

TERMS OF REFERENCE

Job title: National Consultant to support the establishment and operationalization of an alliance of Homeowners Associations of Moldova

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: National Consultant

Contract duration: October 2026 – September 2027

Expected workload: 135 working days

Indicative starting date: October 2026

1. BACKGROUND

The residential sector in the Republic of Moldova faces significant challenges related to the governance, management, representation, and institutional capacity of Homeowners Associations (HOAs), Condominium Associations (APCs), housing cooperatives, and other residential property management structures. Despite their important role in ensuring the proper administration of residential buildings and promoting citizen participation, existing associations operate largely in isolation, with limited opportunities for coordination, advocacy, peer learning, and access to technical assistance. There is currently no national representative structure capable of consolidating the interests of homeowners' associations and engaging systematically with public authorities, utility providers, financial institutions, and development partners.

Meanwhile, management of multi-apartment residential buildings in the Republic of Moldova is undergoing a profound transformation, driven by recent legislative reforms and the country's strategic objectives in the field of energy efficiency, climate change mitigation, and sustainable urban development. The adoption of Law No. 187/2022 on Condominiums marked a significant milestone by establishing a clear, modern, and comprehensive legal framework for the administration of common property in multi-apartment residential buildings. This law explicitly designates the Association of Owners in Condominium (APC) as the sole legitimate legal form for the collective management and maintenance of shared building assets. It defines the rights, obligations, and operational rules for such associations, aligning Moldova's legislation with European best practices.

Despite this progressive legal framework, practical implementation remains limited. A large proportion of residential buildings continue to be managed through outdated legacy structures, including Associations of Privatized Housing Owners (APLP), Housing Construction Cooperatives (CCL), and municipal management enterprises (ÎMGFL). These legacy forms no longer comply with the current legal requirements and are not eligible to access national financing instruments — most notably the Fund for Energy Efficiency in the Residential Sector (FEERM).

The transition from legacy management structures to legally compliant Homeowners' Associations remains challenging for many communities. The process requires extensive legal, organizational and administrative support, including mobilization of apartment owners, organization of general assemblies, preparation of statutory documentation, registration procedures, clarification of ownership records and establishment of internal governance arrangements. Many initiative groups lack the necessary knowledge, confidence and technical capacity to navigate these procedures independently. At the same time, limited awareness regarding the responsibilities associated with condominium ownership and persistent perceptions that local authorities remain responsible for common property management further slow the reform process.

To address these challenges, UNDP intends to support the establishment of an alliance of Homeowners Associations of Moldova as a national umbrella organization that will strengthen condominium governance, promote sustainable housing management practices, facilitate policy dialogue, and contribute to energy efficiency and housing modernization efforts.

The consultant will provide end-to-end technical assistance for the establishment, registration, and initial operationalization of the alliance.

The assignment will be within the “Greening the Future, Advancing Rights and Stability” project, financed by Denmark and implemented by UNDP, as part of the Just Energy Transition (JET) portfolio and will contribute to building a sustainable, secure, and competitive energy system, fully aligned with national and EU objectives, delivering long-term economic, social, and environmental benefits.

2. OBJECTIVE AND EXPECTED OUTPUTS

The overall objective of the assignment is to support the creation of a legally established, operational, and sustainable alliance of Homeowners Associations of Moldova through stakeholder mobilization, institutional design, legal registration, governance establishment, and initial capacity development of the alliance's leadership and staff.

3. SCOPE OF THE ASSIGNMENT

The consultant shall provide comprehensive technical, legal, organizational, and facilitation support throughout all stages of the establishment process.

