



The World Bank

GPSA Moldova: Improving Access to Justice with a Focus on Families Affected by Domestic Violence and Gender-based Violence Project

Project Information Document/ Identification/Concept Stage (PID)

Concept Stage | Date Prepared/Updated: 03-Feb-2020 | Report No: PIDC207079

BASIC INFORMATION

A. Basic Project Data

Project ID	Parent Project ID (if any)	Environmental and Social Risk Classification	Project Name
P172747		Moderate	GPSA Moldova: Improving Access to Justice with a Focus on Families Affected by Domestic Violence and Gender-based Violence Project
Region	Country	Date PID Prepared	Estimated Date of Approval
EUROPE AND CENTRAL ASIA	Moldova	03-Feb-2020	
Financing Instrument	Borrower(s)	Implementing Agency	
Investment Project Financing	East Europe Foundation (EEF)	East Europe Foundation (EEF), Expert Grup	

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PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	0.50
Total Financing	0.50
Financing Gap	0.00

DETAILS

Non-World Bank Group Financing

Trust Funds	0.50
Global Partnership for Social Accountability	0.50

B. Introduction and Context

Country Context

Since the early 2000s, Moldova, the poorest country in Europe, has made significant progress in achieving inclusive growth, averaging five percent annually, and reducing poverty, which declined from 26 percent in



2007 to 11 percent in 2014. However, after rapid growth and poverty reduction since the early 2000s, deteriorating external conditions and increased governance challenges slowed growth. In 2015, the economy contracted by 0.5 percent due to: adverse external factors that reduced remittances from and halved exports to Russia; a summer drought; and a fraud in three large banks costing an eighth of GDP. The latter led to higher interest rates, an increase in public debt to 47 percent of GDP (up from 38 percent in 2014), and damage to business confidence. The authorities' short-term economic agenda is thus dominated by the macro-fiscal consequences of the banking fraud and by the desire to restore investors' confidence in economic governance (CPF FY18-21).

However, Moldova's achievements in poverty reduction and shared prosperity have been impressive relative to other countries in Europe and Central Asia (ECA). Besides the significant decrease in poverty, inequality measured by the Gini index also declined from 34.4 to 25.9 between 2007-17 according to the most recent household budget survey. However, the principal drivers of past progress—pensions and remittances—are unsustainable, underlining the need for a more active domestic labor market. This will involve creating more and better jobs and enhancing access to improved education, health and other services enabling individuals to enter productive employment. At the same time, structural issues such as the burgeoning economic dependency ratio and regional and group disparities will need to be addressed (CPF FY18-21).

Going forward, GDP growth is expected to pick up gradually, but remain below the pre-2014 average of 5 percent. In 2016, agriculture recovered, and the economy grew by an estimated 4.1 percent. However, investment is likely to remain subdued due to high interest rates and only slowly emerging confidence in anti-corruption measures and investment climate reforms. In 2017-18, recovery in the EU and Russia may permit an increase in exports and a slow upturn in remittances, leading to a gradual rise in consumption, which will remain the key driver of growth expected to average about 3.6 percent annually. In the longer term, Moldova's economic outlook faces several challenges, including macroeconomic and fiscal stabilization, economic governance and transparency—especially in the investment climate—and the uncertain post-election policy environment (CPF FY18-21).

Efficient, equitable, and transparent public services, such as education, energy, health, transport, and water, are essential if the productivity of firms and human capital is to be increased. Limited access, inefficiency, and poor quality of services have contributed to social exclusion, persistent poverty and vulnerability to shocks, especially in rural areas (CPF FY18-21).

Sectoral and Institutional Context

Gender equality on key indicators such as the Global Gender Equality Index and a national Gender Equality Index (GEI), is declining. The Moldova National GEI was developed in order to measure progress of the Government's new National Gender Equality Strategy. According to the GEI, developed by a local think tank (Partnership for Development Center) and based on 31 indicators in six areas, four areas regressed during 2009-14, the decline being most evident in the labor market[1]. Second, the same think tank's assessment of



25 policies adopted by parliament between 2012-14 concluded that none considered gender issues explicitly. Third, there is clear evidence that gender discrepancies persist in important areas of the economy and society, including the following: Agency, voice, and gender-based violence: Women are under-represented in leadership positions in both local and national governments, as well as in the civil service, the judiciary, the legislature, and the media[2]. At the same time, Moldova has one of the highest rates in Europe and Central Asia of domestic violence and human trafficking (primarily as a source country) (CPF FY18-21).

