

UNITED NATIONS TRUST FUND FOR HUMAN SECURITY

MOLDOVA PROPOSAL

TITLE OF PROJECT:

**Protection and Empowerment of Victims of  
Human Trafficking and  
Domestic Violence in Moldova**

Chisinau, May 2008

ACRONYMS

ADA	- Austrian Development Agency
ATG	- Anti-Trafficking and Gender
CAP	- Community Action Plan
CAG	- Community Action Group
CBOS	- Community Based Organisations
CCTIP	- Centre for Combating Trafficking in Persons
CEDAW	- Convention on the Elimination of all forms of Discrimination Against Women
CPTW	- Centre for Prevention of Trafficking in Women
CRS	- Catholic Relief Services
EC	- European Commission
FACT	- Fight Against Child Trafficking
GDP	- Gross Domestic Product
GTZ	- German Technical Development Agency
ILO/PEC	- International Labor Organisation/ International Programme on the Elimination of Child Labour
IOM	- International Organisation for Migration
LPA	- Local Public Administration
M&E Plan	- Monitoring and Evaluation Plan
MDG	- Millennium Development Goals
MDT	- Multi-Disciplinary Team
META	- Moldova Employment & Training Alliance
MoSPFC	- Ministry of Social Protection, Family and Child
NCU	- National Coordination Unit
NGO	- Non - Government Organisation
NRS	- National Referral System
OSCE	- Organisation for Security and Co-operation in Europe
SDC	- Swiss Development Cooperation
SIDA	- Swedish International Development Agency
TCM	- Technical Coordination Meetings
TdH	- Terre des Hommes
UN	- United Nations
UNDAP	- United Nations Development Assistance Framework
UNDP	- United Nations Development Program
UNFPA	- United Nations Population Fund
UNICEF	- United Nations Children's Fund
UNODC	- United Nations Office for Drugs and Crime
UNTFHS	- United Nations Trust Fund For Human Security
US	- United States
USAID	- United States Agency for International Development

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MOLDOVA PROPOSAL

I. SUMMARY PAGE

Date of submission	1 February 2008, revised 21 May 2008
Benefiting country and location	Republic of Moldova, Eastern Europe
Title of project	Protection and Empowerment of Victims of Human Trafficking and Domestic Violence in Moldova
Duration of project	1 July 2008 to 30 June 2011 (3 years)
UN management organization	UNDP Moldova
UN executing partners <sup>1</sup> (including contacts in the field offices)	UNDP Moldova Kaarina Immonen, Resident Representative Tel: +373-22-220-045, ext. 105 Email: <a href="mailto:kaarina.immonen@undp.org">kaarina.immonen@undp.org</a> UNFPA Moldova Boris Glica, National Programme Officer Tel: +373-22-214-002 Email: <a href="mailto:boris@unfpa.org">boris@unfpa.org</a> UN House 131, str. 31 August MD-2012, Chisinau, Republic of Moldova
Non-UN executing partners (participating agencies)	IOM Mission to Moldova Martin Wyss, Chief of Mission Tel: +373-22-232-940, ext. 114 Email: <a href="mailto:mwyss@iom.int">mwyss@iom.int</a> 82, str. 31 August MD-2012, Chisinau, Republic of Moldova OSCE Mission to Moldova Anti-Trafficking and Gender Programme Judith Hale, Programme Manager Tel: +373-22-887-812 Email: <a href="mailto:judith.hale@osce.org">judith.hale@osce.org</a> 108, str. Mitropolit Dosoftei MD-2012, Chisinau, Republic of Moldova
Project budget including PSC	3.35 Million US\$ (over 3 years)

II. EXECUTIVE SUMMARY

1. The citizens of the young Republic of Moldova suffer daily from political conflict, corruption, poverty, unemployment, inadequate public services, high rates of emigration, and increasingly, a breakdown of social and family structures. In many cases, vulnerable women

<sup>1</sup> Taking into account the common UN nomenclature, throughout this Project Proposal "executing partners" will be referred to as "participating agencies", key government counterparts will be referred to as "national implementing partners", and other so-called implementing partners will be referred to as "sub-contractors".

and children are the most affected by these social and political ills. It is not surprising then, that many of these vulnerable women and children fall victim to violence: at home in the form of domestic violence and at large in the form of trafficking in human beings. Both domestic violence and human trafficking are fundamental violations of human rights and serious threats to human security, and they are occurring in epidemic proportions in Moldova.

2. Each of the participating agencies—UNDP, UNFPA, IOM, and OSCE—are involved in protecting and promoting human rights in Moldova. Collectively they have identified the related problems of domestic violence and human trafficking as priority areas of intervention to address actual and pressing human security needs in Moldova. Relying upon both UN and OSCE commitments and priorities relevant to Moldova, the participating agencies have designed this Project to attack the human security issues of domestic violence and human trafficking from two inter-connected perspectives: enhancing Protection to victims through a strengthened system (a top-down approach in partnership with appropriate governmental institutions) and encouraging Empowerment of local communities and individuals to prevent and address the problems at their roots (a bottom-up approach in partnership with local officials, civil society, and the media). Together, the Protection and Empowerment components of the Project will help vulnerable citizens of Moldova to achieve and sustain a life free from the threat or experience of domestic violence and human trafficking.

### III. INTRODUCTION

#### A. Human Security Criteria - An Overview

3. There is widespread consensus that domestic violence and human trafficking not only result in fundamental violations of individual human rights, but also contribute to security risks on human and global levels. In fact, both violence against women and human trafficking are considered top priority areas for intervention and reforms to address human security (see *Empowering People at Risk: Human Security Priorities for the 21<sup>st</sup> Century*, Working Paper for the Helsinki Process on Globalization and Democracy, Track on "Human Security").<sup>2</sup> Domestic violence and human trafficking are cause and consequence of insecurity suffered most often by women and children. Domestic violence attacks at home, in the place that ideally should be a safe haven, while human trafficking infects the world at large, feeding crime and corruption, taking advantage of human and territorial vulnerability, and undermining efforts to achieve peace and democracy.

