

One UN Joint Action to Strengthen Human Rights in the Transnistrian region of the Republic of Moldova (2019-2022)

PROJECT DOCUMENT

Start Date: 2 July 2019 **End Date:** 2 July 2022 **LPAC Meeting date:** 12 July 2019

Brief Description

The fulfilment of human rights in breakaway unrecognized territories is a huge challenge in any part of the world and Moldova makes no exception.

The precarious human rights context in the Transnistrian region is illustrated by the amplitude and interplay of multiple forms of inequalities vulnerable groups, such as *inter alia* persons with disabilities, Roma, people living with and affected by HIV/AIDS, children in contact with the law, vulnerable women, prisoners and people who use drugs, are encountering. The ability of vulnerable groups from the region to effectively exercise their rights is impaired by the human rights knowledge, capacity and authority gaps they face. The embryonic civil society environment with weak capacities to influence the policy-making and to reach out to the most vulnerable ones and low human rights awareness of the CSOs, professionals and the population at large are hindering the realization of human rights in the region. Undeveloped and gender-blind specialized service provision, deriving from human and economic resources capacity gaps, the missing link between the CSOs and *de facto* authorities and the absence of a comprehensive human rights framework are representing additional major contributing factors to this debilitating juncture.

Under **Output 1. Increased capacities of vulnerable rights holders to exercise their human rights in the Transnistrian region** the Programme is expected to achieve the following results: enhanced human rights skills and knowledge of vulnerable rights holders, strengthened institutional capacity of CSOs and informal groups, and improved service delivery of CSOs; Under **Output 2. Increased capacities of duty bearers to fulfil their human rights obligations in the Transnistrian region** - enhanced human rights compliant regulatory framework, strengthened human rights institutions and improved service delivery of duty bearers; and under **Output 3. Enhanced human rights culture in the Transnistrian region** - enhanced human rights capacity of the media and raised human rights awareness.

Total resources allocated:		
	Donor:	SEK 29,089,484

Table of Contents

ACRONYMS	3
I. Development Challenge	5
II. Strategy	8
III. Results and Partnerships	17
Output 1. Increased capacities of vulnerable rights holders to exercise their human rights	18
Output 2. Increased capacities of duty bearers to fulfil their human rights obligations	29
Output 3. Enhanced human rights culture in the Transnistrian region	36
IV. Resources and Risks	39
V. Project Management	42
VI. VII. Multi-Year Work Plan	43
VII. Monitoring And Evaluation	43
VIII. Governance and Management Arrangements	46
IX. Legal Context	48
X. ANNEXES	48

ACRONYMS

AA	Administrative Agent
AIDS	Acquired Immune Deficiency Syndrome
ARV	Anti-retroviral treatment
CBM	Confidence Building Measures
CBOs	Community Based Organizations
CCM TB/AIDS	Country Coordination Mechanism on TB/AIDS
CME	Community Mobilization for Empowerment
CPD	Country Programme Document
CRPD	Convention on the Rights of Persons with Disabilities
CSOs	Civil society organizations
DIM	Direct Implementation Modality
EEF	East Europe Foundation
EU	European Union
GFATM	The Global Fund to Fight AIDS, TB and Malaria
GM	gender mainstreaming
HIV	Human Immunodeficiency Virus
HRBA	Human Rights based Approach
HR	Human Rights
IBBS	Integrated Biological and Behavioral Surveillance
IOM	International Organization for Migration
LPAC	Local Appraisal Committee
LPAs	Local Public Authorities
MICS	Multiple Indicator Cluster Survey
MoU	Memorandum of Understanding
MPTF	Multi-Partner Trust Fund
MSM	Men who have sex with men
NGO	Nongovernmental Organization
OHCHR	Office of the High Commissioner for Human Rights
OST	Opioid Substitution Treatment
PLWH	People living with HIV
PrEP	Pre-exposure prophylaxis
PSC	Programme Steering Committee
PSEA	Prevention of Sexual Exploitation and Abuse
PST	Programme Support Team
PWDs	People with disabilities
PWUDs	People who use drugs
RAF	Results Assessment Framework
SDG	Sustainable Development Goal
SoPs	Standard operating procedures
SW	Sex Workers
SW	sex workers
TB	Tuberculosis
TN	Transnistrian region
UCIMP	Unit of Programme Coordination, Implementation and Monitoring
UN	United Nations
UNAIDS	United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNICEF	United Nations Fund for Children

UNODC	United Nations Office on Drugs and Crime
UNPF /UNDAF	United Nations - Republic of Moldova Partnership Framework
UORN	Harm reduction and drug users rehabilitation in the North
USSR	Union of Soviet Socialist Republics
WHO	World Health Organization
WUD	Women who use drugs

I. DEVELOPMENT CHALLENGE

The collapse of the USSR in 1991 triggered a significant geo-political reconstruction in Eurasia, replacing the socialist republics with newly funded aspiring democracies. Shortly after declaring its independence, Republic of Moldova has been engaged in military clashes with forces from its breakaway Transnistrian region, situated on the left bank of the Nistru river and bordering to the East with Ukraine. The 1992 ceasefire agreement converted the conflict into a “frozen” one, generating more than two decades of conventional peace and ambivalent negotiations.

The Transnistrian region remains isolated, leading to a steady decrease in living standards there. Heavily affected by migration, a worsening economic and currency crisis, political uncertainty and a degrading of the quality of basic services, the decline in the region has led to a gradual erosion of local capacities for development and has impacted on social cohesion and possible reconciliation.¹

The fulfilment of human rights in breakaway unrecognized territories is a huge challenge in any part of the world and Moldova makes no exception. The realization of human rights in this region is trapped between the *de facto* Transnistrian authorities’ will and a void effect on this territory of any commitments of Moldova to the international human rights instruments.

The interventions in the region may be hampered by the lack of accessible and reliable data on human rights. The process of human rights monitoring is fragmented and often has no continuity. The region has no comprehensive human rights policy development framework even though there were discussions about a potential regional human rights action plan. Therefore, the actions of the development partners are to be seen as first steps in promoting human rights in this region. One of the possible avenues for the promotion of the priorities envisaged by the programme could be the Sub- Group on Human Rights within the “5+2” settlement process. Reintegration Policies Bureau for, as a member of the Programme Steering Committee, will be able to further communicate the raised human rights issues and Programme updates to the relevant Governmental bodies, including to the Sub-Working Group on Human Rights. The civil society in the breakaway region is underdeveloped and has a weak human rights ethos especially when it comes to civil and political rights. Civil society organizations do not benefit of full independence and autonomy in their activities. The authorities are continuously tending to shrink the civic space, and this has negative repercussions on the possible advocacy tools and interventions available for NGOs. Therefore, during the capacity building activities the implementors will have to use approaches tailored to the socio-political context in the region in order to respect the principle of “doing no harm”.

The information related to human rights situation in the region are steaming mostly from the reports of the independent experts and after the visits of various high-level representatives of the international organizations, mostly UN.

The 2011 mission to Moldova, including to its Transnistrian region, of the United Nations High Commissioner for Human Rights, Navi Pillay, provided the opening for in-depth follow-up, as well as acceptance on the need to increase the information available about human rights in the region showed by the *de facto* leadership. In February 2013, Thomas Hammarberg, in his position as *Senior UN expert on Human rights*, produced a report with 38 recommendations to redress the human rights situation in the region. The expert expressed his concerns regarding the violation of children’s rights by using an excessive incarceration of juvenile delinquents, instead of considering deprivation of liberty sentences as a last resort for children in contact with the law and focusing on their social rehabilitation. He also highlighted the heavy institutionalization of children with disabilities and

¹ Republic of Moldova–United Nations Partnership Framework for Sustainable Development 2018–2022, p.37

orphans, and the exclusion of children with disabilities from the mainstream education. With regard to the right to health, Hammerberg concluded that HIV prevention, treatment, access to HIV testing, stigmatizations of people living with HIV and people who use drugs (PWUD) are of a major concern in the Transnistrian region. Another entanglement is the infringement of rights of adults with disabilities, including their mass institutionalization and the existing guardianship system, the medical approach to determination of disability, inaccessible infrastructure and their absence from the labor market. The violation of women's rights was tackled in Hammerberg's report from the domestic violence perspective, indicating that there was no regulatory framework on domestic violence and no available services for women victims of domestic violence. People in prisons were also mentioned to be extremely vulnerable especially to HIV and TB and these groups need specialised assistance while in prisons and after their release. Lack of relevant and reliable human rights data was signalled as a crosscutting and important issue in Hammarberg's report. Furthermore, the expert identified the need to adopt a regional human rights action plan, mainstream human rights into education and into the work of professionals providing services to vulnerable groups, strengthen the capacity of the Ombudsperson to adequately exercise its mandate, establish effective complaint mechanisms and enact the cooperation between the civil society and *de facto* authorities.

Following these recommendations, several UN entities, namely OHCHR, UNDP, and UNAIDS/UNODC worked on three key areas where *de facto* authorities have expressed openness, and which were considered feasible for implementation: rights of persons with disabilities, women in vulnerable situations and HIV/AIDS and people in prisons. Using the cross-river cooperation approach and building on previous UN interventions in the region, the joint UN initiative managed to develop the capacity and knowledge of service providers on disabilities, domestic violence and HIV, of police officers on both banks in their interaction with PLWH and PWUD, establishing cooperation between CSOs and police on the left bank, piloting deinstitutionalized services as well as provided support in increasing the human rights knowledge of the targeted vulnerable groups and increasing awareness on the rights of persons with disabilities, people in prisons and people living with HIV, in aggregating a civil society platform representing persons with disabilities, in reviewing a part of the regulatory framework on disabilities, HIV/AIDS and prisons, and developing two Stigma Index reports on both banks of Nistru river.

In May 2018 the *Senior UN Expert on Human Rights*, Thomas Hammarberg, had a follow-up visit to his 2013 Report on human rights in the Transnistrian region. In his preliminary statement² he has noted several positive human rights developments in this region, highlighting the considerably more consolidated and vocal civil society in the Transnistrian region and the importance of anchoring human rights in the negotiation processes between the two banks of Nistru river. He has observed a positive change in the perception of persons with disabilities, an increased legal awareness of their rights and an animated civil society platform of persons with disabilities, an improved access to health in the penitentiary institutions related to the identification and treatment of HIV and TB, as well as the progress made in the field of domestic violence by raising awareness of this human rights issue and by establishing the first crises centers and shelter for victims of domestic violence. The expert recommended to further build on the existing progress in the region by developing a Transnistrian region human rights action plan, strengthening the human rights institutions and mechanisms, collecting disaggregated data, improving the capacity of duty-bearers and the media in the field of human rights, and mainstreaming human rights into education. Hammarberg also underlined that additional efforts should be focused on ensuring the social inclusion of persons with disabilities and Roma minority, as well as former prisoners, taking into account the multiple forms of discrimination they might face, and on creating an enabling environment for the development of the civil society in the Transnistrian region.

² Statement by Senior UN human rights expert Thomas Hammarberg on the conclusion of his visit on 28 may – 1 june 2018 <http://md.one.un.org/content/unct/moldova/en/home/presscenter/press-releases/statement-by-senior-un-human-rights-expert-thomas-hammarberg-on-.html>

After the 2018 visit of the *Senior UN Expert on Human Rights* to Tiraspol the *de facto* authorities expressed their assurances of constructive relations with civil society entities and pledged to consider Mr. Hammarberg's proposal to develop a plan for human rights implementation based on his 2013 report and the forthcoming report as useful instruments in this endeavour.

The precarious human rights context in the Transnistrian region is illustrated by the amplitude and interplay of multiple forms of inequalities vulnerable groups, such as *inter alia* persons with disabilities, Roma, people living with and affected by HIV/AIDS, children in contact with the law, vulnerable women, prisoners and people who use drugs, are encountering. The ability of vulnerable groups from the region to effectively exercise their rights is impaired by the human rights knowledge, capacity and authority gaps they face.

The still underdeveloped civil society environment with limited opportunities to influence the policy-making and to reach out to the most vulnerable ones, and low human rights awareness of the CSOs, professionals and the population at large are hindering the realization of human rights in the region. Weak and gender-blind specialized service provision, deriving from human and economic resources capacity gaps, the missing link between the CSOs and *de facto* authorities and the absence of a comprehensive human rights framework are representing additional major contributing factors to this debilitating juncture.

The human rights issues related to Transnistrian region was not part of the EU – Moldova Human Rights dialogue. The final version of the Operational Conclusions from the last dialogue do not encompass actions on Transnistrian region. However, the EU Delegation to Moldova is facilitating a Donors coordination meeting for development partners operating in the region where Human Rights support issues are being discussed.

Consequently, the infringement of human rights of the vulnerable rights holders in the Transnistrian region impedes their access to resources and opportunities, underscoring “*the ability of a person or group to participate in social, economic, political and cultural life*,”³ the social exclusion being considered a cause and also a vulnerability factor of poverty.⁴ The *Republic of Moldova – United Nations Partnership Framework 2018 – 2022 for sustainable development (UNDAF)* reiterates the “*strong focus on poverty alleviation, with particular attention to the most vulnerable and disadvantaged groups*”⁵ in all the priority areas by reducing inequalities, strengthening social inclusion and cohesion so that no-one is left behind.⁶ UNDAF expresses the commitment of the Government of Republic of Moldova and the UN to work together to enable Moldova to address its major development challenges and meet its international human rights commitments. Particularly relevant in this context are UNDAF Outcome 1 *The people of Moldova, in particular the most vulnerable, demand and benefit from democratic, transparent and accountable governance, gender-sensitive, human rights and evidence-based public policies, equitable services, and efficient, effective and responsive public institutions* and Outcome 4 *The people of Moldova, in particular the most vulnerable, demand and benefit from gender-sensitive and human rights-based, inclusive, effective and equitable quality education, health and social policies and services*.⁷ The work on redressing the human rights situation in the Transnistrian region is aligned with a number of SDGs: SDG1 (no poverty), SDG3 (good health and wellbeing), SDG4 (quality education), SDG5 (gender equality), SDG10 (reduced inequalities), SDG16 (peace, justice and strong institutions).

The Programme also aims to contribute to the implementation of the National Human Rights Action

³ “*Social Exclusion*”, available at: <http://www.poverty.ac.uk/definitions-poverty/social-exclusion> (last visited on June 28, 2018).^[1]

⁴ “*Poverty, social exclusion and the role of a comprehensive human rights framework*”, Malika Ramachandran, *ILI Law Review*, Summer issue 2016, p.25

⁵ *Republic of Moldova – United Nations Partnership Framework 2018 – 2022*, p.10

⁶ *Idem* p.20

⁷ *Idem* p.10

Plan 2018-2022. Taking into account the role of the Reintegration Policies Bureau in identifying and including of human rights priority issues on the negotiation agenda⁸, the Programme will periodically update the Reintegration Policies Bureau during the Programme Steering Committee meetings and ad-hoc when needed with regard to the developments in the human rights field generated with the support of the Programme and the human rights situation in Transnistria in general. Reintegration Policies Bureau will further communicate the raised issues and updates to the relevant Governmental bodies, including to the Sub-Working Group on Human Rights. The program will also contribute to enhancing the monitoring of the human rights situation in the Transnistrian region, including through strengthening the monitoring capacities of the Ombudsperson's office in Varnita⁹, as well as by creating space for human rights dialogues between the CSOs from both banks, including with the participation of the de facto authorities,¹⁰ and raising human rights awareness on the left bank of the Nistru¹¹.

The current joint UN program proposal has the potential of becoming a key tool in advancing the implementation of human rights recommendations in the Transnistrian region contained in Thomas Hammarberg's baseline 2013 report, as well in his forthcoming follow-up report. Many of the recommendations made by the UN Senior Expert on human rights correspond to and have been complemented and reinforced by recommendations and interventions since 2013 by the UN High Commissioner for Human Rights, the UN Deputy High Commissioner for Human Rights, the Assistant Secretary-General for Human Rights and the Special Procedures of the Human Rights Council. These demonstrates a systematic approach and strategy of making the entire UN human rights machinery and a broader UN system available to advance the opportunity of human rights work in the Transnistrian region. The high credibility of Mr. Hammarberg's assessments with both *de facto* and constitutional authorities (and, by extension, with any other relevant stakeholders) opens an avenue for effective joint UN actions across development and human rights pillars with the potential to positively impact the dynamics of peace building and conflict resolution. UN can uniquely contribute to the Programme by activating OHCHR public advocacy tools, such as public statements in Geneva, tweets, web-stories, and will further facilitate the engagement of UN Special Rapporteurs, including by contributing to their public reports to the UN Human Rights Council to communicate results of the Programme.

UN human rights engagement in the Transnistrian region have led to continuous attention and actions on specific human rights issues, hence having strong prospects for inaugurating a good practice that can be replicated in other similar situations, not only in Europe but worldwide.

II. STRATEGY

The Programme's Theory of Change is aligned to the results-based management cycle, building on the context, situation analysis and strategic prioritization of interventions. The program intends to foster commitment at the level of the decision-makers in the Transnistrian region for human rights-oriented reforms in general and particularly in the area of disability, child's rights, Roma, rights of people living with and affected by HIV, rights of prisoners, and people in prisons, vulnerable women and rights of people who use drugs, facilitating the establishment of multidimensional cooperation, cross-river knowledge exchange and development based on best practices existing on both banks.