The assignment should include, but not be limited to, the following:

A. Assessment and recommended institutional model

- Review the legal and institutional framework governing non-commercial organizations, Homeowners Associations (HoAs); Condominium Associations; Housing Cooperatives; National federations and membership organizations;
- Analyze international practices, including but not limited to the relevant examples from Estonia (EKYL), Lithuania (Lithuanian Chamber of Housing), Romania (FAPR), other relevant European umbrella housing organizations;
- Conduct consultations with relevant interested parties, including but not limited to Ministry of Infrastructure and Regional Development, National Center for Sustainable Energy, local authorities, established HoAs, CSOs;
- Recommend the most appropriate legal form, governance model, membership structure, and sustainability mechanism for institutionalization of an alliance of Homeowners Associations in the Republic of Moldova. The entity shall operate as a non-political, member-driven association.

B. Stakeholder Mapping and Mobilization

- Conduct a mapping of potential members and partners nationwide to identify active HOAs/APCs; housing cooperatives; residential community organizations; municipal entities managing the residential sector;
- Support the formation of a Founding/Initiative Group comprising at least 15 associations, with at least 40% representing areas outside the Chişinău Municipality, ensuring representation from different

regions of the country and reflecting different categories of associations and organisational forms. The group should also ensure that at least 40% of the leaders or designated representatives of the participating associations are of the same gender.

C. Institutional Design

- Develop the entity's institutional framework, in consultation with the identified Founding/Initiative Group. The framework should include, but not be limited to vision, mission, strategic objectives, governance model, membership categories, decision-making procedures.
- Draft at least the following operational procedures and regulations: statute, membership policy; governance and election procedures; Internal governance documentation; Operational policies; Code of Ethics;
- Develop an initial general Business and Sustainability Plan, including a proposed membership/fee structure, and a list of services that could be provided by the newly established entity, and the first year working plan.

D. Establishment Process and State Registration

- Organize and facilitate preparatory meetings of the Initiative Group.
- Prepare all documentation required for the official registration, including facilitation of the constituent assembly meeting of the founding members.
- Ensure the adoption of founding documents, approval of governing structures and election of governing bodies.
- Ensure Support and facilitate the state registration of the newly established entity

E. Capacity Building and Mentorship

- Assess initial capacity needs of the alliance leadership and staff.
- Develop and deliver a practical induction and operationalization program.
- Conduct capacity-building sessions covering at least but not limited to governance and fiduciary responsibilities; membership management; stakeholder engagement; advocacy and policy dialogue; resource mobilization; strategic planning.
- Deliver a short mentorship/coaching program to support the newly established entity during the initial operational phase.
- Support the new entity to develop at least one project proposal (full proposal) to receive financial support to cover operational costs, as well as support to identify at least 5 (five) funding opportunities.

4. KEY ACTIVITIES, DELIVERABLES AND TENTATIVE TIMETABLE

The activities and deliverables expected from the consultant are the following:

Deliverables	Number of working days	Tentative timetable
Deliverable 1: Inception Report, including the assignment methodology, implementation plan and initial assessments The Inception Report shall present the Consultant's proposed methodology and approach for the implementation of the assignment, including a detailed assignment	15 WDs	Month 1

