



TERMS OF REFERENCE

Job title:	National Legal Expert to support the Central Electoral Commission in developing its internal regulation / secondary legislation framework
Duty station:	Chisinau, Republic of Moldova
Reference to the project:	Strengthening Democratic Resilience in Moldova (EDMITE III)
Contract type:	Individual Contract (IC)
Contract duration:	37 working days during June 2026 – November 2026
Invocative starting date:	June 2026

1. Background

The UNDP's "Strengthening Democratic Resilience in Moldova" (EDMITE III) project aims to fortify Moldova's democratic processes against internal and external threats such as cyber operations, information manipulation, and illicit political financing. Running from August 2024 to December 2028, the project focuses on three main areas: improving oversight of political finance to curb illicit activities and enhance transparency, strengthening electoral institutions to withstand cyber and information threats, and deepening civic engagement to foster an informed and inclusive electorate.

The project aligns with the OSCE/ODIHR and Venice Commission recommendations and supports the implementation of the Central Electoral Commission and the Center for Continuing Education in the Electoral Field's Strategic Plans (2024-2027). Through collaborative efforts with government bodies, civil society, and international partners, the project seeks to build a resilient democratic framework in Moldova, ensuring the integrity and security of electoral processes while promoting inclusive participation and civic education. This is done through three core objectives: improving oversight of political finance, strengthening electoral institutions to withstand digital and information threats, and promoting inclusive civic engagement.

The assignment will directly support ongoing efforts to strengthen and operationalize the legal and regulatory environment governing electoral administration in the Republic of Moldova. Moldova's electoral authorities operate in an increasingly complex institutional and digital landscape, where challenges related to personal data protection, information security, transparency of decision-making, regulation of political and electoral advertising, management of undue influence, and handling of electoral disputes have become more pronounced. Addressing these challenges requires a coherent, updated, and internally consistent set of institutional rules, procedures, and safeguards that are aligned with both national legislation and applicable international standards.

In this context, the EDMITE III project will support the Central Electoral Commission in reviewing, updating, and harmonizing its internal regulatory framework across multiple functional domains. These include rules governing the processing, use, storage, dissemination, and protection of personal data; internal information security and risk management policies; procedures related to public communication

and the publication of information on CEC's managed platforms; internal mechanisms for preventing and managing integrity and undue influence cases; and a unified, transparent framework for the documentation, examination, and resolution of electoral complaints and appeals.

To support these efforts, UNDP will engage a Legal Expert with specialized expertise in electoral law, institutional governance, and regulatory compliance. The Legal Expert will be responsible for drafting, revising, and harmonizing internal regulations, procedures, and operational guidelines of the Central Electoral Commission, ensuring their consistency with the constitutional framework of the Republic of Moldova, applicable national legislation, relevant regulatory acts, and international standards in the fields of electoral administration, data protection, transparency, integrity, and information security.

In addition to regulatory drafting, the assignment will include the development of practical guidance materials and the delivery of targeted capacity-building activities for relevant CEC staff. These activities will aim to ensure a clear understanding and consistent application of the updated internal rules, strengthen institutional compliance, and enhance operational efficiency across departments. By embedding principles of legality, transparency, accountability, proportionality, and security into day-to-day institutional practices, the assignment will contribute to strengthening the Central Electoral Commission's ability to manage information responsibly, ensure data security, respond effectively to electoral disputes, and uphold public confidence in the electoral process.

Overall, the engagement of the Legal Expert is essential to ensuring coherence between strategic reform objectives, international electoral standards, and the practical functioning of Moldova's electoral administration, thereby reinforcing democratic resilience and institutional trust in the Republic of Moldova.

2. Objective and expected outputs

The expected output of the National Legal Expert's assignment is the effective drafting, revision, and finalization of the Central Electoral Commission's internal regulations and secondary legislative acts, as specified in Annex 1 "*Internal Regulatory Framework of the Central Electoral Commission*" to these Terms of Reference. The assignment entails the direct preparation of complete draft regulatory texts, including regulations, procedures, instructions, and policy documents, which will be submitted as concrete deliverables under the contract.

The National Legal Expert will be responsible for ensuring that the drafted and revised internal regulations are fully consistent with recent and forthcoming amendments to the electoral legislation, relevant national legal acts, applicable international electoral standards, and recommendations issued by Electoral Observation Missions, including those of OSCE/ODIHR and the Council of Europe. The work will focus on translating legislative requirements and international recommendations into clear, coherent, and operational internal normative acts governing the activity of the CEC.

