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GENDER AUDIT OF THE PARLIAMENT OF THE REPUBLIC OF MOLDOVA:

Towards Fostering a More Gender Sensitive Institution

Chisinau,
28 October 2015

The Hon. Sarmite D. Bulte, P.C.
UNDP Democracy Programme Consultant

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In our work to reach the objectives of the Millennium Declaration, gender equality is not only a goal in its own right; it is critical to our ability to reach all the others. Study after study has shown that there is no effective development strategy in which women do not play a central role. When women are fully involved, the benefits can be seen immediately: families are healthier and better fed; their income, savings and reinvestment go up. And what is true of families is also true of communities and, in the long run, of whole countries.

**KOFI ANNAN, SECRETARY-GENERAL
OF THE UNITED NATIONS
(AT THE 2003 INTERNATIONAL WOMEN'S DAY
CELEBRATION)**

The Hon. Sarmite D. Bulte, P.C.
UNDP Democracy Programme Consultant



Chisinau: 28 October 2015

The Report on "Gender Audit of Parliament of Moldova" has been drafted by Sarmite D. Bulte with the support of Daniela Terzi-Barbarosie. It was developed in the framework of the "Improving the Quality of Democracy in Moldova through Parliamentary and Electoral Support" programme, funded by Sweden and implemented by the United Nations Development Programme (UNDP). The views expressed in this document are those of the authors and do not necessarily represent the views of these institutions

FOREWORD

*"If you want something said, ask a man;
if you want something done, ask a woman."*

Margaret Thatcher

Best practices show that parliaments are truly representative only when equal opportunities are ensured, which means equal participation of women and men in decision making processes.

In this regard, I consider of utmost importance the production of this comprehensive report which represents a thorough analysis of the current situation in the Parliament regarding gender issues. On this occasion, I want to thank the United Nations Development Programme for their significant support in developing this document.

I am sure that some elements that have been assessed already bring clarity on the current situation in the Parliament of the Republic of Moldova and significantly contribute to identifying possible solutions, not only from the aspect of the legal framework, but also in terms of legislative procedures, to increase the involvement and role of women in the activities of the Parliament.

Being the central legislative institution, the Parliament has to assess how it meets the needs and interests of both men and women, by modernizing its structures, assessing the activities that are being carried out and capitalizing on undertaken methods.

The Parliament of the Republic of Moldova is ready to contribute to the enhancement and improvement of legislation and current practices in order to strengthen the role and position of women in the institution.

I would like to take this opportunity to express my appreciation and gratitude to everyone who has contributed to carrying out the assessments and developing materials for this report, and thereby inform you that the Members of the Parliament are open towards strengthening the efforts to change the legislation and essential normative frameworks to ensure gender mainstreaming and ultimately gender equality.

Mr Andrian Candu
Speaker of the Parliament of the Republic Moldova

FOREWORD

The Parliament has taken many important steps towards becoming an efficient, modernized and transparent institution, representing as best as possible the citizen`s interests. Strengthening and modernizing of the Parliament remain a priority and this should be an ongoing process. Conducting the first Gender Audit of the Parliament and the development of a Gender Equality Action Plan is another important step in this process.

Equal participation of both women and men in the political life and decision-making processes strengthens a country`s democratic development. However, there continues to be an underrepresentation of women in the main legislative body of the country.

The Gender Audit Report brings not only a new understanding of the importance of the strategy of gender mainstreaming in the Parliament, but it also highlights areas where the Parliament can bring about change to ensure that inequality is not perpetuated.

I would like to take this opportunity to thank parliamentarians, parliamentary staff, and all other stakeholders, including civil society organizations, for their input to carry out the audit.

I would also like to express my appreciation towards the United Nations Development Programme (UNDP) and the Government of Sweden for their financial support and close cooperation over the years.

I sincerely hope that the Gender Audit Report, the recommendations contained therein, and the Gender Equality Action Plan will be a roadmap for the Parliament of the Republic of Moldova, not only for gender mainstreaming, but also for ensuring that the Parliament becomes a more representative institution.

I trust that this report will have a positive impact on gender mainstreaming and ensuring equal representation not only in the legislative, but also in other key institutions in the Republic of Moldova.

Mrs Liliana Palihovici
Deputy Speaker of the Parliament of the Republic Moldova

PREFACE

“Achieving gender equality is central to the protection of human rights, the function of democracy, respect for the rule of law and economic growth and sustainability...when women have equal chances with men to be socially and politically active, economies and societies thrive, and overall, women’s more balanced participation in decision-making contributes to positive transformative processes for societies”.¹

However, when analyzing women’s political participation in politics and in parliaments, gender equality appears to be an elusive goal in the majority of parliaments. Women are not only underrepresented in Parliament in terms of the percentage of the population for which they account, but once elected, they are also underrepresented in decision-making and leadership roles in Parliament. To ensure that Parliaments are truly representative of the population which they are constitutionally mandated to represent, it is imperative that the women’s presence in Parliaments be increased to mirror society.

The goal of the gender audit of the Parliament of the Republic of Moldova is to analyze the current status of the Parliament in terms of its operational and institutional culture from a gender perspective; identify critical gaps and challenges; and provide recommendations to make the Parliament of the Republic of Moldova a more gender-sensitive Parliament. The Inter-Parliamentary Union (IPU) has defined a gender-sensitive parliament as one that responds to the needs and interests of both men and women in its structures, operations, methods and work.² While the IPU has found that women are overwhelmingly the main drivers of progress in gender equality in Parliaments worldwide, Parliaments, as institutions, also have responsibilities to ensure gender equality.

¹ Council of Europe, “Council of Europe Gender Equality Strategy 2014-2017”, Council of Europe: February 2014

² Inter-Parliamentary Union, “Gender-Sensitive Parliaments: A Global Review of Good Practice”, Geneva: 2011

ACKNOWLEDGEMENTS

On behalf of the United Nations Development Programme (UNDP) Democracy Programme, Parliamentary Component, I would like to acknowledge and thank everyone who took the time to meet with me and members of the UNDP Democracy Programme to participate in the needs and capacity assessment of the Parliament in terms of its operational and institutional culture from a gender perspective.

We would like to begin by thanking all of the Members of Parliament and their respective Factions who agreed to participate in the assessment either through consultations or by completing questionnaires to share their experiences as MPs and to provide insight into the process for addressing gender equality and gender mainstreaming in the Parliament of the Republic of Moldova. Their insights and opinions were invaluable and every attempt has been made to reflect them in the Report. The time frame for the consultations occurred during the period leading up to the local elections in Moldova; consequently we truly appreciate the time which MPs were able to set aside to participate in this assessment.

We would like to thank the Parliamentary Secretariat for not just assisting us with this assessment, but for wholeheartedly embracing the assessment by providing time for face-to-face consultations and completing questionnaires. A special thank you goes to the Secretary General of the Parliament who took the time to meet with us personally at the inception of the assessment and provided us with assistance throughout this process through her staff.

Thank you to officials and staff of the Ministry of Labour, Social Protection and Family and the other independent public agencies that have been seized with promoting gender equality in Moldova for informing us about their work and providing us with the obstacles and challenges that they face in undertaking their mandates.

We would also like to thank the Civil Society Organizations and media that took the time to share their grass roots experiences in promoting gender equality as they are so integral in partnering with the Parliament to ensure that gender equality is prioritized within the Parliament.

Thank you also to members of the United Nations Country Team (UNCT) and the staff of the UNDP Democracy Programme for their briefings, assistance in facilitating consultations and distributing questionnaires as well as sharing their history and knowledge of working with the Parliament.

On a personal note, I would like to thank Daniela-Terzi Barbarosie, UNDP's Democracy Programme national consultant for her contributions to the Report. Daniela has provided invaluable in-country knowledge, extensive gender expertise and experience with civil society organizations (CSOs) to ensure that the report accurately reflects the challenges and the opportunities that the Parliament faces in terms of promoting gender equality and gender mainstreaming.

Last, but not least, we would like to thank the donors of the UNDP Democracy Programme, Sweden, for their financial support of the Gender Audit of the Parliament.

All of which is respectfully submitted,

The Hon. Sarmite D. Bulte, P.C.,
UNDP Democracy Programme International Consultant

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ACRONYMS

ASEM	Academy of Economic Studies
CALM	Congress of Local Authorities of Moldova
CAPC	Centre for the Analysis and Prevention of Corruption
CC	Coordinating Council of the Women's Platform
CEC	Central Electoral Commission
CPD	Center Partnership for Development
CSO	Civil Society Organization
EBRD	European Bank for Reconstruction and Development
ECOSOC	United Nations Economic and Social Council
EEF	East Europe Foundation
EP	European Parliament
GEAP	Gender Equality Action Plan
GRB	Gender Responsive Budgeting
IDEA	Institute for Democracy and Electoral Assistance
IPU	Inter-Parliamentary Union
LPA	Local Public Authority
MDG	Millennium Development Goal
MP	Member of Parliament
MSPHF	Ministry of Social Protection, Health and Family
NBS	National Bureau of Statistics
NPEGE	National Program for Ensuring Gender Equality
OSCE	Organization for the Security and Cooperation in Europe
PCRM	Party of Communists
PDM	Democratic Party of Moldova
PG	Parliamentary Group/Faction
PL	Liberal Party
PLDM	Liberal Democratic Party of Moldova
PSRM	Party of Socialists
RoP	Rules of Parliamentary Procedure
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
WiP	Women in Politics
WP	Women's Platform, the cross-party women's caucus

GLOSSARY OF KEY GENDER CONCEPTS³

Concepts	Definitions	Additional Information
Gender	Gender refers to the social differences and relations between men and women that are learned, changeable over time, and have wide variations both within and between societies and cultures. These differences and relationships are socially constructed and are learned through the socialization process. They determine what is considered appropriate for members of each sex. They are context-specific and can be modified.	Gender is distinct from sex since it does not refer to the different physical attributes of men and women, but to socially formed roles and relations of men and women and the variable sets of beliefs and practices about male and female that not only feed into individual identities, but are fundamental to social institutions and symbolic systems. The concept of gender also includes expectations held about the characteristics, aptitudes and likely behaviour of women and men (femininity and masculinity)
Gender Analysis	Gender analysis is a systematic tool to examine social and economic differences between women and men. It looks at their specific activities, conditions, needs, access to and control over resources, as well as their access to development benefits and decision-making. It studies these linkages and other factors in the larger, social, economic, political and environmental context.	
Gender-Aware/ Sensitive Policies	Such policies recognize that within a society, actors are women and men and that they are constrained in different and often unequal ways and that they may consequently have differing and sometimes conflicting needs, interests and priorities.	
Gender-Blind	Gender-blind describes research, analysis, policies, advocacy materials, project and programme design and implementation that do not explicitly recognize existing gender differences that concern both productive and reproductive roles of men and women. Gender-blind policies do not distinguish between the sexes. Assumptions incorporate biases in favour of existing gender relations and so tend to exclude women.	
Gender Budgeting	Gender budgeting is the application of gender mainstreaming in the budgetary process. It means incorporating a gender perspective at all level of the budgetary process and restructuring revenues and expenditures in order to promote gender equality.	Gender budgeting examines how budgetary allocations affect the social and economic opportunities of men and women.

³ The Glossary of Terms has been taken from International Labour Organization (ILO), "A Manual for Gender Audit Facilitators: The ILO Participatory Gender Audit Methodology", ILO: 2007, unless otherwise indicated

Gender Equality	<p>Gender equality entails the concept that all human beings, both men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles and prejudices. Gender equality means that the different behaviour, aspirations and needs of women and men are considered, valued and favoured equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female.</p>	<p>Equality between women and men is both a human rights issue and a precondition for sustainable people-centered development.</p>
Gender Equity	<p>Gender equity means fairness of treatment for women and men, according to their respective needs. This may include equal treatment or treatment that is different but which is considered equivalent in terms of rights, benefits, obligations and opportunities. Equity is a means; equality is the goal.</p>	
Gender Impact Assessment	<p>Gender Impact Assessment is one specific form of gender analysis.</p> <p>Gender impact assessment largely considers the effects of policies on the individual, rather than the household or community. These assessments seek to reveal how men as a group and women as a group differ from each other in terms of their capacity to participate in and benefit from a given policy. A gender impact assessment has a positive role to play in determining policy opportunities to actively increase and enhance equality between men and women</p>	
Gender Mainstreaming	<p>Gender mainstreaming is a globally accepted strategy for promoting gender equality. Mainstreaming is not an end in itself but a strategy, an approach, a means to achieve the goal of gender equality. Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities, policy development, research, advocacy/dialogue, legislation, resource allocation, and planning, implementation and monitoring of programmes and projects.</p> <p>In 1997, the United Nations Economic and Social Council defined the concept of gender mainstreaming as follows:</p> <p>"...the process of assessing the implications for women and men of any planned action, including legislation policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality."</p>	

Gender Perspective⁴	Having a gender perspective means recognizing the different roles, capabilities and needs of women and men and taking account of them before embarking on an intervention.	In the preparation of national budgets, bringing a gender perspective to the budget is to ensure that budgets and economic policies address the needs of women and men, girls and boys of different backgrounds equitably, and attempt to close any social and economic gaps that exist between them.
Gender-Sensitive Indicators	<p>Gender sensitive indicators are designed to measure benefits to women and men and capture quantitative and qualitative aspects of change.</p> <p>Gender-sensitive indicators are indicators disaggregated by sex, age and socio-economic background. They are designed to demonstrate changes in relations between women and men in a given society over a period of time.</p> <p>The indicators comprise a tool to assess the progress of a particular development intervention towards achieving gender equality.</p>	Quantitative gender-sensitive indicators refer to the numbers and percentages of women and men involved in or affected by any particular activity. They draw on the sex-disaggregated data systems and records. They measure impact or effectiveness of activities in addressing practical gender needs, increasing gender equality of opportunity, influence or benefit and in developing gender-sensitive organizational culture.
Gender-Sensitive Parliament⁵	A gender-sensitive Parliament is one that responds to the needs and interests of both men and women in their structures, operations, methods and work.	
Sex	Biological differences between men and women that are universal and usually determined at birth. For example, only women can give birth; only men can determine the sex of their child.	Sex as a noun has been defined as a biological category, in contrast to the social category of gender. Sex refers to the physical characteristics of the body, while gender concerns socially learned forms of behaviour. Sex and gender division are not the same.
Sex-Disaggregated Data	<p>Collection and use of quantitative and qualitative data by sex (i.e., not gender) is critical as a basis for gender-sensitive research, analysis, strategic planning, implementation, monitoring and evaluation of programmes and projects.</p> <p>The use of these data reveals and clarifies gender-related issues in areas such as access to and control over resources, division of labour, violence, mobility and decision –making.</p>	

4 Parliamentary Centre, “Gender Training Manual for the Parliament of Ghana”, Ottawa: 2009

5 Inter-Parliamentary Union (IPU), “Gender Sensitive Parliaments: A Global Review of Good Practices”, Geneva: 2011

INTRODUCTION

UNDP Moldova Programme “Improving the Quality of Moldovan Democracy through Electoral and Parliamentary Support” (Programme) is a multi-year institutional development project that aims to support the institutional consolidation of the Moldovan Parliament and the Moldovan Central Electoral Commission (CEC) towards increased transparency, accountability and efficiency.

The Parliamentary component of the Programme focuses on improving the legislative, oversight and representation functions of the Parliament. The Programme also assists the Parliament to increase the participation of civil society and citizens in policy making and oversight processes. It also builds the capacities of Members of Parliament in budget understanding, development and monitoring of its implementation.

During the last three years the Parliament of Moldova has been very active in reforming its institutional structure and ensuring the capacity building of its staff. With support of the Programme, the Members of Parliament and parliamentary staff were trained in different areas such as regulatory impact assessment, communication, performance appraisal and gender equality.

The Law on Ensuring Equal Chances between Women and Men⁶ states that the Parliament will (a) adopt gender sensitive laws and regulations; (b) monitor gender impact of the adopted regulations; and (c) will hold other state institutions accountable to promote and implement gender equality in their activity. In order to increase its efficiency and effectiveness, the Parliament requires a combination of greater numbers of women, stronger gender-sensitive infrastructure and stronger policy and legislation on gender equality. It is also important that parliament has the ability to consider and address how its work, especially in terms of legislation and national budget, affect women in society. Placing gender equality issues at the heart of policy decisions, institutional structures and resource allocation through a process of gender mainstreaming, (integrating a gender perspective into all areas of policy and decision making), can address these issues.

