







Joint Integrated Local Development Programme



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United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) is the UN organization dedicated to gender equality and the empowerment of women. A global champion for women and girls, UN Women works to accelerate progress on meeting their needs worldwide.

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List of Abbreviations

GDP Gross Domestic Product

HIV/AIDS Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome

HRBA Human-Rights Based Approach

JILDP Joint Integrated Local Development Programme LGBT Lesbian, gay, bisexual, and transgender persons

LPA Local Public Authorities
PLHIV People living with HIV

MDL Moldovan Lei

UN Women United Nations Entity for Gender Equality and the Empowerment of Women

UNDP United Nations Development Programme
UNIFEM United Nations Development Fund for Women

USD United States Dollar(s)

Introduction

This brochure is designed to help the reader look at local development from a different point of view. The Moldovan experience in implementing local development efforts (programs, projects or public policies) is focused mainly on offering support to the most active and competitive local groups, whether local entrepreneurs, local civic leaders or local authorities.

In our quest to support and enable local communities we tend to think that the most visible and active citizens should be involved first in our effort. In some cases, local development does not take into account the needs and perspectives of the poor, the elderly, women heading households, people with disabilities or other vulnerable groups. And sometimes local development brings little benefit and few opportunities to the people representing these groups. Despite of the continuing growth of the Gross National Product in 2008, the poverty rate increased compared to the previous years, which demonstrates the gaps between the macro-economic indicators and actual lives of people.

This is why we need to think about local development in a new way. When we decide on local development priorities we need to ask ourselves who is missing, who is less visible, and whose needs are not addressed? It is important to ask if local development benefits men and women equally, if local development provides opportunities sufficient to enable the poor to escape harsh economic conditions, if new community services reach the elderly or children from low-income households, and if ethnic or linguistic minorities have equal opportunities to voice their needs at the local decision-makers.

Local development will miss the people representing vulnerable groups if it does not consider their constraints and needs, leading to their exclusion, discrimination and marginalization. To make this happen we should be aware of the needs and perspectives of those who are not at the table when decisions are taken. This brochure is a modest effort to help you do that.

Who are the vulnerable?

The concept of vulnerability recognizes that not all people are able to benefit fully from their human rights despite existing policy and normative frameworks. Some people are not able to enjoy their rights due to their poverty. Others cannot claim their rights because of their disability and for some it is more difficult to realize their rights because of their age. Therefore some qualifiers like disability, income, gender, religion or language/ethnicity could be used as primary identifiers for vulnerable groups.

Vulnerable groups are not the same as "socially-disfavored groups", which are the groups that qualify for social subsidies or allowances. The state of vulnerability is not induced by poverty alone. There are groups in Moldova that cannot fully benefit from their rights because they are HIV positive, or because they are of a different religious or ethnic identity, gender even if they have a decent standard of living. That is why it is important to define vulnerability from a human rights point of view (by stating that particular community members cannot fully benefit from a given right due to specific factors) rather from an economic standpoint (by stating that some community members are poor due to certain factors).

In Moldova, while women in general face gender-based discrimination, certain groups of women face additional forms of discrimination, social exclusion and marginalization based on grounds such as age, ethnic or religious identity, disability, or other factors. These factors affect such groups of women either primarily, or to a different degree or in different ways than men. For example, vulnerable women belonging to minority groups are less economically empowered than both men and women who do not belong to the minority concerned. They may be discriminated against by men within their communities in addition to the social exclusion and discrimination directed at them by the broader national population. Some traditional values and practices from within the group may perpetuate stereotyped regarding women's roles based on a belief in the inferiority of women. Men from minority groups who suffer discrimination on the basis of their minority status may also resort to gender-based violence to assert their domination in the home in order to compensate for their treatment as inferior persons outside home.