Physical violence is a widespread phenomenon in Moldova. Data reveal that physical violence is present in almost 50 percent and sexual violence in over 3 percent of families of origin of men who participated in the study "IMAGES – men and gender equality in the Republic of Moldova"[3]. Women revealed various forms of physical violence applied by their husbands/partners. Following the use of physical violence, 21.9 percent of women reported that they had bruises and pain, 2.5 percent had injuries and contortions because of physical violence, etc. The research data reveal that the prevalence of physical but also psychological violence increases with age. At the same time, violence is more common in rural areas, in families where men have lower education and lower incomes (East Europe Foundation, GPSA project proposal: Moldova – Improving Access to Justice For The Vulnerable, With A Focus On Families Affected By Domestic And Gender-Based Violence).

Social norms related to gender are an important underlying cause of Domestic Violence and Gender Based Violence (DV & GBV). The number of women who reported the use of violence more than once on behalf of their husband/partner is several times higher compared to the number of men who admitted this fact, revealing that social norms determine to a large extent perceptions. According to the present general schema that determines the social norms related to gender, the ideals of masculinity and femininity are based on clear man dominance. The man is head of the family, the provider and his dominance is based on his sex, while women are defined as "peace keepers". At the same time, the objective roles are sometimes switched, especially taking into consideration massive migration of women: women are the main providers and men are taking care of home and children. Thus, the cognitive dissonance between the role exertion and the existing gender norms is increasing the pressure and frustration in both men and women, and contribute to an increased level of psychological, verbal, physical and sexual violence in the family (East Europe Foundation, GPSA project proposal: Moldova – Improving Access To Justice For The Vulnerable, With A Focus On Families Affected By Domestic And Gender-Based Violence).

Changes in perceptions, attitudes and stereotypes about gender equality and gender-based violence are key to preventing and eliminating DV & GBV. Evidence suggests that the initiatives that showed most impact in decreasing violence against women were community-based, used several approaches, and engaged with multiple stakeholders over time (men and women of diverse ages and ethnic backgrounds).[4] They also addressed the underlying risk factors for violence, including social norms regarding gender dynamics and the acceptability of violence. Hence, in the context of complex and rooted gender norms and power patterns, the present project aims to pilot an integrated approach to change empirical and normative expectations by engaging stakeholders at the local level, i.e. citizens, CSOs as well as municipal service providers.

Strengthening the engagement with marginalized groups, families affected by DV & GBV and those at risk is one of the key strategies of the intervention.

The project is well-aligned with Moldova’s efforts to ensure gender equality and combat DV & GBV.

Moldova’s constitution provides for gender equality as does the 2006 Law on Ensuring Equal Opportunities for Men and Women. A more recent law strengthened protection mechanisms for victims of gender-based violence and a National Action Plan is under preparation.[5] In line with commitments under its Association Agreement with the EU, Moldova has also established a Gender Equality Coordination Council (CPF FY18-21). In addition, to establish a legal framework in the field of prevention and combating domestic violence, on 1 March 2007, the Parliament of the Republic of Moldova adopted the Law No. 45 on prevention and combating of domestic violence, which is a framework law in the field. By adopting this law, the Republic of Moldova showed its commitment to align its national legal and regulatory framework with the provisions of international treaties and conventions and to confirm respect for human rights. National priorities on gender focus on equality in the labor market, increasing women’s representation in politics, improving the enabling environment for women entrepreneurs, and combating gender-based violence. Moldova’s mentioned Gender Equality Coordination Council has recently elaborated a new Gender Equality Strategy, 2016-2020 that aims to mainstream gender in a wide range of areas including health, education, social services, labor market, climate change and disaster management, political participation, etc. The Ministry of Labor, Health, and Social Affairs is mandated to coordinate implementation of this strategy across the government, although each sectoral agency is responsible for allocating financial resources (CPF FY18-21).

[1] Recommendations for the National Strategy on Labor Force Participation 2017-2021, a study conducted by the Partnership for

Development Center with the support of the East-European Foundation

[2] World Bank Country Gender Assessment (2014), World Bank Systematic Country Diagnostic (2016), Moldova National Gender

Equality Strategy (2017), Moldova Gender Equality Portal, and reports by local and international organizations (UN WOMEN, SIDA,

Women’s Law Center, Partnership for Development Center, and Soros Foundation)

[3] <https://promundoglobal.org/wp-content/uploads/2016/03/IMAGES-Moldova-English-web.pdf>

[4] “VidaSegura” – App to support ending violence against women and girls in the Dominican Republic. Activity Concept Note.

