United Nations Development Programme

TERMS OF REFERENCE

Job title:	Contracting national consultancy services to update the normative-methodological framework for conducting energy audits in the building, transport, and industry sectors
Duty Station:	Republic of Moldova, Chisinau
Reference to the projects:	(01001727) "Greening the future and advancing rights and stability"
Contract type:	Individual Contract
Assignment type:	2 National Consultants: - National Consultant 1: Buildings Sector (including Lighting sector) - National Consultant 2: Industry and Transport Sectors
Contract duration:	November 2025 – March 2026
Expected workload:	- National Consultant 1: Buildings Sector (including Lighting sector) - 30 wd - National Consultant 2: Industry and Transport Sectors - 35 wd
Indicative starting date:	November 1, 2025

1. BACKGROUND

In the Republic of Moldova, energy efficiency is a strategic national priority aligned with international commitments under the EU-Moldova Association Agreement and the Energy Community Treaty. Throughout 2025, the normative and technical framework for energy efficiency has undergone significant updates to strengthen the implementation of energy-saving policies and align with European standards. These updates include revisions to Law No. 139/2018 on energy efficiency, which establishes general principles for reducing energy consumption and promoting renewable energy sources, and amendments to Government Decision No. 676/2020 on approving the Regulation on Energy Auditors and Energy Auditing.

Additionally, new legislation, such as Law No. 282/2023 on the energy performance of buildings, introduces stringent requirements for evaluating and improving the efficiency of both new and existing buildings and Government Decision No. 829/2024 mandates energy audits for large enterprises, requiring periodic assessments to identify energy-saving opportunities. These legislative changes are driven by global challenges, including climate change, energy dependency, and rising energy costs, as highlighted in reports by the European Commission and the International Energy Agency (IEA). However, secondary methodological documents, such as the "Minimum Requirements for Conducting Energy Audits," audit report templates, input data files (e.g., Excel input data for energy audits in buildings or individual houses), and the Guide for checking the quality of energy audit reports will need to be updated to reflect the changes proposed in this activity.

Therefore, updating the normative-methodological framework is not only a requirement for legislative compliance, but an essential condition for increasing the quality of energy auditing. Audits carried out according to modern and well-defined standards allow for a correct and detailed assessment of energy consumption, leading to more relevant and feasible recommendations. A qualitative audit directly contributes to maximizing the impact of energy efficiency projects, by identifying solutions with the best cost-benefit ratio, facilitating access to international financing and ensuring the sustainability of interventions. In this context, the continuous development of auditors' skills, updating technical tools and strengthening institutional capacity become key factors for the efficient implementation of national policies in the field of energy efficiency.

2. OBJECTIVE AND EXPECTED OUTPUTS

The primary objective of this consultancy is to revise and update the normative-methodological framework for conducting and verifying energy audits in the building, industry, and transport sectors. This process aims to ensure compliance with recent legislative changes, enhance the quality and efficiency of energy audits, and support Moldova's national sustainability goals.

The process includes four key components, each designed to address the specific requirements of energy audits in the building (including Lighting sector), industry, and transport sectors, ensuring alignment with Moldova's updated legislative framework and international best practices.

a. **Revision and update of the normative-methodological framework for conducting energy audits (including minimum quality requirements of energy audit reports and audit reports templates)**

This component focuses on revising the methodological framework to define the complexity, structure, and specific requirements for energy audits across buildings, industry, and transport, with particular emphasis on compliance with Law No. 282/2023 for the energy performance of buildings and Government Decision No. 829/2024 for the approval of the Regulation on the performance of energy audits by large enterprises s and Government Decision No. 676/2020 for the approval of the Regulation on energy auditors and energy auditing. Current audits often lack integration across these sectors, particularly for complex entities like mixed-use industrial or commercial facilities that include buildings, industrial and transport operations. For buildings, the update will incorporate detailed requirements for assessing energy performance (e.g., insulation, HVAC systems, and renewable energy integration) in line with EU standards. An unified instruction or guide should be developed to support multidisciplinary audit teams, ensuring comprehensive assessments that reduce errors and enhance recommendation accuracy.

b. **Revision and update of energy audit calculation tools for buildings, industry, and transport (including input Data Files in Excel format)**

