

REPUBLIC OF MOLDOVA

Public Administration Country Profile

Division for Public Administration and Development Management (DPADM)

Department of Economic and Social Affairs (DESA)

United Nations

December 2003

All papers, statistics and materials contained in the Country Profiles express entirely the opinion of the mentioned authors. They should not, unless otherwise mentioned, be attributed to the Secretariat of the United Nations.

The designations employed and the presentation of material on maps in the Country Profiles do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

Table of Contents	1
Republic of Moldova	2
1. General Information	3
1.1 People.....	3
1.2 Economy	3
1.3 Public Spending	4
1.4 Public Sector Employment and Wages.....	4
2. Legal Structure	5
2.1 Legislative Branch.....	5
2.2 Executive Branch	6
2.3 Judiciary Branch	6
2.4 Local Government.....	8
3. The State and Civil Society	9
3.1 Ombudsperson	9
3.2 NGOs	9
3.3 Civil Society	9
4. Civil Service	10
4.1 Legal basis.....	10
4.2 Recruitment	10
4.3 Promotion.....	10
4.4 Remuneration	11
4.5 Training.....	11
4.6 Gender	12
5. Ethics and Civil Service	13
5.1 Corruption	13
5.2 Ethics.....	14
6. e-Government	15
6.1 e-Government Readiness	15
6.2 e-Participation.....	16
7. Links	17
7.1 National sites	17
7.2 Miscellaneous sites.....	17



REPUBLIC OF MOLDOVA

[Click here](#) for detailed map



Government type

Republic

Independence

27 August 1991 (from Soviet Union)

Constitution

Adopted 28 July 1994; replaces old Soviet constitution of 1979 ([click here](#))

Legal system

Based on civil law system; Constitutional Court reviews legality of legislative acts and governmental decisions of resolution; unclear whether Moldova accepts compulsory International Court of Justice jurisdiction; accepts many UN and Organization for Security and Cooperation in Europe (OSCE) documents

Administrative divisions

9 counties (Balti, Cahul, Edinet, Lapusna, Orhei, Soroca, Stinga, Tighina, Ungheni, 1 municipality (Chisinau), 1 autonomous territorial unit (Gagauzia), and 1 territorial unit (Nistrului);

Source: [The World Factbook - Moldova](#)

1. General Information

1.1 People	Moldova, Rep.	Romania	Ukraine	1
Population				a
Total estimated population (,000), 2003	4,267	22,334	48,523	
Female estimated population (,000), 2003	2,225	11,429	25,994	
Male estimated population (,000), 2003	2,042	10,905	22,529	
Sex ratio (males per 100 females), 2003	92	95	87	
Average annual rate of change of pop. (%), 2000-2005	-0.11	-0.23	-0.78	
Youth and Elderly Population				b
Total population under age 15 (%), 2003	20	17	16	
Female population aged 60+ (%), 2003	16	21	25	
Male population aged 60+ (%), 2003	11	16	16	
Human Settlements				c
Urban population (%), 2001	41	55	68	
Rural population (%), 2001	59	45	32	
Urban average annual rate of change in pop. (%), '00-'05	-0.02	0.08	-0.81	
Rural average annual rate of change in pop/ (%), '00-'05	-0.44	-0.68	-1.21	
Education				d
Total school life expectancy, 2000/2001	9.7	11.7	11.4 ⁱ	1
Female school life expectancy, 2000/2001	10	11.9	11.6 ⁱ	1
Male school life expectancy, 2000/2001	9.5	11.6	11.1 ⁱ	1
Female estimated adult (15+) illiteracy rate (%), 1989	1.7	2.7 ⁱⁱ	0.5	2
Male estimated adult (15+) illiteracy rate (%), 1989	0.5	1 ⁱⁱ	0.3	2
Employment				e
Unemployment rate (15+) (%), 2000	7.3 ⁱⁱⁱ	7.1	11.7 ^{iv}	1
Female adult (+15) economic activity rate (%), 2001	43 ^v	56 ^{vi}	51 ^{vii}	2
Male adult (+15) economic activity rate (%), 2001	46 ^v	69 ^{vi}	64 ^{vii}	2

Notes: i 1998/1999; ii 1992; iii 2001; iv Month of October, Age 15 to 70; v De jure population, Data for all ages. That is, activity rate shown is crude activity rate; vi De jure population; vii 2000