For its further development and modernization, parliament needs to assess how it responds to the needs and interests of both men and women in its own structures, operations, methods and in its work as a core legislative institution. Therefore, the first step was to carry out an internal assessment of parliament’s capacity in terms of its operational and institutional culture. A parliament’s operational culture is reflected in different ways: the facilities available, sitting times, budget allocations and services. Institutional culture refers to unwritten rules, norms and mores adopted over time in institutions primarily designed by men.⁷ This process was aimed at providing evidence on the status of gender mainstreaming efforts, thereby allowing the Parliament to plan accurately and effectively to fill capacity gaps with regard to gender mainstreaming.

6 Republic of Moldova, “Law No. 5 on Ensuring Equal Chances between Women and Men and Women (also known as the Law on Gender Equality Ensuring Equal Opportunities for Women and Men)”, No. 5-XVI of 9 February 2006, Unofficial Translation Prepared by OSCE Mission to Moldova: Official Monitor of the Republic of Moldova, No. 47-50/200 of 24 March 2006

7 Definitions of operational culture and institutional culture are taken from Inter-Parliamentary Union, “Gender-Sensitive Parliaments: A Global Review of Good Practice”, Inter-Parliamentary Union: Geneva, 2011

The assessment was conducted between May 2015 and July 2015. The audit consisted of the following:

- A comprehensive desk review of the relevant national legal framework, relevant studies, research, reports, and data available
- Preparation of questionnaires for the qualitative assessment of the Parliamentary Secretariat and its departments/staff, Parliamentary Groups, and individual Members of Parliament which were designed to reveal the practices and gaps from a gender perspective
- Face to face interviews with members of the Parliamentary Secretariat
- Face to face interviews with Members of Parliament from different political parties and different Parliamentary Factions, involving both women and men
- Consultative meetings with other stakeholders, including Ministry officials, officials from independent public agencies, members of the UNCT, development partners, civil society organizations and the media

As at July 8, 2015, forty-two meetings had been held with seventy-one individuals, including fifteen MPs, who represented all five of the Parliamentary Factions. Consultations were still on-going after July 9, 2015, up to and including October 2015. Meetings were held with a representative from the Department of Ministry of Labour, Social Protection and Family and officials from two independent public agencies. Meetings were also held with twelve members from the Parliamentary Secretariat, including the Secretary General. Outside of the Parliament, consultations were held with eight Civil Society Organizations (CSOs), one Development Partner, four members of the UNCT, three members of a joint UNDP/UN WOMEN programme, and two representatives of the media.

The list of consultations undertaken until July 8, 2015 is attached hereto as Appendix "A"; the desk review of available documentation and data is outlined in Appendix "B".

In addition to face-to-face meetings and consultations, 21 questionnaires were completed by members of the Parliamentary Secretariat and the responses to same are incorporated in the Report. And as it was impossible to meet all of the MPs given that the consultations occurred in the wake of local elections, questionnaires were also submitted to MPs and their Factions for their completion.

This Report now contains the results of the assessment of parliament's capacity to mainstream gender, identifies the critical gaps and challenges and also provides recommendations on the ways in which Parliament can best become a gender-sensitive institution and mainstream gender in its work.

OVERVIEW OF THE PARLIAMENT OF THE REPUBLIC OF MOLDOVA

Article 60 (2) of the Constitution of the Republic of Moldova⁸ which was adopted on July 29, 1994, provides that Parliament shall consist of 101 members. Article 61 prescribes the elections of the Parliament: MPs are elected by voting based on universal, equal, direct, secret and freely expressed suffrage [61(1)]; and the organic law shall establish the way of organizing and holding elections [61(2)]. In Moldova, that organic law is the Electoral Code of the Republic of Moldova.

The last election took place on 30 November 2014 with the following Political Groups winning the following seats:

- | | |
|--|------------------------|
| • Party of Socialists (PSRM) | 25 seats ⁹ |
| • Liberal Democratic Party of Moldova (PLDM) | 23 seats ¹⁰ |
| • Party of Communists (PCRM) | 21 seats |
| • Democratic Party of Moldova (PDM) | 19 seats |
| • Liberal Party (PL) | 13 seats |

The Liberal Democratic Party of Moldova and the Democratic Party of Moldova formed a minority coalition. After the formation of the new government immediately after the election in 2015, the total number of women parliamentarians was 22.

The first parliamentary session took place on 29 December 2014 and the following nine standing committees were established:

- Committee for Legal Affairs, Appointments and Immunities
- Committee for Economy, Budget and Finance
- Committee for National Security, Defence and Public Order
- Committee for Foreign Affairs and European Integration
- Committee for Human Rights and Inter-Ethnic Relations
- Committee for Public Administration, Regional Development, Environment and Climate Change
- Committee for Culture, Education, Research, Youth, Sports and Media
- Committee for Agriculture and Food
- Committee for Social Protection, Health and Family

⁸ Republic of Moldova, "Constitution of the Republic of Moldova adopted July 29, 1994": Republic of Moldova Parliamentary website – www.moldova.md

⁹ Lidia Lupu, a member of the PSRM MP, resigned from the PSRM Faction in July 2015 and is sitting as an Independent MP

¹⁰ After the government was formed immediately after the November 2014 election, MP Iurie Leanca and MP Eugen Carpov left the Liberal Democratic Party. They are now sitting in the Parliament as Independents. In July 2015 MP Nicolae Juravski left the PLDM to sit as an Independent; and in September 2015, MP Petru Stirbete also left the PLDM.. Consequently the Liberal Democratic Party currently has only 19 seats in the Parliament.

In accordance with the Parliamentary Rules of Procedure (RoP)¹¹, the Speaker and two Deputy Speakers were elected and the Standing Bureau of the Parliament was established, which is the working body of the Parliament. The Standing Bureau consists of the Speaker, two Deputy Speakers and nine other members appointed by Parliamentary Factions within the limits of the seats allotted to them.

Women's Participation in the Parliament of the Republic of Moldova

Pluralist democracy requires balanced participation of women and men in political and public decision-making.¹² According to the National Bureau of Statistics of the Republic of Moldova, in 2014 women accounted for 51.9% of the population and men accounted for 48.1% of the population. However, after the formation of the government, there were 22 female MPs which accounted for only 21.78% of the Parliament. Three of the women that had been elected were appointed Ministers, and two of those women were replaced in Parliament by men.

As at January 1, 2015 the number of female MPs in Parliament was reduced to 21, representing only 20.78% of the seats in Parliament. One female MP resigned her seat one month after the election. The frustration of the inability to make a difference in the Parliament was echoed by some of the other female MPs that were interviewed.

On June 12, 2015, the Prime Minister of Moldova, Chiril Gaburici resigned, necessitating the formation of a new coalition government. On July 30, 2015, Moldova's new coalition government composed of Liberal Democrats, Democrats and Liberals led by Prime Minister, Valeriu Strelet, was sworn in. As a result of the new Cabinet and the resignation of a number of members from the Parliament to take on other positions or simply retire, nine vacancies occurred in the Parliament. These vacancies were fulfilled by the alternate candidates from the PLDM, PDM, and PL electoral lists. Mrs. Corina Fusu, the PL MP, became the Minister of Education, but was also replaced by a woman candidate, Alina Zotea; in addition, the PD MP, Vladimir Plahtoniuc, retired from the Parliament, was replaced by a woman candidate, Elena Bacalu. The mandate of the new MPs was confirmed by the Constitutional Court on September 4, 2015. Consequently they are now 22 women MPs in Parliament, accounting for 21.78% of seats in the Parliament.

Number of Women MPs in Parliament in Each Political Party	
Party of Socialists (PSRM)	4
Liberal Democratic Party of Moldova (PLDM)	4
Party of Communists (PCRM)	7
Democratic Party of Moldova (PDM)	4
Liberal Party (PL)	2
Independent	1 ¹³
Total Number of Women MPs	22

The representation of women in the Parliament in the Republic of Moldova falls below the average percentage of women in other national Parliaments. According to data compiled by the Inter-Parliamentary Union (IPU) on the basis of information provided by National Parliaments by 1 August 2015, the world average of the percentage of women in single house or lower house Parliaments amounts to 22.9%; the regional average for Europe – the Organization for the Security and Cooperation

¹¹ Republic of Moldova, "Law No. 797 on Adoption of the Parliamentary Rules of Procedure", 2 April 1996: (Published 07.04.200, Official Monitor of the Republic of Moldova no. 50, art. No: 237), and as amended from time to time

¹² Council of Europe, "Council of Europe Gender Equality Strategy 2014-2017", Council of Europe: February 2014

¹³ In July 2015, Lidia Lupu, a member of the Socialist Party, left the PSRM Faction and is sitting as an Independent MP

in Europe (OSCE) member countries including Nordic countries is 25.3%; and the regional average for Europe – OSCE member countries excluding Nordic countries is 24.4%.

PARLIAMENT OF THE REPUBLIC OF MOLDOVA
“PARLAMENT INFO:
EUROPEAN INTEGRATION A NATIONAL PRIORITY: NO. 1, 2014”

The Parliament of the Republic of Moldova’s Parliament Info addresses “Gender equality promoted in the Parliament” in its report and specifically notes as follows:

“The higher level of representation of women in parliaments in European countries has a positive impact on social, political and economic development in those states. A significant increase of political participation of women in the parliaments of European states has been registered in the last 30 years due to the promotion of a gender equality policy in the elective authorities. The introduction of this rate [quota] for lists of electoral candidates has proven to be a success in increasing the women’s representation in public authorities”.

The IPU further classifies 190 countries by descending order of the percentage of women in the lower or single House. As at 1 August 2015, the Republic of Moldova ranked 64 out of 190 countries in terms of representation of women in Parliament. This ranking is based on women holding 22 seats in Parliament. A ranking in the top third of the Parliaments surveyed is indeed quite impressive.

The representation of women in Parliament of the Republic of Moldova falls below the Council of Europe’s standards which note that to achieve balanced participation of women and men in political or public life in any decision-making body, the representation of either women or men should not fall below 40%.¹⁴ However, according to the Inter-Parliamentary Union’s survey of Women in National Parliaments, Situation as of 1st August 2015¹⁵, only the regional averages of women MPs of national parliaments in Nordic countries exceed 40%. Spain’s national parliament also boasts 41.1% of the seats in the Parliament held by women MPs.¹⁶

The current percentage of women in Parliament also falls well below the 30% target set by the Government for Millennium Development Goal (MDG) Three (Promote Gender Equality and Empower Women). The following European and Nordic Parliaments have between 30% and 39.6% of the seats in their national Parliaments held by women: Switzerland, Austria, Italy, Portugal, The Former Yugoslav Republic of Macedonia, Serbia, Germany, Slovenia, Netherlands, Denmark, Belgium, and Norway.¹⁷

According to the Third Millennium Development Goals Report for the Republic of Moldova¹⁸, the level of women’s participation on MPs’ candidates’ lists increased from 15.7% (1998) to 29% (2005) to 30.4% in July 2009 and to 28.5% (2010). Nevertheless the effective representation of women in the Parliament is less

¹⁴ Council of Europe, “Council of Europe Gender Equality Strategy 2014-2017”, Council of Europe: February 2014

¹⁵ <http://www.ipu.org/wmn-e/world.htm>

¹⁶ Inter-Parliamentary Union, “Women in National Parliaments, Situation as of 1st of August 2015”: <http://www.ipu.org/wmn-e/classif.htm>

¹⁷ Ibid.

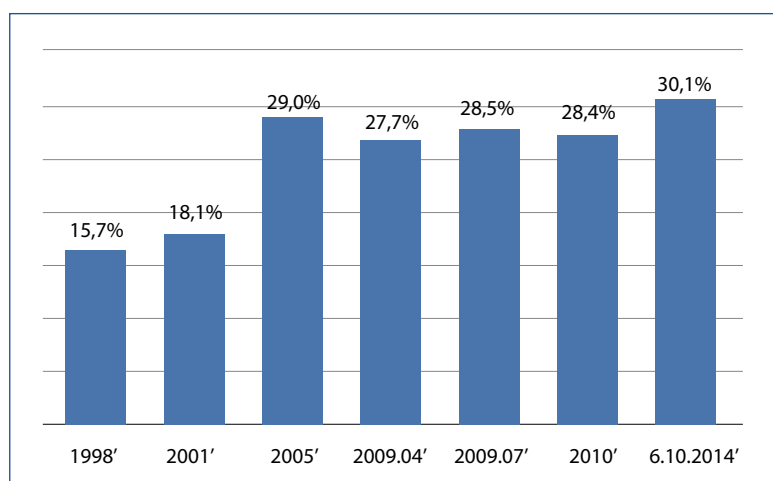
¹⁸ Republic of Moldova and the United Nations Development Programme (UNDP), “The Third Millennium Development Goals Report”, Chisinau: 2014

positive: after an increase in the number of women MPs to 22% in 2005 and 24.7% in July 2009, as a result of the elections held in November 2010, women accounted for only 19.8% of the total number of MPs.

Mandate in Parliament	Number of women in Parliament	Percentage of representation, %
1990- 1993	12 out of 380	3.8
1994 – 1998	5 out of 101	4.9
1998 – 2001	9 out of 101	8.9
2001 – 2005	16 out of 101	15.8
2005-2009	21 out of 101	20.9
July 2009-2010	26 out of 101	25.7
2010 – 2014	19 out of 101	19.8
2014 - Present	22 out of 101	21.78

The level of representation of women in Parliament, 1990-2014¹⁹

In the November 2014 election, women's participation on lists of electoral candidates increased to 30.1%



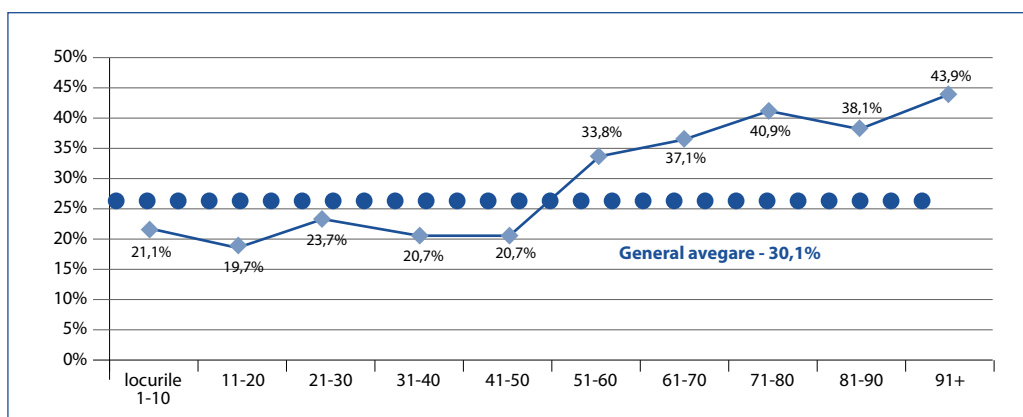
The percentage of women representation on the lists during 1998- 2014 (Preliminary analysis)²⁰

The low percentage of women MPs is due to the placement of women on the parties' electoral lists. Even on the party lists of electoral candidates which contained 30% to 40% of women, the women were placed in the middle or at the end of the list. Women's representation on the lists in eligible places is quite small. Women's representation on lists increases at the end of the lists. Women only represent 20% of the eligible places.²¹

¹⁹ Republic of Moldova, "National Report on the Implementation of the Beijing Declaration, the Platform for Action 1995 and the outcomes of the 23rd special session of the General Assembly (2000)", Chisinau: 2014

²⁰ Data received from Women in Politics which was created by Center Partnership for Development, "Women on Electoral Lists", English translation, Undated

²¹ Ibid.