[5] Law 196 introduces a so-called “urgent restriction order” which gives police officers the prerogative to order an offender’s immediate exclusion from the household. It also provides for free legal assistance to victims and a website to raise awareness about services offered.

Relationship to CPF

This project is well-aligned to the Country Partnership Framework (CPF) for Moldova FY18-21. Specifically, it is linked to its Country Gender Action Plan, which specifies activities to tackle inequalities in the job market, gender-based violence, and non-communicable disease incidence, as well CPF’s Focus Area 2: “Service Governance – improving efficiency, quality and inclusive access to public services”: Objective 2A: Increased efficiency and quality of selected public services; and Objective 2B: Increased inclusive access to selected public services.

The project is framed within the Moldova: Gender Based Violence Japan Social Development Fund (JSDF)-Global Partnership for Social Accountability (GPSA) Joint Grant. This overall project aims at (a) increasing participation in DV & GBV prevention programming through targeted livelihoods interventions for families affected by DV & GBV as well as for those at risk, and (b) developing and utilizing innovative multi-sectoral response services for survivors of DV & GBV and those at risk in select rural and urban communities in the Moldova’s three development regions (North, South and Central). This will be achieved through developing and testing of pilot interventions to address factors of vulnerability of affected families and those at risk, including strengthening of public sector-civil society collaboration, and mitigation of negative consequences of DV & GBV by providing holistic response services for survivors of DV & GBV by providing a holistic response service and encouraging an uptake in such services through a combination of activities addressing reoccurrence of violence, social norms and pursuing change in acceptance of DV & GBV. The GPSA grant’s focus on enhancing social accountability and joint collaborative spaces will complement the JSDF-funded components and activities.

In addition, this project will be linked to the WB’s ASA Moldova Country Gender Action Plan (CGAP 2017), that provides a synthesis of priority gender issue in the Moldova context, and identifies entry points through which WB country program can be both more gender-responsive and contribute in advancing gender equality goals. It identifies priority action areas that can be pursued through knowledge work, projects and programs identified in the CPF between the WBG and Moldovan Government.

C. Project Development Objective(s)

Proposed Development Objective(s)

The project development objective is to contribute to improving transparency and public sector-civil society collaboration in domestic violence and gender-based violence prevention services by applying collaborative social accountability mechanisms in target sub-national areas and at the national level in Moldova.

Key Results

Project-level results indicators include:

- Percentage of service delivery issues and problems identified and followed-up through the project's social accountability mechanisms in target municipalities and at the central government level
- Recommendations on improvements to public spending on domestic and gender-based violence prevention and treatment taken up by target municipalities, local and central governments

D. Preliminary Description

Activities/Components

The project is conceived of as part of a broader set of inter-connected interventions aimed at improving the treatment and prevention of DV & GBV in Moldova. These interventions will support the development, testing and adjustment of innovative multi-sectoral response services with the goal of achieving concrete improvements across a series of key DV & GBV indicators (e.g. victims' uptake of services, share of survivors with improved access to financial and welfare resources and improved quality of services, among others.) Specifically, this project will complement these interventions by utilizing social accountability mechanisms and tools to address challenges across the DV & GBV service delivery chain.

The initial project design draws from the proposal submitted by the East European Foundation (EEF) to the GPSA fourth global competitive call for proposals, which was evaluated by an independent roster of experts and selected by the GPSA Steering Committee in July 2019. During project preparation, the team identified three priority challenges, namely: (1) addressing insufficient public investments in DV&GBV prevention and services by supporting gender-based budgeting at the central and local levels; (2) providing the public with opportunities to access timely, user-friendly and actionable information about public budgeting; and (3) creating new or strengthening existing feedback mechanisms to improve effective coordination across the service delivery chain and promote collaborative problem-solving between civil society and public sector institutions responsible for the treatment and prevention of DV & GBV.

The project design builds on a preliminary participatory needs' assessment undertaken by the project's partner CSOs, which will be finalized through a baseline analysis during project inception. It also draws from the GPSA's global experience as well as on the lessons learned and positive results from the closed project "Scoala Mea/My School – Social Accountability for Education Reform in Moldova" -supported by the GPSA and implemented by one of the project's partner CSOs, Expert Grup. These lessons emphasize the need to take an "adaptive" approach to project management and learning, that is, to continuously adjust and course-correct implementation based on timely operational inputs and analysis. Adaptive development emphasizes the importance of clearly identifying and understanding the nature of the problem being addressed as well as its political economy factors, and taking small, incremental steps and adjustments towards a long-term

goal. The project's design makes the presumption that not every facet of the project can be planned in advance, and no implementing partners can accurately forecast at the beginning what will happen.