4. This is especially so in the Republic of Moldova, where, some 17 years after it declared independence and survived an armed conflict, a political conflict remains with the breakaway region of Transnistria, levels of poverty surpass all other countries in Europe, and respect for human rights and rule of law remain issues of widespread concern. The 2006 *Human Development Report* (published for UNDP) ranks Moldova 114<sup>th</sup> out of 177 countries in terms of quality of life and living standard, and 143<sup>rd</sup> out of 177 countries in terms of income (GDP per capita), which are well below the averages for Eastern Europe and the Commonwealth of Independent States (CIS). The *Moldova Country Report on Human Rights Practices - 2006*, published by the US Department of State on 6 March 2007, notes myriad human rights violations and describes domestic violence against women as a "widespread problem" and trafficking in women for sexual exploitation as a "serious problem". In fact,

<sup>2</sup> This Working Paper for the Helsinki Process on Globalization and Democracy, Track on "Human Security" identifies five priority categories for urgent human security reforms, as follows: a) health and security; b) violence against women; c) children in armed conflict; d) human trafficking; and e) small arms.

according to a recent study, *Women at Risk in the Republic of Moldova* (Chisman, 2005), one out of four young women in Moldova experiences violence at home. In addition, in the last 7 years, more than 2227 victims of human trafficking have been repatriated to Moldova by the International Organization for Migration (IOM). Most victims are women and girls trafficked for sexual exploitation, and more than 70% experienced domestic violence at home prior to their trafficking experience. Poverty, inadequate public services, high levels of unemployment, discrimination against women, and lack of parental care are additional factors making Moldova a major country of origin for human trafficking.

## B. Country and UN Priorities in Moldova

5. This Project, "Protection and Empowerment of Victims of Human Trafficking and Domestic Violence", is formulated within the United Nations Development Assistance Framework (UNDAF) for the period of 2007 to 2011, which was agreed upon between the Government of Moldova and the UN Country Team, including UNDP, UNFPA, and IOM. Firstly, the Protection component of the Project relates to the identified priority area of "increasing access to quality services". More particularly, UNDAF Country Programme Outcome 2.4 provides that by 2011: "Vulnerable groups enjoy improved access to quality social protection services, including systems to prevent and protect from violence, abuse, exploitation and discrimination." Secondly, the Empowerment component of the Project relates to the identified priority area of "regional and local development". In this respect, UNDAF Country Programme Outcome 3.3 provides that by 2011: "Empowered communities and Civil Society Organizations participate in local development planning, implementation and monitoring."<sup>3</sup>

6. Through this Project, the participating agencies and national implementing partners will cooperate within these two accepted general UN priorities to address critical human security issues in Moldova. In particular, they will respond to the special needs of victims of human trafficking and domestic violence for enhanced protection and empowerment. In this way, this Project will also contribute to the achievement of MDGs in Moldova.

## C. OSCE Mission Mandate and Commitments in Moldova

7. The mandate of the OSCE Mission to Moldova<sup>4</sup> focuses on assistance in negotiating a lasting political settlement of the conflict between the Republic of Moldova and the breakaway region of Transnistria. Within this context, it further includes providing "advice and expertise on human and minority rights [and] democratic transformation". Accordingly, since 2003, the Mission has been actively engaged in seeking to prevent and combat trafficking in human beings and promoting gender issues.

8. In this work, the Mission is guided by the OSCE Action Plan to Combat Trafficking in Human Beings (Permanent Council Decision No. 557 of 24 July 2003), as well as the OSCE Action Plan for the Promotion of Gender Equality (Ministerial Council Decision No.

<sup>3</sup> Please note that the UNDAF Country Programme was reviewed in December 2007. One suggested formulation for the new Outcome 3.3 is: "Empowered communities and Civil Society Organizations are better able to address human security issues through participation in local development processes and mobilization of local actors and resources."  
<sup>4</sup> As specifically requested by the Japanese Delegation to the OSCE, the OSCE Mission envisages serving as both a participating agency and a donor of this Project. Barring any unforeseen changes to the budget of the Mission in 2008 and 2009, the OSCE Mission has agreed to make a token contribution from its Anti-Trafficking and Gender Programme to this Project in 2008 and 2009. In this way, the partnership between the UNTFHS and the OSCE will be formalized on both the donor level and the operational level.

14/04 of 7 December 2004) and the OSCE Decision on Preventing and Combating Violence against Women (Ministerial Council Decision No. 15/05 of 6 December 2005). With respect to trafficking in human beings, the OSCE Action Plan to Combat Trafficking in Human Beings addresses the issue comprehensively, covering protection of victims, prevention of trafficking, and prosecution of those who facilitate or commit the crime. The Action Plan further recognizes the role of corruption in encouraging this heinous crime, as well as the need to address the root causes of human trafficking in both countries of origin and destination. With respect to other gender issues, the OSCE Action Plan for the Promotion of Gender Equality seeks to implement international standards and commitments concerning equality for women and men, non-discrimination, and women's and girls' rights, including full compliance with the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). The Action Plan notes that in order to ensure a safe environment for citizens, activities aimed at eliminating all forms of violence against women, including trafficking in human beings, should be increased.

9. As a Participating State of the OSCE, the Republic of Moldova is also obliged to satisfy these commitments, as well as the commitments it has undertaken as a signatory to key international human rights instruments, such as the European Convention on Human Rights, United Nations Convention against Transnational Organized Crime, and CEDAW. This Project, which is formulated in accordance with generally accepted human rights principles, will assist the Government of Moldova to satisfy its international human rights commitments by improving the identification, assistance, and protection offered to victims of human trafficking and domestic violence.

#### IV. RATIONALE FOR FUNDING FROM THE UNTFHS

10. "Human security means the security of people—their physical safety, their economic and social well-being, respect for their dignity and worth as human beings, and the protection of their human rights and fundamental freedoms" (see 2.21, *The Responsibility to Protect*, International Commission on Intervention and State Sovereignty, 2001). The dual scourges of domestic violence and human trafficking in Moldova attack each element of the definition of human security. The Protection and Empowerment components of this Project are interlinked and build upon each other, but conceptually they approach the problems of domestic violence and human trafficking in Moldova from different angles.