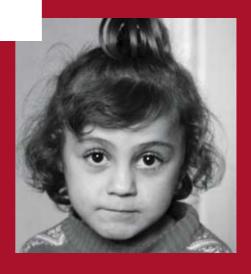
It is also important to realize that if a group is believed to be more vulnerable, it does not mean that the representatives of this group are by default unable to take decisions or contribute to society. It means that this group faces more challenges (due to their stigmatization or disability, etc.) than others in asserting their human rights. Some groups become vulnerable whether because relevant information does not reach them, because it is too hard for them to make their voice heard or because of the unwillingness of others to recognize the fact of the discrimination they face. That is why, when we focus on the vulnerable, we focus on the empowerment of this group, and on making decision makers more accountable, and we provide relevant information in order to expand the circle of those who take decisions.





Sport OS households





The most vulnerable social groups affected by poverty are the elderly, those whose sole income comes from self-employment in agriculture, families with multiple children, and the long-term unemployed. At the local level there is a high risk of people subjected to poverty having limited access to health services and education. It is estimated that low income households spend eight times less on health services and 19 times less on education than rich ones.

Two thirds of the poor in Moldova live in rural areas. The poverty rate in Moldova rose in 2008 due to the rise in the poverty line in rural areas. A significant reason for the deteriorating poverty situation in villages was the fall in agricultural prices, which resulted in shrinking income from agricultural activities. The second cause behind rising poverty in rural areas was the fall in the volume of migrants' remittances. Although there is no significant difference in terms of income between households led by women and men, it is estimated that men-led households that depend primarily on unemployment benefits are less poor than equivalent households led by women. Nevertheless it is estimated that woman-led households tend to be more vulnerable to poverty because women from poor families face greater challenges in entering the labor market, since the employability of women is directly linked to the availability of preschool facilities for their children.

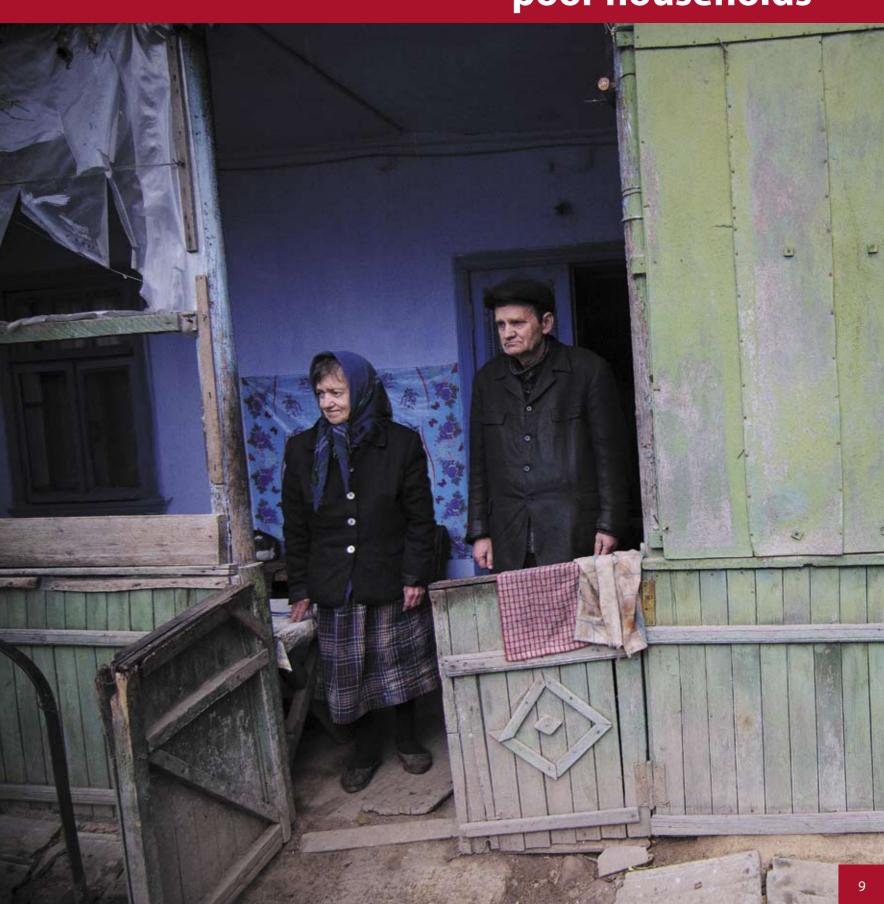
In 2008, GDP growth hit 7%, but the proportion of people below the absolute poverty line (the sum of all consumption expenses for food, non-food goods and services) actually rose to 26,5 % of the population from 25,8 % in 2007. This means that in 2008, 875,000 people had monthly spending of below 945,9 MDL. In 2009, the poverty rate remained the same.