The GPSA promotes this approach across its project portfolio as it seeks to operationalize adaptive principles, with the measure of success often being the extent to which projects have helped implementers solve problems that they have discerned themselves, using collaborative social accountability mechanisms. By carrying out interventions through a collective identification of clear locally relevant problems, collaborative social accountability mechanisms developed under GPSA grants seek relevance, legitimacy and practicality. An adaptive approach will be especially critical in this project given the absence of social accountability initiatives in the DV&GBV prevention field.

In addition, the project's design has also been enhanced by taking into consideration the GPSA's theory of change, tailored in this case to Moldova's DV and GBV prevention context. By engaging multiple stakeholders to cooperate in order to better leverage the existing domestic violence prevention and treatment system (programs, policies, chains and decision-making arenas), the project attempts to contribute to addressing problems of lack of collaborative governance and the capacities needed for this. The project combines (i) flexible funding for civil society-led coalitions to work with government to solve problems that local actors have prioritized with (ii) sustained non-financial support to meaningful engagements, including implementation support, capacity building, facilitation, and brokering. The aim is to contribute to improved domestic violence prevention and remedies using collaborative social accountability mechanisms that also tackle obstacles to improving relevant service delivery.

The project's components and activities will be closely coordinated with JSDF-funded components and activities. Following the GPSA's adaptive management approach, some activities and their sequencing may be adjusted during the project's inception phase to better respond to beneficiaries' needs and other contextual factors.

Component 1: Capacity-building for collaborative social accountability: The objectives of this component are: (i) to develop a citizen feedback mechanism for the systematic collection of feedback on services, (ii) to discuss and validate this mechanism with relevant institutions, and to agree on a collaborative framework for its implementation; and (iii) to build project partners' capacities to carry out the monitoring.

The main component activities will consist of, inter alia:

1. Conducting a stakeholder analysis to map stakeholders' s roles, positions and identify reform champions. Based on this analysis, partnerships with collaboration partners will be established and local coalitions created.
2. Conducting a baseline study for activities planned to identify the main gaps in service provision and coordinated actions in the response to cases of domestic violence.
3. Preparing a capacity development plan to identify social accountability tools and other needs at inception, such as the Independent Budget Analysis both at the central and local levels as well as Stakeholder Report Cards.



4. Providing mentorship and trainings related to social accountability and gender-based budgeting for local coalitions/LPAs, interest groups/journalists/activists and other stakeholders directly or indirectly affected by the project.

Component 2: Implementing collaborative social accountability mechanisms for improved domestic and gender-based violence prevention and treatment service delivery: The objective of this component is to generate systematic citizens' feedback on services' quality that may contribute to introducing improvements along the service delivery chain and increase accountability of the central and local governments.

The main component activities will consist of, inter alia:

1. Implementing Independent Budget Analyses (IBA) at the central and local levels, through the lens of gender-based budgeting, including DV and GBV: (i) inclusion of gender indicators into the national-level citizen budgets; (ii) IBA at the local level, identifying existing gaps in the budgetary process (formation and distribution) that impede more efficient prevention and combating of DV and GBV, as well as development of Local Citizens Budgets.
2. Implementing Stakeholders' Report Cards to gather feedback about the quality of services related to preventing and combating DV and GBV, specifically to evaluate how well the principles of "gender-based budgeting" are implemented within the local budgets. The SRCs will be filled out by relevant stakeholders, including victims of DV and GBV. Results will be integrated into a policy document, presenting the statistics and its interpretation, along with conclusions and policy recommendations.
3. Conducting public hearings as platforms of dialogue and consultations between LPAs and non-state actors (e.g. CSOs, experts, community leaders etc.), based on the findings of the Independent Budget Analyses and Stakeholders' Report Cards, related to preventing and combating DV and GBV.

Component 3: Improving knowledge and learning on social accountability in the Moldovan DV & DBV prevention sector and project management: The objective of this component is to establish an internal adaptive knowledge and learning process to regularly adjust project implementation based on experience and contextual circumstances, and to generate knowledge and learning for targeted external dissemination amongst key stakeholders that may take up lessons from the project to apply, sustain or scale collaborative social accountability and/or inform substantive decisions.