11. Firstly, the Protection component is devoted to expanding and elaborating upon the new National Referral System (NRS) for victims of human trafficking, developed and implemented starting in 2006 by IOM in partnership with the Ministry of Social Protection, Family and Child (MOSPF), in five pilot regions of Moldova. Through the NRS, the Government of Moldova is finally beginning to become involved in and take responsibility for the provision of necessary short term and long term services (i.e., medical, psychological, social, legal, employment, and housing) to trafficking victims in Moldova. The NRS is an integrated system that provides comprehensive assistance to victims and vulnerable persons through referrals to local authorities and civil society service providers. However, this is only a beginning and much additional support, capacity building, and training is needed in order to expand the NRS throughout the country of Moldova (in order not to exacerbate already existent territorial disparities in social and economic opportunities) and further to expand it to victims of domestic violence. All vulnerable and insecure citizens of Moldova are entitled to protection and assistance by the Government, not only those living in the five target regions. Through this Project, the NRS will be expanded both geographically and

14. Not only is Moldova the poorest country in Europe, it also experiences internal territorial financial disparities that exacerbate its extreme poverty. Poverty is widespread in small towns and rural communities throughout Moldova and income disparity between the capital city and rural areas is growing. Economic growth is concentrated in Chisinau, which enjoys a regional GDP 3.2 times higher and investment volume 5.9 times higher than in the regions. Accordingly, national research institutes have concluded that Moldova has immense territorial disparities in terms of available financial resources, and they have identified the financial gap between the capital city and the outlying regions as a key development problem.

#### A. Poverty in Moldova

### V. CONTEXT

13. The participating agencies of this Project are leaders in the anti-trafficking and gender communities in Moldova, each with specific expertise and experience that is utilized in this Project. They are not aware of available funding from other sources for the specific activities elaborated in this Project, which are formulated from the perspective of human security. This Project is perhaps most closely aligned with the objectives of the Anti-Trafficking and Gender Programme of the OSCE Mission to Moldova (which is one of the non-UN participating agencies), but the OSCE Mission does not have the financial or human capacity to finance a Project of this breadth and scope. Similarly, other UN agencies in Moldova have mandates and capacities in other fields. Lastly, the participating agencies, utilizing their combined expertise and experience in Moldova, have developed this Project specifically to meet the human security needs of critically vulnerable persons in Moldova that are not being addressed by other sources. In their collective opinion, this Project will meet real needs in Moldova by building upon other activities and initiatives while avoiding duplication.

12. Secondly, the Empowerment component seeks to build the capacity of local communities and individuals, working in partnership with civil society, to prevent and combat domestic violence and human trafficking. Holistic community-based interventions will be supported, including participation in local development processes and mobilization of local service providers. There will also be a small-grants program for projects implemented by civil society and officials on the local level. In this component, special attention will be given to empowering the critically unstable geographic areas neighboring the breakaway region of Transnistria in eastern Moldova and the autonomous territorial unit of Gagauzia in southern Moldova. These areas have historically been neglected by donors and implementing agencies due to the inherent complications of working in a climate of political and economic instability, but they cannot be ignored any longer. Rather, their instability is, in particular, feeding the criminal network of human trafficking in Moldova and thereby causing higher incidents of human insecurity. It is further contributing to the territorial disparities in terms of economic and social opportunities. There is thus special need to increase prevention efforts by raising public awareness about the phenomena of human trafficking and domestic violence in these unstable areas. Coming from the perspective of human security, this Project will be aptly positioned to penetrate, develop, and empower civil society and local community structures in these sensitive areas.

thematically to become a reality throughout Moldova. Furthermore, identification, short-term assistance (shelter and repatriation), and long-term assistance (rehabilitation) structures will be strengthened and made more sustainable, with the aim to successfully reintegrate victims of human trafficking and domestic violence into society, increasing their personal security.



that must be addressed to promote development and economic growth in Moldova.<sup>5</sup> National strategic policy documents recognize this phenomenon as well, noting that considerable differences in the economic development of different territories cause inequality among the population, because a person's financial welfare is so strongly correlated with his or her place of residence.<sup>6</sup>

15. In addition, there is a trend towards the feminization of poverty in Moldova. Taking into account higher rates of poverty in rural communities and higher rates of women in rural populations, it is anticipated that women will soon be identified as those most likely to suffer severe poverty in Moldova, thereby increasing their vulnerability to social problems such as domestic violence and human trafficking.

16. Emigration is another main feature of the economic and social landscape in Moldova. At the end of 2004, it was estimated that 25% of the active labour force of the population was working abroad. Adding temporary and seasonal migrants raises the figure to 40% of the active labour force working outside the country. Most of these migrants originate from small towns and villages, where poverty is the most severe. Thus, emigration is seen as a consequence of poverty and unemployment. Unfortunately, the negative effects of emigration predominate, as emigration reduces the quality and quantity of the national labour force and tears apart family and community structures. This, in turn, leads to alarming rates of social orphans (children abandoned by their biological parents), who are placed in state institutions in lieu of any biological family. According to a recent study by UNICEF, parents place their children in state institutions most frequently due to economic difficulties (97%). These abandoned children, lacking economic means and a family structure, become, once again, more vulnerable to the social problems of violence, abuse, and human trafficking.<sup>7</sup>

## B. Domestic Violence in Moldova

17. A recent survey, *Women At-Risk in the Republic of Moldova*, found that Moldovan women between the ages of 16 and 35 suffer violence in one out of every four homes. This violence may be physical, sexual, psychological, and/or economic violence. In the majority of cases, the aggressor is male. For young women between the ages of 16 and 24, the aggressor is most often their father; for women between the ages of 25 and 35, it is most often their husband or partner. Social violence occurs almost evenly across age, economic, and geographic boundaries and was reported by about 22% of women interviewed.

18. One of the key impacts of domestic violence in Moldova is its overall effect on women's health, beyond the direct injuries of the assault. Victims of domestic violence report frequent headaches, insomnia, stress, backaches, sadness, nervousness, and anxiousness in considerably higher numbers than non-victims. Forty-three percent of victims express suicidal ideations; almost half live in fear of their parents; and twenty percent live in fear of their partner or husband. The impact of domestic violence on women's physical and mental health is huge in Moldova.

