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GENDER ASSESSMENT USAID/MOLDOVA

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2011 Gender Assessment for USAID/Moldova

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Executive Summary

I. Purpose and Methodology of the Assessment

The overarching purpose of this Gender Assessment was to conduct an assessment that would identify significant sector-specific gender issues that are relevant across the USAID/Moldova portfolio and serve as baseline data against which to measure progress in achieving gender equality in Moldova. Findings of the gender assessment will be used to inform the design of the new strategic plan and new activities/projects. It will also provide practical recommendations on how to ensure gender integration throughout project planning, implementation, monitoring and evaluation cycles.

The methodology of the assessment relied primarily on review and analysis of pertinent documents and literature, and key informant interviews. The reviewed materials included sector assessments that were recently conducted by USAID or other entities; USAID/Moldova program documents; brief questionnaires completed by COTRs/AOTRs that described how gender was reflected in the programs they manage; Government of Moldova laws, Action Plans and other documents; general background documents on gender in Moldova; and studies and assessments that were written by other donors, think tanks, or NGOs. Meetings were held with key donors (e.g., UNIFEM, SIDA, OSCE), Government of Moldova officials from the central government, NGOs active on women's issues, USAID implementers, and USAID/Moldova staff from the Program Office and the various AO Teams. Because time was limited, the focus was on gender issues that were the most relevant to the Mission's planned strategic and program design priorities.

II. Identification of Key Gender Issues

Some of the key findings from this assessment included the following:

- There was relative consensus across informants that the most pressing gender issues in Moldova include women's economic empowerment, the high incidence of domestic violence (DV), the interconnected issues of migration and trafficking in persons (TIP), and the low level of female representation in political parties and elected office.
- Although Moldova is not an oppressively patriarchal culture, there are still relatively strong gender roles and women are generally expected to have primary responsibility for the household and for child care whether they are employed or not, thus creating the familiar "double burden" of work in and outside of the home.
- Many Moldovans are familiar with the term "gender", however, the differences between "sex" and "gender" are not well-understood. Most Moldovans, including government officials are said to assume that "gender" refers exclusively to women and concerns about "women's issues".

- There appears to be reluctance in Moldovan society to accept gender equality as an important concept, and men are particularly likely not to see the benefits of empowering women and promoting equal opportunities.
- Current legislation along with various provisions in more specialized laws and legal codes are considered to represent a solid basis for gender equality and lack of discrimination in Moldova. Nevertheless, there are serious barriers that prevent these laws from realizing the desired impact, including the slow pace of concrete implementation, inadequacy of budgetary resources, and associated reliance on donor funding.
- In carrying out its work, the GoM (and others) suffer from a lack of sex-disaggregated statistics in many areas. A survey of relevant stakeholders carried out by UNIFEM revealed that there is a strong demand for sex-disaggregated data, that government workers need additional training on the value and use of such statistics, and that users desire analysis of the data in addition to tables and charts.
- The Department for Equal Opportunities and the Prevention of Violence in the Ministry of Labor, Social Protection and Family appears to have the will to carry out its responsibilities to oversee the implementation of the National Action Plan on Gender but is under-staffed and under-resourced. Focal points for addressing gender equality in line Ministries and at the local level are not yet functioning effectively.
- The current Government is collaborating well with civil society on issues related to gender equality and gender-based violence.
- There is a small group of active “women’s NGOs” that are high in capacity and consistently active in addressing gender issues but they struggle with sustainability and are almost completely dependent on donor funding.
- While not blatantly discriminatory, the media conveys different messages about men and women, including that women are less likely to be experts or thought-leaders.
- Women are under-represented at all levels of government in Moldova and there is current discussion of beefing up electoral code provisions that would require political parties to reserve 30% of the slots on candidate lists for women.
- Domestic violence is a serious problem in Moldova and there are not yet sufficient services for assisting victims of violence or for treating male perpetrators.
- Trafficking in persons (TIP) continues to be a pressing problem for Moldova and the patterns of TIP appear to be changing with traffickers becoming more sophisticated and nuanced in their methods, levels of internal trafficking beginning to rise, more male victims of trafficking being identified, and according to some, children becoming increasingly vulnerable to sex tourists.
- Migration of parents out of Moldova has been identified as leading to negative psychological outcomes for their children who remain behind, raising fears that a generation of children and youth will grow up without the benefits of parental supervision and in-person care, and with distorted perceptions of gender roles in family life.
- Large numbers of women and men are inactive in the labor market in Moldova and somewhat more men than women are registered as unemployed.

- Women are much less likely than men to be business owners and the female entrepreneurs that do exist are concentrated in the micro-business sector.
- Barriers to economic empowerment of women in Moldova include time constraints due to heavy responsibilities for household labor, active discrimination on the part of employers, stratification of women into lower-paying sectors, and low numbers of women in managerial positions, among others.

III. Key Recommendations Related to Gender Integration at USAID

- USAID/Moldova should seek training opportunities in gender for Country Office staff, both on its own and in conjunction with other USG and donor organizations.
- USAID/Moldova should mandate the inclusion of gender analysis in all assessments that it conducts or funds.
- The USAID Country Office in Moldova should consider drafting a gender plan of action to cover the time period between now and when the next strategy is finalized.
- USAID/Moldova should consider the feasibility of establishing a small Gender Working Group given the benefits that such a group can bring.
- USAID/Moldova should strengthen the language related to gender and gender analysis in activity approval documents (AADs) during the project design process so as to insure that AADs uniformly meet the requirements of the ADS.
- The USAID Country Office in Moldova should spell out the mechanism by which the results of sector-specific gender analyses that are carried out by implementers will be incorporated into project designs and/or annual work plans; otherwise, these analyses will not effectively contribute to gender integration.
- In discussing gender issues in AADs, USAID/Moldova should avoid simply stating that “gender will be cross-cutting” without also including more specific and concrete information about how gender will be integrated across the activity.
- USAID/Moldova should include explicit language regarding what gender issues are to be addressed in all SOWs that are included in RFAs, RFPs, RFTOPs, APSs, etc.
- USAID/Moldova should establish clear and multiple evaluation/selection criteria related to gender for solicitations.
- USAID/Moldova should continue to request that implementers routinely dis-aggregate data including data related to process, outcomes and impact, if possible. If any implementers are not currently dis-aggregating their data, they should be reminded that this is mandatory.
- USAID implementers should be asked to develop and include gender-sensitive indicators where appropriate.
- USAID/Moldova should begin fleshing out the gender-sensitive indicators that will be included in an activity at the design stage.
- In order to help implementers provide better and more detailed gender-sensitive data, USAID/Moldova should review USAID’s gender requirements with all implementers and should request that implementers include observations and discussions related to gender in Reports.

- USAID/Moldova should track, report and publicize program results that contribute to gender equality.

IV. Key Recommendations Related to Current and Upcoming Mission Programming

A. Overarching Recommendations

- As part of any project design phase, consult with men and women to ensure that they will have equal access to the project and that they do not foresee any unanticipated consequences of the project for gender equality.
- Build in activities that address the priorities outlined in the Government of Moldova's Strategy and Action Plans on Gender Equality.
- Across the board, build features into activities that will address constraints on women's ability to participate due to their family role and responsibilities.
- Increase male involvement overall in projects addressing gender inequalities.
- If possible, address DV with small activities that cross-cut USAID/Moldova's portfolio.
- Support activities designed to empower women across the portfolio.
- USAID/Moldova should strongly consider funding or seeking funding for programming designed to address and mitigate the impacts of migration on children and youth.

B. Recommendations for the Democracy Sector

Media

At present, it is unclear whether USAID/Moldova will fund another media program when the current program ends in the fall of 2011. However, should media work continue, USAID could consider the following types of activities to more completely integrate gender:

- Fund a content analysis of portrayals of men and women across all forms of media.
- Train journalists, media owners, and managers to recognize and avoid the use of sexist, degrading, or stereotypical representations of women.
- Design a media campaign that showcases high profile male political (and other) leaders who support women's empowerment.
- Design and fund an annual competition and award for the best examples of gender-aware and gender-sensitive reporting in the media.
- Launch advocacy and civic education campaigns using a wide variety of media to raise public awareness of gender issues and to publicize positive steps that the GoM is taking on these issues.

Rule of Law

The new RoL program is in procurement so precise details of what the program will look like have not yet been finalized. Hence, whether the suggestions below are applicable will to some extent depend on the final program design.

- Build strong content related to gender equality, women's rights, and relevant legislation into the curriculum that the National Institute of Justice (NIJ) uses to train judges, aspiring judges, and prosecutors.
- Ensure that the strategic plan and overarching Mission of the NIJ includes a focus on gender equality and integrates gender across its objectives, including those related to recruitment and hiring.
- Work with women's NGOs to monitor courts and the justice system on issues of special importance to women.
- Increase public awareness that DV is a crime, familiarize the public with legislation that addresses DV and with methods for accessing justice for victims of domestic violence under the law.
- Insure that efforts to improve the transparency of the court system involve methods that work for both men and women.

Local Governance

The local governance (LG) program is currently in the procurement process, so the details of this program are yet to be determined. Below are some general considerations that should be kept in mind in terms of integrating gender, based on the typical issues that arise in local governance programs that are implemented by USAID in the E&E region.

- If the LG program is implemented in any of the towns where active women-led community groups were established under the IREX community involvement program, activate and involve these groups in efforts to gather input at the grass roots level.
- Conduct a baseline survey on what municipal services and other community fiscal management issues are seen as most important by men and women in the locations where the LG program will operate.
- Tailor citizen outreach and community mobilization efforts so that they are equally effective for women and men.
- If possible, support a gender analysis of decentralization and local budgeting processes.
- Collect sex-disaggregated service delivery indicators over time to examine whether satisfaction with or complaints about service delivery differ for men and women.

Elections and Political Participation

Women in Moldova are under-represented at all levels of government and USAID should contribute to efforts to increase women's political participation in any future work on elections

or political parties. Such efforts should include a focus on relevant legislation and women candidates themselves but also on raising awareness among citizens of the benefits of gender equality and inclusiveness in the political system. Illustrative ways to integrate gender into work in this area include:

- Carry out activities to support current efforts to revise the electoral code to insure that parties adhere to the gender quota.
- Work with civil society groups to raise awareness among Moldovan citizens about why quotas are necessary to advance gender equality and to counter any backlash that arises as the debate about quotas moves forward.
- Work with political parties to build awareness of the need for female representation in government and respect for the quota provisions in law.
- Work with political parties' women's sections to insure that women are actively involved in policy formulation and decision-making.
- Continue to work with political parties to refine their ideological platforms and to convey these to the public, with a focus on issues and messages that will appeal to women.
- Assess whether newly elected female politicians have unique capacity-building needs and target capacity-building efforts to those needs in any work with candidates for office or elected officials.
- In any political party work with a youth focus, specifically seek out female participants in order to insure equal opportunities for young women and men.
- Build formal networks or coalitions of female political leaders, across party lines, if possible.
- Create a mentorship program for emerging female political leaders that pairs them with established female leaders in Moldova and across the region.
- Create an awards program that recognizes strong contributions toward gender equality in Moldova by political parties, as well as both male and female politicians.
- In future work with the CEC, seek ways to insure that the membership is more gender-balanced.

Civil Society

- Continue work on improving the legislative framework that governs the operation of civil society organizations overall and on seeking ways to improve NGO sustainability.
- Continue to work with the ProGen Alliance and focus on ways to make this Alliance sustainable.
- Seek to build the capacity of women's NGOs to function as watchdogs and to gain visibility in the media in this role.
- Work in a collaborative manner with USAID/Moldova programming in the media sector to position women's NGOs as expert commentators on gender issues and to feature them in this role using multiple forms of media.

- If the opportunity arises, support the creation of one or more NGOs designed to address men's issues in Moldova.
- Considering applying the gender mainstreaming tool that is currently being developed under the civil society program to all USAID implementers and sub-grantees, not just those with sub-grants under the AED program.

C. Recommendations for the Economic Growth Sector

Business Enabling Environment

- Conduct gender and social impact analysis to determine whether men and women have differing views as to which constraints to doing business are the most important and to ensure that practices or regulations designed to improve the business enabling environment do not inadvertently disadvantage women.
- Conduct an analysis of the entry points for and experiences with corruption of male and female business owners and examine whether USAID programming could assist in targeting any of the forms of corruption that are identified.

Competitiveness

- When selecting additional sectors to work in under the CEED program, consider specifically choosing at least one that has high potential for women to assume leadership and decision-making positions in firms that produce competitive products for export.
- Insure that women can participate in training and workshops designed to facilitate workforce development by scheduling these sessions at times and in places that are compatible with their involvement.
- Support/develop women's business and trade associations overall as well as in competitive business sectors.
- Women micro-enterprise owners could be targeted for assistance in growing their businesses in competitive sectors to increase the number of SMEs owned and managed by women in Moldova.
- USAID should continue efforts to attract more women to the ICT sector in the hope that over time, more of these women will be promoted to management positions.
- If compatible with the scope of the new CEED program, USAID should actively support the development of a cadre of women managers across sectors.
- In sectors that employ a predominantly female workforce, USAID implementers should be sensitive to sexual harassment issues in the workplace and engage in awareness-raising to combat this phenomenon.
- USAID could create a mentorship program for emerging or potential female business leaders that pairs them with established female business leaders and provides possible internship opportunities.

Agriculture

- Conduct a survey and subsequent gender analysis of men's and women's roles in agriculture based on a representative sample of farms, including those owned or run by women or men only.
- In the SOW that USAID writes for the gender analysis that will be conducted at the start of the new agriculture activity, consultants should be asked to look at sex differences in access to assets, responsibilities, financial remuneration, and decision-making at each step of the value chain including producers, buyers, sellers, etc. to assess gender-related barriers and opportunities at all levels.
- USAID/Moldova should review with current and future implementers the training materials related to gender issues in agriculture that were developed under the USAID Women in Development Office's GATE project, to take advantage of materials that have already been produced.
- Programs designed to expand the agribusiness sector or increase its profitability should be designed in a manner that insures that women do not shoulder a disproportionate amount of the labor while reaping little of the financial benefit from such programs.
- USAID should assess the impacts of proposed new activities in the agriculture sector on children to insure that these activities do not have the unintended consequence of increasing levels of child labor or making it less likely that children remain in school.
- All training and educational opportunities should be implemented in a manner that specifically targets women as participants so that the gaps in skills and knowledge that were revealed in the MCC Farm Survey Gender Assessment can be closed.

I. Introduction

Purpose of the Assessment

As specified in the ADS, among the technical analyses and assessments that USAID Missions are required to conduct during the strategic planning process is a gender analysis. One of the foundations of a good gender analysis is a country gender assessment that examines the main gender issues in a country as well as the extent to which gender is integrated into USAID activities.

The overarching purpose of this Assessment was to “conduct a gender assessment that would identify significant sector specific gender issues across the USAID/Moldova portfolio that would also serve as baseline data against which to measure progress in the future. Findings of the gender assessment will be used to inform the design of the new strategic plan and new activities/projects. It will also provide practical recommendations on how to ensure gender integration throughout project planning, implementation, monitoring and evaluation cycles.”

The Scope of Work describes the following inter-related objectives (see Annex A):

- to identify any gender inequalities or differences that will impede achieving program goals and recommend approaches on how USAID/Moldova can better address these inequalities throughout its programming;
- to identify how the anticipated results of USAID programs will affect women and men differently;
- to determine gender issues relevant to the Mission-supported program and recommend how they can better be integrated into the existing or future programming;
- to suggest gender-sensitive performance indicators and sex-disaggregated data particularly for the newly designed programs; and
- to provide a short training on the ADS requirements, gender integration, and gender analysis for Mission technical staff to enable them to address gender issues at the project/activity level.

Methodology

The consultant who conducted this assessment was Cathy Cozzarelli, the Gender Advisor for the E&E Bureau in USAID/Washington. She was assisted by Diana Cazacu (Gender Point of Contact for the USAID Country Office in Moldova) and Stella Roudenko (Gender Advisor for the USAID Regional Mission to Ukraine, Moldova and Belarus). Dr. Cozzarelli was in Moldova for two weeks, from January 22 – February 5, 2011. Ms. Cazacu also attended all meetings, handled logistics, and provided numerous forms of general support. Ms. Roudenko attended all meetings and provided additional support during the first week of the assessment.

The methodology of the assessment relied primarily on review and analysis of pertinent documents and literature, and key informant interviews. The reviewed materials included sector assessments that were recently conducted by USAID or other entities; USAID/Moldova program documents; brief questionnaires completed by COTRs/AOTRs that described how gender was reflected in the programs they manage; Government of Moldova laws, Action Plans and other documents; general background documents on gender in Moldova; and studies and assessments that were written by other donors, think tanks, or NGOs. (See References section for a complete list of documents.)

Meetings were held with key donors (e.g., UNIFEM, SIDA, OSCE), Government of Moldova officials from the central government, NGOs active on women's issues, USAID implementers, and USAID/Moldova staff from the Program Office and the various AO Teams (see Annex B for a complete list of meetings). Most meetings were held in Chisinau; however the Team also took field trips to Balti and Drochia. Because time was limited, the consultant focused the interviews on gender issues that were the most relevant to the USAID/Moldova's planned strategic and program design priorities rather than conducting a comprehensive gender assessment of key issues across all possible sectors. Thus, for example, health issues with gender implications are not treated in great detail in the assessment because USAID/Moldova does not currently and does not plan to implement programming in this sector.

While in Moldova, the consultant also conducted an hour and a half long training session focused on the recent revisions to the ADS and gender analysis at the activity or project level. This session was attended by approximately ten people from across all Offices at USAID/Moldova.

USAID Country Office Context and Strategy Development Process

Currently, USAID/Moldova continues to operate under the assistance objectives of an expired strategic plan (2001-2006) that are being extended on an annual basis and transposed into the annual Mission Operational Plan. The economic and political changes over the past few years in Moldova, as well as new directives related to strategy development from Washington have led USAID/Moldova to conclude that a new strategy will be required over the next two years or so. The new strategy will build on USAID's accomplishments to date, and will incorporate findings and lessons learned from numerous assessments, including this one.