This component addresses the need to modernize the calculation tools for the buildings category, to reflect technological advances in calibration and predictive modeling included for adaptation to the new construction regulations on the certification of the energy performance of buildings and minimum performance requirements. The update will align the Excel-based input data files with Law no. 282/2023 and Government Decision no. 676/2020, allowing for accurate simulations of energy performance (e.g. thermal envelope efficiency, lighting and renewable energy potential). For industry and transport, examples of calculation tools that can be used can be made available, or specific tools can be developed that could assist auditors in the energy audit process. These updates are justified by the need for data-driven audits to support the Republic of Moldova's 30% renewable energy target by 2030 and improve compliance with EU directives.

c. **Update the guide for verifying the quality of energy audit reports**

The current Guide for verifying the quality of energy audit reports is outdated, risking inconsistent evaluations across sectors. This component will update the guide to include sector-specific evaluation grids for buildings, industry, and transport, ensuring alignment with Law No. 139/2018, Law No. 282/2023, and Government Decision No. 829/2024. For buildings, the guide will emphasize verification of compliance with Nearly Zero-Energy Building (NZEB) standards, thermal performance, and renewable energy integration. For industry and transport, it will focus on process optimization and fuel efficiency, respectively. The updated guide will provide the CNED's Commission with a robust, transparent tool to ensure report quality, reducing disputes and building stakeholder trust.

d. **Organization of consultation meetings with energy auditors and coordination of revised documents with stakeholders**

This component ensures that updates are practical and reflect the needs of auditors and stakeholders across all sectors. Consultation meetings will include building auditors (specialized in residential, commercial, and public structures), industrial auditors (focused on manufacturing and energy-intensive processes), and transport auditors (covering fleet management and logistics). These meetings will identify sector-specific challenges, such as retrofitting Soviet-era buildings or electrifying transport fleets and incorporate feedback to refine documents. Coordination with stakeholders, including the National Center for Sustainable Energy (CNED), ministries, and professional associations, will ensure alignment with national priorities and UNDP's participatory governance principles.

3. SCOPE OF THE ASSIGNMENT

To achieve the objective of updating the normative-methodological framework for energy audits in the building, industry, and transport sectors, the tasks are organized into **three phases** to ensure a systematic, efficient, and inclusive approach.

The consultancy team to complete the assignment will be composed of 2 (two) national consultants (1 consultant specialized in buildings' energy audit, and 1 consultant specialized in energy audit for industry and transport sectors), supervised by two international consultants. The international consultants will be hired separately by UNDP Moldova.

The national and international experts will collaborate closely to ensure coherence and alignment with both local needs and international best practices.

Phase I: Analysis and structuring

This phase aims to assess the current framework to identify gaps and establish a foundation for revisions across buildings, industry, and transport, aligning with the latest changes in legislation and standards in the field, as well as the needs of energy auditors and partners.

1. **Comprehensive review of existing documents**: Conduct a thorough analysis of current documents, including "Minimum Requirements for Energy Audits," audit report templates, Excel-based input data files, and the Guide for verifying the quality of energy audit reports.

   National Consultant nr. 1 will focus on building-specific documents, ensuring compliance with Law No. 282/2023, Law No. 139/2018, Government Decision No. 676/2020, Government Decision No. 144/2025 and construction regulations regarding minimum energy performance requirements and the methodology for calculating energy performance. National Consultant nr. 2 will evaluate industry and transport documents, aligning with Government Decision No. 829/2024 requirements (e.g., production efficiency, fleet electrification). This ensures all documents meet updated legislative norms. It will also address aspects regarding the minimum level of complexity of an audit in the industrial field.

   The review will have to be validated by the international experts.

2. **Detailed legislative analysis**: Analyze the requirements set out in Law No. 139/2018, Law No. 282/2023, Government Decision No. 676/2020 and Government Decision No. 829/2024, comparing them with EU standards in the field of energy auditing and with the Building Regulations regarding the methodology for calculating energy performance and minimum energy performance requirements.

   Consultant National 1 and Consultant International 1 will identify gaps in building audit protocols (e.g., outdated thermal performance metrics), while Consultant National 2 and Consultant International 2 will address deficiencies in industrial process metrics and transport efficiency standards. This ensures targeted updates across sectors.
   International experts will have to validate the findings and will advice on EU standards and/or best practices to be adopted.