19. One of the main obstacles to combating domestic violence in Moldova is the absence of social awareness concerning the issue. Another is the failure of victims to report the crime

<sup>5</sup> *Dynamics of Local Public Finance within the Framework of Re-centralising State Power*, Institute for Development and Social Initiatives "Vitorul" (Chisinau, 2004); *Green Paper on Regional Development in Moldova*, Business Consulting Institute (2002).

<sup>6</sup> *Economic Growth and Poverty Reduction Strategy Paper* (June 2004) at page 22.

<sup>7</sup> *See Abandoned Children in the Republic of Moldova*, UNICEF (Chisinau, 2005).

due to their sense of shame; their fear of even more violent reprisals by their abusers; and the lack of effective police response and protection. The poor economic situation in Moldova exacerbates the problem. The high level of poverty coupled with the high rate of unemployment among women makes it very difficult for women to leave the abuser because of sheer economic dependence upon him. Housing shortages further contribute to the problem. Many couples are forced to continue to live together even after a divorce. Although domestic violence affects women of all socio-economic positions, in Moldova women who live in poverty are more likely to experience violence than women of higher status.

20. On 11 March 2008, the President of Moldova promulgated the Law to Prevent and Combat Violence in the Family, and it will enter into force on 11 September 2008. In addition to updating the legal framework for implementation of this law, the task remains to ensure proper implementation, including an effective and comprehensive mechanism for prevention, protection, and assistance to all victims of domestic and gender-based violence. Multiple provisions within existing national law, such as the Constitution, the Criminal Code, the Code of Administrative Offences, and the Family Code, include provisions that can be utilized to prosecute violence against women. However, the authorities frequently fail to effectively enforce these laws, which in turn results further in women's unwillingness to report incidents of domestic violence. Notably, in 2005 the Office of the General Prosecutor reported prosecuting only 39 cases related to domestic violence in Moldova. Accordingly, official responses to the widespread phenomenon of domestic violence are in their infancy in Moldova. This conclusion is confirmed by the Comments of the CEDAW Committee to Moldova, issued on 25 August 2006, which include 40 strongly-worded areas of concern and recommendations to Moldova, such as urging Moldova to place a high priority on implementing comprehensive measures to address violence against women in the family and in society, as well as calling upon Moldova to intensify its efforts to combat trafficking and sexual exploitation of women and girls by addressing the root causes, in particular women's economic insecurity.

21. There are some initiatives in Moldova to promote women's rights, which include efforts to prevent and combat domestic violence, but in general the field is not well developed, especially in comparison to the anti-trafficking field, described more fully below. In 2006, the Swedish International Development Agency (Sida) initiated Gender Task Force Meetings of Donor Agencies in Moldova and held two such meetings to promote coordination and information sharing among donors in the gender sector. On 6 October 2006, the Gender Equality Committee, an inter-disciplinary governmental Committee created in accordance with the Law on Equal Opportunities for Women and Men (which entered into force on 24 March 2006), held its inaugural meeting. This was the extent of official attempts to promote coordination in the gender field in Moldova in 2006. In 2007, the Moldovan Parliament organised public hearings on Counter-Trafficking in Persons, Prevention of Family Violence, and Gender Equality as part of the monitoring of the National Human Rights Action Plan. The Gender Committee did not meet in 2007, and as of this revision (May), has not met in 2008.

22. Various NGOs are involved in promoting women's rights and fighting against domestic violence, but there are few comprehensive, nationwide initiatives to date. The NGO Gender-Centru seeks to promote gender equality and to prevent domestic violence through legislative reform and advocacy, research and monitoring, and trainings for relevant national actors. It has also led the global awareness-raising campaign "16 Days of Activism against Gender-Based Violence" in Moldova for several years. The NGO National Women's Studies and Information Centre for Partnership in Development also promotes the role and status of

women in the society, especially through the empowerment of women. Currently it is implementing four programmes to benefit women: social empowerment and gender education, economic development and vocational training, legal assistance, and political empowerment and community participation. Within the legal assistance programme, for example, the Centre for Partnership in Development is implementing a project to increase the judicial culture of the population in rural communities, with special emphasis on the elimination of all forms of discrimination and violence against women. Other similar initiatives exist on local and regional levels, especially in the region of Balti, where there is a concentration of small NGOs with experience and expertise in fighting against domestic violence.

23. There is only one specialized shelter in Moldova, "Casa Marioarei" (Little Mary's house), that provides residential housing, psychological counselling, social assistance, legal assistance, and humanitarian aid exclusively to victims of domestic violence. Casa Marioarei opened in May 2004 with the support of the former First Lady; it has provided assistance to approximately 3,000 women. Since summer 2006, it also operates a hotline for women at-risk of or suffering violence and abuse. However, presently Casa Marioarei operates with totally insufficient financial and human resources. Casa Marioarei benefits from limited donor support from the OSCE Mission, among others. In connection with the Law to Prevent and Combat Violence in the Family and the Government's commitment to support three shelters for domestic violence victims, in 2007 it transferred some funds to local public administration authorities to support local shelters in Balti and Cahul (cities in northern and southern Moldova, respectively). None the less, in reality today, the provision of necessary protection and assistance services to victims of domestic violence is sorely lacking in Moldova.

### C. Human Trafficking in Moldova

24. Poverty, inadequate public services, high levels of unemployment, discrimination against women, domestic violence, and lack of parental care as a result of mass migration are among the main factors making Moldova a major country of origin for trafficking in human beings. The full scale of human trafficking from Moldova remains relatively unknown because most victims are not identified due to the absence of systematic identification processes in Moldova and some destination countries, as well as the inability or unwillingness of some victims to report their trafficking experiences. One indication of the volume of the trafficking phenomenon in Moldova is the total number of Moldovan nationals assisted as victims of trafficking by the International Organization for Migration (IOM). During the period of 2000 to 2007, this number is 2227, which is extremely high by international comparison. Most Moldovan victims are women and girls trafficked for the purpose of sexual exploitation; a number of men and boys have also been trafficked for forced labour and begging. Children, including a significant number of Roma children, are trafficked for sexual exploitation and begging.

