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**MASTER SCHOOL OF EXCELLENCE IN BUSINESS AND
ECONOMY**

DEPARTMENT OF “FINANCE AND INSURANCE”

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Declaration on own responsibility

Declaratie privind propria raspundere

a) studentul

Subsemnatul(a), Parea Natalia, absolvent al Școlii Masterale în Economie și Business al Academiei de Studii Economice din Moldova, programul de master Managementul proiectelor europene, **declar pe propria răspundere că teza de master pe tema „Analiza de gen a cheltuielilor publice din Republica Moldova” a fost elaborată de mine și nu a mai fost prezentată niciodată la o altă facultate sau instituție de învățământ superior din țară sau din străinătate, iar exemplarul prezentat și înregistrat la catedră corespunde integral cu varianta electronică plasată în sistemul Anti-plagiat.**

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b) conducătorul științific

Subsemnatul(a), **Petroia Andrei, dr. conf. univ.** la catedra **Finanțe**, în calitate de conducător științific a tezei de master a studentului Parea Natalia, cu tema „**Analiza de gen a cheltuielilor publice din Republica Moldova**”, declar că teza prezentată corespunde după structură și conținut planului aprobat și obiectivelor stipulate și admit, pe această cale, plasarea tezei în Repozitoriul ASEM.

Data

Semnătura

List of Abbreviations

BCCIC	British Columbia Council for International Cooperation
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CoE	Council of Europe
CSO	Civil Society Organizations
ECOSOC	United Nations Economic and Social Council
EOC	Equal Opportunities Commission
ETUC	European Trade Union Confederation
EU	European Union
GAD	Gender and Development
GDP	Gross Domestic Product
GRB	Gender Responsive Budgeting
IFI	International Financial Institution
ILO	International Labor Organization
MDG	Millennium Development Goals
MF	Ministry of Finance
NGO	Non-Governmental Organization
OECD	Organization for Economic Co-operation and Development
PFM	Public Finance Management
SDG	Sustainable Development Goals
UN	United Nations
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UNICEF	The United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
WB	World Bank
WHO	World Health Organization
WID	Women In Development

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Introduction

In most of the countries, gender equality is an important national goal. This is particularly so in some human development sectors (especially education and health). For several low-income countries, gender issues are also important in the agriculture sector. Finally, several government commitments toward achieving the Millennium Development Goals (MDGs) also emphasize the importance of examining resource allocations for MDG priorities, including the gender equality priority.¹

The importance of approached theme lays in the *equality* notion as a multidimensional term embracing economic, cultural and social dimensions alike. There are strong reasons to believe that a reduction of gender inequality is important in the promotion of economic growth and in the reduction of poverty. A lessening in gender inequality, especially in its more extreme forms, is also desirable from human rights prospective.

The actuality of study is in *mainstreaming* process which is clearly essential for securing human rights and social justice for women as well as men; it also increasingly recognized that incorporating gender perspectives in different areas of development ensures the effective achievement of other social and economic goals. Mainstreaming can reveal a need for changes in goals, strategies and actions to ensure that both women and men can influence, participate in and benefit from development processes. This may lead to changes in the Republic of Moldova's – structures, procedures and cultures – to create better environments which are conducive to the promotion of gender equality.

Gender analysis of expenditure is one tool within a wide-ranging school of analysis called gender budgeting. Gender budgeting provides a range of methodologies for analysis of expenditure and revenue streams by gender, enabling policy makers, analysts and governments to understand any differential impacts on men and women of policy decisions.

Gender budgeting does not imply an increased focus on gender specific expenditure or revenue. Instead it enables policy makers to unpick assumptions of gender neutrality and examine potential 'gender blindness' when developing policy and evaluating policy outcomes.²

The degree of study on approached theme in literature over the past decade gender mainstreaming has increased its role significantly. In the whole world policies on gender equality

¹ RUIZ ABRI Maria Elena, OFOSU-AMAAH A. Waafas, Improving Gender Targeting of Public Expenditures, World Bank, 2009, page 8-14, available at <<http://documents.worldbank.org/curated/en/372841468326708643/pdf/702540ESW0P1050cyReport0TxtWeb0Fin2.pdf>>

² The ILO Bureau for Gender Equality, Gender analysis of expenditure project, International Labor Organization, 2004, page 10-14, available at <http://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_111403.pdf>

and strategies for implementing gender mainstreaming have been developed; research on gender perspectives in different areas and the sex-disaggregation of data has increased; considerable knowledge of the gender perspectives in different areas and important institutional measures have been adopted to increase the awareness, knowledge, and capacity for implementing gender mainstreaming, including training programs. A number of persistent constraints remain, however, to be addressed, including conceptual confusion, inadequate understanding of the linkages between gender perspectives and gaps in capacity to address gender perspectives once identified.

The investigated object of the present paper consists in gender analysis of national public expenses, and more precisely to be – expenses on education, agriculture and social insurance insights, as well we dedicated some analysis to the salary gender gap and women participation in the public sector as we think this is a key approach of better understanding the gender issue in our country through the social dimension.

The specific objects of study of the present paper are the following:

- To study theoretical and methodological notes on gender analysis of public expenditures;
- To use statistical data in order to define the main items of national expenditures;
- To determine the share of expenditures of different sectors of economy in the total public expenditures;
- To use all disposable data to observe the discrepancies regarding men and women, and perform the gender analysis;
- To elaborate suggestions for reframing and prioritizing public expenditures to promote gender equality;
- To identify the objectives and conditions of implementing the gender budgeting in Moldova;
- The need ,purpose and methodology of implementation of GRB in Moldova;
- The premises of GRB in Moldova and
- Directions for GRB implementation into the budgetary process in the Republic of Moldova.

The scope and tasks of the current thesis is on strategies that have been put in place to address these constraints, including fact sheets on the concepts underlying gender mainstreaming, briefing notes on the linkages between gender and different sectors and competence development programs. As methodological basis for this research were used

theoretical investigations of economic specialists from Moldova, Romania, Russia, France, United Kingdom, United States of America, such as A. Petroia, A. Casian, M. Belostecinic, B. Bregmann, Simel Esim, Anwar Shah, Mary Andersen , and others.

Methodology and methods of analysis suppose the application of economic principles, statistical methods, charts and tables, comparison, observation, classification, grouping, analysis as well as deduction of some conclusions regarding the analyzed subject. Graphics and tables are at the base of analysis as well as figures and charts, while the analysis main tool is constituted by the observation and deducting conclusions regarding the dynamics, share and available statistics by gender on the national public expenditures. Also have been used such methods as synthesis and analysis, the content-analysis of the sources of publications, which was very useful not only for better understanding of the information used, but also in recognition of the different sides of opinions.

Elements of scientific innovation include but it's not limited to the systematization of conceptual delimitations of gender budgeting ,concepts of monitoring and evaluation of the public expenditures through the gender prism and their correlation, systematizing objectives and principles, addressing benefits and detailed analysis of integration of GRB into the budgetary process in Moldova.

This work consists of three chapters. In the **Chapter I** of this work is described the general approach of gender aspects integration into the public policies including the general theories and concepts on the gender mainstreaming process both nationally and internationally. First theme of this chapter is dedicated to the importance of gender mainstreaming as a public policy and the reasons why it must become as a main priority especially for countries in development. In the next two I have examined the gender mainstreaming at both levels international and national and analyzed the present strategies and policies of promoting the gender equality in Republic of Moldova and its commitments.

The **Chapter II** is dedicated to the practical study of the gender analysis of public expenditures including the objectives and conditions of implementing gender responsive budgeting as well as the need,purpose and methodology of gender analysis. There is presented the statistical analytical data regarding gender equality, gender composition of different economic sectors, such as education and agriculture and phenomenon of wage gaps among male and female population of Republic of Moldova and the participation of men and women in the public life.

The **Chapter III** include a comprehensive analysis of the possibilities of introduction of gender responsive budgeting into the budgetary process in the Republic of Moldova and namely

introducing the premises and objectives of implementation of gender budgeting. Also i analyzed the GRB politics in Austria as a provocation for Republic of Moldova and as its direction of implementation followed by its legal and institutional framework into the budgetary process in Republic of Moldova.

CHAPTER I. GENERAL APPROACH OF GENDER ASPECTS INTEGRATION INTO THE PUBLIC POLICIES

1.1 Promoting gender mainstreaming as one of the main priorities of the society

Most societies allocate different roles, responsibilities, and activities to women and men. Although the nature of the work varies greatly between and within countries and cultures, there are some general patterns in the social and economic roles of men and women.

Mainstreaming in relation to gender and women entered the development literature over the decade and a half since the Third World Conference on Women held in Nairobi in 1985. Mary Anderson identifies the entry of the term into discussions on women in development to the early-1980s³, and the term was in general use in UNIFEM during the five years immediately following the Third World Conference on Women in Nairobi in 1985⁴. Mainstreaming has gained its meaning through usage and consensus rather than through formal definition. Efforts to provide a formal definition came only after the term had long been in general use.

A number of organizations have been working to establish definitions and to draw upon developing practice and experience to outline frameworks or guidelines for mainstreaming as follows:

- **Council of Europe-** this definition of gender mainstreaming was adopted by a Council of Europe expert group.⁵

“Gender ‘mainstreaming’ is the (re)organization, improvement, 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.”

- **European Commission-** the Commission of the European Union defined mainstreaming in the following way in its communication on the strategy.⁶

³ ANDERSEN Mary, Focusing on Women. UNIFEM’s Experience in Mainstreaming, New York: United Nations Development Fund for Women, 1993, page 8-21, available at:

<<https://www.trocaire.org/sites/default/files/resources/policy/1992-mainstreaming-wid.pdf>>

⁴ ANDERSEN B. Mary, Women on the Agenda: UNIFEM’s Experience in Mainstreaming with Women 1985-1990, United Nations Development Fund for Women, May 1990, page 4-10, available at:

<http://www.bridge.ids.ac.uk/docs_gem/index_policy/unifem.pdf>

⁵ Council of Europe website, Democracy and Gender Equality, article on ‘Achieving Gender Mainstreaming in all Policies and Measures’, available at: <<http://www.coe.int/en/web/genderequality/gender-mainstreaming-at-the-council-of-europe>>

⁶ European Commission website, Justice and Gender Equality category, available at: <<http://ec.europa.eu/justice/gender-equality/>>

“Mainstreaming involves ‘mobilizing all general policies and measures specifically for the purpose of achieving equality by actively and openly taking into account at the planning stage their possible effects on the respective situations of men and women (the gender perspective).”

- **Equal Opportunities Commission (Great Britain)**- the EOC framework document on ‘mainstreaming’ gender equality in local government notes that:

“Mainstreaming is the integration of equal opportunities into all policy development, implementation, evaluation and review processes ... mainstreaming involves making equal opportunities the responsibility of a wide range of actors including politicians and external partners.”⁷

- **United Nations Economic and Social Council (ECOSOC)**- this definition is the most common accepted and most widely used :⁸

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

Although the term is being used for more than a decade, many misconceptions about mainstreaming continue to confuse policy makers and development agencies. Mainstreaming embraces two different but related aspects:

- *Mainstreaming women* and their specific concerns and issues; and
- *Mainstreaming gender* as a means of identifying the different interests, needs and effects of policies, programs etc. on women and men.

Mainstreaming women represents the more political aspect of mainstreaming, emphasizing the importance of women's equal participation not just as actors in development, or even as beneficiaries, but particularly as an active player in all decision-making processes. The early use of mainstreaming by the WID movement tended to focus more on women than gender, and thus

⁷ Scottish Government website, Learning from Experience: Lessons in Mainstreaming Equal Opportunities, available at: <<http://www.gov.scot/Publications/2003/05/17105/21753>>

⁸ International Labor Organization website, Gender Equality Tool, available at: <<http://www.ilo.org/public/english/bureau/gender/newsite2002/about/defin.htm>>

on women and women's concerns as the subjects to be entered into the mainstream. This may also explain why, since WID has been discredited as an overall strategy in favor of the gender approach, mainstreaming now focuses more often on gender than women.

Mainstreaming gender through gender analysis and other related methods seems to represent the more technical component of mainstreaming. In some ways, it might also be regarded as the less controversial, since in theory (and in practice in male-dominated countries and sectors) gender analysis could be carried out entirely by men. From another perspective, mainstreaming gender might be regarded as more progressive because of its association with the Gender and Development, or GAD, approach as opposed to the earlier WID approach to the advancement of women.

The linkages between mainstreaming women and mainstreaming gender are complex but it is absolutely imperative to point the fact that gender mainstreaming is not focused on women; it is about men, women, children, and society in general. It is essential to take measurement to allow men to feel valued and be able to positively participate in the gender mainstreaming process, which will assure taking responsibility to play a role in gender equality.

The Council of Europe expert group identified⁹ the following factors as necessary conditions or facilitating factors for gender mainstreaming:

➤ *Political will*

Gender mainstreaming should be made a political issue. The government should issue a 'mission statement' stating clearly its intention to mainstream the gender equality perspective into all policies and programs, and indicate that the objective is that these programs and policies will effectively promote and lead to gender equality. The government will also have to lay down clear criteria for gender mainstreaming which can help the actors. Without a strong political will to create little by little a consensus on, and a culture of, gender equality, the policy of gender mainstreaming will not be successful. The political will to mainstream involves the will to question current gender relations and the structures, processes and policies perpetuating inequality. It implies, among other things, equal access to paid work and to economic power, and the will to

⁹ Gender mainstreaming. Conceptual framework, methodology and presentation of good practices. Final Report of activities of the Group of Specialists on Mainstreaming (EG- S- MS). General Directorate of Human Rights. Strasbourg, 2004, available at:

<<https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=090000168059588>>

adapt the structures and processes enabling the sharing of family responsibilities and household tasks.

➤ *Specific gender equality policy*

1. Equal opportunities legislation and anti-discrimination laws: equality legislation serves as a safeguard against discrimination, not least in the labor market. This legislation is a necessary basis for the promotion of equality.
2. The existence of mechanisms such as equality ombudsmen or equality commissions or councils for protection against discrimination.
3. A strong national equality machinery (administrative organization) with sufficient tools and resources (both human and financial) to exert influence on policy at all levels.
4. Specific equality policies and actions to address specific women's - or men's - interests.
5. The existence of equality divisions or focal points within each ministry.
6. Research and training on gender equality issues.
7. Awareness-raising about gender equality.

➤ *Gender Statistics*

Data on the current situation of women and men, and on current gender relations, are absolutely necessary for mainstreaming. The problem is not only that statistics are not always segregated by sex, but also that data can be gender biased. Good statistics comprise data that are relevant for both women and men and that are split up by sex as well as by other background variables.

➤ *Comprehensive knowledge of gender relations*

As mainstreaming is not a goal in itself, but a strategy to achieve gender equality, it presupposes that the necessary knowledge of gender relations is available for policy-makers. Not all knowledge can be developed in gender equality machineries and, therefore, sufficient research in gender studies has to be carried out and made available. Such research would comprise the analysis of current imbalances between the sexes in all policy fields as well as prognoses of how future initiatives will affect women and men. Mainstreaming requires strong gender studies. The existing differences between countries, in terms of the degree of development of gender studies and/or the degree of interaction between gender studies and the policy process, underline the important role these external experts play. When knowledge of gender relations is available in

several places in the administrative system, this will facilitate gender mainstreaming to a great extent.

➤ *Knowledge of the administration*

Gender mainstreaming involves the reorganization, development, implementation and evaluation of policy processes, as well as information about the qualities of the administrative system. This includes knowledge of the location of gender expertise, but also on policy process aspects: what actors are normally involved, which steps are normally taken, who is normally responsible.

➤ *Necessary funds and human resources*

Financial means are an absolute prerequisite for gender mainstreaming, as for any other policy strategy. Mainstreaming implies a reallocation of existing funds. Even if countries show the necessary political will and have comprehensive gender equality policies and detailed knowledge of gender relations at their disposal, this will not enable them to adapt existing policy techniques and tools, set up new channels of co-operation and provide the necessary gender training for policy-makers. All these aspects mentioned require financial means. It would be very short-sighted to take only the immediate costs of gender mainstreaming into account. Long-term benefits have to be taken into consideration when considering short-term costs of gender mainstreaming.

➤ *Participation of women in political and public life and in decision-making processes*

It is obvious that it will be difficult to obtain the political will for gender mainstreaming if women are not fully involved in political and public life and in decision-making in general. Therefore, it is important that women enter political and public life in much greater numbers. It is especially important that women enter decision-making processes, to ensure that the various values, interests and life experiences of women are taken into account when decisions are made. It is obvious that not every woman is necessarily an advocate for women's issues, but, as a matter of fact, most advocates for balanced gender relations are women. Besides, experience shows that in countries where a greater number of women participate in decision-making, changes are more considerable and take place at a quicker.

However the most important and necessary prerequisite is political will. Without political will, there will be no reallocation of funds for developing knowledge of gender issues or for developing and implementing policies containing a gender perspective. The question is how to attract the interest of decision-makers for gender mainstreaming.

The Basic Principles of Mainstreaming according to UN Division for the Advancement of Women¹⁰ are the following:

- ✓ Adequate accountability mechanisms for monitoring progress need to be established;
- ✓ The initial identification of issues and problems across all area(s) of activity should be such that gender differences and disparities can be diagnosed;
- ✓ Assumptions that issues or problems are neutral from a gender-equality perspective should never be made. Gender analysis should always be carried out;
- ✓ Clear political will and allocation of adequate resources for mainstreaming, including additional financial and human resources if necessary, are important for translation of the concept into practice;
- ✓ Gender mainstreaming requires that efforts be made to broaden women's equitable participation at all levels of decision-making;
- ✓ Mainstreaming does not replace the need for targeted, women-specific policies and programs, and positive legislation; nor does it do away with the need for gender units or focal points;

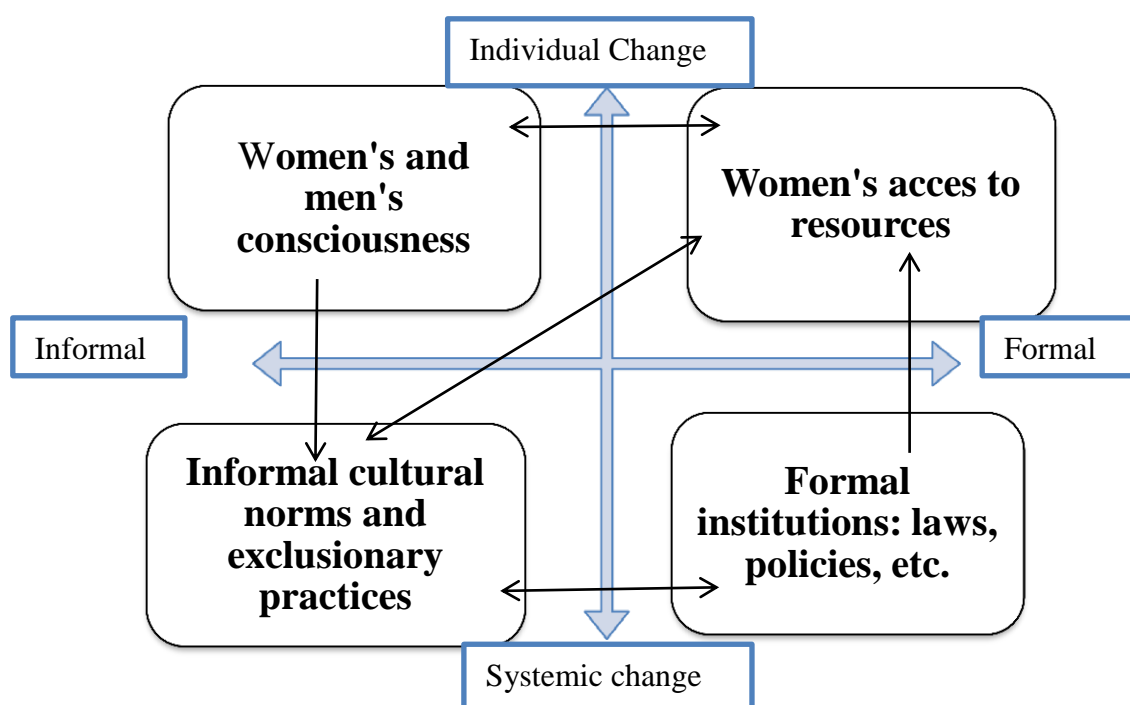


Figure 1.1 Changes through gender mainstreaming

¹⁰ International Labor Organization website, Gender Mainstreaming Definition, available at: <http://www.ilo.org/public/english/bureau/gender/newsite2002/about/defin.htm>

Source: Elaborated by the author based on the Publication “Gender Mainstreaming. Does gender mainstreaming improve women’s chances to participate at the decision-making process?”, European Commission, 2010 , available at: <[http://www.sister-cities-going-gender.org/SISTERS/\(4\)%20Annex%20III%20%20\(AoF%20-%20GENDER%20MAINSTREAMING%20%20AN%20EXPERTISE.pdf](http://www.sister-cities-going-gender.org/SISTERS/(4)%20Annex%20III%20%20(AoF%20-%20GENDER%20MAINSTREAMING%20%20AN%20EXPERTISE.pdf)>

Mainstreaming gender equality may be a step forward to a more human and less economic approach of the general development and management of contemporary democratic societies. By taking the gender equality perspective into account, policies will be better defined in terms of the real needs of women and men. The lives of all people, both women and men, will thus improve. In this sense, gender mainstreaming is a real win-win strategy.

- ✓ Because it leads to better government

Gender mainstreaming should lead to better informed policy-making and therefore better government. It will challenge the assumption that policies are gender neutral – which they never are – and reveal the hidden assumptions on reality and values. It will lead to a greater transparency and openness in the policy process.

- ✓ Because it involves both women and men and makes full use of human resources

Until now, work for the promotion of gender equality has mostly been undertaken by a few women. Gender mainstreaming would involve many more people, both women and men. It would also make clear that society nowadays is dependent on using all human resources, and the experience of both women and men. It acknowledges the shared responsibility of women and men in removing imbalances in society. Finally, by involving a broader range of external actors in the policy process, gender mainstreaming might help to reduce the democratic deficit, which characterizes many current democracies.

- ✓ Because it makes gender equality issues visible in the mainstream of society

Gender mainstreaming will give a clear idea of the consequences and impact of political initiatives on both women and men, and of the balance between women and men in the area concerned. Gender equality issues will become visible and will be integrated into the mainstream of society, whereas until now they have always been on the sidelines. It should show that gender equality is an important societal issue with implications for all and for the development of society, and that it is not just a “cost” or a “luxury”. Gender mainstreaming recognizes that the imbalance between women and men cannot be efficiently combated without the interest,

involvement and commitment of the political system and of society as such. It will change attitudes towards gender equality, too often negative, and launch a new debate on equality issues, from a different angle to the usual one.

- ✓ Because it takes into account the diversity among women and men

It is generally acknowledged that women – and men – are not a homogenous group. In order to pay due attention to this diversity, policies and policy instruments have to allow for taking diversity into account. Gender mainstreaming may be able to target better the particular situation of different groups of women where specific equality policies have so far not been successful, because it leaves room for diversity. From a gender mainstreaming perspective, the problem is not the fact that there are differences but that they are connected to a hierarchical ranking and that there is a danger of measuring all citizens to a male norm. In this sense gender mainstreaming goes a step further than merely working towards gender equality. It leaves room for non-hierarchical diversity in general, be it in terms of sex, race, class or a combination of factors. In other words, it takes into account that human beings are not abstract subjects, but that they have particular identities. This side-effect of mainstreaming as a strategy to promote gender equality is a positive one for the whole of society.

1.2 Gender mainstreaming at international level

The United Nations Charter of 1945 and the Universal Declaration of Human Rights in 1948 established the first official worldwide recognition of women's equality and non-discrimination on the basis on sex. However up until the late 1960's the focus was on women's reproductive roles, as women were seen as wives and mothers and their main issues were supposed to be obtaining access to food and health care.

The 70's and 80's marked a new phase in which the debate moved beyond women's equality and the domestic sphere of women's role as wives and mothers onto the global stage where the role of women was promoted as an aid for economic development. The important events such as the First World Conference for Women held in Mexico 1974, the UN decade for women "76-85" and the promotion of the Women In Development (WID) approach emphasized women's right to development, recognition of women's economic role in national economies and, most significantly, gave a voice to women in developing countries.

In the late 80's the Gender and Development (GAD) approach was developed with the idea of improving the development model by "removing disparities in social, economic, and political

balances between women and men as a pre-condition for achieving people-centered development”.¹¹

As illustrated in Figure 1.2, the gender process is long and ongoing. Practitioners are still struggling to bring a consciousness of gender issues to development work that will change perceptions and bring about true equality between men and women.

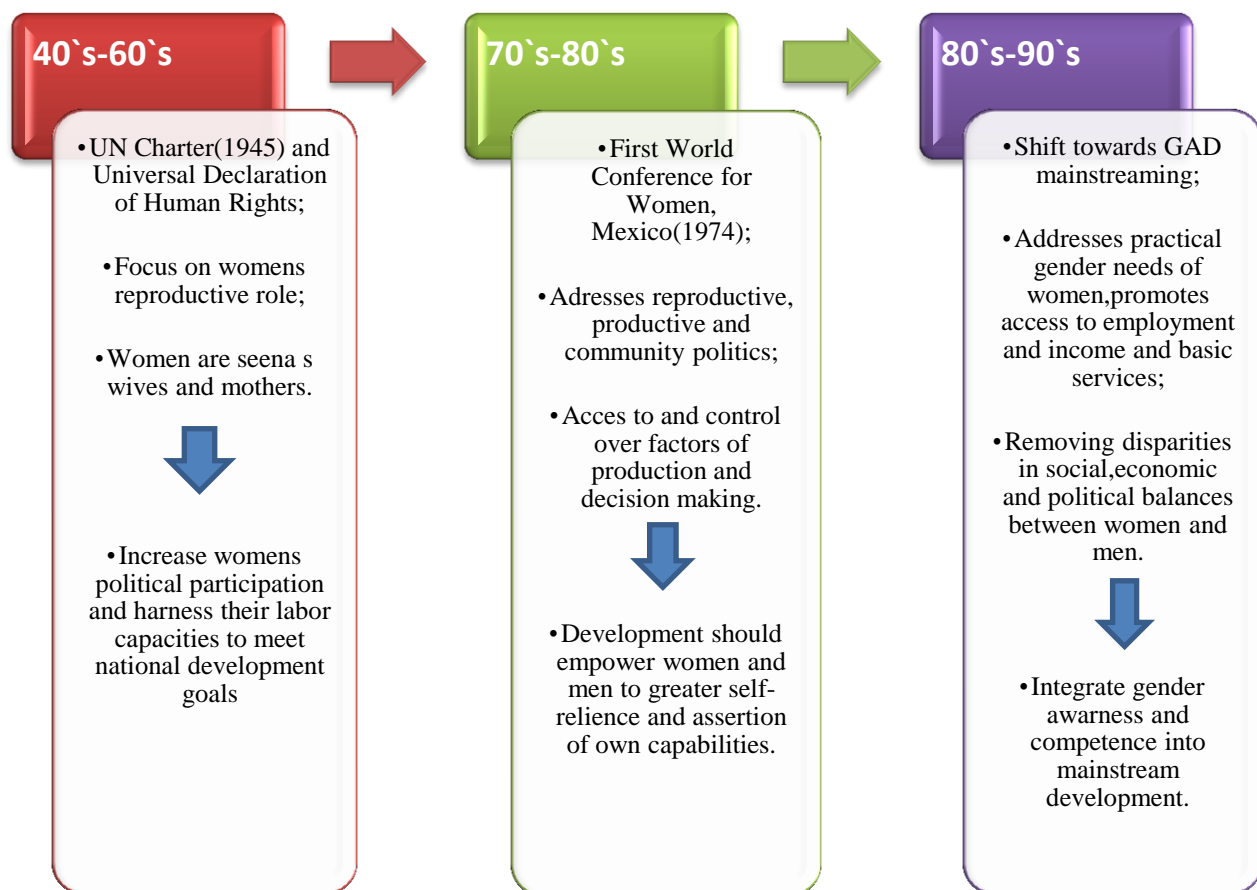


Figure 1.2 Gender and development-historical framework

Source: Elaborated by the author based on Wikipedia article on 'Gender Mainstreaming' available at: <http://www.wikigender.org/wiki/gender-mainstreaming/> [Viewed 24 March 2017].