Lessons learned from previous human rights UN interventions in the Transnistrian region show that duty bearers, including service providers at multiple levels lack knowledge of human rights of the

⁸ Planul National de Actiuni in Domeniul Drepturilor Omului, Capitolul 16, Obiectiv 1, tinta strategica B, 1.1

⁹ Planul National de Actiuni in Domeniul Drepturilor Omului, Capitolul 16, Obiectiv 2, tinta strategica A, 1.1 si 1.2

¹⁰ Planul National de Actiuni in Domeniul Drepturilor Omului, Capitolul 16, Obiectiv 3, tinta strategica A, 1

¹¹ Planul National de Actiuni in Domeniul Drepturilor Omului, Capitolul 16, Obiectiv 3, tinta strategica A, 3

vulnerable ones and implementation capacity, encountering human and economic resources capacity gaps. The rights holders are not aware of their rights and do not participate in the decision-making processes affecting their lives. Hence, the involvement of the civil society in developing regulatory frameworks, in changing perceptions, in developing and piloting transferable services to the *de facto* authorities, in monitoring the implementation of human rights commitments of the duty bearers and advocating for ensuring the social inclusion of the most vulnerable ones is imperative. It is of paramount importance to enhance the capacity of organizations from both sides for joint Programme work, as it is quite limited, based on priorities and development needs of both sides of the Nistru river, that are not imposed but closely coordinated with them.

The standpoint of the intervention is premised on the evidence that *vulnerable rights holders don't exercise their rights and duty bearers don't fulfil their obligations in the Transnistrian region*, resulting in an alternation of hindering consequences: violation of the rights of vulnerable groups in the region, followed by their social exclusion and poverty.

Building on the previous UN agencies' human rights interventions in the Transnistrian region and based on the baseline 2013 comprehensive report as well as the forthcoming follow-up report and the recommendations provided by the UN Senior Expert, the Programme will contribute *to reducing inequalities for women, men and children in the Transnistrian region (Impact) by ensuring that vulnerable human rights holders are empowered to exercise their rights and duty bearers respect, protect and fulfil human rights to a larger extent (Outcome)*.

The Programme's **Theory of Change** logic is based on the following summarizing statement: *If human rights compliant regulations are adopted and implemented, if human rights mechanisms are established, if vulnerable rights holders are aware of their rights and are effectively tapped into the decision-making in full compliance with the principle "Nothing for us without us", if accessible, available, acceptable and quality services are provided and if the perception of vulnerable groups is improved, then vulnerable rights holders will claim their rights and duty bearers will respect, protect and fulfil human rights in the Transnistrian region, because the human rights holders are empowered and human rights are mainstreamed into the community development and local services.*

Implementation approaches:

The **Human Rights Based Approach** is the key normative and conceptual basis of the Programme. The Programme will follow the principle of **leaving no-one behind and reaching the furthest first** by meaningfully involving beneficiaries, and by addressing challenges of those facing multiple and intersecting forms of discrimination. The Programme will encourage the beneficiary CSOs to employ, develop internship programs for and involve in their activities persons from the vulnerable groups they are representing. The 2030 Agenda requests a particular attention *inter alia* to youth, persons with disabilities, people living with HIV/AIDS, older persons and internally displaced persons. The action will emphasize the responsibility of the duty bearers to respect, protect and fulfil human rights and cooperate with international human rights mechanisms. An equally important consideration will be given to ensuring that rights-holders are capacitated to know and claim their rights. Activities under this Programme could facilitate the activation of UN human rights instruments and ensure sustained and systematic involvement of Special Procedures Mandate Holders of the Human Rights Council and coordinated follow-up. Human rights engagement has a significant potential not only to address human rights issues but also in a wider sense to open the space and support inter-related political, security, development and humanitarian efforts.

As part of a broader HRBA approach, more specifically, the **community mobilization for empowerment**¹² (CME) of women and vulnerable groups methodology will be applied, as tool for

¹² Community Mobilization for Empowerment methodology was piloted by UNDP-Moldova in partnership with UN Women and lead to empowering women and men from vulnerable groups to become equal partners in local development and enhanced their role in local decision-making.

stimulating the emerging of CSOs in the most deprived areas and empowering the right holders to take action and to be “heard” by the public administration and by the community in addressing human rights violations.

Gender Mainstreaming The program envisages a meaningful participation of beneficiary vulnerable groups women and men in all program phases, starting with planning and finalising with monitoring and evaluation of program’s results, ensuring an equitable benefit of the results of the program. Both gender targeted and gender integrated initiatives are considered in order to provide a holistic response to complex social and cultural dynamics that perpetuate gender inequality in the Transnistrian region. Ascertaining that different categories of professionals are unequally represented by women and men (e.g. social and health workers are mostly women; police and judges are mostly men) the programme will strive to balance their involvement in knowledge transfer, service provision and modelling.

Confidence Building Supporting Confidence Measures and building bridges between the people of both banks will further support the advancement human rights in the Transnistrian region and strengthen overall social cohesion. Building on past experience, the program will continue to encourage the creation and development of partnerships and collaboration among duty bearers and CSOs in a multi-disciplinary manner from both banks in such areas as rights of persons with disabilities, social inclusion, healthcare, human rights monitoring. The importance of the confidence building approach will be promoted and all activities will be planned and implemented in an impartial manner, focusing on concrete improvements in the lives of people on both banks. Reintegration Policies Bureau, representing the Government of the Republic of Moldova will be a member of the Programme Steering Committee and will be provided with regular updates on the Programme activities. The Reintegration Policies Bureau will further communicate the raised human rights issues and program updates to the relevant Governmental bodies, including to the Sub-Working Group on Human Rights. The *de facto* authorities will be also kept abreast of the Programme activities, being ensured their coordination. Technical meetings with relevant specialists will be organized on a regular basis. Planning and implementation of the activities will be organized in coordination with the *de facto* foreign affairs authorities. Additionally, the Programme will contribute to establishing good practices and ways of addressing human rights in protracted conflicts (expected to be further developed under this Programme) that will be shared with key regional and global partners both within the UN and more broadly.

Conflict Sensitive Approach. The Programme will be conflict sensitive in the implementation of its interventions, mindfully monitoring the changing context to ensure that all Programme activities “do no harm”.

One UN approach. At the request of the Government (2011), Moldova is a Delivering as One country which seeks to capitalize on the strengths and comparative advantages of the different members of the United Nations family to increase the United Nations system’s impact through more coherent programs, reduced transaction costs for governments, and lower business operations costs.¹³ The United Nations has an undisputable comparative advantage in several relevant for the Programme thematic areas: human rights and governance, combating poverty, efficient service provision, health and reproductive rights, inclusive education, gender equality and the empowerment of women and girls, combating inequality and the promotion of social inclusion.¹⁴ The United Nations is also considered to be impartial, which is a crucial comparative advantage that will be used to continue engagement in dialogue in the Transnistrian region and build on the experience to date.¹⁵ The Programme employs the comparative advantages of the involved UN agencies and builds on the synergies and complementarities between their respective mandates, operational capacities and competency areas. The collaboratively used knowledge and expertise will lead to the common results

¹³ Republic of Moldova–United Nations Partnership Framework for Sustainable Development 2018–2022, p.9

¹⁴ Idem p.17

¹⁵ Ibidem

underpinned in the Programme's common Theory of Change. Moreover, in order to ensure a One UN implementation approach, the Programme team will undergo joint brainstorming exercises when the Annual Working Plan is elaborated and before each steering committee meeting. These events will address both capacity building but also team work to develop a joint approach in monitoring, reporting, assessing and data using to follow the concrete indicators provided by RAF. This will take place in addition to regular coordination and monitoring activities.

Cooperation with constitutional authorities Under the UNDAF Moldova area of intervention *Observance of human rights in the regions on the left bank of the Dniester river* a relevant action for this program is Identifying and including on the agenda of negotiations priority issues in the field of human rights¹⁶. Reintegration Policies Bureau has a mandate to promote the Government's policy of territorial, political, economic and social reintegration of the Republic of Moldova, under the leadership of a Deputy Prime-minister for Reintegration, who is also representing Chisinau as chief negotiator. The bureau, as the main institution in charge with reintegration policies, is conducting consultations and negotiations to resolve the Transnistrian conflict, to develop the legislative framework and provides the necessary assistance to the Deputy Prime Minister. Reintegration Policies Bureau will be the main national counterpart and active member of the Program's Steering Committee, thus will be consulted and informed on permanent basis regarding the Programme development. It will further communicate the raised human rights issues and program updates to the relevant Governmental bodies, including to the Sub-Working Group on Human Rights. The Ministry of Justice will participate in the Program's Steering Committee as an observing member, taking into account its mandate in the coordination of the implementation of the National Human Rights Action Plan 2018-2022. The Varnita Ombudsman will present periodic human rights monitoring reports for the Transnistrian region to the central office of the Ombudsman.

Coordination with the *de facto* authorities. The program will seek innovative ways to further strengthen the coordination mechanisms with *de facto* authorities with focus on inclusive and sustainable dialogue by involving them in joint discussions and coordination platforms seeking human rights oriented solutions together with CSOs, vulnerable groups and Reintegration Policies Bureau. The program will support the organization of periodic thematic human rights meetings, capacity building activities and cross river experience and knowledge sharing for the relevant CSOs and informal thematic groups. The meetings of the thematic groups will be aimed at identifying the relevant human rights issue. The groups will synthesize , solutions to address the issues and will create space for partnerships and cooperation among the CSOs working in the same field within the Transnistrian region and with CSOs from the right bank of Nistru river. Additionally, based on the platforms already created, the program will seek to cement the foundations of the Sustainable (Community) Development Platform in order to insure the addressing of the human rights issues highlighted in Hammarberg's recommendations with a view to developing a comprehensive human rights framework for the Transnistrian region. The *de facto* authorities will be involved in these dialogues, contributing to ensuring the sustainability of these initiatives.

The program will also take into account the specific political setting that will exist in the region at the moment of implementation. The implementation of the activities will be planned and approached with caution, including the timing, visibility and presentation issues. The program's team will ensure that the local administration is consulted and informed on an on-going basis about the aims and the activities planned, including inviting them to the program's relevant events. All program's activities will remain non-political. Importance of confidence building approach will be explained and all activities will be planned and implemented in an impartial manner, focusing on concrete improvements in people's lives.

Communication

¹⁶ Republic of Moldova–United Nations Partnership Framework for Sustainable Development 2018–2022, p.76

During the initial implementation phase of the program a comprehensive communication strategy will be developed. The communication strategy will ensure selection of different channels, actors and tools for the dissemination of program's results at the local, regional and national levels. The program plans to develop the human rights knowledge capacities of media representatives, as well as of bloggers and vloggers, from both sides of the river Nistru, as well as cooperate with them for ensuring a wider communication of the program's results.

The program will use the Communication for Social Change approach, emphasizing the notion of dialogue as central to development and the need to facilitate vulnerable people's participation and empowerment. This participatory communication approach stresses the importance of "*horizontal communication, the role of people as agents of change, and the need for negotiating skills and partnerships*".¹⁷

Eliminating all forms of discrimination against women and achieving gender equality are central elements of the HRBA and are prioritized by UNCT Moldova. The results of the program will mandatorily reflect the impact of the program's interventions on women and men. Media representatives, bloggers and vloggers will be trained on HRBA and GM, ensuring their understanding of gender equality concepts and issues, and their further reflection in their media products.

Dialogue will be used as a tool for changing social and cultural attitudes to remove barriers to women's participation in wider society. Women beneficiaries of the program's interventions will be provided with space to voice their needs and interests through the human rights platforms supported by the program, as well as by participating in the development and implementation of the awareness campaigns planned by this program. A louder echo of women's beneficiaries' voices will be ensured by the participation of media representatives at these events.

The program will work with the duty bearers and civil society to create opportunities for women, men and children by advocating for change, promoting equality and stimulating collective action to overcome prejudice and inequity, coupled with the media involvement, which has the power to influence the positive change of vulnerable groups' perception, including of expectations and assumptions about gender roles.¹⁸

The program will ensure the use of a consistent "voice" when communicating with the public, using mass media to create awareness on the development issue tackled by the program and informing about the results of the program.

The stakeholders will be periodically informed about the results of the program by insuring their participation in the program's strategic decision-making processes, in the program's activities where relevant and through the communication channels addressed to the general public. Reintegration Policies Bureau will be a member of the Programme Steering Committee and will be provided with progress reports on the advancements made by the Programme to further decide on the applicability of this information.

UN human rights engagement in the Transnistria region is centred around Hammarberg's recommendations with a low probability of being contested by relevant actors. This engagement has led to continuous attention and actions on specific human rights issues. As such, it has strong prospects for inaugurating good practice. The UN will promote the program's results through different channels, including by using the grounds of international *fora* dealing with conflict prevention and resolution, with a view to replicate good practices from this program into other similar

¹⁷ Report from the 8th UN Inter-Agency Round Table on Communication for Development, pp. 44-51

¹⁸ Communication for development, UN, 2011, p.7

contexts, not only in Europe, but worldwide. The program will ensure that its results will be reflected in public statement tweets, web-stories in Geneva and in public reports to the UN Human Rights Council by UN Special Rapporteurs.

Environmental sustainability

While the nature of this program does not pose specific environmental risks, the program will be implemented in ways that minimize the environmental harm. In the initiation of the Programme, environmental and social screening will be conducted. Should any environmental risks be identified, risk mitigation measures will be proposed. During the implementation, a special attention will be given to activities involving catering or procurement of equipment. Environmental clauses will be a part of the grant agreements signed with the CSOs, imposing obligations on promoting green events and implementing a green office culture. Additionally, capacity building programs will include environmental capacitation for CSOs to support organisations in understating key elements of green offices and organization of green events.

The main assumptions the Programme is relying on are the commitment of the *de facto* authorities to work on the implementation of Hammarberg's recommendations, cross-river cooperation and transfer of practices, experience and knowledge and cross-sector human rights training, activity and cooperation.

The Programme's integrated approach targeting to work at the individual, institutional and societal levels by *increasing the capacities of rights holders to exercise their rights (Output 1)*, *increasing the capacities of duty bearers to fulfil their human rights obligations (Output 2)* and *enhancing the human rights culture in the Transnistrian region (Output 3)* will lead to creating an enabling environment for an effective exercise of human rights of vulnerable groups in the Transnistrian region. Thus, the Programme is contributing to achieving Outcome 1 and Outcome 4 of the UNDAF.

Theory of change Output 1 Increased capacities of vulnerable rights holders to exercise their human rights: *If based on the confidence building measures, human rights, gender mainstreaming, conflict sensitivity and ONE UN approaches human rights trainings for the rights holders and their CSOs are delivered and if service provision, advocacy and institutional building trainings and grants for the CSOs and informal groups of rights holders are provided, then vulnerable groups in the Transnistrian region will have increased capacities to exercise their rights, because the human rights knowledge of the rights holders and their CSOs is enhanced, the rights holders have an enhanced capacity to participate in the decision-making processes affecting their lives, the sustainable civil society has a strengthened capacity to influence human rights policy-making, to reach out to the most vulnerable ones, providing accessible, available, acceptable and quality services for the vulnerable groups.*

Building the capacity of rights holders on human rights leads to a better recognition of a right's violation, an increased capacity to claim that right, a better access to available services and an enhanced participation in the decision-making processes affecting their lives. CSOs play an essential role in representing the rights holders and improving their status.

According to the Human Rights Action Plan of Republic of Moldova¹⁹ the development of the civil society on the left bank of the Nistru river is absolutely necessary and the authorities are bound to ensure an enabling environment for the development of civil society in the region and support the organizations attempting to carry out human rights promoting activities in the region.

¹⁹ Human Rights Action Plan of Republic of Moldova for the period of 2018-2022, Section III Observance of human rights in the regions on the left bank of the Dniester river

The involvement of the civil society in developing regulatory frameworks, in changing perceptions, in developing and piloting transferable services to the *de facto* authorities, in monitoring the implementation by the duty bearers of human rights commitments and advocating for ensuring the social inclusion of the most vulnerable ones is imperative. Consequently, building a strong and vibrant Transnistrian civil society requires attention to their self-sustainability, more specifically to their institutional capacity, but also to their knowledge capacity pertaining to general and specific human rights issues. The cementation of an inter-mutual operation strategy of the CSOs in this breakaway region will reinforce their role in the human rights decision-making processes.