implementation plan covering all tasks in the present Terms of Reference. The Report shall also include: • An assessment of the legal and institutional options for the establishment of the entity, including recommendations on the most appropriate legal form and governance structure (5 wds) • An assessment of relevant international best practices and lessons learned applicable to the Republic of Moldova (5 wds) • A detailed assignment implementation plan and methodology covering all tasks included in the present Terms of Reference (5 wds)		
Deliverable 2: Mapping of stakeholders and Initiative Group establishment Mapping of the stakeholders and potential members; database of organizations; consultation report (at least 3 consultation meetings in different regions of the country: North; Chisinau / Center and South) - minutes of the consultation meetings should be provided; Report on formation of a Founding/Initiative Group comprising at least 15 associations, with at least 40% representing areas outside the Chişinău Municipality, ensuring representation from all regions of the country and reflecting different categories of associations and organizational forms. The group should also ensure that at least 40% of the leaders or designated representatives of the participating associations are of the same gender. Workplan on the establishment of the new governance entity coordinated and agreed with the Initiative Group members. <i>(mapping process and development of the database – 10 wds; consultations and establishment of the initiative group – 10 wds; drafting and coordination of the workplan – 3 wds)</i>	23 WDs	Month 2-3
Deliverable 3: Institutional package Develop the entity's institutional framework, in consultation with the identified Founding/Initiative Group. The framework should include, but not be limited to vision, mission, strategic objectives, governance model, membership categories, decision-making procedures. At least one drafted document to cover all indicated issues should be presented (5 wds) Draft at least the following 6 (six) operational procedures and regulations for the new entity: statute, membership policy; governance and election procedures; Internal governance documentation; Operational policies; Code of Ethics (2 wds for each document, 12 wds in total) Develop an initial general Business and Sustainability Plan, including a proposed membership/fee structure, and a list of services that could be provided by the newly established entity, and the first year working plan (20 wd)	37 WDs	Month 2-5
Deliverable 4: Founding Congress Founding Congress conducted; approved founding documents; election of governing bodies; minutes and resolutions of the Congress. Minutes of Congress should be provided. <i>(preparation for the Congress – 6 wd; Congress meeting – 1 wd; drafting after the meeting documents – 3 days)</i>	10 WDs	Month 5
Deliverable 5: Registration dossier Prepare and submit a complete, legally compliant registration dossier; respond to reasonable requests for clarification from the registration authority; and support the	5 WDs	Month 6

founders until a final registration decision is issued. A copy of the full dossier to be provided (5 wds)		
Deliverable 6: Capacity building and mentorship package Capacity Building and Mentorship Package delivered, including training materials, training completion report and list of participants to be provided, mentorship report and operational recommendations for the first year of entity activity. The capacity building program should include at least the following subjects: governance and fiduciary responsibilities; membership management; stakeholder engagement; advocacy and policy dialogue; resource mobilization; strategic planning. <i>(Development of the training materials – 10 wd, delivering of the trainings – 5 wds, post trainings mentorship and development of recommendation for the 1st year - 10 wds)</i>	25 WDs	Month 7-12
Deliverable 7: Drafted project proposal At least one project proposal (full proposal) drafted for the newly established entity to receive financial support to cover operational costs, and support to identify at least 5 (five) funding opportunities. <i>(draft of the project proposal – 13 wds, list of at least 5 funding opportunities - 2 wds)</i>	15 WDs	Month 8-9
Deliverable 8: Final Report Final report should summarize the completed work, as well as including data on the established entity, number of members, including founding members, adopted documents and strategic vision of the newly established entity on further development of the alliance (5 wds) The Report should be developed both in Romanian and English and have minim 5 pages.	5 WDs	Month 12

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.

All deliverables should be developed in Romanian, except Deliverable 8: Final Report, which should be also drafted in English.

5. INSTITUTIONAL ARRANGEMENTS

The timeframe for the work of the Consultant is planned for the period October 2026 – September 2027.

The assignment shall be performed in close coordination with the UNDP Project Team, under the guidance and supervision of the Project Manager, and Cluster Lead.

For the duration of the assignment the Project will provide the Consultant the necessary information and materials for the fulfilment of the assignment.

6. FINANCIAL ARRANGEMENTS

Payments will be disbursed in tranches upon submission and validation of deliverables (certifying that the services have been satisfactorily performed).

Travel and logistic costs related to this assignment will be covered additionally by the Project.

Registration costs for the new entity and all administrative costs should be covered by the initiative group.

7. QUALIFICATIONS AND SKILLS REQUIRED

Academic Qualifications:

- Advanced university degree (bachelor's or master's degree) in: Law; Public Administration; Political Science; Business Administration; Social Sciences or other relevant field.
- A Bachelor's degree combined with additional years of qualifying experience may be accepted in lieu of a Master's degree.