Major activities currently funded by USAID/Moldova include the following:

Economic Growth¹

- **Business Regulatory and Tax Administration Reform Project (BIZTAR).** Implementer: DAI/NATHAN Group; Project Period: 09/2007 – 09/2011. The BIZTAR Project seeks to

¹ Information taken from USAID/Moldova: Assistance to the Republic of Moldova, January 2011. Hard copy obtained while on TDY.

improve the business environment in Moldova by implementing reforms in the business and tax sectors. To achieve this, the project is working with the Government of Moldova to reduce administrative burdens on the private sector, streamline tax administration, reduce opportunities for corruption, improve access to government information, and strengthen public-private sector dialogue.

- **Competitiveness Enhancement and Enterprise Development II (CEED II).** Implementer: Chemonics International, Inc.; Timeframe: 12/2010 – 12/2014. The CEED II project advances Moldova’s efforts to promote a strong, diverse and export-oriented economy by improving competitiveness and efficiency in key Moldovan industries. CEED II works with three industries supported under the previous CEED I project: information technology, textile and apparel, and winemaking, and will also select three new industries for support. The project will increase trade by, and investment in, each targeted industry, while also strengthening dialogue between the private sector and government. To improve competitiveness, CEED II helps selected industries to make better use of technology, to improve business processes and the quality of products and services, to develop workforce capacity, and to position and promote products and services within the respective industries. At the same time, CEED II strengthens industry associations and member-based organizations associated with targeted industries.
- **Agriculture Competitiveness and Enterprise Development Project (ACED).** Implementer: In procurement. The Agricultural Competitiveness and Enterprise Development Project (ACED) will work on improving the competitiveness of Moldovan high value agriculture (HVA) by addressing binding constraints in targeted fruit and vegetable value chains at the marketing, production and policy levels. Complementing the upcoming Millennium Challenge Corporation (MCC) investment in irrigation system rehabilitation, ACED will provide critical market development and technical assistance support needed by beneficiaries as they transition to irrigated HVA production. ACED will also represent USAID’s first substantial enterprise development effort in Transnistria and will focus on helping micro-, small and medium-sized enterprises (MSMEs) in the Transnistrian region grow and become more competitive.
- **Women’s Career Development Program.** Implementer: Pro-Business Nord; Project period: 07/2009 – 03/2012. The Women’s Career Development Program works to empower economically vulnerable women with the capabilities to make independent strategic life choices and to improve their economic welfare. More detail about this program will be included below in the EG section of the assessment.

Governing Justly and Democratically

- **Media Program in Moldova.** Project period: 09/30/2008 - 09/30/2011. The Media Program in Moldova (MPM) provides technical assistance to an existing, informal network of local television stations. The program helps partner stations share locally produced programming and improves their opportunities to generate revenue through building skills in journalism, advertising, and management at both the station and network levels.

- **Moldova Civil Society Strengthening Program.** Implementer: AED; Project period: 10/2009 - 10/2012. The Moldova Civil Society Strengthening Program strengthens representative democracy in Moldova through support for a constituent-driven, sustainable civil society sector. The program provides on-site technical assistance towards: (i) enhancing the skills of civil society organizations to effectively represent citizen interests; (ii) improving the governance and management of civil society organizations; (iii) strengthening the legal and fiscal framework for civil society; and (iv) promoting the diversification of financial resources available to civil society organizations.
- **Moldovan Electoral Administration Capacity Development Program.** Implementer: International Foundation for Electoral Systems (IFES); Timeframe: 04/2010 – 05/2012. The Moldovan Electoral Administration Capacity Development (MEACD) Program strengthens critical elections institutions and processes in Moldova through support to the Central Election Commission (CEC). The MEACD Program improves voter registration procedures, standardizes and strengthens the mechanisms for voter registration, develops the training capacity of the CEC, builds the capacity of election officials, and provides targeted voter education initiatives through a modern voter education approach.
- **Strengthening Democratic Political Activism in Moldova.** Implementers: International Republican Institute (IRI), National Democratic Institute (NDI), International Foundation for Electoral Systems (IFES); Project period: 06/2008 – 06/2011. The Strengthening Democratic Political Activism program works with the Moldovan Parliament, political parties, independent activists, youth and the Central Electoral Commission (CEC) to share international experiences on democratic political organizing and elections. At the local, rayon, and national levels, the program is cultivating new political activists who can formulate and pursue concrete political objectives based on the needs of constituents. In cooperation with the CEC, the program supports a free and fair democratic election process, in line with European and international standards.
- **Moldova Rapid Governance Support Program.** Implementer: Millennium Partners Consulting, LLC/Moldova; Project period: 03/2010 – 11/2011. The Moldova Rapid Governance Support Program is designed to provide limited expert assistance to Moldovan Government Ministries and Offices, the Judicial Sector, and the Parliament to help address obstacles which may be hindering the implementation of key reforms. The assistance can be provided on relatively short notice, and include such things as expert consulting on policy, organizational or management issues, training and study trips, rapid assessments, and drafting of action plans. Although capable of responding to needs which may yet arise, the MRGS Program expects to respond to Government requests to help the judicial sector with implementation of the Integrated Case Management System, to assist the Ministry of Agriculture and Food Industry with previously identified reforms, to work with the Center for Combating Economic Crimes and Corruption, to provide support to the process of decentralization and to conduct communications training.
- **Local Government Support and Rule of Law Programs** are currently in the procurement process.

Some of the USAID/Moldova's ongoing activities cited above include a specific focus on gender. These will be described below in the context of the discussion of each relevant sector.

ADS Requirements

USAID revised and updated its ADS requirements related to gender analysis in the fall of 2009 and made them more stringent. In particular, the requirement to conduct gender analysis in the context of strategy and AO development was reinstated and more emphasis was placed on gender analysis being conducted by USAID staff at each stage of the activity design and procurement process. The current USAID requirements pertaining to gender analysis are briefly summarized by relevant ADS section in Annex C.

II. Findings Related to Gender Issues in Moldova

The sections below present basic findings and statistics related to gender equality and the status of women and men in Moldova across numerous sectors, although the material is more detailed in the areas in which USAID/Moldova is working or plans to work. The relative brevity of the discussion in areas where USAID does not plan to work is not meant in any way to denigrate the importance of attending to both women and men's needs in these areas, but rather, reflects the need to focus given the relatively short time-span of the assessment. Also, the information that is presented for each sector is not meant to provide an overview of the status of the sector in general (for this, the reader is referred to the sector assessments that have recently been conducted by the Mission and to analytical reports prepared by NGOs and donor organizations) but focuses exclusively on what has been learned about gender.

Although the focus of the assessment was on gender and not exclusively on women, the consultant could not locate much information on "men's issues", nor were they addressed by the individuals she met with. Thus, overall, the assessment focuses more on women than on men by necessity.

In general, there was relative consensus across informants as to what the main gender issues are in Moldova. The issues that nearly all agree are the most pressing are issues related to women's economic empowerment, the high incidence of domestic violence (DV), and the interconnected issues of migration and trafficking in persons (TIP). The low level of female representation in decision-making positions in political parties and in elected office was also frequently mentioned. Another common refrain was the particularly difficult situation of rural women as compared to those who live in Chisinau.

A. Demographic factors²

Population of Moldova. In 2008, there were 1,855,200 women and 1,717,500 men in Moldova, a ratio of 108 women to every 100 men. The population declined slightly between 2007 and 2008, with the most significant decreases coming in rural areas. The overall fertility rate in 2006 was 1.23, which is slightly lower than the rates in neighboring countries. Between 2003 and 2007, there was a slight decrease in the fertility rate in urban areas (down to .974 in 2007) and a slight increase in this rate in rural areas (up to 1.516 in 2007). Overall, life expectancy is higher for women than men, both at birth and at any specific age. For example, life expectancy at birth for women born in urban areas was almost eight years higher than men in 2007. On Jan., 2008, life expectancy at birth was 65.55 for men and 73.17 for women³. In a comparison with the life

² Except where noted, all statistics in this section were taken from "Government of Moldova National Bureau of Statistics (2008). Women and Men in the Republic of Moldova." Note that although many statistics in this publication are dis-aggregated by sex and rural/urban areas, in many cases overall aggregate means for the entire population or for all men and women are not provided.

³ Government of the Republic of Moldova (Dec., 2009). Decision no. 933 regarding the approval of the National Programme on Ensuring Gender Equality during 2010-2015.

expectancy rates in nine other countries in the region, the life expectancy for Moldovan women was the lowest out of all countries, and for men, second lowest (behind Russia). The average age of the Moldovan population has been increasing over time.

Marriage and divorce rates are both higher in urban (9.9 per 1000 people and 7.5 per 1000 people, respectively) than they are in rural areas (7.0 and 1.4 per 1000 respectively). Women are more likely than men to marry at a young age (below 20). Divorce is most likely to occur when women are in the 20-29 year age span, and when men are 30-39, reflecting differences in the average age at marriage for men and women. Most couples who divorce have one child.

Between 2003 and 2007, 74% of births occurred within marriages, with higher rates of births to unwed mothers in rural areas. The abortion rate in 2008 was 376 abortions per 1000 live births⁴. Among women who use modern forms of contraception, condoms were used most frequently (by 90%) and between 2006 and 2007, rates of usage for contraceptive pills dropped by nearly half. The cause of this drop is not known.

Attitudes and stereotypes about gender roles. Although the consultant could not locate any hard data on the content of gender stereotypes or gender roles, most people who were interviewed for this assessment felt that although Moldova is not an oppressively patriarchal culture, there are still relatively strong gender roles. Generally, women are still expected to have primary responsibility for the household and for child care, whether they are employed or not, although some informants knew of cases in which men made significant contributions to the household work. As is the case across the region and indeed, across most of the world, for many women, household responsibilities create a serious “double burden” of paid and unpaid work. For example, a survey conducted several years ago in Moldova showed that almost half of the women who participated worked 6-8 hours in formal, paid employment and about a third of these also worked about 4-6 hours daily on domestic work⁵. People living in rural areas were also said to hold more traditional stereotypes than those who live in the cities, especially Chisinau.

Gender roles in general hold that women are not as capable as men of being major decision-makers, as for example, in politics. Many people believe that men are better suited to leadership positions and women are said to suffer from a lack of self-confidence in their abilities to participate meaningfully in political and social life. One interviewee expressed the opinion that if you see a successful woman, she is usually single or there’s a successful man supporting her. Generally, men are expected to be the bread-winners of the family and if unemployed, to spend their time looking for work. This stereotype persists despite the fact that many heads of household are in fact women due to divorce and migration.

⁴ Ibid.

⁵ Duban , E (2010). From Cairo to Beijing and Beyond: The Unfinished Agenda on Gender Equality in Eastern Europe and Central Asia. This background paper was commissioned by the UNFPA Regional Office for Eastern Europe and Central Asia in preparation for a regional technical meeting to be held in Istanbul, Turkey, from 20 to 22 October 2010.

Interviewees said that although many Moldovans are familiar with the term “gender”, the differences between “sex” and “gender” are not well-understood. Most Moldovans, including government officials are said to assume that “gender” refers exclusively to women and concerns about “women’s issues”. Many people mentioned that there appears to be reluctance in Moldovan society to accept gender equality as a concept, and men are particularly likely not to see the benefits of empowering women and promoting equal opportunities. “Feminism” was said to have a bad reputation and was associated with being “against men”. A true “women’s movement” cannot be said to exist although at various points in time, groups of women’s NGOs have successfully come together to raise consciousness about particular gender issues and to advocate for changes in legislation.

B. Government Bodies and Laws Related to Gender in Moldova

Key legislation related to gender⁶. At this point, the majority of the key legislative elements necessary to insure attention to gender issues are in place in Moldova. The major pieces of the legislative framework related to gender equality include:

- **The Constitution of the Republic of Moldova** guarantees freedom from discrimination to all citizens.
- **The Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW)** was ratified by the Republic of Moldova in 1994 and in 1998, Moldova presented its initial report to the CEDAW Committee. This report was further revised and was examined by the Committee, along with a shadow report which focused primarily on issues related to women’s empowerment. The Committee presented Moldova with 22 recommendations, not all of which have been addressed to date. The Department for Equal Opportunities and Prevention of Violence is currently working on the next report from the GoM and expects to have a draft to circulate to civil society and donors by sometime in the spring of 2011.
- **The Law on Ensuring the Equality of Opportunities between Women and Men** (Law no. 5-XVI) was adopted in 2006. This law specifies the entities responsible for insuring gender equality across the government. The Department for Equal Opportunities and Prevention of Violence in the Ministry of Labor, Social Protection and Family (MoLSPF) was given primary responsibility. Other Ministries were required to create gender units or councils (to replace the sole gender points of contact that had previously been required). Local public administrations were also required to establish gender focal points or units. The Law also established The Governmental Commission for Equality between Women and Men, which is led by the Vice Prime Minister with representatives from all of the Ministries (at the level of Vice Ministers). Although this law and the National Strategy on Gender Equality (described below) focus on gender and equal

⁶ For a complete listing of laws and regulations related to gender issues, see Government of the Republic of Moldova (Feb., 2009). Preliminary answers to the questionnaire on implementation of the Beijing declaration and Platform for Action 1995 and the outcome of the 23rd special session of the general assembly 2000.

opportunities, in reality, nearly all of the focus of the GoM and civil society has been on empowering women. In addition, although the law defines gender as the broad set of relations that exist between women and men, it prohibits discrimination based on sex, not gender, and does not proscribe sanctions for violations of the law⁷.

- **Law on Prevention and Combating Violence in the Family** was adopted in March 2008. (For more on this issue, see the DV section below.)
- **The Law on Preventing and Combating Trafficking in Human Beings No. 241-XVI** was adopted in 2005. The criminal code was subsequently harmonized with this law to define criminal acts related to trafficking of children and adults.
- **The National Strategy on Gender Equality (NSGE) and associated National Action Plan (NAP) for 2010-2015.** The NSGE outlines eight priority areas for the GoM: employment and labor migration, gender responsive budgeting, women's participation in political decision-making, social protection and the family, education, health care, violence and human trafficking, and raising public awareness. Within each of these areas, the most pressing gender issues are described, and two or three key problems are identified. Interventions designed to address these problems will be the focus for GoM interventions and actions. The associated Action Plan is pegged to the focal problems identified in the NSGE and includes specific planned activities, timeframes for their implementation, budgets, and identification of responsible Ministries (along with some donor and civil society groups) for each identified key issue. The Strategy states that the primary responsibility for coordinating and monitoring all policies in accordance with the Strategy and Plan fall to the National Commission on Gender Equality and specifies that the government will partner with civil society, donors, and the media in these efforts. Each year a more concrete work plan is developed to guide GoM activities related to the NAP and at the end of the year, the Department for Equal Opportunities and Prevention of Violence reviews and monitors the progress that was made on the prior year's plan.
- **Revisions to national labor law:** Recently, several of the more "protective" provisions of GoM labor law were revised. The prior provisions were seen by many as overly restrictive of women's opportunities. For example, the prohibition on women working overtime or night shifts within three years of a baby's birth were removed, so as to increase women's freedom of choice. Attempts are currently being made to also alter the provision that allows women to remain on unpaid maternity leave for six years without losing their position.

Generally, these pieces of legislation along with various provisions in more specialized laws and legal codes are considered to represent a solid basis for gender equality and lack of discrimination in Moldova. Nevertheless, there is some agreement that there are serious barriers that prevent these laws from realizing the desired impact, including the slow pace of concrete implementation, inadequacy of budgetary resources and associated reliance on donor funding. One NGO criticized donors for focusing too much on passing laws and too little on

⁷ American Bar Association and Winrock International (August 2006). CEDAW Assessment Tool Report for Moldova.

making sure that the laws are actually implemented and contributing to concrete changes in people's lives.

Responsibility for gender issues in the GoM.

Central government. The two main entities responsible for issues related to gender equality in the GoM are:

- **The Department for Equal Opportunities and Prevention of Violence (DEO) in the Ministry of Labor, Social Protection and Family (MoLSPF)** has the primary responsibility for overseeing issues related to gender equality in general. (It is also responsible for numerous other vulnerable groups including victims of trafficking and family violence, people who are HIV+, members of minority groups, etc.) The staff of this Department are generally viewed as committed to gender equality but the office is small, with only five full-time staff paid for by the State. Several of the staff members are relatively junior with low levels of experience in the area of gender. There is no specific budget allocated to implementing the National Action Plan but rather, individual activities are expected to be funded through the budgets of the responsible Ministries and through donors. DEO serves as the secretariat to the Governmental Commission for Equality between Women and Men and is responsible for drafting CEDAW and other reports related to gender as well.
- **The Governmental Commission for Equality between Women and Men.** This Commission is the main policy coordination body of the State responsible for monitoring the implementation of the Gender Equality Law and the National Action Plan. The Commission meets on a quarterly basis, although the frequency of recent elections has resulted in a few meetings being missed. Members of the Commission from each Ministry are responsible for proposing initiatives and policy changes, presenting data and research, monitoring and evaluation of the implementation of gender equality and related activities, and for keeping the public informed about progress toward gender equality and women's empowerment in their sector. Civil society groups are officially represented in the Commission. UNIFEM provides some support to this Commission in conjunction with their work with the DEO.

Other major players in the central government include:

- **Gender focal points (GFPs) in each line Ministry** were established by the Law on Gender Equality and as mentioned above, they are now in the process of being replaced by gender units or Councils. The mandate of the GFPs was to monitor and mainstream gender concepts and gender equality principles into the policies, plans, and activities of each Ministry and to report out on these activities. Many of the GFPs were selected from HR Departments in Ministries, which limited their exposure to policies and policy-making, thus undermining their effectiveness. Staff in these positions turned over frequently. Generally, GFPs had primary responsibility for other issues and gender was often seen as an "add-on" to their job. Donor organizations funded some training and capacity building sessions for the GFPs. It is expected that the new gender councils which will be established in Ministries will be comprised of individuals in units that deal

with policy formulation, coordination and monitoring. Thus far, three Councils have been constituted (in the Ministries of LSPF, Economy, and Finance). These councils will receive some training from UNIFEM, funded by SIDA, on gender budgeting and other aspects of gender integration⁸.