The Programme proposes to apply a vertical and a horizontal approach to building the capacities of CSOs. On the vertical the Programme will continue providing support in developing the human rights knowledge of vulnerable groups and their CSOs in order to enhance their expertise on specific relevant human rights issues, but also on general ones such as discrimination, gender equality and applying HRBA. This approach will enable CSOs to reach out and provide quality assistance to the beneficiaries who face multiple and intersecting forms of discrimination. Additionally, in order to ensure the inclusiveness of the vulnerable groups in the program's activities the programme will introduce a mandatory clause in the grant agreements signed with CSOs to implement an internship for their target beneficiaries. The thematic CSOs thematic groups the consolidation of which is envisaged by the programme will also bring together organisations working in the same field to create referral networks for their beneficiaries and act as safety nets in increased vulnerability situations. The service provision capacity building intervention of the Programme aspires to enable and sustain CSOs to provide accessible, available, acceptable and quality services for their beneficiaries, applying the good practices shared by CSOs from the right bank of Nistru and from the other parts of the world. Ultimately, the intent is to pilot the transfer of build-up services to the local *de facto* authorities, ensuring their institutionalization and sustainability, but also shaping an augmented engagement between CSOs and LPAs. The Programme also foresees the establishment of new thematic working groups such as on Roma and other ethnolinguistic minorities that will become part of the Platform for Sustainable (Community) Development that was established in the previous phase of the programme. The aim of these thematic working groups is to enlarge the field of expertise and intervention of the existing platform and aggregate the CSOs in the Transnistrian region working in the same field to identify common knowledge and capacity gaps. It is important to further address them including through the knowledge and experience transfer from the CSOs located on the right bank, as well as to ensure the connection of the left bank's CSO to the development agenda on the right bank. These thematic working groups will represent the result of a mapping exercise of the existing CSOs and CBOs working in a specific field from the left bank performed by the program, allowing the group with the needed capacity building support to act in terms of service provision as a referral mechanism for their beneficiaries. These thematic working groups will be conveyed periodically functioning based on their strategic frameworks developed with the support of the program. They will also become members of the wider, already established Sustainable (Community) Development Platform. They will also contribute to the development of the comprehensive human rights framework in the Transnistrian region by providing valuable inputs based on the identified human rights issues and constraints within their thematic area.

On the horizontal, the Programme envisages to build the institutional capacity of CSOs and CBOs in order to strengthen their sustainability and create synergies between the civil society organizations on the left bank of the Nistru river, aiming to establish the foundation for a vibrant, strong and "one voice" civil society advocating for social change in the Transnistrian region.

Despite some efforts of the *de facto* authorities to develop a human rights action plan and to establish a platform for the implementation of 2013 Hammarberg recommendations, the absence of a comprehensive human rights framework is a considerable obstacle in having an orchestrated and forceful response to the human rights violations in the Transnistrian region. The civil society should play a major role in developing the human rights strategic framework, ensuring that the voices of the

most vulnerable are heard and taken into account, and providing their valuable expertise in the field of human rights. In this respect, the strengthened Platform for Sustainable Development will be the CSOs driven entity that will advocate for the establishment of the human rights framework.

The Programme will work with previous CSOs partners, while seeking to identify new ones. Efforts will be made to support the registration of informal organizations such as Community Based Organizations (CBOs), which play an important role in representing vulnerable groups and in-service provision at the community level in locations where the CSOs, usually based in the cities, are having difficulties in reaching out to their beneficiaries. Further the capacity building exercise will envisage attaching CSOs with weaker institutional capacity from the left bank to the institutionally stronger CSOs from the right bank during Programme implementation. The thematic groups will provide ground for identifying the partnering organizations, as well as for weighing their institutional capacities.

Additional efforts will be canalized to building the institutional capacity of informal women's associations and to enhancing the representation of women in the decision-making bodies and processes of the CSOs. As a result of the Soviet legacy, informal women's associations such as women's committees organized within different professions or at different levels of public administration, as well as women's cultural/entertainment associations are still active at the community levels. The programme aims to identify them and develop their institutional and knowledge capacities, and further introduce them to the relevant thematic groups. Also, participation of women in the decision-making processes within the CSOs will be a subject tackled as a part of the institutional capacity building, further aspiring for adoption of specific measures by the CSOs to ensure an adequate representation of women in their leadership structures.

The cross-river cooperation between the CSOs is an essential factor for engineering this kind of cooperative and coordinated habitat for CSOs on the left bank of Nistru. A good practice would be to build on the Platform for Sustainable Community Development, comprising 22 CSOs and initiative groups working on disabilities from the both banks of river Nistru (16 CSOs and initiative groups from the left bank of the river Nistru), which was established and strengthened with the support of the previous Programme, the platform of CSOs working in the field of domestic violence and of people who use drugs in the Transnistrian region.

Theory of Change for Output 2 Increased capacities of duty bearers to fulfil their human rights obligations: *If based on the confidence building measures, human rights, gender mainstreaming, conflict sensitivity and ONE UN approaches human rights knowledge of the duty bearers is increased, if human rights mechanisms are established and if the service provision capacity of duty bearers is built, including through transfer of services developed by CSOs, then the capacity of duty bearers to fulfil their human rights obligations will be increased, because the human rights knowledge of the duty bearers is enhanced, duty bearers have strengthened capacities to adopt, implement and monitor the implementation of human rights compliant regulations, to cooperate with CSOs, to meaningfully involve rights holders in the decision-making processes affecting their lives and to reach out to the most vulnerable ones, providing accessible, available, acceptable and quality services for the vulnerable groups.*

Duty bearers should set up several interlinked preconditions in order to create an enabling environment for the effective realization of human rights: available, accessible, acceptable and quality services for vulnerable groups, regulations compliant to international human rights standards and elimination of stigma, including among professionals. They need assistance to uphold international human rights standards as they lack relevant awareness and knowledge.

Developing and adopting a strategic human rights framework in the Transnistrian region requires a deep understanding of human rights standards, theories and concepts, as well as of HRBA principles,

taking into account the needs of vulnerable groups and making anti-discrimination central. The Programme envisages increasing the knowledge of duty bearers on general and specific human rights issues, targeting to improve the quality of the human rights framework. Furthermore, a raised awareness of human rights among professionals leads to better services and elimination of stigma and discrimination among the service providers.

The Programme intends to support the service provision capacity of duty bearers to enable them to reach out to the most vulnerable ones and to deliver available, accessible, acceptable and quality services a gender sensitive manner. Based on the already established, but limited expertise of some CSOs, the Programme will pilot the service transferability and procurement of services modalities from the CSOs to the duty bearers as an approach to building the service delivery capacity of duty bearers. Additionally, the Programme addresses the need for a normative support in the establishment of services by duty bearers and CSOs, hence ensuring a foundation for guaranteeing the availability, accessibility, acceptability and quality of services.

According to the Human Rights Action Plan of Moldova²⁰ one of the priority directions for the Ombudsperson's institution development is to expand its functionality over to the Transnistrian region. In 2012 the constitutional authorities established an Ombudsperson's office in Varnita as a national human rights monitoring mechanism in the Transnistrian region. Unfortunately, the limited and the uncertain access in the region impede the full exercise of the Ombudsperson's mandate.²¹ Thus, the Programme proposes to build the institutional capacities of the Ombudsperson office in Varnita, enhancing its cooperation with the *de facto* institutionalized human rights structures, contributing to establishing an effective mechanism to protect, monitor and promote human rights in this breakaway region of Moldova, including by transferring knowledge and experience from the right bank of the Nistru river.

Availability and reliability of data are important preconditions for strategic human rights reforms. The Programme aims to encourage and support the establishment of a system of collecting, organizing and disseminating relevant and reliable disaggregated data, including on gender, in line with international standards by promoting the adoption of specific actions in this regard within the comprehensive human rights framework, but also by encouraging the establishment of the complementary data collection systems by the CSOs, especially important in the absence of the official statistics related to human rights data.

Theory of Change for Output 3 Enhanced human rights culture: *If based on the confidence building measures, human rights, gender mainstreaming, conflict sensitivity and ONE UN approaches human rights awareness raising campaigns are conducted, if trainings for the human rights enablers are delivered and if exchanges of experience across Nistru river for human rights enablers are organised, then the human rights culture in the Transnistrian region will be enhanced, because the human rights awareness will be raised improving the perception of vulnerable groups.*

The deeply rooted stereotypes and prejudices in the collective conscience coupled with the low human rights awareness of the media and education influencers are perpetuating the discrimination and the social exclusion of the most vulnerable ones in the Transnistrian region. Following its integrated approach, the Programme aims to promote a societal transformation nurturing a culture of human rights in the region.

The role of media in shaping an unbiased image of the vulnerable groups and reporting human rights violations is crucial because it increases public awareness and provokes actions to ensure better

²⁰ Human Rights Action Plan of Republic of Moldova for the period of 2018-2022

²¹ "Report on the respect of human rights and freedom in the Republic of Moldova in 2016", Ombudsperson's Office, p.107 <http://www.parliament.md/LinkClick.aspx?fileticket=CkJZTCQpIPs%3D&tabid=202&language=ro-RO>

protection of human rights, including accountability. The Programme intends to build the capacity of media representatives from both banks on human rights of the vulnerable groups. The right bank's experience on mainstreaming human rights into media will be shared with media representatives, journalism students and bloggers through exchange programs.

The awareness raising campaigns, around international human rights related days, contribute to a greater understanding of human rights issues by the general population, reducing stigma and discrimination of most vulnerable once, preventing and reporting the violation of human rights. Aiming to positively change the attitudes and beliefs of the society the Programme proposes to raise awareness about the human rights of the vulnerable groups, including of people living with HIV, children, people who use drugs, prisoners, persons with disabilities and Roma. Awareness raising initiatives planned by the Programme rely on the increased human rights knowledge of CSOs and their strengthened institutional capacity enabling them to conduct such activities in an effective manner. The Programme will also include transfer of knowledge across all stakeholders including community organizations, media, school children, law enforcement professionals, social workers, probation services, health personnel and teachers.

This initiative will contribute to convening, facilitating and providing safe and neutral space for multi-level and multi-stakeholder dialogue, supporting the strengthening of the human rights platforms and networks for dialogue and collaboration in the region and across the banks of Nistru river.

Creating a human rights culture by addressing human rights in the media and in the society at large together with increasing the capacities of the duty bearers to protect, respect and fulfil human rights in the region will in the end generate an enabling environment for the empowered rights holders to claim their rights.

III. RESULTS AND PARTNERSHIPS

Expected Results

The integrated intervention at the individual, institutional and societal levels of the Programme is responding to the articulated authority and human rights knowledge capacity gaps of rights holders, institutional weaknesses of the duty bearers in designing human rights frameworks and delivering services for the vulnerable ones, as well as to the widespread intolerance and discrimination persistent in the Transnistrian region. Increased human rights knowledge of the rights holders and their CSOs, improved human rights knowledge and institutional capacity of the duty bearers together with an enhanced human rights awareness of the general public in the region are the envisaged results of the Programme expected to create an enabling environment for the rights holders to exercise their rights and for the duty bearers to respect, protect and fulfil human rights, ultimately aiming to reduce inequalities and ensure the social inclusion of vulnerable groups.

The Programme will contribute to achieving results under UNDAF Outcome 1 related to the implementation of human rights treaty bodies recommendations, enhancing the perception of vulnerable groups, building justice systems comprising efficient child-friendly and gender-sensitive mechanisms ensuring that survivors of all forms of violence have *de facto* access to justice and perpetrators are held accountable; and under UNDAF Outcome 4 referring to the social inclusion of persons with disabilities, enhanced access to HIV prevention services in community and in prisons of individuals belonging to key populations (PWUD, SW, MSM) and reduced violence against women and girls.

The program's work is constructed around three outputs and relevant objectives (short-term outputs) as follows:

Output 1. Increased capacities of vulnerable rights holders to exercise their human rights

Objective 1.1. Enhanced human rights skills and knowledge of vulnerable rights holders

Activity 1.1.1 Support cross-river exchanges and contacts via various thematic groups of CSOs and individuals vulnerable to human rights violations

An approach to cultivating a vibrant civil society is to focus on common human rights issues the CSOs are working on. Visible signals of thematic aggregation of formal and informal organizations from both banks are already distinguishing in the regional CSOs landscape.

A Platform for Sustainable (Community) Development comprising 22 CSOs and initiative groups (including 6 from the right bank and 16 from Transnistrian region) working with persons with disabilities was established with the support of the previous UN intervention in the Transnistrian region. Another active regional platform is the one gathering CSOs working in the field of domestic violence. Building on this progress the Programme proposes to provide support to the functioning and further development of above platforms (further referred as thematic groups) already created and creation of 3 new thematic groups with those working on rights (1) people living and affected by HIV, people who inject drugs, prisoners, (2) on children's rights, (3) Roma and other ethnic and linguistic minorities.

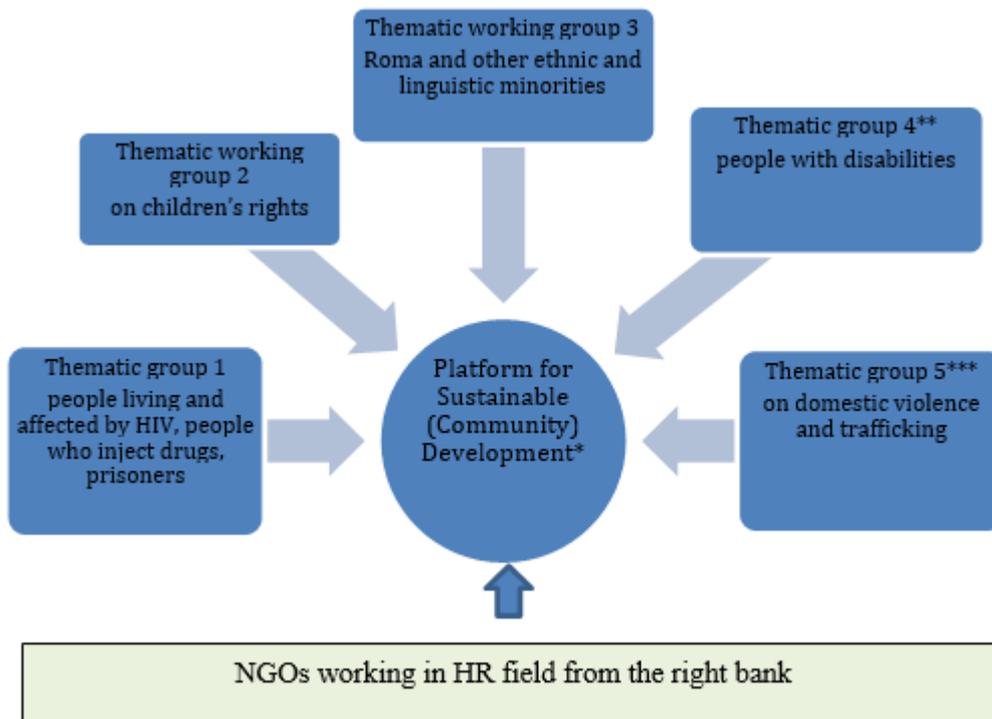
The Programme intends to connect the thematic working groups work with CSOs from right banks, with the intention to share the experience of the right bank CSOs in a specific thematic field and to create space for information and knowledge sharing among the Transnistrian CSOs working in the same area, developing referral mechanisms, common orchestrated interventions, designing conjoint strategic visions, and formulation of "one voice" advocacy initiatives to influence the human rights policy-making in the Transnistrian region.

These thematic groups will be conveyed periodically functioning based on their strategic frameworks developed with the support of the program. The representatives of the thematic groups will be exposed to the organizational development experience of their sister right bank platforms, establishing contacts for potential future collaborations.

The groups gathered under the umbrella of the Platform for Sustainable (Community) Development will also contribute to the establishment of the comprehensive human rights framework in the Transnistrian region for the implementation of the UN Senior Expert on Human Rights recommendations. They will provide valuable inputs based on the identified human rights issues and constraints within their thematic area. The common civil society platform will be initially conveyed to strategically advocate for the implementation of Hammarberg's recommendations, followed by periodic meetings to assess the progress made on their implementation and to raise and tackle important human rights issues in the Transnistrian region.

Left bank mature CSOs, working in HR thematic fields, will be selected to provide support and manage the establishment and coordination of the thematic groups (one per each group), guide their strategic organizational functioning, reach out to the right bank organizations working in specific thematic fields. They will facilitate the work of the thematic working groups and capacity building of their members. A different organization will have a capacity building and secretariat role for the Platform for Sustainable (Community) Development. Strategic vision of the Platform and its functioning will be guided by a platform governing board.

The lessons learned from the previous UN intervention in the Transnistrian region illustrate that joint activities such as study visits, trainings, and exchanges involving stakeholders from both banks of the Nistru river create bridges for confidence building. Thus such activities will be promoted and implemented both for the thematic working groups and for the Platform for Sustainable (Community) Development.



* The existing Platform for Sustainable (Community) Development will be enlarged to comprise the thematic working groups and advocate for UN Senior Expert on Human Rights recommendations

** Created based on existing Platform for Sustainable (Community) Development

*** Created based on existing Coalition of CSOs working in the field of domestic violence

Activity 1.1.2 Human rights capacity building of vulnerable groups and their CSOs

The previous UN intervention in the Transnistrian region exposed that the rights holders on the left bank have little or no knowledge about their human rights. Rights holders lack information about mechanisms through which they could claim their rights as well as pertinent advocacy skills and knowledge on how to build alliances among themselves. The informal vulnerable groups and CSOs, that are considered rights promotion entities, neither pursue human rights-based approach in their activities nor human rights rhetoric in their advocacy. Additionally, there is no comprehension of basic human rights principles such as equality and non-discrimination. The situation is exacerbated by entrenched stereotypes and prejudices about *inter alia* persons representing vulnerable groups such as Roma and other ethno-linguistic minorities, persons with disabilities, victims of domestic violence, people living and affected by HIV, children in contact with the law, prisoners and ex-prisoners.