In September 2000, building upon a decade of major United Nations conferences and summits, world leaders came together at the United Nations Headquarters in New York to adopt the United Nations Millennium Declaration.¹²

The Declaration committed nations to a new global partnership to reduce extreme poverty, and set out a series of eight time-bound targets - with a deadline of 2015 - that have become known as the **Millennium Development Goals (MDGs)**.(Figure 1.3)

¹¹ REEVES Hazel, BADEN Sally, Gender and Development: Concepts and Definitions,2002, pag.20

¹² United Nations Millennium Declaration. Resolution adopted by the General Assembly, New York, 2000, available at: <http://www.un.org/millennium/declaration/ares552e.pdf>

The final MDG Report¹³ found that the 15-year effort has produced the most successful anti-poverty movement in history:

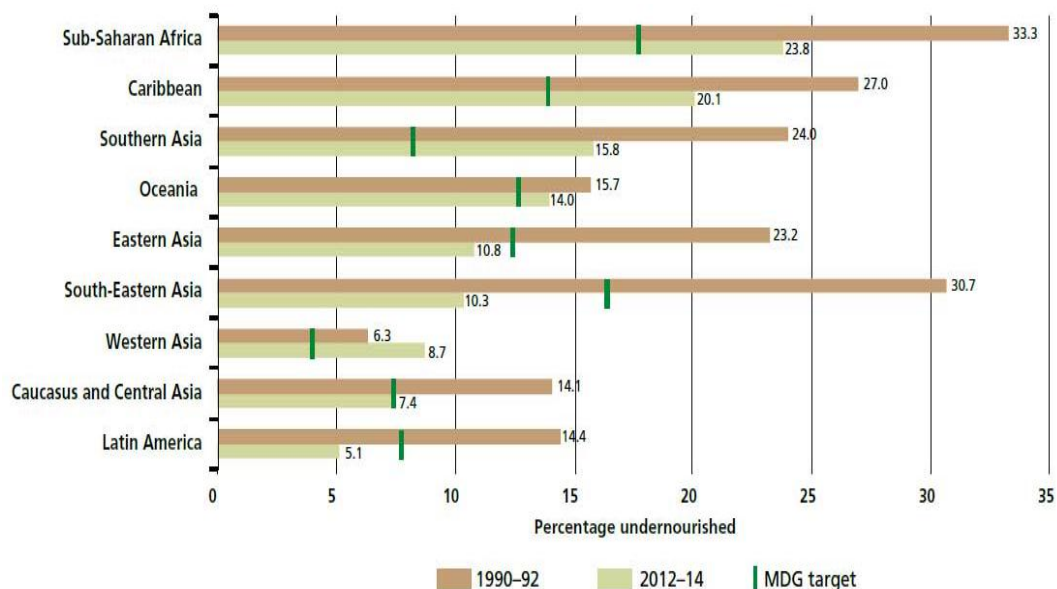
- ✓ Since 1990, the number of people living in extreme poverty has declined by more than half.



Figure 1.3 The Millennium Development Goals set for 2000-2015

Source: Elaborated by the author based on United Nations Millennium Declaration. Resolution adopted by the General Assembly, New York, 2000, available at: <<http://www.un.org/millennium/declaration/ares552e.pdf>> [Viewed 24 March 2017]

- ✓ The proportion of undernourished people in the developing regions has fallen by almost half; (Figure 1.4)



¹³ United Nations, Report on The Millennium Development Goals, New York, 2015, page 4- 9, available at: <http://www.undp.org/content/dam/undp/library/MDG/english/UNDP_MDG_Report_2015.pdf>

Figure 1.4 Undernourishment trends, a comparison between 1990-92 and 2011-13.

Source: UN News Center, article “World hunger falls, but number of undernourished remains ‘unacceptably high’ – joint UN report” <<http://www.un.org/apps/news/story.asp?NewsID=48726#.WQcrhPnyjIU>> [Viewed 24 March 2017]

- ✓ The primary school enrolment rate in the developing regions has reached 91%, and many more girls are now in school compared to 15 years ago (Figure 1.5);

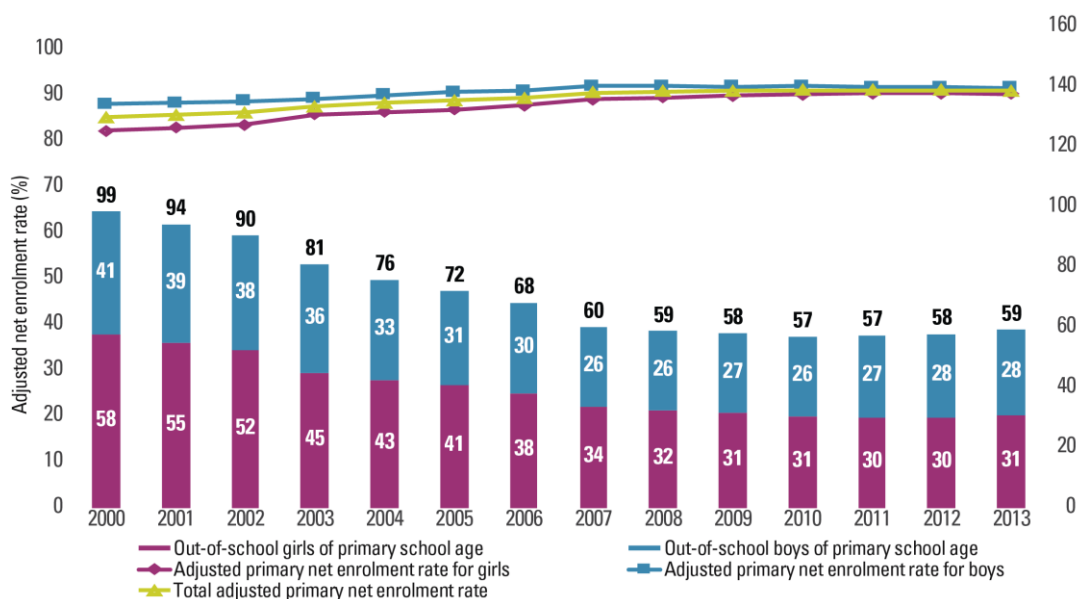


Figure 1.5 Out of school children of primary school age, 2015, millions.

Source: UNICEF Statistics, Data on Education <<https://data.unicef.org/topic/education/primary-education/>> [Viewed 24 March 2017]

- ✓ Remarkable gains have also been made in the fight against HIV/AIDS, malaria and tuberculosis;
- ✓ The under-five mortality rate has declined by more than half, and maternal mortality is down 45 percent worldwide;
- ✓ The target of halving the proportion of people who lack access to improved sources of water was also met;
- ✓ The concerted efforts of national governments, the international community, civil society and the private sector have helped expand hope and opportunity for people around the world.

However with all remarkable results only a part from the objectives were achieved by exploring the gender gap opportunities. In 2015 for example the global gap index for education was 0.95, for health 0.96 since for politics 0.23 and economy participation 0.59. (Figure 1.6)

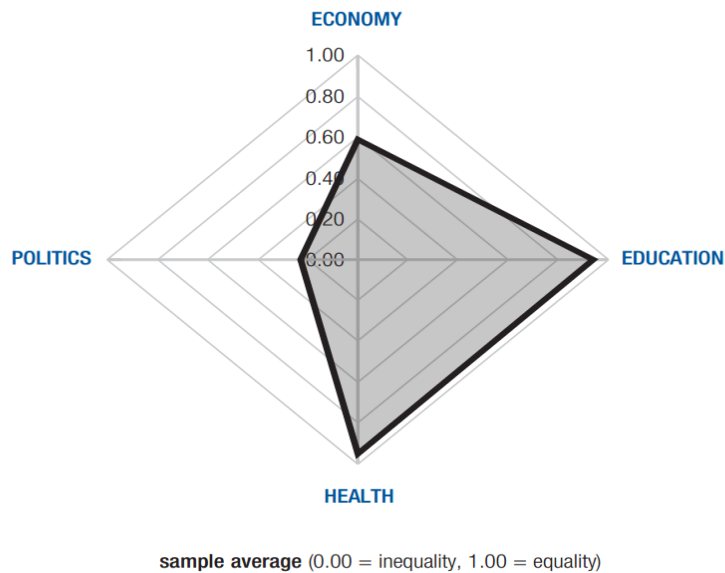


Figure 1.6 Global Gender Gap performances, 2015.

Source: World Economic Forum, Report on Gender Global Report for 2015, Infographics, [Viewed 02 May 2017] available at: <<http://reports.weforum.org/global-gender-gap-report-2015/social-media/>>

If to analyze in dynamic the global earnings in 2006 and 2015 (Figure 1.7) we can see from

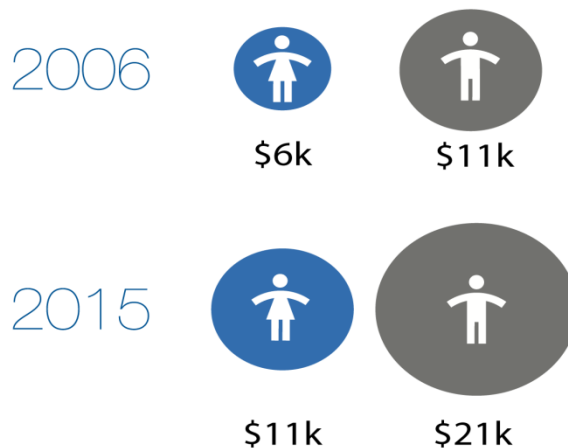


Figure 1.7 Global Average, Annual Earnings, 2006; 2015.

Source: World Economic Forum, Report on Gender Global Report for 2015, Infographics, [Viewed 02 May 2017] available at: <<http://reports.weforum.org/global-gender-gap-report-2015/social-media/>>

the volume perspective that it has almost doubled both in women and men earnings, however from the gender point of view they are remaining the same: men are earning double as women

and this because of several reasons. First, we have to point out that only 46% of women are active from 100% who are able to work and contribute to the development since the active men in the global workforce is 82%. (Figure 1.8)



Figure 1.8 Men and Women in the Labor Force, 2016

Source: World Economic Forum, Report on Gender Global Report for 2015, Infographics, [Viewed 02 May 2017] available at: < <http://reports.weforum.org/global-gender-gap-report-2015/social-media/> >

These results come even if in dynamics we are facing an increase in the woman workforce on the global level (Figure 1.9) with 0.25 billion more than in 2006.

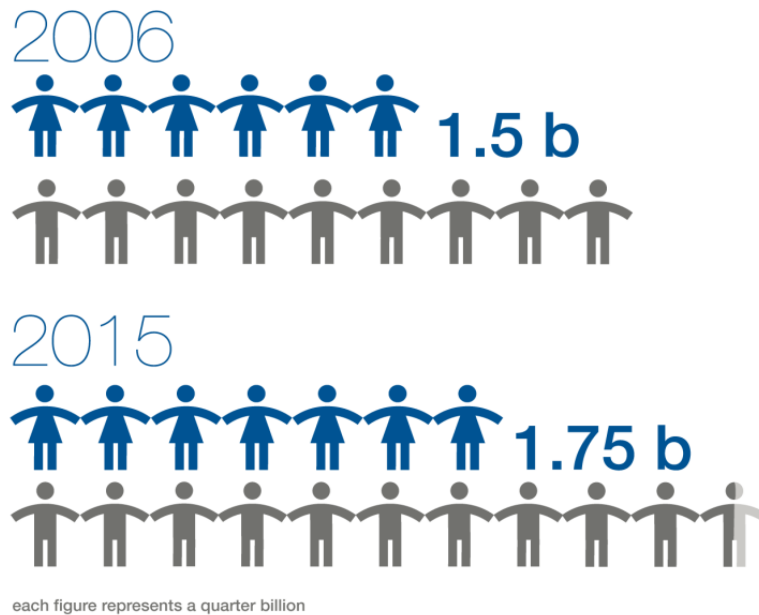


Figure 1.9 Women in the Global Force, 2006; 2015.

Source: World Economic Forum, Report on Gender Global Report for 2015, Infographics, [Viewed 02 May 2017] available at: < <http://reports.weforum.org/global-gender-gap-report-2015/social-media/> >

If to analyze the global workforce from the qualifications perspective which at all three levels: primary, secondary and tertiary is fully gender ballanced then when it comes to women to take a

job – only 66 % of them take one, 86 % are promoted in skilled jobs and only 36 % occupy leadership roles. (Figure 1.10)

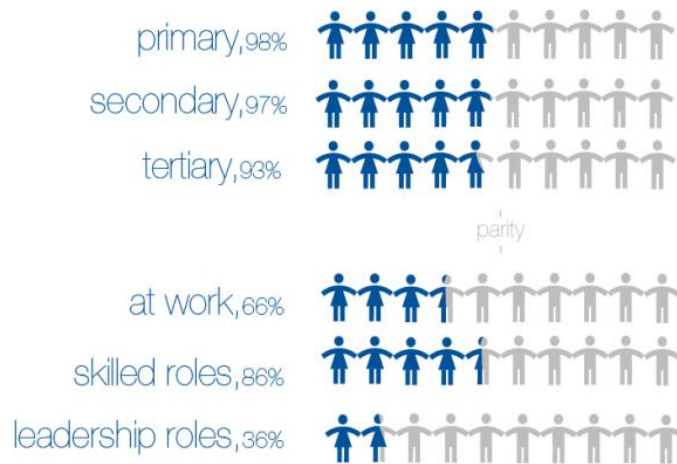


Figure 1.10 Same qualifications, different outcomes, 2015.

Source: World Economic Forum, Report on Gender Global Report for 2015, Infographics, [Viewed 02 May 2017] available at: <<http://reports.weforum.org/global-gender-gap-report-2015/social-media/>>

Analyzing the Figure 1.11 we can see the industries where women are most likely to progress up the career ladder are education and social services and healthcare where 4 out of every 10 senior managers are female and at the other end the industries in which women as managers are 1 or 2 out of every 10 managers are food and beverages, financial services, professional services, retail, agriculture, gas, technology, technology, manufacturing, transport, construction and mining.

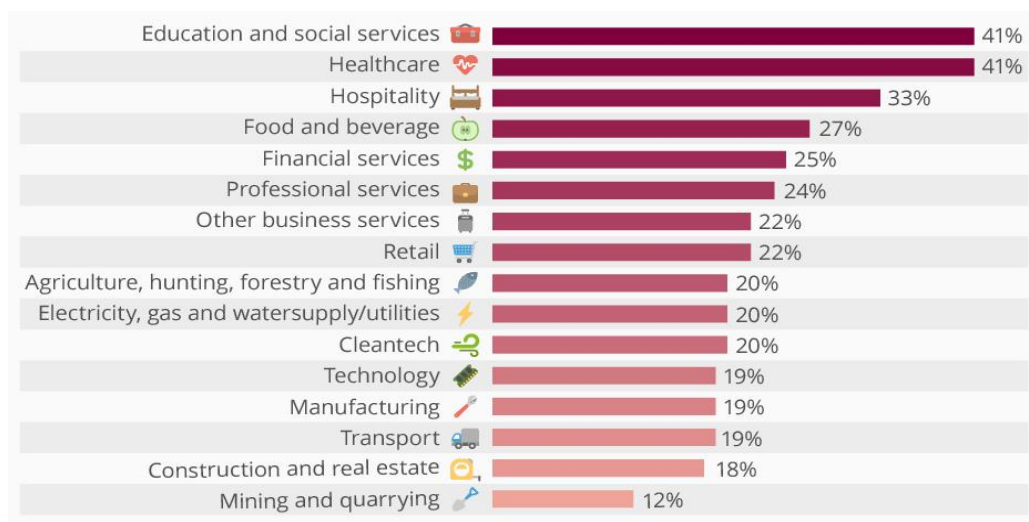


Figure 1.11 The Industries with most Female Leaders, global overview, 2015.

Source: MCCARTY Niall, Article on "The Industries with The Most Female Managers", Statista Website, 2016 <<https://www.statista.com/chart/4482/the-industries-with-the-most-female-managers/>> [Viewed 24 March 2017]

Women’s participation has been increasing in middle/senior management levels in many OECD countries. However, the disparities between men and women increase as one climbs the organizational ladder. According to the results of an online survey conducted by Ipsos Mori¹⁴ in 24 countries with 8,822 respondents, shows that women are feeling discriminated. The infographic (Figure1.12) below shows the countries where women either disagree very much or disagree somewhat that they "have full equality with men and freedom to reach their full dreams and aspirations". Spain had the highest level of disagreement (73 percent), followed by Japan (67 percent) and South Korea (64 percent). Russian women were far less inclined to disagree with that statement.

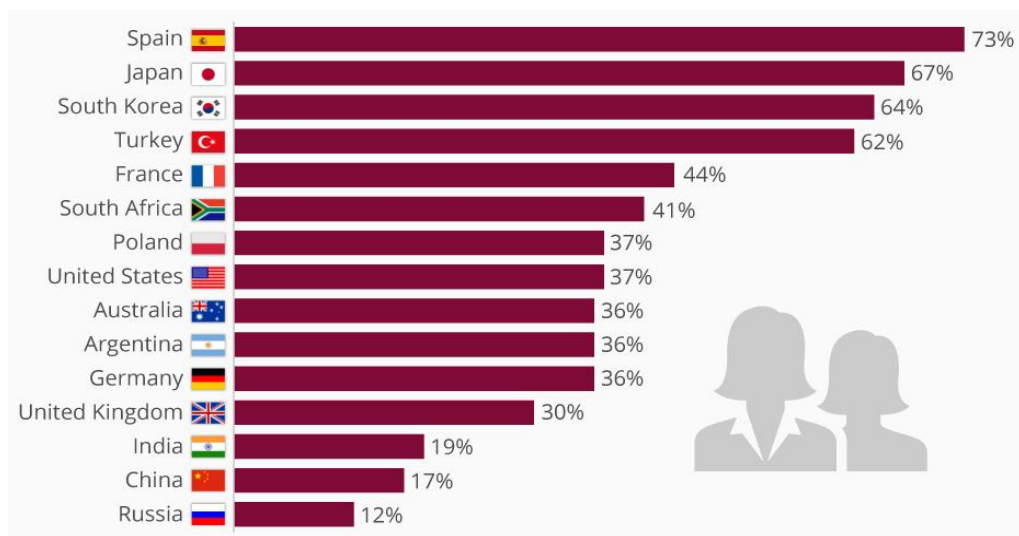


Figure 1.12 Where women feel they lack equality to reach their dreams, 2016

Source: MCCARTY Niall, Article on “Where women feel they lack equality”, Statista website, 2016, available at: <https://www.statista.com/chart/8432/where-women-feel-they-lack-equality/> [Viewed 24 March 2017]

In terms of gender equality, there still seems a long way to go (Figure 1.13). Antiquated attitudes and gender stereotypes that define women as being less capable than men in performing certain tasks, such as earning money and even teaching, are still prevalent in many countries. These is proved by another Ipsos Mori survey, conducted among 17,551 people from 24 selected countries asking “If men are more capable of doing things in society such as working, earning money, being educated and teaching than women?”. In China, Russia and India women are the most discriminated based on these stereotypes, followed by South Korea, US, Germany and UK

¹⁴KAUR-BALLAGAN Kully, Article on ‘Three in four women around the world believe there are unequal rights in their country’, Ipsos Mori website, 2016, available at: <https://www.ipsosmori.com/researchpublications/researcharchive/3853/Three-in-four-women-around-the-world-believe-there-are-unequal-rights-in-their-country.aspx>

and with less than 15%- Sweden, Canada and Spain. These discriminations highlight the need for greater attention to gender, both to address the vulnerability of countries to global shocks and to reach growth and poverty reduction goals.

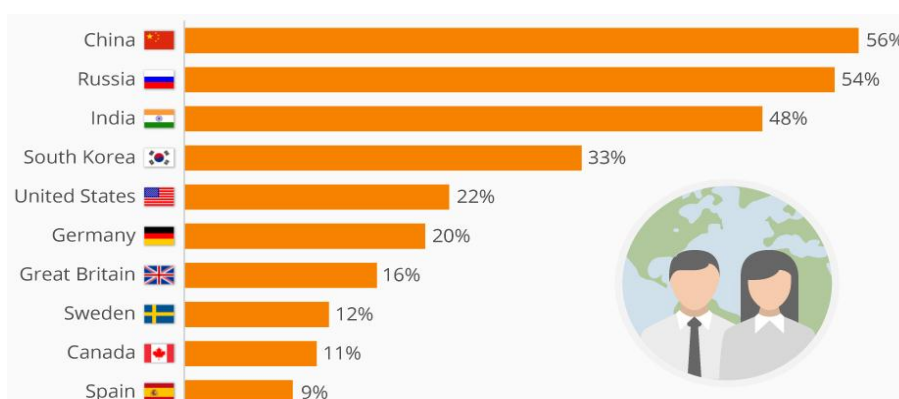


Figure 1.13 The percentage of citizens of selected countries who think men are more capable than women, 2016

Source: LOESCHE Dyfed, Article on “Many still think of women as less capable”, Statista website, 2016, available at: <<https://www.statista.com/chart/8403/many-still-think-of-women-as-less-capable/>> [Viewed 24 March 2017]

At the other end these stereotypes are producing effects on the gender pay gap (Figure 1.14). Among those 24 questioned countries the most pronounced difference between male and female earnings as a percentage of male earnings it is in South Korea where the percentage difference in full-time earnings between men and women is 36.6 %. At 5.6 %, New Zealand has the narrowest gender pay gap of any OECD country.

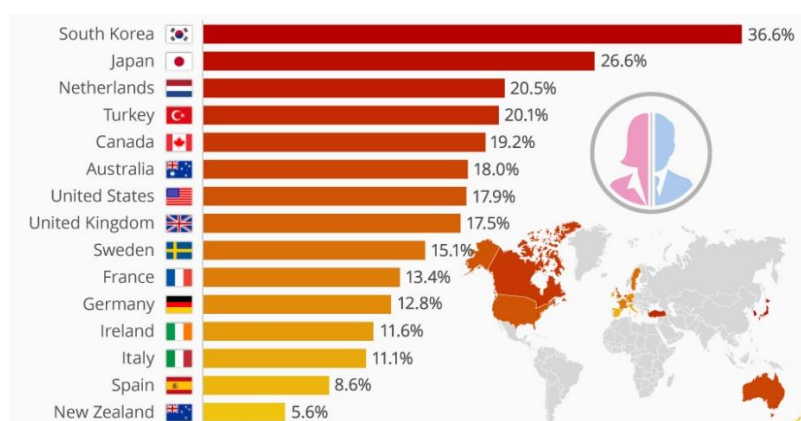


Figure 1.14 The Gender Pay Gap in Developed Nations, as a % of the earnings of men, 2015

Source: MCCARTY Niall, Article on “The gender pay gap in developed nations”, Statista website, 2016, available at: <<https://www.statista.com/chart/4279/the-gender-pay-gap-in-developed-nations-visualised/>> [Viewed 24 March 2017]

Governments continue to face challenges in designing inclusive and gender-sensitive public policies, and in ensuring that gender equality initiatives are effectively implemented. These remaining gaps not only undermine the well-being of societies, but represent missed opportunities for achieving economic growth that benefits all. To be successful, governments need effective governance mechanisms, and sound public sector capacities to ensure effective implementation of gender equality initiatives.

On the other side, globally in politics women are only 20% represented in parliaments; an insufficient 18 % in ministries and 47 % are holding the position of head of a state. (Figure 1.15)

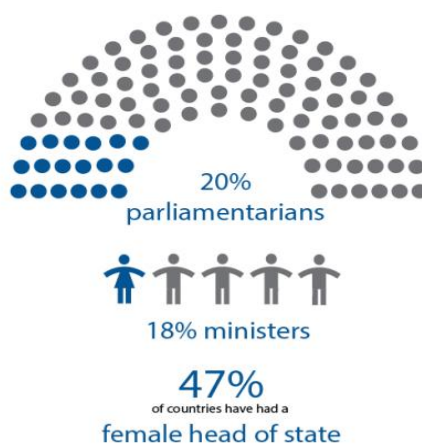


Figure 1.15 Woman’s Political Empowerment, 2015.

Source: World Economic Forum, *Gender Global Report for 2015, Infographics*. available at: <http://reports.weforum.org/global-gender-gap-report-2015/social-media/> [Viewed 02 May 2017]

If to analyze based on the regions (Figure 1.16) the lowest representation share- under 2% we have in Central Africa, South Europe, Asia and South America. At the other end women are best represented in Australia, North America, Central Europe, and North Africa with more than 23.6 %.

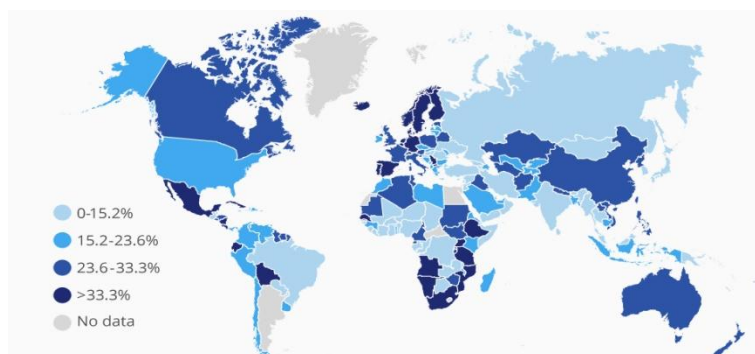


Figure 1.16 Women’s Presence in National Parliaments, 2016

Source: MCCARTY Niall, Article on “Women’s presence in national parliaments”, Statista website, 2016, <<https://www.statista.com/chart/5237/womens-presence-in-national-parliaments/>> [Viewed 24 March 2017]

On 25 September 2015, at the United Nations Headquarters in New York 193 countries have agreed to contribute to the realization of 17 **Sustainability Development Goals (SDGs)**¹⁵ by 2030. The global Sustainable Development Goals (SDGs) are the result of over three years of negotiations involving all United Nations members and the active participation of global civil society, making the SDGs a truly universal agenda as SDGs apply to all countries. The goals aim to tackle social and environmental challenges, such as gender equality, climate change, and promotion of clean energy, extreme poverty, and sustainable agriculture. (Figure 1.17)



Figure 1.17 The Sustainable Development Goals set for 2015-2030

Source: BC Council for International Cooperation Platform, Article on Sustainable Development Goals ,2015 <<http://bccic.ca/what-are-the-sustainable-development-goals/>> [Viewed 24 March 2017]

For Each Global Goal is set several targets and specific measurement indicators. We can find Gender Equality under the Goal number 5 and has the following targets and indicators (Table A 1.1).