When thinking about local development plans or projects it is useful to ask: is there any indication that children from poor families do not attend primary school or pre-school? Is there any difference between boys' and girls' attendance? Are primary health care, post-natal care and immunization as easily available to children and other members from low-income households as they are to wealthier households? Do members of low income households have access to information on social aid and services?



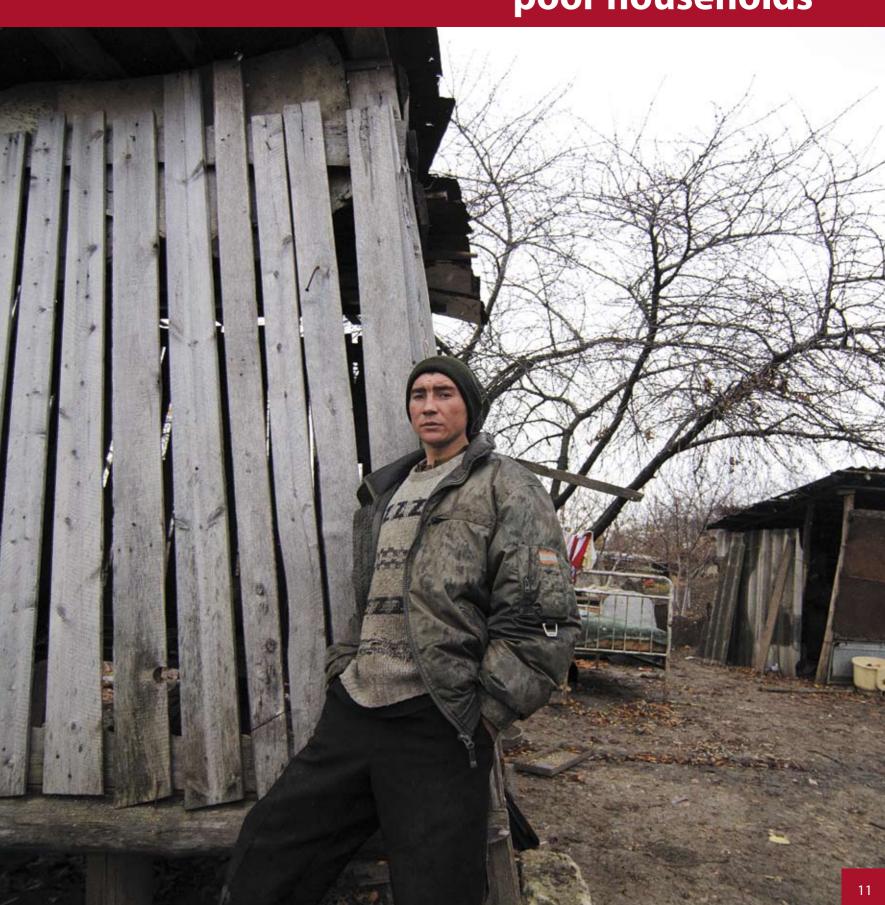


poor households





poor households

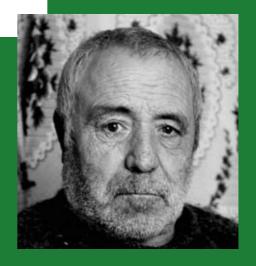






the elderly





The poverty rate in elderly households stood at 37.2% in 2008 and 2009, which is over 10% higher than the national average. In 2008 it was estimated that 40% of pensioners had an income that placed them below the poverty line. Pension allowances amount to less than 70% of the subsistence minimum.

The elderly in rural areas are extremely vulnerable since their limited resources are insufficient to ensure normal living standards. Mortality among the elderly in rural areas is higher than that of the elderly in urban areas (64 deaths per 1000 in rural areas compared to 48 deaths per 1000 in urban areas). The health needs of many elderly people (provision of geriatric medicine) are met improperly. Access to geriatric doctors is 2.16 per 10,000 elderly, which is significantly lower than in other countries where it can reach 3.9 to 4 per 10,000.