3. **Stakeholders' consultation meetings**: Organize inclusive consultation sessions with energy auditors (specialized in buildings, industry, and transport), representatives from the Ministry of Energy, the National Center for Sustainable Energy (CNED), and professional associations. Costs related to logistics of the consultation sessions will be covered by UNDP and/or CNED separately from this contract.

4. **Proposal development and submission**: Develop and submit for coordination a detailed proposal for adjusting the methodological framework, including a structured outline for updated documents.

Phase II: Content development

This phase focuses on creating and updating minimum energy audit requirements and existing energy audit templates in close coordination with CNED.

5. **Content consolidation for sectoral modules**: Update and consolidate content for the general, buildings, industry, and transport modules, incorporating sector-specific case studies.

   National Consultant 1 will develop buildings module content, including protocols for insulation, HVAC systems, and renewable energy integration (e.g., solar panels, storage capacities).

   National Consultant 2 will address industry (e.g., energy-intensive processes) and transport (e.g., fleet efficiency, electrification), ensuring practical, actionable guidelines.

Works will be performed in consultation with the international experts.

6. **Revision of Audit Templates and Tools**: Update audit report templates and minimum requirements that need to be considered and Excel-based input data files for the construction sector.

   National Consultant 1 will include building-specific fields (e.g., NZEB compliance, thermal performance), ensuring standardized, user-friendly formats.

7. **Update of quality verification Guide**: Revise the Guide for verifying the quality of energy audit reports, incorporating sector-specific evaluation grids.

   National Consultant 1 will focus on building metrics (e.g., NZEB standards), while National Consultant 2 will emphasize industry and transport efficiency. This ensures transparent verification, reducing disputes by up to 30%, as seen in EU practices.

   The proposed revisions will have to be validated with the international consultants.

   Phase III: Finalization and delivery

   This phase ensures the revised framework is refined, validated, and ready for implementation, supporting Moldova's energy efficiency and decarbonization goals.

8. **Revision based on feedback:** Adjust the document package based on feedback from CNED, auditors, stakeholders, and inputs gathered during a mandatory round of public consultations. These consultations will be organized with representatives of authorities, civil society, private sector, and interested citizens to validate preliminary findings and ensure transparency and inclusiveness.

9. **Delivery of final package:** Submit the finalized document package, including updated "Minimum Requirements," audit templates, Excel tools, and the Quality Verification Guide, for approval by the beneficiary. The team of consultants will also ensure the presentation of the final documents to the auditors during an event.

4. KEY ACTIVITIES, DELIVERABLES AND TENTATIVE TIMETABLE

The activities and deliverables expected from each of the three consultants are the following:

Phases	Deliverables	Tentative timetable	Number of working days
National Consultant 1 (specialized in buildings)			
Phase I: Inception and Scoping	Inception Note – Buildings Component	November 14, 2025	3
Phase II: Drafting and Interim Deliverables	Draft Section – Minimum Requirements for Buildings – 5 days	December 25, 2025	25
	Draft Audit Templates – Buildings – 10 days		
	Draft Quality Verification Guide – Buildings – 5 days		
	Draft Excel tools – 5 days		
Phase III: Finalization and Delivery	Final Package of documents developed at the Phase II – Buildings Component	February 28, 2026	2
National Consultant 2 (specialized in industry and transport)			
Phase I: Inception and Scoping	Inception Note – Industry & Transport Component	November 14, 2025	3
Phase II: Drafting and Interim Deliverables	Draft Section – Minimum Requirements for Industry & Transport -5 days	December 25, 2025	30
	Draft Audit Templates – Industry & Transport – 20 days		
	Draft Technical Recommendations – Industry & Transport -5 days		
Phase III: Finalization and Delivery	Final Package – Industry & Transport Component	February 28, 2026	2

Note:
Deliverables and the final timeline can be amended or specified for the purpose of the assignment. All deliverables should be agreed with Project and be provided in electronic copy.
The contract will be structured as a lump-sum agreement, with all costs payable upon completion of the deliverables at the end of the contract period.

INSTITUTIONAL ARRANGEMENTS

The timeframe for the work of the Consultants is planned for the period November 2025 – February 2026, with the contract validity extended until March 31, 2026.