At the European level gender equality is being recognized as a fundamental right, a common value of the EU, and a necessary condition for the achievement of the EU objectives of growth,

¹⁵ Sustainable Development Knowledge Platform, Publication ‘Transforming our World: The 2030 Agenda for Sustainable Development’, UN 2015, available at: <<https://sustainabledevelopment.un.org/post2015/transformingourworld/publication>>

employment and social cohesion. These objectives were set and adopted during several Treaties and Strategies (Table A1.2).

However, the main gender gap Europe is facing is that in the workforce. Analyzing the Figure 1.18 we can see the workplace indexes among EU countries the Nordics has the highest rates of gender equality at work while Ireland, Italy and Greece had the lowest scores.

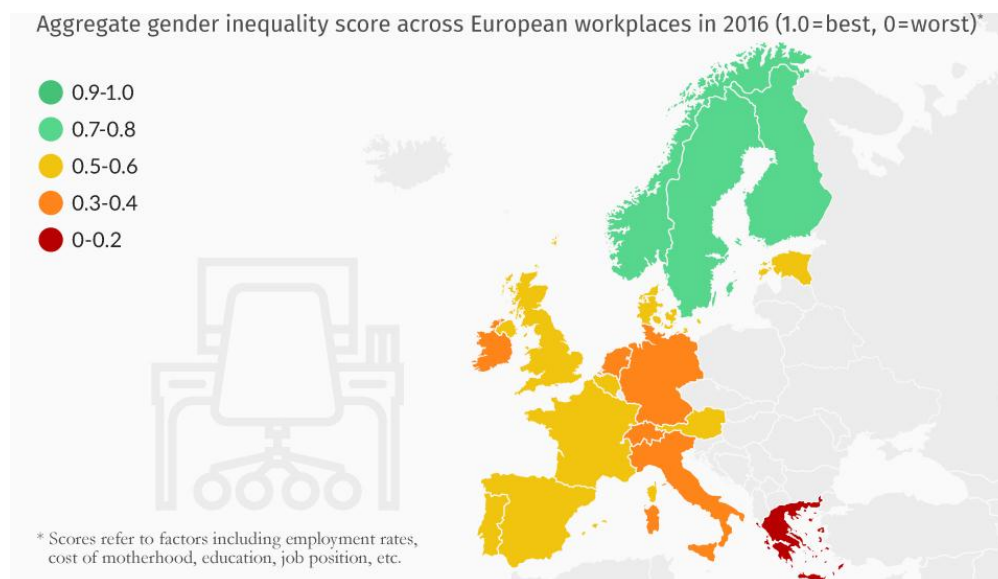


Figure 1.18 Gender Inequality across Europe in regards to workplaces, 2016

Source: MCCARTY Niall, Article on “Gender Inequality across Europe”, Statista website, 2016 available at: <https://www.statista.com/chart/4857/gender-inequality-across-europe-visualised/> [Viewed 24 March 2017]

The European Pact for Equality between Women and Men 2011–20 reaffirms the EU’s commitments to promote better work–life balance for women and men and urges Member States and the European Union to take measures to improve the supply of affordable and high quality childcare services and promotes flexible working arrangements. The need to support work–life balance for women and men, particularly through the provision of care services for children and other dependents and the introduction and/ or development of paternity leave and non-transferable parental/care leave.

At EU level, a framework¹⁶ (Table A 1.2) was agreed upon in cooperation with social partners paving the way for the Council directive of June 1996 on the framework agreement on parental

¹⁶ HUMBERT Anne Laure , IVASCAITE- TAMOSIUNE Viginta, OETKE Nicole, PAATS Merle, Report on ‘Gender Equality Index 2015: Measuring gender equality in the European Union 2005-2012’, European Institute for Gender Equality, 2015, page 10-25, available at: <http://eige.europa.eu/sites/default/files/documents/mh0215616enn.pdf>

leave (96/34/EC)¹⁷ (Council of the European Union, 1996). The main pillar of the directive was the establishment of the non-transferable rights for women and men workers to at least 3 months' parental leave for childcare purposes (distinct from maternity leave) after the birth or adoption of a child until a given age. Subsequently, social partners agreed upon an extended framework leading to Council Directive of 8 March 2010 implementing the revised Framework Agreement on parental leave (2010/18/ EU) and repealing Directive 96/34/EC¹⁸ (Council of the European Union, 2009c). Its most relevant feature is to extend the period of parental leave from 3 to 4 months for each parent, irrespective of the type of employment. Amidst these positive developments the results reignite the need to resume work on amending Council Directive 92/85/EEC¹⁹ on the introduction of measures to encourage improvements in the safety and health at work of pregnant workers and workers who have recently given birth or are breastfeeding. Following a proposal by the European Commission, the European Parliament adopted the resolution in October 2010 (European Parliament, 2010), although the text is still under review at the level of the Council to this date.

Table 1.3 European Commission Directives, 1978-2010

Directive 2010/41 of 7 July 2010:	on the application of the principle of equal treatment between men and women engaged in an activity in a self-employed capacity and repealing Council Directive of 11 December 1986
Directive 2010/18 of 8 March 2010	on implementing the revised Framework Agreement on parental leave concluded by BUSINESSEUROPE, UEAPME, CEEP and ETUC and repealing Directive of 3 June 1996
Directive 2006/54 of 5 July 2006	on the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation (recast)
Directive 2004/113 of 13 December 2004	implementing the principle of equal treatment between men and women in the access to and supply of goods and services
Directive 92/85 of 19 October 1992	on the introduction of measures to encourage improvements in the safety and health at work of pregnant workers and workers who have recently given birth or are breastfeeding
Directive 79/7 of 19 December 1978	on the progressive implementation of the principle of equal treatment for men and women in matters of social security

Source: European Commission website, *Gender Equality Framework*, available at:

<http://ec.europa.eu/justice/gender-equality/law/index_en.htm> [Viewed 24 April 2017]

¹⁷ EUR-LEX Database, Council Directive 96/34/EC of 3 June 1996 on the framework agreement on parental leave concluded by UNICEF, CEEP and the ETUC,

<<http://eurlex.europa.eu/legalcontent/EN/ALL/?uri=CELEX%3A31996L0034>>

¹⁸ Council Directive 96/34/EC of 3 June 1996 on the framework agreement on parental leave, available at:<
<<http://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX%3A31996L0034>>

¹⁹ Council Directive 92/85/EEC of 19 October 1992 on the introduction of measures to encourage improvements in the safety and health at work of pregnant workers and workers who have recently given birth or are breastfeeding (tenth individual Directive within the meaning of Article 16 (1) of Directive 89/391/EEC), available at: <<http://eur-lex.europa.eu/legal-content/en/TXT/?uri=CELEX%3A31992L0085>>

These legislative developments can pave the way for a more equal division of tasks for women and men in the future. However, it is perhaps not surprising that little is changing in the domain of time where the Barcelona targets remain largely unmet and where the division of care for children and another dependent's remains unequal.

There is growing awareness among the global community that gender equality is a cornerstone of inclusive growth. Gender-balanced leadership and gender-responsive policy making are more likely to ensure that the benefits of growth are shared equally. Women's full involvement in decision-making and agenda-setting are crucial for adequately reflecting the priorities and needs of all members of society. It also contributes to generate greater trust of citizens in public institutions. While governments are increasingly implementing gender equality initiatives, the pace of progress is slow and varies across countries and levels of government.

1.3 Policies and strategies of promoting gender equality in the Republic of Moldova

Gender equality is not only a basic human right, but its achievement has a strong impact on socio-economic development of a state. Empowerment of women fuels economic growth and the well-being of families, communities and the state. Moldova has made international and national commitments to promote gender equality and empowerment of women, in particular through the Universal Declaration of Human Rights (1948)²⁰, the Convention on the Political Rights of Women (1952)²¹, the International Covenant on Economic, Social and Cultural Rights (1966)²², the Convention on the Elimination of All Forms of Discrimination against Women (1979)²³, the Beijing Platform and Action Plan (1995)²⁴, the Millennium Declaration (2000)²⁵, the corresponding Conventions of the International Labor Organization, etc. Orientation of the Republic of Moldova towards integration into the European Union conditions adherence to the corresponding instruments in the field: the Amsterdam Treaty (1999)²⁶, the Convention for the

²⁰ The Universal Declaration of Human Rights, New York, 1948, <<http://www.un.org/en/universal-declaration-human-rights/>>

²¹ United Nations, Convention on the Political Rights of Women, New York, 31 March 1953, available at: <http://www.un.org.ua/images/Convention_on_the_Political_Rights_of_Women_eng1.pdf>

²² International Covenant on Economic, Social and Cultural Rights, 1966, UNHR, available at: <<http://www.ohchr.org/EN/ProfessionalInterest/Pages/CESCR.aspx>>

²³ Convention on the Elimination of All Forms of Discrimination against Women 1979, UN, available at: <<http://www.un.org/womenwatch/daw/cedaw/>>

²⁴ Beijing Platform and Action Plan, 1995, UN, available at: <<http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf>>

²⁵ United Nations Millennium Declaration, Resolution adopted by General Assembly, New York, 2000, available at: <<http://www.un.org/millennium/declaration/ares552e.pdf>>

²⁶ Treaty of Amsterdam. Amending the Treaty on EU, The Treaties Establishing and certain related Acts, 1993, available at: <<http://www.europarl.europa.eu/topics/treaty/pdf/amst-en.pdf>>

Protection of Human Rights and Fundamental Freedoms, the revised European Criterion of Democracy adopted at the IVth European Ministerial Conference on Equality between Women and Men (Istanbul, 13-14 November 1997)²⁷, the Declaration and Action Plan adopted at the IIIrd Summit of the Heads of State and Government of the Council of Europe (Warsaw, 16-17 May 2005)²⁸, the Resolution on Achieving Gender Equality: a Challenge for Human Rights and a Prerequisite for Economic Development adopted at the VIth European Ministerial Conference on Equality between Women and Men (Stockholm, 8-9 June 2006)²⁹, the Framework Strategy for Equality between Women and Men 2001-2005³⁰, the Roadmap for Equality between Women and Men (2006- 2010)³¹, etc.

According to the Global Gender Gap Report of 2015, Republic of Moldova is ranked 26 based on gender gap index. Among the Eastern Europe and Central Asia countries Republic of Moldova registers the 5 place being overtaken by Lithuania, Estonia, Latvia and Slovenia and followed by Belarus, Poland, Bulgaria, Serbia and Kazakhstan. (Figure 1.19)

 Eastern Europe and Central Asia Top 10 of the Global Gender Gap Index		Global rank*
Slovenia		8
Latvia		18
Estonia		22
Lithuania		25
Moldova		26
Belarus		30
Poland		38
Bulgaria		41
Serbia		48
Kazakhstan		51

Figure 1.19 Top ten countries in Eastern Europe and Central Asia by GGG Index, 2015.

²⁷ Council of Europe, Convention for the Protection of Human Rights and Fundamental Freedoms, Istanbul 1997, available at:

<https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=090000168006376>

²⁸ Council of Europe, Declaration and Action Plan adopted at the IIIrd Summit of the Heads of State and Government of the Council of Europe, Warsaw, 16-17 May 2005, available at:

http://www.coe.int/t/dcr/summit/20050517_decl_varsovie_EN.asp

²⁹ Council of Europe, Resolution on Achieving Gender Equality: a Challenge for Human Rights and a Prerequisite for Economic Development adopted at the VIth European Ministerial Conference on Equality between Women and Men ,Stockholm, 2006 , available at:

<https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=0900001680096dd>

³⁰ EUR-Lex database website, Framework Strategy for Equality between Women and Men, 2001-2005, <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=URISERV%3Ac10404>

³¹ European Center for the Development of Vocational Training website, News and Press, Roadmap for Equality between Women and Men, , 2006- 2010,available at: <http://www.cedefop.europa.eu/en/news-and-press/news/roadmap-equality-between-women-and-men-2006-2010>

Source: World Economic Forum, Gender Global Report for 2015, Infographics, available at: <<http://reports.weforum.org/global-gender-gap-report-2015/social-media/>> [Viewed 02 May 2017]

In February 2006, the Parliament of the Republic of Moldova adopted the Law on Equal Opportunities for both men and women (Law no.5 of 09.02.2006)³². The purpose of this law is to ensure the exercise of equal rights by women and men in the sphere of politics, economic, social, and cultural and other spheres of life –rights guaranteed by the Constitution and aiming to prevent and eliminate all forms of gender discrimination.

Until the adoption of the Law on Equal Chances in 2006, the legal framework of gender equality was insured by the art.16 p.2 of Republic of Moldova Constitution³³ where it is stipulated that “All citizens of the RM are equal before law and public authorities, irrespective of race, nationality, ethnic origin, language, religion, sex, opinion, political affiliation, wealth or social origin...”.

Also in some normative acts, special provisions in regards to promotion of gender equality as follows³⁴:

- Priority Action Plan to improve women’s situation and increase their role in society, adopted by Government in 1998;
- National Plan to Promote Gender Equality in Society, 2003-2005, approved by Government Decision no. 218 of 28.02.2003;
- National Action Plan on Human Rights, including a chapter on assurance of women’s rights, approved by Government Decision no.415-XV of 24.10.2003;
- National Action Plan for Human Rights, 2004-2008.

In the context of law, ensuring equal opportunities for both men and women is achieved in the following areas:

- Public domain (art.6-8) by: equal access to public positions, parties and other social-political organizations, equal opportunities in mass media.
- Socio-economic field (art. 9-12) through: equal access to employment, employer cooperation with employee and trade union representatives, combating employer discriminatory practice, equal access to entrepreneurial activity;

³² International Labor Organization website, NATLEX-Database of national labor, social security and related human rights, Law no.5 of 09.02.2006, Law on Equal Opportunities for both men and women, available at: http://www.ilo.org/dyn/natlex/natlex4.detail?p_lang=&p_isn=74376&p_classification=05

³³ Constitution of the Republic of Moldova, 1994, available at http://www.constcourt.md/public/files/file/Actele%20Curtii/acte_en/MDA_Constitution_EN.pdf

³⁴ BAURCIULU A.; CASIAN, A.; PARTACHI, I.; PETROIA A.; SAINUS V.; VACULOVSCI D., Bugetarea sensibilă la gen, Chisinau, ASEM, 2016, ISBN 978-9975-89-028-1, pag.40-53, available at: <http://www.ase.md/files/proiecte/unwomen/bsg/Manual_BSG_ASEM&UNWomen_2016.pdf>

- Education and Health (art. 13-14), by prohibiting any form of discrimination based on sex.

Also art.22 of the Act determines the conditions for the development of the gender statistics in Moldova. Thus, the National Bureau of Statistics (NBS) will collect process and generalize statistical information disaggregated by sex. At the same the public authorities, parties, other social-political organizations and entities will provide NBS with data.

Table 1.4 Legal Gender Equality frameworks in the Republic of Moldova, 2006-2012

Legal framework	Scope
Government Decision no.350 of 07.04.2006	The Decision sets the creation of the Governmental Commission for equality between men and women.
Law on Violence Prevention no.45 of 01.03.2007	This Law aims in preventing the violence of several types.
G.D. no. 933 of 31.12.2009, National Plan of Ensuring Gender Equality,2010-2015	The Decision gives a complex definition to the gender equality principle in all domains.
Law no. 168 of 09.07.2010 on Labor Code adjustments	The present Law excludes discriminatory practices and terms from the Labor Code.
Law no.121 of 25.05.12 on Ensuring Equality	This Law focuses on preventing and fighting the discriminatory practices and ensures the equality on RM territory.
Law no.5 of 09.02.2006 on Ensuring the Equality of Chances	The purpose of this law is to ensure the exercise of equal rights by women and men in the sphere of politics, economic, social, and cultural and other spheres of life

Source: BAURCIULU A.; CASIAN, A.; PARTACHI, I.; PETROIA A.; SAINSUS V.; VACULOVSKI D., *Bugetarea sensibilă la gen, Chisinau, ASEM, 2016, ISBN 978-9975-89-028-1, pag.40-53, available at: <http://www.ase.md/files/proiecte/unwomen/bsg/Manual_BSG_ASEM&UNWomen_2016.pdf>*

Specific gender issues in Moldova based on the area:

Employment and Labor Migration:

- Limited possibilities for women to participate in the labor market (lack of services for women with small children, age-based employment discrimination against women);
- Persistence of professional segregation and discrepancy in remuneration between women and men;
- Reduced level of female entrepreneurship, especially in rural areas.

Budgeting:

- Lack of gender-related social standards and financial ratios used in the budgeting process;
- Poor understanding of the essence of gender responsive budget by the population and specialists.

Participation in Public and Political Decision-Making Process:

- Underrepresentation of women in decision-making positions in political and public life;

- Existence of structural barriers to promotion of women to decision-making positions in political and public life.

Social Protection and Family:

- Double burden of women in family and professional life
- Women as the main provider of care and social protection
- Discrepancies between pensions of men and women

Health care:

- High mortality rate among men due to traumas and other external causes
- Increasing alcohol addiction among women and men, especially among men
- Higher level of abortions, post-natal complications and maternal mortality in rural areas

Education:

- Existence of gender stereotypes in educational process
- Feminization of the educational system in the Republic of Moldova

Violence and Human Trafficking:

- Persistence of domestic violence against women and girl
- Persistence of violence against girls and boys in the educational system
- Existence of sexual harassment at work
- Trafficking in women and girls as a consequence of domestic violence

Raising Public Awareness:

- Unbalanced representation of women and men in press
- Use of a sexist image of women in advertising

The legislative framework for equality between women and men is in line with international commitments. However, implementation lags behind and women still face discrimination and inequality in social, economic, and political life.

CHAPTER II GENDER ANALYSIS AS BASIS FOR GENDER RESPONSIVE BUDGETING IN THE REPUBLIC OF MOLDOVA

2.1 Objectives and conditions of implementing gender responsive budgeting

Gender-responsive budget initiatives provide a way of assessing the impact of government revenue and expenditure on women and men, girls and boys. These initiatives are known by a range of different names. For example, they have also been referred to as ‘women’s budgets’, ‘gender sensitive budgets’, ‘gender budgets’ and ‘applied gender budget analysis’.

GRBs can help to improve economic governance and financial management. They can provide feedback to government on whether it is meeting the needs of different groups of women and men, girls and boys. For those outside government, GRBs can be used to encourage transparency, accountability and participation. They should also provide data that can be used in advocacy. For those both inside and outside government, gender budget work provides information that allows for better decision-making on how policies and priorities should be revised – and the accompanying resources needed – to achieve the goal of gender equality.

GRBs are not about dividing government money 50–50 between men and boys on the one hand, and women and girls on the other. A simple 50–50 division may look equal, but it is often not equitable, or fair. Instead, GRBs look at the full government budget from a gender perspective to assess how it will address the different needs of women and men, and of girls and boys. For example, in the area of health, male and female people will have similar needs in respect to cancers and diabetics. But women will have greater needs than men in terms of reproductive health.

Africa	Americas	Asia	Europe	Middle East	Pacific
Botswana	Barbados	Afghanistan	Austria	Israel	Australia
Egypt	Belize	Bangladesh	Croatia	Lebanon	Fiji
Kenya	Bolivia	India	France		Marshall
Malawi	Brazil	Indonesia	Germany		Islands
Mauritius	Canada	Malaysia	Ireland		Samoa
Morocco	Chile	Nepal	Italy		
Mozambique	Ecuador	Pakistan	The former		
Namibia	El Salvador	Philippines	Yugoslav		
Nigeria	Mexico	Republic	Republic of		
Rwanda	Peru	of Korea	Macedonia		
Senegal	St Kitts	Sri Lanka	Norway		
South Africa	and Nevis	Thailand	Russia		
Swaziland	United	Vietnam	Scotland		
Tanzania	States of		Serbia and		
Uganda	America		Montenegro		
Zambia			Spain		
Zimbabwe			Switzerland		
			United		
			Kingdom		

Figure 2.1 Countries where GRBs were implemented

Source: MORRISO A., RAJU D., SINHA D., Policy Research Working Paper “Gender Equality, Poverty and Economic Growth”, The World Bank, 2007, pag. 34

Since 1995, there have been GRB initiatives in more than 60 countries (Figure 2.1). There is clearly great interest in this area of work. However, many of the country initiatives have been one-off exercises – sometimes only a workshop with no follow-up. In addition, much of the work is dependent on external assistance. GRBs have their greatest potential impact if they are ongoing, rather than one-off, and if they are driven by local groups rather than donors.

GRB initiatives vary considerably across countries. These variations have been influenced by:

- The social and political context;
- Whether the initiatives are coordinated by governments, legislators or civil society organizations (CSOs);
- The capacity of the institution implementing them; and
- Whether the initiatives focus on national or sub-national levels.

One of the goals of Public Finance Management (PFM) reforms today is to improve service delivery, leading to effective resource allocation. It also reflects the (new) role of Ministries of Finance (MFs) in leading the process of achieving social impact through fiscal policy. GRB is a tool for integrating social dimensions, based on gender relevance, into the planning and budgeting process. This integration means that MFs are also responsible for leading initiatives to measure the social impact of PFM development.

GRB not only goes hand-in-hand with PFM reforms, but it can strengthen the objectives of PFM reforms and help improve economic governance and financial management. In particular:

- ✓ PFM systems should ensure operational efficiency, in the sense of achieving maximum value for money in the delivery of services. This can only be done if funds are allocated to the real priorities of a society, which gender analysis of budget programs can help reveal.
- ✓ The PFM system should ensure that public resources are allocated to agreed strategic priorities, and achieving gender equality is a strategic priority of most countries.
- ✓ Finally, the PFM system should be transparent, with information publicly accessible, and should involve democratic checks and balances to ensure accountability. GRB advocates transparency and it provides a space for government to work with civil society to enhance development impact, democratic governance and transparency.

While a number of different approaches can be used when working on GRB initiatives, the main steps include:

- ✓ Analysis of whether budget programs are gender responsive (GRB analysis). Such analysis can provide significant feedback to government and non-government actors on whether the program is meeting the needs of different groups of women and men, and different social groups. GRB analysis is an important public financial management tool that helps determine how and to what extent state policy affects different groups of men and women, as service users and taxpayers. GRB analysis does not just examine the situation of men and women: it also uses other social categories, such as age, socio-economic background, location, educational level and others, if relevant and if data is available. It therefore provides important insights to inform decisions on financial issues and the effective use of public resources.
- ✓ Making changes to programs and budgets, based on the results of GRB analysis, to make them more gender responsive.
- ✓ Integrating GRB systematically in planning and budgeting processes – examples include introducing gender-related strategic objectives into policies and budgets, establishing requirements for gender analysis of budget programs, including gender indicators in budget requests, and providing statements of impact of budget funds on gender equality. This step involves institutionalizing GRB to ensure that the different needs of social groups, men and women are continuously taken into account in the budget process.
- ✓ GRB brings much-needed analytical tools, contributing to:
 - Better data collection: the requirement for sex-disaggregated data and gender analysis of budget programs can significantly contribute to the ongoing collection of data about budget programs and their results.
- ✓ Improved indicators for budget programs: GRB work usually contributes to better performance indicators and understanding of program results, and by introducing gender indicators enables the monitoring of budget program impact on men and women and different social groups.
- ✓ Improved efficiency, by ensuring expenditure benefits those who need it most (as assessed in gender budget analysis).
- ✓ Improved monitoring of the achievement of political goals, namely that ensuring gender equality.
- ✓ Improved budgetary decision-making processes, by engaging a wider range of society's interests and improving their capacity for budgeting and policymaking. Gender-sensitive budget circulars issued by the Ministry of Finance to agencies and departments are important for aligning budgetary decision-making with policies.

There are some very important aspects in undertaking gender budget work:³⁵

➤ Skills

Groups working on GRBs need to have the technical skills both to understand government budgets and to apply a gender perspective to them. Advocacy and negotiation skills are also important in any attempt to influence budgets. Groups can increase their skills through consulting resource materials, collaborating with organizations with experience in the budget and gender fields, and contact with gender budget groups in other countries. Groups can also increase their skills by jumping in at the deep end and experimenting themselves.

➤ Time

One-off initiatives are unlikely to have a significant impact on the budget, unless conditions are very favorable for a particular budget change. Workshops, in particular, will not usually achieve sustainable impact unless they are followed up by further action. Groups that engage in gender budget work should be prepared to commit time, energy and other resources for at least three years.

➤ Flexibility and adaptability

Gender budget work is a relatively new area of work and there is no single blueprint or model for implementation. Also, because the structure and priorities of budgets differ from country to country, each initiative needs to be shaped to the country in which it occurs. Where groups borrow tools and methods from others, they will need to modify them to fit their own circumstances.

➤ Support

Groups involved in gender budget work may require support to implement or develop their program. There are a number of agencies that have provided financial and other support to these initiatives in the past.

➤ Follow-up

GRB analysis is not an end in itself. The analysis provides information on how budgets affect women and men, girls and boys, and other groups. In order for gender budget work to be meaningful to ordinary people, groups need to have a strategy to take forward the issues that emerge from their analysis.

³⁵ Swedish International Development Cooperation Agency (Sida), Article on ‘Gender Analysis-Principles & Elements’, March 2015, available at: <http://www.sida.se/contentassets/3a820dbd152f4fca98bacde8a8101e15/gender-tool-analysis.pdf>

2.2 The need, purpose and methodology of gender analysis

Economic growth is not an end in itself but a means of increasing available resources to enhance household wellbeing and human development objectives. However, dominant economic models presume that these concerns need not be addressed directly. Instead they assume that problems of inequality and poverty will be resolved by the ‘trickle down’ benefits of growth.

Budgets are not an ‘end’ in themselves either. Therefore, the first task in preparing a budget should be to determine the policies and objectives that the budget is aiming to achieve.

Budgets should follow policy rather than vice versa. If the policy is flawed, then the budget cannot be effective.

The key steps of the budget process in most countries are:

- Determining the macroeconomic situation;
- Preparing budget guidelines and setting expenditure ceilings;
- Preparing sector ministry spending proposals;
- Securing legislative approval;
- Monitoring, evaluation and accountability.

Beyond ensuring accountability of the government to the legislature for revenue and expenditure and serving as a mechanism for controlling spending, the budget has three crucial economic functions:

- ✓ Allocation of resources;
- ✓ Distribution of income and wealth;
- ✓ Stabilization of the economy.

These functions can be shared between different levels of government: national, sub-national and municipal. The budgets at all these levels need to be examined to provide a complete picture of what government is or is not doing.

Allocation of resources

This function relates to the provision of public goods and services by the government. All the goods and services in a country are produced by the public sector, the formal and informal economic sectors, or the not-for-profit community and unpaid household care sectors. In allocating resources, the government must decide both the relative size of the public sector provision, as well as how available resources are to be divided among the various government policies, programs and functions (e.g. administration, health, education and defense). Allocations to some of these will benefit women and girls more than men and boys, and vice-versa. GRBs

seek to uncover the impacts of resource allocations on women, men, girls and boys. It is important to have gender-disaggregated data to determine how different groups are affected.

Distribution of income and wealth

This function refers to the use of fiscal policy and the budget to try to redress inequalities in income and wealth distribution within the society. Governments have to make decisions as to what constitutes a ‘fair’ distribution between different groups. While governments have sometimes shown concern over the inequalities between rich and poor households, they also need to pay attention to men, and between different members of each household, as the more vulnerable members of households have less access to available resources. GRBs are premised on the assumption that there should be a ‘fair’ distribution of income and wealth.