Through the direct elaboration of regulatory texts, the assignment will ensure that the CEC's internal regulatory framework adequately reflects constitutional requirements, institutional competencies, principles of transparency, integrity, data protection, information security, and due process, as well as the practical realities of electoral administration in the Republic of Moldova. The Expert's drafting work, supported by legal analysis and internal consultations, will directly contribute to strengthening the quality, consistency, enforceability, and day-to-day applicability of the CEC's internal normative framework.

Specifically, the Consultants will have the following responsibilities:

- The Consultant shall develop and submit to the Project Team and the Central Electoral Commission an inception report and a detailed work plan describing the proposed methodology, sequence of activities, and indicative timeline for the drafting, updating, review, and finalization of the internal regulatory documents and secondary legislation included in the list provided in Annex 1 "*Internal Regulatory Framework of the Central Electoral Commission*" to these Terms of Reference.
- In accordance with the approved work plan, the Consultant shall carry out the full process of drafting, reviewing, and updating the Central Electoral Commission's internal regulatory documents. This activity shall include the preparation of complete draft texts of regulations, policies, procedures, instructions, and other internal normative acts falling within the scope of the assignment, as identified in Annex 1 "*Internal Regulatory Framework of the Central Electoral Commission*". The drafting process shall be based on recent and forthcoming amendments to the electoral legislation, relevant national legal acts, applicable international standards, and recommendations issued by Electoral Observation Missions.
- The Consultant shall submit all deliverables to the Project, with joint confirmation from the Beneficiary where necessary, and shall provide legal support and explanations as required to ensure an efficient and well-informed consultation process.
- Following the receipt of comments and observations from the Central Electoral Commission, the Consultant shall revise, adjust, and finalize the internal regulatory documents, ensuring their legal accuracy, internal coherence, compliance with national legislation, and alignment with relevant international standards and best practices. Final versions of the documents shall be submitted to the Central Electoral Commission and the Project Team in accordance with the approved work plan.
- Throughout the assignment, the Consultant shall ensure harmonization and consistency across all internal regulatory documents developed or updated under this contract, with a view to avoiding overlaps, contradictions, or gaps within the Central Electoral Commission's internal normative framework and to supporting their effective implementation in practice.
- Upon completion of the assignment, the Consultant shall prepare and submit to the Project Team a comprehensive final report documenting the activities undertaken, the internal regulatory acts developed and/or revised in line with Annex 1 "*Internal Regulatory Framework of the Central Electoral Commission*", the progress achieved against the work plan, challenges encountered during the process, and recommendations for further improvements or future updates to the Central Electoral Commission's internal regulatory framework.

Note: For the purposes of the assignment, the Consultant will conduct on-site consultations with representatives and staff of the CEC and its units, with arrangements and coordination led by the UNDP project team.

3. Key deliverables and tentative timetable

	Key deliverables	Estimated Workdays	Tentative timeframe
1.	Preparation and submission of an Inception Report outlining the scope of the assignment, planned legal inputs and drafting support, proposed methodology, and a detailed workplan for the development, revision, and finalization of the Central Electoral Commission's internal regulatory and secondary legislative acts included in Annex 1 " <i>Internal Regulatory Framework of the Central Electoral Commission</i> "	1 WD	By 15 June 2026
2.	Prepare and submit complete draft internal regulatory documents of the Central Electoral Commission, including regulations, policies, procedures, instructions, and other internal normative acts covered by this assignment. The draft documents shall be developed on the basis of applicable legislative amendments to the electoral framework, relevant national legal acts, international electoral standards, and recommendations issued by Electoral Observation Missions, and shall be submitted to the Central Electoral Commission for institutional review and feedback.	28 WD	By 15 August 2026
3.	Review adaptation, and finalization of the internal regulatory documents, incorporating comments and feedback received from the Central Electoral Commission, ensuring their legal accuracy, internal coherence, compliance with national legislation, and alignment with international standards and best practices.	7 WD	By 30 September 2026
4.	Prepare and submit a final comprehensive report documenting all activities undertaken under the assignment, the internal regulatory acts developed and finalized, key achievements, issues and challenges encountered during the drafting and consultation process, final results, and recommendations for further improvements or future updates of the Central Electoral Commission's internal regulatory and secondary legislation framework.	1 WD	By 15 November 2026

4. Administrative arrangements:

The timeframe for the Consultant's assignment is planned for the period June 2026 – November 2026, with an estimated level of effort of up to 37 working days, as outlined in the present Terms of Reference and further detailed through the agreed work plan.

The Consultant shall perform the assignment in close coordination with the Central Electoral Commission and under the guidance and supervision of the UNDP EDMITE Project Team, including the Project Manager, Project Analyst, or other designated project staff. The assignment will focus on the drafting, review, and finalization of the CEC's internal regulations and secondary legislative acts included in the scope of this ToR.

