ro/biblioteca/item/1993-studiu-privind-clientelismul-politic-in-gestionarea-fondurilor-publice>).

Both studies will contain conclusions and recommendations regarding the diminution of the phenomenon of clientelism. Also, dimensions of human rights, gender balance, and environmental protection will be analysed across the study. In this regard, the experts will show how political clientelism affects issues as gender, vulnerable groups (e.g. poor, rural population, disabled, etc.), and the environment. The results of the studies will be presented within a public event.

Deliverables

The Consultants team will present the results obtained in the form of a Study.

Schedule Deliverables

The draft of the first study – March 15, 2021

Final version of the study – April 15, 2021

The draft of the second study – September 30, 2021

Developing the final draft of the analysis – October 20, 2021

Workload estimates



For carrying out the tasks mentioned in the ToR it is estimated up to 30 working days for senior consultant, and up to 20 working days for junior consultant.

Requirements for the senior experts

- Masters studies in economics, public administration, public finances or other relevant fields;
- At least 4 years of experience in monitoring and evaluating public policies, budget transparency and participation;
- At least 4 years of experience in developing policy studies in economic areas, public administration, finances or other relevant areas;
- Knowledge of concepts of budgetary participation and participatory budgeting;
- Knowledge of the concepts of human rights and gender-based budgeting;
- Excellent team work and communication skills;
- Excellent public communication and presentation skills.

Requirements for the junior experts

- Masters studies in economics, public administration, public finances or other relevant fields;
- At least 2 years of experience in monitoring and evaluating public policies, budget transparency and participation;
- At least 2 years of experience in developing policy studies in economic areas, public administration, finances or other relevant areas;
- Knowledge of concepts of budgetary participation and participatory budgeting;
- Knowledge of the concepts of human rights and gender-based budgeting;
- Excellent team work and communication skills; Excellent public communication and presentation skills.

Submission of CVs

Interested candidates should submit their CVs and short approach how the studies will be carried out in English by email: procurari@expert-grup.org. Deadline for submission: February 8, 2021, 11.00 am.