Overall, it appears that the necessary state machinery and legislation is in place to combat gender inequality and discrimination. And to some extent, progress is being made. However, there are many factors which hamper the effective functioning of the government structures that are responsible for gender equality and therefore, in practice, their ability to carry out their responsibilities is often judged to be weak, especially in the Ministries other than the MoLSPF and at the local level. Budgetary pressures were mentioned the most often but lack of will to carry out the specific activities mentioned in the NAP was discussed as well. There are also numerous barriers to gender-sensitive budgeting including limited familiarity with the concept, lack of gender-sensitive indicators, and gender-blind social and budgeting norms, among others⁹.

In carrying out its work, the GoM also suffers from a lack of sex-disaggregated statistics in many areas. A survey of relevant stakeholders carried out by UNIFEM revealed that there is a strong demand for sex-disaggregated data, that government workers need additional training on the value and use of such statistics, and that users desire analysis of the data in addition to tables and charts of dis-aggregated statistics¹⁰. UNIFEM worked with the National Bureau for Statistics to increase the amount of sex-disaggregated data that appears in the recurring publication “Women and Men in Moldova”, but there are still deficits in the availability of such statistics in the areas of pensions, social benefits and services, violence against women, women’s access to credit and other financial services, environment and gender, women in agriculture, and gender issues in access to water and sanitation, among other areas¹¹. The UN entities are currently collaborating with the GoM to implement a time use survey.

In a positive development, the State developed a harmonized set of gender-sensitive development indicators in the context of the MDGs and based on indicators derived from national laws, plans, and international commitments (e.g., CEDAW, Law on Gender Equality, National Action Plan, National Development Strategy, etc.)¹². This harmonized set of indicators

⁸ Government of the Republic of Moldova (Feb., 2009). Preliminary answers to the questionnaire on implementation of the Beijing declaration and Platform for Action 1995 and the outcome of the 23rd special session of the general assembly 2000.

⁹ Government of the Republic of Moldova (Dec., 2009). Decision no. 933 regarding the approval of the National Programme on Ensuring Gender Equality during 2010-2015.

¹⁰ UNIFEM/Moldova (date unknown). Main findings of the sex-disaggregated data user’s consultation. Downloaded from the UNIFEM/Moldova website on Jan. 18, 2011. Available at http://ns.un.md/UNIFEM/programme_areas/statistics/women_men/Recommendations_for_improvement_of_Women&Men_publication_eng.pdf.

¹¹ Ibid.

¹² Government of Moldova National Bureau of Statistics (2009). Harmonised Set of Development Indicators in a Gender Sensitive Manner in the Context of the Millennium Development Goals (Full version). Developed within the Joint UNDP, UNIFEM, UNFPA Project “Strengthening National Statistical System”.

was approved by the National Bureau of Statistics and was sent to government agencies and Ministries for inclusion in their monitoring systems. This is unusual for the E&E region and could contribute to more effective and coherent collection of data relevant to gender equality issues.

Parliament. At present, there is no entity in the Parliament charged with gender mainstreaming or insuring attention to equal opportunities in legislation. However, plans to establish a gender caucus in the parliament are currently under discussion. The precise structure and mandate of such a caucus have yet to be hammered out.

Local government. In the 2006 Law on Equal Opportunities, gender focal points (GFPs) were mandated at the regional or local level as well at the level of the central government. Their role is described as solving gender-specific problems at a more local or grassroots level, and insuring that gender equality issues are mainstreamed into the activities of local governments. To date, the effort to establish these GFPs has not been successful. By all accounts, GFPs do not operate at either the regional or the local level. For the most part, establishing these GFPs would need to happen from scratch and the financing for these positions must be found. Once they are put into place, the capacities of the GFPs will need to be enhanced and their knowledge of principles of gender equality and the relevant laws and policies of the GoM will need to be increased.

C. Democracy Sector Issues

Civil society groups focusing on gender. Women's NGOs emerged as an active force in Moldova in the 1990s and by 2006, it was estimated that over 250 NGOs were working on gender issues, at least to some extent.¹³ In 2005, when the ProGen alliance was created, 78 groups working on women's issues participated. However, after a grant from the SOROS Foundation ended, funding for the Alliance disappeared and many of the individual NGOs that were involved ceased to operate. Most of those who were interviewed for this assessment reported that there was still a relatively large number of NGOs working on gender issues in Moldova, most of them in Chisinau, but that only approximately five or six could be said to be high in capacity and consistently active in this area. The 50/50 Club, The Gender Center, and the Center for Partnership Development are among those that are most frequently mentioned. When asked whether there were any NGOs devoted to gender issues that impact men, informants all said that there were none, but one said that the Prime Minister made a joke about establishing one in order to protect men from women's NGOs.

A substantial portion of the women's NGOs provide social services of various types for victims of trafficking (VoTs) or victims of domestic violence, a fair number work on issues related to women's political empowerment, and a smaller number work with the government on legislation and other GoM documents related to gender equality and/or as general advocates to raise awareness of gender issues. A few produce reports or tools that can be used to advance

¹³ American Bar Association and Winrock International (August 2006). CEDAW Assessment Tool Report for Moldova.

the cause of gender equality in Moldova. A relatively small number of the women's NGOs appear to focus specifically on the needs of rural women, economic empowerment issues, legal advocacy, or media. Although a fair number of the NGOs provide some form of social services, one of the donor organizations that was interviewed for this assessment said that the capacity of NGOs in Moldova to provide services on a large enough scale to function as the main implementer for donor-funded programs is lower than it is in other countries in the region.

Women's NGOs are facing many obstacles to their effectiveness and sustainability in Moldova, as they are in many countries in the region. Most of these issues are not unique to women's NGOs but impact other civil society organizations in Moldova as well. For example, some interviewees expressed frustration that many of the women's NGOs cannot afford to focus on a core mission, but rather, due to a pattern of seeking funding where it is available, tend to work on whatever issues are currently of interest to donors. Some interviewees said that civil society organizations working on gender issues are still supported almost completely by donors in Moldova. In the absence of a tradition of corporate responsibility or government support, the NGOs have yet to identify substitute sources of funding. One NGO stated that it isn't reasonable to expect NGOs to become sustainable under current economic and political conditions and expressed the opinion that donors are withdrawing their support from this sector too soon. There are some hopes that when the regulations are finalized to allow the GoM to purchase services from NGOs, some of these organizations may be able to begin sustaining themselves. Other obstacles facing these NGOs that were cited during the assessment include the need for reform in laws governing the operation of civil society in Moldova overall, low levels of credibility for women's NGOs with the public and the media, the need to broaden the focus on additional gender issues beyond the few that attract the most attention, and the need for greater visibility.

The women's NGOs in Moldova do appear to work together on issues of common interest, at least in some sectors. The ProGen alliance cited above is one such example. The Alliance has a broad gender focus and the Center for Partnership Development functions as its Secretariat. Although the activity level of this alliance has waxed and waned, there has been a recent upsurge in activity due to the spate of elections and subsequent discussions of the low levels of women's political representation in Parliament. Other interviewees described loose coalitions of NGOs providing services for VoTs and/or victims of domestic violence. An informal coalition of men against family violence was established by OSCE as part of the 16 Days Against Gender-based Violence Campaign, and some hope that this group will eventually be formalized in some fashion.

Individuals from the GoM and from civil society generally agreed that the current government is collaborating with and seeks input from civil society and from women's NGOs (this was not the case under the prior Communist government). However, some voiced the opinion that civil society organizations are not taking as much advantage of opportunities to work with the government as they could, perhaps out of uncertainty as to whether the current more cooperative government will remain in power. Another relatively common refrain was that although civil society groups do provide some commentary on what the GoM does in the area

of gender equality, their capacity to engage in “watchdog” functions remains relatively low and could be improved.

Although no hard data on this issue was located, it appears that the NGO sector in Moldova may be less dominated by women than is the case in other countries, although civil society is clearly a viable sector in which Moldovan women can “get ahead”. Several informants mentioned a report that was published a few years ago that showed about a 50/50 split among men and women working in civil society.

USAID support related to gender in this sector. The Center for Partnership Development is one of the key partners of USAID/Moldova’s civil society program. The CPD is currently developing a gender assessment tool that will be piloted with all of USAID’s civil society grantees in order to determine how well gender is being mainstreamed. After the assessment, CPD will provide technical assistance on gender mainstreaming to organizations that show an interest in increasing their capacity in this area. In general, AED is supporting a substantial number of women’s NGOs (roughly 10 out of 35 total) as part of a small-grants program. Although the NGO legislation and regulations that are being addressed under the program are not specifically focused on NGOs that work on gender, many of the proposed revisions would have a positive impact on the ability of these NGOs to raise funds from the government and elsewhere and would increase their sustainability.

Media. The consultant’s impression is that many people, even some who work in the sector, do not readily recognize gender issues in the media and that it takes a relatively sophisticated or well-trained eye to detect gender-linked patterns. Many interviewees mentioned that the majority of journalists (including investigative journalists) in Moldova are female and indeed, over 75% of journalism students were said to be women. Interviewees did grant that women were much scarcer in decision-making positions, but were still able to cite some examples of women who owned or managed media entities. There is also hope that as more female journalists enter the field, some will inevitably “trickle up” to management positions.

Few people, however, seemed attuned to overall differences in how women are represented in the media in Moldova, although several did note that it is quite uncommon to see women providing political analysis or commentary. The results of media content analyses are illuminating in this respect. According to information cited in the Law on Gender Equality¹⁴, sexist material is common, men are more frequently depicted as professionals, women are more often shown in the context of their private lives as compared to men, and women’s physical assets are more often the focus of photos. A detailed content analysis of the most influential Romanian language newspapers across a three year period (2003-2005)¹⁵ revealed

¹⁴ Government of the Republic of Moldova (Dec., 2009). Decision no. 933 regarding the approval of the National Programme on Ensuring Gender Equality during 2010-1015.

¹⁵ Saharneau, Maria (2007). Woman’s and Man’s Image in the Press: Survey on Gender Issues. This study was developed in the framework of the project “The monitoring of the gender equality promotion in the press”, financed by the Soros-Moldova Foundation and implemented by the “The Club for Equal Rights ”În doi” NGO. Pages 215-222 contain an English translation of the Executive Summary.

numerous differences in how men and women were presented with women more likely than men to be referred to using diminutive terms that minimized the importance of their work (e.g., sculptorita or “little sculptor”), and appearing in photos either as victims or in the context of entertainment. Women were also less likely to be portrayed in serious roles and were most often entertainers, singers, and models as opposed to business-people or accomplished artists. This study also revealed that while female journalists may be plentiful, they do not typically write editorials or “serious” news articles but focus on softer “women’s issues” which are presented in the back pages of the newspaper. Female journalists write about men more often than they write about women, just like their male colleagues. The head of one of the women’s NGOs that was interviewed for this assessment said that she maintains a folder in which she collects especially egregious examples of misogynist and sexist language being used to characterize women in the media as well as examples of men being denigrated by being labeled with terms that are usually associated with undesirable “female” traits.

The Law on Gender equality lists as priority issues: (a) the unbalanced presentation of women and men in the mass media, and (b) the use of sexist and stereotyped images of women in advertising. It also notes that despite an increase in the level of professionalism in Moldovan media, there is still an almost total lack of coverage of women’s rights and the principle of equal opportunity, and that journalists are not sufficiently trained in these areas.

USAID support related to gender in this sector. The USAID “Media Program in Moldova”, implemented by Irex, provides technical assistance to an existing, informal network of ten local TV stations and builds skills in journalism, advertising, and sustainable management. This program includes some cross-cutting gender components, including a short training session for reporters on gender issues. During this training module the participants discussed the following topics: gender equality in the Republic of Moldova, the peculiarities of the gender media message and its impact, gender messages promoted by the Moldovan media, and sexual harassment in Moldova. The training ended with a press-conference that focused on the covered topics. Other activities under the Media Program focused on attempts to help promote more women to management positions, and insuring that the opinions of women are reflected in the media outlets involved in the program.

Political Participation. Moldova has been in the throes of repeat cycles of elections since the public protests and violence that toppled the Communists from power in 2009. Still unable to select a President because the ruling coalition in Parliament is two votes short of the number they need to do so, the country faces the possibility of yet more elections in the near future. Relatively high numbers of both men and women voted in the most recent elections in November, 2010, although there are fears that voting rates will decline if the government is not able to select a President, elections continue to be called on a frequent basis, and the public becomes disillusioned with new leaders that they believed would effect more radical and visible changes and reforms.

The major problem facing women in the area of political participation is their low level of representation in elected and appointed political positions across the spectrum, and their lack

of representation in decision-making positions in political parties. Although women are often quite active in political parties and are frequently described as shouldering much of the “grunt work” during elections, they are not often rewarded with choice positions on the parties’ candidate lists. Historically, the Communist party was the most likely of the major parties to place women on party lists in positions high enough on the list so that relatively high numbers of women were elected. Since the events of 2009, when the Communist party could no longer take winning elections for granted, the number of women on their lists have declined. The current ruling coalition in Parliament (the Alliance for European Integration or AIE) is comprised of three parties that are dominated by men and according to one of the women’s NGOs that were interviewed, they do not see it as “competitive” to place women in high positions on their candidate lists. Some feel that in the current state of constant political crisis, women in the government are also less likely to be able to speak up on behalf of gender equality or women’s issues.

Technically speaking, there is a law on the books requiring that there be 30% representation of both sexes on party lists for national elections and that parties include language in their by-laws mandating that women be given decision-making positions. However, there are no penalties proscribed in the law and it is openly flaunted by parties. Changes to the electoral code are being debated in Parliament that would mandate the 30% quota, seek to enforce it and that would grant the CEC the authority to fine non-compliant parties. Some civil society groups have also issued public calls for the law to be changed in such a way that mandates that women must also be given some high positions on the list rather than all being grouped near the bottom, which is a common practice, and/or that parties switch from a closed to an open list system.

There are many barriers that were mentioned that work against increasing the numbers of women in politics in Moldova, including:

- Women are not placed in the top spots on candidates’ lists because they cannot bring money or votes with them if elected¹⁶,
- The perception among both women and men that politics is a “man’s game” and men are more natural leaders,
- A lack of time on the part of women due to their responsibilities for taking care of the home and the family, coupled with the lack of availability of child care options,
- A lack of the political experience that is necessary to be an effective candidate among women,
- Lack of support for women from political parties or the men who dominate the parties,
- The reluctance of female party members to be assertive and to insist that they be appropriately rewarded for their efforts on behalf of the party,
- Female elected officials are not well-known and do not function as role models for other women who may be interested in politics,
- The lack of an “old girl’s network” or mentoring from more well-established female politicians, and

¹⁶ One interviewee noted that “the top 20 places on candidate lists are very expensive”. The process by which campaigns are financed is quite murky overall and the campaign finance system appears to be ripe for an overhaul.

- Biased media coverage which does not often represent women as thought and opinion leaders, but rather focuses on their roles as wives and mothers, and which takes female (but not male) politicians to task if they are perceived as shirking their home responsibilities.

Family voting (a phenomenon in which a man votes for the female members of his household or accompanies them into the voting booth and instructs them on how to vote) is not reported to be a problem in Moldova.

Parliament. Across the E&E region, the average number of women members of Parliament hovers at just above 15%, which is significantly below the critical mass of 30% that is considered necessary for women to meaningfully influence political discourse¹⁷. By these standards, Moldova is currently performing at about the average level although the number of female MPs has declined in recent elections. In 2005, 25% of MPs were women; in 2007 there were 30%; in April 2009 there were 27.7%; in June 2009 there were 28.5%; and in November 2010, only 18% of the MPs who were elected were female.

There is no formal women's caucus in the Parliament. Some interviewees noted that there is a tendency for female MPs to focus on 'women's issues' but also said that working together across party lines is not traditional. Other interviewees pointed out that just because women are elected to Parliament does not necessarily mean that they will work on behalf of women in general or that they will actively advocate for women's issues. Indeed, responsibility for addressing gender equality should not fall solely on women MPs alone. The consultant could not locate any data that addressed the unique capacity building needs of female politicians in general or MPs in particular.

Executive branch of government. Many of the people who work in the Ministries are female, however, women are notably lacking in high level positions. At present, there is only one woman Minister out of 17 (the Minister of Labor, Social Protection and Family), which is down from five in 2008. Up to date statistics about the percentage of women in other positions in the Ministries could not be obtained given the frequency of recent elections. However, in 2008, four out of 27 Deputy Ministers were women (14.8%) and two out of 11 Directors of other central public administration bodies were women (27.3%)¹⁸.

Local government. Accurate and updated statistics about the number of women elected to positions in local governments are difficult to obtain, especially given the recent spate of elections in Moldova. In 2008, 3.1% of heads of Councils and 17.4% of mayors were women. The percentage of women elected to local councils rose in that year to 16.9% of district councilors and 28.7% of local councilors. Women tend to outnumber men in the positions at

¹⁷ UNDP. (2010). Enhancing Women's Political Participation: A Policy Note for Europe and CIS (ECIS).

¹⁸ Government of Moldova National Bureau of Statistics (2008). Women and Men in the Republic Of Moldova.

the lower levels of local government.¹⁹ Many of those who were interviewed for this assessment felt that women had the best chance of being elected at the local level and that hopefully over time, some of these women would be able to compete in national elections.

USAID support related to gender in this sector. USAID has funded several activities that work in the area of political participation and elections. The Moldovan Electoral Administration Capacity Development Program, implemented by IFES, worked with the Central Election Commission (CEC) and elections staff. Although there was no specific focus on gender, numerous women (especially at lower levels) received training under this program. The Strengthening Democratic Political Activism in Moldova project component implemented by IRI focuses on political party strengthening and good governance issues. This program has done some work with women's organizations that currently exist within political parties. IRI also plans to take a delegation of women MPs on a study tour to Lithuania to observe how women MPs function there, they are seeking to begin supporting an informal network of female MPs, and have been providing long-term training for future women candidates in local elections in which the women participate in trainings and skills development sessions across eight weekends. The component of the Strengthening Political Activism Program that is implemented by NDI has had a more specific focus on youth rather than on women, although some of the young candidates that have been trained have been female and females have participated in a "get out the vote campaign". They also worked with parties to develop plans to attract female voters by identifying the issues that are of particular importance to them.