25. The IOM reports that Moldovan victims have been trafficked to more than 30 destination countries in Western Europe, South Eastern Europe, the Middle East, the United States, and the former Soviet Union, including primarily Russia. As the western border of Moldova is better controlled, there is less evidence of trafficking through Romania and more evidence of trafficking through Ukraine to Russia. Internally, border control issues affecting the breakaway region of Transnistria in eastern Moldova and the autonomous territorial unit of Gagauzia in southern Moldova are considered to facilitate trafficking. One indication of the extent of human trafficking from the region of Transnistria is the number of telephone calls placed to the new assistance/referral hotline launched in Transnistria in 2006: in just

over 8 months, the hotline received 1136 calls, out of which 239 were emergency crisis calls related to concrete cases of trafficking. In addition, during the period of 2000 to 2007 IOM assisted 213 victims from Transnistria and 108 victims from Gagauzia. Internal trafficking inside Moldova appears to be increasing, whereby traffickers bring young girls from rural areas to the cities, force them into prostitution, and then sometimes later traffic them abroad as well. Widespread public corruption contributes to the ease with which vulnerable persons from Moldova are trafficked.

26. Women constitute the majority of trafficked persons and more than half of them are between the ages of 19 and 24. Arguably the strongest factors luring women into being trafficked are their desperate economic situation and their inability to find satisfactory employment in Moldova or abroad, as well as violent home situations. According to data from IOM and La Strada, in 2004-2005, 65% of victims stated their reason for going abroad was employment, at least 70% came from families described as "poor" or "very poor"; and more than 70% had experienced violence at home prior to their trafficking experience. Moreover, according to IOM, "a large percentage of those trafficked leave their children behind, making them more vulnerable to social consequences of poverty and, in some cases, trafficking". Indeed, human trafficking takes place within the context of mass emigration from Moldova, which is often perceived as the only means of survival. In fact, it is estimated that 450,000 to 500,000 Moldovans, out of a total population of 4.3 million, live abroad. Official polls show that up to 80 percent of youth would like to emigrate.

27. Domestic violence is a critical motivating factor compelling women to choose to work abroad, often under questionable circumstances. One director of an NGO was reported as identifying domestic violence as "an issue behind trafficking, young women are desperate to leave home because the situation of violence is unbearable." Women trafficked for sexual exploitation are usually subjected to additional human rights abuses including being beaten, raped, and sometimes killed. Their families may also be threatened, extending the web of insecurity to local communities.

28. Since 2001, the Moldovan Government has undertaken a number of anti-trafficking efforts, including the establishment of an *ad hoc* National Committee to Combat Trafficking in Human Beings, chaired by a Deputy Prime Minister. Local multi-disciplinary anti-trafficking committees have also been established in all 33 districts of Moldova. In 2003, the National Committee established four sub-working groups on prevention, protection and direct assistance, legislation, and child trafficking, respectively, each co-chaired by a deputy minister and an international organization, namely IOM, OSCE, and UNICEF. Since 2003, the OSCE Mission has taken the lead in hosting Technical Coordination Meetings (TCMs) in the sphere of anti-trafficking in order to further coordination among anti-trafficking actors and encourage an ongoing exchange of information about anti-trafficking activities and initiatives. In 2005, the OSCE Mission extended its coordination efforts into the regions of Moldova.

29. Since 2000, there has been a special anti-trafficking unit within the Office of the General Prosecutor. Considerable numerical progress in prosecutions and convictions has been reported since 2003. However, according to an analysis of closed trafficking cases from 2004-2005 conducted by the US Embassy in Moldova, less than half of the convictions reported in fact involved trafficking-related crimes, while the others were pimping cases with no factual connection to human trafficking. There is also a practice by both the prosecution and the courts of reducing charges against defendant traffickers to lesser charges in most cases initially investigated under criminal trafficking offences. Application of protection

measures for injured parties and witnesses is also sorely inadequate in Moldova. In 2004-2005, victims testified in all prosecutions of trafficking offenses, yet victim-witness protection measures were applied in only one case.

30. On 6 September 2005, the Governments of Moldova and the United States entered into a Letter of Agreement committing to working together on the creation of a new inter-agency Centre for Combating Trafficking in Persons (CCTIP). The special law enforcement unit focused on combating trafficking in human beings, formerly located within the Ministry of Internal Affairs since 2000, has been integrated into this Centre. However, in August 2006 the Deputy Head of the CCTIP and two other employees were dismissed on allegations of corruption in connection with a criminal trafficking ring operating in Moldova. The Deputy Head of the CCTIP professes his innocence, and the criminal investigation is ongoing, but regardless of the outcome, there has been a chilling effect on cooperation between civil society and law enforcement in the crucial area of victim protection and assistance.

31. Significantly, in 2005 the Moldovan Parliament passed the Law on Preventing and Combating Trafficking in Human Beings, effective as of 9 December 2005. This comprehensive Law creates a legislative framework for preventing and combating trafficking in human beings, thereby insuring protection of the rights and interests of victims of trafficking. Relevant amendments to the Criminal Code were also enacted in 2005 and 2006. Moldovan legislation in this field can now be considered up to European standards. Thus, the main focus for the future is full implementation of the legislation and international human rights standards so that victims of trafficking can in fact receive the protection and assistance they sorely need to achieve a safe and security life. At the present time, most Moldovan Government Departments are only gradually coming to terms with the new legislation, and they still must fully absorb their additional responsibilities through adjustments to policy and allocation of human and financial resources. Leading this process is the MoSPFC, which has newly created a specialized Department on Gender Equality and Prevention of Violence (including domestic violence and human trafficking), allowing the relevant national officials to address these related problems in a harmonious manner.

32. None the less, as of 2006, most assistance to actual victims of trafficking in Moldova was delivered through NGOs and international organizations. IOM has operated since 2000 a comprehensive assistance framework, including identification, repatriation, rehabilitation, and long-term reintegration services. A key component of the IOM assistance network has been the operation of the IOM Rehabilitation Centre, a shelter for trafficking victims in Chisinau since 2001. The UN Office for Drugs and Crime has completed a project to evaluate and make recommendations to improve the National Referral System at the request of the MoSPFC, with support from the OSCE Mission and in close collaboration from IOM Moldova. The report, *An Assessment of Referral Practices to Assist and Protect the Rights of Trafficked Persons in Moldova* (<http://www.unodc.org>), contributed to the development of the NRS. IOM has also recently initiated a process with the MoSPFC to make a National Referral System (NRS) operational in 12 pilot regions of Moldova. Through this NRS, IOM will focus on capacity building of local partners while gradually phasing out its direct operational involvement, including with the shelter. In addition to its direct assistance program, IOM operates a prevention program with a sub-component focusing on different categories of at-risk children. Its awareness-raising efforts focus on faith-based organizations, the region of Transnistria, youth councils, and media.