UNDP will coordinate interactions with the CEC and support the organization of working meetings and consultations as required for the development, review, and validation of the regulatory documents. All deliverables produced under this assignment shall be submitted to the UNDP Project Team and the Central Electoral Commission for review and acceptance.

The Consultant is expected to work in cooperation with relevant representatives of the CEC and, where necessary, other national stakeholders involved in the regulatory and institutional aspects of electoral administration. UNDP will provide access to relevant background materials and support coordination with institutional counterparts throughout the implementation of the assignment.

All communications and documentation related to the assignment shall be conducted in Romanian and English, in line with project needs. Draft documents shall be discussed with the UNDP Project Team and the Central Electoral Commission, as appropriate, prior to finalization, to ensure that comments and inputs are adequately reflected.

Written communication with the Central Electoral Commission and other national counterparts shall be coordinated in advance with the UNDP Project Team. The Consultant shall keep UNDP informed of all relevant interactions undertaken in the context of the assignment. No reports or draft regulatory documents may be shared or disseminated outside the project framework without prior coordination with UNDP, in accordance with applicable procedures.

All deliverables produced under this assignment shall be submitted to the UNDP Project Team and the Central Electoral Commission for review and acceptance. The deliverables shall be considered final and approved only after obtaining the formal approval of both the Central Electoral Commission and the UNDP Project Manager.

5. Financial arrangements

The financial proposal shall specify a total all-inclusive amount, clearly indicating the applicable payment modality and linking payments to specific, measurable qualitative and quantitative deliverables, as defined in the present Terms of Reference (e.g. payment in instalments based on approved deliverables or a single final payment upon completion of the assignment).

Payments shall be based on outputs and shall be made upon satisfactory delivery of the services and outputs specified in the Terms of Reference. For the purpose of facilitating the evaluation and comparison of financial proposals, the financial offer shall include a detailed breakdown of the total amount, including the proposed daily fee, applicable taxes, and the estimated number of working days. Payments shall be disbursed in instalments, in accordance with the delivery schedule set out in the Terms of Reference, upon submission and endorsement of deliverables by the UNDP Project Team and approval by the Project Manager, certifying that the services have been satisfactorily performed and that the deliverables meet the required technical and quality standards.

6. Confidentiality

Materials provided to the Consultant and all proceedings within the consultancy contract shall be regarded as confidential, both during and after the consultancy. Violation of confidentiality requirements may result in immediate termination of contract.

7. Qualifications and Skills required

Academic Qualifications:

- Master's degree in law or public administration or bachelor's degree in the respective field with additional 3 years of experience;

Experience and knowledge:

- At least 7 years of proven professional experience in the legal field, electoral administration, public administration, or regulatory development;
- At least 2 years of demonstrated experience in legislative and regulatory drafting, including the preparation, revision, or harmonization of secondary legislation and internal normative acts (regulations, procedures, instructions, policies) for public institutions, demonstrating sustained and progressive involvement in normative drafting activities.

Competencies:

- Solid and practical knowledge of the electoral legal framework of the Republic of Moldova, including the mandate, roles, and responsibilities of the Central Electoral Commission;
- Demonstrated capacity to conduct legal analysis, regulatory drafting, and legal coherence assessment of internal normative acts;
- Ability to work independently with limited supervision and to deliver high-quality outputs within agreed timelines, as well as the ability to collaborate effectively with institutional counterparts;
- Fluency in Romanian language (verbal and written) is a must. Knowledge of English is an advantage and will facilitate effective engagement with the International Expert team and with international reference materials.

Personal qualities:

- Proven commitment to the core values of the United Nations, in particular respecting differences of culture, gender, religion, ethnicity, nationality, language, age, HIV status, disability, and sexual orientation, or other status;
- Excellent analytical, writing and research skills;
- Demonstrated interpersonal skills, as well as the ability to communicate effectively with all stakeholders and to present ideas clearly and effectively;
- Responsibility, flexibility and punctuality, ability to meet deadlines and prioritize multiple tasks.

The UNDP Moldova is committed to workforce diversity. Women and men, persons with different types of disabilities, LGBT, Roma and other ethnic, linguistic or religious minorities, persons living with HIV, as well as refugees and other non-citizens legally entitled to work in the Republic of Moldova, are particularly encouraged to apply.

8. Documents to be included when submitting proposals:

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

- Offeror's letter to UNDP confirming interest and availability for the individual contractor (IC) assignment, incorporating financial proposal in Annex 2.

Upload the signed version of the filled in Offeror's letter to UNDP confirming interest and availability for the individual contractor (IC) assignment. 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.

