

TERMS OF REFERENCE

Consulting services to perform final evaluation and impact assessment of the Land Registration and Property Valuation Project (LRPVP)

1. Background

The Land Registration and Property Valuation Project (hereinafter, LRPVP) is implemented in accordance with the Financing Agreement between the Republic of Moldova and the International Development Association (ratified by Law No. 240/2018). It was initiated to ensure the implementation of the following state programs:

- State Program for the creation of the Real Estate Cadastre for 2020–2026 (GD 1030/1998, version 2020, amended on 29.09.2024),
- State Program for real estate delineation, including publicly-owned land, for 2019–2026 (GD 80/2019, amended on 25.09.2024),
- Program of measures for the implementation of the new system for the valuation of real estate for taxation purposes (GD 670/2003, amended on 17.04.2018).

The Project Development Objective of LRPVP is to improve the quality and transparency of the land administration and property valuation systems.

The Project consists of four components:

Component A: First Property Registration – supports for registering private real estate (~320,000 properties) and public real estate (~100,000 properties), thus finalizing the real estate cadastre in Moldova, and improving the quality of cadastral data for already registered properties (~130,000).

Component B: Property valuation – mass valuation for all categories of real estate (housing in rural areas, agricultural land) and revaluation of previously valued assets (urban housing, orchards, garages, commercial and industrial real estate), contributing to a transparent real estate market and maintaining an up-to-date valuation system.

Component C: Land Administration System Strengthening – supporting sector development, including governance, ICT, and data management.

Component D: Capacity building and project management (including the project implementing unit, based in the PI REC) – strengthening capacities of local authorities and land administration agencies, and supporting efficient project management.

A full description of the Project is presented in the "Project Appraisal Document" (PAD)¹ and the Financing Agreement (FA)². The PAD is considered part of the core materials needed to be understood by consultants.

¹<http://documents.worldbank.org/curated/en/491971535859109015/pdf/Moldova-Land-PAD-08132018.pdf>

²<http://documents.worldbank.org/curated/en/253281538510180437/pdf/ITKWB532331-20189021552.pdf>

Initially, the LRPVP was implemented by the Public Services Agency (PSA) as the implementing agency, with support from:

- Public Property Agency (public land delineation),
- Agency for Geodesy, Cartography and Cadastre (valuation and National Spatial Data Infrastructure development).

Collaboration agreements were signed with support agencies and ~890 local public authorities for efficient organization of cadastral activities at the local level.

Following the restructuring of the PSA under Government Decision No. 959/2023, the Public Institution “Real Estate Cadastre” (PI REC) became the implementing agency of the LRPVP.

2. Current context:

LRPVP has recently entered its final stage, with full completion scheduled for April 30, 2026. In line with the provisions of the World Bank Group Loan and Financing Agreement, as well as the stipulations of the LRPVP Operational Manual, consulting services for the Project’s Final Evaluation and Impact Assessment will be contracted to assess its results and overall effectiveness.

3. Objectives of the assignment

The **general objective** of the final evaluation and impact assessment is to provide an independent, evidence-based assessment of the LRPVP, measuring its relevance, efficiency, effectiveness, impact, and sustainability, and to generate actionable lessons for future land administration and related governance programs.

Specific objectives:

1. To assess the extent to which the LRPVP has achieved its planned outputs, outcomes, and development objectives.
2. To evaluate the **economic, financial, social, institutional and environmental impacts** of the project interventions, with a special focus on financial and economic analysis of progress attained.
3. To assess the efficiency and effectiveness of project design, implementation arrangements, institutional capacity, and resource utilization.
4. To identify key achievements, gaps, challenges, and risks encountered during implementation.
5. To draw lessons learned and provide recommendations for scaling up, sustaining, and improving future land administration reforms and projects.

4. Tasks

The Consultant will undertake the following tasks:

Task 1. Inception Phase and Evaluation Framework

- Desk research to review project documents (Project Appraisal Document, Financing Agreement, Project Operational Manual, Results Framework, progress reports, financial data).

- Consult with key stakeholders, through interviews and focus group discussions (Government agencies, Project Implementing Agency and Implementation Unit, supporting agencies, national and local public authorities, private sector, beneficiaries, etc.).
- Develop evaluation methodology, including data collection tools (surveys, interviews, desk research), sampling strategy, and the economic analysis approach to be applied. In addition, the Consultant may consider incorporating an Evaluation Matrix, in the form of a Logframe-style framework, to clearly link evaluation questions, indicators, data sources, and methods, thereby ensuring a systematic and transparent assessment of project outcomes and impacts.

The proposed methodology should collect both qualitative and quantitative data ensuring that a representative and diverse group of stakeholders be consulted during the evaluation process.

The evaluation methodology should keep in mind the following underlying principles:

- transparency and accountability throughout the research and assessment process towards all organizations and individuals involved;
- confidentiality must be preserved, and names and personally identifiable information should not be collected or, if they are necessary, they should be duly coded and encrypted;
- informed consent and assent: should be sought from all participants, including providing them with information on the objective of the research and how data will be used as well as ensuring the opportunity to ask and confirm questions before agreeing to participate.

Deliverable: Inception Report with work plan, methodology, evaluation matrix, and data collection instruments.

Task 2. Assessment of Project Performance

- Assess relevance of project objectives to country priorities, sectoral strategies and beneficiaries.
- Assess effectiveness of project in delivering outputs and achieving intended outcomes.
- Assess efficiency in terms of use of financial, human, and technical resources.
- Assess relevance of the LRPV Project management arrangements; identify advantages, bottlenecks and lessons learnt with regard to the management arrangements.
- Proposed arrangements for future projects in the sector.