Stabilization of the economy

This function responds to the need for government budgets to promote a certain level of employment, public spending, economic growth, environmental sustainability and external balance. Stabilization policy requires the use of economic, political and social judgements to determine which objectives are to be given priority and what are the acceptable rates of unemployment, interest, and levels of debt and so on.

Therefore GRBs can serve to varied purposes, these include among others:

- Improving the allocation of resources to women;
- Supporting gender mainstreaming in macroeconomics;
- Strengthening civil society participation in economic policymaking;
- Enhancing the linkages between economic and social policy outcomes;
- Tracking public expenditure against gender and development policy commitments;
- Contributing to the attainment of the millennium development goals (MDGs).

In different countries, different players have been involved in GRB initiatives. Who is involved depends, in part, on who starts the initiative, what their objectives are and who they target as allies and key stakeholders. Who is involved also shapes the nature of the initiative and the activities undertaken.

Civil society

Beginning in the 1990s, there has been a significant growth in interest among civil society groups around government budgets. The term ‘civil society’ refers to a range of groupings in society that participate in some way in public life. It thus includes not only NGOs but also other civil society organizations such as professional associations, research and policy centers,

philanthropic foundations and community-based groups. The media, business organizations and trade unions also make up part of civil society. Civil society and governments work most easily together on GRB initiatives when there is broad agreement between them on the need for gender equality. In such cases, the gender advocates in government usually welcome the pressure from outside groups, while the civil society groups rely on their allies in government for access to information and influence. Joint work is also facilitated if there is broad political agreement between the different players and an acceptance of their different roles and rights.

Non-governmental organizations

The term ‘NGO’ is broad and obscures important differences between the actors across and within countries. In Mexico, for example, the cores NGOs in the GRB initiative are a policy research organization and a women’s organization. Many countries, unfortunately, there is an antagonistic relationship between NGOs and government. While governments are often suspicious of NGOs, NGOs similarly often have hesitations about engaging too closely with government. They are sometimes skeptical of government’s real commitment to gender equality. They may also be concerned about cooption, loss of critical distance and being used by government

International financial institutions and poverty alleviation

Independent budget work is also increasingly supported by international financial institutions (IFIs) such as the World Bank and IMF, as well as by other multilateral institutions and bilateral donors. These agencies acknowledge that there has been little progress in addressing poverty and inequality in the developing world in recent decades. They believe that there is a role for civil society actors, both private sector and others, in achieving development. Civil society budget work is seen as one way that this can happen.

When government or the party in power is wary of criticism, GRB initiatives face particular difficulties. In some cases, opposition parties may attempt to co-opt the GRB work. This may be acceptable to the GRB group if they see themselves as part of the opposition. However, it can cause the government to ignore the findings and advocacy. Some budget groups attempt to avoid choosing political sides by presenting their work as purely technical. The balance between ‘technical’ and ‘political’ depends on strategic choices that, in turn, depend on the particular situation in a country, the actors involved and the objectives of the GRB initiative. The balancing act is never easy, but is easier to manage if the group is clear about its strategy.

Gender and development organizations

Organizations that focus on women’s and gender issues, whether at the sub-national, national or international levels, have been in the vanguard of gender budget work. This is not surprising as

they have the experience, commitment and gender skills necessary to take the lead on these types of initiatives. However, the requirement in gender budget initiatives for skills in collaborating with governments or undertaking economic analysis has meant that many of the organizations that are normally at the forefront of work on gender and development (GAD) have been absent. While the lack of skills may have been an initial limitation, however, it has proved to be strength to the program as it has required many GAD organizations to build partnerships with groups that they have not traditionally worked with.

Academics

Some initiatives draw on academics, particularly for research purposes. Some have academics at the forefront. NGOs tend to commission academics to assist with the work because they feel that they do not have the necessary skills. One danger of this approach is that the NGO does not play a strong enough role in directing and overseeing the research. Academic research usually allows for quite a lot of latitude in choosing the topic and shaping it to the readily available evidence and theory. Policy-advocated research, on the other hand, requires that the researcher stick to the topic no matter how difficult it is to find the necessary facts. A second danger is that the NGO members might not understand the research well enough to use it effectively in advocacy and argument if they have not done it themselves. In training, the use of academics can have both advantages and disadvantages. In some cases, government officials respect academics more than NGO representatives. In others, the academics are seen as impractical, theoretical and difficult to understand.

The media

The media can be very influential in promoting demands for changes in government policy, programs and budgets. Its potential depends on its level of independence from political influence. In some countries the media can be a strong mechanism to ensure transparency and accountability on the part of government. Politicians and officials are usually sensitive to public criticism and media reporting on the ineffectiveness or misuse of public funds, which can increase the chances of changes being introduced. The potential is greatest where the media is free to be critical of government policy and can provide analytical coverage of economic and budgetary issues and debates. In these cases, groups involved in GRB work can use the media to disseminate their viewpoints to the wider public. However, in many countries the state has significant influence in the press and complete or near-complete control of radio and television. In these countries, the media might refuse to publish even mild criticism of government actions.

Government

Budgets are inherently political. Because the available resources are always less than enough to meet all demands, politicians allocate the available money according to their understanding of the various needs and preferences within the society, as well as their understanding of the power of different groups. The success of a GRB initiative in effecting a change in government budget policy or allocations will depend on the degree of political support that it can attract from the highest levels of government: from ministers of finance, from gender ministers and from their cabinet colleagues. Support from top officials is also important, as they provide technical and policy advice to the ministers.

The Finance Ministry

The discussion of the budget cycle above reveals the central role of the Finance Ministry. Most inside-government GRB initiatives have focused on the Finance Ministry because of the realization that, to be effective, they need to be implemented in the context of the annual budget cycle. In addition to the necessary technical skill, the Finance Ministry has the political influence to mobilize support for GRBs if it so desires.

Also there are some strategies in implementing GRB; one of possible initial strategy in GRB is to select a limited number of sectors (government portfolios). The selection of the sectors requires some thought. It is readily accepted that ‘social’ portfolios such as education, health and welfare have significant gender implications. However, other areas such as legal affairs, industry, agriculture, land and water have considerable impacts on gender. Many developing countries choose to start with education and health because these were subjected to brutal cuts during structural adjustment programs.

There are two basic frameworks that, with variations, have served as the basis of many exercises to date. These are the Australian (Sharp) three-way categorization of expenditure and the South African five-step approach. These two methods can be reconciled into a common analytical framework which can be used as the basis for either analysis of existing budgets or reporting by sector ministries. For example, a government initiative might take a particular department or ministry, look at its programs and sub-programs – distinguishing between the three categories – and analyze and report on each in terms of the five steps.

The Three-way Categorization distinguishes between:

1. Gender-specific expenditure;
2. Equal opportunity expenditure for civil servants; and
3. General expenditure (the rest) considered in terms of its gendered impact.

This classification has proved useful in pointing out that a focus on the limited funds usually allocated to category (1) misses the point of the exercise. It has also proved useful when working

with government officials in highlighting the need to move from a focus on opportunities for women civil servants (category 2) to the impact of government expenditure generally on the public (category 3).

One weakness of this framework, however, is the potential confusion between women and gender. The Australian exercise was framed in terms of ‘women’ rather than ‘gender’, and many users today still tend to conflate the two concepts. This can be misleading when conducting analysis. In particular, expenditures that are targeted at women may not necessarily advance gender equity. For example, family planning programs that focus only on population control through control of women’s bodies would usually not be regarded as gender sensitive.

Gender-specific expenditure allocations

This involves an assessment of the specifically gender-targeted allocations by:

- Identifying the aim of the listed program or project, including the problem to be addressed (steps 1);
- Identifying the activities planned to implement the program or project (step 2);
- Quantifying the allocation of resources (step 3);
- Determining output indicators (e.g. the number of women or men beneficiaries) (step 4);
- Determining impact or outcome indicators, to measure changes in the situation of women, men, girls and boys (step 5);
- Noting changes planned in the coming year, to assess whether the budget is becoming more or less gender-responsive.

Equal employment opportunities in the public sector

The equal opportunity issues in public sector employment are analyzed by:

- Describing employment patterns within particular sector(s) or the public sector as a whole;
- Disaggregating by sex, levels of employment (grades), forms of employment (full or part-time, permanent or temporary), salaries and benefits. Other disaggregation such as race and disability could also be included;
- Identifying any special initiatives to promote equal employment opportunities – amounts spent and numbers reached (e.g. women in management training or gender training for officials);
- Determining the number of women and men in positions with a gender focus or specialization (e.g. gender focal points; police, medical and welfare officials dealing with rape and domestic violence; or men in positions dealing with men and gender violence);

- Disaggregating by sex the membership of boards and committees established under the sector(s) (distinguishing between paid and unpaid appointments and levels of remuneration);
- Describing any changes planned in the coming year.

In gender budget work, gender issues in public sector employment can be thought about in two ways. Firstly, salaries account for a large proportion of most government budgets. Public service employment patterns show who benefits directly from these salaries. The patterns thus reflect (or not) principles of equal employment opportunities between men and women and between groups of men and women. Secondly, the presence of women or men in particular positions can affect the gender-responsiveness of decision-making and delivery of services.

General expenditure allocations

General or mainstream budget allocations can be analyzed in a manner similar to gender-specific allocations. However, because there are usually many programs and projects within any given sector, choices have to be made as to which to focus on. Useful criteria in making these choices are the size (in terms of budget) of different programs, and the importance in gender terms of the issues they are addressing.

The Five-step Approach is the following:

1. Analyzing the situation of women, men, girls and boys;
2. Assessing the gender-responsiveness of policies;
3. Assessing budget allocations;
4. Monitoring spending and service delivery;
5. Assessing outcomes.

This framework has been used either implicitly or explicitly for outside-government initiatives such as those in the Philippines, South Africa, Tanzania and Uganda. It is also useful for inside-government initiatives in countries that are implementing program or performance budgeting as the latter has a similar approach, minus the disaggregation introduced by a GRB framework.

In practice, the main weakness in the use of this approach has been a limited ability to move beyond the second step. Generally, the researchers involved are practiced in describing the situation and discussing policy, but the sections on the budget are brief and often weak. Often the necessary data are simply not available.

2.3 Gender analysis of public expenditures in the Republic of Moldova

A state budget is a government document presenting the government's proposed revenues and spending for a financial year. In other words it represents financial mirror of society's economic

and social choices. The State Budget Law in the Republic of Moldova is approved annually by the Parliament and reflects the budget indicators through the prism of political concepts, economic and social specific interest of the population at a period of time.

From the *legally point* of view this document estimates the anticipated government revenues and government expenditures for the current financial year and is having a forecast character of the public resources and its distributions. And on the other side from the *economic point of view* the budget represents the economic processes, techniques and relationships in charge to mobilize the GDP being at State disposal and allocate it by destination appropriate to State needs.³⁶

That being said the public expenditure management is only one instrument, a key one, of government policy and of course the public expenditure management has a country specific dimension and must be taken into account the economic, social, administrative and the real implementation capacity of that specific country. Also nowadays the whole world faces the gender mainstreaming concept when it comes to budget the public expenditure.

Government budgets are indeed constrained by the global economic downturn, declining foreign assistance, and rising needs in the face of the global food, fuel, and jobs crises. Research shows, however, that well-targeted public investments that reduce inequality can be self-sustaining insofar as they raise the productive capacity of the economy and thereby stimulate growth. With growth come higher incomes, generating the tax base to fund public investment expenditures. The public sector has a key role to play in creating the conditions for gender equality. Through its budget allocations, the state has the potential to redress inequalities and discrimination in the household, in asset ownership, and in labor and credit markets. This can be achieved through various measures including spending on education and training that close gender gaps, investments in access to health care, and expenditures that reduce women's care burden.

In Republic of Moldova the public expenditures are expressed in the State Budget Law as being allocated accordingly to the *budget classification*, which is developed by the Ministry of Finance and approved by the decision of Parliament, meaning that the expenditures are expressed by their precise destination. Also the Ministry of Finance reports monthly to the government about the execution of the budget itself including the public expenditure management and at the end of the year elaborates the document called "The Execution of the State Budget" in which we can find the real, actual amounts of the expenditures and revenues during that particular year and its deviations from the budgeted amounts and of course a comparison in dynamics with the last year indicators. Next we would like to analyze and compare the execution of the public expenditures

³⁶BAURCIULU A., BELOSTECINIC M., CASIAN A., PARȚACHI I., PETROIA A. *Bugetarea sensibilă la gen*. Chisinau: Departamentul Editorial-Poligrafic al ASEM, 2009, 200 p., ISBN 978.9975-75-484-2.

during the 2015 year and observe the deviations and the general trend related to public expenditure management in Republic of Moldova accordingly with the Table 2.1

As we can observe from the table above the total amount of public expenditures budgeted for 2015 was 49945, 30 thousands MDL and the real public expenditure were 46393, 90 thousands MDL, meaning that the real public expenses were less than budgeted with 3551, 40 thousands MDL and speaking in percentages the public expenditure budget was executed at 92, 89 %. On the other hand in comparison the public expenditures during 2014 were equal to 44393, 10 thousands MDL accordingly less than in 2015 with 2000, 80 thousands MDL or we can say that the expenditures figure raised in 2015 in comparison to the last year by 4, 51 %. From the analysis above we can see the general raising trend in dynamics of the public expenditures which denotes that the public expenditure are raising hand in hand with the society necessities.

Speaking from the perspective of expenditure types and their share in the total public expenditure we would like to take a look at the Figure 2.2. and detail the most important sectors for the Moldova economy.

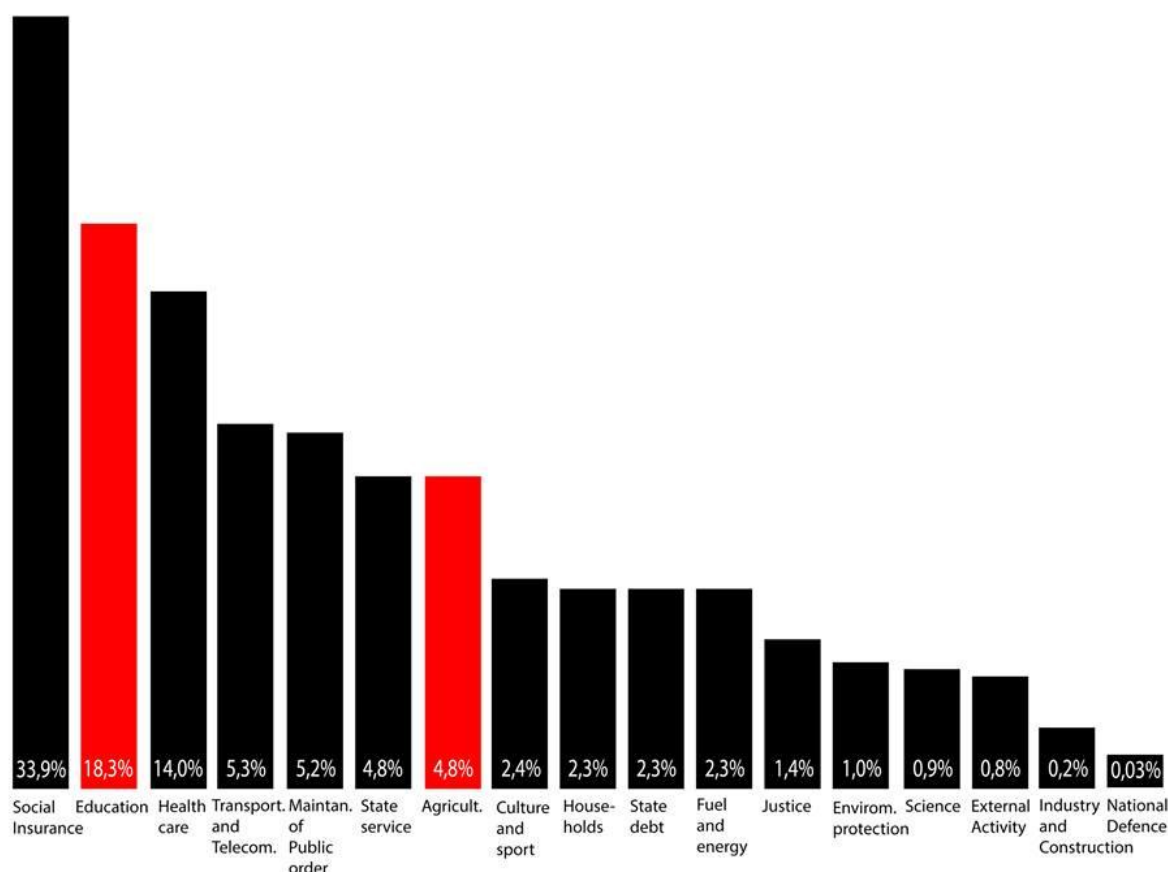


Figure 2.2 Quota of expenditures by sectors of economy in total public expenditures, 2015

Source: Elaborated by the author based on the Report on Budget Execution from 31 December 2015[online].

Available: < http://mf.gov.md/files/reports/BPN_2.pdf > [Viewed 08 February 2016].

The biggest share of public expenditures is taken by the social insurance with 33,90%, and this percentage is justified by the last country statistic estimation regarding the alarming rhythm of aging. According to the Ministry of Labor and Social Protection the number of retired persons in 2014 was 507,5 thousand people, with 2,3% more than in 2013 from which 34% men and 66% woman (Figure 2.3) concluding that there are more funds allocated for the social assistance of the women. From one point of view the big gap between the share of men/woman into the total number of retired people is because of the difference between the retirement age - woman at 57 and men at 62 meaning life expectancy of men having reached the retirement is quite low, on the other hand according to statistics men are exposed to a higher level of disability than woman. The effects of aging are multiple and complex, it has a significant influence in the demographic processes, social development and economic growth. These indicators are used to calculate the pension fund, children maintains fund, at the elaboration of the welfare policies and others. Particularly alarming are the negative aspects of them, because they show increasing the number of dependent persons, the burden of which falls on the economically active population and is one of the main concerns associated with aging. Also we cannot neglect the fact that about 184,3 thousand people meaning 5,2% of the RM population have some form of disability.

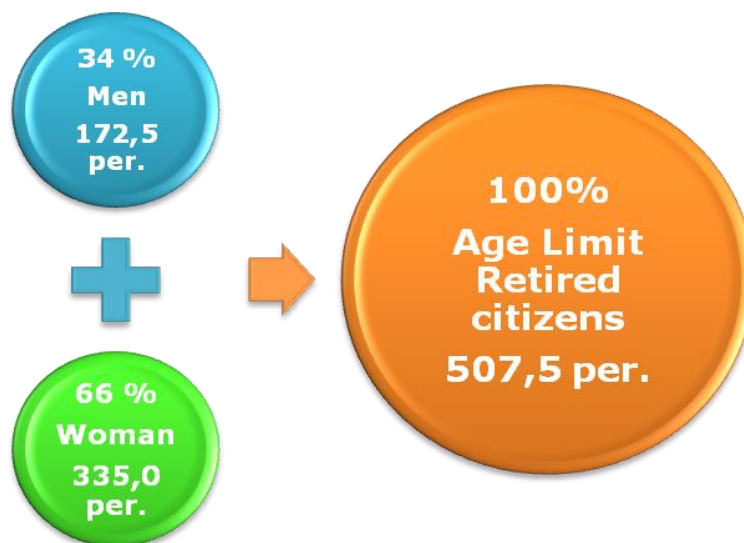


Figure 2.3. The data on retired by gender, in thousands of persons and percentage, 2014

Source: Elaborated by the author based on the Report on Social Budget from 31 December 2014 [online], available: <http://www.mmprf.gov.md/sites/default/files/document/attachments/rso2014ro.pdf> [Viewed 08 February 2016]

Also, a big important share from the public expenditures goes to education -18,3%, and we think this is a right decision because education is the foundation for a more peaceful and sustainable future. Education gives people hope, confidence and dignity. It equips them with knowledge and skills to escape poverty. By influencing people's attitudes and behaviors, education is a key

channel for better mutual understanding, tolerance and respect for each other and our planet. This is way we will detail the link between the education and nation prosperity below.

The health expenditures during 2015 represented almost 14% from the total, and with 565, 60 thousands more than in 2014.

The health expenditures during 2015 represented almost 14% from the total, and with 565,60 thousands more than in 2014 and according to the statistics (Figure 2.4.) the expenditure in the health sector is keeping an ascending trend during the last 15 years ,however this is not enough to register tangible results . What we found interesting about health sector from the gender point of view is that men and women have high risks in developing a set of diseases, men to another set; therefore the expenditures on health can't be equally distributed.

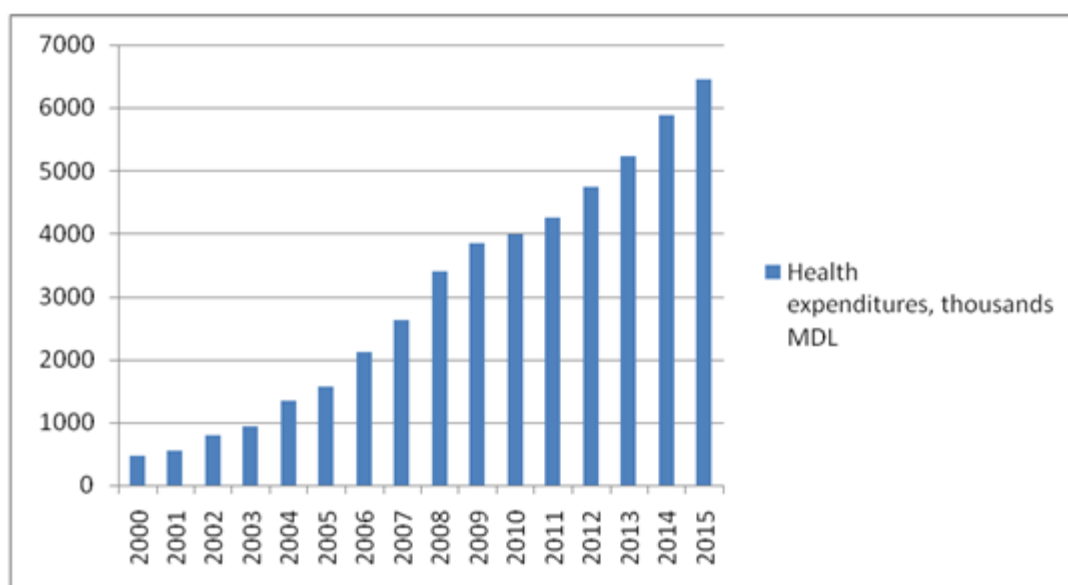


Figure 2.4 The data on health expenditures in dynamics, in thousands MDL, 2000- 2015

Source: Elaborated by the author based on the information offered by the National Bureau of Statistics [online].

Available:

http://statbank.statistica.md/pxweb/pxweb/en/30%20Statistica%20sociala/30%20Statistica%20sociala_08%20SAN060/SAN060100.px/?rxid=0ef286da-856a-4bce-b43d-2c4ec4105405 [Viewed 6 February 2016].

In the sectors as Transports and Communications, Maintenance of public order, Justice, Fuel and Energy, Science, External Activity, Construction sectors the percentage of the public expenditures falls below 6%. From the gender perspective in these sectors men are more actively involved than women. On the other side in the State service, Industry sector are in majority represented by woman.

2.3.1. Education expenditures for men and women

Human beings today need to have a specific set of skills to survive in this competitive world as well as progress. This set of skills can be referred to as Education. Education is important for a

country to grow. Whether it is economically or socially, education plays a vital role in the growth of these two important factors.

The legal framework in the education area in the Republic of Moldova are regulated by the Constitution of the Republic of Moldova, the Education Code and other national and international legislative and normative acts in force.

According to the Education Code of the Republic of Moldova No. 152 dated July 17, 2014³⁷, all the citizens of the Republic of Moldova shall have equal rights to education and initial and continuing professional training through the national education system. The state shall ensure the financing of the standard package of educational services for the pre-school, primary, gymnasium and lyceum education, regardless of the educational institution's ownership form. The vocational and higher education shall be financed from the state budget within the limits of the admission plan, approved annually by the Government.³⁸

In the Republic of Moldova education sector consists of: 35 universities; 51 colleges; 1,551 schools, gymnasiums and lyceums; 1295 kindergartens and 56 children's camps. Public expenditures in education sector during 2015 was 8462.1 million leis what represents 18, 23 % of total public expenditures.³⁹

The study of composition of public expenditures in the education sector from the gender point of view gives us the possibility to identify different needs and priorities of men and women in both short and long term. Behaviors and beliefs mostly formed in schools and educational institutions can have a lasting impact on gender relations in society. Education systems are both a result of external forces and instrumental to perpetuating or alleviating gender disparity around the world. Gender analysis is a prerequisite to ensuring that every step of design, planning, implementation and monitoring and evaluation of education policies and programs takes into account existing gender disparities. It creates the opportunity for users to address gender needs throughout the life cycle of the intervention.⁴⁰

In case of Republic of Moldova boys and girls have equal rights for education. Nevertheless, the main factor which defines gender composition of education services consumers is socio-economic one. Families with low income can effort their children to obtain only primary and

³⁷ EDUCATION CODE OF THE REPUBLIC OF MOLDOVA, Adopted by the Parliament on 17.07.2014, available at: <http://edu.gov.md/sites/default/files/education_code_final_version.pdf>

³⁸ EDUCATION CODE OF THE REPUBLIC OF MOLDOVA No. 152 dated July 17, 2014, art.9, available at: <http://edu.gov.md/sites/default/files/education_code_final_version.pdf>

³⁹ Ministry of Finance of Republic of Moldova, Report 'Raport privind executarea bugetului public național', 31 decembrie 2015', 2015, available at: <<http://www.mf.gov.md/files/reports/Raport%202015.pdf>>

⁴⁰ United Nations Girls Education Initiative, Report on 'Gender Analysis in Education: Conceptual overview', UNGEI, 2012, pag. 4-10 available at: <http://www.ungei.org/files/Gender_Analysis_in_Education.pdf>

secondary education. Mostly children from those families are trying to find a job, or they look after their younger brothers and sisters, while their parents are at work; those who live in the village are helping their parents in agriculture. To see the gender balance on the different levels of education you can view the figure 2.5.

As we can observe in the figure from above, during the primary and secondary education, the difference between number of boys and girls enrolled is insignificant, boys overcoming girls only with 4 159, which represents around 2,41 percent. This situation occurs because, after finishing the primary education, the majority of boys choose lyceum, or some professional schools, while the girls choose colleges, which is shown in our figure. Girls more likely choose college than boys approximately with 10, 7 percent.

In tertiary education again the number of girls enrolled exceeds the number of boys with 13 436 students, which represents around 26, 09 percent. This phenomenon can be explained by the fact that some of the young men decide to serve military, or they start working on unskilled jobs.