1.2 Economy	Moldova, Rep.	Romania	Ukraine	2
GDP				a
GDP total (millions US\$), 2002	1,621	44,428	41,380	
GDP per capita (US\$), 2002	381	1,987	849	
PPP GDP total (millions int. US\$), 2002	6,091	141,418	229,673	
PPP GDP per capita(int. US\$), 2002	1,431	6,326	4,714	
Sectors				b
Value added in agriculture (% of GDP), 2003	22.5	11.9	14.1	
Value added in industry (% of GDP), 2003	24.7	36.1	40.3	
Value added in services (% of GDP), 2003	52.8	52.0	45.6	
Miscellaneous				c
GDP implicit price deflator (annual % growth), 2003	13.9	19.2	6.9	
Private consumption (% of GDP), 2003	94.6	70.8	60.2	
Government consumption (% of GDP), 2003	17.7	12.4	15.8	

Notes:

¹ United Nations Statistics Division:

^a Statistics Division and Population Division of the UN Secretariat; ^b Statistics Division and Population Division of the UN Secretariat; ^c Population Division of the UN Secretariat; ^{d1} UNESCO; ^{d2} UNESCO; ^{e1} ILO; ^{e2} ILO/OECD

² World Bank - Data and Statistics:

^a Quick Reference Tables; ^b Data Profile Tables; ^c Country at a Glance

1.3 Public Spending	Moldova, Rep.	Romania	Ukraine	
Public expenditures				3
Education (% of GNP), 1985-1987	3.6	2.2	5.3	a
Education (% of GNP), 1995-1997	10.6	3.6	5.6	a
Health (% of GDP), 1990	4.4	2.8	3	
Health (% of GDP), 1998	2.9 ⁱ	3.8 ⁱ	2.9 ⁱ	
Military (% of GDP), 1990	..	3.5	..	b
Military (% of GDP), 2000	0.4	2.1	3.6	b
Total debt service (% of GDP), 1990	..	..	..
Total debt service (% of GDP), 2000	10.5	6.4	11.5	

Notes: ⁱ Data refer to 1999

1.4 Public Sector Employment and Wages						
<i>Data from the latest year available</i>		Moldova, Rep. 1991-1995	Moldova, Rep. 1996-2000	Europe & Central Asia average ⁴ 1996-2000	Central Asia & Caucasus average ⁴ 1996-2000	Low income group average ⁴ 1996-2000
Employment						
Civilian Central Government ⁵	(,000)	..	103.2			
	(% pop.)	..	2.39	0.61	0.90	0.46
Sub-national Government ⁵	(,000)	..	217.9			
	(% pop.)	..	5.05	0.61	0.90	0.46
Education employees	(,000)	..	46.2			
	(% pop.)	..	1.07	1.58	1.68	0.91
Health employees	(,000)	..	49.5			
	(% pop.)	..	1.15	1.15	1.23	0.62
Police	(,000)	..	..	
	(% pop.)	..	..	0.68	..	0.30
Armed forces	(,000)	..	..	
	(% pop.)	..	..	0.87	0.96	0.33
SOE Employees	(,000)	3987	2534			
	(% pop.)	91.6	58.8	20.1	37.8	13.1
Total Public Employment	(,000)	..	..	
	(% pop.)	..	..	..	..	..
Wages						
Total Central gov't wage bill	(% of GDP)	..	6.2	5.9	5.3	5.4
Total Central gov't wage bill	(% of exp)	..	6.9	13.1	11.8	24.7
Average gov't wage	(,000 LCU)	..	6			
Real ave. gov't wage ('97 price)	(,000 LCU)	..	4			
Average gov't wage to per capita GDP ratio		..	2.0	6.3	12.1	4.4

Source: [World Bank](#) - [Public Sector Employment and Wages](#)

³ UNDP - [Human Development Report 2002](#)

^a Data refer to total public expenditure on education, including current and capital expenditures.

^b As a result of a number of limitations in the data, comparisons of military expenditure data over time and across countries should be made with caution. For detailed notes on the data see SIPRI (2001).

⁴ Averages for regions and sub regions are only generated if data is available for at least 35% of the countries in that region or sub region.