Rule of Law. Problems related to rule of law and the justice sectors in Moldova are extensive, although some progress has been made recently and the AIE coalition has listed reform in these areas as being among its priorities²⁰. The European Court for Human Rights (ECHR) has rendered many decisions against Moldova related to a lack of fair trials, improper treatment and censure of citizens' rights, and lack of enforcement of trial decisions²¹. Generally, informants described the justice sector as being characterized by equal opportunity dysfunctionality, and were hard pressed to articulate gender issues in this sector. Broadly speaking, courts in Moldova suffer from structural and organizational problems, the behavior of all participants in courtrooms is characterized by a lack of professionalism, defense lawyers perform poorly and are sometimes unprepared, trials are frequently and repeatedly delayed, victim protection efforts are not adequate, few victims have legal representation, and many judges and courts do not appear to be impartial²². These issues are likely to be of particular relevance to women who are victims of domestic violence or trafficking. Victims in these cases

¹⁹ Government of the Republic of Moldova (June 2010). National Report on the implementation of the MDGs with special emphasis on the MDG3 – gender equality and empowerment of women. Drafted for the 2010 Annual Ministerial Review of ECOSOC.

²⁰ USAID/Moldova (April, 2010). Moldova Democracy and Governance Assessment: Final Report. Prepared by Democracy International, Inc., under the Democracy and Governance Analytical Services IQC, #DFD-1-00-04-00229-00.

²¹ USAID/Moldova (Jan., 2011). Draft Rule of Law Concept paper.

²² OSCE Mission to Moldova and Office for Democratic Institutions and Human Rights (2008). OSCE Trial Monitoring Programme for the Republic of Moldova: Final Report.

require adequate representation, fair treatment by judges and lawyers, and protection from retaliation. Automation of court proceedings and access to the results of trials by citizens and others is also important in tracking the outcomes of court cases related to DV and TIP.

The Constitution of Moldova prohibits discrimination on any grounds but as of May 2008, citizens of Moldova holding dual citizenship (in practice, most often Moldovan and Romanian) may no longer be appointed to judicial positions. Moldova does not maintain records of the ethnic or religious composition of the judiciary, but the most recent statistics that the consultant was able to obtain revealed that about 35% of sitting judges in Moldova were female in 2008²³. 50% of the judges on the Constitutional Court were women, 47% of the judges in the Court of Appeals were women, but only 31% of district court judges were female. 50% of law students at the MSU are women, but only 27% of registered lawyers were female in 2008. Female judges who were interviewed as part of an assessment by the American Bar Association said that they had not experienced discrimination in their careers based on gender.

USAID support related to gender in this sector. USAID does not currently fund a RoL program but is in the midst of the procurement process for a new program that is expected to begin in late 2011. However, under a prior RoL program implemented by ABA/CEELI, USAID/Moldova was heavily involved in the drafting and passage of a stand-alone domestic violence law and providing some trainings for lawyers and others in relation to this law. Also under this program, a very thorough and informative review of Moldova's progress in relation to the requirements of CEDAW was published²⁴.

D. Education²⁵

Traditionally, education in Moldova has not been an area in which there have been major concerns about gender equality, although there are some signs of downward trends in enrollment in school overall that are causing some concern. In basic education, the gross enrollment rate for the 2007/2008 academic year was 90.9% and has been declining, down from 93.8% in 2000/2001 and 95.1% in 2003/2004²⁶. On this basis, Moldova was classified as a vulnerable country in a recent analysis of E&E education "hotspots"²⁷. Girls comprised 48.6% of those who were enrolled, also a decline from 49.3% in 2000/2001. The enrollment rate for

²³ All statistics in this paragraph taken from "American Bar Association (2009). Judicial Reform Index for Moldova 2009, page 23.

²⁴ ABA/CEELI and Winrock International (August, 2006). CEDAW Assessment Tool Report for Moldova.

²⁵ Except for the first paragraph and unless otherwise noted, all statistics in this section are from "Government of Moldova National Bureau of Statistics (2008). Women and Men in the Republic Of Moldova".

²⁶ Data in this paragraph was taken from "TransMONEE 2010 Database, UNICEF Regional Office for CEE/CIS, Geneva".

²⁷ USAID (2008). Education Vulnerability Analysis for the E&E Region. This report was produced for the Social Transition Team, Office of Democracy, Governance and Social Transition of the United States Agency for International Development (USAID/E&E/DGST) by Creative Associates International, Inc. and the Aguirre Division of JBS International, Inc. under the SOCIAL Task Order EDH-I-00-05-00029-00 of the Advancing Basic Education (ABE-BE) IQC. Its author is Karen Tietjen.

upper secondary education was 55.5%, with girls comprising 52% of those enrolled. The enrollment rate for tertiary education in 2007/2008 was 23.5%, with females comprising 57.6%. During the assessment, several people mentioned that drop-out rates were increasing, but the consultant did not obtain any data documenting this phenomenon.

In 2007/2008, more females graduated from institutions of higher education (12,000) than males (8,000), which is consistent with a trend seen in many countries in the region in which women are increasingly completing higher education degrees in greater numbers than are men. Also consistent with patterns seen elsewhere, many students in upper secondary and tertiary education appear to choose typical gender-linked courses of study. For example, significantly more males than females in tertiary education are enrolled in fields related to industry, agriculture, law, and physical education/sports, and more females than males are enrolled in education, health care, arts and economics programs. In 2007, more women enrolled in post-graduate education than men (64%) and a higher percentage of those who completed graduate education were female (61%).

GoM funding for education amounted to eight percent of Moldova's GDP in 2007/2008, up from 4.5 % in 2000. The GoM has also begun work to update school curricula so that they do not portray men and women in stereotypical ways. A gender review of 62 textbooks and curricula has taken place, but it has also been acknowledged that further analysis is needed as well as gender sensitivity training for teachers²⁸.

Not surprisingly and as typically occurs across the region, there are gender strong imbalances in the field of teaching with roughly three quarters of teaching staff in the 2007/2008 academic year being female. The largest percentages of female teachers occur in primary and general secondary education (80.8%) and in colleges (70%) with a more balanced gender distribution occurring in vocational (50% female) and higher education (54.7%).

E. Issues Related to Economic Growth

Employment and economic status of women²⁹. Issues related to economic status are frequently mentioned as a major issue facing Moldovan women, although this must be understood in the context of an overall difficult environment for Moldovan workers and associated very high levels of migration in search of alternative livelihoods. Generally speaking, differences in unemployment and inactivity rates between men and women are not as big as similar differences in other countries in the region.

²⁸ Duban , E (2010). From Cairo to Beijing and Beyond: The Unfinished Agenda on Gender Equality in Eastern Europe and Central Asia. This background paper was commissioned by the UNFPA Regional Office for Eastern Europe and Central Asia in preparation for a regional technical meeting to be held in Istanbul, Turkey, from 20 to 22 October 2010.

²⁹ Unless otherwise noted, statistics in this section are from "Women and Men in the Republic of Moldova (2008)".

According to official figures, in 2007, women comprised about half of the economically active population in Moldova (49.53%). The registered unemployment rate was somewhat lower for women than for men in 2006 (5.7% versus 8.9%), although many Moldovans do not register with the State when they are unemployed. It is likely that the unemployment numbers in the recent years of the fiscal crisis are higher, although data for these years is not yet available. Overall, the highest unemployment rates for both males and females occur among youth (age 15-24) and very high numbers of male (48%) and female (43%) youth are classified as long-term (more than six months) unemployed.

Higher numbers of Moldovan women are registered as inactive in the labor market as compared to men (for example in 2007, 60% of women and 50% of men were categorized as inactive) but the rates overall have been very high over the past five years for workers of both sexes. Women are more likely to be active in the labor market if they do not have pre-school aged children (59.4% in 2007) than if they do have pre-school aged children (43.1%), whereas for men, the reverse is true.

Gender distributions in various sectors of employment are markedly skewed. In terms of occupations, women dominate in the public administration, health, education and social assistance sectors, and are also concentrated in jobs in service sectors involving trade or hotels. Males are concentrated in construction, industry, services and agriculture. In rural areas, most men and women work in agriculture. Overall, there are more women than men in the public sector and more men than women in the private sector. Several sources remarked that women appear to prefer stable employment even if the salary is low, whereas men prefer to make more money, even if the job entails more risks³⁰. There are also more women than men who are categorized as unpaid family workers, especially in rural areas. More men than women are employed in the informal sector.

Women in Moldova earn 73.3% of what men earn and the earnings gap persists even in economic sectors in which women predominate. This average gender pay gap is somewhat smaller than the gap in most other countries in the E&E region. However, as an alternate point of comparison, the gap between what women and men earn is only 17.8% in the EU³¹. There are other forms of discrimination against women in the labor market as well. For example, approximately 70% of complaints received by the Labor Inspection Department were from women complaining of discrimination in the hiring process, most frequently in the form of being asked about children and being requested to provide medical certificates on pregnancy. To some extent, this may reflect employers' dissatisfaction with the provisions of laws on maternity leave, which can result in some employees being gone for extended periods of time. Many people also report that sexual harassment is common in the workplace, with 22% of

³⁰ This point is also made in *Women and Men in the Republic of Moldova* (2008).

³¹ Duban, E (2010). *From Cairo to Beijing and Beyond: The Unfinished Agenda on Gender Equality in Eastern Europe and Central Asia*. This background paper was commissioned by the UNFPA Regional Office for Eastern Europe and Central Asia in preparation for a regional technical meeting to be held in Istanbul, Turkey, from 20 to 22 October 2010.

female respondents in one survey stating that a man had touched them in an inappropriate way at work or at school and 32% saying than a man had embraced them without permission³². Although the Law on Equal Opportunities provides a definition of sexual harassment, there are no mechanisms for punishing perpetrators.

Barriers to employment for women. Although both men and women in Moldova face grave problems locating suitable employment, there are also some barriers that are particularly likely to be faced by women who wish to enter or remain in the labor market. Among those that were mentioned by interviewees or were discussed in documents related to this issue are the following:

- Lack of time due to family obligations,
- Lack of support services such as affordable childcare or access to household appliances like washing machines and vacuum cleaners that would facilitate balancing work and family responsibilities,
- Low levels of self-confidence and “soft” skills related to job search and interviewing,
- The preference of male managers for hiring or promoting other men,
- Loss of professional skills during years when women were inactive in the job market due to pregnancy and child-rearing responsibilities,
- Discriminatory practices in which employers are less likely to hire married women or those who may become pregnant and,
- Sexual harassment on the job.

Impacts of male unemployment. Considering that the heart of the male gender-role concerns earning income and supporting the family, unemployment would be expected to have potential serious psychological as well as financial consequences for men. There has been scant formal examination of this issue in Moldova. However, several interviewees noted that men are severely impacted by difficulties in finding employment and that this can generate resentment about donor or NGO-funded employment programs that are targeted exclusively to women.

Entrepreneurship. Women are much less likely than men to be entrepreneurs in Moldova³³ – 27.5% of the managers and business-owners in the country are female. Female entrepreneurs have a slightly lower educational profile as compared to male entrepreneurs (64.3% of women and 69.3% of male entrepreneurs have higher education), women are less likely to have had prior experience in business (50% of women and .2% of men were primarily involved in housework before becoming entrepreneurs), and women are much more likely than men to manage micro-enterprises, which are known to be characterized by limited resources and possibilities for expansion.

³² Women Organization’s Forum from the Republic of Moldova (2006). Alternative Report of Evaluation Regarding the Implementation of Convention on the Elimination of All Forms of Discrimination Against Women.

³³ Information in this paragraph was taken from Aculai, Elena (2009). Conditions for Enterprise Creation and Development: Gender Analysis. Supported by UNIFEM, UNDP, and The National Bureau of Statistics of the Republic of Moldova with funding from SIDA.

Women are more likely than men to work at new or young enterprises, and women have greater difficulties accessing financing. A slightly smaller proportion of women than men start up businesses using their own savings and women are slightly more likely to borrow funds from relatives. Very high numbers (roughly 75% of both male and female entrepreneurs) report having problems associated with a lack of funds and very small proportions of either sex (about 5%) borrow from banks. Women were less likely than men to engage in export activities.

Conditions for Enterprise Creation and Development: Gender Analysis includes the observation that market institutions oriented toward the needs of women entrepreneurs still need to be developed, with a focus on improving women's access to information, consulting services, banking and non-banking sources of funding. This report also notes that entrepreneurship is not currently seen as very attractive for young people and that this does not bode well for Moldova. A final note with respect to *Conditions for Enterprise Creation and Development: Gender Analysis* is that with the exception of the large difference in the size of the enterprises owned or managed by men versus women, the profiles of male and female entrepreneurs show fewer large differences than the consultant has observed in other countries. Many of the differences cited in this report were quite small in magnitude (a few percentage points).

As was mentioned above, women are less likely than men to be entrepreneurs. Women who do wish to start or grow their own businesses face many of the same barriers that were listed in the section of the assessment on barriers to employment above, but they may also face additional barriers as well, including:

- Problems accessing credit,
- Lack of funds to start up a business,
- Being less likely to have acquired a business as a result of initial privatization efforts in Moldova,
- Inability to attend trainings on micro-business that are organized by donors and NGOs due to time constraints,
- Lack of contacts and prior experience that result in low levels of knowledge about what is required to start up a business, how to manage a business successfully, and how to deal with financial institutions and GoM regulations and requirements,
- Fear of stepping "out of the box" and doing something that is not seen as traditional for women,
- The tendency for women entrepreneurs to focus on sectors that reflect traditional "women's work" which often pay less and are less likely to result in a business with high earning potential,
- Attitudinal or psychological issues including low levels of self-confidence and fear of risk-taking, and
- Lack of established women business leaders who are willing to or see the benefits of mentoring other women.

Interviewees were not able to identify any programs funded by the GoM that specifically seek to increase the number of female entrepreneurs in Moldova. UNIFEM (now part of UN-Women)

is beginning an economic empowerment program in four pilot raions that will work with local government structures to map social protection and self-employment services and to increase the number of “active” labor market programs that could assist in the economic empowerment of women.

Agriculture. It is quite common for women to be heavily involved in agriculture in countries where many people earn their living in this sector, although detailed gender analyses of the agriculture sector tend to be rare. In Moldova, a recent farm survey conducted by MCC did include a small number of questions related to gender, analysis of which reveals that there are some distinctions in the roles and responsibilities of men and women in this sector³⁴.

According to the MCC analysis, women are more likely to be responsible for labor related to growing vegetables (81%) whereas men have more responsibility for vineyards (62%). Men are also the main decision-makers with respect to irrigation, what crops to grow and marketing of crops, although the majority of households make joint decisions about what crops to grow and where and when to sell them. Net profits were reported to be higher in cases where the majority of decisions were made by men alone than in cases where women made decisions alone, perhaps because women have less formal training. Involvement in water associations was one of the largest gender gaps noted in this report, with 88% of men and only 5% of women reporting to be members of such associations. Women were more likely than men to say that they lack technical knowledge related to operating equipment. Seventy-three percent of the formal loan applicants on from the surveyed farms were men and men were more likely than women to have received formal training in agriculture. Women were more likely to have received some training from other household members. It is interesting to note that the sample of farmers that participated in this survey was comprised completely of married men and women. Thus, more vulnerable types of farms were under-represented. To what extent this has an impact on the profile of the differences between male and female farmers is unknown.

This survey also revealed that more than half of the households that responded have children that work on the farm about 50% of the time that their parents work. The exact nature of this work is not clear.

USAID support related to gender in this sector. USAID’s EG programs have had some focus on women, although with the exception of the Women’s Career Development Program, they have generally not included specific components tailored exclusively to women but rather, treated gender as a cross-cutting issue. For example, the apparel industry was one of the industries targeted by the CEED program. This sector employs a high percentage of women, so women were expected to benefit from efforts to strengthen the sector overall. In the ICT sector, the CEED project attempted to promote a career in ICT to women and profiled successful women in this field. As part of the overall efforts to ease reporting burdens for businesses, BIZTAR has

³⁴ Miluka, Juna (July, 2009). Moldova Farm Survey Gender Assessment. Based on survey information collected by and reported in “Final Report: Moldovan Farm Operators Survey” by David O’Brien (March 2009). Prepared for the Millenium Challenge Corporation.

been focusing on some improvements that will substantially ease the workload of accountants, the majority of whom are female. The Women's Career Development Program plans to identify, train, and find employment opportunities for at least 300 vulnerable and disadvantaged women from northern Moldova. The implementer has strong relationships with the State employment services and local employers and is able to train job-seekers for jobs that are in demand in the local economy (especially accounting but also bank tellers, cashiers, etc.). Classes are provided on days and times that are compatible with women's responsibilities in the home. The sustainability of the program will be insured by creating an income-generating social enterprise that benefits the community by training job-seekers for a fee. The NGO that operates the program, Pro Business Nord, will also support the establishment of women's NGOs in the Balti region in response to enthusiastic support for the idea among women who had graduated from the USAID-supported training program.

F. Violence against Women

Domestic or family violence. That domestic or family violence (DV) is a serious problem in Moldova was voiced by nearly all of those who were interviewed for this assessment and is a recurring theme in the major documents written on gender equality in the country. Precise data is hard to come by although the GoM is in the process of collecting qualitative and quantitative data on DV in partnership with UNIFEM and UNDP, and expects to issue a draft report on the findings in February, 2011. In the 2005 DHS survey supported by USAID³⁵, 24% of Moldovan women over the age of 15 said that they had ever experienced physical domestic violence, 23% reported experiencing emotional violence (primarily denigrating or controlling behaviors), and 4% reported experiencing sexual violence. Thirteen percent of women reported experiencing some form of domestic violence in the 12 months preceding the survey. The most common form of physical violence was being slapped (20% of women had ever experienced this form of violence), pushed/shaken/thrown (20%), punched (11%), and/or experiencing arm twisting or hair pulling (9%). Six percent said that they had been beaten up, 3% strangled or burned, 3% attacked with a weapon, and 4% forced to have intercourse. Older women were more likely than younger women to have experienced violence, rural women were somewhat more likely than urban women to have experienced violence, experience of violence decreased with increasing education levels, and women living in the poorest two quintiles of households in Moldova were more likely to have experienced violence than women in the other middle and upper quintiles. Husbands were the most likely perpetrators of family violence, with fathers and fathers-in-law being the second most likely perpetrators. Divorced women are more likely than other women to report having experienced violence, suggesting that violence may be a significant predictor of divorce in Moldova. NGOs that were interviewed in the course of this assessment estimated that even higher numbers of women in Moldova were victims of domestic violence; some placed this figure as high as 60%.