The Financial Proposal shall be additionally submitted directly in the system. Please ensure there are no mathematical errors and that amounts from Offeror's Letter to UNDP Confirming Interest and Availability match your offer in the system.

- Duly completed and updated personal CV and at least 3 references.

- Technical proposal (incl. brief description of experience, approach, and methodology for the completion of the assignment).

Incomplete applications will not be considered.

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.

9. Evaluation

Individual consultant will be short-listed based on the following minimum qualification criteria:

- Master's degree in law or public administration or bachelor's degree in the respective field with additional 3 years of experience;
- At least 7 years of proven professional experience in the legal field, electoral administration, public administration, or regulatory development;
- At least 2 years of demonstrated experience in legislative and regulatory drafting, including the preparation, revision, or harmonization of secondary legislation and internal normative acts (regulations, procedures, instructions, policies) for public institutions, demonstrating sustained and progressive involvement in normative drafting activities;
- Citizenship of the Republic of Moldova

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

Cumulative analysis

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

- responsive/ compliant/ acceptable, and
- 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.

Criteria and Scoring	Maximum Points Obtainable
Technical evaluation	
Master's degree in law or public administration or Bachelor degree in the respective field with additional 3 years of experience. <i>(Bachelor's degree– 20 pts., Master's degree – 35 pts.)</i>	35
At least 7 years of proven professional experience in the legal field, electoral administration, public administration, or regulatory development.	80

<i>(seven years – 50 pts., each additional year – 5 pts., up to max. 80 pts.)</i>	
At least 2 years of demonstrated professional experience in the drafting, revision, or harmonization of secondary legislation and internal normative acts (regulations, procedures, instructions, policies) for public institutions, including ministries, administrative agencies, decentralized authorities, or other public administration entities. <i>(two years – 30 pts., each additional year – 10 pts.; up to max. 80 pts.)</i>	80
Relevant and proven experience in conducting legal analysis and carrying out applied normative drafting assignments for public authorities with regulatory, oversight, or electoral administration functions, acquired through distinct consultancy assignments or specialized professional engagements. <i>.(each assignment – 10 pts.; up to max. 80 pts.)</i>	80
Experience working with international organizations, including UN Agencies, USAID, EU-funded projects, the Council of Europe, etc. is an advantage. <i>(yes– 10 pts.; no – 0 pts;)</i>	10
Fluency in Romanian language (verbal and written) is a must. Knowledge of English is an advantage and will facilitate effective engagement with the International Expert team and with international reference materials. <i>(Fluency in Romanian - 5 pts., English – 5 pts.)</i>	10
Belonging to the group(s) under-represented in the UN Moldova and/or the area of assignment* <i>(No – 0 pts., to one group – 2.5 pts., to two or more groups – 5 pts.)</i> <i>* 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. Please specify in CV, in case you belong to the group(s) under-represented in the UN Moldova and/or the area of assignment.</i>	5
Maximum Total Technical Scoring	300
<u>Financial</u>	
Evaluation of submitted financial offers will be done based on the following formula: <u>S = Fmin / F * 200</u> S – score received on financial evaluation. Fmin – the lowest financial offer out of all the submitted offers qualified over the technical evaluation round. F – financial offer under consideration	200

10. Winning candidate

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

ANNEX 1 "Internal Regulatory Framework of the Central Electoral Commission"

No.	Internal regulation
1.	Regulamentul privind modul de furnizare, distribuire și difuzare a publicității politice, electorale și a mesajelor de interes public, aprobat prin HCEC 1155 din 2023
2.	Regulamentul privind modul de publicare și actualizare a materialelor informative pe paginile web ale Comisiei Electorale Centrale și ale birourilor electorale de circumscripție, aprobat prin HCEC 1137 din 2023
3.	Regulamentul privind întocmirea și evidența cazurilor de influență necorespunzătoare în cadrul Comisiei Electorale Centrale (Regulamentul privind întocmirea și evidența cazurilor de influență necorespunzătoare în cadrul Comisiei Electorale Centrale HCEC 3190 din 2014)
4.	Declarația de politică privind prelucrarea datelor cu caracter personal în cadrul Comisiei Electorale Centrale, aprobat prin HCEC 4712 din 2021
5.	Politica de securitate a informației în cadrul Comisiei Electorale Central, aprobat prin HCEC 2226 din 2013
6.	Instrucțiunea privind depunerea și gestionarea contestațiilor prin subsistemul informatic „Contestații electorale”
7.	Regulamentul privind procedura de examinare a contestațiilor în perioada electorală aprobat prin HCEC 1128 din 2023