The Programme proposes to increase the human rights knowledge of the vulnerable rights holders and their CSOs building their capacity on human rights standards relevant for each targeted vulnerable group, including by tackling relevant human rights of those facing multiple forms of discrimination from that particular group, addressing the UN Senior Human Rights Expert Hammarberg and UN human rights mechanisms' recommendations. The Programme will target the vulnerable rights holders' beneficiaries of the CSOs working with the program, as well as the CSOs themselves.

The level of the human rights knowledge increased of the vulnerable groups and their CSOs trained by the Programme will be measured at the beginning of the capacity building event and at its end using a scale from 1 to 4 as follows: score 1 – no knowledge of their human rights, of procedures to exercise those rights, available services and rights of persons from their group facing multiple forms of discrimination, score 2 – basic knowledge of their human rights, but no knowledge of procedures to exercise those rights and available services and rights of persons from their group facing multiple

forms of discrimination, score 3 - basic knowledge of their human rights, some knowledge of procedures to exercise those rights and available services, and no knowledge of rights of persons from their group facing multiple forms of discrimination; 4 – satisfactory knowledge of their human rights, of procedures to exercise those rights, available services and knowledge of rights of persons from their group facing multiple forms of discrimination. A detailed methodology on assessing the level of increased knowledge for each score will be developed in the initial phase of Programme implementation.

The capacity building activities will be focused on human rights standards augmented by the specificity of the region and its regulatory framework, human rights monitoring and reporting, human rights mechanisms and the remedies that those mechanisms provide. The targeted beneficiaries will be provided with human rights educational materials in Russian and within the possibilities in other minorities languages.

The Programme envisages the establishment of a network of local mentors for the informal vulnerable groups to ensure continuous information sharing and support as well as proper substantive preparation of activities under this Programme and their follow up. The mentors will provide support to Roma people especially Roma women and youth, religious minorities, persons with locomotor disabilities, persons with intellectual disabilities, persons living with HIV, former detainee's domestic violence survivors. During the empowerment activities developed by the programme, the most promising individuals will be selected from those groups to be peer to peer mentors for their respective groups. The mentors will be hired by the programme on consultancy basis to provide advice and guidance to their respective groups and will be supervised directly by the Thematic Area Coordinator.

Objective 1.2. Strengthened institutional capacity of partner CSOs and informal groups

Activity 1.2.1 Support to CSOs in institutional capacity building

Building a dynamic, forceful and vocal civil society able to advance human rights is inconceivable without considering their internal organizational infrastructure and processes. The lessons learned from the previous interventions in the Transnistrian region show that the civil society organizations in the region do have certain capacities, but they still require strengthening, particularly in terms of institutional development. CSOs are encountering difficulties in adequately plan at a strategic level and to transform the planning into specific operational goals. Their staff members generally lack the skills to plan strategically and transfer strategies into corresponding operational activities. The weak internal operating processes and systems, characterized by poor monitoring and evaluation capacities, including by the absence of internal and external audit mechanisms, and of formal policies and procedures for daily operations, are representing additional obstacles for their effective functioning. Noticeable challenges occur in the area of sustainability and resourcing of Transnistrian CSOs. Furthermore, there is a need to diversify their sources of financing, to foster networking and to strengthen their influence on public policy-making.

Starting with assessing their organizational capacity, the programme will build the institutional capacity of all the program's beneficiary civil society organizations working on advancing the human rights of persons with disabilities, Roma and other ethnic-linguistic minorities, children in contact with the law, people living with and affected by HIV, people who inject drugs, prisoners and ex-prisoners aiming to reach a comparable and sufficient level of organizational development of the CSOs in the region, increasing their sustainability and therefore their capacity to effectively perform their role. A special emphasis will be made on Programme management and applying RBM compliant to HRBA and GM, including on their capacity to jointly work on common projects with CSOs from the right bank of the Nistru river.

A lesson learned from the previous UN intervention in the Transnistrian region exposed a need to enhance the implementation capacities of organizations from both sides for joint project work and for

ensuring the sustainability of the project-based established partnerships. An internship & mentoring program, attaching the institutionally weaker organization from the left bank of Nistru river to a stronger one from the right bank, has the prospective of providing the space for a peer to peer institutional knowledge building and knitting promising mutually benefiting cooperation. A particular attention will be directed to identifying and building the institutional capacities of smaller CSOs, especially from rural areas, as well as of informal vulnerable groups, providing support for their further institutionalization. The idea behind this initiative is to enhance the institutional capacities of rural CSOs and CBOs additional to their human rights knowledge building, in order to reach out to the vulnerable groups usually “left behind” because of inaccessible information and services. This program aims to expose the institutionally weaker CSO from the left bank to the institutional infrastructure and processes of the institutionally stronger right bank organization. The right bank CSO will also provide guidance to the left bank CSO on cementing the internal processes as part of the capacity development exercise. This will greatly contribute to the program sustainability as will ensure a proper functionality of the CSO - actors promoting human rights in the region. The mentoring program will be accompanied by consultancy services from providers with great expertise in CSOs development.

In order to ensure an equitable representation of women in the CSOs and make their voices heard and their interests and needs taken into account the programme will encourage and support the establishment and development of women CSOs and of informal women’s associations within the existing Transnistrian CSOs, promoting women in the CSOs decision-making bodies and processes. The programme will also facilitate the connection of women organizations from the left bank with the ones from the right bank.

The above interventions will be complemented by a grant programme for small human rights initiatives, to be developed and implemented by the 15 participants in the mentoring programme. The grants will be based on the methodology of community mobilisation for empowerment and will offer the ‘learning by doing’ – experiential learning for grass roots CSOs, to be empowered to address human rights issues, including at community level, in a sustainable manner.

The institutional capacity building of CSOs will consist in a continuous process through the whole duration of the program. “*Learning by doing*” approach will be used in order to ensure a practical application of the received theoretical knowledge. A right bank CSO together with a left bank CSO will be provided a grant to work on the developing the institutional capacity of CSOs from the left bank. The facilitators contracted by the grant-receiving CSOs will assess the baseline institutional capacity of CSOs, breaking the participant CSOs in three groups (with low, medium, satisfactory capacity) and will measure the developed capacity progressively using the UNDP methodology on capacity assessment.²² The facilitators will design and use a detailed institutional capacity assessment methodology using a scale from 1 to 5 (1 - No evidence of relevant capacity, 2 - Anecdotal evidence of capacity, 3 - Partially developed capacity, 4 - Widespread, but not comprehensive, evidence of capacity, 5 - Fully developed capacity).

Objective 1.3. Improved service delivery of CSOs

Activity 1.3.1 Support to developing services for the social inclusion of persons with disabilities

The previous phase of the Programme brings several lessons learned that are important for the effectiveness and sustainability of interventions on the social inclusion of persons with disabilities in the Transnistrian region. One of them is that there is a need to provide support to the development of social inclusion services for persons with disabilities, since working only on increasing the human rights knowledge of persons with disabilities will not lead to empowerment unless accessible, acceptable and quality services will be made available.

²² Capacity assessment methodology user’s guide, UNDP, 2008

Previous UN interventions in the Transnistrian region show that persons with disabilities have little knowledge about their rights, the existing remedies and services available. Their daily lives are impregnated with hardship due to inaccessible infrastructure and services topped with social intolerance and prejudices that lead to social exclusion and marginalisation. Consequently, the Programme will provide grants to support 4 cross-river consortiums of CSOs from the right and left bank of the Nistru river, established with the support of the previous UN intervention.

In 2018 the social community-based services were launched in five localities: Dubasari, Grigoriopol, Ribnita, Slobozia and Tiraspol. These activities were implemented by four consortiums, representing NGOs from both banks of the Nistru river. These are as follows:

1. Tiraspol - NGO *Initiativa Pozitiva* (MD); NGO *Alliance of public health* (TN); and *Association of people with vision impairment* (TN)
2. Slobozia - NGO *Participation* (TN, registered also on the right bank)
3. Ribnitsa - NGO *Centrul de Asistenta Juridica pentru Persoane cu Dizabilitati* (CAJPD, currently *Centre for Rights of Persons with Disability*) (MD) and NGO *Vialex* (TN)
4. Dubassari - NGO *Motivatie* (MD); NGO *Mir ravnyh vozmojnostei* (TN); and NGO *Organisation of parents of children with disabilities "Allye parusa"* (TN)

Initially, sessions of Training of Trainers were organised to identify potential candidates among PwDs for the peer-to-peer support. These were followed by coaching sessions and provision of legal and psychological assistance and assisted employment. Piloting of 12 community-based services started - 3 in Ribnita (psychological support, legal support and assisted employment); 1 in Dubasari (assisted employment); 2 in Tiraspol (psychological and legal support); 3 in Slobozia and 3 in Grigoriopol (psychological support, legal support and assisted employment). Over 120 men and women participated in trainings and activities organized by NGO consortiums and 70 PwD (around 40 women with disabilities) received support during activities organized in the process of development of community-based services. At least one woman with disabilities, mother of a child with disabilities, was employed as a telephone operator in a taxi company, as a result of these services in Grigoriopol.

The cooperation among these NGOs is continuing and even though there have been some tensions among the Transnistrian NGOs working in Dubasari there are emerging organisations and initiative groups that can be empowered and involved in the development and provision of community-based services for PwDs.

Social entrepreneurship and assisted employment have generated a lot of interest among partner CSOs and persons with disabilities, since there are very few opportunities for persons with disabilities to have an income in the region. The program's support to the development of the social entrepreneurship and assisted employment services will aim to provide sustainable opportunities for persons with disabilities for an independent life in dignity. In this respect, the Programme will organise a series of round tables and info sessions for the representatives of local CSOs and public and private institutions on social entrepreneurship and inclusion into the labour market of persons with disabilities. Given the few positive examples on the right bank, the Programme will develop and support, in partnership with right and left bank CSOs, an internship programme, based on the UN Moldova example, for the underrepresented groups, especially for persons with disabilities and Roma, who are also facing multiple forms of discriminations and, as a result, may risk to fall into poverty. Additionally, the Programme will organize a series of study visits for the representatives of private companies employing persons with disabilities from the left bank to the ones with good practises from the right bank.

Activity 1.3.2 Support the implementation of a pilot project on Roma community mediators

Several issues pertaining to the social exclusion of Roma were detected during the previous UN intervention, such as the unconsolidated Roma community and a bigger social distance of Roma than

in the case of other minorities in the region. Roma people are one of the most stigmatized groups in the Transnistrian region. Widespread xenophobic attitudes were observed during the capacity building activities organized by the previous Programme for journalists and persons with disabilities. Even people belonging to other vulnerable groups are discriminating against Roma.

The efforts aiming to ensure the social integration of Roma people in the Transnistrian region are futile without bringing the *de facto* local authorities and the society in general closer to the Roma community and *vice-versa*. The Programme proposes to build on the momentum from the previous UN intervention continuing to develop the capacity of the informal Roma network from the left bank, aiming for its institutionalization and to assess the possibility of piloting the Roma community mediator service. In order to reach the objective of piloting Roma community mediators' institution, the Programme will have to consolidate the community through supporting them in performing a mapping exercises of Roma people in the region, followed by support to the establishment of a Roma organization, which will further develop and implement the pilot Roma community mediators' institution in three communities most populated by Roma people.

Activity 1.3.3 Support to developing communitarian pre-exposure prophylaxis service for men who have sex with men, sex workers, partners of persons living with HIV²³

Building on the positive previous program's experience on contributing to aligning the Transnistrian region to the international standards on prevention in most affected population by HIV – particularly harm reduction services, including for the first time ever in sex workers and men who have sex with men since 2016 in the Transnistrian region, the Programme proposes to pilot one of the most effective and innovative human rights based prevention interventions, namely pre-exposure prophylaxis on both parts of Nistru river in those populations, in several most affected locations like Chisinau, Balti, Tiraspol/Bender and Ribnita.

The Programme will focus on communitarian services, supporting the CSOs to establish friendly and supportive peer services for the beneficiaries. The community integrated based approach towards PrEP in Chisinau, Balti, Tiraspol and Ribnita as the most affected cities of the country will support the design and provision of such soft services as HIV/HCV/HCB/STIs counselling and testing, counselling to enrol in PrEP, social and care support to continue, referral to health system for further investigations and treatment, and peer support groups. It is expected to complement PrEP to the existing HIV prophylaxis practice, which are essential for the right of those most affected to HIV to health and live. The prophylaxis programmes with the focus on men who have sex with men are implemented by GenderDocM. Mini-grants will be offered to GenderDoc-M to organize the PrEP service in Chisinau and provide methodological, capacity and technical support for the service design and implementation in Balti, Tiraspol/Bender and Rbnita, where GenderocM – staff is already present

²³ Moldova is characterized as a concentrated HIV epidemic, especially in key populations like people who use drugs (PWUD), sex workers (SW) and men who have sex with men (MSM) and their clients and sexual partners. And it is also concentrated in some most affected cities – Chisinau, Balti, Tiraspol and Ribntia. The prevalence of HIV in 2016 in PWUD in Chisinau raises up to 13.9%, in Balti to 17%, in Tiraspol to 29.1% and in Ribnita to 22.2%; in sex workers it is of 22.3% in Balti and in MSM of about 9% in Chisinau and about 4% in Balti, while in general population it remains far below 1%. The HIV infection in the Transnistrian region count for the one-third of the burden, thus making the region the most affected. Michel Kazatchkine, Special UN Envoy on HIV in Eastern Europe and Central Asia appreciated the new HIV cases, as per end of 2017, coming closer to the Russian Federation epidemics, which is one of the biggest in the world. The last estimations of key populations show an increase of the estimated PWUD, SW and MSM. Thus, there is an estimated number of 36900 PWUD compared to 30,200 PWUD (2014 estimation); around 21 300 SW (2017) versus 12,000 SWs (2014) and about 17100 MSM (2017) compared to 13,500 MSM (2014). In Transnistrian region the estimated number of PWUD is about 10800 persons, 3500 sex workers and 4100 MSM.

Prevention programs in Moldova recently recognised as best practices in the WHO European compendium implemented since 2000 were successfully reproduced in Transnistrian region, starting 2016, including with the contribution of that project. The ground preparation to pilot the innovative pre-exposure prophylaxis in men who have sex with men, partners of sex workers and of people who injects drugs, as well as partners of negative HIV in a couple with an HIV positive started in 2017. The country, including Transnistrian region, approved the PrEP protocol. With the project support, a study visit to Paris, France to learn on the implementation of PrEP, both in health institutions, as well as the communitarian approach was organised in April, 2018. 10 specialists from both banks of the river, including 1 representative from AIDS centre (public servant) from Tiraspol and 1 representative of the NGO implementing prevention activities in key populations can provide qualitative PrEP services to those in need. The approval of the protocol represents a political commitment towards its implementation on both banks of the Nistru, as well as readiness and openness to continue. In the same time, the intervention is very new for the country, requiring in depth knowledge, technical, institutional, organizational support and resources to organise the service, both for health and NGOs structures.

and active. GenderDoc-M remains unique in provision of services to men who have sex with men and their bridges population (clients, partners), as well as providing services to other key populations (sex workers, people who inject drugs, persons living with HIV). GenderDoc-M staff in Balti is working with ATIS youth friendly service, Miloserdie (Bender/Tiraspol), Trinity (Ribnita). Those mini-grants will be provided at the mid of the first year of implementation to the third year of it. is designed to start with an operational research among the key populations in the pilot cities, as also being the most affected by HIV infection and also concentrating the major part of the vulnerable populations to it, to understand the needs, ways of involving beneficiaries in PrEP, the best ways to develop and organize the service, gender sensitiveness of the service, ways to involve the rights holders into the planning, implementation and monitoring and evaluation activities, including on the quality of services. The established relationships with French specialists, in April 2018 (due to the previous Programme) will allow their involvement and peer support into the design and the development of the recommendations for the service organization. UNAIDS will provide in-kind technical expertise (from regional and HQ office) to design the research, analyse, interpret the data and produce the report and oversee its implementation, in junction with French colleagues (international consultancy). GenderDocM will support the field implementation/data collection and data interpretation. Specifically, for PrEP, skills development to community peers and service providers will be at focus. These skills are very technical, in-depth and specific for HIV area. The cities, with the focus on CSOs from both banks will be tuned, to exchange experience, learn from each other, document the best practices through capacity building activities, as mutual field visits, systematic thematic workshops, at least once per quarter, etc). It is important to underline, that the aim of his particular Programme is to develop communitarian PrEP, as per the model acknowledged in Paris, France back in April 2018. In the same time, the main coordinator and implementer at the national level remain the AIDS management unit and relevant treatment service, as PrEP as prophylaxis include the medication part. Thus, the collaboration with public institutions in terms of functionality, as well as sustainability is imperative. That it's why the health staff will be also invited when considered important to the capacity building related activities. It is also thought to expose the specialists to Antwerp experience on data use, collaboration between state and CSOs and sustainability issues. There are few countries in Western Europe that implement PrEP, Belgium being among those, with the PrEP major centre in Antwerp. Mixed multidisciplinary team, with specialists from both banks (public health institutions and NGOs) will be formed. It is expected to have a knowledge sharing event, at the CCM technical working group, quality service improved, as well as sustainability approach defined.