Single elderly women are more vulnerable than single elderly men, since they own less property, receive smaller pensions (as they have often not engaged in a remunerated activity and enter retirement at a significantly lower age, meaning their old-age pension entitlement is smaller) and, probably because of negative stereotyping, were more seriously affected in cases of widowhood, divorce or gender-based violence.

When thinking about local development plans or projects it is useful to ask the following questions: Do the elderly make use of their rights to pensions and other social welfare benefits? What obstacles are there to elderly people in gaining access to health care? Do older women receive adequate health care? What is the image of the elderly in the community? Are they seen as a potential resource or as a burden? Do old people have access to relevant information concerning community decision making?



Who is missing from local development?



the elderly



Who is missing from local development?



the elderly







persons with disabilities





The people with disabilities are mostly viewed as subjects of protection, treatment and assistance rather than as subjects with equal rights. There is a tendency to indirectly exclude them from mainstream society and provide them with special schools, separate housing or transportation. On the other hand, especially in rural areas, the disabled have little access to education, the labor market, and to cultural and social life, and physical access to the main community institutions.

In 2009 the number of people with disabilities exceeded 176,700, a 2.1% increase compared to 2008. Almost 60% of the disabled live in rural areas.

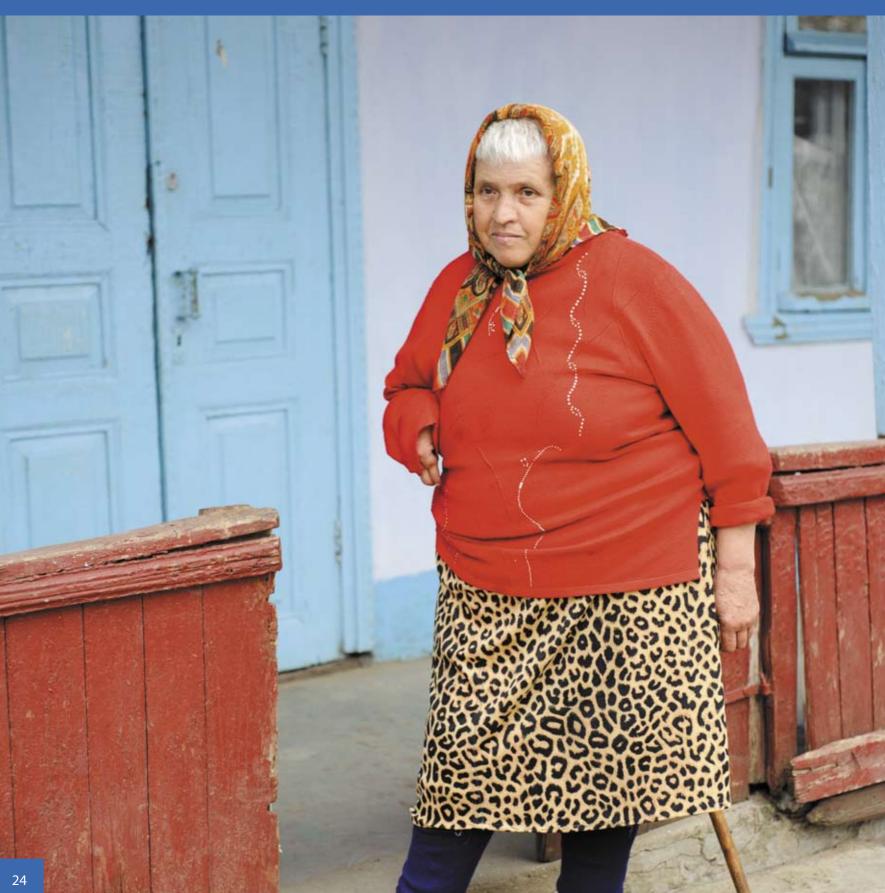
Since the concept of disability emphasizes the medical and health components of the condition rather than a social integration perspective, many disabled people are forced out of the labor market. Furthermore, people that care for the disabled (most of them women) also face difficulties in accessing the labor market. That is why households with disabled occupants face a high risk of persistent poverty – 28,6% of such households are below the poverty line, compared to 26,5% of households overall. A recent survey in one district showed that over 90% of households with a disabled adult of working age were poor.