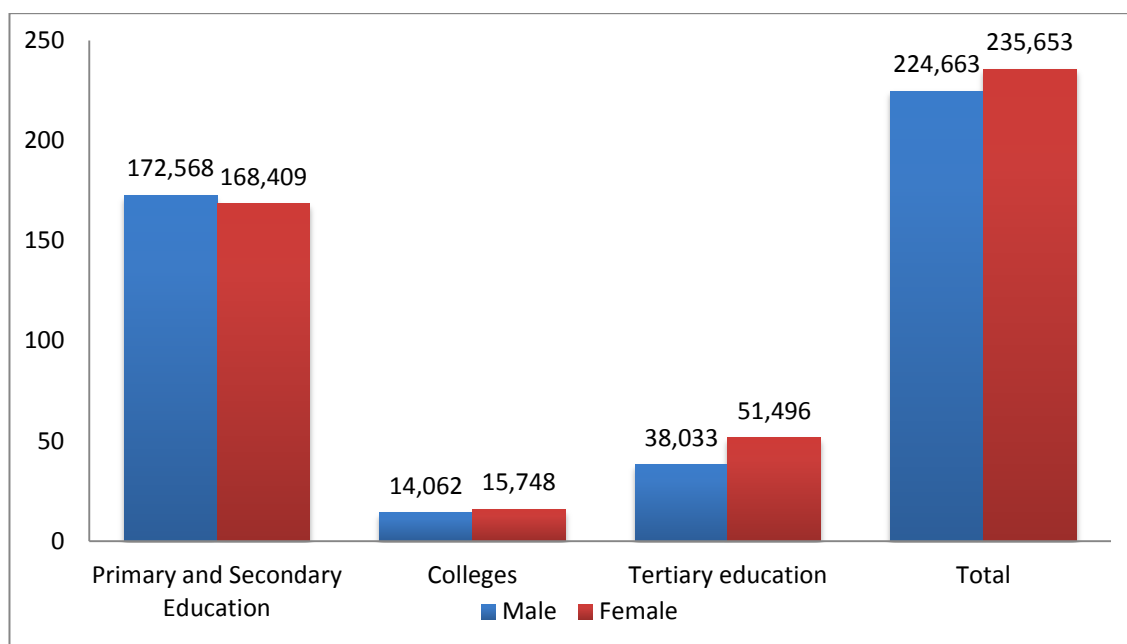


Figure 2.5 Gender balance on different levels of education, 2014/2015 year

Source: Elaborated by the author based on the information offered by the National Bureau of Statistics [online]. [viewed 6 February 2016]. Available:

<<http://statbank.statistica.md/pxweb/pxweb/en/30%20Statistica%20sociala/?rxid=0ef286da-856a-4bce-b43d-2c4ec4105405>>.

We also shouldn't forget that tertiary education is not fully financed from the state budget, and most of the students should pay for their studies, which most of the families (especially those who live in small cities or villages) simply cannot effort. For children of those families the only

option to get higher education is to get the scholarship, and according to the statistic girls more likely get scholarship than boys, because they are more responsible and are usually paying more attention on learning and as a result they get the higher marks.

From the gender point of view at the level of consumers of education services of the country we can say that public expenditures are mostly spent on female, than on male. Let's see the composition of education sector at the level of those who offer education services, the teachers. The share of men and women in teaching staff we can see in the Figure 2.6.

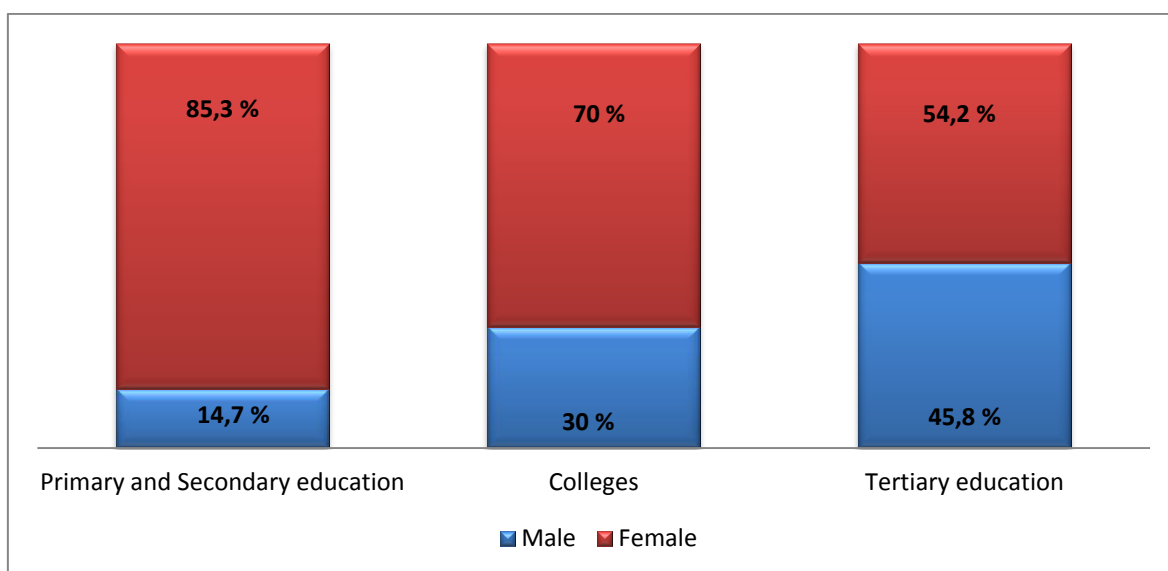


Figure 2.6 Share of male and female teachers at different levels of education, 2014/2015

Source: Elaborated by the author based on the information offered by the National Bureau of Statistics [online]. [viewed 6 February 2016]. Available:

<<http://statbank.statistica.md/pxweb/pxweb/en/30%20Statistica%20sociala/?rxid=0ef286da-856a-4bce-b43d-2c4ec4105405>>.

As we can observe from the Figure 2.6 the share of female teachers at all levels of education is predominated. The biggest share of women is in the primary and secondary education, about 85, 3 % as was registered by national bureau of statistics in 2014th - 2015th education year. This can be explained by existing stereotype according to which the primary function of women is to educate and take care of children. Men in primary and secondary education work predominantly in professional school, that explains why their share at this level is just 14, 7 %. As we know boys prefer to study more realistic subjects and specialties, as construction, engineering, transport and telecommunications. That's why in these domains the teaching personnel are also mostly represented by male professors. It explains the growing share of male teachers through different levels of education, representing 30% of professors of colleges and 45,8 % of teaching

personnel in tertiary education. Even if the majority in education is represented by women, men still hold high-ranking positions being in charge of making important decisions.

In a nutshell, we can say that education sector is predominated by females, representing the majority from both sides, as students and as teachers as well. That means that public expenditures in this sector of economy are mostly oriented to the female population. And we can say that it has both positive and negative influence on socio-economic health of the population.

Women targeting in education is positive, because of representing an effective poverty reduction strategy since women are disproportionately represented among the poor. Targeting by providing scholarships for girls may be a useful tool to capture social gains and increase internal efficiency of expenditures on education.

At the same time there is strong correlation between the level of education and crime. According to Isaac Ehrlich, those with a lower level of schooling and training, i.e., those with potential legal income well below the average, would have a relatively large wage differential in crimes against property and a relatively low opportunity cost of imprisonment and thus a relatively strong incentive to "enter" crimes against property.⁴¹

In case of Republic of Moldova lower level of the education among male population of the country leads to higher rate of the crimes committed by them. According to the Ministry of Internal Affairs in 2014 on the territory of Republic of Moldova where registered 41, 8 thousand cases of crime, 91, 8 % of them where committed by male population of the country.

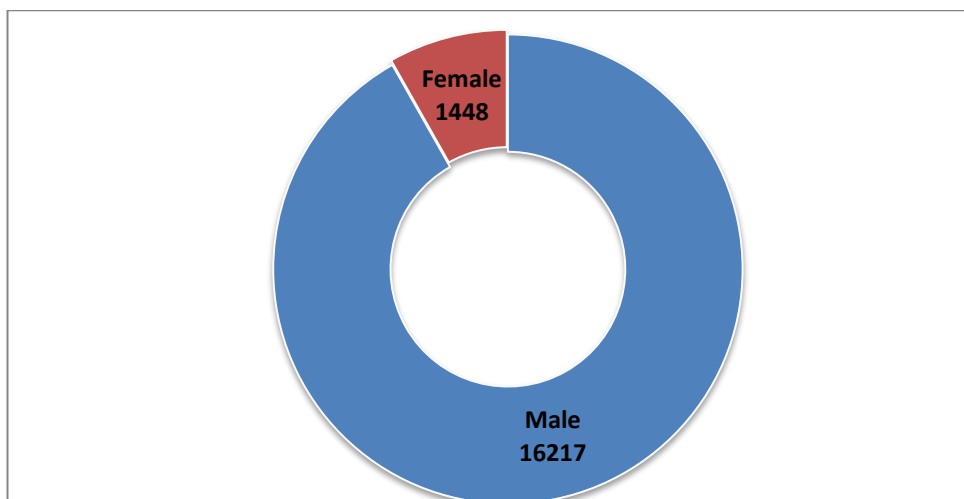


Figure 2.7 Gender balance of convicted criminals, 2014

Source: Elaborated by the author based on the information offered by the National Bureau of Statistics [online]. [viewed 6 February 2016]. Available:

<http://statbank.statistica.md/pxweb/pxweb/en/30%20Statistica%20sociala/?rxid=0ef286da-856a-4bce-b43d-2c4ec4105405>.

⁴¹ EHRlich Isaac, On the Relation between Education and Crime, 1970, pag. 8 - 10

As we can see from the Figure 2.7 in 2014, 17665 people were convicted in crimes. The majority of them are males, 16217 persons. Women's share in crimes is much lower, just 1 448 females, which represents just 8, 2 %. One of the reasons why situation is like this can be explained by the fact that male population of the country doesn't get enough education. Most of them even don't even finish the high school, preferring unskilled job instead of obtaining a degree.

All of above represents the negative consequences of women targeting in education domain. That's why the best option for the Republic of Moldova is to concentrate on the promotion of obtaining higher education among both gender of the population, and to allocate more funds in education domain, so that men could also have the possibility to get scholarships or grants. Besides that it will have positive consequences not only in social aspect, but economic aspect as well. Improving the nation's high schools and engaging students will not only save the nation dollars, it will save students' futures, because the "school-to-prison pipeline" starts and ends with schools.⁴²

2.3.2. Agricultural expenditures with gender perspectives

Speaking about key sectors in Moldova we should not forget about the agriculture which plays an important role and is traditionally been regarded as the main pillar of the Republic of Moldova's national economy, with agricultural output accounting for over 13% of its GDP in 2014 and this sector represents approximately 50% of Moldova's total exports, utilizing over 30% of the country's labor force. The distribution of employed persons by economic activities proves once again that the Republic of Moldova has traditionally the character of a mainly agrarian country. At the economy scale we can say that we have a balance between the share of working men 50,4% and woman 49,6%. The share of men in the total of employment prevails in agriculture (56,6%), industry (53,6%), transport (75,5%) and construction (91,3%) . At the same time, women prevail in public administration, education and health care (71, 4%), trade, hotels and restaurants (58, 7%). Analyzing the agriculture sector in the figure 2.1 we see that 56, 6% of the total of employed men and 46, 4% of the total of employed women is active in the given sector. This difference can be explained that traditionally, women more frequently than men find jobs in Services sector and less frequently in Construction.

More detailed information about distribution of employment by gender and economic activities can be viewed in Figure 2.8.

⁴² New Alliance, Report on 'Crime Rates Linked To Educational Attainment', Washington, 2013, available at: <http://www.prweb.com/releases/2013/9/prweb11117731.htm>

Based on the fact that in the agricultural sector is active more men than women, we can say that men benefits more from the public resources invested in this sector than women do.

The amount of public expenditures of 4, 8 % in agriculture are insufficient for a healthy development and significant results. Even if, the data shows that large investments in the last decade were made in the sector particularly because the funds allocated by foreign donors who contributed to the sustainable growth of the sector but was not the decisive factor in erasing poverty and animal and plant production volume has not increased substantially in real terms. Great cause of the outage is - inefficient allocation of financial resources. We think that is extremely important that higher volume of agricultural financing to be accompanied by greater efficiency in the use of funds.

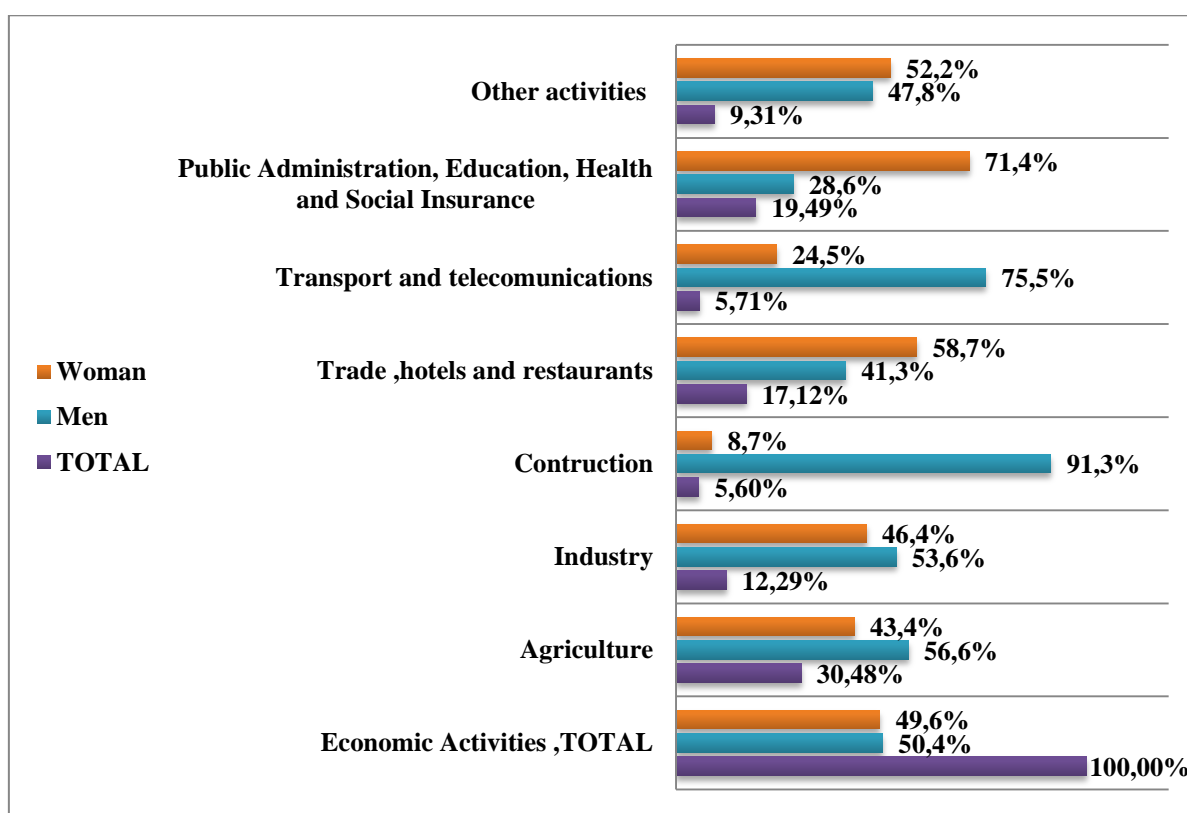


Figure 2.8 Distribution of the employment by gender and economic activities, 2014

Source: Elaborated by the author based on the information offered by the National Bureau of Statistics [online]. [viewed 8 February 2016]. Available:

<<http://statbank.statistica.md/pxweb/pxweb/en/30%20Statistica%20sociala/?rxid=0ef286da-856a-4bce-b43d-2c4ec4105405>>.

From the regional perspective if we take into consideration the ratio of the agricultural budget in GDP and the share of agriculture in GDP then we see that Moldova budget less for agriculture sector than its neighbors from South-East Europe.

This indicator is lagging behind most countries in Eastern Europe, outpacing only Ukraine and Romania. However, the tempo of growth in our country is higher than in some countries (Romania, Bulgaria) where expenditures in agriculture are much higher than in our country.

Table 2.2 Distribution of public expenditures for agriculture in the region, 2010-2012

Country	Share of the public expenditures for agriculture in GDP (%)	Share of agriculture sector in GDP (%)	Share of the expenditure budget for agriculture adjusted to the size of the sector
#	1	2	3=1/2
Belarus	3,15	9,93	0,32
Bulgaria	1,05	5,3	0,20
Estonia	0,68	3,73	0,18
Lithuania	0,97	3,5	0,28
Moldova	1,22	14,2	0,09
Poland	0,73	3,17	0,23
Romania	0,35	6,63	0,05
Russia	0,56	4,07	0,14
Slovenia	1,41	3,27	0,43
Slovakia	1,04	2,17	0,48
Ukraine	0,6	9,17	0,07
Hungary	0,51	4,27	0,12

Source: Elaborated by the author based on the information offered by the World Bank Database, Agriculture[online]. Available: < <http://data.worldbank.org/indicator/NV.AGR.TOTL.ZS> > [Viewed 8 February 2016].

Government should invest more in the agricultural economy of Moldova because of its major advantages. Firstly, due to its favorable geographical location and characteristics, it is possible to grow early varieties of vegetables, which is a significant competitive advantage for Moldova; secondly, Moldova has good humus soils and water resources; thirdly, Moldova's population has accumulated rich experience in and knowledge of growing fruits, vegetables and tobacco, as well as viticulture and wine production and Moldovan research institutions hold sound knowledge and experience in the agricultural sciences, which significantly contributes to the development of agriculture.

2.3.3. Gender Wage Gap in the Republic of Moldova

The gender wage gap has now been intensively investigated for a number of decades, but also remains an area of active and innovative research. Equal pay is not simply a women's issue—it's a family issue. Between 1967 and 2012, the percentage of mothers who brought home at least a quarter of the family's earnings rose from less than a third (28 percent) to nearly two-thirds (63 percent). Families increasingly rely on women's wages to make ends meet.

A majority of mothers are in the paid labor force, and a growing number of them are responsible for supporting their families. For the 40 percent of mothers with children under the age of 18 who are their families' sole or primary breadwinner, the gender pay gap can contribute to poor living conditions, poor nutrition, and fewer opportunities for their children. For these women, closing the gender pay gap is much more than a point of pride.

The wage gap (pay gap) is the difference in men's and women's median earnings, usually reported as either the earnings ratio between men and women or as an actual pay gap, as defined below. The median value is the middle value, with equal numbers of full-time workers earning more and earning less. The calculation of earnings ratio and pay gap you can see below.

$$\text{Earnings ratio} = \frac{\text{Women's median earnings}}{\text{Men's median earnings}}$$

$$\text{Pay gap} = \frac{(\text{Men's median earnings} - \text{Women's median earnings})}{\text{Men's median earnings}}$$

According to the National Bureau of Statistic of Republic of Moldova, during 2014, median monthly earnings for women and men working full time were 3899 and 4450 leis, respectively. Hereby we can calculate the earnings ratio and pay gap for 2014 for Moldova:

$$\text{Earnings ratio} = \frac{3899}{4450} = 87,6 \%$$

$$\text{Pay gap} = \frac{(4450 - 3899)}{4450} = 12,40 \%$$

According to earnings ratio women get about 87,6 % of the men's wage. Wage gap for 2014 was just 12,4 %, which is a pretty good result for our country. For comparison, Pay gap index in United States of America for 2014 was about 21%.⁴³

Women face a pay gap in nearly every line of work. Among the many occupations for which the National Bureau of Statistics collects data that allow for valid comparison, women's earnings are higher than men's in only a handful.

While a pay gap exists in nearly every occupational field, jobs traditionally associated with men tend to pay better than traditionally female jobs for the same level of skill required. And even in

⁴³American Association of University Women, Article on Economic Equality 'The Simple Truth about the Gender Pay Gap', AAUW 2016, available at: <http://www.aauw.org/research/the-simple-truth-about-the-gender-pay-gap/>

2014, women and men still tend to work in different kinds of jobs. This segregation of occupations is a major factor behind the pay gap.

Also we should mention that median wage in public sector is way below then in private one. Confirmation of this we can found in Figure 2.3.1.

As we can see on the diagram above the median wage from 2010 to 2014 has increased in almost 1,4 times, representing 4172 lei since 2014. Wage difference between public and private sector is about 16, 09 % in 2014, being 3673.9 and 4378.6 respectively.

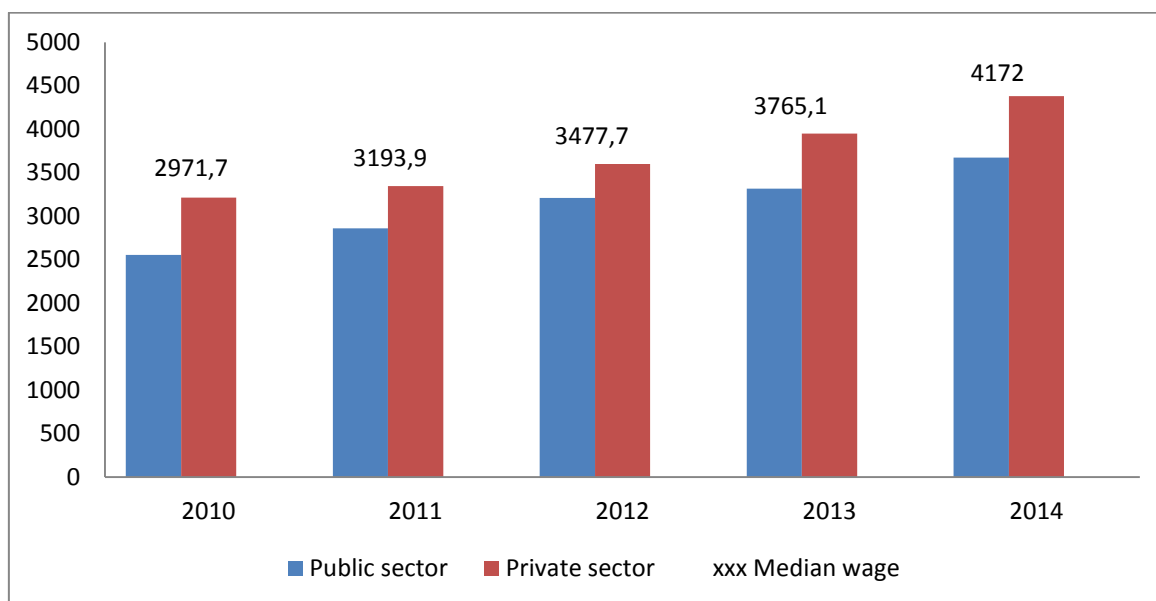


Figure 2.9 Evolution of median monthly wage in public and private sector, 2010-2014

Source: Elaborated by the author based on the information offered by the National Bureau of Statistics [online]. [viewed 6 February 2016]. Available:

<<http://statbank.statistica.md/pxweb/pxweb/en/30%20Statistica%20sociala/?rxid=0ef286da-856a-4bce-b43d-2c4ec4105405>>.

There can be observed a decline in the gap between wages in public and private sector of economy. In 2010 the gap between public and private sector wages was about 20, 5 % which is with 4,41% more than was registered in current period. According to National Bureau of Statistics public sector of economy is mostly represented by female population, about 71, 4 %. Men mostly prefer to work in private sector of economy. This factor also explains existing pay gap between male and female population of the Republic of Moldova.

The biggest share of male employees we can found in such domains as agriculture, construction, transportation and storage, administrative and support service activities. Basically they choose jobs that do not require special qualification or those which are more prestigious, where you need the highest level of education.

To study more detailed the gender composition, monthly pay rate and wage gaps in each sector of economy, we should analyze Table A 2.3

As we can see in table above the biggest pay gap in RM is in the domain of Financial and insurance activities, which is 27, 6 %, with the condition that 65, 42 of the employees enrolled in this sector are women. Monthly wages in this domain are way above median wage level in the country and represent 183, 5 % of median monthly income in Moldova. This gap can be explained by qualification required in this domain, which is mostly obtained by women than men. The highest paid sector of economy is Information and communication, about 205, 5 % of median monthly income. This field is dominated by men, and the pay gap in this domain is about 23 % which also represents big discrepancies in pay rate among men and women. The lowest paid sector of economy is agricultural one, just 66, 2 % from average monthly income. Pay gap in this sector is just 9, 5 % which is pretty good result for our country. This sector mostly is represented by male population 71, 98 %. In this sector of economy mostly work people from rural areas, with low level of education.

The least wage gap we can see in the domain of Transportation and storage, just 1, 5 %, which is close to ideal level of pay gap. This field of economy is predominated by male population, 70.06 % and pay rate is closest to the median monthly earnings rate of the country.

There is a negative wage gap in the domain of Administrative and support service activities, which is -20,8 %, which means that female employees of this sector of economy are paid with 20,8 % higher than male. 69, 19 % of the employees are men, so this wage discrepancies can be in order to attract female population in this sector of economy.

As a conclusion we can say that female population, being more academically educated is mostly concentrated in those fields of economy where they are performing mostly intellectual activity, which is also highly remunerable. If we talk about male population of our country, the biggest share is concentrated in the fields where they perform hard physical work, which is also less remunerable, but instead doesn't need any professional qualification.

2.3.4. Participation of men and woman in public life

Moldovan society is patriarchal one and gender relations are still traditional, which involves mostly conservative convictions about the role of women and men in society. Meanwhile, due to fundamental gender relation changes in the Western contemporary and the effects of the migration phenomenon in Moldova, some changes are obvious, including for the social dimension. The driving force causing them is first of all the education factor, the rate of women inclusion in all levels of education is 68% compared to 61.3% for males and the second

important factor, the increasing in revenue, to be more specific average salary of women in 2011 constituted 8.8% of the average salary of men compared 3% in 2008 and 68% in 2006⁴⁴. These changes have implications not only on the position of women in society, but also on the economy and the overall organization of the state.

Thus analyzing the woman participation shares in our public life, we can see a small change in dynamics, so in comparison with 2008 in 2014 we had less women's in front of a Minister with 4,4% ,the biggest share being in 2009 at 33,3% and the smallest during 2010-2011 with 6,3% .

Regarding the structure of the Parliament by gender in the analyzed period in 2014 we have the smallest percentage of woman's as deputy 18,8% ,the biggest share being in 2009 with 24,8 % . A visible progress we account at the evolution of woman participation share in police departments and woman as judges.

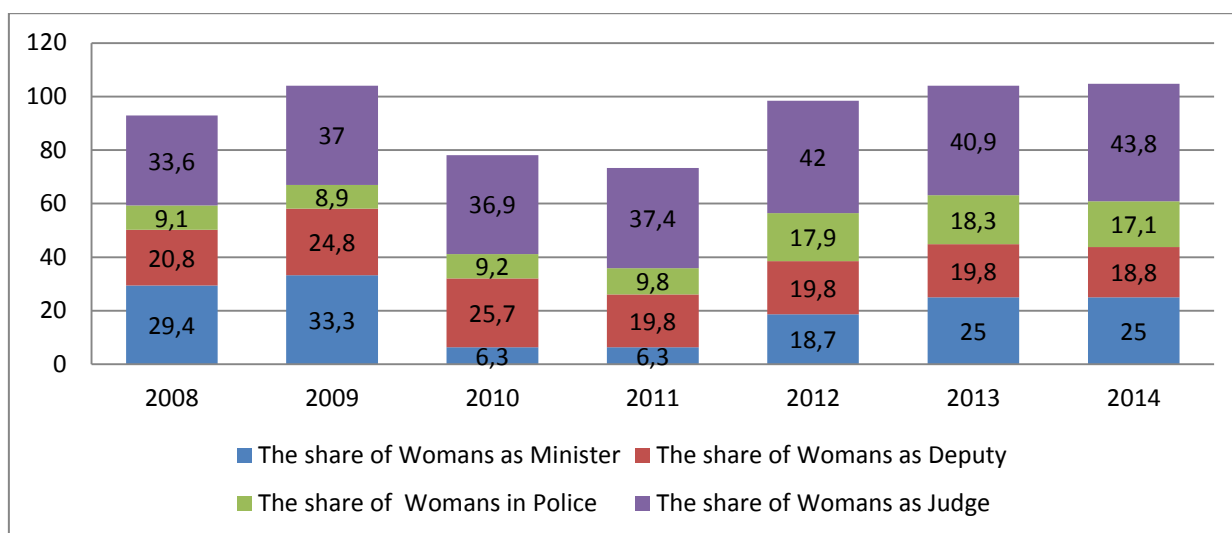


Figure 2.10 Participation shares of female in the public life of Moldova, %, 2008/2014

Source: Elaborated by the author based on the information offered by the National Bureau of Statistics [online]. [viewed 11 February 2016]. Available:

<<http://statbank.statistica.md/pxweb/pxweb/en/30%20Statistica%20sociala/?rxid=0ef286da-856a-4bceb43d-2c4ec4105405>>.