To implement all the proposed activities, it is planned to have local consultancies, international consultancies from UNAIDS and WHO, as well as provision of mini-grants to implementing CSOs GenderDocM partners in the most affected cities.

Activity 1.3.4 Develop and pilot through CSOs gender specific services for women who use drugs on both banks

Attempts to reach and work with vulnerable women such as drug users and women living with HIV, commercial sex workers are limited and, in fact, gender sensitive services addressing the specific needs of women and girls do not exist in most of the cities of Moldova on both banks. Vulnerable women are usually excluded from services such as needle syringe program, drug dependency treatment, reproductive health services, perinatal care, social support services and pushed back into the circle of vulnerability²⁴. As per UNODC, 2016 Assessment Report of legal barriers for PLWH on the left bank, there are numerous public health and human rights reasons to target harm reduction and other HIV related services at women as women who use drugs (WUD) face a higher risk of acquiring HIV, viral hepatitis and other sexually transmitted infections than their male counterparts. Specific heightened risk factors include the fact that women are more likely than men to be “second on the

²⁴ Assessment, Women, Harm Reduction and HIV, 2009, Azerbaijan, Georgia, Kirgizstan, Russian and Ukraine, https://www.opensocietyfoundations.org/sites/default/files/wmhreng_20091001.pdf

needle”—i.e., they inject after, and often are injected by, a male partner. Also, WUD who engage in practices such as sex work further enhance their vulnerability to HIV and other blood-borne infections²⁵. Without access to safety and treatment, women often remain locked in the cycle of gender-based violence, and the impact on their health and that of their children can be devastating. According to WHO and Open Society Foundation, 70-80% of women who use drugs will experience violence in her life, most commonly at the hand of an intimate partner or police. Fear of violence makes it dangerous for women to negotiate safe sex or to refuse to share injection equipment with their partners. As a result, women exposed to intimate partner violence are 50% as likely to acquire HIV²⁶.

The existing community and maternal centres where women can get help in difficult situations (violence, human trafficking) do not accept woman who are active drug users. In addition, there is a lack of services that aim at setting up self-support networks, child-care facilities and development of leadership skills. UNAIDS 2016 assessment report of legal barriers for PLWH on the left bank, shows that women who are sex workers face barriers in accessing healthcare services and in particular HIV testing services, as these women do not benefit from state health insurance and have to pay for services. Furthermore, drug use is punished on the left bank and dosages allowed for drug use on the right bank are so low that usually consumption equals to possession. These legal provisions prevent vulnerable women from accessing treatment and rehabilitation services on both banks²⁷. The situation is particularly difficult for women drug users who are also commercial sex workers, as on both banks administrative fines are applied to these women.

Women and girls who inject drugs in Moldova account for 10% per cent or 3,220 of the total number of 30,000 IBBS (Integrated Biological and Behavioral Surveillance) estimated drug users (on the right and left banks). However, both official and unofficial data confirm that women are underrepresented as clients of harm reduction on both banks (GFATM routine reports 2010-2017). Out of 400 patients on the right bank enrolled in OST drug dependency treatment in 2017 only 39 patients were female, which is less than 2%. Women complain about the necessity of coming to OST site on a daily basis which requires and not always possible to arrange children’ supervision. OST or other types of drug dependency treatments are not available on the left bank. The right bank national referral system focuses on three society focal point’s capacities to efficiently implement regulations and referrals to other services – family doctor, policeman, and social assistant. There is no such mechanism on the left bank. Regretfully, this mechanism is strongly influenced by human factor and has no provisions on how to support women who are active drug user or a former prisoner.

As shown by UNORN NGO report “Access to Harm Reduction services for women who inject drugs: Balti, Republic of Moldova” higher stigma is faced by female drug users and lack of gender-sensitive treatment and support facilities lead to a deficit in women’s access to treatment. Despite the lack of consistent evidence a study in Europe showed that the male to female ratio in drug treatment was 4:1 in 2010, which is higher than the ratio between users ²⁸.

Unlike on the right bank where some data can be depicted from CSO reports and national statistics there are no data at all regarding drug user’s gender aspects on the left bank. Therefore, to initiate this activity a base-line assessment of the existent services provided to vulnerable women will be conducted on both banks. Making use of the best regional practice, Ukrainian and national experts

²⁵ UNODC, 2016: Addressing the specific needs of women who inject drugs Practical guide for service providers on gender-responsive HIV services, https://www.unodc.org/documents/hiv-aids/2016/Addressing_the_specific_needs_of_women_who_inject_drugs_Practical_guide_for_service_providers_on_gender-responsive_HIV_services.pdf

²⁶ <https://www.opensocietyfoundations.org/voices/blind-spot-movement-against-gender-based-violence>

²⁷ Shadow Report, 2017, Ukraine: On the situation of women who use drugs, women living with HIV, sex workers, and lesbian, bisexual women and transgender people in Ukraine, https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/UKR/INT_CEDAW_NGO_UKR_26367_E.pdf

²⁸ https://www.unodc.org/documents/ungass2016/Contributions/UN/Gender_and_Drugs_-_UN_Women_Policy_Brief.pdf

will work in a team to revise current standards of social and health services for vulnerable women, discussing possible barriers which hinder access to services and links to harm reduction (NGOs), reproductive health (health services), psychiatric care, drug dependence treatment services (health services) to national referral system of services for victims of domestic violence, probation service, social protection service, police and justice. After the assessment the team of experts will propose a road map for both banks, which is to be discussed and amended locally with experts from CSOs, police and health-social assistance.

Ukrainian gender specific service in Poltava for women who use drug, sex workers and women with HIV are a great example of service integration and sustainability. Poltava crisis centre for women provides a broad number of sanitation, health and social services for women and children in crisis. Although initially services in Poltava were funded from GFATM in the past 3 years Poltava Crisis Centre became also a best practice in advancing sustainability and ensuring social contracting from the local budgets. A study visit for specialists from both banks will be a great possibility to twine Ukrainian experience upon the return in terms of services development and sustainability aspects.

Based on UNODC Policy Brief recommendations for vulnerable women capacity building exercise and a study visit to Ukraine will be conducted for CSOs, probation, health, social services. During this Programme gender sensitive services will be piloted by 3 CSOs active in the field of harm reduction and drug users' rehabilitation in the North (UORN) and Centre (Positive Initiative) of the right bank and from the left bank (Trinita), aiming to further integrate these services into the community centres for PLWH. The proposed regions Chisinau, Balti and Ribnita also are known as having the highest burden of both HIV and drug consumption (IBBS, 2016). The proposed NGOs, UORN – Balti, Positive Initiative – Chisinau and Trinita - Ribnita are the only NGOs working in these regions in harm reduction and all of these NGOs have extensive experience in service provision and positive feedback from the National HIV Program and GFATM evaluation reports. Furthermore, during the previous phase of the programme, all of the mentioned NGOs have positively collaborated on organizing informative sessions for police officers on both banks and all 3 NGOs have good partnership with local authorities. To build the capacities of the NGO service providers, a specific training will be organized for both banks jointly, based on UNODC, Practical guide for service providers on gender-responsive HIV services. Following, assessment, road map adjustment, capacity building through training and study visit in the 2nd year of the Programme, gender specific services will be piloted.

Activity 1.3.5 Counselling and protection services for victims of domestic violence

As recognized by Mr. Thomas Hammarberg during his visit as follow-up to the 2013 report, even if a broadening acknowledgement of domestic violence as a human rights violation was observed, the phenomenon in the Transnistrian region is still widely spread. Nevertheless, according to Hammarberg's preliminary statement, the improvement of services for this vulnerable group in the last few years gives hope for further progress in prevention and combating of domestic violence. The preliminary statement recommended to widen and strengthen the role of NGOs, that in fields as domestic violence in the Transnistrian region are also often providers of direct assistance.

In consideration of Mr. Hammarberg's recommendations, as well as of the situation in the region and specific vulnerabilities of the population, the Trust Line 0-800-99800 run by the NGO "Interaction" will be supported as one of the most important tools for the dissemination of domestic violence prevention messages and for the identification of victims in the region.

Even if most of the service users are women victims of violence, access to the Trust Line and connected services will be guaranteed equally to male beneficiaries too. Furthermore, domestic

violence perpetrators may also address the Trust Line in search of assistance towards their rehabilitation. This will contribute to achieve gender equality in the Transnistrian region, by facilitating the identification and protection of victims of domestic violence, as well as by referring perpetrators to available services to reduce their potential for harm.

In an attempt to improve the quality of services for people experiencing domestic violence in the region, the capabilities of professionals working in the main NGOs active to prevent and combat domestic violence, human trafficking and related crimes will be developed. Consequently, trainings on prevention of emotional burnout syndrome will be delivered to foster knowledge, skills and habits to preserve and strengthen professionals' psychological health, through mastering the ways of mental self-regulation and activation of personal resources, and through provision of information on the concept of emotional burnout syndrome, its causes, symptoms and consequences.

The NGO 'Interaction' has extensive experience in counseling by phone and providing assistance to domestic violence victims at any stage. Trust Line operators coordinate and refer incoming requests of callers and SOS cases to non-governmental and regional/local authority partners with whom "Interaction" have worked closely for more than a decade, applying a multidisciplinary approach to case management.

The initiative to tackle domestic violence issues was developed by the NGO "Interaction" as a preventive measure within the IOM counter-trafficking programme and mechanism applied in the region. The NGO "Interaction" is one of IOM's main and long-standing partners implementing counter-trafficking projects in the Transnistrian region. Comprehensive counter-trafficking services have been available in Transnistria since 2004, when the NGO "Interaction" began providing reintegration assistance to victims. In addition to opening the Trust Line for domestic violence in 2009, since 2006 "Interaction" has operated a Hotline for counter-trafficking and actively works to raise awareness of these issues via mass media. It unceasingly developed the counter-trafficking programme in Transnistria, taking into account international standards as well as the experience and approaches developed in the right-bank, both on prevention measures in counter-trafficking and on assisting victims. Since the launching of the Trust Line, it has received more than 11900 calls, 1572 of which have been anonymous phone counseling for victims of domestic violence and their families and 2588 of which have been calls related to 976 open SOS cases.

The Trust Line also represents one of the few tools available in the Transnistrian region, with which to estimate the situation in relation to domestic violence such as with regards to the root causes of this phenomenon as well as public opinion regarding the influence of domestic violence on the development of the region. Data analysis is provided via the Trust Line database on domestic violence. The database is continually being updated and is used by Trust Line operators to prepare quarterly statistical reports on domestic violence issues which provide definite data reflecting the situation that makes it possible to establish a 'full picture of the victims'.

IOM's previous experience in supporting the operation of the Trust Line in the Transnistria, and its long-standing partnership with the NGO "Interaction" serve as strong arguments for IOM to further coordinate and implement support to the operation of the Trust Line in the frame of this Programme.

Activity 1.3.6 Linking children who leave detention facilities to the existing network of community social services

After facing an unfriendly criminal justice system, children need an adapted family and community environment conducive to their social reintegration. Unfortunately, the unprepared families and society members would often trigger child reoffending behaviours and marginalization. That is why it is crucial that the child receives all the necessary support from family members, school, health

institutions, local authorities and community service providers. Building on the existing network of services developed and consolidated through the efforts of CSOs and other development partners, the Programme will ensure that children leaving A.S. Makarenko school are connected to the existing services and social reintegration mechanisms. Without creating new specialized services efforts will be invested in working with local level professionals and service providers, so that they are prepared to properly work with these children. Though the activity will be implemented at no-cost, it is key in achieving the end objective: social reinsertion of children in conflict with law

Activity 1.3.6 Support scaling-up of HIV, TB and drug dependency services for prisoners and people after release from prisons

All medical and social services available in community should be available for prisoners and the continuation should be ensured after the release from prison. This is a follow up component from the previous project 2016-2018, directed at improving and scale-up the comprehensive package of services for people who inject drugs in prisons. The comprehensive package of services²⁹, recommended by UNODC, UNAIDS and WHO for prisons comprises of 15 interventions, amongst which treatment, care and support services on HIV, TB, and drug dependency are included.

In order to understand the needs on the prisons in TN, as part of the previous project an assessment was undertaken by a team of national and international experts. Tiraspol and Glinoe Prisons Assessment report of 2017, describes services in prisons on the left bank that in order to be improved could be provided jointly with or supplemented by the CSOs including: peer-education programs, IEC – Information Education and Communication, HIV testing and adherence to TB and HIV treatments. The local HIV/AIDS program mentions that prisoners as being particularly vulnerable to HIV and it is estimated that HIV/AIDS amongst prisoners is much higher as compared to general population. During 2016-2018 technical meeting with the df prisons medical unit it has been highlighted the willingness of the df prison authorities to initiate a dialog with CSOs to provide prevention and counselling services to prisoners, under the lead of UNODC and Tiraspol AIDS Centre. Both the chief of AIDS Centre Dr. Goncar and the chief of df Prisons Medical Unit Dr. Dicusar have mentioned about the necessity of implementing HIV rapid testing in prisons. Evidence shows that to be effective rapid testing should be implemented following the peer-to-peer approach, some services which is to be provided by the CSOs.

The new programme will develop the dialog between prisons, CSOs and AIDS Centre, will provide technical documents and will built the capacities of NGOs and medical staff in prisons to pilot rapid HIV testing for prisoners. To pilot this intervention a group of consultants will develop a Standard operating procedures (SoPs) regarding testing for HIV in prisons in line with the evidence-based UNODC recommendation and best practices. The positive experience of right bank prisons by implementing rapid HIV testing in prisons will be twined on the left bank. Since 2012, with the support of UNODC and UNAIDS rapid saliva testing through CSOs is implemented in 17 prisons on the right bank.

HIV, TB and drug dependency services available to prisoners on the right and left banks are very different, the same is relevant for the relation between CSOs and prison administration³⁰. On the right bank CSOs play a very important role in advancing the comprehensive package of services in prisons, on the left bank the access of CSOs to prisons is very limited (48). In order to share positive experiences and lessons learned from the right bank on the left bank joint info-sessions for CSOs working in prisons on the right and left bank will be organised. During the joint info-sessions, guidance will be provided about building and maintaining constructive dialog with the prison authorities and advancing services provided by NGOs in prisons. Furthermore, these workshops

²⁹ https://www.unodc.org/unodc/en/hiv-aids/new/prison_settings_HIV.html

³⁰ The Analysis of HIV normative framework in the Transnistrian region, 2016, UNAIDS internal document

might be a good opportunity to discuss and address 1.3.3 and 1.3.4 outputs related to developing specific services for PrEP for MSM and gender specific services for prisoners.

Th. Hammarberg in his 2012 and 2018 reports mentioned the necessity to develop services for prisoners who are released, and these services should be integrated addressing the multiple needs of the former offender. There are some services for former prisoners (probation and medical assistance) available on the right bank and are no services at all on the left bank regarding rehabilitation or social reintegration of prisoners after their release. Most of prisoners after release are confronted with the difficulty of enrolling into and attending different services by themselves which are not administered any longer by one single institutions (prison) but are even geographically located in different parts of town/raion. The programme foresees to develop a mechanism of referral and assistance for inmates with HIV, TB and drug dependency who are released from prisons and design an intervention package of service for 6 months after release. Evidence shows that in the first 6 months after release from a detention facility people find themselves as being the most vulnerable to acquiring a disease, overdose (in the case of drug users) and criminal re-offense. A team of consultants will assess the existent services (medical, probation, NGO, occupational bureau services) and will propose integration and development of additional services to serve the needs of a person after their release from prison following multidisciplinary and case management approaches. Medical services, probation (when available), occupation bureau, social services, police (plays on the left bank probation role) and NGOs will be trained on post release integrated services for prisoners. Furthermore, CSOs from Chisinau (Positive Initiative) and Tiraspol (to be selected) working with prisons will receive mini-grants in the 2nd year of the Programme to assist former prisoners upon the release. Mini-grants with the scope to pilot post release services will address medical needs (continuation of treatment HIV, TB and drug dependency) psycho-social support, employment support, documentation support, referral and accompanying, half-way accommodation, while providing motivational food parcels on a monthly basis for at least 6 months after release.

Output 2. Increased capacities of duty bearers to fulfil their human rights obligations

Objective 2.1. Enhanced human rights compliant regulatory framework

Activity 2.1.1 Support the development of a human rights framework for the implementation of Thomas Hammarberg and other UN recommendations.

The Transnistrian region is currently missing a comprehensive human rights framework. The Programme is planning to launch with the “left bank” CSOs and the *de facto* authorities the idea of developing a strategic human rights framework, which could be the key vehicle in the local human rights protection architecture.

The framework will be interconnected with the National Human Rights Action Plan 2018-2022 through the inclusion of the actions of the Plan into the “left bank framework”.