Disabled women face additional risks and challenges. The impoverishment of disabled women can render them vulnerable to violence at home in cases where they are economically dependent on a male partner or family member. In some cases disabled women have little access to reproductive health services and usually have fewer opportunities to enter the labor market.

When thinking about local development plans or projects it is useful to ask the following questions: are persons with disabilities represented in community decision making? Are people with disabilities able to access all public facilities through an accessible transport system? Are people with disabilities active on the local labor market? Is the situation of disabled men and women different at the community level? Do children with disabilities attend local schools and preschools?

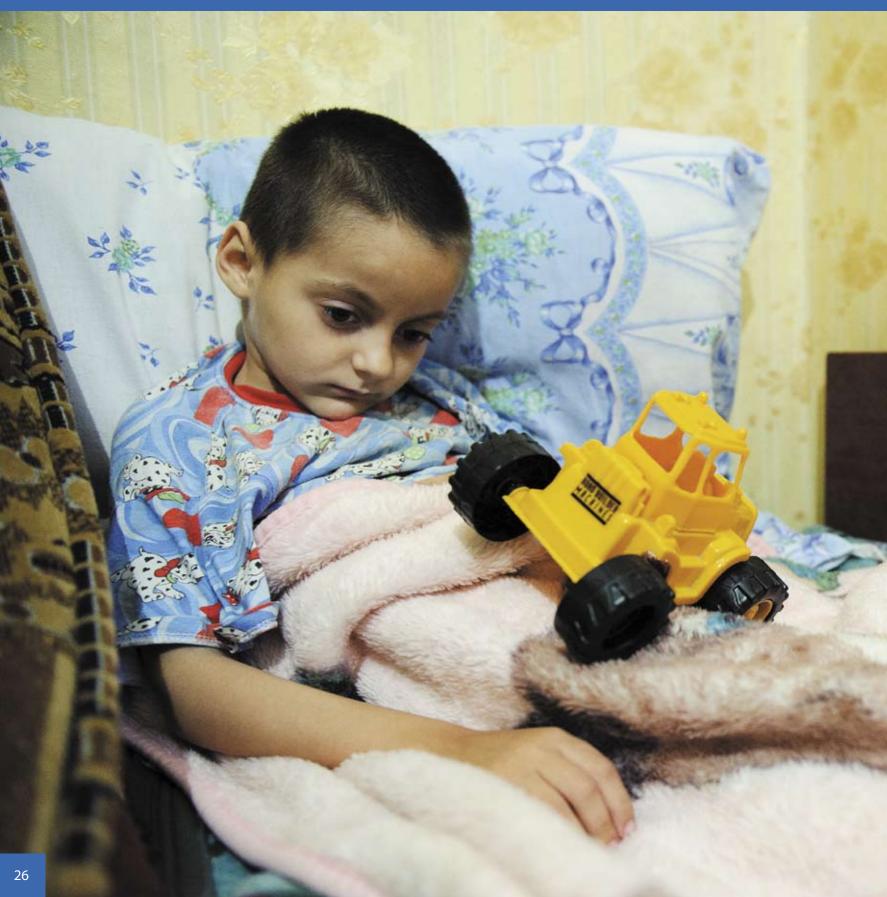


Who is missing from local development?



persons with disabilities





persons with disabilities







Who is missing from local development? Office of the control of t





In 2009, 25% of the population was from an ethnic national minority. Of them, 8% were Ukrainians, 6% Russians, 4% Gagauz and 2% Bulgarians. About 11% stated their native language as Russian, 6% Ukrainian, 4% Gagauz, 1,6% Bulgarian.

The education system in Moldova is based on the principle of monolingual education. School language education for minorities is carried out in the Russian language. Only 374 children have Ukrainian as their language of instruction, constituting only 0.06% of all Ukrainian children. A further 171 children study partially in Bulgarian, which is 0.02% of the total number. The Ukrainian language is studied as a separate subject in 37 schools (5,984 children) and Bulgarian is studied in 30 schools (7,925 children).