The percentage of women representation on the lists in 2014 (Preliminary analysis)²²

Leadership of the Parliament

Article 7²³ of the Parliamentary Rules of Procedure provides that after the Parliament has been legally established the Speaker and Deputy Speakers shall be elected and the Standing Bureau of Parliament shall be established. Pursuant to Article 12 (1)²⁴, the Standing Bureau of the Parliament shall be its working body and shall be set up taking into account the proportional representation of the factions in the Parliament. The Speaker and Deputy Speakers shall be ex-officio members of the Standing Bureau and the numeric and nominal composition of the Standing Bureau shall be established by a Parliament decision upon the proposal of the parliamentary factions. That current Parliamentary decision established the number of members of the Standing Bureau at nine. In addition, Article 12 (2)²⁵ provides that members of the Standing Bureau shall be appointed by factions decisions within the limits of the number of seats allotted to them.

The Speaker is currently Mr. Andrian Candu; one Deputy Speaker is a female MP, Mrs. Liliana Palihovici and the other Speaker is a male MP, Mr. Vladimir Vitiuc. In the history of the Parliament, there has only been one female Speaker.²⁶

The Standing Bureau consists of 9 members and includes two members from each of the following parties: PSRM, PLDM, PCRM, PDM; one member from the PL; and three ex-officio members as outlined above. Currently, the Standing Bureau has three female members; consequently 30% of the Standing Bureau is female. The Deputy Speaker is an ex-officio member; the Chair of the Faction of the Party of Moldovan Communists (PCRM) is a woman; and the Chair of the Faction of the Party of Socialists (PSRM) is a woman. It is not unusual for the Chairs or Vice-Chairs of the Parties represented in the Parliament to be a members of the Standing Bureau as it is the Faction/Party that appoints members to the Standing Bureau.

²² Ibid.

²³ Supra note 8

²⁴ Ibid.

²⁵ Ibid.

²⁶ In Parliament XV (2001-2005), the Speaker was Eugenia Ostapciuc of the Party of the Communists

Draft Law 180²⁷, an omnibus bill which includes establishing a minimum quota of 40% of either sex in political parties' electoral lists and other Temporary Special Measures, contains a provision which recommends respecting the minimum 40% quota in the Standing Bureau.

Parliamentary Factions

Article 4²⁸ of the Parliamentary Rules of Procedure provides for the formation of Parliamentary Factions and the election of steering bodies or leadership within those factions. The Chairperson and the Leadership of the Faction have significant powers. Article 6²⁹ specifically outlines the powers of the Parliamentary Factions which include, inter alia, the appointment and election of their representatives to the Standing Bureau, Standing Committees and permanent parliamentary delegations [Article 6(1)(a)³⁰] and setting up of expert and work groups in various fields of activity [Article 6(1)(e)³¹]. Consequently, the Parliamentary Factions play a fundamental role in either encouraging or discouraging gender equality in Parliament.

There are five Parliamentary Factions in the Parliament of the Republic of Moldova. Two of the Factions are chaired by women: the Party of Communists (PCRM) Faction and the Party of Socialists (PSRM) Faction. The Democratic Party of Moldova (PDM) Faction is represented by the President of the Party; the Liberal Party Faction is chaired by the President of the Liberal Party (PL); and the Liberal Democratic Party (PLDM) Faction is chaired by the President of the Liberal Democratic Party.

COMPOSITION OF STEERING BODIES OF PARLIAMENTARY FACTIONS BY SEX			
Party	Chair	Vice-Chair	Secretary
PCRM	Female	Male	Female
PSRM	Female	Male	Male
PLDM	Male	Male	Male
PDM	Male	Male ³²	Male
PL	Male	Male	Male

Standing Committees

There are nine Standing Committees in the Parliament. As previously noted, the Parliamentary Factions are initially responsible for the appointment and election of their representatives to Standing Committees: Article 6(1)(a)³³. Thereafter, the Standing Bureau is responsible for proposing to Parliament

27 Parliament of the Republic of Moldova, "Draft Law for Amending and Completing Some Legislative Acts (also known as Bill 180)": Decision of the Government of the Republic of Moldova No. 322, dated 8 May 2014. See also Women in Politics, "Summary of Major Issues of Moldovan Government approved Amendments to Legislation for Gender Equality (approved by the Cabinet on 07.05.2014): Undated

28 Supra note 8

29 Ibid.

30 Ibid.

31 Ibid.

32 PDM has two male Vice-Chairs on Standing Committees

33 Supra note 8

for approval the nominal composition of the Standing Committees, according to the decisions of the Parliamentary Factions and MPs requests: 13 (1)(d)³⁴. In fact, during consultations with MPs, some MPs noted that they had been assigned to a particular committee because of their expertise, while others noted that the committee to which they had been assigned was not their first choice. Some MPs also indicated that the two least desired Standing Committees were the Standing Committee on Human Rights and Ethnic Inter-Relations and the Standing Committee on Labour, Social Protection, and Family.

As at October 15, 2015, four Standing Committees are chaired by women, which is a historic first for the Parliament of the Republic of Moldova: the Standing Committee on Foreign Affairs and European Integration; Standing Committee on Legal Affairs, Appointments and Immunities; the Standing Committee on Public Administration, Regional Development, Environment and Climate Change; and the Standing Committee on Labour, Social Protection, and Family. The last first two Committees were assigned to the PDM; and the latter two Committees were assigned to the PCRM.

	Total	Men	Women
Chairs	9	5	4
Deputy-Chairs	12	11	1
Secretaries	9	7	2

Research has consistently shown that women Members of Parliament predominantly lead committees that deal with women's gender issues as well as such social welfare issues as family, employment and education. These have been classified as "soft" portfolio areas, in contrast to the "hard" areas of foreign affairs, defence, trade, security and economy which tend to be led by men.³⁵

The following table shows the number of members on each committee and the representation of men and women on each committee:

Name of Committee	Total Members	Men	Women
Legal Affairs, Appointments and Immunities	11	9	2
Economy, Budget and Finance	12	11	1
National Security, Defence and Public Order	10	9	1
Foreign Affairs and European Integration	11	8	3
Human Rights and Inter-Ethnic Relations	11	6	5
Culture, Education, Research, Youth, Sports, Media	9	6	3
Agriculture and Food	13	12	1
Social Protection, Health and Family	10	6	4
Public Administration, Regional Development, Environment and Climate Change	11	9	2

The greatest proportion of women has been appointed to the Standing Committee of Human Rights and Inter-Ethnic Relations. The other committee with the largest proportion of women is the Standing Committee for Social Protection, Health and Family. Consequently similar to other national Parliaments, women in the Parliament of the Republic of Moldova have been assigned to committees devoted to what are traditionally considered "women's issues" such as those connected to the family, health, disabilities, education and women's interests and needs. The more prestigious and high profile committees such as the Committee on Economy, Budget and Finance, the Committee on National Security, Defence and Public Order, and the Committee on Agriculture are dominated by men. In fact, regarding the last three aforementioned Committees, there is only one woman on each Committee.

³⁴ Ibid.

³⁵ Inter-Parliamentary Union, "Gender-Sensitive Parliaments: A Global Review of Good Practice", Geneva: 2011

The Committee on Foreign Affairs and European Integration is the exception with three women MPs, including the Chairperson.

WOMEN'S PRESENCE (AND ABSENCE) ON COMMITTEES – A CASE STUDY³⁶

In 1998, political scientist Lena Wangnerud devised a reproduction/production axis by which to analyze parliamentary committees, divided into four subgroups: social welfare (health and welfare, social insurance, labour market, education); culture/justice (cultural affairs, justice, civil law, the constitution); basic functions (foreign affairs, defence, agriculture, housing); and economy/technology (finance, taxation, industry and trade, transportation).

In her study of gender patterns in the Swedish Parliament between 1971 and 1996, Wangnerud concluded that women parliamentarians were over-represented on committees specializing in social welfare and culture, leaving men, as a consequence, over-represented on committees specializing in basic functions and economy/technology. The gender pattern was particularly strong in the social welfare committees, where women's representation was high, and in the economy/technology committees, where men were highly represented.

The analysis has been typical of women's representation on parliamentary committees worldwide. As of 2010, women clearly continue to gravitate toward the social affairs, women's affairs, health and education committees of Parliament.

Some MPs pointed out that the agendas of Committees often assign the responsibility of reporting on laws that address the economy to male members of the Committee, while laws that address social and health issues are assigned to female members of the Committee.

³⁶ Ibid.

PARLIAMENTARY PROCEDURES: FORMAL AND INFORMAL RULES

The Rules of Parliamentary Procedure³⁷ are essential to the efficient, effective and transparent operation of any Parliament. Consequently it is important to review the Rules of Procedure to ensure that they are accessible to all MPs, do not exclude, restrict or discriminate against women, and provide for neutral language, i.e. gender-sensitive language which does not subsume women to generic masculine names. The Parliamentary Rules of Procedure of the Parliament of Moldova were adopted as Law No. 797 on April 2, 1996 and have been amended from time to time. MPs were generally of the opinion that the Rules were gender-sensitive. However, a detailed review of the Rules revealed that they do not proactively promote or contain systematic, concrete measures to foster gender equality among MPs. The Rules do not promote the equal participation of men and women in parliamentary life. The Rules do not contain any requirement to pay attention to gender distribution with a view to achieving equal representation between men and women in appointing MPs to various positions, i.e. committees, working groups, etc., prescribed by the Rules.

It is also worth noting that in order to change Parliament's written and unwritten rules, women MPs must first become well versed with the rules. It is trite to say that "the person who knows the rules, rules". However, some MPs noted that in the Parliament, "those who need to know the rules, know".

New women MPs indicated that they had obtained some initial training on the Rules of Procedure when they first arrived in Parliament, but they had also been mentored on the rules by members of their Party Faction.

Parliamentary Sessions and Sitzings

Pursuant to Article 36(37)³⁸ of the Rules of Parliamentary Procedure, the Parliament shall hold two ordinary sessions per year. The spring session shall begin in February and shall not exceed the end of July; the autumn session shall commence in September and shall not exceed the end of December. The sessions are not aligned with the school calendar. Other Parliaments attempt to align their sessions and sittings with the school calendar in order to allow MPs who have children to be able spend time with them, especially during the summer holidays.

However, it is important to note that it is in fact the Constitution of the Republic of Moldova which established the ordinary sessions of the Parliament: Section 67³⁹. Any change in the sessions of the Parliament would necessitate an amendment to the Constitution.

³⁷ Supra note 8

³⁸ Ibid.

³⁹ Supra note 5

The Parliamentary Work Schedule is outlined in Article 102⁴⁰ which prescribes the days for plenary sittings, committee meetings, faction meetings and constituency days. According to MPs, the practice of night sittings has been discontinued. MPs indicated there were occasions when the plenary sessions ran late into the night, but that was more the exception than the norm. MPs surveyed indicated that the sitting hours of Parliament and its committees were reasonable.

Maternity and Paternity Leave

The Rules of Procedure are silent regarding maternity and paternity leave. According to Article 101(2)⁴¹, Members of Parliament who cannot attend a sitting for good and valid reasons must inform the Parliament leadership, having specified the reasons of absence. But the rules do not define what constitutes “good and valid reasons”.

Pursuant to Article 27 of the Law on the Status of Members of Parliament,⁴² a MP is entitled to annual paid leave, leave for personal interests and medical leave but nowhere is the issue of maternity/paternity leave addressed. The Act also provides that the modality for requesting leave is found in the RoP.

Advisory Opinions on Draft Legislative Acts and Proposals

Pursuant to Article 54⁴³ of the RoP, draft legislative acts and legislative proposals must be submitted for an advisory opinion to the Legal Affairs Department of the Secretariat. The advisory opinion is to address conformity of the bill or legislative proposal with (a) constitutional provisions; (b) international treaties to which the Republic of Moldova is a party; and (c) with legislative procedure and technique requirements provided for by the Rules, et al. However, there is no requirement for a gender assessment of the bill or proposal; there are also no requirements in the rules to conduct a gender analysis of draft bills or proposals.

The Use of Language in Parliament

The use of unparliamentary language is prohibited by the rules. Article 132⁴⁴ defines interdictions. Pursuant to Article 132(a)⁴⁵, offering affronts, insults, making threats or slander both from the parliamentary rostrum and the chamber seats is an interdiction which is subject to the sanctions outlined in the Rules. Specifically, an MP who uses offensive gestures and language can be called to Order by the Chairperson. The use of sexist language or disparaging remarks of a sexual nature that would constitute sexual harassment is not specifically noted in the RoP. Moreover, Parliament does not have a sexual harassment policy. In fact, no Code of Conduct for MPs currently exists.

MPs generally reported that language used or the discourse in the plenary and in informal settings in Parliament ranged from good to excellent. However in the informal settings in Parliament the situation

40 Supra note 8

41 Ibid.

42 Republic of Moldova, “Law No. 39 on the Status of Members of Parliament”, 7 April 1994, as amended from time to time

43 Supra note 8

44 Ibid.

45 Ibid.

was different. Upon deeper questioning, some female MPs admitted that they had experienced some disparaging comments from male colleagues when they first arrived in Parliament.

Parliaments should also serve as a model in the use of forms of expression that avoid subsuming women to generic masculine terms. The business cards of some MPs still use masculine terms such as “Chairman” in lieu of “Chairperson”.

PRINCIPLES OF GENDER-SENSITIVE COMMUNICATION: UNDP GENDER EQUALITY SEAL INITIATIVE⁴⁶

The rationale of gender-sensitive communications:

Language plays a critical role in how we interpret the world, including how we think and behave. In the UNDP context, the specific language in which official messages, press releases, social media content, publications, and statements from senior management provide a crucial model for both staff and our partners. World choices often reflect unconscious assumptions about values, gender roles and the abilities of women and men. Gendered language is still commonplace in both the workplace and everyday life. For example, when speaking about a Resident Representative, many colleagues automatically use the male form ‘he’, not knowing if the person is a woman or a man.

It is important to remember that imprecise word choices can be interpreted as discriminatory, demanding or biased, regardless of how they are intended. Such language hinders efforts to increase women’s empowerment, and is not in accordance with UNDP’s goals.

Parliamentary Infrastructure

The infrastructure of the Parliament was rated “good” by MPs. Amenities such as restrooms for women MPs were adequate. The Parliament building was seriously damaged in the riots of 2009. Renovations of the building have been taking place since then and a new plenary hall was completed and opened for parliamentary sessions in 2014. However, to-date the renovations have not been fully completed to ensure proper working conditions, i.e. offices and committee rooms, not only for MPs but also for the Parliamentary Secretariat.

There are no child care facilities in the Parliament for MPs and staff of the Parliamentary Secretariat. There are also no current plans for such facilities. In fact, there are no government subsidized child care facilities in Moldova.

⁴⁶ United Nations Development Programme, “Principles of Gender-Sensitive Communication: UNDP Gender Equality Seal Initiative”, Undated

Parliamentary Website

The Parliamentary Secretariat has been assigned the responsibility for the “good operation” of the parliamentary website: Article 141(5)⁴⁷. However, some MPs noted that the website did not report on the activities of the committees and it was necessary to personally report on the work undertaken by a Standing Committee on their personal Facebook account.

The Department of Communications and Public Relations is in the process of updating the Parliament’s website. However, gender equality concerns/ensuring gender mainstreaming were not taken into account in the design specifications for the development of the website.

PRINCIPLES OF GENDER-SENSITIVE COMMUNICATION: UNDP GENDER EQUALITY SEAL INITIATIVE⁴⁸

Six Principles for Written and Oral Communication

- Ensure that women and men are represented
- Challenge gender stereotypes
- Avoid exclusionary forms
- Use equal forms of address
- Create a gender balance
- Promote gender equity through titles, labels, and names

Two Principles for Audio & Visual Materials

- Ensure women and men are represented equally
- Challenge gender-stereotypes with images

The Department of Communications and Public Relations does not have a media strategy that specifically promotes gender equality on the parliamentary website or in press releases notwithstanding the fact that there are 22 employees in that Department and only 4 are men.

Unwritten Rules

Many of the female MPs agreed that “a gentleman’s club” or “an old boys’ network” dominates the Parliament, notwithstanding the fact that there are female Chairpersons of Committees and Leaders of Parliamentary Factions. Women MPs and some men MPs agreed that it was important to increase the representation of women in Parliament. One way to do so is to profile successful women MPs and women MPs in leadership positions. Some male MPs felt that it will take a long time to combat the patriarchal attitudes that exist in Moldovan society.