After his recent follow-up visit to Tiraspol, Mr. Hammarberg stated that development of a Transnistrian human rights action plan, strengthening human rights institutions and mechanisms, collection of disaggregated data is among key pre-requisites for substantial improvement of the human rights situation. During his 2018 visit to the left bank of the Nistru river, the *de facto* authorities pledged to consider Mr. Hammarberg’s proposal to develop a plan for human rights implementation based on his 2013 report and the forthcoming report as useful instruments in this endeavour. In autumn 2015 *de facto* authorities communicated in writing to UN Moldova their openness to co-operate, both on the implementation of the recommendations of Mr. Thomas

Hammarberg and on other relevant UN projects of mutual interest. The *de facto* authorities have accepted the initiative of UN Office of the High Commissioner for Human Rights to develop a document following the recommendations of Thomas Hammarberg, allowing to sum up intermediate results, to define the difficulties faced by *de facto* authorities in the process of their implementation, and to identify areas in which international support can be rendered.

UN will transfer knowledge and share experiences with relevant stakeholders to contribute to the development of an integrated document that will contain all recommendations of Thomas Hammarberg clustered by subjects and paired with corresponding findings by UN Human rights mechanisms. This document will serve as basis for the work of the Platform for Sustainable (Community) Development which will advocate for the implementation of Thomas Hammarberg and other UN recommendations.

The Programme will assist in the organization of joint *de facto* authorities, Programme beneficiaries CSO and representatives of vulnerable groups working sessions and capacity building for stakeholders on developing strategic human rights frameworks, and provide expertise on human rights standards HRBA and gender mainstreaming to support the development of a human rights framework in the Transnistrian region based on the recommendations emanating from Thomas Hammarberg's reports.

Activity 2.1.2 Support in developing CRPD compliant regional regulatory framework

During the previous UN intervention in the Transnistrian region, the regional regulatory framework in the field of rights of persons with disabilities was assessed against the Convention on the Rights of Persons with Disabilities (CRPD) and other international provisions. The main finding as a result of the assessment is that the regulatory framework in the region does not employ the social approach to disability, instead being focused purely on the medical approach. The same is valid for the disability determination system. Based on the experience and lessons learned from the right bank on the reform of disability determination system, it is planned to promote the CRPD approach to the disability determination system in the region both, working with CSOs and the *de facto* authorities. First, the CSOs are to be capacitated in the field of specific approaches aimed at insuring the social inclusion of persons with disabilities promoted by CRPD. The capacity building of the CSOs in this matter started in the previous interventions of the UN in the field of rights of persons with disabilities and will be further strengthened. Second, the thematic CSO's groups being appropriately capacitated and supported will further advocate to shifts in the approaches at the *de facto* governmental level. Third, the government stakeholders will become more aware of the international standards and their implementation at national level through the government-oriented advocacy/capacity building interventions.

The Programme will conduct a preliminary assessment on social services for people with disabilities to advance interventions in three main directions: a) regulatory framework in the field of deinstitutionalization of persons with disabilities; b) disability determination system; c) regulatory framework in the fields of employment of persons with disabilities. The results of the assessment will serve as a basis for amending the regulatory framework and used in the advocacy efforts to further promote the community-based services concept in the region.

Activity 2.1.3 Support in developing a human rights compliant HIV regulatory framework

a) Support to amending the general regulatory framework on HIV

To enable the rights holders living with and affected by HIV to exercise their right to health it is imminent to have an aligned regulatory framework to the international human rights standards in the field. The previous UN intervention in the region was focused on the revision of the Transnistrian HIV related regulatory framework from a human rights and gender equality perspective. 50 policy

documents were reviewed, peer reviewed by UN experts, discussed and validated by stakeholders on the left bank.

A roadmap on advocacy and promotion for adoption of those documents was developed jointly with the partners involved. The first seven documents were provided to the *de facto* Minister of Health for approval. The documents are envisaging the abolishment of HIV related travel restrictions and of criminal liability for donors, exclusion of HIV from the list of most dangerous diseases, restrictions related to work and regular check-ups, RH, child protection and the right to adopt children. The proposed amendments are pending approval by the *de facto* authorities. The rest of the documents are part of the second and third wave of amendments to be worked on in the period 2019-2021. The main efforts were focused on the validation of the findings of the assessment, as well as having a formal recognition of the road map and the sustainability plan, which made difficult and actually too ambitious to have the systemic and successful advocacy with the signing of the documents. As per the existent practice, a maximum of about 2 documents per year is a feasible target (2018 was the year of the amendment of the *de facto* Budget Law and the HIV clinical protocols).

One of the lessons learned from the previous Programme implementation period is that the technical expertise for revision, coordination and validation is not sufficient for the amendments to be approved. It additionally requires a need to address the advocacy strategic approaches for their approval, like *inter alia* creating strong partnerships with the UN agencies, public authorities and civil society and community representatives. The Programme plans to organize large joint ad-hoc policy dialogues, with relevant stakeholders (public and CSOs, depending on the policy to be advocated for) and follow up meetings to ensure that the need for harmonizing the regulatory framework with the international standards in the field is acknowledged and pursued. Technical expertise will be provided to have the normative framework reviewed and adjusted (second and third wave of the 2017 roadmap). Policy dialogues between public institutions (health, law enforcement, justice, and community-based organizations) will be held to have proper advocacy for the approval and implementation. Biannual follow up oversight meetings will be held with the partners to monitor the progress of the processes. The *modus operandi* envisages engaging local consultants, as well as UNAIDS human rights experts from the headquarters and in-house UN support. The left bank CSOs working in the field of HIV (Zdorovoie budushcee, the Health Alliance, Trinity, Miolserdie, Reforme Medico-sociale) will be twinned with the organizations on the right bank like “Initiativa pozitiva”, IDOM, AFI, Tineri pentru Dreptul la Viata and Adolescentul. Those organizations are recommended to be twinned, as they are the only ones on left bank to provide HIV human rights related activities. Those on the right bank, are HIV human rights umbrellas organizations which were capacitated during the other previous phases of the programme, as well as by other development partners and provide similar types of activities. Small grants once per year will be provided to CSOs from both banks to ensure the efficient implementation of the activity, especially to cover the logistic needs (as transport, food and accommodation if needed) and expertise used to develop the programme and moderate it/facilitate it.

b) Support to developing the regulatory framework (policies and standards) to ensure sure HIV communitarian sustainable services

A transition and sustainability plan for HIV in the Transnistrian region was developed in 2017. It is based on a comprehensive readiness assessment, which looked at the internal and external factors and risks towards a feasible sustainability, including political, economic, management (financial, human resources, operation and structural system etc) and programmatic factors. Both plans for the right and left bank, where endorsed by the Country Coordination mechanism on TB/AIDS which includes representatives from the left bank. The commitments taken by now by the authorities are followed, and the first outstanding result refers to secured increased financial resources for ARV treatment in 2018. The procurement process, which implies also a procurement mechanism through Moldovan institutions is in place.

A vulnerable programmatic aspect is related to prevention in most at risk populations like people who inject drugs, sex workers, men who have sex with men which is performed in a proportion of 98% by CSOs and community organizations. On the right bank, it was succeeded to develop a financial mechanism which ensures the procurement of CSOs' services from public resources, namely from National Health Insurance company and prophylaxis fund. The practice became a know-how and best practice in the WHO European region³¹.

This Programme intends to support technically the implementation of the transition and sustainability plan on the left bank, with the focus on the sustainability of services provided by CSOs and community services. This initiative is based on the policy validated by the left bank *de facto* authorities and on their endorsed commitment of it. The program proposes to address two aspects. The first aspect refers to the institutionalization of CSOs services, which requires development of standards on service provisions (on harm reduction, care and support, HIV testing etc.), recognition of the services and their quality, and presentation of the procurement modality of those services from domestic resources provided to CSOs. The second aspect is linked to the development of the social contracting mechanism itself, requiring the development of a framework and criteria for further service coverage from domestic resources. The right bank mechanism is not replicable, since the health sector in the Transnistrian region is not financed through the health insurance system. Additionally, it seems that the *de facto* authorities are not yet ready to contract services from CSOs working in the HIV field. Yet not ready, is in this context mostly linked to the fact, that the ground (technical policies, practices of the services), as well as the mechanism itself must be in place, to ensure that the social contracting is feasible and based on well prepare ground. The road map and the actual HIV programme, as well as the draft for the period 2020-2024 explicitly note that the CSOs are the ones to implement HIV human rights related-prevention programmes (approved by law). Since 2021, the budget plans also resources for the activities, which could be considered as political will to ensure the general sustainability of HIV programme in the future.

The program will assess and consider the most feasible modality based on the good practices developed and implemented in Belarus, Kazakhstan and Kirgizstan, coupled with some elements from the mechanism used on the right bank of the Nistru river. The mentioned countries from EECA, have similarly organised health systems and mechanisms of health system financing, based on Simashko, which is different of the one of EU. Additional research will be done to understand what EU countries have compatible mechanisms, to be overtaken as examples. The financial mechanism for the prevention service in the Transnistrian region will be developed based on the assessment of the mechanisms established in Belarus or Kazakhstan after a study visit in one of these countries, combined with the expertise of an international consultant in this field. The program plans to develop the financial mechanism and pilot it by 2020, based on the study visit lessons. The readiness and openness for this intervention is prescribed in the above-mentioned transition and sustainability plan, already endorsed by the *de facto* authorities, as well as the draft HIV programme for the period 2019-2024. It has to be underlined, that the aim of the program is to develop and pilot the mechanism, which if successful to be further used after 2021.

Activity 2.1.4. Support in developing the regulatory framework tailored to the needs of children in contact with law

In his 2013 Report, Thomas Hammarberg concluded that there is no separate justice system related to minors in the Transnistrian region; no specialized juvenile courts or judges, prosecutors, lawyers and police officers specially assigned to juvenile cases. Children in conflict with the law are faced with the same procedures as adults and therefore the process can be lengthy. Investigations and interviews should be conducted in a manner, which consider the age of the child. Relevant recommendations have been proposed.³²

³¹ Compendium of good practices in the health sector response to HIV in the WHO European Region (2018)

³² Recommendation 8: "... In the juvenile justice system incarceration should be regarded as the very last resort and an emphasis

To properly address the issue, the Programme will provide support to comprehensively assess the existing legal framework pertaining to justice for children (offenders and victims), with subsequent development of a package of gender-sensitive recommendations for aligning it to international standards, such as the Convention on the Rights of the Child, UN Guidelines on the Administration of Juvenile Justice, Beijing Rules, Havana Rules. This may entail the proposals for revision of regulations and provisions referring to the modus operandi of the institutions where boys and girls are in custody. While modelling a child friendly approach in the A.S. Makarenko institution, aiming to replace the old-fashioned procedures and corrective measures toward children in conflict with law, the Programme will support the development and will pilot the Standard Operations Procedures (SOP)/Guidelines for the staff of the institution in working with local public authorities, social workers, school, parents and other professionals for successful reintegration of children released from custody. Advocacy efforts will be taken with de facto Ministry of Interior to institutionalize the SOP, amend the Internal Regulation of the A.S. Makarenko institution and approve a Code of Conduct for the staff that is sensitive to the needs of boys and girls in custody. Also, a preparation-for-release program will be developed and tested in order to facilitate social rehabilitation and re-integration of children in custody. To facilitate the access to and communication with the stakeholders in A.S. Makarenko institution, a two-years partnership agreement will be concluded with one of the two best placed CSOs in the region (NGO “Interaction” or NGO “Resonance”) with whom UNICEF had previously worked on justice for children in Tiraspol. Under UNICEF guidance, the implementing partner will be responsible for overall implementation of activities and achievement of results, while also considering the environment friendly approaches in Programme implementation. The intervention will be fastened by setting up cross-border cooperation with NGO “Institute for Penal Reforms” and Terre des Hommes Foundation which will support with guidance, advise, own expertise (national and local experts) and external resources (e.g. via ChildHub network)³³.

Objective 2.2. Strengthened human rights institutions

2.2.1 Capacity building to the institutionalised human rights structures on performing their role to protect, monitor and promote human rights in the region

The Ombudsperson has the role to protect, promote and monitor human rights. According to the Human Rights Action Plan of Moldova³⁴ one of the priority directions for the Ombudsperson’s institution development is to expand its functionality over to the Transnistrian region.

In 2012 the constitutional authorities established an Ombudsperson’s office in Varnita as national human rights monitoring mechanism in the Transnistrian region. Unfortunately, the limited and the uncertain access in the region impede the full exercise of the Ombudsperson’s mandate.³⁵

Thus, the Programme proposes to build the institutional capacities of the Ombudsperson office and its representation in Varnita. The programme is aiming at contributing to establishing an effective mechanism to protect, monitor and promote human rights in this breakaway region of Moldova. The Programme will perform an institutional assessment of the Ombudsperson’s Office activity in the region and will support it in establishing the collaboration avenues with the de facto Ombudsman. Additionally, the representation in Varnita will be supported in developing periodic human rights monitoring reports in the Transnistrian region for the endorsement of the Ombudsman’s Office in Chisinau. UN will share its expertise to ensure that approaches, substantive advice and guidance are informed and applied against international human rights standards and best practices. Based on the collaboration established between the two entities and the fruitful collaboration that exists between UN and the *de facto* Ministry of Foreign Affairs the most stringent human rights issues identified by

instead be put on social rehabilitation”.

³³ Child protection Hub for South East Europe, <https://childhub.org/en>

³⁴ Human Rights Action Plan of Republic of Moldova for the period of 2013-2022

³⁵ “Report on the respect of human rights and freedom in the Republic of Moldova in 2016”, Ombudsperson’s Office, p.107 <http://www.parliament.md/LinkClick.aspx?fileticket=CkJZTCQpIPs%3D&tabid=202&language=ro-RO>

Ombudspersons' will be brought to the agenda of the discussions within the Human Rights thematic subgroup within 5+2 negotiation process.

Objective 2.3. Improved service delivery of duty bearers

Activity 2.3.1 Capacity development of professionals working with children

The United Nations Convention on the Rights of the Child is one of the international treaties, which the *de facto* authorities in the Transnistrian region have pledged to respect. A consistent implementation of the norms in this treaty is demanding and would require that genuine priority be given to children's rights, also in terms of budget allocations.³⁶ A positive step was the agreement by the Transnistrian authorities to carry out a "multiple indicator cluster survey" (MICS) to obtain data on child wellbeing indicators related to health, education, water and sanitation and other issues.³⁷ MICS was conducted in 2013 and revealed multiple deprivations of children. Further on, the UNICEF-supported baseline studies on alternative care (2013) and justice for children (2011) in Transnistrian region revealed, inter alia, the insufficient capacities of national and local level professionals in working with children. Relevant recommendations have been highlighted in Thomas Hammarberg's report.^{38 39}

Aiming for a holistic intervention in child rights area, and contingent of the openness of Transnistrian authorities, the Programme will provide technical assistance for assessing the existing education/training programs (pre-service and in-service) for law students, judges, prosecutors, police and social workers in the Transnistrian region, on part related to justice for children. The results of the assessment will inform the development of a curriculum or a separate module of it, targeting also its institutionalization with Tiraspol University and *de facto* authorities. Good examples can be offered by NGO "Institute for Penal Reforms", Terre des Hommes Foundation and NGO "National Centre for Child Abuse Prevention" who have similar experience on the right bank of the Nistru river and with whom cross-border cooperation will be established. An alternative course of action, should there be no openness of the authorities in assessing the training programs, could be developing comprehensive training packages based on international standards, and subsequent handing over to *de facto* authorities for consideration and implementation. This preparatory stage will be a prerequisite for conducting a training of trainers on international standards⁴⁰ for working with children in contact with law (offenders and victims) and for promoting diversion measures. Well-known and recognized international expert(s) from Russian Federation, Belarus and Central Europe will be attracted. Involving national experts (men and women) from both banks of the river will be strongly considered. The newly emerged trainers (from both banks of the river) will afterwards deliver a series of 10 trainings for justice and law enforcement professionals in the region on child friendly justice (separate and mixed groups trainings involving equally men and women) and a set of three trainings with pedagogues and psychologists on their role in assisting children during the criminal proceedings. "Green events" and "Green offices" concept will be widely applied for capacity development activities.

Also, in line with Mr. Hammarberg's recommendation⁴¹, the Programme will address the situation of children in A.S. Makarenko institution by increasing the capacities of staff and auxiliary personnel. The efforts will be directed toward increasing the knowledge and skills of professionals on applying child friendly and non-violent approaches while working with children in custody. This will be

³⁶ Report on Human Rights in the Transnistrian Region of the Republic of Moldova. 2013. Thomas Hammarberg, p.30-31.

³⁷ Ibid.

³⁸ Recommendation 7: "... Special training is needed for judges involved in *juvenile justice* matters".

³⁹ Recommendation 19: "... In order to detect at an early stage signs of such violence there should be a clear policy that social workers, health personnel, teachers and other professionals in official position would be required to report suspicions of physical abuse and also psychological or emotional harassment. Police officers should be trained in responding to cases of domestic violence."

⁴⁰ Beijing Rules, Havana Rules, UN Guidelines on Administration of Juvenile Justice.