33. The most notable and experienced NGOs involved in counter-trafficking work in Moldova are La Strada and the Centre for Prevention of Trafficking in Women (CPTW).

Among other activities, La Strada operates a hotline, assisting with the identification of victims in Moldova and abroad, and referring them for assistance. The hotline operators also provide information about regular migration channels. CPTW is the leading provider of legal representation for victims of trafficking. It maintains a network of regional offices and has an extensive outreach network for legal and social services. CPTW and La Strada operations, as well as IOM's operations, receive significant funding through a regional counter-trafficking program supported by the Danish Ministry of Foreign Affairs. There are further numerous NGOs in the regions that provide limited services and assistance to select categories of victims and vulnerable women and children as part of prevention programs supported by GTZ, the EC, the Czech Government, Sida, the SDC, the ADA, the Italian Government, various international NGOs and foundations, UN agencies, and many others.

34. The United States Government currently supports three large projects - implemented through Winrock International, UNDP, and Catholic Relief Services (CRS) - targeting vulnerable women and children to prevent human trafficking. Winrock International's "New Perspectives for Women", funded by USAID, provides women and girls aged 16 to 24 years with training, information, and support. To reach out to rural women and girls, the project supports five Regional Support Centres located throughout Moldova, which provide additional referral services to beneficiaries, such as psychological, social, and employment counselling. USAID also supports UNDP's project "Better Opportunities for Youth and Women" that has established a network of eight Social Reintegration Centres for vulnerable women and children throughout Moldova. The purpose of the network is to reduce the vulnerability of abused women and state boarding school graduates to human trafficking by providing safe, affordable, supervised learning and living environments and to support their social, economic, and professional reintegration into society. Lastly, the US Department of Labour supports CRS's "Moldova Employment & Training Alliance (META)", which seeks to build sustainable livelihoods for women in Moldova.

35. Related to and coordinated with its "Better Opportunities" Project, and within the broader context of social mobilisation and community development, UNDP has further supported 21 rural and urban Moldovan communities and areas to improve local living conditions through the Local Agenda 21 Project. Building upon this success, through the Integrated Local Development Programme, UNDP expanded the geographic coverage of its community development interventions to 200 additional target communities in Moldova to create a critical mass of mobilised communities - or 'champions' of community-led development - that will facilitate the self-initiative of other communities to make sustainable improvements to local living conditions.

36. UNICEF, ILO/IFEC, and Terre des Hommes have also been actively engaged in the fight against trafficking in human beings, with special emphasis on children. Within its former counter-trafficking program, now incorporated into a counter-violence program, UNICEF formerly supported the Mother and Child Friendly Wing of the IOM Rehabilitation Centre. Terre des Hommes implements the "Fight against Child Trafficking (FACT) Project", with special focus in Chisinau, Ungheni and Soroca. Through the FACT Project, TdH is also involved in the safe repatriation of unaccompanied Moldovan children from Moscow. UNICEF and TdH have contributed considerably to the development of policies and normative frameworks, especially in relation to child protection standards. Meanwhile, the ILO/IFEC program provides technical assistance to eliminate child labour, sexual exploitation of children, and also child trafficking in Moldova.

#### D. Gaps in Human Trafficking and Domestic Violence Field in Moldova

37. Despite this long and impressive list of interventions in the human trafficking and gender fields in Moldova, there are significant gaps, which are particularly obvious to actors in the field. Firstly, given the high emphasis placed on preventing and combating trafficking in human beings in Moldova since the early 1990s, interventions focused on preventing and combating domestic violence lag behind and are not as sophisticated or well-developed. As a result, protection and assistance services for victims of domestic violence are wholly inadequate, while protection and assistance services for victims of trafficking in human beings are improved. This discrepancy creates a kind of discrimination among victims in Moldova and forces victims of domestic violence to define their needs within the framework of protection and assistance to victims of human trafficking in order to access essential services for their survival. Taking into consideration that domestic violence is a root cause of trafficking in women and that women at-risk of trafficking are also at-risk of gender-based violence and abuse, and moreover that victims' medical, psychological, social, economic, and residential needs are often similar, creating a comprehensive, interconnected Government-led system for protection and assistance for all these victims is logical and necessary.

38. Secondly, wide territorial discrepancies exist within Moldova with respect to the provision of social services. In some regions, services and activities to prevent and combat human trafficking and/or domestic violence are well developed, while in others they are nearly non-existent. Again, this creates a kind of discrimination among victims seeking to return home or to access assistance at home depending on the location of their home. This is further exacerbated by territorial discrepancies in poverty and unemployment. Similarly, these territorial discrepancies are reflected in widely differing capacities of regions to address the needs of their citizens and to formulate appropriate community-level interventions. It is these precise gaps and systematic discrimination that this Project seeks to fill in an effort to increase human security throughout the country for all vulnerable women and children.

#### E. Project Identification and Formulation

39. This Project Proposal is the result of intensive collaboration between the participating agencies of UNDP, UNFPA, IOM Mission, and OSCE Mission, starting in early 2007. The Ministry of Social Protection, Family and Child (MOSPF) was further consulted and participated in some planning meetings. Similarly, during planning, UNDP consulted and provided this Project Proposal to the Ministry of Local Public Administration for its review and comment. While not officially invited to participate in the formulation meetings, other key partners in the anti-trafficking and gender communities in Moldova were consulted on specific aspects of the Project by the participating agencies.

40. In the first place, it is envisaged that IOM will play a leading role in implementing the Protection component of this Project, as this part of the Project grows out of anti-trafficking activities (namely development and implementation of the NRS) that IOM has been supporting in Moldova. IOM has been, since 2000, the key player in providing protection, assistance, repatriation, and rehabilitation to victims of trafficking in Moldova (see [www.iom.md](http://www.iom.md)). UNFPA will offer its expertise and experience in all activities related to expanding the NRS thematically to meet the needs of victims of domestic violence (see [www.unfpa.org](http://www.unfpa.org)). The MOSPF will further be a key national implementing partner in this systemic approach to improving identification, protection, and assistance to victims of human trafficking and domestic violence throughout Moldova.