⁴⁷ Supra note 8.

⁴⁸ United Nations Development Programme, “Principles of Gender Sensitive Communication: UNDP Gender Equality Seal Initiative”, Undated

Many MPs, both men and women, noted that different values are placed on the work of men and women parliamentarians. A number of male MPs noted that in order for women to be promoted within the party, they must work very hard. The same precondition does not always apply to men. A number of male MPs also felt that women simply lacked the capacity to undertake leadership positions in Parliament and that was why they were not appointed to those positions.

There is also limited access of the average woman MP to political/coalition negotiations.⁴⁹ In fact they rarely discussed within the Factions. Some women MPs indicated that they were simply informed of the decisions that “we made”.

⁴⁹ There are however exceptions. Mrs. Palihovici, the Deputy Speaker, and member of the PLDM, was the chief negotiator for the PLDM during the discussions to form the new coalition government in July 2015.

ROLE OF POLITICAL PARTIES

Political parties have a key role to play in ensuring and enhancing women's political representation and they are well placed to promote a culture conducive to gender equality in politics and society at large. As we have already seen, not only are political parties responsible for recruiting candidates for their electoral lists, but they are also responsible for the placement of those candidates on the list. And there is also a lack of transparency on how candidates are chosen.

Through Party Factions, parties are responsible for the placement of women in leadership and decision-making positions once they are elected. Consequently, political parties are integral to the political empowerment of women. However, they are dominated by men, especially in the leadership positions of the parties.

Law No. 294 on Political Parties of the Republic of Moldova⁵⁰ specifically notes in Article 1(2) that political parties, being the democratic institutions of the state of law, promote democratic institutions of the state of law, promote democratic values and political pluralism, contribute to the formation of public opinion, participate via submitting and support the candidates for the election for public office, encourage the participation of citizens in elections, and perform other activities under the provision of the current legislation.

Article 12(1) provides that every political party is organized on the basis of its statute and program; pursuant to Article 12 (2), the political parties' statutes and programs have to be approved by their relevant bodies approved by its statute.

⁵⁰ Republic of Moldova, "Law No. 294 on Political Parties of the Republic of Moldova", 12 December 2007 as amended from time to time: Official Monitor 42-44/119: 29.02.2008

WOMEN'S POLITICAL EMPOWERMENT: A DEMOCRATIC IMPERATIVE BENEFITS TO PARTIES⁵¹

Although the causality between the promotion of women's participation and a party's electoral success has not been well documented, findings from the case studies suggest that political parties have increased their support base and gained electorally after adopting reforms to promote women's empowerment. There may be many positive spinoffs for political parties that implement reforms:

- Public perceptions can be altered and interest renewed in political parties with waning levels of support
- Taking the lead on women's empowerment can generate new support bases and attract new members to the party
- Increasing the proportion of women candidates for elected positions can increase the flow of public funding to the party. If incentives in public finance laws tie funding allocations to parties to the proportion of women candidates nominated, political parties can benefit financially. These reforms could also attract the support of sister parties, party internationals and the international community to implement new initiatives, such as training and mentoring programmes
- Women candidates are more likely than men to come from civil society and, therefore, to have stronger relationships with CSOs. These linkages may be beneficial for women candidates, but may also reflect positively on the party for which the woman is campaigning in terms of establishing relations with grassroots and constituencies
- Ultimately putting in place strategies to promote women's empowerment can lead to more democratic and transparent political parties. Such strategies may also result in the inclusion of other marginalized and under-represented groups

One of the ways to ascertain a political party's commitment to gender equality is to review the party's statutes.

The Liberal Democratic Party promotes female representation of at least 30 per cent on the board of the party as well as on the lists of candidates for elective positions: Article 3(5) of the Liberal Democratic Party Statute.⁵²

Article 17 of The Democratic Party Statute⁵³ provides as follows: "[PDM]: (a) considers the family as the foundation of society and promotes mechanisms for supporting and protecting the family; (b) recognizes, supports and promotes the role of women in family, society and public life; (c) creates mechanisms to ensure gender parity in decision-making at all levels".

The Liberal Party's statutes provide for a participation scheme of one gender at a rate of at least 30% in each of its activities. Article 11 provides as follows: "In order to contribute to ensuring equal opportunities for party members, women and men, on involvement in political and public activity, the Liberal Party

51 United Nations Development Programme (UNDP) and National Democratic Institute for International Affairs (NDI), "Empowering Women for Stronger Political Parties: A Guidebook to Promote Women's Political Participation", February 2012

52 Liberal Democratic Statute: <http://www.pldm.md/who-we-are/partidul/statutul> (Romanian version)

53 Democratic Party Statute: <http://www.pdm.md/ro/pdm/statut> (Romanian version)

adopted the share participation scheme of one gender at a rate of at least 30% in each of its activities and ensures equal access of women and men in the management bodies and electoral lists. The share of participation of one gender at a minimum quota of 30% will apply on the basis of competence and open competition.”⁵⁴

Article 11 of the statute of the Party of Communists of the Republic of Moldova (PCRM)⁵⁵ states unity in the party ranks is guaranteed by equal rights and obligations of all members.

Article 2.9 of the Party of Socialists of the Republic of Moldova (PSRM)⁵⁶ also states that PSRM establishes mutual relations with trade unions, veterans, women, youth, etc., with other non-profit organizations and their alliances in the country, advocating for democratic transformation, social equity and achieving national reconciliation on the basis of mutually beneficial cooperation and equitable partnerships.

While there are clearly attempts by the parties to be inclusive of women in their respective statutes, there does not appear to be a formal and explicit commitment in any of the political parties’ statutes to gender equality and gender mainstreaming.

Women’s Organizations

A common mechanism for facilitating women’s participation in political parties is the creation of a women’s organization or a women’s association within the structures of political parties. This is also the case in the Republic of Moldova save and except in the case of the Communist Party and the Socialist Party. According to female MPs of the Party of Communists (PCRM), the Communist Party has not created a women’s organization in their Party as women feel very comfortable and welcomed in their Party and there is no need for such an organization. Women MPs of the Socialist Party indicated that the Party intends to create a Women’s Organization within the Party in the future. While the Socialist Party is 18 years old, it went through a significant restructuring in 2010.

While the PCRM does not have a Women’s Organization, Communist women MPs hold senior leadership positions within the Union of Women within the Republic of Moldova, a non-for-profit organization, with which the Party is affiliated.⁵⁷ On November 3, 2012, in the Report of the President of the Union of Women, the President of the Union, MP Galina Balmos, stated that the PCRM is the only party in Moldova to fully ensure the rights of women in contemporary society and do everything to achieve that objective.⁵⁸

The Democratic Party has an all-women’s structure within its party. In June 2015, the Democratic Party celebrated the 11th anniversary of the founding of the Women’s Organization which is currently chaired by a women MP.⁵⁹ It is the largest Women’s Organization in Moldova and is represented in all

54 Supra note 49

55 <http://www.e-democracy.md/files/parties/pcrm-statute-2008-ro.pdf>

56 <http://www.e-democracy.md/files/parties/psrm-statute-2013-ro.pdf>

57 MP Galina Balmos is the Chair and MP Elena Bodnarenco is the Vice-Chair of the Association. Mrs. Balmos is a member of the Political Bureau of the Communist Party. She is also a former Minister for Labour, Social Protection, and Family. She was the Minister when Law No. 5 was enacted. Mrs. Balmos is currently a member of the Standing Committee for Human Rights and Inter-Ethnic Relations. Mrs. Bodnarenco is the Chair of the Standing Committee for Public Administration, Regional Development, Environment and Climate Change

58 http://www.pcrm.md/main/index_md.php?action=news&id=7865

59 The Commission is chaired by MP Valentina Buliga who is also a member of the Committee for Economy, Budget and Finance. Mrs. Buliga is also a Vice-President of the Democratic Party. Mrs. Buliga was also the Minister of Labour, Social Protection, and Family in the previous Parliament when the government introduced Bill 180, an omnibus bill, to institute a 40% quota for each sex and implement other Temporary Special Measures.

rayons in the country.⁶⁰

Conversely, the Liberal Party established a Women's Organization within its Party in 2009. The Liberal Party's statutes not only provide that the Chair of the Women's Organization of the Liberal Party shall be a member of the Board of the Liberal Party which manages the Party between Congresses; but it also provides that the Chair of the Women's Organization shall be a member of the Political Bureau of the Party which meets between meetings of the Board.⁶¹

The Liberal Democratic Party also has a Women's Organization which was established in 2008. The party's statutes also provide for a Women's Organization to ensure the active participation of, inter alia, women in political, economic, social and cultural development within the Party.⁶² The LDP Women's Organization has a Women's Political School.

The mandate of the women's organizations of the various political parties in Moldova is to advocate for increasing women's participation in the development of the Republic of Moldova; recruit women; to promote women within the Party; provide input into the Party's platform; provide training for women for election preparedness; provide leadership training to women once they have been elected; and nominate women to Party's electoral lists. The mandate of the Union of Women which is affiliated with the Communist Party is also to promote women; provide training for candidates; and nominate candidates for the Communist Party's list. While the Union of Women has been successful in having their proposed candidates added to the electoral list, the candidates have not always been placed at the front of the list. On the contrary, in the last election, the candidates proposed by the Liberal Party's Women's Association for the electoral list were rejected by the Party. However, according to a Liberal MP, in the 2014 election, five of the first twenty candidates on the Liberal Party's electoral list were women.

It is also not clear what influence, if any, the Women's Organizations have on the policy and the platform of the parties.

One of the female MPs commented that prior to becoming an MP she had been an active member of her party's women's organization for many years, working hard to elect ment. As in many other countries, women in the Republic of Moldova are also integral to the electoral process.

Women Party Leaders

60 Article 70 of the statutes of the PDM provide as follows:

(1) To ensure the representation and active participation of women in political, economic, social and cultural integration within the PDM, is established and operates the Women's Organization of the PDM. Article 71 establishes the mandate of the Women's Organization as follows:

(1) Women's Democratic Organization seeks primarily to the following objectives: (a) development of the political proposal of PDM addressed for women on the economic, social and cultural areas; (b) conducting analysis on the situation of children and women in society and improve their status; (c) organizing activities to promote women in decision making structures and accountability and public dignity; (d) ensuring joint participation of members of the Women's Organization in PDM structures at all levels; (e) involving women in the design and implementation of programmes and projects to help improve the situation of women in the community

61 Article 62 of the statutes of the Liberal Party establish the Liberal Women's Organization (LWO)

62 Article 23 (3) of the statutes of the Liberal Democratic Party establishes the Women's Organization of the LDP. The Women's Organization is chaired by MP Liliana Palihovici, Vice-President of LDP, and Deputy Speaker of the Moldovan Parliament

There are no women leaders of the parties who hold seats in Parliament. However, a few of the women MPs (less than 20%) are Vice-Presidents of their parties.⁶³

Party	President	Vice-Presidents	Male	Female
PDM	Male	8 ⁶⁴	6	2
PLDM	Male	8	7	1
LP	Male	8 ⁶⁵	6	2
PCRM	Male	0	0	0
PSRM	Male	0	0	0

The most gender balanced party within the Parliament appears to be the Communist Party. The Party's Faction Leader in the Parliament is a woman; the Secretary of the Party's Faction is a woman; and the two Standing Committees that were assigned to the Communist Party are chaired by women. One of the two representatives to the Standing Bureau of the Parliament is also a woman MP. One of the reasons cited for the promotion of women MPs of the Communist Party in decision-making places in Parliament is due to the personal commitment of the President of the Communist Party to promote women and not the formal commitment of the Party itself.

The Socialist Party's Faction is also chaired by a woman and she is also one of the Party's representative's to the Standing Bureau.

The Democratic Party was assigned two Committees. One is chaired by a man and the other is chaired by a woman.

The Liberal Democratic Party is represented in the Presidency of the Parliament by a woman MP in the position of Deputy Speaker.

Influencing Political Party Policies and Political Party Platforms

Policy Divisions/Working Groups within political parties are responsible for coming up with policies and draft laws while monitoring the work of each Ministry. In addition, Women's Organizations of some parties are responsible for providing input into party platforms.

Ultimately the Political Bureau or the executive branch of the Party makes the final decisions about party policy and election platforms, as well as the electoral lists. Women may be represented in the Political Bureau, but they are in the minority, i.e. even in the Communist Party, only 2 of the 7 members (28.5%) of the Political Bureau are women. Women currently represent just over 20% of the Political Bureau (7 out of 30 members) in the Liberal Party. There is only one woman on the Central Committee of the Socialist Party which consists of 10 members.

⁶³ Liliana Palihovci, the Deputy Speaker, is a Vice-President of the Liberal Democratic Party and President of the Women's Organization of the Liberal Democratic Party; MP Corina Fusu is a First Vice-President of the Liberal Party and also the President of the Women's Organization of the Liberal Party; MP Valentina Buliga is the President of the Women's Organization and is also a Vice-President of the Democratic Party; and MP Valentina Stratan is also a Vice-President of the Democratic Party. Neither the Communist Party nor the Socialist Party has any Vice-Presidents

⁶⁴ The number includes one Honorary President and one First Vice-President, both of whom are males

⁶⁵ The number includes three First Vice-President, one of whom is female

It is also not clear what influence, if any, the Policy Divisions within the political parties have on the policy and the platform of the parties.

Party Discipline

It was not surprising to learn that party discipline is strictly enforced among all parties. However, it is important to remember that party policies can be influenced and affected if women MPs take an active role to raise gender equality issues within Faction meetings on a regular basis. All of the party factions meet on a weekly basis, and more often, if required.

Recent Amendments to the Political Parties' Law

The Law on Political Parties was recently amended by Law No. 36⁶⁶ to allow political parties to receive annual funding from the state budget through the Central Election Commission. The governing bodies of political parties are to determine how the allocations from the state budget are to be spent in accordance with the uses permitted in the Act. One of those permissible uses includes expenses for organizing meetings, public demonstrations, seminars and other training courses for members of the party, which are held in the country. However, there is no statutory authority which would require the parties to set aside a proportion of state funding which it receives to specifically benefit women.

⁶⁶ Republic of Moldova, “Law No. 36 on Amendments to the Law on Political Parties”, 9 April 2015

PARLIAMENTARY SECRETARIAT

Chapter 12 (9) of the Rules of Parliamentary Procedure⁶⁷ establishes the Parliamentary Secretariat. Article 141 (1)⁶⁸ provides that organizational, information and technical assistance to activities of the Parliament, the Standing Bureau, standing committees, parliamentary factions and parliamentarians shall be provided by the Parliamentary Secretariat headed by the Secretary General. Article 141(2)⁶⁹ prescribes the manner of appointment of the Secretary General. The Secretary General shall be appointed by the Speaker upon preliminary considerations with the Standing Bureau and having the opinion of the Standing Committee on Legal Affairs, Appointments and Immunities. Currently the Secretary General is a woman.

There is no one responsible for gender mainstreaming in the Parliamentary Secretariat. There is no Gender Unit within the Secretariat.

There is a limited understanding of the concept of gender and gender equality by the staff of the Secretariat. In an opening address in July 2015 to a training workshop of parliamentary staff on Gender Concepts and Gender Analysis, the Secretary-General acknowledged this lack of understanding and capacity for the concept of gender and gender analysis. At the beginning of the workshop when participants were asked how many people understood the concepts of gender, gender analysis, and gender perspective, only one participant raised their hand.

There is also a lack of understanding on what gender mainstreaming is and why it should be undertaken. A common reaction by staff is to question why it is important to address gender issues at all given that equality is guaranteed by the Constitution and other legislation. There is actually push-back from staff members to address gender issues or gender equality. Some staff members actually commented that they felt that it was a waste of time to undertake the gender audit. In addition, while there has been some training on gender and gender concepts, some staff members felt that there had been too much training on gender notwithstanding that there was evidence to the contrary.

Based on questionnaire results, women now represent 63% or almost two-thirds of all parliamentary staff. In consultations with Parliamentary staff, they would note that the majority of the parliamentary staff is women but they felt that the majority of the people that was in decision making positions within the Secretariat were most likely men. However, the survey results do not reflect that perception; the survey results confirmed that more than one-half of the heads of the units within the Secretariat are women.