Deliverable: Preliminary performance assessment report.

Task 3. Financial and Economic Analysis of Progress Attained

A financial and economic analysis of LRPVP was carried at the project development stage and although it demonstrates the project's viability under model assumptions, it is essential to repeat the analysis at project completion using actual data. The ex-ante analysis relied on projected increases in property values, estimated gains from land registration, and unquantified benefits from NSDI. An ex-post assessment will validate these assumptions, capture deviations in costs and revenues, reflect policy or market changes during implementation, and provide evidence of the project's real financial and economic returns. This will ensure accountability, strengthen transparency, and generate lessons for future land administration and valuation initiatives.

Under this task the consultant will:

- Conduct a cost-benefit analysis (CBA) and/or cost-effectiveness analysis (CEA) of the project interventions.
- Compare economic indicators (e.g., land transaction costs, land market activity, investment inflows, agricultural productivity, revenue collection from land tax/fees) **before and after** project implementation.
- Assess broader financial and economic impacts such as increased revenues from revaluation and impact on local government finances (financial) and security of tenure, improved land market transparency (economic).

Deliverable: **Financial and Economic Analysis Report** (with quantified benefits, financial/economic rates of return, distributional impacts where possible).

Task 4. Final Evaluation Report and Knowledge Sharing

- Synthesize findings from all tasks into a comprehensive **Final Evaluation and Impact Assessment Report**.
- Provide an executive summary, evaluation against the following criteria: relevance, effectiveness, efficiency, impact, sustainability.
- Present key recommendations for future land administration reforms.
- Conduct **dissemination workshop** with the Project Council, implementing agencies, donor, other stakeholders and Government agencies.

5. Deliverables and Timetable

The deliverables expected and the timetables under this assignment are as specified in the table below:

No.	Deliverables	Tentative timeframe / deadline
1.	Inception Report with work plan, methodology, evaluation matrix, and data collection instruments.	Two weeks from the contracting date
2.	Preliminary Performance Assessment Report.	Four weeks from the contracting date
3.	Financial and Economic Analysis Report	Eight weeks from the contracting date
4.	Draft LRPVP Evaluation and Impact Assessment Report	Ten weeks from the contracting date
5.	Final LRPVP Evaluation and Impact Assessment Report	Twelve weeks from the contracting date

6. Timing

This is a short term assignment expected to be performed in the period of **November 2025 – March 2026**.

7. Institutional arrangements

The Consultant will work in tandem with the LRPVP Implementing Agencies and Project Implementation Unit, ensuring the qualitative and timely completion of the expected tasks and the submission of the envisaged deliverables.

LRPV Project Implementation Unit will facilitate the Consultant's access to the necessary documents, materials and key stakeholders.

8. Consultant Qualifications

8.1 Mandatory qualifications (Consulting company)

- At least five (5) years of experience in conducting evaluations of programs, projects, or public policies at national or international level.
- Minimum of three (3) completed assignments within the past five years focused on:
 - final or mid-term evaluations of donor-funded projects.
 - socio-economic impact assessments or performance evaluations.
 - development and application of mixed evaluation methodologies (quantitative and qualitative).
- At least one (1) completed assignment including financial or economic analysis of public sector, governance, or land administration programs.
- Availability of qualified experts (evaluation, economics, statistics/social sciences), supported by adequate data collection and analysis capacity
- Adequate IT and logistical capacity, including access to data collection and analysis tools (e.g., survey software, statistical packages, secure data storage), and means for fieldwork organization and coordination.

8.2 Qualifications that will be an advantage

- Prior experience with World Bank or other IFI-funded projects (evaluation, financial analysis, or governance).
- Experience in land administration, property valuation, or e-governance projects.
- Good understanding and knowledge of the e-governance transformation and modernization of public services sectors.

These refer to the consulting firm's institutional experience and organizational strengths beyond the mandatory qualifications listed above.

8.3 Key staff

Expert 1 – Evaluation & Methodology Specialist

Minimum Requirements:

- University degree in social sciences, economics, public administration, development studies, or related fields.
- Minimum of five (5) years of professional experience in program or project evaluation.
- Participation in at least three (3) external evaluations of donor-funded projects within the last five years.
- Demonstrated experience in developing evaluation methodologies, data collection tools, and evaluation matrices.
- Experience in conducting qualitative and quantitative data analysis and drafting evaluation reports.

- Excellent analytical, communication, and report writing skills in English.
- Fluency in Romanian (spoken and written). Working knowledge of Russian will be considered an asset for stakeholder engagement and fieldwork activities.

Expert 2 – Financial & Economic Analyst/Impact Evaluation Specialist

Minimum Requirements:

- University degree in economics, finance, statistics, or related fields.
- Minimum of five (5) years of professional experience in financial/economic analysis or impact assessment of public sector projects.
- Proven experience in at least two (2) economic or financial analyses (ex-post) for donor-funded or government programs.
- Expertise in cost-benefit (CBA) or cost-effectiveness (CEA) analysis, and in interpreting financial and economic performance indicators.
- Experience in using analytical software (Excel, SPSS, Stata, Power BI, etc.).
- Excellent skills in synthesis, reporting, and presentation in English. Working knowledge of Russian will be considered an asset for stakeholder engagement and fieldwork activities.

9. Selection:

The selection will be carried out in accordance with the Consultant's Qualification Selection (CQS) method under the World Bank Procurement Regulations (July 2016, revised November 2017).