³⁵ Government of the Republic of Moldova (Sept. 2006). Moldova Demographic and Health Survey 2005. Prepared by The National Scientific and Applied Center for Preventive Medicine and the Ministry of Health and Social Protection, with technical assistance from ORC Macro. Funded by USAID, UNICEF, and UNFPA.

The consensus is that the legislation addressing family violence is relatively complete in Moldova, after the passage of the stand-alone DV law in 2008. Among other provisions, this law allowed for protective orders to be issued and to date, over 60 such orders have been issued, a higher number than in many countries in the region. In addition, provisions in four different codes in Moldovan law were recently harmonized with the DV law. Other signs that the GoM is committing to combating DV include their participation in the 16 Days Against Gender-based Violence campaign for the past eight years (with the support of USAID and other donors). Nevertheless, some of those who were interviewed for this assessment held the opinion that the DV laws and regulations are not being implemented as well as they could be. There is also a sense that many Moldovans do not know that DV is an offense that is punishable by law.

There was a common perception that there are not enough services available in the country for victims of domestic violence. Services for perpetrators of DV are not yet available although the need for such services is on the radar screen of both the DEO and the NGO sector and there is recognition that successfully combating DV will depend in large part on reducing the number of men who perpetrate family violence. The law on family violence states that judges can refer perpetrators to services designed to address and treat their behaviors, but no such services have been available. After changes were made to the criminal code to harmonize it with the DV legislation, the GoM designated that such services would begin to be provided in one Center in Drochia by the NGO that operates the Social Reintegration Center (previously funded by USAID/Moldova as part of a program providing services to VoTs and other vulnerable women). Although the municipality of Drochia has provided a floor of the hospital to be used as the location of the proposed Center, the NGO has yet to locate the funds necessary to renovate it.

When asked what about what else remains to be done in Moldova in order to effectively address DV, respondents mentioned needed changes to regulations allowing the GoM to procure services from NGOs. This would ensure that the government assumes more of the financial responsibility for providing such services, which are still not available at levels remotely approaching the levels of need. Other informants mentioned the need for better protection for victims of domestic violence after protection orders are issued.

Many people across the region believe that addressing DV is one of the key actions that must be undertaken in order to improve the status of women in Moldova and that experiencing violence undermines women's ability to realize their human rights and improve their well-being in all walks of life. In addition, many believe that there are strong links between experiencing DV and the likelihood that a woman will become a victim of TIP. This link is said to be especially strong in Moldova, where NGOs report that nearly 100% of the VoTs that they assist have previously experienced domestic violence. An oft-cited report by LaStrada put this figure at 95%. Service providers believe that in many cases victims of domestic violence are motivated to flee and start a new life, thus placing them at risk for trafficking. Whether this very high number accurately reflects the likelihood of having experienced DV in the entire population of VoTs is unknown, however, victims of DV are clearly a very vulnerable population of women at risk for additional forms of exploitation and abuse.

USAID support related to gender in this sector. USAID does not currently fund programming in this area.

Trafficking in human beings.³⁶

Although trafficking in human beings is not strictly a “gender issue”, there are numerous gender dimensions that can be discussed. In Moldova the majority of identified VoTs have been and continue to be women and girls who are exploited for sex or for labor, although roughly 20% of the IOM Caseload is now comprised of males³⁷. The number of VoTs identified in Moldova has been declining over the past few years although for a small country, the numbers are still relatively high. In 2001, 364 VoTs were assisted by IOM in Moldova, but by 2009, this number had decreased to 159.

As in much of the E&E region, trends indicate some shifts in trafficking patterns. In Moldova, these include:

- An increase in internal trafficking.
- An increase in the number of men who are identified as having been victims of trafficking for the purposes of labor.
- A shift in the tactics of traffickers to more nuanced and less blatant forms of exploitation, including methods that allow victims some small monetary or material compensation. These methods confuse victims’ understanding of their circumstances and can result in VoTs shouldering the blame for their own exploitation (the “Stockholm Syndrome”).
- A growing concern that sex tourism or abuse of children by pedophiles may be becoming more prevalent although the GoM and civil society groups differ as to how serious this threat is, with the government recognizing some isolated incidents and civil society pointing to a possible trend.³⁸

In many ways, Moldova is making substantial progress in addressing issues of TIP. For example, the country has a strong national referral mechanism (NRM), which can serve as a model for other countries in the region. Moldova also participates in a program funded by USAID’s regional E&E Bureau in Washington that is designed to enhance cooperation and improve victim assistance across borders in the region. The current government is recognized as cooperating with donors and civil society in combating TIP. Nevertheless, many issues remain to be addressed and Moldova has been ranked on the Tier Two Watch List (T2WL) for the past two years in the US Department of State’s annual Trafficking in Persons Report³⁹. Changes to the

³⁶ Information taken from the 2010 Trafficking in Persons Report issued by the US Department of State unless otherwise noted.

³⁷ Information in this paragraph taken from “IOM (2010). Beneficiaries Assisted by IOM Moldova.” Hardcopy obtained in meeting with IOM in January, 2011.

³⁸ International Center for Women’s Rights Protection and Promotion “La Strada” (2010). Overview of the Child Trafficking Phenomenon in the Republic of Moldova. The authors of this report were Viorelia Rusu and Tatiana Fomina.

³⁹ US Department of State Office to Monitor and Combat Trafficking in Persons. (2010). Trafficking in Persons Report.

Trafficking Victims Protection Act (TVPA) prohibit countries from remaining on the T2WL for more than two years and consequently, Moldova faces the possibility of sanctions if its tier ranking does not improve in 2011. The following were identified by interviewees or in reports as among the main challenges to addressing TIP remaining in Moldova:

- The country has still not adequately pursued and prosecuted several high-level government officials that were revealed to have been complicit in TIP several years ago. To some extent, this is just one symptom of Moldova's inability to address serious issues in law enforcement and rule of law overall. However, this failure could result in Moldova receiving a T3 ranking in the 2011 TIP Report, even though the country has made significant progress in other facets of combating TIP. When asked, those who were interviewed for this assessment were not aware of specific cases of official corruption with respect to TIP. Some said that they assumed such things were occurring at the level of individual law enforcement officers but that they would be surprised if there was corruption at the level of the current central government.
- There is a need to develop procedures to better identify male VoTs and design services that address their needs, which often include dealing with disabilities that are acquired as a result of the trafficking experience. There are currently some limited counseling services available for men, but there is also a need for shelters to house male VoTs with long-term rehabilitation needs. Services for unaccompanied minors who were victims of trafficking are also said to be inadequate.
- Transnistria is believed to be a significant gateway for TIP but currently has a government that does not cooperate with Moldova on this issue, or produce statistics on the number of VoTs who are identified. Some NGOs been able to operate in Transnistria on a limited basis but many gaps remain in being able to assist victims and stop the flow of VoTs across borders.
- Some informants stated that although the GoM has the will to address TIP, in many cases, the capacity of the responsible officials is not high enough. To some extent, this is believed to reflect the general difficulty in attracting skilled people to work in government positions in the country and the concomitant frequent turnover in positions.
- There is a need for Moldova to articulate a coherent system of social protection that outlines the services (including relevant standards for those services) that will be provided to VoTs, victims of domestic violence, and other vulnerable citizens. To date, there is a patchwork of services available and they tend to be based on whatever donors happen to be funding.
- There is still no functioning system to obtain compensation for VoTs and very few cases have been successful.

USAID support related to gender in this sector. USAID no longer funds anti-trafficking activities. However, many other organizations remain quite active in this area, including IOM, LaStrada, OSCE, Terre des Hommes, and numerous NGOs.

G. Migration

Migration is an especially pressing issue in Moldova, with large numbers of male and female Moldovans migrating in search of jobs. Although not a gender issue, per se, there are many gender-linked implications of the large scale of migration in Moldova, including far-reaching consequences for families and children. There are an estimated 600,000 Moldovans residing abroad⁴⁰, and roughly 340,000 migrants are thought to still have family in Moldova⁴¹. This number represents roughly one quarter of the national labor force. One third of Moldovan migrants are believed to reside abroad under irregular status; those who leave the country illegally are particularly vulnerable to falling prey to traffickers. The remittances that migrants send back were estimated at \$1.8 billion in 2008, or more than 30% of Moldova's GDP.

Both men and women migrate and in 2006 and 2007, slightly more Moldovan women than men went abroad in search of work⁴². Women tend to migrate to Western Europe to take jobs as house-cleaners, maids, and workers in bars and restaurants. Men tend to migrate to Russia and other CIS countries in search of jobs in construction and agriculture. One serious consequence of this mass out-migration is brain drain with many of Moldova's most skilled citizens often seeking a better life elsewhere. Although many people we spoke with in the course of the assessment mentioned that the GoM should find ways to make returning to Moldova attractive, the reality is that the current job market would not be capable of absorbing a large-scale return of those who have been working abroad.

A very commonly mentioned and quite devastating impact of migration in Moldova concerns its impacts on children. Parents often migrate because they seek a better life for their children back home and they believe that if they earn more money, their children will have access to a better education, more material possessions, and other assets. In many cases, when parents migrate, children are left with grand-parents (who may be elderly or disabled and unable to properly care for the children) and in some cases, children are left on their own to form child-headed households. Estimates are that 20% of Moldovan children have one parent abroad and 10% have both parents abroad. In 14% of families with a migrant mother, nobody takes care of the children and 7% of children in institutions are children of migrants⁴³. Mothers are particularly likely to be gone for long periods of time as domestic work tends not to be seasonal and many Moldovan migrants are illegal, thus making it impossible to repeatedly return home.

The negative impacts of migration on children are widely discussed. Although they may indeed experience some material benefits, many children of migrants are unsupervised and cease to attend school, begin to exhibit destructive behavior patterns, get involved with alcohol or drugs, and are said to be lacking in "moral education". Services for this highly vulnerable group

⁴⁰ Figure cited by the CEC reporting on official border guard statistics, <http://www.azi.md/ro/story/1664>

⁴¹ IOM, World Bank, UNICEF and UNDP (2010). Migration Realities and Challenges. Hard copy of fact sheet obtained during the course of the assessment.

⁴² Government of Moldova National Bureau of Statistics (2008). Women and Men in the Republic Of Moldova.

⁴³ IOM, World Bank, UNICEF and UNDP (2010). Migration Realities and Challenges. Hard copy of fact sheet obtained during the course of the assessment.

of children are very scarce and they fall outside of the purview of more traditional child welfare reform efforts, which focus on finding alternatives for children in institutions.

H. Health⁴⁴

Generally, it appears that men and women have relatively similar (and similarly negative) experiences with the health system in Moldova with access to services (especially in rural areas), quality of services, corruption, and low public and private investment in the health sector being major concerns. Small villages are particularly susceptible to a shortage of health care workers with many such villages being served by a single nurse and no doctor, and in some cases, villagers must travel even to obtain the services of a nurse.

Basic life expectancy statistics have already been presented. As is the case in most countries, men and women also experience different patterns of morbidity and mortality. In 2007, men were significantly more likely than women to suffer from tuberculosis, and were slightly more likely to experience malignant tumors. Overall, the incidence of malignant tumors in the population increased by 19% between 2003 and 2007. Men are more likely than women to suffer from gonorrhea (79.4 and 20.5 new cases respectively per 100,000 people in 2007), syphilis (87.2 and 68.0 new cases per 100,000, respectively), and 57% of new HIV+ diagnoses occurred in men. The rate of HIV+ infection in the population in general has been rising, but the rate of increase has been faster among women. Although men suffer from numerous conditions at a higher rate than women, more men (50.9%) than women (43.1%) rate their overall health as good or very good.

Men are much more likely than women to suffer from problems related to alcohol consumption, with 3389 men and 614 women being diagnosed as alcoholic in 2006-2007. Men of all ages are also more likely to smoke than women. In 2007, 1090 women and 1895 men were injured in road accidents; 120 women and 344 men died as a result.

Donors Working on Gender in Moldova

Several donors are quite active in gender work in Moldova. SIDA has the coordinating role and works with the GoM as well as other donors and civil society on numerous aspects of gender equality. Several UN entities are active, especially UNIFEM and UNDP. SOROS Foundation has also funded some work, especially in relation to women's political empowerment. OSCE focuses on issues related to trafficking in persons, domestic violence, and women's political participation. Donors working on gender and trafficking issues in Moldova meet regularly and generally are said to coordinate and collaborate well.

⁴⁴ All statistics in this section are from "Government of Moldova National Bureau of Statistics (2008). Women and Men in the Republic Of Moldova".

III. Key Findings and Recommendations Related to Gender Integration at USAID

USAID/Moldova is not planning to develop a new strategy for some time. Nevertheless, the front office proactively initiated the current gender assessment so that gender will be better integrated into ongoing and future programming, a welcome indicator of commitment to this issue at the highest levels. The Country Office in Moldova benefits from having a Gender Advisor located in the regional USAID Mission in Ukraine as well as an informal gender point of contact in Moldova. Generally, USAID/Moldova programming features some activities that are designed to address issues of particular interest to women (e.g., women's economic empowerment), and gender components have been or will be integrated in a cross-cutting way in many other activities as well. Overall, staff at USAID/Moldova appear to be interested in and sensitive to gender issues, and motivated to integrate gender into the programs they manage. Most also appear to be familiar with the basic concepts but have not formally engaged in gender analysis and on a day to day basis, are rarely called upon to address gender in their work. Activity approval and other documents do mention gender in most cases, although there are ways to strengthen the language in these documents so that they are more fully compatible with the ADS provisions. Below are some suggestions for ways that gender integration could be strengthened across USAID/Moldova's portfolio of activities and more effectively mainstreamed at this Country Office.

A. Ensure that all USAID Staff Obtain at Least Some Gender Training

By and large, with the exception of the gender point of contact, staff at USAID/Moldova have not had formal gender training. This is an important gap because a wide variety of Mission staff are involved in project design and management functions. It would be particularly useful if at least one member of each Mission Office or Team had basic training in how to conduct gender analysis as this is required by the ADS not only in the context of strategic planning and AO design, but also during the activity design process. Although an outside consultant is often employed to conduct a gender assessment in the context of strategy design or at the program level, it will typically fall on Mission staff to conduct gender analysis at the activity or project level.

At the moment, USAID as an Agency does not offer many training opportunities in gender. However, the WID Office sometimes conducts gender training in the field for interested Missions (although these trainings do require the Mission to cost share). In addition, the E&E Bureau Gender Advisor is currently working with consultants to finalize an on-line course on how to do gender analysis. This course is expected to be available at the end of spring, 2011. Other donors and organizations in the region may also offer other training opportunities.

Recommendation. *USAID/Moldova should seek training opportunities in gender for Country Office staff, both on its own and in conjunction with other USG and donor organizations. Key implementers should also be invited to attend. All staff who are engaged in activity design or management at USAID/Moldova should take the E&E Bureau's on-line gender analysis course*

when it becomes available. If gender training is identified that relates to the specific substantive areas in which USAID staff work, such training should receive high priority. The Mission should also investigate possibilities for participating in or cost sharing joint training with MCC/MCA, staff at USAID/Ukraine and USAID/Belarus, the State Department or other USG or donor entities. For example, MCC/MCA is interested in possibly hosting training on gender issues in agriculture. USAID should stay in touch with MCC/MCA and if possible, participate in and/or jointly sponsor this training opportunity. In other cases, when sectoral experts are brought in to conduct assessments or evaluations for any USG organization, they may also be able to provide a short training session on gender issues in that sector.

B. Mandate that Gender Issues be Explicitly Addressed in all Assessments

USAID/Moldova has recently conducted sector assessments in DG, RoL, and EG and will likely initiate other assessments prior to the development of the next strategy. These assessments provided a wealth of useful information but addressed gender either not at all or only very fleetingly. When asked about this, Mission staff stated that the structure and content of some assessments is determined by Washington, and that in drafting the SOWs for these assessments, there are templates provided.

Recommendation. *USAID/Moldova should mandate the inclusion of gender analysis in all assessments that it conducts or funds.* The fact that the most recent assessments did not examine gender issues means that the Mission lost an excellent opportunity to gain an in-depth understanding of gender in these areas, at a level that is not possible in the context of an overall gender assessment such as this one. Requiring that all assessments examine gender issues would ensure a steady flow of gender-related information in the areas of greatest interest to the Mission and would greatly facilitate the required gender analysis at the activity design level. The Mission should seek to add such a requirement even to “templated” assessments, as doing so would not add substantially to the scope of the assessment and could provide a wealth of useful information at an opportune time.

One objection that is often raised in response to this suggestion is that no-one on the assessment team is a gender expert. Having such an expert on the assessment team would be beneficial but need not be required. There are plenty of excellent documents available that describe key gender issues in most of the sectors in which USAID Missions typically operate. The assessment team should be asked to identify and read a few of these resources and then to ask questions about gender and to probe for instances in which men and women do not have equal opportunities or benefit equally from programming in the given sector. Typically, those who are interviewed in the course of an assessment will have opinions on and experience with this issue which they will be glad to share if asked. Or, the Mission could provide the assessment team with the document on how to conduct gender analysis that the E&E Bureau Gender Advisor drafted and that was included in the gender analysis training she conducted at the Mission in February, 2011.

Language addressing this issue in SOWs for assessments could look something like this:

“Consultants are required to carry out a gender analysis as part of the overall assessment of this sector. The overarching purpose of this analysis is to determine whether men and women have the same or different needs and priorities in this sector and whether gender roles or inequalities prevent the achievement of equal outcomes for both. In carrying out this analysis, at a minimum, consultants should examine whether men and women: have equal access to the goods, resources, and services that are provided in this sector; are active participants and decision-makers in this sector; and have equal legal rights and status relative to this sector. Consultants should also assess whether gender stereotypes, gender roles, and how men and women spend their time contribute to inequitable outcomes. In making final recommendations, consultants should specifically address any gender inequalities that been uncovered and propose solutions that promote greater equality, including measures that USAID can take in its future programming.”

C. Consider Drafting a Gender Plan of Action to Cover the Time Period Until the Next Strategy is Finalized

The Country Office in Moldova does not plan to work on a new strategy document for quite some time and the current Country Director will finish her assignment in Moldova this spring. The recommendations in the current assessment could be used to chart out actions related to and to increase staff capacity in gender integration prior to that time and in preparation for eventual strategy development. Such a plan would also create sustainable momentum in gender integration moving forward, even during a time when top leadership at the Mission is in flux.