In some cases, at the local level, ethnic minorities cannot fully express their cultural identity. Local funds for culture and education are not always allocated to cultivating and promoting the cultures of minorities within the community. Ethnic minorities find it difficult to access local media. The presence of the Ukrainian language in Moldova's mass media, i.e. in periodicals, on radio and television is insignificant compared with the Ukrainian population's share in country's ethnic composition.

When thinking about local development plans or projects it is useful to ask the following questions: what is the level representation of ethnic minorities in local decision making bodies as compared to their proportion of the community's population? What proportion of children from ethnic minorities can access education in their ethnic language? Can ethnic minorities maintain and develop their culture and preserve the essential elements of their identity, religion, traditions and cultural heritage?





ethnic minorities





ethnic minorities











The Roma are a particularly vulnerable group among the ethnic minorities. That is why it is important to highlight the specific vulnerabilities they face. Due to the stigmatization and stereotyping of Roma families and Roma children, they are discriminated against and are vulnerable to a wide range of risks. It is estimated that the unemployment rate among Roma is 50% higher than in the overall population. Every second Roma lives in extreme poverty and six out of ten Roma live in absolute poverty. Almost 61% of Roma live on less than 2 USD a day (the international poverty line) and over 80% of Roma households are not connected to running water and have neither a bathroom nor a toilet.

The Roma face difficulties in accessing social aid and services due to a complicated registration process that requires identity documents, a stable address etc. Discriminatory attitudes towards Roma widely spread in the society represent additional challenges. The majority of Roma communities are located at the outskirts of their locality or even outside it, creating additional difficulties for them in accessing basic community services.

Roma children face the same difficulties in accessing education. The level of enrolment of Roma children in primary schools is below 70% and in secondary schools below 50%. Every fifth Roma cannot write or even read; three out of ten Roma people have at most primary education and another three out of ten have only secondary education (including incomplete or vocational education). Higher education is rare for this ethnic group, making up only 4% of the total Roma population, compared to 38% of non-Roma.

Roma women experience greater risks of discrimination, social exclusion and poverty than men from their community and women from the ethnic majority. They face problems in accessing employment, education and social services. Roma women rarely benefit from reproductive health services that are available at the community level. Due to gender stereotyping it is more likely that a Roma girl will leave school early than in the case of a Roma boy.

When thinking about local development plans or projects it is useful to ask the following questions: is there any data available about Roma at the community level? Do Roma children (boys and girls) face difficulties in attending community school due to a lack of resources for clothing, supplies, books, tuition, or because of discriminatory attitudes among school staff, or a lack of transportation or of registration documents? What social services or benefits do Roma receive compared to other groups in the community? Do Roma women receive health services especially when they are pregnant?



Who is missing from local development?



roma



Who is missing from local development?



roma







religious minorities





It is estimated that over 10% of Moldovans are non-Orthodox. Despite the fact that national laws should provide simplified registration procedures and must facilitate religious groups' access to public places, requiring only that the groups agree upon the place with local authorities in advance, in some cases these provisions are not respected. Local authorities in some communities place restrictions on community groups of non-Orthodox faith as regards their having a place to worship, and some minority religious groups continue to experience difficulties with registration.

There are still cases where religious minorities have been harassed (examples include the confiscation of religious literature and the registration certificate, interference with funeral celebrations or burials, and the violation of religious symbols) and local police have not responded adequately.

It is important to consider whether there are any other forms of discrimination, social exclusion or marginalization of non-Orthodox believers, for instance of non-Orthodox students in schools, or a failure to accommodate non-Orthodox traditions and rituals at burial places, or during the registration of marriages at mayor's offices?