The assignment shall be performed in close coordination with the UNDP Project Team, under the guidance and supervision of the Project Manager, and in close liaison with the National Center for Sustainable Energy.

For the duration of the assignment the Project will provide the Consultants the necessary information and materials for the fulfilment of the assignment. All communications and documentation related to the assignment will be in **Romanian**, unless specifically agreed otherwise.

5. FINANCIAL ARRANGEMENTS

The contract will be structured as a lump-sum agreement, with all costs payable upon completion of the deliverables at the end of the contract period. Payments will be disbursed upon submission and validation of the final deliverables by the Project Manager.

6. QUALIFICATIONS AND SKILLS REQUIRED

For both of the consultants, the qualifications and skills required are listed below:

National Consultant 1: Buildings Sector Expert

Academic Qualifications:

- University degree (or higher) in Civil Engineering, Architecture, Energy Efficiency, or a related field.

Experience and Knowledge:

- Minimum 7 years of practical experience in energy efficiency specific to the buildings sector, demonstrated through relevant projects or assignments.
- Proven experience in conducting at least 5 complex energy audits in the buildings sector and/or development of feasibility studies, and energy studies, supported by documentation or references.
- Excellent knowledge of national legislation and standards, and the context related to the buildings sector, evidenced by prior engagement with local regulatory frameworks or policy development.
- Advanced analytical and technical writing skills in Romanian, demonstrated through reports, studies, or other professional documentation related to building energy efficiency.
- Fluency in Romanian, English and Russian is required.

National Consultant 2: Industry and Transport Sectors Expert

Academic Qualifications:

- University degree (or higher) in Mechanical Engineering, Transportation Engineering, Industrial Engineering, or a related field.

Experience and Knowledge:

- Minimum 7 years of practical experience in energy efficiency specific to the industry and/or transport sectors, demonstrated through relevant projects or assignments.
- Proven experience in conducting at least 5 complex energy audits in the industry or transport sectors and/or development of feasibility studies, and energy studies, supported by documentation or references.
- Excellent knowledge of national legislation and standards, and the context related to the industry and transport sectors, evidenced by prior engagement with local regulatory frameworks or policy development.
- Advanced analytical and technical writing skills in Romanian, demonstrated through reports, studies, or other professional documentation related to industry or transport energy efficiency.
- Fluency in Romanian, English and Russian is required.

7. DOCUMENTS TO BE INCLUDED WHEN SUBMITTING THE PROPOSALS

Interested individual consultants must submit the following documents/information to demonstrate their qualifications:

- Signed and filled-in Offeror's letter to UNDP confirming interest and availability for the individual contractor (IC) assignment, incorporating Financial proposal in Annex 2 (in USD, specifying a total requested amount per working day, including all related costs, e.g. fees, phone calls, fuel, etc.). Annex 2 to the Offeror's letter, incorporating the Financial Proposal, shall be filled in mandatorily and includes the detailed breakdown of costs supporting the all-inclusive financial proposal;

- Proposal (Motivation Letter): explaining why they are the most suitable for the work including previous experience in similar Projects (please provide brief information on each of the above qualifications, item by item, including information, links/copies of documents for similar comprehensive studies);

- Duly updated CV with at least 3 references.

Important notice: The applicants who have the statute of Government Official / Public Servant prior to appointment will be asked to submit the following documentation:

- a no-objection letter in respect of the applicant received from the Government, and;
- the applicant is certified in writing by the Government to be on official leave without pay for the entire duration of the Individual Contract.

8. EVALUATION

Initially, individual consultants will be short-listed based on the following minimum qualification criteria:

For the National Consultant 1: Buildings Sector Expert

- University degree (or higher) in Civil Engineering, Architecture, Energy Efficiency, or a related field.
- Minimum 7 years of practical experience in energy efficiency specific to the buildings sector, demonstrated through relevant projects or assignments.
- Certification as an auditor for Buildings by the National Center for Sustainable Energy (not Suspended).

For the National Consultant 2: Industry and Transport Sectors Expert

- University degree (or higher) in Mechanical Engineering, Transportation Engineering, Industrial Engineering, or a related field.
- Minimum 7 years of practical experience in energy efficiency specific to the industry and transport sectors, demonstrated through relevant projects or assignments.
- Certification as an auditor for Transport and Industry by the National Center for Sustainable Energy (not Suspended).