According to the Secretary-General, selection of candidates for the Secretariat goes through a competition process and is open to both men and women. Candidates are selected based on their qualifications, knowledge, experience, capacities, languages and technical expertise. The competition and selection process is the responsibility of the Human Resources Department, which is also headed by a woman.

⁶⁷ Supra note 8

⁶⁸ Ibid.

⁶⁹ Ibid.

	Total	Men	Women
All Parliamentary Staff	301	109	192
Heads of the Units	41	18	23
Advisors to Committees	44	17	27
Clerks	110	22	88
Parliamentary Assistants	106	52	54

The selection process of candidates for the Secretariat was confirmed by the Head of the Human Resources Department. The vacancy will be published in a newspaper and posted on the Parliamentary website.⁷⁰ There is a two-step application process which consists of a written test and an interview. Candidates are interviewed by a committee which consists of 7 members, 6 of whom are voting members. The committee itself consists of 2 men and 5 women. Candidates are selected based on competency and their background. All positions have clear job descriptions and at the end of the year performance reviews take place.

According to members of the Human Resources Department, equality is found in the law⁷¹ and the law also prescribes remedies to combat discrimination.⁷² Consequently, there is no need to have a formal equal opportunities policy for parliamentary staff, a statement on non-discrimination in the recruitment process or a statement on non-discrimination in the retirement process. Moreover, the majority of the staff in the Secretariat is female

While 60% of Parliaments do not have a policy on sexual harassment for parliamentary staff, this is troubling, not the least because of the working conditions and culture in some Parliaments.⁷³ A female staff member reported that during study visits, she is frequently harassed by male MPs. There is no sexual harassment policy within the Secretariat, albeit members of the Human Resources Department pointed out that prohibition of sexual harassment provisions are found in national legislation, i.e. the Labour Code and the Criminal Code. However, there is a Code of Conduct for Parliamentary staff.⁷⁴ However, having an in-house sexual harassment policy would confirm that sexual harassment is not acceptable in the Secretariat and provide an in-house grievance process.

Members of the Human Resources Department also commented on the fact that there were few men at the Secretariat and that there is no need for any affirmative action/positive measures to promote women. The members stated that one of the reasons that there are few men in the Secretariat is due to the fact that salaries are low and insufficient to support a family.

In the Legal Department, which is headed by a man, there are 28 employees and only 3 are men. Representatives of the Legal Department confirmed that the reason for having a majority of women in legal department is also due to the fact that the salaries are low and men leave the department for more challenging work and more money. Consequently there seems to be a negative feminization of the Secretariat.

As the majority of the staff in the Secretariat is women, it is important that Parliament adapt its working conditions to take into account the needs of the family.

70 Republic of Moldova, "Law No. 158 on Public Functionaries and Status of Civil Servants", (04.07.2008) outlines, inter alia, the competition process

71 Republic of Moldova, "Law No. 5 on Ensuring Equal Chances between Women and Men and Women" [also known as the Law on Gender Equality Ensuring Equal Opportunities for Women and Men], No. 5-XVI of 9 February 2006", Unofficial Translation prepared by OSCE Mission to Moldova: Official Monitor of the Republic of Moldova, No. 47-50/200 of 24 March 2006 and Republic of Moldova, and "Law No. 121 on Ensuring Equality", [also known as the Anti-Discrimination law] Unofficial Translation, 2012

72 Law No. 5 (Ibid.) requires People's Advocate (Ombudsperson) to ensure the guaranty and observance of equality between men and women; and Law No. 121 (Ibid.) establishes the Council for Prevention and Combating Discrimination and Ensuring Equality and provides sanctions for discrimination

73 Inter-Parliamentary Union, "Gender Sensitive Parliaments: A Global Review of Best Practices", Geneva: 2011

74 Republic of Moldova, "Law No. 25 on Code of Conduct for Civil Servants" (22.02.2008). The Law establishes a code of conduct covering public functionaries and civil servants which includes some of the staff of the Parliamentary Secretariat.

PARLIAMENT'S ACTIONS TO FOSTER GENDER EQUALITY

Constitution⁷⁵

Pursuant to Article 16 (2) of the Constitution of the Republic of Moldova, which was adopted on July 29, 1994, all citizens of the Republic of Moldova are equal before the law and the public authorities, without any discrimination as to race, nationality, ethnic origin, language, religion, sex, political choice, personal property or social origin. In a number of interviews with staff of the Parliamentary Secretariat and also MPs, the Constitution was raised as evidence that gender equality is not an issue in Moldova as it is guaranteed in the Constitution. While there is widespread belief that women have reached equality with men, women in Moldova earn less than men, they receive smaller pensions, they experience higher levels of poverty and they are disproportionately affected by domestic violence. Addressing this gender gap requires a dual approach: developing policies and programs and legislation that are women-specific as well as ensuring that legislation, programs and policies which are not specifically targeted for women (i.e. legislation, programs and policies which are gender neutral) do not inadvertently maintain or exacerbate any equality gap⁷⁶.

The Constitution also provides that Parliament is the supreme representative body of the people: Article 60(1)⁷⁷. But one can hardly say that the Parliament is representative of the people when there is a significant underrepresentation of women in the Parliament especially as according to the National Bureau of Statistics, women represent 51.8% of the population.

Law No. 5 – Law of Equal Chances between Men and Women⁷⁸

On 9 February 2006, almost 10 years ago, Parliament adopted the Law of Equal Chances between Women and Men (also known as the Law of Ensuring Opportunities for Women and Men), the scope of which pertains to ensuring the exercise by women and men of their equal rights in the political, economic, social, cultural and other spheres of life, rights guaranteed by the Constitution of the Republic of Moldova, with a view to preventing and eliminating all forms of discrimination based on the criterion of sex.

Article 5⁷⁹ establishes the prohibition of discrimination on the criterion of sex save and except for four

⁷⁵ Supra note 5

⁷⁶ This approach is known as the process of gender analysis

⁷⁷ Supra note 5

⁷⁸ Supra note 3

⁷⁹ **Article 5: Prohibition of discrimination on the criterion of sex**

- (1) In the Republic of Moldova, women and men enjoy equal rights and freedoms and are guaranteed equal opportunities to exercise these rights and freedoms
- (2) The promotion of a policy or the performance of actions that do not ensure equal opportunities between women and men shall be deemed discriminatory and shall be removed by the competent public authorities, in accordance with the legislation.

specific exemptions, including affirmative actions.

Chapter II of Law No. 5 addresses ensuring equal opportunities between women and men in the public domain. Article 6⁸⁰ requires equal access to public office and Article 7⁸¹ mandates equal opportunities in the electoral sphere, in the activity of political parties and other socio-political organizations.

Article 15 vests the following entities with the duties in the field of ensuring equality between men and women:

- Parliament
- Government
- Governmental Committee for Equality between Women and Men
- Ministry of Labour, Social Protection, and Family (specialized body)
- Ministries and central administrative authorities (gender units⁸²)
- Local public administration authorities (gender units)

Parliament⁸³ is specifically mandated to undertake the following:

- a) Adopt a legislative framework that ensures equality between women and men in all spheres;
- b) Monitor the implementation of the principle of equality between women and men in all directions and at all levels of state policy; and
- c) Examine reports of the Government and Ombudsperson as regards the situation in the field, in accordance with legislation

(3) Discrimination may be direct or indirect.

(4) Actions that restrict or exclude in any aspect the equal treatment of women and men shall be deemed discriminatory and are prohibited.

(5) Any legal act containing discriminatory provisions, based on the criterion of sex, shall be declared null by the competent bodies

(6) The following shall not be deemed discriminatory:

- a) Measures to ensure certain special conditions for women during the period of pregnancy, recuperation, and/or breast-feeding;
- b) Qualification requirements for activities in which special characteristics based on sex constitute a decisive factor, given the specific conditions and way of carrying out the respective activities
- c) Special advertisements for employment of persons of a certain sex in the work place where, given the nature or special conditions of performing the job, as provided by law, special characteristics based on sex are decisive;
- d) Affirmative actions

80 **Article 6: Equal access to public office**

- (1) When establishing conditions for holding central and local public office, it is necessary to ensure equal opportunities for participation of women and men in the competition for employment
- (2) The establishment of direct or indirect restrictions based on the criterion of sex when announcing, organizing, or admitting entry to a competition for public office shall be prohibited, except by law
- (3) The heads of central and local public administration authorities and other officials must ensure equal access to public office in conformity with professional requirements, without differentiation on the criterion of the sex of the applicants
- (4) The announcement and organization of competitions exclusively for persons of a certain sex is not allowed

81 **Article 7: Equal opportunities in the electoral sphere, in the activity of political parties and other socio-political organizations**

- (1) The Central Election Commission, election councils and district bureaus shall ensure the observance of the principle of equality between men and women in the electoral sphere
- (2) Parties and other socio-political organizations must contribute to ensuring equal rights and opportunities between their members, women and men, by means of:
 - (a) Ensuring representation of women and men in the composition of their management bodies
 - (b) Ensuring representation in the lists of candidates of women and men, without discrimination on the criterion of sex

82 A "gender unit" is defined in Article 2 as "a specialist vested with duties to promote equality between women and men in the institution where he/she is employed".

83 Supra note 3, Article 16

The Act also mandates the operation of gender units within Ministries⁸⁴ and Local Public Authorities (LPAs)⁸⁵. A gender unit is defined within the Act as a specialist vested with duties to promote equality between women and men in the institution where the person is employed.⁸⁶ The responsibilities of the gender units are also detailed in the Act.⁸⁷

The legislation also establishes the Governmental Committee for Equality between Women and Men which has the responsibility of promoting equality; coordinating activities of central and LPAs; and developing cooperation between state structures and CSOs.⁸⁸ The Committee is composed of representative of ministries, other central administrative authorities (the level of deputy minister/deputy director), National Confederation of Trade Unions, the National Confederation of Employers, NGOs active in the area, academia and the media.⁸⁹

The Ministry of Labour, Social Protection, and Family is the central public authority vested with the duty to develop and promote policies in the field of equality by the assignment of these duties to a specialized body.⁹⁰ The specialized body within the Ministry is the Prevention of Violence and the Insurance of Gender Equality Policy Department.

The responsibilities assigned to the Department are vast. The Department was established in 2007 and consists of only 5 people. And the Department is not only seised with developing policies and programmes in the field of gender equality; it is also responsible for issues of domestic violence and social policies for specialized women's groups, i.e. women in penitentiaries.

While there are persons assigned to be Gender Focal Points/Gender Units in a number of ministries, being a Gender Focal Point is not their sole responsibility and may not form part of their job description. The position of a Gender Focal Point is an adjunct to the individual's responsibilities within a Ministry. Coordination of the Focal Points is limited. Many of the Gender Focal Points lack the capacity to undertake the responsibilities outlined in Law No.5. While building the capacity of Focal Points is integral to the implementation of the responsibilities outlined in Law No. 5, there is a lack of training capacity and trainers.

In addition to establishing the aforesaid Department, the Act assigns the oversight of the guaranty and observance of equality to the Ombudsperson/People's Advocate and directs the National Bureau of Statistics to collect sex disaggregated data.

84 Supra note 3, Article 19(3)

85 Supra note 3, Article 20(3)

86 Supra note 3, Article 2

87 Supra note 3, Article 19(4) The gender unit shall:
a) monitor the observance of legislation in the field of equality between men and men within central public administration authorities; b) submit proposals to integrate the principle of equality between women and men into the policies and activity plans of central public authorities; c) examine petitions of legal entities and natural persons as regards cases of discrimination based on the criterion of sex; d) submit periodically to specialized bodies reports on activity on issues of equality between women and men; e) perform other duties in the field, in accordance with the legislation.

88 Republic of Moldova, "Government decision No. 350 on creating Governmental Committee for Equality between Women and Men" (07.04.2006); and Republic of Moldova, "Government Decision No. 895 on the approval of Regulation of Governmental Commission for Equality between Women and Men" (07.08.2006)

89 Ibid.

90 Supra note 3. The specific responsibilities of the Department are outlined in Article 19(2) which provides the following functions: a) development and coordination of draft normative acts based on the principle of equality between women and men, proposition of amendment to normative acts in order to bring them into conformity with this Law; b) coordination and monitoring of the implementation of international instruments at the national level; c) submission of proposals to integrate the principle of equality between women and men into strategies, programs, and financial investments, as well as reports in the field; d) elaboration and coordination of program implementation, organization of media campaigns and research and other actions as regards equality between women and men; e) coordination of activity of gender units; f) collaboration with non-governmental organizations, foundations, trade unions, employers, unions, and international bodies that contribute to the implementation of equality between women and men; and g) performance of other duties in the field, in accordance with the legislation.

However, for all intents and purposes, the law is simply declaratory⁹¹. Attempts were made in 2010 by Civil Society organizations to amend the law, but no amendments were passed.

Law No. 52 on the Advocate of the People (Ombudsperson)⁹²

Article 21 of Law No. 5, the Law of Equal Chances⁹³, requires the Ombudsperson to ensure the guaranty and observance of equality between women and men as an integral part of constitutional human rights and liberties in accordance with the legislation. The mandate of the Office of the People's Advocate along with the Advocate's rights, obligations, and powers are contained in Law No. 52 which was recently passed in April 2014. The Law provides for a People's Advocate (Ombudsperson) and an Ombudsperson/People's Advocate for Children's Rights.⁹⁴ Law No. 52 prescribes that Ombudsperson shall ensure compliance with human rights and freedoms by public authorities, organization and enterprises: Article 1(1); and contribute to defending human rights and freedoms by preventing violations by monitoring and reporting on the observance of human rights and fundamental freedoms at the national level and by improving legislation in the field of human rights: Article 1(2). The rights of the Ombudspersons in fulfilling their mandate is outlined in Article 11 and includes submitting to the Parliament or government recommendations to improve the legislation in the sphere of human rights and freedoms: Article 11(d). According to the People's Advocate, if requested by MPs or the government, the Office will provide opinions on draft laws from a human rights perspective.

There is no reference in Law No. 52 to the obligation of the Ombudsperson which is outlined in Law No. 5. However, Article 2(1) of Law No. 52 states that the work of the Ombudsman is guided by the Constitution, the Law, **other laws of the Republic of Moldova** [emphasis is mine], and international treaties to which Moldova is a party.

According to the People's Advocate, there are two main areas of focus of the Office of the People's Advocate: (i) protection of human rights and (ii) promotion of human rights. The Office is waiting for Parliament to pass the necessary regulation which would allow the Office to complete its re-organization. The Office is currently operating on the budget of the previous Office which is insufficient to undertake the two main areas of focus and its other responsibilities provided in the Act. The Office lacks human capacity as well as institutional capacity to perform its duties; no permanent office space has yet been found.

The Office is currently in the process of developing guidelines for the review of draft laws, which will include a gender analysis of the laws. The Office does not yet have a Gender Unit or a Gender Expert but officials in the Office feel that it is important to recruit these experts.

The Office is also in the process of preparing a new Action Plan which will include addressing issues of gender equality. Last year it launched a campaign on the promotion of women's rights.

The Office of the People's Advocate has entered into a co-operation agreement with the Council for Prevention and Combating Discrimination and Ensuring Equality (Equality Council) to ensure equality of

91 See Government of Moldova, "Moldova's Report on IADGs Implementation: National Voluntary Presentation for the Annual Ministerial Review of the ECOSOC", (2010), page 8; and National Delegation Moldova, "Report to the 7th Council of Europe Conference of Ministers Responsible for Equality between Women and Men", (2010), page 5

92 Republic of Moldova, "Law No. 52 on the Advocate of the People (Ombudsperson) 3 April 2014

93 Supra note 3

94 Mihail Cotorobai is the People's Advocate/Ombudsperson and Ecaterina Burlacu is the Ombudsperson/People's Advocate for Children's Rights. Ms Burlacu's appointment was approved by the Parliament on July 3, 2015.

rights for all individuals. The Office of the People's Advocate is only limited to making recommendations about how to ensure equality rights for all individuals while the Council has the mandate to enforce sanctions.