44. The participating agencies anticipate that implementation of this Project will significantly improve, quantitatively and qualitatively, identification, protection, and assistance to victims of human trafficking and domestic violence, by expanding implementation of the National Referral System throughout the country and on an equal, non-discriminatory basis. At the same time, the participating agencies anticipate that implementation of this Project will significantly improve the capacity of local actors to address the social problems of human trafficking and domestic violence on local and individual bases. In the middle these systemic and grassroots approaches will meet, creating a

43. The target beneficiaries of this Project are, as a matter of priority, victims of human trafficking and domestic violence and at-risk persons, in particular women and children from all the regions of Moldova. The Project is designed to empower communities at national, regional, and local levels simultaneously, thereby extending to both urban and rural areas. The Project will focus on districts with poorly developed civil society and communities seeking to prevent and combat human trafficking and gender-violence through prevention, protection, assistance, and law enforcement. Additionally, selection criteria will prioritize districts and communities with the highest number of known victims of trafficking. Based on all partners' experience and knowledge of specific needs in these areas, special attention will be paid to the regions of Transnistria and Gagauzia, as well as neighbouring areas in eastern and southern Moldova, respectively.

#### F. Target Beneficiaries and Their Location

42. Notable to the formulation of this Project, the OSCE Mission hosts monthly Technical Coordination Meetings (TCMs) in Chisinau in the sphere of anti-trafficking in order to further coordination among anti-trafficking actors and encourage an ongoing exchange of information about anti-trafficking activities and initiatives. Considering that domestic violence is a root cause of human trafficking, it is included within the scope of the TCMs. IOM and UNDP are regular and frequent participants in these TCMs, often leading discussions and presentations. Similar meetings are hosted in the regions every other month, again with IOM and UNDP taking active roles. In 2006, the OSCE Mission further developed and launched a website, the Moldova Anti-Trafficking & Gender Network Website, registered as <http://www.atn.md/>, which includes a database of partner organizations, projects, and activities throughout the country; events and announcements; publications and resources; and coordination information. Information about some 240 partner organizations, some with multiple anti-trafficking activities, is available on the Website. Accordingly, the participating agencies can say with confidence that in formulating this Project, they are collectively and individually taking into account and considering the entire anti-trafficking and gender field in Moldova from all possible perspectives.

41. In the second place, it is envisaged that UNDP will play a leading role in implementing the Empowerment component of this Project, as UNDP has extensive experience in developing the capacities of community actors and authorities in Moldova to prevent trafficking in human beings as well as to promote gender equality (see [www.undp.md](http://www.undp.md/)). OSCE Mission will offer its support to the Project, especially vis-à-vis working with civil society and local authorities in the unstable geographic areas neighbouring the region of Transnistria and the autonomous territorial unit of Gagauzia to promote security and human rights. The Mission, jointly with UNDP, will manage the small grants part of the Empowerment component in order to ensure that it is implemented in a complementary manner to the Mission's Anti-Trafficking and Gender Programme (see [www.osce.org/moldova/](http://www.osce.org/moldova/)). In this way, efficiency and multiplier principles will be ensured.



safer and more sustainable future for vulnerable women and children in Moldova. This may in fact be a model approach for other similarly situated countries, where poverty, migration, human trafficking, domestic violence are converging to destroy family and social structures so essential to all forms of security. The participating agencies foresee no negative consequences for women or children in Moldova. To the contrary, while the results of this Project may be ambitious in the short term, the planned activities can only enhance the position of all women and children in Moldova.

## VI. PROJECT DETAILS

45. This Project is formulated with two primary components: Protection and Empowerment. These two components are interconnected and address the needs of victims of human trafficking and domestic violence through a strengthened protection system (a top-down approach in partnership with appropriate governmental institutions) as well as empowered communities and individuals (a bottom-up approach in partnership with relevant community-level governmental officials, civil society actors, and media).

### A. Goal Statement and Project Objectives

46. The Goal of this Project is as follows: At-risk persons, including those exposed to human trafficking and domestic violence, enjoy increased equitable and guaranteed access to basic services of good quality provided by the State and empowered communities and civil society organizations. Thus, the overall goal of this project is to improve the ability of the Government of Moldova, in partnership with civil society, local communities, and other service providers, to provide its vulnerable citizens with a life free from the threat or experience of domestic violence and human trafficking, as well as to improve the access of these vulnerable citizens to quality, comprehensive, necessary services (medical, psychological, social, legal, employment, and housing) to achieve and sustain such a life.

47. The objective of the Protection component is as follows: To strengthen the capacity of Government institutions in partnership with civil society to provide quality identification, protection, and assistance services to victims of human trafficking and domestic violence on a sustainable basis.

48. The objective of the Empowerment component is as follows: To empower communities, civil society organizations, and individuals to be better able to address the human security issues of human trafficking and domestic violence and to provide basic services for at-risk persons.

### B. Outputs and Activities by Objective

**1. Protection Component:** To strengthen the capacity of Government institutions in partnership with civil society to provide quality identification, protection, and assistance services to victims of human trafficking and domestic violence on a sustainable basis.