The short-listed individual consultants will be further evaluated based on the following methodology:

The award of the contract shall be made to the individual consultant whose offer has been evaluated and determined as:

a) responsive/ compliant/ acceptable, and
b) having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.
    - Technical Criteria weight – 60% (300 pts);
    - Financial Criteria weight – 40% (200 pts).

Only candidates obtaining a minimum of 210 points would be considered for the Financial Evaluation.

For the National Consultant 1: Buildings Sector Expert

Criteria	Scoring	Maximum Points Obtainable
Technical		
University degree (or higher) in Civil Engineering, Architecture, Energy Efficiency, or a related field	University degree – 30 pts, Master's degree – 40pts, Ph.D. – 50 pts.	50

Minimum 7 years of practical experience in energy efficiency specific to the buildings sector, demonstrated through relevant projects or assignments	7 years – 40 pts, each additional year - 10 pts, up to max – 70 pts.	70
Proven experience in conducting at least 5 complex energy audits in the buildings sector, supported by documentation or references	No assignments – 0 pts, 5 assignments – 40 pts, each additional assignment – 5 pts, up to 60 pts.	60
Demonstrated experience with local regulatory frameworks or policy development (evidenced by prior engagement)	Each assignment – 10 pts, up to 40 pts	40
Advanced analytical and technical writing skills in Romanian, demonstrated through reports, studies, or other professional documentation related to building energy efficiency	No assignments – 0 pts, 1 assignment – 20 pts, each additional assignment – 10 pts, up to 50 pts.	50
Fluency in Romanian is required. Knowledge of English and Russian would be an asset.	Romanian – 5 pts English – 5 pts Russian – 5 pts	15
Belonging to the group(s) under-represented in the UN Moldova and/or the area of assignment*	No – 0 pts each group - 5 pts, up to 15 pts.	15
Maximum Total Technical Scoring		**300**

For the National Consultant 2: Industry and Transport Sectors Expert

Criteria	Scoring	Maximum Points Obtainable
Technical		
University degree (or higher) in Mechanical Engineering, Transportation Engineering, Industrial Engineering, or a related field	University degree – 30 pts, Master's degree – 40pts, Ph.D. – 50 pts.	50
Minimum 7 years of practical experience in energy efficiency specific to the industry and/or transport sector, demonstrated through relevant projects or assignments	7 years – 40 pts, each additional year - 10 pts, up to max – 70 pts.	70
Proven experience in conducting at least 5 complex energy audits in the industry and/or transport sector, supported by documentation or references	No assignments – 0 pts, 5 assignments – 40 pts, each additional assignment – 5 pts, up to 60 pts.	60
Demonstrated experience with local regulatory frameworks or policy development (evidenced by prior engagement)	Each assignment – 10 pts, up to 40 pts	40
Advanced analytical and technical writing skills in Romanian, demonstrated through reports, studies, or other professional documentation related to building energy efficiency	No assignments – 0 pts, 1 assignment – 20 pts, each additional assignment – 10 pts, up to 50 pts.	50
Fluency in Romanian is required. Knowledge of English and Russian would be an asset.	Romanian – 5 pts English – 5 pts Russian – 5 pts	15
Belonging to the group(s) under-represented in the UN Moldova and/or the area of assignment*	No – 0 pts each group - 5 pts, up to 15 pts.	15
Maximum Total Technical Scoring		**300**

** Under-represented group in the area of assignment (energy efficiency) are women. Under-represented groups in UN Moldova are persons with disabilities, LGBTI, ethnic and linguistic minorities, especially ethnic Gagauzians, Bulgarians, Roma, Jews, people of African descent, people living with HIV, religious minorities, especially Muslim women, refugees and other non-citizens.*

Financial	
Evaluation of submitted financial offers will be done based on the following formula: **S = Fmin / F * 200** **S –** score received on financial evaluation;	**200**

Fmin – the lowest financial offer out of all the submitted offers qualified over the technical evaluation round; **F –** financial offer under consideration	

Winning candidate

The winning candidate will be the candidate who has accumulated the highest aggregated score (technical scoring + financial scoring).