Professional Experience and Technical Competencies:

- Minimum 5 years of progressively responsible professional experience in at least two of the following areas: Civil society development; Institutional strengthening; Organizational development; Association establishment; Non-profit governance; Legal registration of organizations; Public participation and stakeholder engagement.
- Experience in establishing membership-based organizations, federations, chambers, networks or umbrella organizations will be considered a strong asset.
- Experience working with UNDP, EU-funded, or other international development projects is desirable.
- Fluency in Romanian is required. Good working knowledge of English is required. Knowledge of Russian will be an advantage.
- Citizenship of the Republic of Moldova is required for this National Consultant assignment.

8. 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.

9. EVALUATION

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

- Advanced university degree (Master's or Bachelor's) in Law, Public Administration, Political Science, Business Administration, Social Sciences or other relevant field.
- Minimum 5 years of progressively responsible professional experience in at least two of the following areas: civil society development, institutional strengthening, organizational development, association establishment, non-profit governance, legal registration of organizations, or public participation and stakeholder engagement.

- At least 2 assignments involving the establishment, institutional strengthening, or governance support of membership-based organizations, federations, chambers, networks, or umbrella organizations.
- Citizenship of the Republic of Moldova

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:

- 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	Scoring	Points obtainable
<u>Technical</u>		
Advanced university degree (or higher) in Law, Public Administration, Political Science, Business Administration, Social Sciences or other relevant field.	<i>Bachelor's degree - 10 pts. Master's degree - 15 pts.</i>	15
Minimum five (5) years of progressively responsible professional experience in civil society development, institutional strengthening, organizational development, association establishment, non-profit governance, or related fields	<i>5 years - 20 pts., each additional year of experience - 5 pts., up to a maximum of 40 pts.</i>	40
At least 2 assignments involving institutional strengthening, association/federation establishment, non-profit governance, or membership-based organization development, completed for civil society organizations, government authorities, or development partners	<i>2 assignments - 20 pts., each additional assignment - 5 pts., up to a maximum of 40 pts.</i>	40
Experience in providing support or establishing membership-based organizations, federations, chambers, networks or umbrella organizations (asset criterion)	Each assignment – 5 pts, up to 20 pts	20
Previous experience within a UNDP Project and/or other international organization(s) will be considered an advantage	<i>each assignment - 5 pts. up to a maximum of 10 pts.</i>	10
<i>Subtotal Technical Scoring</i>		125
<u>Interview</u>		
<i>(The first three candidates who passed technical evaluation criteria with the best score shall be invited for an online interview and pass the cumulative analysis)</i>		
Knowledge of organizational design and governance structuring, and ability to facilitate consensus-based decision-making processes	<i>none - 0 pts, limited ≤ 10 pts, good ≤ 25 pts, strong ≤ 35 pts</i>	170

Understanding of the legal and institutional framework governing non-commercial organizations, HOAs/condominium associations, and national federation/umbrella-body models, and ability to apply this knowledge in practice	<i>none - 0 pts, limited ≤ 10 pts, good ≤ 25 pts, strong ≤ 35 pts</i>	
Familiarity with procurement and evaluation processes under IFI/donor-funded projects will be an asset.	<i>none - 0 pts, limited ≤ 10 pts, good ≤ 15 pts, strong ≤ 25 pts</i>	
Strong analytical skills and ability to synthesize complex information into clear and concise analytical outputs	<i>none - 0 pts, limited ≤ 10 pts, good ≤ 20 pts, strong ≤ 30 pts</i>	
Demonstrated interpersonal skills, as well as the ability to communicate effectively	<i>none - 0 pts, limited ≤ 10 pts, good ≤ 20 pts, strong ≤ 30 pts</i>	
Fluency in Romanian (mandatory) and good command of English. Knowledge of Russian	<i>each language - 5 pts. up to a maximum of 15 pts.</i>	
Subtotal Interview Scoring		170
Belonging to the group(s) under-represented in the UN Moldova and/or the area of assignment*	<i>No - 0 pts, Yes - 5 pts.</i>	5
Maximum Total Technical Scoring		300

* Under-represented group in the area of assignment (housing/civil society sector) 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: <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

Winning candidate

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