Sub-component A: Protection, Assistance, repatriation and rehabilitation to victims of trafficking in Moldova

**Coordination and implementation:**

**IOM**

**\$ 1,029,712.36 (30,66%)**

*IOM will take the lead in implementing the Protection component, as this part of the Project grows out of anti-trafficking activities (namely development and implementation of the NRS) that IOM has been supporting in Moldova. IOM will be the key player in implementing activities related to protection, assistance, repatriation, and rehabilitation of victims of trafficking in Moldova.*

**49. Results Framework for Protection Component (see also Annex B, attached):**

OUTPUTS	ACTIVITIES	BUDGETS
1.1 Identification and referral systems in Moldova are improved and extended geographically and thematically in at least 5 districts.	1.1.1 Analyze legal and regulatory framework, institutions, and services available at national level and in target districts (with special attention on sustainability of services and public financial support for service providers) and provide recommendations for improvement, especially with a view to identifying gaps and increasing harmonization.	10,000
	1.1.2 Support advocacy activities to implement better legislation and mechanisms for financing protection and assistance services.	15,000
	1.1.3 Establish a repatriation fund to assist stranded Moldovan victims of trafficking with a safe return home from destination countries.	15,000
	1.1.4 Support the administration in target districts to create the local referral system mechanism (i.e., multi-disciplinary team).	6,400
	1.1.5 Support the elaboration of internal regulations and working instruments for multi-disciplinary teams.	2,000
	1.1.6 Facilitate regular meetings in target districts with multi-disciplinary teams and other relevant district actors.	9,600
	1.1.7 Train the multi-disciplinary teams to perform their duties and responsibilities and print training materials on direct assistance.	25,600
1.2 Capacities of referral system institutions at national level and in target districts are strengthened to provide assistance to victims of human trafficking and at-risk persons.	1.2.1 Capacity building to upgrade standards and ensure standard operating procedures for quality assistance, as well as development of normative framework for assistance standards.	11,400
	1.2.2 Provide training and technical assistance to some 200 social assistants and public and private service providers in identification and referral of victims of trafficking and at-risk persons.	10,000
	1.2.3 Provide assistance to MoSPFC and Ministry of Health to institutionalize the Shelter as part of the Government-owned National Referral System and make it fully operational; also provide training and technical assistance to the same to manage the Shelter and ensure that employees provide quality services.	8,000
	1.2.4 Provide on-the-job training and technical assistance to MoSPFC and district focal points to fulfill their coordination and data collection function and responsibilities.	11,520

43,200	1.3.1 Facilitate timely access of survivors of human trafficking and domestic violence and their families to assistance by supporting hotlines.	
106,380	1.3.2 Support the Shelter to provide immediate safe accommodation, medical care, psychological counselling to 800 adult victims and 150 mother and child victims (funds from the Project will be gradually reduced: Year 1-90%, Year 2-60%, Year 3-40%).	
51,840	1.3.3 Offer criminal, civil, and administrative legal assistance to victims of human trafficking and their children.	
300,000	1.3.4 Support the implementation of individual reintegration plans and grants through the NRS and through multiple civil society partners in the referral network in the regions.	
135,000	1.3.5 Provide vocational training to some 180 victims and potential victims of human trafficking.	

Sub-component B: Protection and Assistance to victims of domestic violence in Moldova

**Coordination and implementation:**

**UNFPA**

**\$ 679,460.70 (20,23%)**

*UNFPA will be the leading agency in implementing Sub-component B of the Protection component, and will offer its expertise and experience to expanding the NRS thematically to meet the needs of victims of domestic violence, as well as raising awareness and mobilizing communities in addressing domestic violence.*

24,000	1.4.1 Capacity building to ensure standard operating procedures for quality assistance and the development of a normative framework for assistance standards and protection will strengthen mechanisms and inter-institutional capacities to advise, assist, and protect victims of domestic violence and their children in 30 communities.	1.4 Capacity of institutions, professional groups, and civil society on prevention, identification, and integrated support to domestic violence victims are developed at national and district levels.
15,000	1.4.2 Conduct train-the-trainers course and follow-up workshop on all aspects of domestic violence.	
24,000	1.4.3 Conduct trainings for professional groups (police, social assistants, psychologists, lawyers, teachers, and health practitioners, especially family doctors and nurses) to improve their capacity to prevent, identify, refer, and provide integrated support to victims of domestic violence and their children.	
16,000	1.4.4 Provide training and technical assistance to health practitioners in detection, integrated response, and design of tools to assist victims of domestic violence.	
12,000	1.4.5 Organize a study tour to Romania for authorities and practitioners in the domestic violence field to study Romania's policies and best practices.	
120,000	1.5.1 Conduct an awareness-raising campaign about the impact of domestic violence and other forms of violence against women and children.	1.5 Women and families in crisis situations due to domestic violence are provided with assistance.
84,000	1.5.2 Support Community Action Plans in 30 communities to assist women and families in crisis situations due to domestic violence.	

30,000	1.3 Support residential shelters for victims of domestic violence and their children to provide immediate safe accommodation and quality services (including medical, psychological, social, and legal services to meet basic, primary needs of victims).
75,000	1.4 Support the development of community services for victims of domestic violence in five towns.
36,000	1.5 Support self-help groups of victims of domestic violence.
60,000	1.5.6 Support education and counselling activities with/for families (including aggressors).

50. Performance Indicators for Protection Component: see Annex B (Excel format)

**2. Empowerment Component: To empower communities, civil society organisations, and individuals to be better able to address the human security issues of human trafficking and domestic violence and to provide basic services for at risk persons**

Coordination and implementation (including overall coordination): UNDP \$ 1,648,451.63 (49,09%)

Including:

Community Initiatives Support (2.3.1):

UNDP \$ 225,000

Budget:

Small grants scheme (2.3.2):

OSCE in partnership with UNDP \$ 225,000

Small grants programme budget:

UNDP \$ 225,000

UNDP will play a leading role in implementing the Empowerment component, as UNDP has extensive experience in developing the capacities of community actors and authorities in Moldova to prevent trafficking in human beings as well as to promote gender equality. The small grants programme of the Empowerment component will be jointly managed by the OSCE Mission to Moldova and UNDP in order to ensure that it is implemented in a manner that fulfils the Protection and Empowerment of Victims of Human Trafficking and Domestic Violence in Moldova Joint Project as well as the Mission's Anti-Trafficking and Gender Programme. More specifically the OSCE Mission to Moldova will coordinate the selection of the grant recipients chosen under 2.3.2. Please note that UNDP will be responsible for the disbursement of all funds. Financial reports on the grants will be reviewed jointly by UNDP and the OSCE Mission to Moldova.

51. Results Framework for Empowerment Component (see also Annex A, attached):

<b>OUTPUTS</b>	<b>ACTIVITIES</b>	<b>BUDGET \$</b>
2.1 Some 30 target communities (5 small towns and 25 villages) are	2.1.1 Conduct train-the-trainers course for facilitators for community-led development and planning processes.	15,000