The public opinion barometer from 2014 says that our society is full of stereotypes. For example the husband must have higher salary than their spouse, the woman's destiny is to take care of the family, raise kids and perform the housework. Also more than a half of the respondents said that there is no place for a woman in politics. If to compare the gender shares in dynamics of the woman parliamentary candidates, women as local counselor and woman as mayors we can see

⁴⁴TERZI-BARBAROȘIE D. "Participarea femeilor la viața publică și politică din Republica Moldova", Chisinau, Mai 2013, available at:< <https://rm.coe.int/1680599098>>

an increase of 1,65% ,1,4% and respectively 1,99% .In decrease with 2,97% we see the woman's as deputy in Parliament even if the share of woman's as candidates increased in 2014 by 1,65% , meaning that less woman's get on the firsts rows of the parties list.

Table 2.4 Participation shares of female in politics, Moldova, 2009/2014

Indicators	2009		2014		Deviation
	Men	Woman	Men	Woman	
Share of candidates in parliamentary elections (%)	71,6	28,4	69,95	30,05	1,65
Share of the deputies in the Parliament (%)	75,24	24,76	78,21	21,79	-2,97
Share of candidates as a local counselor (%)	71,6	28,4	70,2	29,8	1,4
Share of the candidates as a mayor (%)	81,1	18,9	77,5	22,5	3,6
Share of the elected mayor (%)	81,49	18,51	79,5	20,5	1,99

Source: Elaborated by the author based on the information offered by the National Bureau of Statistics [online].

[viewed 11 February 2016]. Available:

<<http://statbank.statistica.md/pxweb/pxweb/en/30%20Statistica%20sociala/?rxid=0ef286da-856a-4bce-b43d-2c4ec4105405>>.

According to Transparency International, in terms of preventing corruption, it is recommended to have as many women in government as men. Studies have shown that women tolerate less corruption, and based on statistics the countries where the share of women in parliament is higher corruption perception index is much lower.

In Moldova woman are more than half of population and its crucial necessary to bring women in politics. The country needs a balanced mixed gender government that would reflect the reality of society. In this direction we should work with political parties, insist on creating adequate conditions or measures to ensure women's participation in political life. In terms to get sound success in all public spheres we should promote women in decision-making processes as statistics are telling us that women are underrepresented at all of decision making levels.

Another result of paternal spirit of Moldovan society is the distribution gap of entrepreneurs by gender. Distribution of entrepreneurs by gender shows that the share of men is about 72% meanwhile the woman at 28%, meaning that the number of men entrepreneurs is 2.6 times greater than the number of female which does not match the proportions of women as economically active population (49.4%) and the total population of Moldova (51.9%).The conclusion is that women tend to be less optimistic and less confident than men when launching a business that's why we should encourage them and broke the stereotypes that woman are the "weaker" gender .

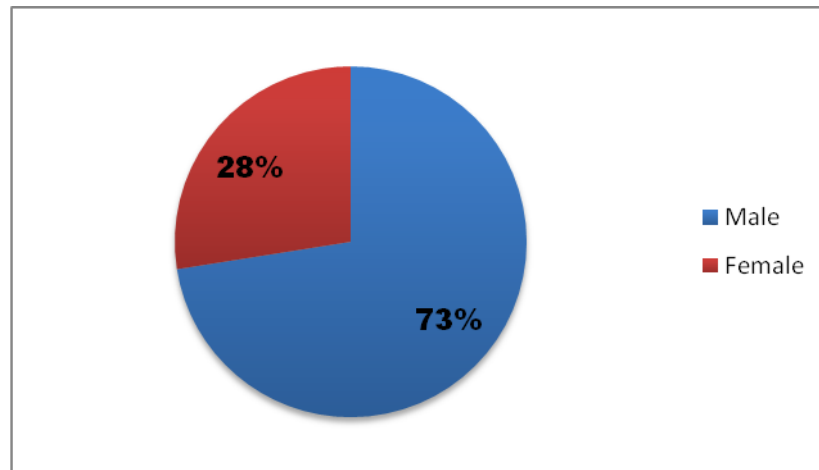


Figure 2.11 Distribution of entrepreneurs by gender, 2014

Source: Elaborated by the author based on the information offered by the National Bureau of Statistics [online]. [viewed 11 February 2016]. Available:

<<http://statbank.statistica.md/pxweb/pxweb/en/30%20Statistica%20sociala/?rxid=0ef286da-856a-4bce-b43d-2c4ec4105405>>.

The active involvement of women in a country development means using a high potential of talent, which may be ensured by ensured by the principle of equal opportunities. This principle lays the foundations of a modern society in terms of enhancement of the quality of life of women, eliminates all forms of discrimination on labor market, in career advancement, the right to rest and association, wages, etc.

CHAPTER III POSIBILITIES OF INTRODUCTION OF GENDER RESPONSIVE BUDGETING INTO THE BUDGETARY PROCESS IN THE REPUBLIC OF MOLDOVA

3.1 Premises and objectives of GRB implementation in the Republic of Moldova

Gender mainstreaming is currently the main international approach to promoting equality between women and men and GRBs are a good way of supporting gender mainstreaming. It aims to make all government policy-making and implementation gender-sensitive, rather than having separate programs – in a separate ‘stream’ – that focus on women or gender.

This approach will, however, only succeed if sufficient human, financial and material resources are allocated to implement it. If these resources are not made available, gender-sensitive aspects of policies may be present on paper but will not happen in practice.

It is important to say that GRB initiatives do not seek to create separate budgets to address women’s or gender concerns. Special allocations for women and gender are sometimes helpful in addressing specific needs, but they are of limited use if the rest of the budget continues to privilege some citizens above others. GRBs are about ensuring that government budgets are allocated in an equitable way so that the most pressing needs of individuals and groups are satisfied. They are about ensuring that when resources are scarce, the available resources are used to assist those who are least able to provide for themselves.

Gender responsive budgeting (GRB) brings together two issues that are not commonly associated with one another: gender equality and public financial management. GRB argues that gender equality principles should be incorporated into all stages of the budget process. They focus on key economic and social matters that are often overlooked or obscured in conventional budget and policy analysis, and decision making.

Why Moldova needs GRB initiatives? Taking into consideration that the budget is the most important policy of government because, without money, government cannot implement any other policy successfully a GRB will ensure that the needs and interests of individuals from different social groups are covered in the government budget. In particular, it ensures that the needs and interests of women, men, girls and boys are covered.

Looking at budgets through a gender lens shows clearly where the collection and distribution of public money is unequal and inefficient. It also shows how discrimination affects national development. Budget analysis and advocacy by citizens brings together technical knowledge for effective and equitable policy-making with political and organizing tools for engaging with

powerful interests and institutions. Gender-responsive citizen budget initiatives complement anti-corruption strategies.

GRB initiatives have the following characteristics:

- do not propose separate budgets for women or for men;
- focus on gender awareness and mainstreaming in all areas of budgeting at all levels;
- promote the active participation of women stakeholders and other disadvantaged citizens who are excluded from public decision-making;
- promote more effective use of resources to achieve gender equity and transparency;
- look at the links between inefficient and inequitable use of resources based on gender and poor use of resources based on other axes of disadvantage such as race, ethnicity, geographic location and age;
- stress out reprioritizing within and across sectors rather than only an increase in overall government expenditure.

If we take a look at the Figure 3.1 “Barriers to hiring and promoting women” we can see the challenges women are facing in society such as:

- Lack of work-life balance;

According to Moldovan stereotypes⁴⁵ women has to stay at home, take care of dependents and shouldn't aspire to a career, however the economic realities are a little different as after the birth of a child the family needs are in continuous growth and some women are trying to get a job to contribute to the family budget, usually a low or middle level job. The situation should be different if the women were preoccupied of a career and being able to be financially independent.

- Unconscious bias among managers;

According to the same Report on Moldovan Society Stereotypes, women are being discriminated based on gender. Thus females are seen as less capable as men in the top level positions. This rationament is based on the fact that a woman has to take care not only about her career but also about household duties, so she can not be fully dedicated to the work, meantime a mens job is to build a career and earn money.

- Lack of female role models ;

Moldovan society is a paternal one and this being said we must recognize that gender discrimination affects us more than we think and in a long term perspective will result in degenerative processes.

⁴⁵ Institutul de Politici Publice, Barometrul Opiniei Publice, IPP, Chisinau, 2016, available at: <http://www.ipp.md/lib.php?l=ro&idc=156>

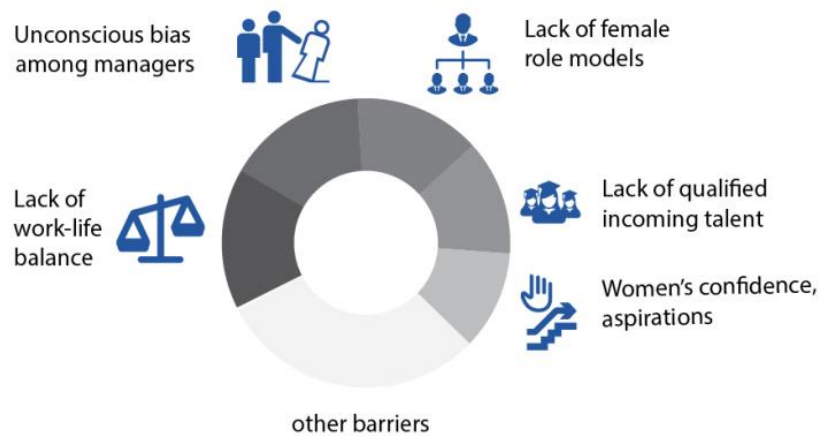


Figure 3.1 Barriers in Hiring and promoting women

Source: World Economic Forum, Gender Global Report for 2015, Infographics, available at: <http://reports.weforum.org/global-gender-gap-report-2015/social-media/> [Viewed 02 May 2017]

- Lack of qualified incoming talent ;

Which is directly linked to the lack of career in women priorities.

- Women confidence and aspirations;

Unfortunately the stereotypes present in the society affects women in dreaming big about themselves.

Moldova must think how to eradicate gender discrimination which affects our society and provide fairness and equality, enhance innovation, enhance decision making and expand talent pool. (Figure 3.2)

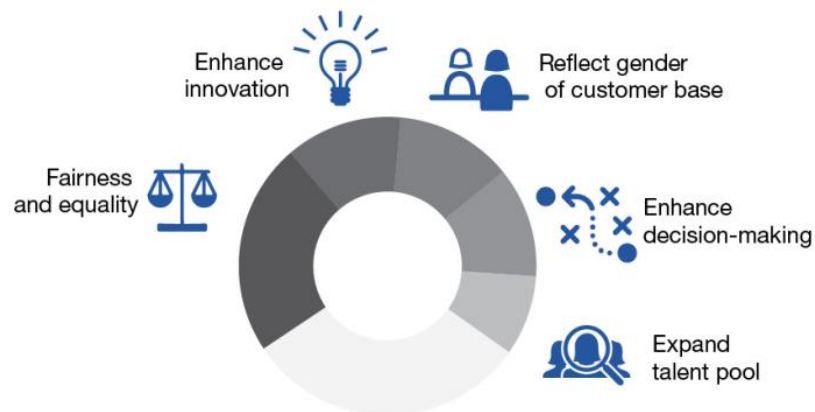


Figure 3.2 Rationale's to promote women

Source: World Economic Forum, Gender Global Report for 2015, Infographics, available at: <http://reports.weforum.org/global-gender-gap-report-2015/social-media/> [Viewed 02 May 2017]

Benefits of GRB analysis for Moldova are the following:

- ✓ It can improve efficiency and impact by ensuring that expenditure benefits those who need it most;
- ✓ It can be used to report on progress on the government's commitment to democracy, equitable economic development, and women's rights and equality;
- ✓ It can be used to improve transparency and accountability and to help implement policies effectively;
- ✓ It can be used to track budgets and so reduce corruption;
- ✓ It provides a space for government to work with civil society to enhance development impact, democratic governance and transparency;
- ✓ It can be used to report on government's progress on compliance with national and international gender related commitments, recommendations and action plans (e.g. national gender policies and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)).

Benefits of gender-responsive analysis for women and citizens of Moldova:

- It will strengthen advocacy and monitoring initiatives by citizens;
- It will provide information to challenge discrimination, inefficiency and corruption and to propose feasible policy alternatives;
- It will recognize the ways in which women contribute to the society and economy with their unpaid labor in bearing, rearing and caring for citizens;
- It will provide a way of holding public representatives accountable for their performance;
- It will recognize the needs of the poorest and the powerless;



Figure 3.3 Strategies to promote gender parity

Source: World Economic Forum, *Gender Global Report for 2015, Infographics*, available at: <http://reports.weforum.org/global-gender-gap-report-2015/social-media/> [Viewed 02 May 2017]

3.2 The GRB in Austria as a provocation for the Republic of Moldova

In Europe, the integration of gender was made a fundamental part of national level budgeting and gender budgeting was given legal status by national parliaments.

Since 2000, Austria's Council of Ministers has adopted five resolutions to mainstream gender into politics and administration. In 2002, the inter-ministerial working group on gender mainstreaming, established with the first resolution in 2000, recommended that gender training should be included in every stage of public administration education.

Consequently, the educational plans of six out of 13 ministries incorporate up to four hours of mandatory gender training for all staff entering the federal service, with further training offered at a later stage.

As a result Austria presents one of the most interesting examples where as part of recent reforms, in 2007, it introduced gender equality as a clear objective of the government and in addition, it has undertaken fundamental tax reform, which had one aim of ensuring that the tax system provides greater incentives for women to work.

On 1 January 2009, as part of the federal budget reform, gender budgeting was anchored in the Federal Constitutional Act. The act stipulates that budgeting by federal, state and local authorities shall be carried out with a view to ensuring equality between women and men.

Gender Budgeting is enshrined in the Austrian Constitution in the following articles:⁴⁶

Art. 13 of the Austrian Constitution require: "Federation, States and Communes are to strive for the effective equality of women and men in their budget management." According to the Austrian Constitution the Austrian Federation has to apply Gender Budgeting as an integral element of Performance Budgeting: Art. 51 of the Austrian Constitution states: „In the budget management of the Federation the fundamental principles of impact orientation, especially considering the objectives of the effective equality of men and women, [...] are to be observed.“ Art. 51 (9): "The particularities [...] are to be fixed by Federal Laws [...] in accord with the provisions of Para. 8. To be regularized in these are especially: measures for an impact orientated

⁴⁶ Austrian Ministry of Finance, BMF Presentation on "Gender Budgeting in the Context of the Austrian Budget Reform", 2014, available at: <https://english.bmf.gv.at/budget-economic-policy/presentations-and-literature.html>

administration, especially also under consideration of the objective of the effective equality of men and women; “

Objectives of Gender Budgeting taken into consideration by Austrian Government were:

- The gender aspects as part of the budget policy;
- Transparency on gender effects of public expenditures and revenues;
- Special needs of men and women;
- Restructuring public expenditures to bring forward the effective equality of men and women;
- Focusing on the economic independency and equality of women;
- Giving the opportunity for women to participate equally in all fields of social and economic life and decision making.

Under the new structure, the annual budget is organized on three levels: chapter, global, and detail budgets. Each chapter has a maximum of five outcome objectives, one of which is to address gender equality. Objectives may be oriented externally in line with the line ministries obligations to gender equality, or internally relating to the ministry’s human resource policy.

The Austrian mechanism of gender budgeting assumes that each ministry has to define a maximum of 5 outcomes per budget chapter. These outcomes are part of the annual budget decision in Parliament. At least one of the outcomes per budget chapter has to be a gender outcome external/sociopolitical outcome objectives; objectives and activities in the ministry’s portfolio contributing to gender equality. Each ministry has to define concrete measures (outputs) to support the respective outcomes including gender outcomes and to define appropriate indicators for outcomes and outputs. For each administrative unit outputs have to be defined, gender outputs are integrated. The Court of Audit assesses, whether outcomes and outputs are met.

The Austrian performance management cycle consist from the following:

1. Multi-annual strategic plan elaborated by each ministry every spring. It is laid down in the Strategy Report on the Medium-Term Expenditure Framework and further specified for each financial year in
2. Annual Federal Budget by outcome statements (setting out the effects to be achieved in society);

- Output statements (priorities to be set and measures to be taken to achieve the desired outcomes). These priorities within the administration are implemented by

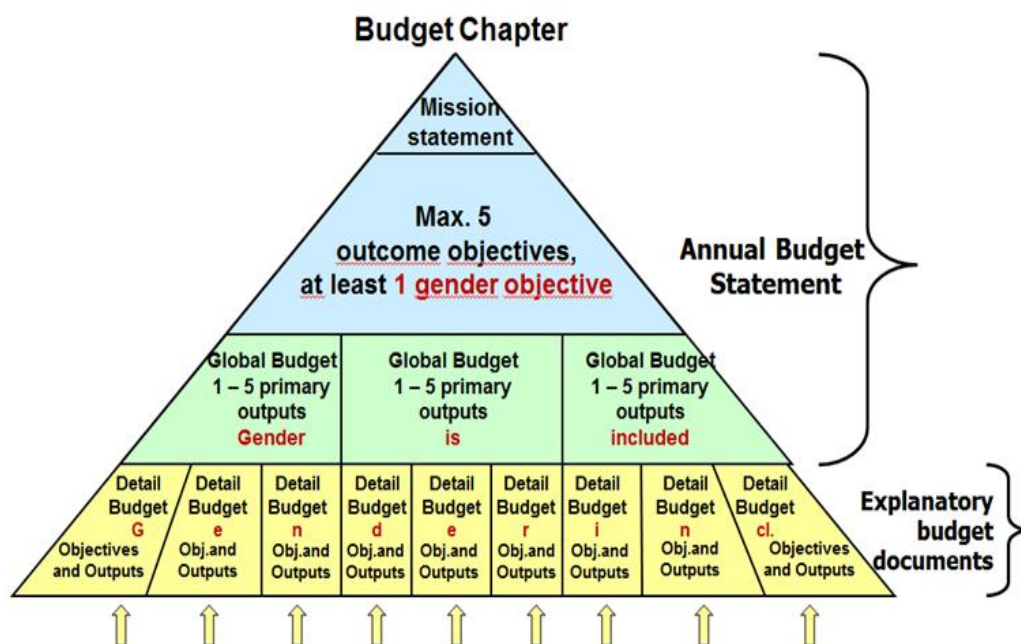


Figure 3.4 GRB Model in Austria

Source: Austrian Ministry of Finance, BMF Presentation on “Gender Budgeting in the Context of the Austrian Budget Reform”, 2014, available at: < <https://english.bmf.gv.at/budget-economic-policy/presentations-and-literature.html>>

- Performance contracts setting out the operative work plan of an administrative unit for the following four financial years, which means: defining policy aims at different levels and ensuring their achievement through
- Management by objectives defining each employee’s contribution to achieving the respective public body’s objectives.
- Evaluation of outputs in regular intervals to detect any deviation from the plan in time and take corrective steps.
- Evaluation of outcomes to show whether the intended effect has been achieved.

The Austrian budget reform is a comprehensive approach that not only changes specific elements of budgeting, but transforms the whole budgeting machine decisively. Furthermore the reform not only relates to fiscal rules in a strict sense: it deals with resources and performance and combines both perspectives. The budget therefore changes its character. It is not only steers the

allocation of money, but develops towards an integrated steering document for resources and results.

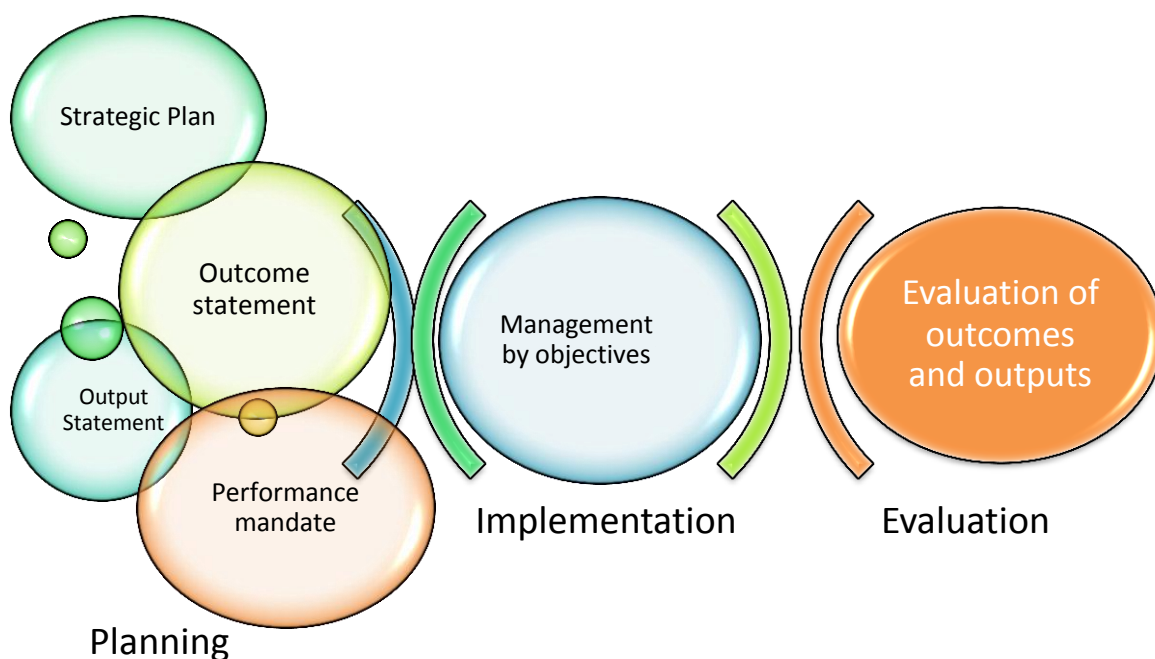


Figure 3.5 Austrian Performance Management cycle

Source: Elaborated by the author based on Austrian Ministry of Finance Presentation on “Austrian Performance Budgeting”- 2011, [Viewed 24 March 2017] available at:

<https://english.bmf.gv.at/search/results.html?searchterm=gender+budgeting+in+austria>

That strengthens the character of the budget as the central planning document of a government. As the Austrian reform integrates performance in the budgeting process, it aims not only at changing the administrative but also the political culture: Ministers have to decide on their priorities and to communicate them in a transparent way. Members of parliament have to vote not only on resources but at the same time on defined performance results and this strengthens the strategic dimension of policy making in Austria.

However analyzing in dynamics the Austrian gender equality index performance we can see that the country position within 145 analyzed countries is getting down. From 2006 till 2016 the relative change of the gender equality index is only of +0.041, meanwhile the ranking decreasing from 27 position to 52.

This is mainly because of the slow changes in economic participation and opportunity index, educational attainment index and regress in political empowerment index. It is to mention that during 10 years the number of analyzed countries raised from 115 to 145, however this fact does

not influent very much the comparative progress between them. During 10 years the relative change of the economy index consisted +0.188 being the most improved indicator during the analyzed period, in education a positive variation of 0.020, in health an insignificant change of +0.001 and in political a regress of -0.036.

Table 3.1 Austrian Gender Gap Index, 2006-2016, where: 0.00= inequality, 1= equality

SAMPLE		INDEX		ECONOMY		EDUCATION		HEALTH		POLITICS	
Year	No. of countries	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score
2016	145	52	0.716	84	0.650	86	0.987	1	0.980	41	0.246
2015	145	37	0.733	52	0.705	1	1.000	1	0.980	39	0.246
2014	142	36	0.727	68	0.670	1	1.000	52	0.979	36	0.257
2013	136	19	0.744	69	0.664	1	1.000	47	0.979	19	0.332
2012	135	20	0.739	70	0.652	49	0.995	50	0.979	18	0.332
2011	135	34	0.717	77	0.624	76	0.989	46	0.979	27	0.274
2010	134	37	0.709	92	0.595	75	0.989	44	0.979	26	0.274
2009	134	42	0.703	102	0.570	78	0.989	1	0.980	23	0.274
2008	130	29	0.715	84	0.587	76	0.989	1	0.980	14	0.306
2007	128	27	0.706	89	0.582	77	0.980	1	0.980	15	0.282
2006	115	27	0.699	81	0.553	68	0.980	1	0.980	14	0.282
2006-2016 CHANGE		+0.041		+0.188		+0.020		+0.001		-0.036	

Source: Elaborated by the author based on Gender Global Report for 2015 and Gender Global Report for 2016 presented by World Economic Forum. [Viewed 02 May 2017] available at: <http://www3.weforum.org/docs/>

The economy participation and opportunity index has an ascended trend till 2015 except for 2009 (the influence of the economic crisis) and is decreasing in 2016 dramatically with 0.055.

Table 3.2 Austrian Gender Gap on Economic Participation and Opportunity Index, 2015-2016, Where: 0.00= inequality, 1= equality

Indicators	2015		2016	
	Rank	Score	Rank	Score
ECONOMIC PARTICIPATION AND OPPORTUNITY	52	0.705	84	0.650
Labor force participation	47	0.870	39	0.665
Wage equality for similar work	104	0.580	100	0.622
Estimated earned income	27	0.780	95	0.502
Legislators, senior officials and managers	68	0.430	72	0.358
Professional and technical workers	73	0.950	75	0.862

Source: Elaborated by the author based on Gender Global Report for 2015 and Gender Global Report for 2016 presented by World Economic Forum. [Viewed 02 May 2017] available at: <http://www3.weforum.org/docs/>

The factors that influenced this change are the following:

- The decrease of females in the workforce from 0.870 to 0.665 ,even if the number of the women in the population has raised only 71% of the women able to work exercise this right meantime the men ratio is 80%;
- The decrease in wage gap with 0.042 points, meaning women are paid less than men for similar works;
- The dramatically decrease of income earned from 0.780 to 0.502. This was influenced by both of the above indicators: the presence of women in the workforce and increased wage gap;
- The presence of women in leadership position decreased from 0.430 to 0.358 ;
- The decreased ratio of women as professional and technical workers from 0.950 to 0.862.

The factors that influence the education attainment are presented in the table below.