⁴¹ Recommendation 10: "A more systematic approach should be developed to *prepare inmates for a life in society* after release."

accompanied by training the psychosocial educators and pedagogues on psychological assessment of children, complementary to behavioural assessment. A key precondition for that should be the availability of well-equipped training premises where not only the staff but also children themselves will be able to realize their right to quality education while in state custody. Situated at the outskirts of Tiraspol, the A.S. Makarenko institution was only able to improvise a training room that is not adapted to the needs of the staff and with no consideration to the evolving capacity of children. This way, the insufficient teaching materials and limited training modalities/technologies are denying the administration's efforts to re-educate the children and to keep the staff qualification at the best attainable level. To bridge the gap, the Programme will equip the training room of A.S. Makarenko institution with necessary tools and appliances allowing the staff and children to strengthen and multiply their knowledge and skills.

The aim of the intervention is to gradually change the approach of the *de-facto Ministry of Interior* towards children placed in A.S. Makarenko institution, from a reprimand one to an educative center facilitating social rehabilitation of children. By starting small (one institution), the Programme has the potential to bring systemic changes in future. The intervention is informed by the previous discussions with *de-facto authorities*, who showed openness and willingness to improve the situation of children and to bring changes for children. The preparation-for-release program has a child-centered approach and has neither political nor intrusive connotations. Thus, prior to starting the activities, a common road map or action plan will be agreed upon with de facto Ministry of Interior.

2.3.2 Advancing multidisciplinary-policing approach while ensuring referral of PWUD and PLWH to harm reduction services on both banks

Based on the positive dialog which was established with police on both banks and results achieved during the previous project 2016-2018 there is a need to further enhance cooperation between police and CSOs on both banks and continue building the capacities of police officers. A lesson learned from the previous project is that in order to achieve any tangible results not just at the managerial level *front-line* police officers should be trained as well. Furthermore, to ensure the confidence building philosophy of the Programme and to share positive experience and lessons learned from both banks joint workshops for CSOs working with law enforcement authorities (LEAs) on the right and left banks will be organised. Ribnita has established a best practice at the country level with 50 people who inject drugs being referred from police to CSOs after the approval of the Guiding Procedures Manual in June 2018. This positive experience of cooperation between CSOs and police on the left bank will be shared with the right bank and left bank CSOs who are working with police. UNODC will provide regional in-kind expertise in moderating these workshops and providing further guidance on constructive interaction between CSOs and LEA. To ensure communication elements by the end of the Programme a brochure will be published including best practice models of cooperation between CSOs and authorities on both banks.

Based on the approved Guiding Procedures Manual on the right bank in March 2015 and on the left bank on June 2018 strategic areas for intervention and cooperation with the civil society organizations and local medical institutions were set. Both left and right bank police authorities are open to continue building this dialog in terms of HIV, TB and HVC prevention and safety, and security at the work place. The cooperation established between the police and the local NGOs seems to be productive and effective on both banks. Furthermore, to continue positive outcomes from the last project (study visit to Romania) and to ensure the international standards implementation as per Drug Control Conventions 1961, 1971, 1988 alternatives to incarceration for PWUD have been discussed by LEA and CSOs. Law enforcement, medical institutions and CSOs, have showed their readiness (to a larger degree on the right bank and to a smaller degree on the left bank) to advance alternatives to punishment or "therapeutic justice" for PWUD. To implement both guiding procedures manuals and advance alternatives to incarcerations a team of consultants on both banks will be contracted to provide technical expertise while ensuring further adjustment of the normative framework in terms of human rights, communitarian policing and alternatives to imprisonment for people who use drugs.

A team of local consultants selected from the previous project, including Natalia Cameneva (from Tiraspol Police Training Centre), Svetlana Doltu (advanced expert on LEA and CSO working on both banks), additionally four more specialist will be contracted from NGOs and specialist from AIDS Centre, SDMC and TB Dispensary will further adjust the internal regulations and standard operating procedures on both banks, setting specific qualitative indicators to ensure that police refers vulnerable people to the available services. To ensure sustainability the Guiding Procedures Manual will be reflected in the curricula for future police officers, training modules will be developed and approved for Police Training Centres in Chisinau and Tiraspol. National consultants will develop the training module based on UNODC standard training modules and the approved Guiding Procedures Manual. Furthermore, in-kind contribution inputs on the modules are to be provided by the regional and HQ UNODC offices. Trainer of Trainers sessions (ToT) sessions will be organised for at least 10 teachers from the training Centres in Chisinau and Tiraspol to ensure transmissibility of knowledge to students.

During the entire Programme cycle, 350 police officers are to be trained during 3 years on both banks, out of the total number of 5260 left bank law enforcement servants and 9216 on the right bank. In order to share positive experiences and lessons learned and to twine positive experiences from one bank to another joint workshop for NGOs working with police on the right and left bank will be organised. Also, to enhance the level of cooperation between police, CSO and medical institutions, trainings for police officers will be based on a few key principles, training piloted already during the previous project 2016-2018 based on these principles:

- (i) there will be a unique training program and unique methodology developed by UNODC and therefore the same quality and level of knowledge will be ensured on both banks;
- (ii) all trainings for LEA are to follow a multidisciplinary approach, meaning CSOs and health specialist (HIV, TB and drug dependency) are involved as trainers and co-organisers of these training for police; these was purposely decided in order to enhance cooperation between police, CSO and medical institution and enhance multidisciplinary analysis.
- (iii) furthermore, the last part of the training program is a groups exercise in which police jointly with CSOs develop a local referral scheme, therefore in order to achieve better training outcomes trainings are to be conducted on-sites, meaning locally at the police station, therefore maximising the local potential while enhancing the ownership and local multidisciplinary cooperation.

After the positive feedback from the study visit participants to Austria, both left and right bank police officers have expressed the necessity of bringing Austrian experts from the Viennese police to share their expertise for a broader group of police officer back in Moldova. A training, with very practical aspect will be organized jointly with Vienna Municipal Police and aspect regarding cooperation with medical institutions and CSOs, including social subcontracting of NGOs will be addressed. This capacity building activities might be organized separately for both groups, if agreement is not reached on joint training participation; however, this training will follow a unique methodology and program to be developed jointly by Viennese and Moldovan LEA/CSO experts.

Output 3. Enhanced human rights culture in the Transnistrian region

Objective 3.1. Enhanced human rights capacity of the media

Activity 3.1.1 Human rights capacity building for media representatives from both banks of the Nistru river

Media has the role to increase awareness of human rights and to expose the identified human rights violations to the general public, acting as a human rights watchdog and triggering actions leading to protection of human rights and accountability.

The program, will organize trainings for media representatives on rights of vulnerable groups, including and specifically on rights of persons with disabilities, taking into account Hammarberg's recommendations highlighting the multiple forms of discrimination persons with disabilities are facing in the Transnistrian region. A specific focus of the trainings will consist in using human rights based approach in developing media products, including as a precondition for complying with journalism ethics. The trainings will target not only journalists, but also editors, since the feedback received from the journalists who participated at the two Human Rights Media Academies in 2017 and 2018 was reflecting the need to incentives editors as well. Additionally, the Programme envisages organising cross-river events on sharing knowledge and experience among mass-media professionals, including bloggers and journalism students. Also, the journalists and other media professionals will be invited to the capacity building activities for the CSOs. The organisation of Human Rights Media Academies in the same time, on right and the left bank of Nistru river with cross river participation will serve two folded purpose: insure the cross-river communication amongst journalists and peer to peer knowledge transfer.

Since child rights is a sensitive topic worldwide, separate gender-specific⁴² trainings shall be organized with the representatives of media outlets (journalists, editors) and their regulatory body (e.g. Media Council, if such exists). The emphasis will be put on ethical standards in reporting on vulnerable children and on the need to promote positive/promising practices on alternative care, positive disciplining, successful socialization, thus leading to the change in behaviors and social norms. International expertise might be used for effectiveness reasons. Separate training packages will be developed envisaging each category of children at risk. By working directly with media outlets, the Programme aims to identify a pool of 10 promising journalists (men and women) interested and/or specialized on children's rights topics, and to equip them with adequate knowledge and tools for fulfilling their mandate properly. As per the previous experience, mass-media guidelines will be developed/adjusted on working with children in conflict with law and children victims and witnesses of crimes. As an example, the Guide developed with UNICEF support in 2006 can be updated and translated into Russian.⁴³

Objective 3.2. Raised human rights awareness

Activity 3.2.1 Support in the development and implementation of an annual human rights awareness agenda in the Transnistrian region

Creating human rights culture is essential, including an open dialogue with civil society organizations as well as broaden awareness among the population of their rights for the protection and promotion of human rights. The Programme aims to raise human rights awareness and develop a human rights culture among general public, rights holders, media as an overarching goal to be embodied in all activities under the Programme.

The collaborations already established during the first phase of the Programme allows UN with a high level of certainty to believe that it is possible to establish an annual human rights awareness agenda within existing civil society thematic groups and the Sustainable (Community) Development Platform. The Programme will provide already existing UN human rights information and promotion materials, most of them available in Russian to civil society and the interested *de facto* authorities.

The *de facto* Ministry of Foreign Affairs expressed its openness at establishing a UN information Center in Tiraspol. Therefore, depending on the continuation of this positive trend, the intervention

⁴² Gender Specific = Considers gender norms, roles, and relations for women and men and how they affect access to and control over resources. Considers women's and men's specific needs. Intentionally targets and benefits a specific group of women or men to achieve certain policy or programme goals or meet certain needs. Makes it easier for women and men to fulfill duties that are ascribed to them based on their gender roles.

⁴³ In spatele gratiilor, cu fata spre lume. Tinerii in conflict cu legea. Ghid mass-media privind relatarile in domeniul justitiei juvenile. Available at https://cnpdc.gov.md/sites/default/files/document/attachments/8843_justitia_juvenila.pdf

in the field of human rights awareness shall be built around the establishment of the respective UN Information Center.

Activity 3.2.2 Support for the development and the implementation of a behaviour change communication campaign for people living and affected by HIV, health staff and general population

Aiming to amplify the results of Stigma index 2017 (research) on both banks, which was mainly implemented by people living with HIV, the Programme intends to develop a comprehensive plan on stigma and discrimination reduction and supporting its implementation. The plan will focus on three different distinct public targets: 1) people living with HIV (PLWH) for addressing self-stigma, 2) health staff and 3) the general public.

a) The need to address the self-stigma is derived from the results of the Stigma Index research (2016-2017) for the left bank, which shows that every 3rd person with HIV faces a form of stigma and almost every person is self-stigmatizing themselves. The stigmatization is a recognized barrier in accessing services and enjoying the full range of rights. Around 3% of PLWH on the right bank and 4% on the left bank face a form of suicidal stigma. Jointly with the representatives of community of PLWH, and key populations as sex workers, men who have sex with men, a peer program for self-stigma reduction will be developed. The program will include well-defined algorithms for psycho-social and legal services. Additionally, leadership and mentoring interventions are planned, aiming at ensuring that the beneficiaries are accessing services without being concerned about the public opprobrious, thus freely exercising their right to health. There are already about 29 PLWH on both banks of the river, who opened their status publicly. The leadership and mentoring program will be built and explored on the existent ground. In the prior discussions with PLWH, from both banks, an openness and readiness to be involved in the design and implementation of the program was exposed. The program will also encourage and support peer support groups and community strengthening interventions. Sub-grants will be provided for the organizations addressing the needs of PLWH. Local consultants will be contracted to ensure the quality and human rights-based content.

b) The health staff is an especially important target group of the envisaged awareness interventions. The right to health is considered to be one of the most violated rights in Moldova⁴⁴. The Stigma Index for both banks revealed that every third person's living with HIV status has been denounced by a third party without their consent. The Programme proposes to pilot free stigma health institutions on both banks by developing criteria and standards for the health institutions and capacitating staff of 4 health institutions (from management, to health and auxiliary staff) mostly involved in HIV control on the rights of PLWH and available technics used to respect and protection their rights. To ensure the sustainability of this intervention the developed criteria will be included into the accreditation criteria of the State Evaluation and Accreditation Committee of the National Public Health Agency. UNAIDS developed clear generic tools and models of free HIV stigma health institutions, which will be used as an entry point for the development of this criteria and standards.

c) To reduce stigmatization and discrimination among the general public, it is intended to continue the organization of communication and awareness campaigns aiming to change behaviours and attitudes, reduce myths and stereotypes related to HIV on both banks of the river as integral part of the above-mentioned communication strategy. General public on both banks is the third distinct public to be addressed. Some anecdotal evidence shows that actually from 2014 to 2016, the HIV related stigma decreased with about 10%, from 96% to 88%. A lesson learned from previous projects, is that the strategy of involving public authorities, CSOs from both banks and public notorieties succeeds to produce resonance and at the end, impact positively the population's perceptions on or about people living with HIV and HIV problem itself. It is thought to combine technical expertise,

⁴⁴ Perceptions on human rights in the Republic of Moldova, study, 2016

http://md.one.un.org/content/dam/unct/moldova/docs/pub/eng-raport_do_final_pentru_tipar.pdf

in-house skills, local and international consultancies (for the sub-activities 3.2.2-1 and 3.2.2 -2), as well as to provide grants to CSOs (3.2.2-3) as the modus operandi of the entire activity.

IV. RESOURCES AND RISKS

Resources Required to Achieve the Expected Results

In order to legitimize the approaches used with the *de facto* authorities and to offer a universal fundament to the human rights-based approach, the Programme will employ reputable international experts. National experts from the right bank will also play a key role in transferring the knowledge and good practices ensuring that there is an equal understanding on the both banks of the Nistru river on the importance of human rights for development, security, cooperation and mutual benefit.

Partnerships

The initiative will seek to complement and build synergies with other projects and initiatives in the field. UNDP is currently ending the 4th phase and will be soon launching the 5th phase of the EU-funded *Support to Confidence Building Programme*, and will build on the experience in cooperating with the left bank civil society organisations and local authorities. The present initiative will complement the capacity building efforts from the SCBM Programme, by helping generate new ideas and fostering a network of trendsetters who will champion cooperation.

Synergies with other Swedish-funded and EU-funded initiatives in the field of confidence building and promotion of human rights (including social entrepreneurship) in the Transnistrian region, such as EEF, will be sought, ensuring that there is complementarity and excluding overlap through continuously informing and consulting each other on the initiatives planned.

Creating conditions and advocacy for the implementation of Mr. Hammarbergs' recommendations is in the centre of the on-going and upcoming activities of UN Human Rights mechanisms in Geneva. The strategy developed in Geneva to engage UN human rights tools in the region is fully in line with the approach and activities under this project proposal therefore these synchronized approaches will reinforce each other and will maximize the impact on the ground.

UN High Commissioner for Human Rights, in his global update to the United Nations Human Rights Council in June 2018, referred to the access given to UN to the Transnistrian region. He called for even deeper engagement with the UN and encouraged others in a similar context, in Europe and worldwide, to review and build on these good practises. This will give an additional impetus to a sustained and coordinated approach from UN human rights mechanism to the Transnistrian region.

During the previous UN intervention in the Transnistrian region Prof. Kazatchkine, UN Secretary General special envoy on HIV/AIDS, has paid twice visits to the Republic of Moldova travelling to both banks of the country. After visiting the Transnistrian region Kazatchkine has raised the high concern about the region fast growing epidemics in terms of HIV and TB and has brought in some calculation according to which left bank has at the moment 2nd fastest growing HIV/AIDS epidemics in the world and the 1st fastest growing MDR-TB epidemics in the world. Although the epidemic is concentrated in the three key groups, people who use drugs, sex workers and men who have sex with men, prof. Kazachkine has also concluded that the epidemics on the right bank is very fragile and special attention should be paid to prisons were Harm Reductions services are dropping down.

Risks and Assumptions

Risks:

Volatile political and security environment, subject to unforeseen and sudden changes. The Programme will take into account the specific political setting that will exist in the region at the moment of implementation. The implementation of the activities will be planned and approached

with caution, including the timing, visibility and presentation issues. In case of significant changes in the context, and impossibility of implementation of activities on the left bank, interventions will focus on the right bank, while involving beneficiaries from the left bank.

Activities may be delayed due to the regional context, and perception towards confidence building approach. The program's team will ensure that the local administration is informed on an on-going basis about the aims and the activities planned, including inviting them to the events. All activities have to remain non-political. Formalization of the participation of Transnistrian organizations should be kept to a minimum in order to avoid potential problems and remain non-contentious. The importance of the confidence building approach will be explained and all activities will be planned and implemented in an impartial manner, focusing on concrete improvements in people's lives.

Lack of engagement on behalf of TN stakeholders. Prior consultations were in place to guarantee a buy-in on behalf of TN beneficiaries. Continuous engagement with key stakeholders will be ensured, as well as mobilisation of local resources to promote the local ownership of the results of the implemented action. The partner NGO will ensure improved reach out and encourage participation.

Limited interest from de facto authorities to implement joint confidence building activities. When planned activities for joint cooperation cannot be implemented, other collaborative opportunities will be explored, in full accordance with principles of responsiveness and flexibility.