Law No. 121 – Law on Ensuring Equality (also known as the Anti-Discrimination Law)⁹⁵

Law No. 121 which was passed in 2012 aims to prevent and combat discrimination and to ensure equality in rights for all the individuals in areas of politics, economics, social culture, and other areas of life making no difference in race, colour, nationality, ethnic origin, language, religion or belief, sex, age, disability, opinion, political view, or any other criteria. Law No. 121 complements Law No. 5 by providing sanctions.

Law No. 121 contains extensive definitions of various forms of discrimination. It also sets out prohibitions in a variety of sectors. Pursuant to Article 7(2)(f), harassment by an employer is considered discriminating.

One of the highlights of the Law is that it establishes the Council for Prevention and Combating Discrimination and Ensuring Equality with specific powers to address discriminatory actions and prescribe remedies for the discriminatory acts. Council members were appointed in 2013 and the Council received its first case in September 2013. However, since its inception, many of its decisions have been appealed.

In addition to addressing alleged cases of discrimination, the Law gives the Council the authority to, inter alia, examine the correspondence of the current legislation to the standards on anti-discrimination; initiate proposals on modification of current legislation in the area of prevention and combating legislation; adopt advisory opinions concerning the compliance of draft legislation with the legislation on preventing and combating discrimination; monitor the implementation of legislation.

The Council is to consist of 5 members, at least 3 of which have to be specialists licensed in law. However, only one of the members of the Council is a lawyer. The Council has limited financial resources to undertake all of its responsibilities. It is not fully equipped and it is not fully staffed. The Council is not financed to have its decisions translated. The Council lacks the institutional and human capacity to undertake its responsibilities and fully exercise its powers.

Additional Legislation that Addresses Discrimination and Sexual Harassment in the Work Place

Labour Code No. 154 (28.03.2003) was amended in 2010 to require employers, inter alia, to prevent sexual harassment in the workplace, take measures to prevent persecution for submitting complaints to the competent body on discrimination and to introduce the internal regulation of any provisions prohibiting discrimination and sexual harassment criterion. Sexual harassment is defined as any form of physical, verbal or nonverbal actions of a sexual nature that violates a person's dignity or creates an unpleasant, hostile, degrading or insulting environment.

Law No. 167 (09.07.2010), a law containing modification of some legislative acts, amended the Criminal

95 Republic of Moldova, "Law No. 121 on Ensuring Equality" [also known as the Anti-Discrimination Law], Unofficial translation, 2012

Code of Moldova to provide for the punishment of sexual harassment. Sexual harassment is defined in the Criminal Code as conduct that is the manifestation of physical, verbal or non-verbal actions, that violates a person's dignity or creates an unpleasant, hostile, degrading, humiliating or insulting the purpose of inducing another person to sexual intercourse or other unwanted sexual actions committed by threat, coercion, and blackmail.

Law No. 158 – Law on Public Functionaries and Status of Civil Servant⁹⁶

Law No. 158 regulates the regime of public civil servants, the legal relationship between civil servants and public authorities and other relations resulting therefrom. The Law is applicable to the staff of the Parliamentary Secretariat.

The Law addresses the manner in which vacancies are filled (competition), working hours, performance appraisals, professional development, leave, etc. Article 29 clearly states that competition for vacant or temporarily vacant civil service positions is based on an open competition, transparency, competence and professional merit and equal access to public service for every citizen.

Law No. 25 - Code of Conduct for Public Servants⁹⁷

Law No. 25 (22.02.2008) established a Code of Conduct for Civil Servants. The Code of Conduct is also applicable to the staff of the Parliamentary Secretariat. Article 4(1) notes that the civil servant shall make decisions and take actions in an impartial, non-discriminatory and fair manner, without giving priority to certain individuals or groups based on race, nationality, ethnic origin, language, religion, sex, political affiliation, wealth or social origin; and Article 4(2) requires the public official to behave in a respectful, impartial, honest and kind manner in dealing with the public, and relations with managers, peers and subordinates.

In Article 13(2)(a), in exercise of public management functions, senior public officials shall ensure equal treatment and opportunities in terms of subordinate career civil servants.

Laws on Quotas for Party Electoral Lists

In the last Parliament, two Draft Laws were introduced to establish quotas for Electoral Lists. Draft Law 101 was introduced by Deputy Speaker, Liliana Palihovici, which set a minimal share of women's representation on the lists of 30%. An amendment submitted by the Democratic Party Faction for the second reading recommended that the rate of women's representation on the electoral lists should be 50%.⁹⁸

Bill 180⁹⁹, which was introduced by the government, is an omnibus bill which includes establishing a minimum quota in the Electoral Code, but also provided for other "Temporary Special Measures" to a

⁹⁶ Supra note 67

⁹⁷ Supra note 71

⁹⁸ Parliament of the Republic of Moldova, "Parlament Info: European Integration a National Priority", No. 1, 2014

⁹⁹ Parliament of the Republic of Moldova, "Draft Law for Amending and Completing Some Legislative Acts (also known as Bill 180)": Decision of the Government of the Republic of Moldova No. 322, dated 8 May 2014. See also Women in Politics, "Summary of Major Issues of Moldovan Government approved Amendments to Legislation for Gender Equality" (approved by the Cabinet on 07.05.2014): Undated

number of existing laws. Bill 180 called upon the following amendments:

- Minimum 40% representation of either sex in political parties electoral lists
- Minimum 40% representation of either sex in the Government
- Placement of maximum of 3 persons of same sex in any 5 consecutive places in the parties' electoral lists
- Recommendation of respecting minimum 40% quota in the composition of the Standing Bureau
- Sanction for political parties in the form of non-registration of the list for the elections for non-compliance with the quota and placement
- Requirement of political parties to register and provide sex disaggregated data of their members to the Ministry of Justice when being registered as political parties.

Both Draft Laws have been reintroduced in this Parliament and they have been referred to the Standing Committee on Human Rights and Inter-Ethnic Relations for review. The Standing Committee intends to hold public hearings on the Draft Laws.

Cross Party Women's Caucus

There have been preliminary discussions regarding the development of a Cross-Party Women's Caucus in this Parliament which has currently been designated as the "Women's Platform". Unfortunately attempts to establish a Women's Caucus in the previous Parliaments had failed but there does not seem to be any empirical evidence to identify the reasons for the failure. Observers have noted that previous attempts to organize a Caucus failed because it was too formalized.

The UNDP Democracy Programme in partnership with UN Women has continued with high-level advocacy for the establishment of a Cross-Party Women's Caucus within the Parliament. First steps towards the establishment of Women's Caucus in this Parliament were made in March 2015 pursuant to the initiative and invitation of the Deputy Speaker, Liliana Palihovici. Female MPs, representatives of all political groups, met to discuss the creation of a common platform for dialogue, and the opportunities and challenges in the establishment of a Cross-Party Women's Caucus. They also discussed women's role in public and political activity as agents of change. As a result of the meeting in March, a Coordination Council of the Women's Platform was established consisting of five members, one member from each Parliamentary Faction. The Speaker of the Parliament was also notified of the establishment of the Women's Platform and the Coordination Council.

INTER-PARLIAMENTARY UNION, "GUIDELINES FOR WOMEN'S CAUCUSES"¹⁰⁰

Confirmed by Inter-Parliamentary Union studies on *Equality in Politics* and *Gender-Sensitive Parliaments*¹⁰¹, the establishment of women's parliamentary caucuses is one of the mechanisms that have enabled women to strengthen their political impact. Women's caucuses can also help to bring greater equality between men and women in the daily operations and work of parliament. Such caucuses have been particularly effective in changing legislation and policies from a gender perspective and raising awareness about gender equality.

100 Inter-Parliamentary Union, "Guidelines for Women's Caucuses", Geneva: 2013

101 Inter-Parliamentary Union, "Equality in Politics: A Survey of Men and Women in Parliament", Geneva: 2008

The UNDP Parliamentary Programme will provide further support for making the Platform operational. A meeting of Coordination Council will be held in early July, which will be subsequently followed by a meeting of all female MPs. The purpose of the latter meeting will be to formalize the Cross-Party Women's Platform, including the development of a Roadmap of Future Activities and agreement upon next steps. These steps may include undertaking a strategic planning session to establish the values, vision, mission and strategic objectives of the Platform; the establishment of official rules of procedures for the Platform; investigating best practices from other female networks (i.e. The Congress of Local Authorities from Moldova (CALM) Women's Network); and undertaking study visits to the European Parliament and/or to national European Parliaments which have a Cross-Party Women's Caucus.

Additional Actions

The Government decision on the approval of the National Programme to ensure gender equality 2010-2015 and its associated National Action Plan (2010-2015) was an important action to foster gender equality. The Ministry of Labour, Social Protection, and Family is in the process of having the Plan reviewed by a gender expert with a view to establishing a new programme and associated Action Plan in the fall of 2015.

In Chapter VIII of the Government Programme for 2015-2018 of former Prime Minister Chiril Gaburici, Section D contained a statement regarding Gender Policies which included, inter alia, promoting affirmative measures for increasing representation of women in decision-making positions in government structures and politics; and facilitating and increasing women's participation in political life and in the process making, by changing the legal framework for the introduction mandatory minimum quota of representation.¹⁰²

After the elections in 2014, the Parliament established the Standing Committee on Human Rights and Inter-Ethnic Relations as well as the Standing Committee on Social Protection, Health and Family. Both of these Committees have a role to play in raising awareness of gender equality and ensuring gender equality is implemented in the Republic of Moldova.

102 http://gov.md/sites/default/files/document/attachments/1_program-guvern_2015-2018_0.pdf

CAPACITIES OF PARLIAMENT TO SCRUTINIZE LEGISLATIVE INITIATIVES FROM A GENDER PERSPECTIVE

Standing Committee on Human Rights and Ethnic Inter-Relations

The Parliament does not have a Standing Committee on Gender Equality. However, the Parliament does have a Standing Committee on Human Rights and Inter-Ethnic Relations. A subcommittee for Equal Opportunities was established in 1998 under the auspices of the then Standing Committee for Human Rights, Cults, National Minorities, and Foreign Communities but the Committee only operated until December 2000.¹⁰³

In addition to examining policies and strategies to promote human rights and monitoring their implementation, the mandate of the Committee includes ensuring and monitoring enforcement of equal opportunities for women and men; monitoring the legal framework on non-discrimination, the rights related to economic, social and cultural rights of the individual; legislation on women's rights and children's rights; state policy in the area of child protection and family, creating the legal framework in this area and monitoring its implementation.¹⁰⁴ The Committee has eleven members, five of whom are women MPs. In fact, it is the committee with the largest representation of women MPs. The Chair and Vice-Chair of the Committee are men, but the Secretary of the Committee is a woman. The Committee is assisted by two experts/advisers and a clerk. The Committee does not have a Gender Expert to assist it with its work.

After the last election, during initial negotiations among the parties about the Standing Committees, a recommendation was made to disband the Standing Committee on Human Rights and Inter-Ethnic Relations, but that recommendation was rejected. After the approval of the Standing Committees in Parliament, there was a subsequent motion in Parliament to expand the name and mandate of the Human Rights and Inter-Ethnic Relations Committee to specifically expand the include Gender Equality, but the motion was untimely and out of order.

According to the Chair of the Standing Committee on Human Rights and Inter-Ethnic Relations, all laws pass through their committee. If the law will have an effect on Human Rights, the Committee will issue an opinion on its effects. However, the Committee does not analyze how the particular law will specifically affect men and women. Pursuant to Rule 52 of the Rules of Parliamentary Procedure, Standing Committees have 30 days to present to the responsible committee advisory opinions on draft legislative acts or proposals.

¹⁰³ Republic of Moldova, "National Report on the Implementation of the Beijing Declaration, the Platform for Action (1995) and the Outcomes of the 23rd Special Session of the General Assembly: The Report is prepared in the context of the 20th anniversary of the Fourth International Conference on Women and the Adoption of the Beijing Declaration and Platform for Action", Chisinau: 2014

¹⁰⁴ Parliament of Moldova, "Decision No. 48 of on activities of Parliament's Standing Committees", Official Monitor No. 160-161, Article No. 482: (29.10.2009)

However, not all legislative acts or legislative proposals that fall under the competence of the Human Rights and Inter-Ethnic Relations are referred to it. Sometimes the draft legislation is referred to the Committee on Legal Affairs, Appointments and Immunities.¹⁰⁵

The Standing Committee on Human Rights and Inter-Ethnic Relations to-date has not undertaken or exercised any oversight functions to hold state institutions which are seised with implementation of gender equality accountable.

According to some MPs and CSOs, the work of the Standing Committee on Human Relations was perceived not to be very effective in considering the issues of gender equality.

Standing Committee on Social Protection, Health and Family

The main role in coordination and monitoring of all actions, programs and initiatives, and policies related to gender equality is assigned to the Government Committee for Equality between Women and Men which Committee was established under Law No. 5 on Ensuring Equal Chances between Women and Men¹⁰⁶. The strategy is to be implemented by the Ministry of Labour, Social Protection, and Family. Consequently, the oversight of this Committee would seem to fall naturally within the mandate of the Standing Committee on Social Protection, Health and Family. However, the mandate of the Social Protection Committee is silent regarding gender equality, oversight of the Government Committee for Equality between Women and Men, Prevention of Violence and Insurance of Gender Equality Policy Department within the aforesaid Ministry, and monitoring the implementation of Law No. 5.¹⁰⁷ The Chairperson of the Committee confirmed that to-date the Committee had neither exercised any oversight functions over the Government Committee for Equality between Women and Men nor monitored the implementation of Law No. 5.¹⁰⁸

Parliament and MPs have a responsibility to oversee Gender Based Analysis and its implementation across government. Which Committee should be mandated to undertake this oversight still needs to be determined and the Terms of Reference of the Committee expanded.

Department of General Legal Affairs

All draft legislative acts must be submitted for a complex advisory opinion to the Department of General Legal Affairs in the Parliamentary Secretariat. The advisory opinion is to address conformity with a) constitutional provisions; b) international treaties and c) legislative procedures and requirements provided by the Rules: Article 54.¹⁰⁹ There is no requirement for gender analysis of the legislation.

105 Ibid. The mandate of the Committee on Legal Affairs encompasses the following: constitutional regulations; regulations in the field of civil, criminal, administrative, civil procedure, criminal, and administrative; judicial organizations, the status of magistrates and prosecutors; electoral legislation, legislation on parties and public associations; interpretation of the Rules of Parliamentary Procedure, matters of parliamentary discipline, immunities, appointments and confirmations; and other legal regulations.

106 Supra note 3

107 The Committee's mandate does include state policy on child protection and families with children, the creation of the legislative framework in this field and monitoring the implementation and enforcement of the legal framework pertain to the protection of children and families with children. However, this responsibility is a duplication of a responsibility also noted in the mandate of the Standing Committee on Human Rights and Inter-Ethnic Relations.

108 Supra note 3

109 Supra note 8

The Legal Affairs Department of the Parliamentary Secretariat has recently prepared draft guidelines¹¹⁰ to be used by the department as a template in the review of all legislation. The most notable guideline related to gender mainstreaming is Article 2.1.7 which is entitled “Promoting or Prejudicing Interests”. While not specifically requiring a gender analysis, the guideline draws attention to the fact that draft legislation or legislative proposals may negatively impact a particular interest or group and these impacts should be highlighted and the criterion of “public interest” should be applied. The draft guidelines also address regulatory impact analysis in Article 2.1.6 but that analysis is limited to draft legislation regulating entrepreneurial activity.

At times, the Legal Affairs Department will rely on the independent assessment of legislation by the Centre for the Analysis and Prevention of Corruption (CAPC)¹¹¹. The CAPC has developed a methodology to analyze legislation from a human rights perspective and gender equality; however its analysis regarding gender equality is limited to questions relating to Law No. 5 (Equal Chances between Women and Men)¹¹² and Law No. 121 (Anti-Discrimination)¹¹³ and noting whether the draft legislation is gender-neutral or gender-sensitive. CAPC does not have a gender expert to assist in the analysis of the legislation and it does not perform a gender analysis of the draft bills. According to the Executive Director of the CAPC, most of the legislation that is tabled in the Parliament is gender neutral and their analysis would note so accordingly. The analysis of legislation undertaken by CAPC is available on their website.