Recommendations. *The Country Office in Moldova should consider drafting a gender plan of action to cover the time period between now and when the next strategy is finalized in order to capitalize on momentum gained as a result of the current assessment and to detail concrete planned actions prior to a change-over in leadership.*

D. Consider Establishing a Small Mission Gender Working Group (GWG)

One popular approach to gender integration is to establish a GWG or Committee to serve as a coordinating body for gender across the technical teams. (Such a Committee was created at USAID/Ukraine in the late 1990s, for example.) A point person from each team or office can be nominated to serve on the working group and the capacity of these individuals to engage in gender analysis could be enhanced with training. The current gender point of contact could chair such a group. Group members can seek out and share resources, best practices, and lessons learned in doing gender analysis and integrating gender in their sectors and can archive useful gender resources in central location. This arrangement can help to insure that some level of gender expertise is spread across Teams or Offices and all the responsibility for integrating gender on a day to day basis does not rest solely with the gender point of contact in Moldova or the Gender Advisor in Kiev. Because USAID/Moldova is a relatively small Country Office, such a GWG would only need to have a handful of members to cover the issues in USAID/Moldova’s portfolio. Alternatively, all technical staff could participate in the Group.

Recommendation. *USAID/Moldova should consider the feasibility of establishing a small GWG given the benefits that such a group can bring.*

E. Strengthen the Language Related to Gender in Activity Approval Documents (AADs)

In the context of this assessment, the consultant asked all COTRs/AOTRs of Mission activities to complete a brief questionnaire which solicited information about AAD gender language for the activity they manage, among other things. Completed questionnaires were received for most activities. Examination of the responses revealed a fair amount of variation in the depth of the material related to gender. In some cases, very little gender analysis was included. Some of the AADs that did present a number of useful gender statistics did not go farther to describe what the implication of these statistics were for the program under development or how the new program would seek to address them. In other AADs, the gender information that was presented was relatively extensive, as occurred for the new agriculture program that is currently being finalized. In this case, it was also stated that the implementer would be asked to conduct a gender assessment for the agriculture sector as one of the required deliverables under the project.

The revisions to the ADS that were recently completed include the requirement (in Section 201.3.11.6) that AADs must include a description of the conclusions of the (required) gender analyses that were out carried during the project design process, unless it has been determined that gender is not a significant issue. Thus, the Mission should not defer gender analysis until the award has been finalized and assume that the implementer will be primarily responsible for carrying it out.

Recommendations. *USAID/Moldova should strengthen the language related to gender and gender analysis in AADs so as to insure that they uniformly meet the requirements of the ADS. Specifically, all AADs must include the results of a gender analysis that was carried out during project design. The amount of information that is included vis a vis gender in these documents need not be burdensome, but the main gender issues that have relevance for the activity that is being approved should be described, as should the general approach that will be undertaken to address these issues.*

- *Note that this does not mean that the Mission can't also ask implementers to carry out a detailed sector-specific gender analysis, as the Mission has done with the agriculture AAD. This can be an excellent way to gather additional detailed information about gender that is of direct relevance to an activity as the concrete implementation details are finalized. Such an analysis can be especially useful in cases where the project will be especially large or in a new area for the Mission. However, USAID/Moldova should take care to spell out the mechanism by which the results of sector-specific gender analyses that are carried out by implementers will be incorporated into project designs and/or annual work plans; otherwise, the analysis will not effectively contribute to gender integration.*

- *In discussing gender issues in activity approval documents (AADs), USAID/Moldova should avoid simply stating that “gender will be cross-cutting” without also including more specific and concrete information about how gender will be integrated across the activity. Statements that gender will be cross-cutting are often used by Missions in place of detailed gender analysis and in practice, can result in attention to gender being lost or unfocused.*

F. Include Clear Expectations Regarding Gender Integration in all Scopes of Work in RFPs, RFAs, etc. as Required by the ADS

The best way to ensure that grantees and contractors address the gender issues that were identified by the USAID/Moldova in the course of the activity design process is to include explicit statements about the gender issues that organizations that respond to RFPs, RFAs, RFTOPs, etc. are expected to address in their program. (The ADS also now includes this as a USAID responsibility.) This should not be difficult once the activity-level gender analysis has been done because the design team can use much of the same language in the call for proposals as was included in the AAD. In practice, many scopes of work include vague language asking organizations that submit proposals to “address gender issues”. Relying on this type of language risks leaving the precise way that programs will address gender undefined at the outset of the program and in the case of grants and cooperative agreements, may leave USAID in the position of having a limited ability to intervene if gender issues are not properly integrated or addressed as the program unfolds.

Recommendation. *USAID/Moldova should include explicit language regarding what gender issues are to be addressed in all SOWs that are included in RFAs, RFPs, RFTOPs, APSs, etc. This language should be based on the gender analyses that were done at the activity design stage. Those who are submitting proposals to USAID should also be encouraged to identify and address other gender issues as appropriate.*

G. Establish Clear and Multiple Evaluation/Selection Criteria Related to Gender for Solicitations

In the context of solicitations, the technical gender issues to be addressed in the activity itself should not comprise the only evaluation/selection criterion that refers to gender. The intent of the ADS in relation to proposal evaluation is to integrate gender across the various evaluation criteria, rather than relying on one selection factor alone that refers to the issues that were identified during the gender analysis.

Recommendation. *USAID/Moldova should establish clear and multiple evaluation/selection criteria related to gender for solicitations. Proposals should be evaluated for attention to the gender issues that were identified during the process of gender analysis (these will of course vary for each activity). However, gender should also be mainstreamed throughout the evaluation technical criteria. Some things the Country Office in Moldova could look for include the following:*

- In terms of the technical approach to the gender issues that were identified, look for⁴⁵:
 - Gender-relevant research, background analysis, or assessments, and consultations with women’s advocates working in the sector and with female and male customers as part of the activity’s concept development process;
 - Gender analysis as part of the activity design, and as a routine part of any planned procurement actions (i.e., subcontracts, SOWs for consultants);
 - Appropriate level of articulation of planned activities designed to address the gender issues that were identified by the Mission;
 - Gender-equitable participation in different aspects of the activity;
 - Sex-disaggregated data for indicators and targets;
 - Gender criteria in planned evaluations of the project’s progress and impact.
- For staff qualifications look for:
 - Key personnel who have demonstrated sectoral and gender analysis skills and/or experience;
 - Position descriptions, including for leadership positions that explicitly require expertise in gender among US- and field-based staff.
- For institutional capacity look for:
 - Demonstrated institutional commitment to gender issues in previous contracts, cooperative agreements or grants;
 - Gender equitable institutional policies and mission statements, including equal opportunity employment practices, commitment to hiring and retention of both female and male staff, and sexual harassment policies;
 - Publications on gender issues;
 - Experience in participatory methodologies, working with diverse constituencies, and ensuring stakeholder participation;
 - Undertaking gender training for staff, collaborating partners and in country associates.

H. Data Reported by Implementers Should be Sex-Disaggregated and if Possible, Reports Should Include Gender Analysis and Gender-Sensitive Data as Well

The ADS requires that in cases where gender analysis suggests that gender issues are important, gender-sensitive indicators should be established and data should be disaggregated. Generally, projects that are funded by USAID/Moldova do collect sex-disaggregated data, especially OP-type data such as numbers of people trained, or numbers of men and women who attend meetings. However, these data are limited in scope and tend to reflect simple outputs. Although implementers sometimes collect data beyond what is required for the OP, they do not always disaggregate these data or collect data on gender sensitive indicators. Although there are exceptions, most implementers reported that they included little or no discussion of gender-related information in their reports.

⁴⁵ This information was adapted from materials that were prepared for the E&E Bureau’s recent training on gender integration by Susan Somach and is similar to material she has provided in past gender assessments.

Recommendations. Although implementers of many projects are currently collecting or plan to collect some data that allows for conclusions to be made about how the activity is impacting women and men (e.g., CEED, the new agriculture activity, several of the programs in the DG portfolio), there are several things USAID/Moldova could do to strengthen the data that is collected about gender across the portfolio.

- *USAID/Moldova should continue to request that implementers routinely dis-aggregate data including data related to process, outcomes and impact, if possible. If any implementers are not currently dis-aggregating their data, they should be reminded that this is mandatory.*
- Although many Country Office activities include the collection of sex-disaggregated data, inclusion of gender-sensitive indicators is rarer. Gender-sensitive indicators are often more nuanced indicators that are specifically designed to address issues related to gender equality, and to examine the impact of USAID activities on the status of women and men. *USAID implementers should be asked to develop and include gender-sensitive indicators where appropriate.*
- *USAID/Moldova should begin fleshing out the gender-sensitive indicators that will be included in an activity at the design stage.* Such indicators are a direct reflection of the gender-related goals of the activity and of how the activity is designed to meet those goals. In most cases, it will not be possible to add strong gender-sensitive indicators in an ad hoc fashion after the activity has been designed if gender analysis was not used to inform the design at the outset.
- Some implementers seem to believe that including women in trainings or project activities is all that is required to demonstrate that an activity successfully integrates gender. *In order to help implementers provide better and more detailed gender-sensitive data, USAID/Moldova should review USAID's gender requirements with all implementers and should request that implementers include observations and discussions related to gender in Reports.* Perceiving that USAID has an interest in going beyond the bare minimum in terms of collecting OP-style sex-disaggregated statistics can encourage implementers to think about gender more deeply and to convey gender-related dynamics they may have observed while implementing the activity.

I. Increase Efforts to “Tell the Story” of how USAID/Moldova Supports Gender Equality

President Obama’s Administration, Secretary Clinton, and Administrator Shah are very serious about integrating gender into USAID programming and promoting gender equality in other ways as well. Over the past year, there has been a dramatic increase in the number of activities and initiatives that focus on gender, an increase in the number of data calls related to gender, and continued requests for information about good practices related to gender in programming. Over the next few years, USAID will most likely to continue to see high levels of interest in gender, with an increased focus on being able to demonstrate that funding is being spent in support of increased gender equality (and combating gender-based violence and trafficking in persons more specifically) and that concrete results are being achieved.

Recommendation. *USAID/Moldova should track, report and publicize program results that contribute to gender equality.* There are numerous ways that this could be done. For example, the Country Office in Moldova gender point of contact could serve as the focal point for collecting this information and COTRs/AOTRs could be asked to send her good examples of such materials. In terms of dissemination, the new USAID Administrator has established a blog and Missions are encouraged to submit examples of good practices and successful results. The E&E Bureau Gender Advisor also serves as a central point of contact for the Bureau on gender and she would be happy to receive and circulate good examples of gender integration and program results that promote gender equality. She can also ensure that such success stories are captured in publications like the Democracy, Governance and Social Transition (DGST) Office's weekly digest of news and the Bureau's submissions for the Administrator's weekly. The Bureau Gender Advisor is also a member of almost all of the Agency working groups that deal with gender issues and as such, she is well-positioned to pass on success stories and good practices from Missions.

IV. Key Recommendations Related to Sectors in Which USAID Conducts Programming

The following recommendations are pegged to the areas in which USAID currently funds or plans to fund activities. These recommendations are offered as a “menu” of possibilities and ultimately, which ones USAID/Moldova views as most useful or relevant will depend on finalizing new program designs and firming up the next strategy.

A. Overarching Recommendations

- **As part of any project design phase, consult with men and women to ensure that they will have equal access to the project and that they do not foresee any unanticipated consequences of the project for gender equality** and to make sure that the unique perspectives and priorities of both sexes are addressed. As part of this process, seek to ascertain whether gender balance in participation is likely to be achieved without any proactive intervention. If not, build affirmative actions into the program design. This issue is especially important in relation to women from particularly disadvantaged groups.
- **Build in activities that address the priorities outlined in the Government of Moldova’s Strategy and Action Plans on Gender Equality:** Even though USAID does not plan to fund new stand-alone programming on gender, it could nevertheless assist the GoM in meeting its obligations to women by including activities that address some of the key issues outlined in these documents in upcoming USAID/Moldova programming in the EG and DG sectors. USAID could also advocate for increased political will to provide funding to tackle the items in the Strategy and NAP in these sectors.
- **Across the board, build features into activities that will address constraints on women’s ability to participate due to their family roles and responsibilities:** Particular barriers are likely to include the attitudes of husbands, household and child care responsibilities. Projects should consider how to address these issues so that women are free to participate (e.g., by providing childcare so that women can bring their children to trainings or meetings, by inviting husbands and wives to participate together, by scheduling meetings at a time when women are less likely to have pressing household responsibilities, etc.).
- **Increase male involvement overall in projects addressing gender inequalities:** Many of the activities that the consultant heard about in the course of the assessment that were designed to address gender inequalities by various donors and NGOs focused exclusively or mainly on women as participants. This was the case even in areas where achieving positive outcomes for women is heavily dependent on changing attitudes among men. It is very important that any such programs also find a way to involve men, even though

this can be difficult and men may need to be aggressively targeted as participants. Part of the focus should be on making men aware of the benefits of gender equality for themselves and for the country overall. Involving men as visible spokespersons for gender equality can also be especially effective as they are often perceived as having less of a vested interest in this issue than women.

- **If possible, address DV with small activities that cross-cut USAID/Moldova’s portfolio:** DV remains a pressing problem for women in Moldova. Although the Country Office will not likely fund stand-alone DV work, it could weave small activities designed to help address this issue into multiple activities across the portfolio⁴⁶. For example, USAID/Moldova could:
 - Support or leverage support for the renovation of the Center in Drochia that will begin to provide services for male perpetrators of DV. Such services are very rare across the E&E region and supporting a model program of this type would garner positive attention for USAID.
 - In upcoming media work, train journalists how to raise awareness of DV and discuss it responsibly.
 - Examine how DV cases are handled by the court system and whether victims are receiving competent legal representation under RoL programming.
 - Support women’s NGOs that provide services for victims of DV under the civil society program.

- **Support activities designed to empower women across the portfolio:** Many people who were interviewed for the assessment stated that women in Moldova are not self-confident enough and that they need to be empowered in order to see themselves as and to become recognized as leaders. Training in general leadership and communication skills were most frequently mentioned in this context. Having more women who are recognized as leaders in a variety of sectors in Moldova may also make it easier for some of these women to transition into political positions.

- **USAID/Moldova should strongly consider funding or seeking funding for programming designed to address and mitigate the impacts of migration on children and youth.** The Displaced Children and Orphans Fund in USAID’s DCHA Bureau in Washington is currently funding a child welfare program in Moldova, but the focus will be on developing alternative services for children in residential institutions. This program will not reach the large number of Moldovan children and youth who are vulnerable and whose future is threatened due to the impacts of migration. IOM is currently finalizing

⁴⁶ For more suggestions on how to integrate anti-DV activities across the USAID portfolio, see USAID. (2009). Toolkit for Integrating Domestic Violence Activities into Programming in Europe and Eurasia. This report was produced for the Social Transition Team, Office of Democracy, Governance and Social Transition of the United States Agency for International Development (USAID/E&E/DGST) by Creative Associates International, Inc. and the Aguirre Division of JBS International, Inc. under the SOCIAL Task Order EDH-I-00-05-00029-00 of the Advancing Basic Education (ABE-BE) IQC. Its author is Elisabeth Duban. Paper published by the E&E Bureau and available on the USAID website.

research on the needs of these children that could be used to shape a focused response by donors including USAID.

B. Recommendations for the Democracy Sector

Media: At present, it is unclear whether the Mission will fund another media program when the current program ends in the fall of 2011. However, should media work continue, USAID could consider the following types of activities to more completely integrate gender:

- **Fund a content analysis of portrayals of men and women across all forms of media** in order to determine whether the situation has improved since the analysis of print media that was published in 2005, to expand the knowledge base detailing how the sexes are portrayed in media other than print (e.g., television, internet, radio), to help design specific activities under the new program to target the use of sexist language or portrayals, and to provide baseline data.
- **Train journalists, media owners and managers to recognize and avoid the use of sexist, degrading or stereotypical representations of women** in all forms of media. Use content analysis at the end of the activity to see if improvements from baseline levels are found.
- **Design a media campaign that showcases high profile male political (and other) leaders who support women's empowerment** and disseminate the resulting clips/blogs/videos widely. Utilize "new media" as much as possible.
- **Design and fund an annual competition and award for the best examples of gender-aware and gender-sensitive reporting in the media** and publicize the contest and the winners widely.
- **Launch advocacy and civic education campaigns using a wide variety of media to raise public awareness of gender issues and to publicize positive steps that the GoM is taking on these issues.** Many important gender issues such as DV are still not sufficiently on the "radar screen" of the public and there is little understanding of the steps that the government is taking to advance gender equality.

Rule of Law: The new RoL program is in the procurement stage so precise details of what the program will look like have not yet been finalized. Hence, whether the suggestions below on how to integrate gender issues into USAID's RoL work are applicable will to some extent depend on the final program design.

- **Build strong content related to gender equality, women's rights, and relevant legislation into the curriculum that the National Institute of Justice (NIJ) uses to train judges, aspiring judges, and prosecutors.** Insure that this content includes discussions of the special needs of victims of domestic violence and TIP, including needs for protection and anonymity, sensitive and non-discriminatory treatment by judges and prosecutors, etc. Although the majority of judges are female, this is not a guarantee of gender sensitivity.

- **Ensure that the strategic plan and overarching Mission of the NIJ includes a focus on gender equality and integrates gender across its objectives, including those related to recruitment and hiring.**
- **Work with women’s NGOs to monitor courts and the justice system on issues of special importance to women,** including handling of DV and TIP cases, evidence of corruption or special delays in processing such cases, expeditious handling of issues that fall under the Family Code, such as divorce, etc. Utilize improved judicial IT systems and encourage citizens and NGOs to access improved information about court proceedings that result from USG investments in automating the courts and enhancing effective case management.
- **Increase public awareness that DV is a crime, familiarize the public with legislation that addresses DV and with methods for accessing justice for victims of domestic violence under the law,** including how to access legal assistance, how to seek protection orders, etc. Women from rural areas are especially likely to be unaware of their rights in this area.
- **Insure that efforts to improve the transparency of the court system involve methods that work for both men and women:** Relying exclusively on computer and internet-based methods may leave out more women than men, especially older and rural women. Auxiliary efforts may be needed to reach these groups.