Difficulties to working with NGOs taking into account the adoption of the new legal initiative on "foreign agents". The Programme will highlight the non-political character of the work and ensure local buy-in through local permanent consultations. The activities implemented in partnership with local NGOs are to be coordinated with *de facto* authorities

Corruption risks during activity implementation. The implementation team will manage all processes that could be affected by corruption in accordance with anti-corruption policies of the UN agencies involved, including with regards to procurement activities, as well as through monitoring and quality assurance of grants provided to NGOs, etc.

Different financial systems in the Transnistrian region. Financial flows to Transnistrian banks for TN NGOs and social institutions have facilitated delivery of activities. UN Agencies will continue to further explore the issue of higher incurred costs for transfers and currency exchanges.

Impossibility to implement joint actions due to sensitive political institutions such as work with prison administration and law enforcement authorities jointly from both banks. The programme will only tackle "soft" aspect both in prisons and in police however bringing together prisons and LEA authorities from both banks might be less possible in some instances.

Reluctance of de facto authorities to twine Ukrainian experience in gender specific services for vulnerable women, due to political sensitivity of Ukrainian expertise is less likely to happen since gender specific services do not have political connotation, however alternatively Austrian experience could be twined.

Reluctance of the media to reflect the activity of the CSOs can be overcome through regular information of the local partners about the Programme scope and activities. Engagement of non-traditional media, including blogging, when non-journalist but proactive members of the society write and

sensitise the community of about different topics of public interest and value will be tested. This might be one of the relatively innovative (for the region) but powerful intervention focused on increasing the public engagement, particularly encouraging people, as right holders, to write and inform others about their vision, concerns, priorities, observations of the public affairs etc. A mixed

capacity development approach of professional journalists and non-professional journalists but future bloggers might generate sufficient interest and boost the initiative. Also, bloggers will be encouraged to collect data on some human rights related topics.

Assumptions:

- CSOs from the Transnistrian region are willing and ready to work with similar organizations on the right bank of the Nistru river.
- CSOs in Transnistrian region are well connected to the rights holders and are ready to improve their institutional and operational capacities, as well as increase their human rights knowledge.
- *De facto* authorities understand the importance of developing a strategic human rights framework and are willing to engage with CSOs in achieving concrete improvements along the lines offered by Hammarberg's recommendations
- There is a dialogue between the *de facto* authorities and CSOs on improving the services for the most vulnerable ones and a genuine willingness to bring the cooperation on a new level.
- The involved UN agencies have the resources and are prepared to act and speak as one in the Transnistrian region, advancing equitably the human rights agenda on the entire territory of their country mandate.

Stakeholder Engagement

The intended beneficiaries of the Programmes are the rights holders and their CSOs representing the vulnerable groups such as the Roma and other ethnic-linguistic minorities, persons with disabilities, children in contact with the law, vulnerable women, persons living and affected by HIV, people who use drugs and people in prisons. Additionally, the Programme will work on developing the capacities of the duty bearers, including of the Ombudsperson, Local Public Administrations and service providers. Other targeted beneficiaries are the media and education human rights enablers, as well as the general public in the context of human rights awareness initiatives planned by engaging all stakeholders. UN will use its convening power and expertise to promote human rights culture, dialogue, participation of vulnerable groups, constructive engagement with civil society and inclusive human rights framework and tools for human rights monitoring, promotion and protection.

The Programme engagement strategy will ensure the participation of stakeholders in the entire program cycle with the possibility to contribute with their input to the outcomes of the intervention at all stages. The aim is to enhance communication, collaboration and commitment in all stages of the development cycle starting from needs assessment through planning, implementation and monitoring and evaluation. The Programme will use such engagement tools as meetings, online platforms, workshops, focus groups, info-session, debate clubs, social media, reports and proposals. In order to reach out to the most vulnerable ones, the Programme will seek to identify the specific barriers they are facing and find tailored solutions.

Knowledge

As a precondition to delivering the trainings and consultations, the educational materials and awareness raising tools will be tailored to the Transnistrian context and disseminated in a targeted manner as appropriate during, ahead or after specific events or info/sessions (most of the materials are already translated into Russian language, where necessary, translation into other minority languages will be ensured). These include but are not limited to compilation of all recommendations on the Transnistrian region provided by UN human rights mechanisms; 70 the Anniversary of UDHR materials; “ABC: Teaching Human Rights”; UNDP-OHCHR Toolkit for collaboration with Human Rights Institutions; a human rights based approach to data collection guidance note in the context of SDGs; a relevant chapter of a publication on Human Rights Indicators; Civil Society Space and UN Human Rights System and A Practical Guide for Civil Society.

A number of assessments, roadmaps and guidance documents will be produced to explain human rights of and protection tools for vulnerable groups; to support the Moldovan Ombudsman to work and cooperate with the *de facto* institutionalised human rights structures; to facilitate dialogue both within the Transnistrian region and in terms of cross-river contacts; and to support the development and implementation of a human rights framework for the implementation of Mr. Hammarberg's recommendations.

Sustainability and Scaling Up

The thematic CSOs cooperation platforms and service-based connections that the Programme will create are set to continue serving the institutional human rights framework on both banks of the Nistru river beyond the program's timeframe. By strengthening the institutional and operational capacities of the CSOs in the Transnistrian region, the Programme will contribute to establishing influential and permanent advocacy machinery able to impulse the *de facto* authorities to improve its regulatory and service provision framework for the most vulnerable groups. The Programme will help identify and showcase individual, institutional and partnership role models to incentivize the multiplication and spill over effect.

Communication and transparency

The programme will follow a One UN Communication Strategy that will be elaborated in the first 4 months of Programme's implementation (and will be approved by the donor). The Programme will ensure that the information about the donor's contribution will be visible and transparent. A single visual concept will be used by the programme team (all UN agencies) to communicate about the programme and programme's results. The results of the programme will be communicated through different information channels (video, articles, long readings, human based stories, etc).

V. PROGRAMME MANAGEMENT

Cost Efficiency and Effectiveness

The proposed strategy is expected to deliver maximum results while making the best use of available resources. The program's team will look for synergies with other projects that might allow for joint activities and for cost-sharing of the activities to achieve higher value for money, as well as involve the cost-saving Long-Term Agreements with certain categories of service/goods providers available for UN Country Team agencies due to existing arrangements within the UN Moldova Country Office.

UNDP Country Office (CO) will provide support services to its project implementation team (such as payments, disbursement and other financial transactions; recruitment of staff, project personnel and consultants; procurement of services and goods) on a cost-recovery base according to UNDP Universal Price List and Local Price List based on actual CO staff costs.

Programme Management

The Programme will be implemented as a joint One UN programme, involving UNDP, UNICEF, UNODC, OHCHR, UNAIDS and IOM. It employs the comparative advantages of the involved UN agencies/entities and builds on the synergies and complementarities between their respective mandates, operational capacities and competency areas.

The Implementing Partners will be entirely responsible and accountable for managing the Programmes as per their mandates and dedicated budgets, including the monitoring and evaluation of interventions, achieving results, and for the effective use of resources, in accordance with the agreed project document and work plans. Management of programme funds including budget revisions, disbursements, record keeping, accounting, reporting, and auditing will follow UN rules and procedures.

A broad coalition of partners, including vulnerable rights holders and their civil society organizations, human rights enablers and decision-makers, will be meaningfully engaged and coordinated throughout the implementation of the intervention on both banks of the Nistru river.

VI. VII. MULTI-YEAR WORK PLAN

The budget breakdown is provided in the Annex 1 “Multi-Year Work Plan/ Budget “. The Program’s Steering Committee is responsible for approving detailed Annual Work Plans.

VII. MONITORING AND EVALUATION

This involves a much closer cooperation, communication and decision making among the partners throughout the entire programme management cycle, i.e. joint planning, joint implementation, joint monitoring, joint data collection and joint reporting

In order to monitor and evaluate the impact of the joint intervention, during the first 3 months of the programme a detailed plan for monitoring and evaluation will be developed through an inclusive process, based on the submitted RRF through the RBM approach. Subsequent development of templates for data collection and reporting toward performance indicators will ensure a unique methodology of data collection and M&E for all the involved agencies. Accordingly, each agency and local implementing partners will adopt the same data collection tools and templates, contributing to jointly analysis and results reporting and presentation.

The above will be complemented with capacity development on RBM to the involved UN agencies’ staff and main local partners will be provided, focused on knowledge and skills on how to: identify, plan, manage, capture and report changes generated by their interventions and use of adjusted RBM tools.

Monitoring tools that will be respected by all UN agencies according to a singular methodology: One joint M&E framework, field visits (followed by Travel report); consultations and reviews with stakeholders; Joint annual (and quarterly) Programme Reports; and the Joint Annual Programme Review Report.

Monitoring and evaluation will be one of the main responsibilities of the Programme Manager, who will plan these processes and will ensure that Thematic Area Coordinators of other UN agencies components will participate, according to a joint methodology. He/she will:

- Lead the setting up of a systematic monitoring framework and ensure that the M&E framework is up to date
- Ensure the quality of monitoring and evaluation work and provide guidance as needed;
- Assess the relevance of the M&E framework on a regular basis based on emerging development priorities and changing context
- Meet regularly with other UN agencies staff involved in the programme, as well as the donor and key partners and stakeholders to assess progress towards achieving the results
- Conduct joint field monitoring and evaluation missions to assess achievements and constraints
- Identify any lessons or good practices and ensure that the results are being communicated widely
- Identify additional capacity development needs among stakeholders and partners
- Reporting regularly and seeking opportunities to influence policy and decision-making processes

Draft Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the programme in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by programme management.	Programme Manager Thematic Area Coordinators
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log.	Quarterly	Risks are identified by programme management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken. The risks monitoring will be reflected in the annual narrative reports and discussed during each steering committee meeting.	Programme Manager Thematic Area Coordinators
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the programme.	At least annually	Relevant lessons are captured by the programme team and used to inform management decisions.	Programme Manager Thematic Area Coordinators
Annual Programme Quality Assurance	The quality of the programme will be assessed against UN's quality standards to identify programme strengths and weaknesses and to inform management decision making to improve the programme.	Annually	Areas of strength and weakness will be reviewed by programme management and used to inform decisions to improve programme performance.	Programme Manager
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the Programme Steering Committee and used to make course corrections.	Programme Manager
Programme Report	A progress report will be presented to the Programme Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual programme quality rating summary, an updated risk long with mitigation measures,	Annually, and at the end of the programme (final report)		Programme Manager Thematic Area Coordinators

	and any evaluation or review reports prepared over the period.			
Programme Review (Programme Steering Committee)	The programme's governance mechanism (i.e., programme board) will hold regular programme reviews to assess the performance of the programme and review the Annual Work Plan and the RAF to ensure realistic budgeting over the life of the programme. In the programme's final year, the Programme Steering Committee shall hold an end-of programme review to capture lessons learned and discuss opportunities for scaling up and to socialize programme results and lessons learned with relevant audiences.	Specify frequency (at least twice per year)	Any quality concerns or slower than expected progress should be discussed by the Programme Steering Committee and management actions agreed to address the issues identified.	Programme Manager

Evaluation Plan

Evaluation Title	Partners (if joint)	UNDAF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
Final external independent Evaluation	UNDP, UNICEF, UNODC, OHCHR, IOM and UNAIDS	UNDAF Outcome 1 and Outcome 4	November 2021	Constitutional and de-facto authorities, donors, community organizations, media, law enforcement professionals, social workers, probation services, health personnel and teachers.	8 000 USD, Government of Sweden

VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

The Programme will be managed as a Joint UN program, involving UNDP, UNAIDS, UNODC, UNICEF, OHCHR and IOM, using the pass-through fund management modality within the “Towards Unity in Action” Multi-Donor Trust Fund in Moldova.

The UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA). Donor’s contributions will be channelled for the programme through the AA. Each participating UN organization receiving funds will sign a standardized Memorandum of Understanding with the AA.

The Administrative Agent will:

- Establish a separate ledger account under its financial regulations and rules for the receipt and administration of the funds received from the donor(s) pursuant the Administrative Arrangement. This Joint Project Account will be administered by the Administrative Agent in accordance with the regulations, rules, directives and procedures applicable to it, including those relating to interest;
- Make disbursements to Participating UN Organizations from the Joint Project Account based on instructions from the Steering Committee, in line with the budget set forth in the Joint Project Document. The MPTF Office will charge administrative agent fee of one per cent (1%) of the total contributions made to the Joint Program. The Participating UN Organizations will:
 - Assume full programmatic and financial responsibility and accountability for the funds disbursed by the AA.
 - Establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.
 - Each UN organization is entitled to deduct their indirect costs on contributions received according to their own regulation and rules, taking into account the size and complexity of the program. Each UN organization will deduct 8% as overhead costs of the total allocation received for the agency.

UNDP, UNAIDS, UNODC, UNICEF, OHCHR and IOM will be the Implementing Partners of this Programme, and will be responsible for producing outputs and use of resources. As such, they will bear the overall accountability for delivering the Programme in accordance with their applicable regulations, rules, policies and procedures. The Government Coordinating Agency will be represented by Reintegration Policies Bureau of Moldova.

UNDP will act as the Programmatic Lead Agency in the program. UNDP will coordinate activities related to the Programme and will be responsible for submission of consolidated Program’s narrative annual and final reports based on submissions received from UNODC, UNAIDS, UNICEF, OHCHR and IOM. The reports will be submitted to the Administrative Agent after receiving clearance by the Programme Steering Committee. Annual uncertified financial reports will be provided by each agency to the donor by 31 July, after the end of the programme year.

The Direct Implementation Modality (DIM) will be used. According to this modality the Programme is implemented using Implementing Partners’ (UN Agencies) operating, procurement, human resources and other procedures that are compliant to the best international standards and contain sufficient safeguards against potential corruption or misuse of funds. The implementation and monitoring of the Programme activities will be carried out by each agency in accordance with its applicable regulations, rules, directives and procedures.

To ensure ownership and sustainability of the program, the UN through UNDP, UNICEF, OHCHR,

UNODC, UNAIDS and IOM will work in close partnership with vulnerable groups and their civil society organizations, and the decision-makers from both banks of the Nistru river. The main Program's authority will be the Program Steering Committee (PSC) that will take all decisions on Programme resources and amendments to the Programme Activity Plan, as necessary. The PSC will be responsible for providing strategic guidance to the Programme, overseeing progress, reviewing and approving of the Annual Programme Reports, Programme Work Plans, as well as the final Programme Report. The PSC will be convened at least twice per year and will comprise of the representatives of at least one civil society representative from each bank, UNDP, UNODC, UNICEF, UNAIDS, OHCHR, IOM, Reintegration Policies Bureau, the representative of the Ombudsman central office, project donor, European Union Delegation to Moldova, and observers, such as OSCE, the East European Foundation, Ministry of Justice and others, as might be required.

Programme operations will be implemented through a Programme Support Team (PST) that will ensure effective and efficient implementation of the Programme. The PST will be led by a Programme Manager to ensure overall coordination, coherence and programme management on behalf of the UNDP, UNODC, UNICEF, UNAIDS and OHCHR. He/she will be selected through open competitions and selected by a recruitment panel comprising of UNDP, UNODC, UNICEF, UNAIDS, IOM, and OHCHR. Subject to internal procedures, the donor representatives will be invited to take part in the selection process as observers. Each agency will ensure adequate staffing for programme implementation, comprising of Thematic Area Coordinators and Programme Assistants as members of the PST. For efficiency purposes, Programme Manager will also be the Thematic Area Coordinator, on behalf of UNDP. Dedicated consultancy for communication, capacity development etc. will be employed, as required.

The PST will ensure close coordination of the Programme activities with other relevant programs, projects and initiatives to avoid possible duplication. The PST will ensure HRBA and GM compliant results-based program management and successful implementation of the Programme, close monitoring and evaluation of Programme's progress, observance of procedures, transparency and efficient use of funds, quality of works, and involvement of national and local stakeholders in the decision-making processes.

The PST will have to complete a one-day joint workshop when the Annual Working Plan will be elaborated and one-day joint workshop before each steering committee meetings. These events will address both capacity building but also team work to develop a joint approach in monitoring, reporting, assessing and data using to follow the concrete indicators provided by RAF. External but also in-house facilitators could be involved. These activities will be reflected in the narrative reports as capacity building and coordination of the PST.

In addition, during the first three months of employment, each member of the Programme Support Team will be obliged to pass the UNDP On-Line training course on Anticorruption to learn about the standards, rules and procedures, which will strengthen the awareness and willingness to work proactively to prevent, detect and deal with corruption, the On-line training course on Ethics addressing the issues of staff integrity and conflict of interest and the UN On-line training course on Prevention of Sexual Exploitation and Abuse (PSEA)⁴⁵. The detailed Terms of References of the core staff will be developed and annexed to the Implementation Plan.

⁴⁵ The Prevention of Sexual Exploitation and Abuse (PSEA) e-learning course is mandatory for all UN Funds and Programmes Personnel including volunteers and contractors, whether at Headquarters or at other duty stations.

Organizational Structure of the Programme



IX. LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of (country) and UNDP, signed on (date). All references in the SBAA to “Executing Agency” shall be deemed to refer to “Implementing Partner.”

This programme will be implemented by implementing Partners in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

X. ANNEXES

1. Problem Tree and Solution Tree
2. Theory of Change diagram
3. Results Framework
4. Annual Work Plan
5. Risk Log