The main component activities will consist of, inter alia:

1. Setting up the project's monitoring, evaluation and learning (MEL) system, including, but not limited to, contracting an independent evaluator (individual or firm) at the onset of the project. The independent evaluator will conduct the project's evaluation (including baseline, midterm and final evaluation), inform quality bi-annual technical reports as well as provide support to the project team to develop capacities to adaptively manage the project.
2. Conducting regular internal project MEL sessions focused on adjusting the project's social accountability strategy and operations, including, but not limited to, the civil society partnership, and

“reality check” discussions with domestic violence and gender-based violence public sector stakeholders.

3. Developing and implementing a plan for disseminating the project’s Knowledge and Learning products to key target audiences, with a focus on the uptake of relevant aspects and elements of the collaborative social accountability process and mechanism (implemented by the project) that may be sustained or scaled up and/or inform substantive decisions.
4. Contributing to the GPSA’s mandate to broker and promote knowledge and learning about collaborative social accountability, the local adaptation of the GPSA’s theory of change and feeding back lessons that may inform practitioners and the GPSA Global Partnership.
5. Organizing a national-level conference on social accountability and DV&GBV prevention, as well as organizing regional events, as needed, to disseminate results, including events for promoting peer learning among municipalities.
6. Project Management: support to carry out day to day Project implementation and monitoring, all through the provision of consultant services (including audit), Operating Costs, and Training.

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Environmental and Social Standards Relevance

E. Relevant Standards

ESS Standards		Relevance
ESS 1	Assessment and Management of Environmental and Social Risks and Impacts	Relevant
ESS 10	Stakeholder Engagement and Information Disclosure	Relevant
ESS 2	Labor and Working Conditions	Relevant
ESS 3	Resource Efficiency and Pollution Prevention and Management	Not Currently Relevant
ESS 4	Community Health and Safety	Not Currently Relevant
ESS 5	Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Not Currently Relevant
ESS 6	Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
ESS 7	Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
ESS 8	Cultural Heritage	Not Currently Relevant
ESS 9	Financial Intermediaries	Not Currently Relevant

Legal Operational Policies

Safeguard Policies	Triggered	Explanation (Optional)
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Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

Summary of Screening of Environmental and Social Risks and Impacts

The Project will not have any negative environmental risks or impacts. There will be no civil works under the project, and its components will not finance any consultant services pertaining to environmental or ecological issues in Moldova. Hence, social risk rating proposed for the Project is Low. Social risk rating is Moderate. While the project is not expected to result in any negative impacts and in fact aims to address underlying and existing GBV & DV issues in Moldova), contextual sensitivity of the issues to be addressed by the Project present certain risks. Preparation of social assessment on GBV & DV in various communities, including vulnerable and disadvantaged will be needed to inform project design and improve its outcomes. Preparation and disclosure of Stakeholder Engagement Plan will be crucial to ensure that all project beneficiaries and stakeholders are informed about the project in a timely, inclusive, and culturally appropriate manner. The Project will also require preparation of Labor Management Procedures as described under ESS2 of the ESRS. All of these instruments will be prepared and implemented by EEF.

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CONTACT POINT

World Bank

Contact :	Ann-Sofie Jespersen	Title :	Senior Governance Specialist
Telephone No :	473-0143	Email :	
Contact :	Constantin Rusu	Title :	Senior Public Sector Specialis
Telephone No :	5254+232	Email :	
Contact :	Eva Maria Melis	Title :	Public Sector Specialist
Telephone No :	5220+33965 /	Email :	

Borrower/Client/Recipient

Borrower :	East Europe Foundation (EEF)		
Contact :	Sorin Mereacre	Title :	President
Telephone No :	0037369173487	Email :	sorin.mereacre@eef.md

Implementing Agencies

Implementing Agency :	East Europe Foundation (EEF)		
Contact :	Sorin Mereacre	Title :	President
Telephone No :	0037369173487	Email :	sorin.mereacre@eef.md

Implementing Agency : Expert Grup
Contact : Tatiana Savva Title : Project coordinator
Telephone No : 0037322929994 Email : tatiana@expert-grup.org

FOR MORE INFORMATION CONTACT

The World Bank
1818 H Street, NW
Washington, D.C. 20433
Telephone: (202) 473-1000
Web: <http://www.worldbank.org/projects>

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