When thinking about local development plans or projects it is useful to ask the following questions: Can religious minorities fully enact their religious beliefs in the community? Do religious minorities have a place to worship in the community? Do authorities, educational institutions and local leaders promote awareness of the importance of religious tolerance among the majority?





religious minorities





religious minorities







Who is missing from local development?

the young unemployed





When job opportunities are scarce and competition among job-seekers fierce, breaking the vicious circle for youth of "no job - no experience, no experience - no job" is a daunting task and this trend was exacerbated by the 2008 economic crisis. Only 22% of young people manage to find a job immediately after leaving the educational system. Youth lacking qualification relevant to the labor market's needs tend to find themselves placed at the back of the hiring line. Youth unemployment is also higher in rural areas (17%, first quarter 2009, urban areas 15%). The unemployment rate among young men (nearly 18%) is higher than for young women (14%).

The available official data does not show any particular gender disparities among the young unemployed, which requires further research to analyze the phenomenon of youth unemployment from gender perspective.

The local level statistics on youth unemployment is in many cases unreliable since many young people do not, or choose not to register with the National Employment Agencies. It is estimated that as few as 50% of young people who register as unemployed. Among the reasons is their being unaware of the benefits of registering. Often they are discouraged because of perceptions of poor employment opportunities and/or low wages. A worrying feature of youth unemployment is therefore the large proportion of the young unemployed who are not covered by the services offered by the National Employment Agency. The likely effects on poverty of a large body of unemployed young people who do not or cannot take up opportunities for re-skilling are severe. Another effect is that many young people decide to undertake informal work without adequate social, medical and legal protection.

When thinking about local development plans or projects it is useful to ask the following questions: What is the estimated number of young unemployed people? What is the range of labor market programs and the amount of information reaching young unemployed people, especially among those who lack upper education or qualifications? Are there any youth-specific programs reaching young unemployed people in the community and what is their impact?





the young unemployed





the young unemployed



Survivors of gender Whois missing from local development?

survivors of gender based violence

One in four women in Moldova aged between 16 and 35 suffers of domestic violence, which is the most spread form of violence against women in Moldova. It is estimated that in most cases of domestic violence, the aggressor is the husband (69%). Other estimations show that 22.8% of working women were subjected to instances of sexual harassment.

At the community level, there is a high risk of domestic violence cases not being reported. Often, cases of domestic violence are qualified as administrative offences and do not meet the minimum requirements for initiating criminal proceedings. Most cases of domestic violence are not reported because of embarrassment, fear and stigma, a lack of awareness of the existing laws, legal procedures and legal services, or simply because there is little confidence in the justice system.

More than half the victims of domestic violence did not seek help in such instances. In cases of sexual harassment, 43% of working women did nothing to report the incident and many of them (65%) said that the perpetrators were not punished.

Experience shows that in most cases, women with more children and less economic independence are more likely to become victims of domestic violence and have more limited prospects of escaping this situation.

When thinking about local development plans or projects it is useful to ask the following questions: Do community members talk openly about domestic violence or is it considered a private matter for the family? Do women report cases of domestic violence or abuse? Have local authorities put in place a community based framework to protect the victims and their family members? How are the police dealing with the issue at the local level?

human trafficking Who is missing from local development?

human trafficking survivors

There are no absolute figures on the phenomenon of trafficking since many victims are not identified in either destination countries or in Moldova due to changing trafficking patterns, stigmatization-related fears, low levels of self-esteem and a lack of confidence in law enforcement bodies. However, over the period 2000–2008, the total number of assisted persons directly affected by human trafficking (victims and their children) was 5,183.

Data made available shows that at least 70% of victims of trafficking are from families defined as poor or very poor: 65% cite unemployment as the main reason for fleeing abroad, and 70–95% suffered from domestic violence prior to being trafficked. The available data shows that victims of human trafficking are vulnerable to domestic violence: 80% of trafficked Moldovan girls and women were subjected to domestic violence after their return as well as before being trafficked.

It is most likely that at the local level, there is an inadequate or no framework in place to prevent and address cases of human trafficking. Most of the time, forms of assistance for victims - like shelters, medical attention and counseling are available only in a few locations. Due to stigmatization, the victims of human trafficking rarely return to their community and since they lack identification documents they face additional challenges in accessing housing and employment.

When thinking about local development plans or projects it is useful to ask the following questions: *Is there any data* at local level about cases of trafficking? Are these cases reported to local authorities? What is the level of knowledge on this issue within the community? Do local public officials have enough knowledge about human trafficking? Are there any active initiatives or projects regarding human trafficking in the community? Are they supported / encouraged in any way by local authorities?