Local Governance: The local governance (LG) program is currently in the procurement process, so the details of this program are yet to be determined. Broadly speaking, the program will assist local governments to improve municipal service delivery, increase revenues and meet new responsibilities under decentralization efforts, while engaging citizens and other partners in these efforts. Below are some general considerations that should be kept in mind in terms of integrating gender, based on the typical issues that arise in local governance programs that are implemented by USAID in the E&E region.

- **If the LG program is implemented in any of the towns where active women-led community groups were established under the IREX community involvement program, activate and involve these groups in efforts to gather input at the grass roots level.**
- **Conduct a baseline survey on what municipal services and other community fiscal management issues are seen as most important by men and women in the locations where the LG program will operate** so as to insure that the priorities of both women and men are addressed by program activities, despite the fact that most community leaders are men.
- **Tailor citizen outreach and community mobilization efforts so that they are equally effective for women and men:** Women have many different claims on their time and participation in the LG activity may require a mechanism that creates some free time for them, and/or that works with constraints as to when and where women may be able to attend meetings outside of the home. Mechanisms may also need to be established to insure not only that women participate but that their input is taken seriously by men in decisions regarding community priorities, projects, budgeting, etc.

- **If possible, support a gender analysis of decentralization and local budgeting processes** so as to insure that any decisions about community investments, land sales, land use plans, privatization reforms, taxation schemes, and other aspects of managing community assets do not have disproportionate positive or negative impacts on members of one sex only. If they become active, USAID should involve the local gender focal points in these activities.
- **Collect sex-disaggregated service delivery indicators over time to examine whether satisfaction with or complaints about service delivery differ for men and women.**

Elections and Political Participation: Women in Moldova are under-represented at all levels of government and USAID should contribute to efforts to increase women’s political participation in any future work on elections or political parties. Such efforts should include a focus on relevant legislation and women candidates themselves but also on raising awareness among citizens of the benefits of gender equality and inclusiveness in the political system. Illustrative ways to integrate gender into work in this area include:

- **Carry out activities to support current efforts to revise the electoral code to insure that parties adhere to the gender quota** and push for further requirements that women comprise one out of every three or four names on candidate lists (a “zebra system”) in order to avoid having the majority of female candidates clustered near the bottom of such lists.
- **Work with civil society groups to raise awareness among Moldovan citizens about why quotas are necessary to advance gender equality** and to counter any backlash that arises as the debate about quotas moves forward. This work should specifically include a component targeted to men with messages designed to present the election of women as a “win-win” situation for men and women in the country.
- **Work with political parties to build awareness of the need for female representation in government and respect for the quota provisions in law.**
- **Work with political parties’ women’s sections to insure that women are actively involved in policy formulation and decision-making** while at the same time insuring that women’s sections do not function as a way to marginalize female party members and keep them isolated from decision-making structures and processes in the party.
- **Continue to work with political parties to refine their ideological platforms and to convey these to the public, with a focus on issues and messages that will appeal to women.**
- **Assess whether newly elected female politicians have unique capacity-building needs and target capacity-building efforts to those needs in any work with candidates for office or elected officials,** in order to mitigate the possibility that women who are elected are seen as low in skills and a reflection of why quota laws are not a good idea. In so doing, include a focus on female candidates from marginalized groups and women with disabilities to insure that such work is truly inclusive.
- **In any political party work with a youth focus, specifically seek out female participants in order to insure equal opportunities for young women and men.**

- **Build formal networks or coalitions of female political leaders, across party lines, if possible**, tapping into women who have already been trained in USG and other donor programs as well as promising new politicians.
- **Create a mentorship program for emerging female political leaders that pairs them with established female leaders in Moldova and across the region** in order to increase the number of prominent, visible female political leaders in Moldova who can serve as role models for young women.
- **Create an awards program that recognizes strong contributions toward gender equality in Moldova among political parties, as well as both male and female politicians** and publicize the awards in a high profile event.
- **In future work with the CEC, seek ways to insure that the membership is more gender-balanced.**

Civil Society

- **Continue work on improving the legislative framework that governs the operation of civil society organizations overall and on seeking ways to improve NGO sustainability** as such efforts will impact the ability of women’s NGOs to remain an active force and to continue to focus on their chosen Mission.
- **Continue to work with the ProGen Alliance and focus on ways to make this Alliance sustainable.** In order to support a true “women’s movement”, NGOs must work and speak together in a common voice. The lack of coalitions of women’s NGOs is one factor that undermines such a movement across the region.
- **Seek to build the capacity of women’s NGOs to function as watchdogs and to gain visibility in the media in this role.** NGOs could monitor the progress of the GoM in meeting the requirements of CEDAW and the National Action Plan, the handling of DV and TIP cases in the court system, etc.
- **Work in a collaborative manner with USAID/Moldova programming in the media sector to position women’s NGOs as expert commentators on gender issues and to feature them in this role using multiple forms of media.**
- **If the opportunity arises, support the creation of one or more NGOs designed to address men’s issues in Moldova.** This should only be attempted if USAID can capitalize on or nurture grass-roots interest in initiating organizations of this type; otherwise, the effort is not likely to be successful.
- **Considering applying the gender mainstreaming tool that is currently being developed under the civil society program to all USAID implementers and sub-grantees, not just those with sub-grants under the AED program.**

C. Recommendations for the Economic Growth Sector

Business Enabling Environment

- **Conduct gender and social impact analysis to determine whether men and women have differing views as to which constraints to doing business are the most important and to ensure that practices or regulations designed to improve the business enabling environment do not inadvertently disadvantage women** by, for example, ignoring regulations that disproportionately impact the types of businesses that they own; requiring additional (or higher) taxes, surcharges or licensing fees in sectors in which they are more likely to work; making it harder for them to get credit; excluding women from regulatory and inspection functions; etc.
- **Conduct an analysis of the entry points for and experiences with corruption of male and female business owners and examine whether USAID programming could assist in targeting any of the forms of corruption that are identified.**

Competitiveness

- **When selecting additional sectors to work in under the CEED program, consider specifically choosing at least one that has high potential for women to assume leadership and decision-making positions** in firms that produce competitive products for export.
- **Insure that women can participate in training and workshops designed to facilitate workforce development by scheduling these sessions at times and in places that are compatible with their involvement.**
- **Support/develop women's business and trade associations overall as well as in competitive business sectors:** Women should be encouraged to join existing business or trade associations if these provide equal opportunities for men and women to participate and to benefit from the activities of the association. If they do not currently exist, women's business associations in competitive business sectors could also be encouraged.
- **Women micro-enterprise owners could be targeted for assistance in growing their businesses in competitive sectors to increase the number of SMEs owned and managed by women in Moldova.** In addition to securing access to credit, these women may be especially likely to need auxiliary services such as training in business management, marketing, financial management and budgeting, dealing with government offices, etc.⁴⁷ Business support service providers should be trained to look for gender-based needs such as these.

⁴⁷ The Global Entrepreneurship Monitor's 2005 cross-national assessment of women's entrepreneurial activities determined that efforts should focus on education, financial assistance, network development, and mentoring. Also, other studies show that financial education for women entrepreneurs is especially important.

- **USAID should continue efforts to attract more women to the ICT sector in the hope that over time, more of these women will be promoted to management positions.**
- **If compatible with the scope of the new CEED program, USAID should actively support the development of a cadre of women managers across sectors.** In addition to being provided with soft skills training, women may also need to be empowered to proactively seek promotion to the managerial level. If there are strong women’s business associations, these may be useful partners and may be able to identify trainers and mentors for women wishing to enter management.
- **In sectors that employ a predominantly female workforce, USAID implementers should be sensitive to sexual harassment issues in the workplace and engage in awareness raising to combat this phenomenon.**
- **USAID could create a mentorship program for emerging or potential female business leaders that pairs them with established female business leaders and provides possible internship opportunities.** Being a good mentor does not necessarily come naturally so established female leaders may need to be trained in mentorship skills. Women leaders may also need awareness raising as to why it is important and not contrary to their own business interests to support other women by becoming mentors.

Agriculture

- **Conduct a survey and subsequent gender analysis of men’s and women’s roles in agriculture based on a representative sample of farms, including those owned or run by women or men only.** Such a survey would provide a more accurate picture of the skills, education, and responsibility levels of all types of men and women who own, operate, or labor on farms and would help to reveal whether women who operate/manage farms on their own differ from women who do so with their husbands. This survey could be included as part of the gender analysis that USAID will ask implementers to conduct under the upcoming agriculture activity.
- **In the SOW that USAID writes for the gender analysis that will be conducted at the start of the new agriculture activity, consultants should be asked to look at sex differences in access to assets, responsibilities, financial remuneration, and decision-making at each step of the value chain including producers, buyers, sellers, etc. to assess gender-related barriers and opportunities at all levels.** This analysis should also include examination of women’s unpaid labor on farms. Once gender disparities have been identified, implementers can be asked to specifically design activities to overcome them and to insure that men and women benefit equally from this programming⁴⁸.

⁴⁸ See USAID (2010). A Guide to Integrating Gender into Agricultural Value Chains. Prepared for Juarez and Associates by Deborah Rubin and Cristina Manfre (Cultural Practice LLC) under prime contract #GEW-I-00-02-00020-00, task order number 6. http://www.usaid.gov/our_work/cross-cutting_programs/wid/eg/pubs.html. See also USAID (2009). Promoting Gender Equitable Opportunities in Agricultural Value Chains. Prepared for Development and Training Services Inc. (dTS) by Deborah Rubin (Cultural Practices LLC) and by Christina Manfre and Kara Nicholls Barrett (dTS). Available at http://www.usaid.gov/our_work/cross-cutting_programs/wid/pubs/GATE_Gender_Ag_Value_Chain_Handbook_11-09.pdf

- **USAID/Moldova should review the training materials related to gender issues in agriculture that were developed under USAID’s GATE project with current and future implementers in this sector, to take advantage of materials that have already been produced.** The materials from the live training that was done in Albania or Kenya⁴⁹ under GATE would be useful even if they are simply reviewed in written form. Although produced for other countries, much of the basic material remains relevant.
- **Programs designed to expand the agribusiness sector or increase its profitability should be designed in a manner that insures that women do not shoulder a disproportionate amount of the labor while reaping little of the financial benefit from such programs.**
- **USAID should assess the impacts of proposed new activities in the agriculture sector on children to insure that these activities do not have the unintended consequence of increasing levels of child labor on farms or making it less likely that children remain in school.**
- **All training and educational opportunities should be implemented in a manner that specifically targets women as participants so that the gaps in skills and knowledge that were revealed in the MCC Farm Survey Gender Assessment can be closed.** Women should be trained in new techniques and technologies and at each step of the value chain. This may require designing training opportunities that take women’s household responsibilities into account.

Recommendations Related to Sex-disaggregated Statistics and Gender-Sensitive Indicators

- **Collect sex-disaggregated data and support research on gender issues in as many activities as possible:** Despite the fact that “Women and Men in Moldova” does a better job than many similar publications elsewhere in the region of dis-aggregating basic types of data, the country suffers from a dearth of sex-disaggregated statistics on many key issues (which is not uncommon). USAID should build collecting detailed sex-disaggregated information into as many program designs as possible, or fund think tanks or researchers to conduct such analyses. If possible, data should also be dis-aggregated by other socio-demographic characteristics as well because not all sub-groups of women and men respond equally to the same interventions and it will be important to be able to track what worked well and what didn’t for these groups. This sex dis-aggregated data should go beyond that which is required in the way of standard indicators for the annual OPs and should seek to assess whether equal outcomes were achieved for men and women and whether the program served as a way to empower women, if at all possible. Not only would this information serve as a useful baseline for eventual program evaluations, but it would serve to highlight key areas for future programming.
- **Consider using some of the harmonized indicators that the GoM recently drafted and adopted** in addition to other indicators of unique interest to USAID as a way to insure

⁴⁹ The Kenya training materials can be accessed at http://www.usaid.gov/our_work/cross-cutting_programs/wid/pubs/INGIA-VC_Kenya_Training_Materials_public.pdf

that the outcomes of USAID/Moldova's programming feeds into information that is collected at the national level and helps to inform GoM priorities and responses.

- **Consult existing compendiums of gender-sensitive indicators during the design phase of the next strategy as well as during the design of new activities:** The selection of specific sex-disaggregated or gender-sensitive statistics will flow from the structure and content of USAID/Moldova's next country strategy and the types of activities that are funded currently and in the future. Below is a list of excellent resource documents that provide extensive sample sex-disaggregated and gender-sensitive indicators in some of the areas in which USAID/Moldova has worked and may continue to work in the future. Although some of the documents in the "general" category are somewhat dated, they contain good background discussions of what gender-sensitive indicators are and how to select them.

General

- World Vision (2010). Gender Integration in Program Design, Monitoring and Evaluation: A Sectoral Approach. Written by Yeva Avakyan, Child Development and Protection Team, World Vision US.
- Commonwealth Secretariat. (1999). Using Gender- Sensitive Indicators: A Reference Manual for Governments and Other Stakeholders. By Tony Beck.
- CIDA (1997). Guide to Gender Sensitive Indicators. [http://www.acdi-cida.gc.ca/inet/images.nsf/vLUImages/Policy/\\$file/WID-GUID-E.pdf](http://www.acdi-cida.gc.ca/inet/images.nsf/vLUImages/Policy/$file/WID-GUID-E.pdf)

EG

- USAID. Gender-Sensitive Indicators for Economic Growth/Trade-Related Activities, http://pdf.usaid.gov/pdf_docs/PNADL088.pdf. This includes some indicators for the agriculture sector.
- USAID (2009), BizCLIR Gender-Sensitive Economics and Governance Indicators.
- World Bank (2010). Gender Dimensions of Investment Climate Reform: A Guide for Policy Makers and Practitioners. See page 39 for start of discussion of indicators.
- USAID (2009). Promoting Gender Equitable Opportunities in Agricultural Value Chains, page 107. http://www.usaid.gov/our_work/cross-cutting_programs/wid/pubs/GATE_Gender_Ag_Value_Chain_Handbook_11-09.pdf

DG

- UNDP (2006). Measuring Democratic Governance: a Framework for Selecting Pro-poor and Gender Sensitive Indicators.

DV

- USAID/IGWG/ Measure Evaluation (2008). Violence against Women and Girls: A Compendium of Monitoring and Evaluation Indicators. <http://www.cpc.unc.edu/measure/tools/gender/violence-against-women-and-girls-compendium-of-indicators>

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Duban , E (2010). From Cairo to Beijing and Beyond: The Unfinished Agenda on Gender Equality in Eastern Europe and Central Asia. This background paper was commissioned by the UNFPA Regional Office for Eastern Europe and Central Asia in preparation for a regional technical meeting to be held in Istanbul, Turkey, from 20 to 22 October 2010.

Government of the Republic of Moldova (June 2010). National Report on the implementation of the MDGs with special emphasis on the MDG3 – gender equality and empowerment of women. Drafted for the 2010 Annual Ministerial Review of ECOSOC.

Government of the Republic of Moldova (Dec., 2009). Decision no. 933 Regarding the Approval of the National Programme on Ensuring Gender Equality during 2010-2015.

Government of the Republic of Moldova (Feb., 2009). Preliminary answers to the questionnaire on implementation of the Beijing declaration and Platform for Action 1995 and the outcome of the 23rd special session of the general assembly 2000.

Government of the Republic of Moldova (Sept. 2006). Moldova Demographic and Health Survey 2005. Prepared by The National Scientific and Applied Center for Preventive Medicine and the Ministry of Health and Social Protection, with technical assistance from ORC Macro. Funded by USAID, UNICEF, and UNFPA.

Government of Moldova National Bureau of Statistics (2009). Harmonised Set of Development Indicators in a Gender Sensitive Manner in the Context of the Millennium Development Goals (Full version). Developed within the Joint UNDP, UNIFEM, UNFPA Project “Strengthening National Statistical System”.

Government of Moldova National Bureau of Statistics (2008). Women and Men in the Republic Of Moldova.

IOM (2010). Beneficiaries Assisted by IOM Moldova. Hardcopy obtained in meeting with IOM in January, 2011.

IOM, World Bank, UNICEF and UNDP (2010). Migration Realities and Challenges. Hard copy of fact sheet obtained during the course of the assessment.

International Center for Women's Rights Protection and Promotion "La Strada" (2010). Overview of the Child Trafficking Phenomenon in the Republic of Moldova. The authors of this report were Viorelia Rusu and Tatiana Fomina.

Miluka, Juna (July, 2009). Moldova Farm Survey Gender Assessment. Based on survey information collected by and reported in "Final Report: Moldovan Farm Operators Survey" by David O'Brien (March 2009). Prepared for the Millennium Challenge Corporation.

OSCE Mission to Moldova and Office for Democratic Institutions and Human Rights (2008). OSCE Trial Monitoring Programme for the Republic of Moldova: Final Report.

Saharneau, Maria (2007). Woman's and Man's Image in the Press: Survey on Gender Issues. This study was developed in the framework of the project "The monitoring of the gender equality promotion in the press", financed by the Soros-Moldova Foundation and implemented by the "The Club for Equal Rights "În doi" NGO. Pages 215-222 contain an English translation of the Executive Summary.

TransMONEE 2010 Database, UNICEF Regional Office for CEE/CIS, Geneva.

UNDP. (2010). Enhancing Women's Political Participation: A Policy Note for Europe and CIS (ECIS).

UNDP. (2006). Measuring Democratic Governance: A Framework for Selecting Pro-Poor and Gender Sensitive Indicators. Written by Christopher Scott and Alexandra Wilde.

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USAID (2010). A Guide to Integrating Gender into Agricultural Value Chains. Prepared for Juarez and Associates by Deborah Rubin and Cristina Manfre (Cultural Practice LLC) under prime contract #GEW-I-00-02-00020-00, task order number 6. http://www.usaid.gov/our_work/cross-cutting_programs/wid/eg/pubs.html.