Table 3.3 Austrian Gender Gap on Education Attainment Index, 2015-2016, where: 0.00= inequality, 1= equality

Indicators	2015		2016	
	Rank	Score	Rank	Score
EDUCATION ATTAINMENT	1	1	86	0.987
Literacy rate	1	1	1	1
Enrolment in primary education	-	-	-	-
Enrolment in secondary education	-	-	112	0.970
Enrolment in tertiary education	1	1	1	1

Source: Elaborated by the author based on Gender Global Report for 2015 and Gender Global Report for 2016 presented by World Economic Forum. [Viewed 02 May 2017] available at: <http://www3.weforum.org/docs/>

The availability of data on female and male enrolment in secondary education adjusted the Austrian position in global ranking; however, the number of females/males in all levels of education is almost equal, even is its rank is 86.

Table 3.4 Austrian Gender Gap on Health and Survival Index, 2015-2016, where: 0.00= inequality, 1= equality

Indicators	2015		2016	
	Rank	Score	Rank	Score
HEALTH AND SURVIVAL	1	0.980	1	0.980
Sex ratio at birth	1	0.940	1	0.944
Healthy life expectancy	1	1.060	1	1.060

Source: Elaborated by the author based on Gender Global Report for 2015 and Gender Global Report for 2016 presented by World Economic Forum. [Viewed 02 May 2017] available at: <http://www3.weforum.org/docs/>

At the calculation of index in health and survival we have the following indicators. This indicator remains practically unchanged during one year. (Table 3.4)

The domain in which Austria must engage in serious efforts is the political empowerment. As we can see from the Table 3.2.X the ratios remained the same meantime the country position the global ranking decreased from 39 to 41, meaning that some countries outrun Austrian progress in representation of women in politics and subclasses Austria to the 41 position.

Table 3.5 Austrian Gender Gap on Political Empowerment Index, 2015-2016, where: 0.00= inequality, 1= equality

Indicators	2015		2016	
	Rank	Score	Rank	Score
POLITICAL EMPOWERMENT	39	0.246	41	0.246
Women in Parliament	38	0.440	41	0.441
Women in Ministerial positions	24	0.440	24	0.444
Years with female head of state	61	0.000	64	0.000

Source: Elaborated by the author based on Gender Global Report for 2015 and Gender Global Report for 2016 presented by World Economic Forum. [Viewed 02 May 2017] available at: <http://www3.weforum.org/docs/>

Austria has a lot to do in the gender mainstreaming vector to improve the situation in economic participation and opportunity, in the labor force gender gap, wage gap and leadership gap, and of course in the political empowerment, to increase women's representation in parliaments, ministries and erase the women related stereotypes in society. However "the rocket" has been released and the first steps have been made by improving the legal framework, the fiscal tax reform and of course the implementation of mandatory gender responsive budgeting mechanism.

Thereby, based on the Austria's experience, the key elements of the reform of the budgetary process in view of implementation of gender-responsive budgeting could be: (1) Transition to results-based budgeting (or based on performance) as being an effective tool for implementing GRB; (2) Providing the framework for prioritizing budgetary measures, that involves the allocation of budget resources not for categories (articles) of expenditures, but for priorities (distribution by time periods of the amounts of budgetary resources not only for the entire program, but also for achieving each objective); (3) Each element has to have an analysis which reflects the impact on women and men; (4) Introduction into the respective program of a

mandatory objective related to gender equality (that is what namely this institution will perform with the amounts of resources offered to ensure gender equality); (5) Development of new forms / regulations or modifying the existing ones.⁴⁷

3.3 Directions for GRB implementation into the budgetary process in the Republic of Moldova

In recent years, the processes of globalization have accelerated. Some individuals, countries and corporations have gained. But many individuals, groups and countries have suffered, including Moldova. Overall, it seems that the gap between rich and poor countries, and between rich and poor groups within countries, has increased. Government has a central role to play in addressing social need and promoting equity. In both developing and developed countries governments have recognized that GRBs can assist in:

- (a) Poverty reduction efforts;
- (b) Meeting the needs of vulnerable groups; and
- (c) Promoting equity.

Governments never have enough money to address all the needs and demands of citizens, corporations and others. By assessing the impact of different ways of spending its money, a government can allocate the available resources in a way that meets the most pressing needs.

Gender issues are important for understanding poverty and identifying strategies to reduce it. Women are less likely than men to be in paid employment. When employed, they are likely to earn less than men. They are more likely than men to work in the informal economy or in agriculture. But they have less access to finance, land and other resources to ensure decent earnings. Within poor households, women and girls often have less control over the available money and less access to household goods and public services than their male counterparts. They suffer violence on a large scale. They are more likely to be illiterate as well as politically and socially marginalized in their communities.

The scope for gender budgeting arises when public budgeting, for a variety of reasons, does not adequately take into account the full economic benefits of women's development and gender equality, like in Republic of Moldova. For example, public budgeting might ignore that educating mothers will ensure that children are fed healthier diets and have better health, thus reducing the public funds needed for children's health or containing the spread of disease.

⁴⁷ PETROIA Andrei, Research on "The Introduction of Gender-Responsive Budgeting into the Budgetary Process in the RM", Analele ASEM, Ediția a XII-a. Nr.1 /2014, page 265, available at: http://ase.md/files/publicatii/anale/anale_2014_1.pdf

Gender budgeting rests on the view that government budgets are not “gender neutral,” and that the appearance of gender neutrality may more accurately be described as “gender blindness”. Advocates of gender budgeting seek to mainstream (or incorporate as a matter of course) attention to women’s needs into fiscal policies and administration and to promote greater accountability for governments’ commitment to addressing them. There is no easy formula that a government can use to determine which budget allocation will have the maximum impact on poverty. Ministries of Finance need to play a leading role if GRB is to be successfully introduced and institutionalized, but MFs often fail to understand GRB as ‘their reform’. They tend to see pursuing gender equality as beyond their remit – as the role of gender mechanisms, mission of international organizations or NGOs. It is still challenging to change this understanding and to help MFs embrace GRB as a tool that both enhances gender equality and improves the budget process.

The preparatory process prior to PFM reforms, the following can be done to support equitable budget processes and GRB in Republic of Moldova:

- Including the requirement for sex-disaggregated data in all budget and reporting documents;
- Preparing specific gender indicators to capture the implications of policies on relevant gender equality gaps and issues (such as care work, and the unpaid economy);
- Preparing strategic reports about objectives, policies and indicators to measure performance and results in gender equality. Initially it will be a challenge to include gender in performance reporting, but over the years a systematic build-up of experience and knowledge should lead to continuous improvements.

Spending ministries like in Austria case (e.g., education, health, justice, and so on) should be responsible for developing and administering key spending programs of the government and play an important role in incorporating gender-oriented goals into their programs and policies and reporting on the spending for gender-oriented goals to government and audited by the Court of Accounts. On the revenue side, the tax or revenue administration is responsible for ensuring that any new revenue sources or amendments to laws or changes to regulations governing existing sources of revenues are adapted to meet gender-oriented goals. Revenue issues have generally received less attention in gender budgeting initiatives, but we do note a couple of exceptions where government sought to achieve gender-oriented goals through tax policy reforms. In Austrian case, we can see that effective gender budgeting requires that spending ministries take

the lead in identifying gender-oriented goals that fall within their area of responsibility and developing programs and requesting budgets for them to bring about the achievement of these goals.

The economic rationale for gender budgeting is that fiscal policies influence fiscal outcomes, and thus economic output, growth, and equity. For developing countries as Moldova, sound fiscal policies play an essential role in contributing to the high and sustainable growth that underlies the achievement of many of the Sustainable Development Goals. There are many channels through which fiscal policies influence growth. Sound fiscal policies influence growth through their effect on budget stability and sustainability over time. They help ensure that debt burdens are manageable and economic conditions remain conducive to investment and saving. Fiscal policies also determine the composition of expenditures and revenues, and the benefits and costs of government spending programs and revenue policies, and create incentives to modify private behavior. Expenditure and revenue policies influence human capital and physical capital accumulation, and incentives for labor supply, investments, and risk taking, among other economic behaviors. Because of the theoretical and practical difficulties in determining the effect of fiscal policies and programs on women and men, and the traditionally weak voice of women in political discussions and government bureaucracies, women's developmental concerns are unlikely to be fully taken into account in public budgeting. Gender budgeting efforts are intended to commit public budgeting to weighing the benefits and costs of policies that would promote gender equality and girls' and women's development, and then to taking action in response to this evaluation. The important point is not whether an initiative is labeled as gender budgeting but whether fiscal.

Table 3.6 Moldova's Gender Gap Index, 2015-2016, where: 0.00= inequality, 1= equality

Year	SAMPLE		INDEX		ECONOMY		EDUCATION		HEALTH		POLITICS	
	No. of countries	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score	
2016	145	26	0.741	15	0.795	52	0.996	40	0.979	58	0.196	
2015	145	26	0.742	18	0.797	50	0.996	42	0.979	58	0.195	
2014	142	25	0.740	11	0.808	56	0.995	37	0.979	59	0.180	
2013	136	52	0.704	32	0.741	74	0.991	34	0.979	87	0.104	
2012	135	45	0.710	21	0.761	42	0.996	34	0.979	85	0.104	
2011	135	39	0.708	14	0.764	64	0.991	1	0.980	88	0.099	
2010	134	34	0.716	10	0.771	66	0.990	1	0.980	69	0.124	
2009	134	36	0.710	26	0.732	63	0.993	41	0.979	64	0.137	
2008	130	20	0.724	2	0.802	35	0.998	38	0.979	68	0.118	
2007	128	21	0.717	5	0.778	41	0.994	37	0.979	56	0.117	
2006	115	17	0.713	2	0.760	37	0.994	1	0.980	50	0.117	
2006-2016 CHANGE			0.029		0.026		0.003		0.000		0.072	

Source: Elaborated by the author based on Gender Global Report for 2015 and Gender Global Report for 2016 presented by World Economic Forum. [Viewed 02 May 2017] available at: <http://www3.weforum.org/docs/>

If to analyze the generalized situation of Moldova within the global context we can see from the table above that it is placed on the 26 position for the last 2 years in terms of global gender gap from 145 analyzed countries. The best ranking on 17 place is in 2006 and the most discouraging in 2013 on 52 place. During 10 years the relative modification for all 4 analyzed indicators has a positive value being for the economy participation and opportunity in value of 0.026, for education attainment 0.003, for health and survival a null one and political empowerment 0.072.

All of them result in the general index a relative modification of 0.029 points. However in the last 3 years there are no significant changes in the gender mainstreaming vector and Moldova should start to take action and use its resources rationally.

The economy participation and opportunity index has a floating trend during the 10 years' time period with the lowest indicator being in 2009- 0.732 and the highest in 2014- 0.808. However in the last 2 years it has a constant value of 0.79 and an improvement in the global ranking with 3 positions.

Table 3.7 Moldova's Gender Gap on Economic Participation and Opportunity Index, 2015-2016, where: 0.00= inequality, 1= equality

Indicators	2015		2016	
	Rank	Score	Rank	Score
ECONOMIC PARTICIPATION AND OPPORTUNITY	18	0.797	15	0.795
Labor force participation	30	0.900	30	0.901
Wage equality for similar work	45	0.700	46	0.691
Estimated earned income	32	0.760	17	0.760
Legislators, senior officials and managers	13	0.750	13	0.754
Professional and technical workers	1	1.000	1	1.000

Source: Elaborated by the author based on Gender Global Report for 2015 and Gender Global Report for 2016 presented by World Economic Forum. [Viewed 02 May 2017] available at: <http://www3.weforum.org/docs/>

The factors that influence the education attainment are presented in the table below. In larger terms the education in Moldova probably is the most equilibrated domain from the gender mainstream concept.

Table 3.8 Moldova’s Gender Gap on Education Attainment Index, 2015-2016, where: 0.00= inequality, 1= equality

Indicators	2015		2016	
	Rank	Score	Rank	Score
EDUCATION ATTAINMENT	50	0.996	52	0.996
Literacy rate	66	0.99	59	0.997
Enrolment in primary education	81	1.000	81	0.992
Enrolment in secondary education	1	1.000	1	1.000
Enrolment in tertiary education	1	1.000	1	1.000

Source: Elaborated by the author based on Gender Global Report for 2015 and Gender Global Report for 2016 presented by World Economic Forum. [Viewed 02 May 2017] available at: <http://www3.weforum.org/docs/>

At the calculation of index in health and survival we have the following indicators. This indicator remains practically unchanged during one year. (Table 3.9)

Table 3.9 Moldova’s Gender Gap on Health and Survival Index, 2015-2016, where: 0.00= inequality, 1= equality

Indicators	2015		2016	
	Rank	Score	Rank	Score
HEALTH AND SURVIVAL	42	0.979	40	0.979
Sex ratio at birth	99	0.940	95	0.943
Healthy life expectancy	1	1.060	1	1.060

Source: Elaborated by the author based on Gender Global Report for 2015 and Gender Global Report for 2016 presented by World Economic Forum. [Viewed 02 May 2017] available at: <http://www3.weforum.org/docs/>

The domain which is less gender mainstreamed in the world and Moldova is not an exception is political empowerment. As we can see from the Table 3.10 the ratios remained the same and the country position in the global ranking remained the same-58.

**Table 3.10 Moldova's Gender Gap on Political Empowerment Index, 2015-2016, where:
0.00= inequality, 1= equality**

Indicators	2015		2016	
	Rank	Score	Rank	Score
POLITICAL EMPOWERMENT	58	0.195	58	0.196
Women in Parliament	68	0.280	67	2.278
Women in Ministerial positions	35	0.380	34	0.385
Years with female head of state	46	0.030	44	0.032

Source: Elaborated by the author based on Gender Global Report for 2015 and Gender Global Report for 2016 presented by World Economic Forum. [Viewed 02 May 2017] available at: <http://www3.weforum.org/docs/>

The GRB can be for Moldova's economy a fresh breath of air that can help us to use efficiently the public finances and the start of the reform initiative it is obvious that it would take a number of years to develop and implement the respective changes. Therefore, it seemed crucial to ensure that the reform would not depend on the then existing political constellation, but would survive under different governments. Thus, the reform process has to integrate all political parties represented in parliament. A general political consensus should keep the reform out of political day to day activities and label it as a modernization project that would be supported by all relevant political forces.

As mentioned the Gender Responsive Budgeting is an approach that involves working in a comprehensive way to integrate gender perspectives at all stages of the budget planning. Figure 1 presents an overview of main components of GRB process:

➤ GRB analysis ;

The first component is crucial to establish a good basis for subsequent activities to improve the gender equality situation. Gender budget analysis - an analysis of programs funded from budget on how they address the needs of different sexes and different social groups. As a result of gender budget analysis would be recommendations on improvements of budget programs, fiscal and sectoral policies, so that programs and policies respond better to the needs of different sexes and different social groups. Gender budget analysis requires a set of steps. This set is defined as core steps of GRB analysis of specific programs, sub-programs and policy areas.

- Making changes in programs and budgets based on results of GRB analysis in order to facilitate gender equality ;

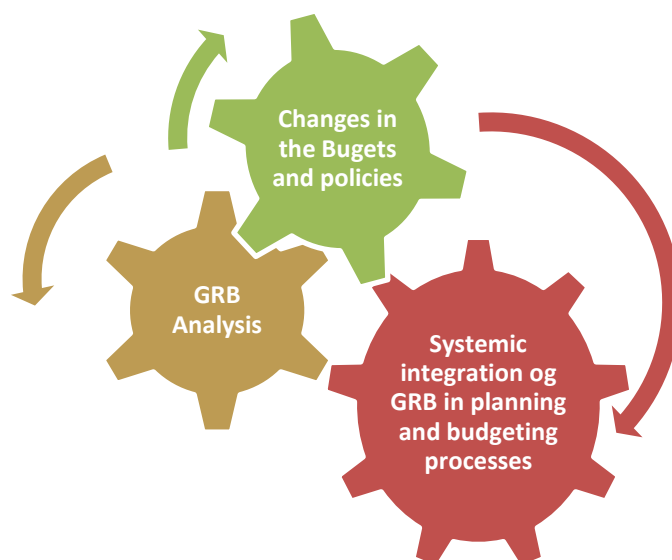


Figure 3.6 Main components of GRB process

Source: Elaborated by the author based on UN Women Publication “Gender Responsive Budgeting: Analysis of Budget Programs from Gender Perspective”, Kiev, 2015, pag. 11, available: <<http://library.fes.de/pdf-files/bueros/ukraine/11556.pdf>> [Viewed 24 March 2017]

Reformulating policies and allocation of resources to achieve gender equality outcomes. The subsequent component of GRB work is implemented based on the recommendations developed as a result of the analysis of concrete sectors, programs, or policies; its goal is to make sure that the recommendations and the necessary changes of activities, programs or plans as well as changes in budgets are put in place.

- Integrating GRB systematically in planning and budgeting processes in the central and local budgets.

Based on the results of the analysis, it is important to keep in mind that the analysis itself is not yet complete gender responsive budgeting. It is worth noting that in most cases, when it comes to implementing proposed changes, it is not the task of officials doing GRB analysis. Therefore, this will not be covered in more detail here in this manual.

Measuring the extent of impact resulting from absorption of public funds to achieve the planned objectives is an additional element that can be taken into account if the resources for this assessment are available. The central question in assessing gender impact of planned budget

activities is as follows: were the measures taken to achieve the goal relevant, namely suitable and adequate? Comparison of available resources and services becomes a starting point for such assessment. Gender impact of planned budget activities needs to be assessed on an annual basis through work reports of state institutions, where focus would be on achieved results and efficiency of budget funds utilization, and not only on purposeful and full spending of budget funds, as it is usually done. In the future, such reports will need to be included in a draft budget law as mandatory analytical material.

Applying in Republic of Moldova the Austrian experience on GRB the budget reform in Moldova can be approached as well based on "bottom-up" method like shown in the Figure below (Figure 3.3.X). Obviously, the most important starting step at each stage would be the introduction of performance programs budgeting – for the institutions and domains where this method was not applied yet. As well, considering the fact that the gender-responsive budgeting phenomenon is relatively new for the budgetary practice in the Republic of Moldova, it is proposed, at the beginning of each stage, to be necessarily organized trainings of professionals who will be involved into GRB activities.

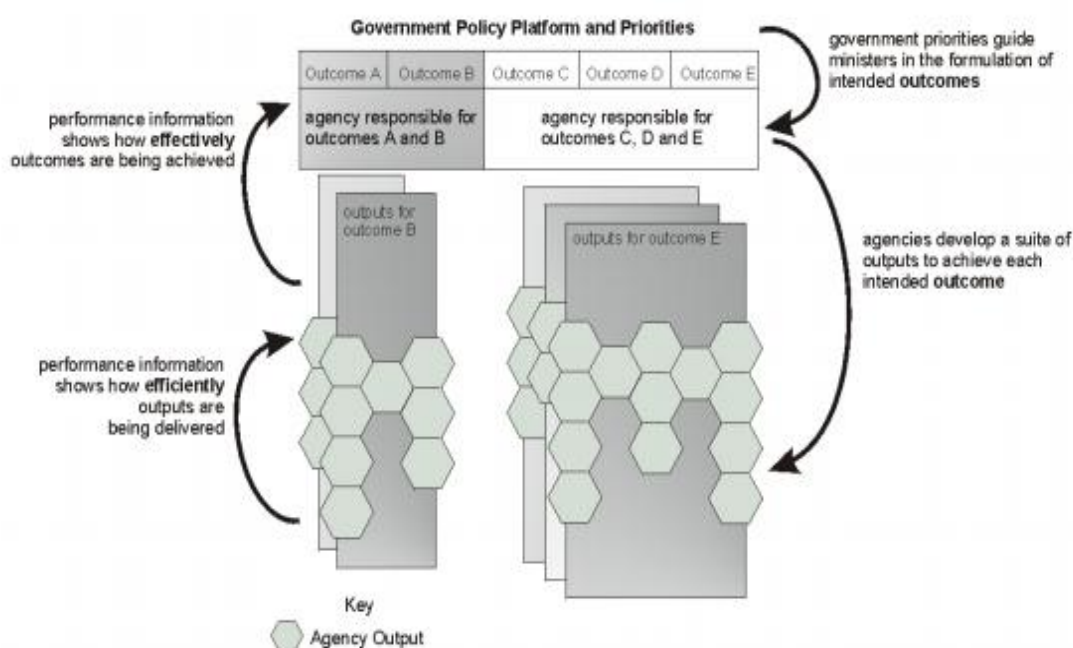


Figure 3.7 GRB Mechanism: outputs and outcomes budgeting

Source: SHARP R., *Budgeting for Equity: Gender Budget Initiatives within a Framework of Performance Oriented Budgeting*, UNIFEM, 2003, p.35

Fields of Intervention⁴⁸

A. Employment and Labor Migration

Creation of equal opportunities on the labor market and in economic life, economic independence, and the opportunity to participate in economic decision-making structures are vital for the implementation of gender equality.

In this sense, it is necessary:

- To introduce gender dimension into all employment policies;
- To overcome horizontal and vertical segregation of women and men on the labor market;
- To create and develop financial consulting services and availability of credits to support female entrepreneurship;
- To implement specialized training programs meant to ensure a balanced integration of men and women into the labor market;
- To develop competences in gender equality for decision-makers in the field;
- Substantially to reduce differences between the level of remuneration of women and men;
- Efficiently to regulate migration processes in terms of the gender dimension.

B. Budgeting

Development of gender responsive budgets in all the programs of all the fields represents a necessary instrument that guarantees observance of the principle of gender equality in distribution and allocation of resources.

In this sense, it is necessary:

- To introduce gender dimension into all budgeting policies;
- To improve the legal and regulatory framework that regulates the budgeting process, establishes roles and responsibilities of all the actors participating in the process;
- To revise norms and classifications used in formation of budget expenditures;
- To apply social standards and financial ratios at all levels of the budgeting process, taking into account the gender-based differentiation;
- To build capacity to promote the principle of gender equality in the budgeting process;
- To develop and introduce gender sensitive indicators into the budgeting process;
- To develop the concept of Gender Responsive Budget (GRB) and to promote it in the budgeting process at local and national levels

⁴⁸ National Strategy on Gender Equality in the Republic of Moldova for 2009-2015, available on <http://siteresources.worldbank.org/INTECAREGTOPGENDER/Resources/MoldovaNatStrategyGenderDraft.pdf>

C. Participation in Public and Political Process

Balanced participation of both genders in all the levels of political and public life, including in the decision-making process, represent a requirement to respect human rights that can ensure a better functioning of a democratic society.

In this sense, it is necessary:

- To encourage political parties to involve women in political activity;
- To include gender dimension in election campaigns at all levels;
- To consolidate mechanism for monitoring the process of ensuring equal opportunities for women and men within parties;
- To monitor observance of statutory and legislative provisions on gender equality (shares, zigzag, parity);
- To reduce the impact of the stereotypes regarding the role of women and men in public and family life;
- To eliminate structural barriers to the balanced participation of women and men in public and political decision-making processes.

D. Social Protection and Family

Women and men have equal dignity and rights in all the fields, including in personal and family life.

In this sense, it is necessary:

- To introduce gender dimension into all social policies;
- To promote and support partnership relations in the family;
- To improve the social value of maternity and paternity and of the role of both parents in child education
- To transform the existent models of social protection in terms of gender equality;
- To reconcile professional activities with private life;
- To reduce gender-based differences in the pension system;
- To raise public awareness about the importance of ensuring gender equality in public and private life

E. Health Care

Gender equality implies that women and men have equal opportunities to fulfill their health potential, including by equal access to health care and the quality of these services.

In this sense, it is necessary:

- To introduce gender dimension in all health policies;
- To develop gender sensitive health care;

- To include gender dimension in raising public awareness about healthy lifestyle;
- To capitalize on potentialities of gender equality in order to create and maintain an inoffensive physical and social environment.

F. Education

Educational options and achievements influence professional career of women and men, as well as their personal welfare, private life.

In this sense, it is necessary:

- To introduce gender dimension into educational policies;
- To capitalize gender dimension on the general education curriculum;
- To include gender dimension in initial and continuous training programs for specialists for the national economy;
- To eliminate gender misbalance in education;
- Systematically to monitor functioning and development of the educational system in terms of gender

G. Violence and Human Trafficking

Gender-based violence is one of the most serious violations of human rights and fundamental freedoms; it is a waste of capacity and human resources for economic and social development.

In this sense, it is necessary:

- To make the measures to prevent and protect victims of violence and trafficking more efficient;
- To improve the abuser re-socialization mechanism;
- To train specialist involved in any type of interventions with victims of violence and abusers;
- To raise public awareness about gender aspects of the phenomenon of violence and trafficking in the context of human rights.

G. Raising Public Awareness

In modern societies media constitutes a huge potential for social changes, as it can prevent or accelerate structural changes in the implementation of gender equality.

In this sense, it is necessary:

- To include gender dimension in policies related to mass media, to build capacity of journalists in the field of gender equality;
- To organize public campaigns and events that would promote the principle of gender equality, identify and disseminate best practices in mass media;
- To involve men in promotion of the principle of equal opportunities of women and men;

- To change the paradigm of approaching the role of women and men in the context of private and public life;
- To eliminate stereotyped portrayals of women and men from advertising materials, mainly from billboards, TV spots and layouts/advertisements for the printed press;
- To make advertising agents (suppliers, producers, distributors) liable for violating the legislation on gender equality.

Objectives set:

A. Employment and Labor Migration

- More efficient correlation between the supply and the demand on the labor market;
- Reduced rate and duration of unemployment;
- Reduced differences in remuneration of women and men;
- Reduced gender segregation on the labor market;
- More efficient regulation of migration processes;
- Forecasting of migration flows;
- Prevention and combating of illegal migration and human trafficking.

B. Budgeting

- Created efficient system of administration by applying gender responsive budgeting methodology at all levels;
- Creation of the corresponding legal framework in order to introduce a new mechanism for elaborating and promoting gender responsive budgets and financing for gender equality;
- More efficient use of state budget funds, according to their destination, in order to maintain the necessary policies in all the fields referring to gender responsive budgeting;
- Created framework of qualified human resources in all the sectors applied in gender equality policy promotion;
- Created system of monitoring the impact of the measures financed by the state budget on the gender equality promotion applying direct and indirect budget indicators;
- Continuously leveled discrepancies in remuneration between women and men, a better correlated access of women and men to budgetary means, more efficient professional advancement and enhanced role of women in the society;
- Enhanced role of the social partnership in the budgeting process.

C. Participation in Public and Political Decision-Making Process

- Increased level of participation of women in the election process;
- Increased number of women in decision-making positions;
- Ensured conditions for parity participation in public and political decision-making processes;

- Increased level of gender sensitivity of political leaders at the community level regarding active participation of women in public and political decision-making processes;
- Reduced stereotypes and structural barriers that prevent women from participating in public and political decision-making processes with men.

D. Social Protection and Family

- National legislative framework adjusted to international standards;
- Developed social services (primary, specialized, highly specialized) addressing families in order to overcome crisis situations and to adapt to new conditions from the psychosocial viewpoint;
- Studied status of the family, role of women and men in daily duties, child education, and evaluated cost of work in the family highlighting the social and economic impact;
- Reduced gender stereotypes in vocational choice by means of mass media, directly involving the school through the classes dedicated to this topic, etc.;
- Reduced gender stereotypes regarding the exclusive role of women in providing care both in the family and in the community;
- Excluded horizontal and vertical segregation in the fields of activity traditionally occupied by women (education, social assistance, health care, etc.), and promoted employment of men in the corresponding sectors;
- Developed mechanism for identifying and settling cases of sexual harassment at work;
- Created staff stimulation mechanisms supporting and promoting equal distribution of family responsibilities of the staff and created conditions for working mothers who breastfeed children.