People living with HIV

At the end of 2010, the cumulative HIV prevalence in Moldova was 155.94 per 100,000 inhabitants. According to the official statistics the highest proportion of new HIV cases are among the age group 15-39; in 2010 for the first time women represented 51.56% of new cases. Cumulatively, since 1987, the share of men in the people living with HIV is over 60%. Since 2002, the HIV epidemic is characterized by an increase in the prevalence of heterosexual transmission (85.93% of cases in the year 2010 compared to 48.2% in year 2004). The data also shows that the majority of HIV positive persons are registered in urban areas (60,74 % of the new HIV cases in 2010). It still remains to be confirmed if this actually mirrors reality or is a reflection of a poorer identification framework in rural areas.

HIV positive persons are vulnerable due to stigmatization and discrimination, resulting from their real or perceived HIV status. Revealing one's HIV status increases the chances of being discriminated against at work, in access to treatment and in finding housing. In most rural communities in Moldova there is little access to information, education and counseling regarding HIV/AIDS. Also, at the community level there is a high risk for HIV positive persons to be excluded and stigmatized, that discourages them from seeking treatment and turning to social services.

Over the last few years a trend towards 'feminization' of the infection has emerged. It is estimated that women are at greater risk of HIV infection than men and the transmission rate is 10 times higher from men to women than from women to men. Women and young girls are more vulnerable to HIV infection, since they cannot always convince their partners to practice protected sex. Whereas, at the beginning of the epidemic, the majority of HIV positive persons were men, in recent years, women have constituted a growing share of the number infected. The feminization of the epidemic brought an increase in the proportion of women among the infected from 26.5% in 2001 to 43.9% in 2009.

Questions to ask include: are there any programs or efforts to educate the community about HIV/AIDS? What kind of services and counseling for the potentially HIV infected are available to community members? What is the level of acceptance or stigmatization of HIV/AIDS in the community? Are there any programs or information available on reproductive health for young boys and girls?

lesbian, gay, bisexual, Whois missing from local development?

lesbian, gay, bisexual, and transgender

Lesbian, gay, bisexual, and transgender persons (LGBT) face enormous stigmatization and discrimination. The homophobic statements and acts are widely accepted and transmitted through public statements and mass media and almost never condemned by politicians and opinion makers.

At the local level, the topic of LGBT is considered taboo: relevant information and education is missing, and majority of the population is considered to have a negative attitude towards this group. Over the past three years, local authorities have refused or failed to provide security to gay pride demonstrations on the grounds that it is immoral. There are frequent recorded instances of discrimination against people who are open about their sexual identity from the part of the authorities. Although the fact is not wildly documented and reported, the LGBT community faces increasing discrimination in accessing health, social services and employment.

When thinking about local development plans or projects it is useful to ask the following questions: *Is the concept of LGBT properly understood in the community? Do gay men and women enjoy the same rights and opportunities as heterosexuals enjoy in being open about their sexual identity? Are local police making enough effort to protect the local LGBT community? Do LGBT people get the same access to health care as other members of the community, including access to reproductive health services?*

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About the Joint Integrated Local Development Programme (JILDP)

In 2010 the Government of Moldova, UNDP and UN Women launched the Joint Integrated Local Development Programme (JILDP), which was funded by the Government of Sweden.

The development objective of the JILDP is to assist the Republic of Moldova in ensuring that vulnerable groups in poor rural and urban areas take advantage of sustainable socio-economic development opportunities through adequate regional and local policies implemented by Local Public Authorities (LPA) and their partners in a rights-based and gender sensitive manner.

The JILDP works to improve the policy and legal frameworks, as well as to support administrative systems and procedures that are focused on the efficient transfer of competencies to LPA, as well as to support decentralization and the promotion of LPA's roles in decision making through its four components: Policy Advisory and Advocacy, Local Self-Governance and Participation, Community Empowerment, Transnistria and Security zone.

To advance human rights and gender responsive development at the regional and local level the programme partners place the human rights based approach, gender mainstreaming and women's empowerment at the heart of all program activities.

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