USAID. (2009). Toolkit for Integrating Domestic Violence Activities into Programming in Europe and Eurasia. This report was produced for the Social Transition Team, Office of Democracy, Governance and Social Transition of the United States Agency for International Development (USAID/E&E/DGST) by Creative Associates International, Inc. and the Aguirre Division of JBS International, Inc. under the SOCIAL Task Order EDH-I-00-05-00029-00 of the Advancing Basic Education (ABE-BE) IQC. Its author is Elisabeth Duban.

USAID. (2009). The Prevalence of Disability in Europe and Eurasia. This report was produced for the Social Transition Team, Office of Democracy, Governance and Social Transition of the United States Agency for International Development (USAID/E&E/DGST) by Creative Associates International, Inc. and the Aguirre Division of JBS International, Inc. under the SOCIAL Task Order EDH-I-00-05-00029-00 of the Advancing Basic Education (ABE-BE) IQC. Authors are Cara Galbraith and the Aguirre Division of JBS International, Inc.

USAID. (June 2009). 2008 NGO Sustainability Index for Central and Eastern Europe and Eurasia, 12th Edition. Developed by USAID, Bureau for Europe and Eurasia, Office of Democracy, Governance and Social Transition.

USAID (2009). Promoting Gender Equitable Opportunities in Agricultural Value Chains. Prepared for Development and Training Services Inc. (dTS) by Deborah Rubin (Cultural Practices LLC) and by Christina Manfre and Kara Nicholls Barrett (dTS). Available at http://www.usaid.gov/our_work/cross-cutting_programs/wid/pubs/GATE_Gender_Ag_Value_Chain_Handbook_11-09.pdf

USAID (2008). Education Vulnerability Analysis for the E&E Region. This report was produced for the Social Transition Team, Office of Democracy, Governance and Social Transition of the United States Agency for International Development (USAID/E&E/DGST) by Creative Associates International, Inc. and the Aguirre Division of JBS International, Inc. under the SOCIAL Task Order EDH-I-00-05-00029-00 of the Advancing Basic Education (ABE-BE) IQC. Its author is Karen Tietjen.

USAID/IGWG/ Measure Evaluation (2008). Violence against Women and Girls: A Compendium of Monitoring and Evaluation Indicators. <http://www.cpc.unc.edu/measure/tools/gender/violence-against-women-and-girls-compendium-of-indicators>

USAID/Moldova (Jan., 2011). Assistance to the Republic of Moldova. Hard copy obtained while on TDY.

USAID/Moldova (Jan., 2011). Draft Rule of Law Concept paper.

USAID/Moldova (April, 2010). Moldova Democracy and Governance Assessment: Final Report. Prepared by Democracy International, Inc., under the Democracy and Governance Analytical Services IQC, #DFD-1-00-04-00229-00.

US Department of State Office to Monitor and Combat Trafficking in Persons. (2010). Trafficking in Persons Report.

Women Organization's Forum from the Republic of Moldova (2006). Alternative Report of Evaluation Regarding the Implementation of Convention on the Elimination of All Forms of Discrimination Against Women.

World Vision (2010). Gender Integration in Program Design, Monitoring and Evaluation: A Sectoral Approach. Written by Yeva Avakyan, Child Development and Protection Team, World Vision US.

Annex A: USAID/Moldova Gender Assessment – Scope of Work

I. Background

Gender analysis is a required element of USAID strategic planning and project design and is the basic foundation on which gender integration is built. The newly updated Automated Data System (ADS) Chapter 201.3.9.3 states that “Gender issues are central to the achievement of strategic plans and Assistance Objectives (AO) and USAID strives to promote gender equality, in which both men and women have equal opportunity to benefit from and contribute to economic, social, cultural and political development; enjoy socially valued resources and rewards; and realize their human rights.” USAID/Moldova recognizes that equal opportunity for women and men is key in advancing economic and social development of the country as well as for the promotion of democratic values. The Mission considers gender an important cross-cutting theme that needs to be integrated throughout the planned and current activities, thus making programs and projects sustainable, and ensuring that both women and men benefit from the programs equally.

Therefore, in order to comply with the ADS 201 requirements, the Mission considers appropriate to conduct a gender assessment that would identify significant sector specific gender issues across the USAID/Moldova portfolio that would also serve as baseline data against which to measure progress in the future. Findings of the gender assessment will be used to inform the design of the new strategic plan and new activities/projects. It will also provide practical recommendations on how to ensure gender integration throughout project planning, implementation, monitoring and evaluation cycles.

Currently, the Mission continues to operate under the assistance objectives of the expired strategic plan (2001-2006) that are being extended on an annual basis and transposed into the annual Mission Operational Plan. The new reality, coupled with the economic and political changes over the past years in Moldova, as well as the new directive from Washington, has led the Mission to conclude that the new strategy will be developed in the coming years. The development of the new strategy will incorporate the findings and recommendations resulting from the current gender assessment.

The USAID/Moldova proposes that the gender assessment examines gender at current program/activity level in the following sectors where USAID currently conducts or is planning to conduct programming:

AO: Private enterprise growth creates jobs and generates income –competitiveness enhancement and enterprise development, agriculture competitiveness and enterprise development

AO: Democratic institutions more effective, responsive and accountable – political participation, good governance, rule of law, local government, civil society, and media development

This gender assessment will be the first one of its kind in Moldova. In 2001 the Mission developed a Gender Action Plan for Ukraine, Moldova and Belarus without specific focus on Moldova.

II. Objectives

Given the Agency requirements and the Mission's own interest, the proposed gender assessment has the following objectives:

- to identify any gender inequalities or differences that will impede achieving program goals and recommend approaches on how USAID/Moldova can better address these inequalities throughout its programming;
- to identify how the anticipated results of USAID programs will affect women and men differently;
- to determine gender issues relevant to the Mission-supported program and recommend how they can better be integrated into the existing or future programming that includes activities in: agriculture, competitiveness enhancement, good governance, civil society, rule of law, media, good governance, local government strengthening, political participation, and media development;
- to suggest gender-sensitive performance indicators and sex-disaggregated data particularly for the newly designed programs - Competitiveness Enhancement Program (CEED), Agriculture Competitiveness and Enterprise Development Program, Local Government Support Program, and Rule of Law - in order to ensure that USAID assistance makes contribution to gender equality and that both women and men have equitable access to development activities and their benefits;
- to provide a short training on the ADS requirements, gender integration, and gender analysis for Mission technical staff to enable them to address gender issues at the project/activity level

III. Deliverables

1. A Gender Assessment Report shall include an analysis of gender issues, constraints, and recommendations for addressing gender-based issues in the USAID/Moldova-supported activities; and illustrative gender-sensitive performance indicators and sex-disaggregated data at the output and outcome level that would attest meaningful implementation of USAID gender requirements.

Team Leader must submit final assessment report to the Development Experience Clearinghouse (DEC) online at <http://dec.usaid.gov>.

2. A short training on ADS requirements, gender integration and gender analysis for the Mission technical staff responsible for compliance with ADS requirements on gender.

3. Entry and exit briefings with USAID/Chisinau staff: Upon arrival in Chisinau, the Assessment Team Leader shall have an initial orientation meeting with relevant USAID/Chisinau staff. Prior to departure from Moldova, the Assessment Team Leader shall debrief the USAID/Chisinau Mission staff on assessment findings, conclusions, and recommendations.

IV. Proposed approach

1. Comprehensive literature review of pertinent documents including: studies and assessments conducted by donors, NGOs, GOM and academic community; and USAID documents including but not limited to sector assessments;
2. Discussions and interviews with key donors, international organizations, NGOs and GOM officials active in gender mainstreaming. The consultant will be expected to develop a list of key contacts and provide a list to USAID/Chisinau;
3. Meetings with USAID/Chisinau implementing partners (contractors, grantees, PVOs/NGOs) and each AO teams; the AO teams will assist with identifying the most important partner contacts;
4. Site visits to project activities, if feasible and appropriate

VI. Team Composition

USAID/Chisinau envisions a three member team to include: (1) Cathy Cozzarelli, E&E Bureau Gender Advisor, Vulnerable Groups and Anti-Trafficking Advisor, (2) Stella Roudenko, Mission Gender Adviser, and (3) Diana Cazacu, Project Management Specialist from USAID/Moldova, gender focal point. Cathy Cozzarelli will serve as the team leader and will have ultimate responsibility for drafting and submitting the assessment.

V. Level of efforts and timing

The Gender Assessment will require approximately two weeks of efforts (January 21 – February 5, 2010) in country and approximately two week after departure for finalizing the assessment and trend analysis reports. Final schedules for all site visits and interviews will be developed by the team leader upon arrival in Moldova.

Annex B: Complete Schedule for Gender Assessment January 24 - February 4

Monday	10.00-11.00	USAID	Briefing with Dianne Tsitsos, Country Director	
	11:00 - 12:00	Planning meeting		
			Lunch	
	13.00-15.00	Strengthening Democratic Political Activism in Moldova (SDPAM/ IFES)	Steven Gray, Acting Chief of Party	Sky Tower, 6 floor Tel: 85 70 11
	15.00-16.00	Media Project in Moldova (MPM/ IREX)	Wes Burd, Cief of Party, Olivia Pirtac, DCoP	Kentford, 6th floor Tel: 75 44 51

Tuesday	09.00-10:00	USAID	Gene Sienkiewicz, General Development Officer, DG sector	USAID Office
	10.00 - 10:45	AOTR Rule of Law program (in procurement)	Ina Pislaru	USAID Office
	11.00-13.00	Strengthening Democratic Political Activism in Moldova (SDPAM/ IRI)	Steven Rader, Country Director	126/1 Alexandru cel Bun st. Tel: 22 23 99
			Lunch	
	14.00-16.00	Moldova Civil Society Strengthening Program (MCSSP/ AED)	Morana Smodlaka Krajnovic, Chief of Party	Kentfort bld. 8 Floor Tel: 29 54 04
	16.00-17.00	USAID	Jeff Bryan, Supervisory General Development Officer	

Wednesday	09.00-10.00	MCC	Eugenia Ganea, Gender Specialist, Natalia Ionel	USAID office
	10.00:11.00	USAID	Rodica Miron, CTO for ACED	USAID Office
			Lunch	
	13.00-15.00	Strengthening Democratic Political Activism in Moldova (SDPAM/ NDI)	Andrew Young, Country Director	USAID Tel: 23 24 49
	15.00-16.00	Business Regulatory / Tax Administration Reform Project (BIZTAR/ DAI/Nathan Group)	Betto Brunn, Chief of Party; Eugenia Stancu-Private Sector Specialist	USAID Tel: 29 54 11

Thursday	09.30-10.30	Competitiveness Enhancement and Enterprise Development II (CEED II/Chemonics International)	Douglas Griffith, Project Director	CEED . Sf Tarii 29, et 5, office 501, Tel: 799 92440
			Lunch	
	13.00-14.30	SIDA	Nina Orlova, Gender focal point and Ros –Mari Balow, Country Manager	str. Toma Ciorba, 12; 069136705
	16:00 - 17:00	IOM	Martyn Wyss, Country Director, Irina Todorova	str. Ciuflea, 36/1, 23 29 40; 069151363

Friday, 01.28.2011	All day field trip	Women Career Development Project (Pro-Business Nord)	Field trip to Balti, meeting with Women Career Development Project and possible other NGOs	Tel: 0231 20 038
		Drochia Social Reintegration Center	Semion Sirbu, Director of NGO "Artemida"	0252 220 75

Week of January 31 - February 5

Monday	09.30-10.30	La Strada/ICMPD	Tatiana Fomina, ICMPD focal point	Sciusev 80-81; Tel: 079996775
	11:00 - 12:30	Every Child	Stela Grigoras, Director	Kogalniceanu 75; Tel: 23 33 77
		Lunch		
	15.00 - 16:00	Ministry of Social protection, Department for Gender Equality	Ecaterina Berejan, Deputy Head of Department	69350512 (m); 26 93 49

Tuesday	09.30-10.30	50/50 club	Ecaterina Mardarovici, Director	str. Alexandru cel bun 51/A, 69164570
		Lunch		
	14.00-15.30	Center for Partnership Development	Daniela Terzi-barbarosie	Armeneasca 13, 069146891; tel 23 70 89
	16:00-17:00	UNIFEM	Corneliu Eftodi	Min of social protection, 508; 28 07 75

Wednesday, 2.02.2011	09.30-10.30	OSCE	Eugenia Benigni, Gener and TIP Officer	
	12.00 - 13.00	US Embassy; Pol/Econ	Jonathan Hayes	40 84 77

Thursday, 3.02.2011	15:00 - 16:30	Training for USAID staff		USAID
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Friday, 4.02.2011	15:00 - 16:00	Debriefing		USAID
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Annex C: Summary of ADS Sections Related to Gender Analysis

Section 201.3.8 (Program Planning: Assistance Objective) states that at the time of approval, an AO must incorporate the findings of all mandatory technical analyses and incorporate actions that will overcome any identified obstacles to achieving the AO. Proposed results or impact are to be gender-disaggregated as appropriate.

Section 201.3.9.3 (Gender Analysis) contains the meat of the requirements related to gender analysis and specifies that gender analysis must be conducted in developing strategic plans, AOs, and IRs. Conclusions of any gender analysis that is performed must be documented at the country strategic plan, AO, project, or activity approval stage. This section of the ADS specifies that if gender is not an issue in the achievement of AO results, this must be noted in the AO approval narrative or the project or activity stage with a brief statement of rationale. The key language is included below:

“In order to ensure that USAID assistance makes possible the optimal contribution to gender equality in developing strategic plans, AOs and IRs, Operating Units (OUs) **must** consider the following two questions:

- a. How will the different roles and status of women and men within the community, political sphere, workplace, and household (for example, roles in decision making and different access to and control over resources and services) affect the work to be undertaken?
- b. How will the anticipated results of the work affect women and men differently?

The purpose of the first question is to ensure that 1) the differences in the roles and status of women and men are examined, and 2) any inequalities or differences that will impede achieving program or project goals are addressed in the planned work design.

The second question calls for another level of analysis in which the anticipated programming results are: 1) fully examined regarding the possible different effects on women and men; and 2) the design is adjusted as necessary to ensure equitable and sustainable program or project impact (see **ADS 203.6.1**). For example, programming for women’s income generation may have the unintended consequence of domestic violence as access to resources shifts between men and women. This potential negative effect could be mitigated by engaging men to anticipate change and be more supportive of their partners. Addressing these questions involves taking into account not only the different roles of men and women, but also the relationship between and among men and women as well as the broader institutional and social structures that support them.”

Section 201.3.11.6 (Project/Activity Planning Step 2: Conduct Project-Level Analyses, as Needed) specifies that all projects and activities must address gender issues in a manner consistent with the findings of any analytical work performed during development of the

Mission's long-term plan (see Section 201.3.9.3 above) or for project or activity design. The conclusion of any gender analyses must be documented in the Activity Approval Document (AAD), unless it has been determined that gender is not a significant issue, in which case this must be stated in the AAD. In addition, the findings of any analytical work performed during the development of a project or activity design must be integrated into the Statement of Work/requirements definition or the Program Description when the project activity is to be implemented through an acquisition or assistance award. This ensures that when grantees or contractors carry out the projects or programs, the identified gender issues are not overlooked.

Section 201.3.11.16 (Project/Activity Planning Step 12: Prepare Activity Approval Document (AAD)) states that AADs must outline the gender issues that need to be considered during activity implementation, and describe what outcomes are expected by considering these issues or, if the Operating Unit determines that there are no gender issues, provide a brief rationale to that effect.

Section 203.3.4.3 (Reflecting Gender Issues in Performance Indicators) states that in order to ensure that USAID assistance makes the maximum optimal contribution to gender equality, performance management systems and evaluations must include gender sensitive indicators and sex-disaggregated data when the technical analyses supporting the AO, project, or activity demonstrate that there are gender issues that must be considered. Gender sensitive indicators are described as "information collected from samples of beneficiaries using qualitative or quantitative methodologies or looking at the impact the project had on national, regional, or local policies, programs, and practices that affect men and women". This section of the ADS also instructs AO Teams to look for unintended consequences that may need to be addressed over the course of the project.

Section 203.3.6.1 (When is an Evaluation Appropriate?) states that in the course of implementing an AO, the need for an evaluation could be triggered by performance information that indicates that a positive or negative unexpected result has arisen, such as unanticipated results affecting either men or women.

Section 203.3.6.2 (Planning Evaluations) states that the planning process for an evaluation should include a plan for data collection and analysis, including in relation to gender issues.

Section 302.3.5.15 (Incorporating Gender Issues into Solicitations) states that for all solicitations including RFPs and RFTOPs, the Contracting Officer must ensure that the office issuing the solicitation integrates gender issues into the procurement request or provided a rationale as to why gender is not an issue. This section of the ADS further elaborates that "When the procurement request integrates gender issues into the different contract performance components, e.g., Statement of Work, project deliverables, key personnel qualifications, and monitoring and evaluation requirements, the contracting officer must work with the technical office to ensure that the technical evaluation criteria (e.g., technical understanding and approach, monitoring and evaluation, personnel, etc.) correspond to these contract performance requirements. Within these major evaluation criteria, however, gender issues

should not be separate sub-criteria with maximum possible points assigned to them, since this dilutes their significance”.

Section 303.3.6.3 (Evaluation Criteria) reiterates the main provisions of section 302.3.5.15 but with respect to all USAID-funded activities such as RFAs (including LWA awards) and APSs and requires the Agreement Officer to insure that this has been done.

Glossary: the following terms were added or revised.

Gender: Gender is a social construct that refers to relations between and among the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints and opportunities associated with being male or female. As a social construct, gender varies across cultures, is dynamic and open to change over time. Because of the variation in gender across cultures and over time, gender roles should not be assumed but investigated. Note that “gender” is not interchangeable with “women” or “sex.”

Gender equality: Gender Equality is a broad concept and a goal for development. It is achieved when men and women have equal rights, freedoms, conditions, and opportunities for realizing their full potential and for contributing to and benefiting from economic, social, cultural, and political development. It means society values men and women equally for their similarities and differences and the diverse roles they play. It signifies the outcomes that result from gender equity strategies and processes.

Gender equity: Gender Equity is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on a level playing field. Equity leads to equality.

Sex: Sex is a biological construct that define males and females according to physical characteristics and reproductive capabilities. For monitoring and reporting purposes, USAID disaggregates data by sex, not by gender. Gender and sex are not synonyms. See gender.