E. Health Care

- Reduced level of abortions, including among adolescents;
- Reduced rate of maternal mortality;
- Reduced deaths caused by external causes, including due to traumas;
- Reduced incidence of chronic alcoholism.

F. Education

- Gender discrepancies that condition employment segregation eliminated from education;
- Gender dimension promoted within educational, rehabilitation/recovery institutions;
- Theoretical and methodological base created to form and develop gender sensitivity and competence of teachers/pupils/students;
- Created optimal conditions for implementation of gender education at different levels and forms of education;
- Formation of gender culture of the population.

G. Violence and Human Trafficking

- Created system of more efficient services aimed at protecting and assisting victims of violence and human trafficking;
- Increased dialogued and social partnership in prevention and combating of DV at all levels;
- Created basis for a system of working with abusers in order to prevent the recurrence of abusive actions;
- Development of programs to prevent and combat DV and human trafficking;
- Raised awareness about the fact that DV is a violation of human rights and cannot be tolerated;
- Reduced phenomenon of DV and human trafficking in the society.

H. Raising Public Awareness

- Raised awareness and level of information about equal opportunities in education/on the labor market/in mass media;
- Increased level of gender awareness, promotion of partnership and equity in gender relations within communities/general public;
- Increased capacity of non-governmental organizations of the Republic of Moldova to integrate equal opportunities of women and men into their activities;
- Education of students at the corresponding faculties (journalism/communication) in order to recognize discriminatory situations and gender inequality;
- Financial support provided to activities and practical implementation of the measures aimed at promoting equal opportunities in mass media.

Progress Indicators

A. Employment and Labor Migration

- Participation rate of the labor force; occupancy rate; occupational status; employment by economic sectors;
- Part-time workers; working hours;
- Employment in informal economy;
- Unemployment; unemployment among the youth; long-term unemployment; the unemployed according to the form of the received training;
- Underemployment by the hours worked; inactivity rate;
- Form of the received training and illiteracy;
- Wage indices in industry; indices of wages and salaries depending on occupation;
- Compensation costs per hour; cost of labor force per unit and labor productivity;
- Poverty, poverty in employment and income distribution.

B. Budgeting

- Share of social expenditures (education, culture, arts, cults, sports, actions for the youth, health care, social assistance and support, etc.), mainly in favor of women and children, in the total of budget expenditures and in GDP;
- Share of expenditures for public order maintenance, state defense and security as the fields regulated by the budget, mainly in favor of men, in the total of budget expenditures and in GDP;
- Share of expenditures for the state social security budget in the total of budget expenditures and in GDP;
- Share of expenditures for the compulsory health insurance funds in the total of budget expenditures and in GDP (disaggregated by sex);
- Increase in expenditures in the above-mentioned fields as compared to the previous year;
- Correlation among the above-mentioned expenditures, % ;
- Correlation between the salary women-men and the salary women-men as compared to a social standard of population welfare (for example, the cost of living of the able-bodied population, including women and men).

C. Participation in Public and Political Decision-Making Process

- Introduction of temporary affirmative measures into the national legislation;
- Application of the principle of share to the number of women in: Parliament/Regional Councils/Local Councils/Mayors
- Share of women candidates for the position of MPs/Regional/Local Counselors/Mayors;
- Share of women in the public positions mentioned/eligible/by categories;
- Share of women members of political parties;
- Gender disaggregated statistics of the members and of the decision-making structures of political parties;
- Studies aimed at identifying barriers to the participation of women in decision-making within political parties, at promoting successful models based on the conciliation of family life with professional activity, the role of women and men in daily duties, child education, at evaluating the cost of work in the family with suggestions and recommendations;
- Share of women candidates, %: Parliamentary Election Campaign;
- Local Election Campaign: Candidates for Regional/Local Councils/Mayors;
- Candidates for public positions (on a competitive basis)
- Share of children enrolled in pre-school programs;
- Number of pre-school institutions;
- Share of school-aged children involved in extracurricular activities

- Number of recreational institutions with flexible working hours.

D. Social Protection and Family

- Number of beneficiaries of social childcare leaves disaggregated by sex;
- Number of mono-parental families with sex-based segregated children by the head of the family;
- Number of social services (primary, specialized, highly specialized) addressing families and children;
- Number of the staff employed in the system of social services horizontally and vertically disaggregated by sex;
- Number of radio/TV programs and media campaigns dedicated to family life, produced and broadcasted;
- Number of beneficiaries disaggregated by sex at social residential institutions;
- Number of abandoned children, children under tutelage/guardianship, children placed in residential and alternative institutions disaggregated by sex;
- Number of women/men receiving pension, the amount of which is bigger than the average old age, disability, survivors' pension;
- Number of women/men receiving the minimum pension;
- Number of women/men using the family leave to take care of an ill child;
- Number of radio/TV programs, classes dedicated to elimination of gender stereotypes in vocational choice.

E. Health Care

- Level of abortions, including among adolescents;
- Rate of maternal mortality;
- Rate of deaths caused by external causes, including due to traumas;
- Rate of incidence of chronic alcoholism.

F. Education

- Coverage ratio of girls and boys in the educational system at different levels of education;
- Net coverage ratio of girls and boys aged 5-6 in pre-school educational programs;
- Net coverage ratio of girls and boys (aged 7-10) in primary education;
- Rate of school abandonment by girls and boys (I-IXth forms);
- Share of girls and boys in the total number of pupils who bring enrolled in the 1st form complete compulsory education;
- Share of girls and boys in the total number of students in lyceum/general secondary education (X-XIIth forms)

- Existence of gender-related modules/topics on curricula for continuous training of teachers;
- Share of women and men in the total number of teachers by levels of education: pre-school; primary; general secondary; secondary vocational and specialized; superior;
- Rate of literacy of women and men aged 15-24;
- Share of girls and boys in the total number of leavers of secondary vocational/secondary specialized education/Ist cycle of higher education/Ist cycle of higher education;
- Number of modules/topics related to gender equality in the national curriculum.

G. Violence and Human Trafficking

- Number of DV victims (registered, provided with social, legal, health assistance);
- Number of family abusers who have benefited from reintegration services;
- Number of victims of human trafficking (registered, provided with social, legal, health assistance);
- Number of valid protection and rehabilitation services;
- Number of protection ordinances applied;
- Dynamics of the phenomenon of violence and human trafficking;

H. Raising Public Awareness

- Reduction of the share of person who consider gender equality/equal opportunities to be an irrelevant issue of no importance;
- Share of persons who consider discriminatory portrayals of women and men to be a violation of human rights;
- Dynamics of the number of publications that promote the principle of gender equality;
- Number of modules/topics related to gender-based ethics on university curricula.

The GRB can be implemented only in case of observance of a number of economic, social and political conditions:

- Adjustment of the legal and regulatory framework regarding gender equality to modern requirements of the Moldovan society and the international community;
- Promotion of a policy cohering with the European integration;
- Commitment to radical changes in the field of gender equality;
- Adequate financing of the Strategy at the level of real needs for its implementation;
- Involvement of the community in the Strategy implementation;
- Creation of managerial mechanisms for the Strategy implementation;
- Development of a realistic Strategy implementation program.

Republic of Moldova has made commitments to ensure gender equality in women and men's economic, political and social life, this being the basis of fundamental human rights of all citizens in the country. Having established that the fulfillment of this Program is to be carried by two medium-term action plans, which will be implemented by the relevant authorities during 2010-2012 and 2013-2015, the Program Implementation Action Plan for 2010-2012 was approved by the same Government Decision (Annex 2 of the Decision). This Plan has provided, inter alia, that, in this period of time, the development of gender-responsive budgeting in the framework of budgetary process has to be promoted at the national and local level, which so far has not occurred. Thus, the elaboration of a GRB vision represents methodological support for the introduction of gender issues in budgetary process in the context of the Republic of Moldova. Thus, the given document could be a first step to pave the way for further support for GRB implementation.

Conclusions and Recommendations

In large terms and most general form, the gender mainstreaming strategy is relatively straightforward. Yet, experience has shown that gender mainstreaming is often difficult to implement in specific circumstances. This thesis has attempted to provide assistance in creating greater understanding of the mainstreaming approach and its practical implications and in identifying entry points for moving the analysis further in various concrete contexts. A clear lesson from experience over the past decade is that gender mainstreaming cannot be achieved without explicit institutional commitment to the strategy and systematic efforts to implement it.

As pointed out in the Beijing Platform for Action, gender analysis is the critical starting point for gender mainstreaming. Analysis of gender perspectives should be an integral part of all analyses undertaken, or should be undertaken as a separate analysis, if necessary.

A critical factor in successful implementation of gender mainstreaming is the commitment of the political class and the establishment of effective accountability mechanisms. Experience has shown that development of training programs, guidelines and other materials are of little use if there is no explicit policy commitment to gender equality and to the gender mainstreaming strategy. It is important to mobilize leadership, seek out allies, secure accountability, and establish links with organizations that share these goals, identify resources and look for ways to make the issues relevant to specific target audiences.

Lessons need to be more broadly shared and utilized to make required changes, particularly at policy and institutional levels, and the remaining challenges to gender mainstreaming need to be identified and addressed. One of the most important lessons learned from efforts to implement the gender mainstreaming strategy is that incorporating gender perspectives in all areas of societal development is not only important for achieving gender equality but is essential for achievement of other important goals.

Analyzing public expenditures in general in dynamics and in particular sectors such as education, social protection, agriculture, and getting deeper into the wage gap and the stereotypes in our society that influence the gender balance in our country ,we have concluded that :

- woman reputation in the society is being affected by several stereotypes such as being “weaker” , less talented in business than men and barely recognized as a political leader ;
- woman are less confident and optimistic when it takes to initiate a business ;
- women represent more than a half of the country's population, and have only 22% representation in Parliament ;

- women are a gender that require a higher quantity of resources in order to be able to work assiduously and qualitatively, to preserve their health and increase productivity of work;
- women have greater social, cultural and financial vulnerability but on the other side we have men who are in need of greater resources in such domains like national defense transport and telecommunications, due to the principle that men are stronger and are inborn for such activities like driving, telecommunications and army ;
- in the domain of social insurance, we can observe an asymmetry determined by a complex of factors such as low level of women age, differentiated pension age and differentiation in life expectancy;
- in the education domain, boys and girls are treated equally because in this domain could not be a strict delimitation between girls and boys, indeed, as a number prevail girls, but national resources cannot be divided in a group of amount for boys and another one for girls, it is a common fund for education. With all these, there is also a gender polarization: in the primary level of education there are more girls, while in colleges there are more boys because of their technical orientation in concrete domains of education like electricity, mechanics, engineers and other specialties;
- even if women are more educated than men, they earn a salary which is of approx. 30% less than a men do ;
- about 60 % from teaching staff are represented by women, women prevail almost at all levels of education;
- about 71,4% of the public administration workers are woman, on the other side this sector of employment is less paid than others ;
- in agriculture the share of the public expenditures is insufficient and the funds are inefficient used ;
- the share of the men employed in agriculture prevail over the women ,meaning men benefit more from public investments in agriculture ;

In conclusion we would like to state that in the long term Moldova should make a detailed gender analysis of public expenses in order to find out how to optimize and use efficient the public resources by using the gender mainstreaming concept that will directly lead to economic growth and prosperity. With growth come higher incomes, generating the tax base to fund public investment expenditures. In this context and based on the analysis made we would like to make same recommendations:

- there is a need of more data on the national economy through the prism of the gender statistics for a better understanding of the specifics and to be able to analyze the gaps and find just the right solution ;
- we should improve our legislative framework in order to increase women's participation in political life for example mandatory representation quotas, sanctions and incentives ;
- mobilization of women in the political sphere is a necessary tool for a better representation of the concerns, needs and interests of women for example building up alliances or group of Parliamentary Women ,to help create a communication plat form and collaboration among politicians women and civil society;
- the stereotypes and cultural barriers are among the most difficult to remove but not impossible that's why we should actively involve media institutions and non-governmental organizations to help in shaping cultural attitudes; Promotion through the media of successful female role model in politics;
- civil society organizations should continue to actively carry out various advocacy and lobby activities for women needs and help them to fight the inner fears and encourage the leadership among women;
- the Health care System administration should keep taking into consideration the gender incidence of different diseases and allocate more sums of money to ensure equal access and the necessary amount of medical services for both genders;
- it should be paid a greater attention to gender discrepancies in such sectors like education, health care, national defense, transport and telecommunications – sectors where could be observed an evident gender polarization;
- Involving young people-boys and girls-in educational activities to raise awareness on gender in order to increase the culture of gender in society;
- Increase political culture of the population on the importance of women's participation in political life.

For low-income developing countries including Moldova, the mainstreaming policy implications are:

- Align gender budgeting efforts to goals in national development plans, including those related to the Sustainable Development Goals. Countries should ensure that their gender oriented objectives are clear, ambitious, and fit into the budget process.
- Improve access of girls to secondary and tertiary education, and their participation in science, technology, and math education. Equal access of girls and boys to primary education across the world is within reach.

- Keep gender-oriented health goals as priorities. These goals include bringing down high rates of maternal mortality and sexually transmitted diseases, and providing contraception services.
- Remove obstacles that prevent girls and women from participating in educational and economic activities, such as inappropriate hygienic conditions and unsafe transportation.
- Improve the supply of electricity and water to households as well as cooking technologies to reduce girls' and women's time demands for domestic work.
- Assess key sectors of the economy in which women could participate more productively, identify the constraints to their participation, and develop fiscal policies to help address these constraints. Governments can extend fiscal incentives to individuals and employers, and to financial institutions to encourage greater women's participation in economic activities.
- Ensure that subsistence agriculture remains a focus of fiscal policies and programs, including through enhanced training of farmers, in sub-Saharan Africa and other regions where women continue to play a predominant role.
- Eliminate gender-based inequalities in tax, financial, civil, and other laws, and ensure that women's rights to ownership and control of property are equal to men's rights.
- Improve the administration of justice, law, and order, to reduce violence against girls and women.

Regardless of a country's stage of economic and political development of Moldova, well-structured budget policies have the potential to improve girls' and women's development. Although gender budgeting efforts have generally achieved modest results so far, the making of national development plans in the context of the Sustainable Development Goals offers an opportunity to use fiscal policy and administration to reduce disparities based on gender and promote girls' and women's development. Cost-benefit analyses of domestic time use can help to identify appropriate priorities for public investment. Governments can begin by ensuring the participation of staff capable of articulating country-relevant, gender-oriented budget priorities, designing an evaluation of the programs created by gender budgeting, conducting economic analyses of them, and providing public information on their results.

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**Adnotare (în română)
la teza de master**

„Analiza de gen a cheltuielilor publice din Republica Moldova”

elaborată de către Parea Natalia

Structura tezei: introducere, trei capitole, concluzii generale și recomandări, bibliografie din 72 de titluri, 4 anexe, 97 pagini de text de bază (până la bibliografie), 37 figuri, 18 tabele.

Cuvintele cheie: gender, egalitate de gen, gender mainstreaming, proces bugetar, analiza gender, bugetare sensibilă la gen, cheltuieli publice, politici publice, mecanisme bugetare.

Domeniul de studiu: finanțe.

Scopul și obiectivele lucrării: fundamentarea teoretică și metodologică a proceselor de bugetare și evaluare a politicilor sensibile la gen, determinarea importanței bugetării sensibile la gen în Republica Moldova și considerarea necesității monitorizării și evaluării cu accentul pe rezultate, abordarea sistemului de criterii și indicatori de performanță, analiza metodelor, tehnicilor și instrumentele folosite în bugetarea sensibilă la gen, identificarea problemelor majore și provocărilor legate de monitorizare și evaluare, precum și formularea propunerilor și recomandărilor pentru eficientizarea activităților în cauză.

Metodologia cercetării: Drept bază teoretică și metodologică au fost folosite metoda de analiză și sinteză, metoda istorică, metoda logică, metoda sistemică, metoda complexă ce include analiza documentelor și observația. De asemenea, au fost folosite și metode de cercetare din domeniul economic, printre care: metoda comparației, metoda grupărilor, metoda indicilor statistici, metoda de analiză grafică, etc.

Elemente de inovație și originalitate științifică: sistematizarea abordărilor conceptuale ale noțiunii de gender mainstreaming în cadrul procesului bugetar, evidențierea condițiilor de implementare a bugetării sensibile la gen, abordarea sistemului de criterii și indicatori de performanță, analiza metodelor, tehnicilor și instrumentele folosite în monitorizarea și evaluarea politicilor de gen.

Contribuția personală a autorului: analiza detaliată a cheltuielilor publice, a legislației în domeniul implementării obiectivelor de egalitate de gen, proceselor de monitorizare și evaluare în baza studiului de caz, formularea recomandărilor privind eficientizarea activităților de monitorizare și evaluare în cadrul BSG.

Concluziile și recomandările: Realizarea egalității de gen este o prioritate în condițiile unei democrații, având drept premisă asigurarea participării tuturor cetățenilor, a femeilor și bărbaților în toate domeniile vieții. Republica Moldova își poate atinge obiectivele asumate față de cetățenii ei și partenerii internaționali în promovarea egalității de gen prin intermediul bugetării sensibile la gen, care ca urmare va avea un impact sporit în eficacitatea și raționalizarea proceselor economice și sociale, perfecționarea proceselor macroeconomice și contribuirea la o societate sănătoasă și cu perspective mari de viitor.

Annotation to the master thesis
"Gender analysis of public expenditures of the Republic of Moldova"

Developed by Parea Natalia

Structure: introduction, three chapters, conclusions and recommendations, bibliography consisting of 72 titles, 97 pages of the text (up to bibliography), 4 annexes, 37 figures, 18 tables.

Keywords: gender, gender equality, gender equity, gender mainstreaming, budgetary process, gender analysis, gender responsive budgeting, public expenditures, public policies, budgetary mechanisms.

Field of study: finance.

Purpose and objectives: theoretical and methodological approach of gender budgeting and evaluation processes, the importance of GRB in Moldova, the need for the monitoring and evaluation of the impact; methods, tools, criteria and performance indicators, to be used in gender budgeting; the major issues and challenges related to the GRB; proposals and recommendations to streamline the GRB.

Research Methodology: Analysis and synthesis method, historical method, logical method, systemic method, complex method including observation and analysis of the project documentation has been used as a theoretical and methodological basis. Also, economic research methods, such as: comparison method, group method, statistical indices method, graphical analysis method, etc. have been used.

Elements of innovation and scientific originality: systematization of conceptual approaches related to gender mainstreaming, highlighting the conditions for gender budgeting implementation, criteria and performance indicators approach, analysis of methods, techniques and tools used in monitoring and evaluating the gender policies.

Personal contribution: A detailed analysis of the public expenditures in the Republic of Moldova, monitoring and evaluating the GRB based on case study, recommendations to be used in streamlining GRB processes.

Conclusions and recommendations: Achieving the gender equality is one of the main priorities in a true democracy, by ensuring the participation of all citizens both men and women in all areas of life. Republic of Moldova can reach its objectives towards its citizens and international partners in promoting gender equality policies through GRB, which will have a significant impact on the efficiency and rationalization of economic and social processes, in improvement of macroeconomic processes and contributing to a healthy society and great future prospects.

ANNEXES

Table A 1. 1 Targets and Indicators set for Gender Equality by SDG's

TARGETS		INDICATORS	
5.1	End all forms of discrimination against all women and girls everywhere	5.1.1	Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex
5.2	Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation	5.2.1	Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age
		5.2.2	Proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner in the previous 12 months, by age and place of occurrence
5.3	Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation	5.3.1	Proportion of women aged 20-24 years who were married or in a union before age 15 and before age 18
		5.3.2	Proportion of women aged 20-24 years who were married or in a union before age 15 and before age 18
5.4	Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate	5.4.1	Proportion of time spent on unpaid domestic and care work, by sex, age and location
5.5	Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life	5.5.1	Proportion of seats held by women in national parliaments and local governments
		5.5.2	Proportion of women in managerial positions
5.6	Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Program of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conference	5.6.1	Proportion of women aged 15-49 years who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care
		5.6.2	Number of countries with laws and regulations that guarantee women aged 15-49 years access to sexual and reproductive health care, information and education
5.A	Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws	5.A.1	(a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure
		5.A.2	Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control
5.B	Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women	5.B.1	Proportion of individuals who own a mobile telephone, by sex
5.C	Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels	5.C.1	Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment

Source: Sustainable Knowledge Platform, SDGs, <https://sustainabledevelopment.un.org/sdg5>. [Viewed 25 April 2017]

Table A 1.2 EU Gender Equality Promotion within the Treaties and Strategies, 1957-2020

1957	Treaty of Rome. The Treaty incorporates the principle of equal pay for equal work (Art 119).
1966	European Commission's Communication on Incorporating Equal Opportunities for Women and Men into all Community Policies and Activities. The Commission committed itself to gender mainstreaming as a strategy for the promotion of gender equality in all its policies and activities, alongside the implementation of specific measures. It thus committed itself to a 'dual approach' towards realizing gender equality that "...involves not restricting efforts to promote equality to the implementation of specific measures to help women, but mobilizing all general policies and measures specifically for the purpose of achieving equality.
1999	Treaty of Amsterdam. The Treaty substantially strengthened the legal basis for Community action in favor of equality between women and men. Articles 2 and 3 of the Treaty formalize the Community commitment to gender mainstreaming by establishing equality between women and men as a specific task of the Community as well as a horizontal objective affecting all Community policies and programs
2003	European Parliament resolution on gender mainstreaming in the European Parliament: The Parliament adopted its first Resolution on gender mainstreaming, which contains a commitment to regularly adopting and implementing a policy plan for gender mainstreaming, and suggests some guidelines for implementing gender mainstreaming in the committees' and delegations' policy work
2006-2010	EU Roadmap for Equality between Women and Men for 2006-2010: The Roadmap outlines the following priorities: Equal economic independence for women and men; Reconciliation of private and professional life; Equal representation in decision-making; Eradication of all forms of gender-based violence; Elimination of gender stereotypes; Promotion of gender equality in external and development policies
2007	TFEU - Treaty on the functioning of the European Union. Article 19 of the TFEU provides the legal base for EU legislation combatting discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation. The Treaty also takes gender into account in the following fields: Principle of gender mainstreaming: 'In all its activities, the Union shall aim to eliminate inequalities, and to promote equality between women and men' (Article 8); Social exclusion and discrimination (Article 9); Principle of equality between man and woman with regard to labor market opportunities and treatment (Article 157); Prevention and action against all kinds of trafficking and sexual abuse of women (Article 79); The fight against domestic violence (Declaration on Article 8 of TEU)
2008	Communication "Non-discrimination and equal opportunities: A renewed commitment". The Communication establishes the framework for the Commission to carry out different activities aiming to fight against discrimination.
2009	Treaty of Lisbon. The Treaty includes enhancements to the social dimension of the European Union. It adds the non-discrimination principle and equality between women and men to the values of the European Union (Article 2 TEU) and mandates that the Union shall combat discrimination and promote equality between women and men (Article 3 TEU)
2010-2015	Strategy for Equality between Women and Men for 2010-2015
2010	Charter of Fundamental Rights. Article 21 Article 21 affirms the principle of non-discrimination based on any ground, including sex. Article 23 relates to women's rights and gender equality, affirming that 'equality between women and men must be ensured in all areas, including employment, work and pay'
2011-2020	European Pact for Gender Equality 2011-2020

Source: European Institute Gender Equity Knowledge Platform, <http://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming> [Viewed 25 April 2017]

Table A 2.1. Execution of the State Budget, public expenditures section, 2015, Thousands MDL

#	Type of Expenditure	2015		Deviation		2014	Deviation	
		Budgeted	Real	MDL,	%	MDL	MDL	%
1	State Service	2397,20	2187,60	-209,60	91,26	2155,00	32,60	101,51
2	External Activity	360,80	337,10	-23,70	93,43	304,40	32,70	110,74
3	National Defense	472,90	459,50	-13,40	97,17	409,20	50,30	112,29
4	Justice	676,40	620,50	-55,90	91,74	634,40	-13,90	97,81
5	Maintenance of public order	2473,70	2382,70	-91,00	96,32	2171,70	211,00	109,72
6	Education	9066,40	8462,10	-604,30	93,33	7823,60	638,50	108,16
7	Science	444,00	420,40	-23,60	94,68	390,10	30,30	107,77
8	Culture, sport	1233,10	1116,50	-116,60	90,54	1184,90	-68,40	94,23
9	Health care	6625,50	6455,90	-169,60	97,44	5890,30	565,60	109,60
10	Social insurance	16007,60	15692,20	-315,40	98,03	14145,90	1546,30	110,93
11	Agriculture	2656,20	2209,00	-447,20	83,16	2045,10	163,90	108,01
12	Environmental protection	570,00	450,30	-119,70	79,00	578,80	-128,50	77,80
13	Industry and Construction	67,30	62,30	-5,00	92,57	59,60	2,70	104,53
14	Transports and Telecom.	2891,30	2442,40	-448,90	84,47	3478,30	-1035,90	70,22
15	Households	1487,40	1037,60	-449,80	69,76	1497,30	-459,70	69,30
16	State Debt	1064,10	1043,30	-20,80	98,05	591,80	451,50	176,29
17	Fuel and Energy	314,30	160,20	-154,10	50,97	221,20	-61,00	72,42
18	Others	1137,10	854,30	-282,80	75,13	811,50	42,80	105,27
	Total	49945,30	46393,90	- 3551,40	92,89	44393,10	2000,80	104,51

Source: Elaborated by the author based on the Report on Budget Execution from 31 December 2015[online].

[Viewed 08 February 2016]. Available: <http://mf.gov.md/reports>

Table A 2.3 Gender composition, pay gap and monthly earnings by sector of economy

Domain	Female		Male		Pay gap
	%	Wage, lei	%	Wage, lei	
Agriculture, forestry and fishing	28,02	2624,13	71,98	2899,59	9,5
Industry	47,40	4025,7	52,60	4927,42	18,3
Construction	15,94	4039,26	84,06	4463,28	9,5
Wholesale and retail trade; repair of motor vehicles and motorcycles	49,23	3273,65	50,77	3593,47	8,9
Transportation and storage	29,94	3987,28	70,06	4048	1,5
Accommodation and food service activities	68,04	2685,58	31,96	2938,28	8,6
Information and communication	42,42	7459,39	57,58	9687,53	23
Financial and insurance activities	65,42	6430,01	34,58	8881,23	27,6
Real estate activities	42,75	3464,34	57,25	3845	9,9
Professional, scientific and technical activities	52,32	5479,22	47,68	5885,3	6,9
Administrative and support service activities	30,81	3583,54	69,19	2966,5	-20,8
Public administration and defense; compulsory social security	42,12	5043,19	57,88	5653,81	10,8
Education	75,76	3320,1	24,24	3597,08	7,7
Human health and social work activities	80,63	3911,86	19,37	4390,42	10,9
Arts, entertainment and recreation	58,41	2540,44	41,59	2992,28	15,1
Other service activities	57,19	5228,63	42,81	5544,67	5,7

Source: Elaborated by the author based on the information offered by the National Bureau of Statistics [online].

[viewed 6 February 2016]. available at

<http://statbank.statistica.md/pxweb/pxweb/en/30%20Statistica%20sociala/30%20Statistica%20sociala_08%20SAN_SAN060/SAN060100.px/?rxid=0ef286da-856a-4bce-b43d-2c4ec4105405>