The Legal Affairs Department will also provide assistance to committees and MPs in developing impact assessments for committee reports. The provision of regulatory impact assessments with draft legislation is limited to entrepreneurial activity and is also very weak. There are no impact assessments in the area of social protection. Moreover, there is currently no institutional capacity to provide these assessments.

Gender Responsive Budgeting

Parliament is currently not undertaking Gender Responsive Budgeting (GRB). However, a Draft Action Plan to Implement Gender Responsive Budgeting (GRB) from 2013-2022 has been prepared through the Joint Integrated Local Development Programme of UNDP and UN Women. The Action Plan includes the following action items:

- Cooperation agreement with the Academy of Economic Studies (ASEM) for the development of a GRB course for B.A. and M.A. level students
- A GRB Working Group has been created consisting of representatives of the Ministry of Finance; the Ministry of Labour, Social Protection and Family; the Ministry of the Economy; the National Bureau of Statistics; State Chancellery; Standing Committee on Economy, Budget and Finance, academia, and Civil Society. The Working Group is mandated to promote the Action Plan and the GRB and the GRB concept as follows:
 - Provide GRB training for Ministry of Finance and other ministries; training for members of the Standing Committee on Economy, Budget and Finance and other relevant stakeholders
 - Study visits for MPs and representatives of the Ministry of Finance
 - Gender analysis of programmes and budgets of several ministries

110 Parliament of Moldova, General Legal Affairs Department of the Parliamentary Secretariat, “Methodology on Providing Opinions on Normative Acts”, Undated, Romanian only

111 www.capc.md

112 Supra note 3

113 Supra note 92

AWARENESS ON GENDER AND THE DEGREE OF ADHERENCE TO SET GENDER RESPONSIVENESS STANDARDS: INSTITUTIONALIZING GENDER MAINSTREAMING

Twenty years ago, at the Fourth United Nations Conference on Women which was held in Beijing, nations developed an ambitious political declaration and platform for action outlining objectives and actions required to achieve greater gender equality between men and women. In adopting the Beijing Platform for Action, governments committed themselves to effective integration of a gender perspective throughout their operations, policies, planning and decision making. Governments also adopted the obligation to carry out gender impact assessments of government bills or political decisions on men and women before decision could be taken.

The United Nations Economic and Social Council (ECOSOC) defined the concept of gender mainstreaming as follows:

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women and men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.¹¹⁴

According to the Council of Europe's Gender Equality Strategy 2014-2017, gender mainstreaming is the (re)organization, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy making. In its Recommendation to member States on gender equality standards and mechanisms, the Council of Europe Committee of Ministers recalls the importance of adopting methodologies for the implementation of gender mainstreaming strategy, including gender budgeting, gender-based analysis and gender impact assessment.¹¹⁵

114 E/1997/L.30, Para.4; adopted by ECOSOC on 17 July 1997

115 Council of Europe, "Council of Europe Gender Equality Strategy 2014-2017"

“GENDER MAINSTREAMING IN THE AUSTRALIAN PARLIAMENT: ACHIEVEMENT WITH ROOM FOR IMPROVEMENT- GENDER MAINSTREAMING: THEORY AND APPLICATION”¹¹⁶

“At its core, gender mainstreaming is a process of questioning: assumptions, actors, benefits, processes, policies and outcomes. What assumptions have been made about the beneficiaries of a process or policy? Who does that process or policy seek to target? Will all groups be affected equitably? Will all groups benefit equitably? Gender mainstreaming questions the gender-neutrality of institutions, particularly where these are discovered to reproduce and contribute to gender inequality through their internal assumptions, working procedures and activities. The ultimate goal of gender mainstreaming is to change the nature and institutions of the mainstream to be more reflective of the needs, aspirations and experiences of all women in society.”

The Parliament of the Republic of Moldova has made limited efforts to reform institutional structures or practices to ensure gender equality and gender mainstreaming in Parliament.

In its last Report to the Republic of Moldova, the United Nations Committee on the Elimination of all Discrimination against Women in its monitoring of State parties’ progress in instituting gender mainstreaming practices specifically cited Parliament as a particular area of concern. The Committee called upon Parliament to take steps in implementing its concluding observations which included expediting its effort to conclude the process of harmonizing its national legislation with the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and designing strategies, **including sensitization of parliamentarians**, [emphasis is mine], to overcome obstacles to the adoption of pending draft laws.¹¹⁷

However, there are a number of gender mainstreaming efforts that have been made in Parliament that are particularly noteworthy:

Draft Guidelines for Social Impact Analysis ex-ante and ex post

The Parliamentary Secretariat has prepared Draft Guidelines for the analysis of social and poverty impact.¹¹⁸ These guidelines specifically note the importance of gender impact analysis and that it is an important component of social and poverty impact analysis.

The guidelines note that it is not recommended to undertake a deep gender impact analysis if it is clear from the very start that the impact that women and men will not be differentiated. The preliminary test for determining the need of a deeper analysis of the gender impact relates to the answer provided for an essential question: Has the option a differentiated impact on women and men? If the option generates a gap of at least 20% favoring/disfavoring women or men, it is necessary to perform a full

116 Palmieri, Sonia A., “Gender Mainstreaming in the Australian Parliament: Achievement with room for improvement”, (2011)

117 Convention on the Elimination of All Forms of Discrimination against Women, “Concluding observations on the combined fourth and fifth periodic reports of the Republic of Moldova”, 18 October 2013 (Adopted by the Committee at its fifty-sixth session)30 September to 18 October 2013

118 Parliament of the Republic of Moldova, “Extracts from Draft Guidelines regarding social and poverty impact”, Unofficial translation

gender analysis and sets out the following seven consecutive steps:¹¹⁹

- Establish the basic information disaggregated by gender
- Analyze the trends
- Determine how significant and priority the gender impact is
- Analyze the potential impact on women and men, in general
- Analyze the potential impact on some specific groups of women and men
- Analyze the impact on women and men who can be indirectly affected
- Identify the possible changes which can be operated to the public policy

Gender Statistics

In February 2015, the National Bureau of Statistics announced the establishment of a new compartment of Gender Statistics.¹²⁰ Gender Statistics represent statistics about women and men, reflecting their situation in all areas of society. It is an important tool that allows monitoring the characteristics of women and men as a specific social-demographic group for decision making policies, respecting the quality principle of rights and opportunities for women and men.¹²¹

Compartment Gender Statistics contains 25 tables with statistical data disaggregated by sex, which are grouped into 4 sub-compartments according to the basic strategic objectives of the National Programme of Gender Equality, namely:

- Women's Economic Empowerment
- Education and training of women during their lifetime
- Participation of women in decision-making process
- Women's health¹²²

With the introduction of Gender Statistics, Parliamentarians will now be able to access sex disaggregated data and utilize it in their day to day work in Parliament.

To-date, the Parliamentary Secretariat currently has neither compiled nor provided sex disaggregated data for legislative work.

Gender Mainstreaming in the Work of Parliament

In consultations with MPs, it became clear that gender equality concerns are very occasionally or never mainstreamed into the following areas of work of Parliament:

- Committee Debates
- Policy Sessions/Debates in Party Factions
- Plenary Debates in Parliament
- Parliamentary Hearings

119 The Beijing Plan for Action requires all legislation to be subject to gender analysis. How the 20% gap is to be determined is not noted in the guidelines for the social and poverty impact analysis.

120 Gender Statistics was developed with UNDP and UN Women within the UN joint project "Strengthening the National Statistical System"

121 <http://www.statistica.md/category.php?l=en&idc=264&>

122 Ibid.

A number of the Parliamentarians that were consulted noted that Parliament had also not instituted any of the following activities to promote gender equality:

- Adopt a Parliamentary Gender Equality Action Plan (GEAP) or Working Group
- Hold debates, meetings and seminars
- Disseminate information on gender issues
- Disseminate information on gender mainstreaming
- Equip its Library with relevant and timely information on gender issues
- Develop a media or outreach strategy

Limited training on gender equality for Parliamentarians has taken place in previous Parliaments; there has also been some limited gender equality training of Parliamentary staff.

Knowledge of gender concepts and terms are essential for critical analysis of gender inequality and for the formulation of laws, policies and programmes necessary for achieving equality between men and women. Gender must be articulated to all divisions of the institution as being relevant to them, not just gender workers.¹²³

Predominantly, male Members of Parliament were generally of the opinion that there was no need to undertake any of these activities and address gender equality as it was already part of the institutional culture of the Parliamentary Factions and the Parliament itself. Male MPs rely upon their female faction members to raise and brief them on gender issues, if and when they arose.

123 Williams, Suzanne, Seed, Janet, Mwau, Adelina, "The Oxfam Gender Training Manual", Oxfam: 01 January 1994

IDENTIFICATION OF CRITICAL GAPS AND CHALLENGES

The Gender Audit of the Parliament has revealed the following gaps and challenges in the following specific areas:

Women's Representation in Parliament

- Underrepresentation of women in Parliament
- Lack of legal framework to enhance the representation or the participation of women in elections
- The placement of women at the end of political parties' electoral Lists
- Underrepresentation of women as Chairs, Vice-Chairs and Secretaries of Committees
- Underrepresentation of women on "high profile"/"hard" portfolio Standing Committees
- Overrepresentation of women on Standing Committees which deal with "soft"/"traditional or cultural women's issues"

Parliamentary Factions

- Lack of taking into account gender distribution in all appointments which take place within Parliament, Parliamentary Factions, Standing Bureau, all Committees and other appointments prescribed by the RoP
- Lack of discussions on gender equality and gender dimensions of the Parliament within Party Factions
- Lack of a basic understanding of gender concepts, including gender equality, and importance of gender mainstreaming

Standing Committees

- Lack of capacity of existing Standing Committees to scrutinize legislation from a gender perspective
- Lack of a Standing Committee on Women's Rights and Gender Equality
- Overlap of mandates and terms of reference of the following Standing Committees: Standing Committee on Human Rights and Inter-Ethnic Relations; the Standing Committee on Social Protection, Health and Family; and the Standing Committee for Legal Affairs, Appointments

and Immunities

- Lack of Gender Experts to assist Committees
- Lack of oversight function exercised by Standing Committees to hold state institutions which are seised with implementation of gender equality accountable

Rules of Procedure

- Rules of Procedure do not promote systematic, concrete measures to foster gender equality and the equal participation of men and women in parliamentary life
- Rules of Procedure do not address the absence of an MP from Parliament as a result of maternity leave or paternity leave
- Lack of requirements to conduct a gender analysis of draft legislative acts and proposals as part of the socio-economic analysis which is required by the RoP
- Omission of “sexist language” or “disparaging remarks of a sexual nature” which would constitute sexual harassment as interdictions with concomitant sanctions
- Lack of a Code of Conduct for MPs within the RoP, which inter alia, should address sexual harassment

Political Parties

- Lack of a formal and explicit commitment to gender equality in the statutes of the political parties
- Limited number of women in leadership and decision-making positions within political parties, especially in the political bureaus and executive branches of the parties
- Lack of transparency in the selection of candidates and their placement on the electoral lists
- Limited or lack of the voluntary establishment of quotas for party leadership positions and women on electoral lists in the party statutes
- Lack of statutory authority to set aside a proportion of funding received from the state budget to specifically benefit women

Parliamentary Secretariat

- Low organizational priority for gender issues
- Lack of gender sensitive guidelines for the development and updating of the Parliamentary website
- Lack of a communications/media strategy that promotes gender equality
- Limited awareness of importance of gender concepts, gender equality and gender mainstreaming
- Lack of technical expertise and capacity of Parliamentary Secretariat to undertake gender impact analysis, gender analysis, and gender budgeting
- Insufficient training of staff in gender mainstreaming and gender analysis
- Lack of Gender Unit(s) in Parliamentary Secretariat
- Lack of a sexual harassment policy in the Secretariat

Government and Public Institutions which support Gender Equality

- Gender Focal Points in Ministries lack capacity to undertake gender analysis
- Gender Focal Points serve in that capacity as an adjunct to other responsibilities already assigned to them in the Ministries
- High turnover of Gender Focal Points
- Insufficient cooperation between existing gender equality bodies in the Ministry of Social Protection, Health and Family and other Ministries at all levels
- Insufficient gender mainstreaming within Ministries at all levels
- Limited decision making power, as well as human, financial and technical resources of the women's national machinery in the Ministry of Social Protection, Health and Family
- Lack of sufficient financial resources, institutional capacity and human capacity of the Council on Preventing and Combating Discrimination and Ensuring Equality (Anti-Discrimination Council) to fulfill its mandate and carry out its role effectively
- Lack of sufficient financial resources, institutional and human capacity of the Office of the People's Advocate (Ombudsperson) to fulfill its mandate and carry out its role effectively

RECOMMENDATIONS ON HOW TO STRENGTHEN PARLIAMENT'S CAPACITY FOR GENDER MAINSTREAMING

Overarching Recommendations

Develop a Gender Equality Action Plan for the Parliament that outlines the Parliament's commitment to gender equality and details a clear set of objectives and processes that are set to achieve the commitment.

Women's Representation in Parliament

- Enact legislation to establish a minimum quota for each sex in the electoral lists of political parties
- Amend the Electoral Code to require placement of a maximum of 3 persons of the same sex in any 5 consecutive places in the parties' electoral lists and provide sanctions for political parties for non-compliance
- Formalize and fully operationalize the Women's Platform, the cross-party women's caucus which was established in March 2015
 - Create a Road Map of Activities
 - Establish a Secretariat for the Women's Platform in the Parliament
 - Establish RoP for the Women's Platform
 - Undertake a Strategic Planning Session for the Women's Platform to establish its Vision, Mission, Values and Strategic Directions with concomitant activities
 - Liaise with Party Factions to ensure that Faction agendas contain a report from the Women's Platform
 - Liaise with other cross-party women's organizations such as the Women's Network of the Congress of Local Authorities from Moldova (CALM)
 - Undertake incoming and outgoing study visits from and to Parliaments who have similar Cross-Party Women's Caucuses, i.e. Former Yugoslav Republic of Macedonia, Lithuania, Poland, Serbia
 - Undertake consultations with CSOs that are engaged in promoting gender equality
 - Conduct gender specific training for women MPs on the RoP

Parliamentary Factions

- Pay increased attention to gender distribution in relation to all appointments/elections which take place within the Party Factions, Parliament and other Committee positions, with a view to

- achieving equal representation between women and men in all key positions of responsibility¹²⁴
- Address the current underrepresentation of women as Chairs, Vice-Chairs and Secretaries of the Standing Committees in the next Parliament by amending the RoP to require Factions to take into account gender distribution in appointing Chairs, Vice-Chairs and Secretaries
- Increase representation of women on “high profile”/“hard portfolio” Standing Committees in the next Parliament[
- Increase the representation of men on Standing Committees which deal with “soft”/“traditional women’s issues” in the next Parliament]
- Ensure that the gender dimension is taken into account in all Parliamentary Faction discussions¹²⁵, i.e. by creating a Policy Group on Gender within the Faction or assigning the responsibility for gender to an existing Policy Group
- Hold regular discussions on how to improve women’s participation and representation in the work of the Parliament and its structures¹²⁶
- Ensure equal representation of men and women MPs in all national and international delegations, including study visits
- Ensure that all correspondence and business cards representing the Parliamentary Factions contain gender sensitive language; i.e. forms of expression that do not subsume women to generic masculine terms
- Standardize Parliamentary Faction meeting agendas to include a Report from the Women’s Platform, the Cross-Party Women’s Caucus in Parliament

Standing Committees

- Provide continuous training to Committee staff on gender concepts; gender analysis; scrutinizing legislation from a gender perspective; and gender responsive budgeting
- Provide continuous training to MPs, Standing Committee Chairs, Vice-Chairs and Secretaries on gender concepts; gender analysis; scrutinizing legislation from a gender perspective; and gender responsive budgeting
- Review the mandates of the Standing Committee on Human Rights and Inter-Ethnic Relations, the Standing Committee on Legal Affairs, Appointments and Immunities, and the Standing Committee on Labour, Social Protection, and Family to avoid duplicate responsibilities and assess which Committee is best suited to consider the issues of gender equality, and amend the mandates accordingly
- Until such time as the review of the mandates of Committees is undertaken and it is determined which Committee is best suited to consider the issues of gender equality, undertake a 2-3 day retreat for the Standing Committee on Human Rights and Inter-Ethnic Relations which would focus on extensive training in gender based analysis of legislation, including case studies
- Create a Sub-Committee on Gender Equality and Women’s Rights of the appropriate Standing Committee after conducting the analysis on which Standing Committee is best suited to consider the issues of gender equality and women’s rights. Appoint a second Vice-President of the main Standing Committee who shall become the Chairperson of the Sub-Committee. The Chairperson of the Sub-Committee would be seised with providing leadership in the area of gender based analysis of all draft legislative acts and programs. The Sub-Committee should consist of both male and female MPs

124 Denotes good practices taken from the Council of Europe, Parliamentary Assembly, (32nd Sitting), “Resolution 1898 (2012) – Political parties and women’s political representation”, 3 October 2012

125 Ibid.

126 Ibid.

- Provide training to Committees on how to exercise oversight function to hold state institutions which are seised with implementation of gender equality accountable
- Design Committee Work Plans and Agendas to ensure the provision of oversight of state institutions, which are seised with implementation of gender equality, to hold the institutions accountable
- Develop a Roster of Gender Experts from which the Standing Committees can retain Gender Experts as required
- Allocate adequate resources for all Committees to retain Gender Experts in accordance with Article 142 of the Rules of Parliamentary Procedure to assist the Committees in undertaking gender analysis of draft legislation

Rules of Procedure

- Undertake a clause-by-clause detailed scrutiny of the Rules of Procedure from a gender perspective for the purposes of making detailed recommendations to the Rules of Procedure to guarantee more equitable participation by men and women parliamentarians in Parliament
- Amend RoP to address maternity leave and absence from Parliament during maternity leave
- Amend Article 27 of Chapter 4 of the Law on the Status of Members of Parliament, Law 39 (7 April 1994) which addresses leave by MPs
 - Act addresses annual paid leave, leave for personal interest and medical leave but it does not address maternity or paternity leave
 - Act also notes that the modalities for requesting leave is found in the Rules of Parliamentary Procedure, therefore the RoP will need to be amended accordingly
- In order to promote gender equality in parliamentary work and to ensure access to leadership and decision making processes in Parliament, amend the RoP to specifically require Factions, the Speaker, and Committees to pay attention to ensure gender distribution when nominating MPs to steering bodies, all committees, working groups, parliamentary delegations in study visits and international organizations as well as other bodies prescribed by the RoP
- Where ever the “socio-economic and other effects” of a draft law are noted and required, amend the RoP throughout by requiring a gender analysis as part of the socio-economic analysis
- Ensure that the RoP contains gender sensitive language, i.e. forms of expression that do not subsume women to generic masculine terms
- Amend RoP to specifically add “sexist language” as unacceptable language which constitutes an interdiction and entails sanctions
- Develop and approve a Code of Conduct for Parliament which will be embodied in the RoP and which will include, inter alia, rules prohibiting sexual harassment

Political Parties

- Introduce a formal commitment to gender equality and gender mainstreaming in the statutes of the political parties
- Encourage political parties to use gender-sensitive language in their documents
- Enhance the participation of women in the Political Bureaus and the Executive of the Political Parties
- Strengthen the role of the existing party’s all-women’s structures including their participation in the party structures which select candidates to stand for election to ensure that they are fully

- representative of society, and therefore include a proportional presence of women¹²⁷
- Where commitment to a voluntary quota and/or parity appears in the statutes, obtain reassurances from leaders of the party that it will be implemented
- Ensure maximum transparency in the procedure for the selection of candidates to stand for election¹²⁸ and their placement on the party's electoral lists
- Enhance organizing campaigns and activities to attract women's membership¹²⁹
- Enhance mentoring and training programmes to enhance the capacity of talented women to take up positions of political responsibility¹³⁰
- Enhance training programmes to strengthen women's media skills and ensure that women members are given a fair chance to speak on behalf of the party on a broad range of issues¹³¹
- Ensure that during electoral campaigns, the broadcasting time allocated to the party is proportionally shared by women and men candidates¹³²
- Set up measures to enable members to reconcile political engagement and family commitments, for instance by providing free childcare during important party events or during electoral campaigns, and avoiding in so far as possible that party meetings take place at unsociable hours¹³³
- Set up systems to regularly assess and discuss gender distribution in political party structures and party mandates and require party leaders to report on this matter on an annual basis¹³⁴
- Encourage political parties on a voluntary basis to set aside funds allocated from the state budget to provide and enhance gender specific seminars and training for women in the party, including potential candidates, candidates and women MPs
- Undertake outreach campaigns to encourage women to participate in the electoral process by voting¹³⁵

Parliamentary Secretariat

- Ensure the Strategic Development Plan of the Parliamentary Secretariat includes a commitment to mainstreaming gender and gender equality at all levels of its operations
- After the restructuring of the Parliamentary Secretariat, review regulations of the Parliamentary Secretariat from a gender perspective to ensure that the Secretariat is also responsible for mainstreaming gender and fostering gender equality
- Amend job descriptions to ensure that they include integration of gender and gender awareness and sensitization
- Ensure that all written documents and communications, including the Parliamentary website which is being currently revised, contain gender sensitive language, i.e. forms of expression that do not subsume women to generic masculine terms
- Ensure that the Parliamentary website is gender sensitive and is developed and updated from a gender perspective

127 Ibid.

128 Ibid.

129 Ibid.

130 Ibid.

131 Ibid.

132 Ibid.

133 Ibid.

134 Ibid.

135 Council of Europe, "Council of Europe Gender Equality Strategy 2014-2017",

- Develop a Parliamentary communications/media strategy that promotes gender equality
- Provide ongoing gender training to Parliamentary Staff, including Heads of Departments and Services of the Secretariat, to ensure that they are well versed in the need for, principles of gender equality and the means by which to achieve it
- Amend the methodology on providing opinions on draft legislation by including a gender analysis of the draft legislation
- Include gender sensitive training in induction programmes for new Members of Parliament
- Provide training in the collection, analysis and reporting of sex disaggregated data
- Implement the draft guidelines for poverty and social impact assessments

Government and Public Agencies

- Maintain and enhance the institutional and human capacity of the Governmental Committee for Equality between Women and Men within the Ministry of Labour, Social Protection and Family
- Create an Inter-ministerial Board on Gender Equality to complement and enhance the work of the Governmental Committee for Equality between Women and Men
- Strengthen the Capacity of Gender Focal Points in the Ministries including the provision of ongoing training on gender analysis, gender budgeting and gender mainstreaming
- Ensure that the job description of the Gender Focal Points are specifically defined
- Provide Office of the People's Advocate with adequate human and financial resources as to ensure that it discharges its role effectively, in particular Article 21 of Law No. 5 of the Equal Chances Law, including the establishment of a full time dedicated Gender Unit
- Provide the Council for Preventing and Eliminating Discrimination with adequate human and financial resources as to ensure that it discharges its role effectively

Additional Gender Mainstreaming Actions

- Review and update the Law on Equal Chances, Law No. 5 , the Law on Equal Chances, as it is almost 10 years old
- Require the Court of Accounts to do a spot audit of various ministries on their application of gender based analysis every 3-5 years; and if necessary amend the Law on the Court of Accounts which came into effect on 1 January 2009 accordingly to include review/audit of the application of gender based analysis within various ministries
- Gather information on gender mainstreaming, including best practices from Council of Europe and other member States
- Provide ongoing training for MPs of awareness and significance of a gender-based approach and the importance of gender mainstreaming in Parliament



APPENDIX “A”

LIST OF CONSULTATIONS As at 08-07-2015

May 26-May 27, 2015

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May 28, 2015

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UN Programme “Women in Politics”

Victoria Ignat
Component Manager
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Elena Ratol
Component Manager
UN Programme “Women in Politics”

May 28, 2015

Claude Cahn
Human Rights Adviser
Office of the Resident Coordinator in Moldova

May 28, 2015

Ulziisuren Jamsran
Country Representative
UN WOMEN

May 29, 2015

Ala Popescu

Secretary General of the Parliament

Gheorghe Ursoi

Head of Strategic Development Service
Secretariat of Parliament

Lidia Tomozel

Strategic Development Service
Secretariat of Parliament

May 29, 2015

Elmars Svekis

Electoral Specialist
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Beatricia Revenco

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UNDP Democracy Programme/Elections

June 1, 2015

Cristian Cioban

Project Coordinator
CPD – Center Partnership Development

June 1, 2015

Stela Turcanu

Advisor to the Standing Committee on Human Rights and
Ethnic Relations

Julian Rosca

Advisor to the Standing Committee on Human Rights and
Ethnic Relations

June 2, 2015

Vladimir Turcan

Chair, Human Rights and Inter-Ethnic Relations Committee
Member of Socialist Party

Ion Casian

Vice-Chair, Human Rights and Inter-Ethnic Relations
Committee
Member of Liberal Party

June 3, 2015

Ion Creanga

Head of General Legal Department
Parliamentary Secretariat

Lidia Bordei

Head of International Unit
Legal Department

June 3, 2015

Daniela Terzi-Barbarosie

Gender Expert
National Consultant

June 3, 2015

Valeriu MUNTEANU

Member of Parliament – Liberal Party
Deputy Chair
Liberal Party Faction

June 4, 2015

Sorin Mereacre

President
East Europe Foundation

Maria Vizdoaga

Program Assistant
Women in Politics Program/EEF Component

June 4, 2015

Corina Fusu

Member of Parliament – Liberal Party
Member of the Committee on Culture, Education, Research,
Youth, Sports and Media
Senior Vice-President Liberal Party
Chair of the Women's Commission of the Liberal Party

June 4, 2015

Alexei Buzu

Executive Director
Centre Partnership Development
Gender Audit CEC and CEC GEAP Author

June 5, 2015

Raisa Apolschii

Member of Parliament – Democratic Party
Chair Legal Affairs, Appointments and Immunities
Member of Democratic Party
Former Ombudsperson

Valentina Buliga

Member of Parliament – Democratic Party
Chair, Women's Commission within Democratic Party
Vice-President Democratic Party
Member of the Committee on Economy, Budget and Finance
Former Minister of Labour, Social Protection and Family
2009-2014

June 5, 2015

Oxana Domenti

Member of Parliament – Party of Moldovan Communists
Chairperson
Committee on Social Protection, Health and Family

June 5, 2015

Alina Radu

Director
Ziarul de Garda
Weekly Investigative Newspaper

Petru Macovei

Executive Director
Association of Independent Press

June 8, 2015

Dafina Gercheva

Resident Coordinator
Resident Representative
UNDP

June 8, 2015

Liliana Palihovici

Member of Parliament – Liberal Democratic Party
Deputy Speaker
Member of the Committee on National Security,
Defence and
Public Order
Sponsor of Bill to Introduce 30% quota

June 8, 2015

Doina-Ioana Straisteanu

Lawyer
Member
Council for the Prevention and Combating
of Discrimination
Created Under Law 121 – Law on ensuring Equality
(also known As Anti-Discrimination Law)

Lucia Gavrilita

Member
Council for the Prevention and Combating of Discrimination

June 9, 2015

Lilia Pascal

Head Policy Department
Prevention of Violence and Insurance of Gender Equality
Ministry of Labour, Social Protection and Family

June 9, 2015

Valentina Stratan

Member of Parliament – Democratic Party
Vice-President (there are two Vice-Presidents)
Committee on Social Protection, Health and Family

Natalia Grosu

Assistant to Dr. Stratan

June 9, 2015

Nina Orlova

National Consultant
Programme Coordinator
UN Programme "Women in Politics"

Victoria Ignat

Component Manager
UN Programme "Women in Politics"

June 9, 2015

Olga Nicolenco

Master of Political Science
Trainer-Consultant in Personal Development, Gender and
Electoral Strategies

June 9, 2015

Ulziisuren Jamsran

Country Representative
UN WOMEN

Corneliu Eftodi

Head of Programme Unit
UN WOMEN

Alexei Buzu

Consultant to Women in Politics Programme

June 10, 2015

Svetlana Ursu

Head
Department of General Communications and Public Relations

June 10, 2015

Galina Bostan

Executive Director
Centre for the Analysis and Prevention of Corruption

June 10, 2015

Veronica Arpintin

National Programme Manager
European Bank for Reconstruction and Development
EBRD Small Business Support (SBS) Moldova

June 11, 2015

Viorica Sterbet

Senior Consultant
Department on Public Visits and Public Relations

June 12, 2015

Alina Iacub

Head of Department
Human Resources Department

Elisaveta Palii

Main Consultant
Former Head of the Human Resources Department

Vera Onica

Main Consultant
Human Resources Department

June 12, 2015

Olga Melniciuc
President AFAM
[Association of Women Entrepreneurs of Moldova]

June 12, 2015

Angelina Zaporojan-Pirgari
Executive Director
Women's Law Center

June 30, 2015

Tatiana Badan
Mayor of Selemet
President
Congress of Local Authorities from Moldova (CALM)

Viorel Furdui, Ph.D.
Executive Director
CALM

Nadeja Darie
Former Mayor of Zberoaia (22 years)
CALM Women's Network Secretary
Expert-Consultant

Irina Luncasu
Expert, Manager of Project

June 30, 2015

Stela Turcanu
Advisor to the Standing Committee on Human Rights and
Ethnic Relations

Julian Rosca
Advisor to the Standing Committee on Human Rights and
Ethnic Relations

July 2, 2015

Mihail Cotorobai
People's Advocate (Ombudsperson)

Olga Vacarciuc
Senior Consultant to People's Advocate

Visanu Natalia
Chair of Public Relations and Training Programme
Office of the People's Advocate

Mihail Timus
Consultant
Training and Public Relations Department
Office of the People's Advocate

July 3, 2015

Elena Bodnarenco

Secretary of the Communist Party Faction
Chair of Standing Committee for Public Administration
Regional Development, Environment and Climate Change

Tatiana Bodnarenco, former MP

Assistant to Elena Bodnarenco

July 7, 2015

Mihaela Spataru

Member of Parliament – Liberal Democratic Party
Member of the Standing Committee on Human Rights and
Inter-Ethnic Relations

July 7, 2015

Nighina Azizov

Advisor of Deputy Speaker
Parliament of Republic of Moldova
Country Manager
Women's Democracy Network

Cristina Boaghi

Country Manager
Women's Democracy Network

Eugenia Iurco

Women Leadership School
Country Manager

July 8, 2015

Ecaterina Mardarovici

Executive Director and President
Women's Political Club of 50/50

July 8, 2015

Lilian Carp

Member of Parliament – Liberal Party
Member of the Standing Committee for Social Protection,
Health and Family

Ion Casian

Member of Parliament – Liberal Party
Member of the Standing Committee for Human Rights and
Inter-Ethnic Relations

July 8, 2015

Tatiana Cunetchi

Chief of Staff
Party of the Socialists' Faction

Alla Dolinta

Member of Parliament – Party of the Socialists
Secretary
Committee on Legal Affairs, Appointments and Immunities

Marina Radvan

Member of Parliament - Party of the Socialists
Member of the Committee for Culture, Education, Research,
Youth, Sports and Media



SUMMARY

as at 8 July 2015

Number of Meetings:	42
Number of Individuals consulted:	71
Number of MPs consulted:	15 (includes MPs who completed questionnaires)
Number of PGs represented:	5 (All)
Number of Individuals consulted from Parliamentary Secretariat, including SG:	12
Number of Ministries consulted:	1
Number of CSOs:	8
Number of Independent Public Agencies:	2
Number of UNCT members:	3
Number of UNDP/UNWOMEN Programmes:	1
Number of Development Partners:	1
Number of Private Sector Representatives:	2
Number of Media Representatives:	2



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In our work to reach the objectives of the Millennium Declaration, gender equality is not only a goal in its own right; it is critical to our ability to reach all the others. Study after study has shown that there is no effective development strategy in which women do not play a central role. When women are fully involved, the benefits can be seen immediately: families are healthier and better fed; their income, savings and reinvestment go up. And what is true of families is also true of communities and, in the long run, of whole countries.

**KOFI ANNAN, SECRETARY-GENERAL
OF THE UNITED NATIONS**
(AT THE 2003 INTERNATIONAL WOMEN'S DAY
CELEBRATION)