⁵ Excluding education, health and police – if available (view [Country Sources](#) for further explanations).

2. Legal Structure

The legal system of the Republic of Moldova represents a overlapping of the Soviet and Continental legal systems. This is explained on the one hand by the tergiversation of Moldovan legal reform, and on the other hand the Constitution and other normative legal acts are reflective of the content of the continental legal system. Thus the legal system of the Republic of Moldova was shaped and developed within the framework of the Soviet law.

From 1994, when the Constitution was approved, and until the 5th of July 2002, the Republic of Moldova was a semi-presidential country, after it became a parliamentary republic and the president is elected by a 3/5 votes of the members from parliament.

Today the legal system from Moldova is on undergoing deep process of change. On the June 6, 2002 the country adopted the new version of the Civil Code.

Independent Moldova's judicial and legal system is a carry-over from Soviet period and conforms to practices that were standard throughout the Soviet Union. Thus the legislative, executive and judicial powers in the Republic of Moldova are separated; they collaborate in exercising prerogatives vested in them. According to the Constitution (Constitution Art. 60), the political structure of Moldova consists of three political levels.

Source: [World Legal Information Institute - An Overview of the Legal System of the Republic of Moldova](#)

2.1 Legislative Branch

Unicameral Parliament or Parlamentul (101 seats; parties and electoral blocs, as well as independent candidates, elected by popular vote to serve four-year terms).⁶

women in parliament: 13 out of 101 seats: (13%).⁷

The main legislative body in the Republic of Moldova is the Parliament, a unicameral assembly, previously called the Supreme Soviet. Parliament is the supreme representative authority of the people and the sole legislative body of the state.

Unlike the previous Parliaments, the present Legislature has 101 deputies (parties and electoral blocs, as well as independent candidates), who hold the permanent professional activity. Parliament is considered legally constituted only after the validating of two thirds of elected deputies' mandated by the [Constitutional Court](#) and it is elected for four-year terms.

The structure, organization and functioning of the Parliament are set out by its Internal Rules. The [Moldavian Parliament](#) consists of standing bureau, parliamentary fractions and commissions

Its Basic Powers are fixed in Article 66 of the Supreme Law:

- to pass laws, decisions and motions;
- to provide legislative interpretations and ensure the legislative unity of regulations throughout the country;

Fact box:

elections: Last held 25 February 2001 (next to be held 2005)

election results: Percent of vote by party - PCM 50.1%, Braghis Alliance 13.4%, PPCD 8.2%, other parties 28.3%; seats by party - PCM 71, Braghis Alliance 19, PPCD 11

⁶ Source of fact boxes if nothing else stated: [The World Factbook - Moldova](#)

⁷ [Inter-Parliamentary Union - Women in National Parliaments](#)

- to exercise parliamentary control over executive power in the ways and within the limits provided for by the Constitution;
- to approve and control the national budget.

Parliament meets in two ordinary sessions per year. Parliament may also meet in extraordinary or special meetings at the specific request of the President of the Republic of Moldova, of the President of Parliament or of a third of the members.

The Parliament is endowed with the powers to pass constitutional, organic and ordinary laws.

Source: [World Legal Information Institute - An Overview of the Legal System of the Republic of Moldova](#)

2.2 Executive Branch

cabinet: Selected by prime minister, subject to approval of Parliament

elections: President elected by Parliament for a four-year term; election last held 4 April 2001 (next to be held 2005)

The chief of State is the President of Republic of Moldova who guarantees sovereignty, national independence, territorial unity and integrity of the country. The president of the Republic of Moldova shall be elected by the secret vote of the Parliament for a four-year term.

The president conducts negotiations and concludes international treaties on behalf of the Republic of Moldova; accredits official representatives of Moldova in other countries or winds up their activity; decrees a diplomatic mission abroad or modifies its statute; declares state of emergency in case of an invasion etc.

The Government is the highest authority of executive branch. The role of Government it is to carry out the domestic and foreign policy of the State and to apply general control over the work of public administration. The Moldavian Government will use its activity program, approved by Parliament, in the exercise of its powers.

The government structure consists of a Prime Minister, a first vice-prime-minister, vice-prime-ministers of ministries and other members, as determined by organic law.

After consulting parliamentary factions the President of the Republic of Moldova designates a candidate for the office of Prime Minister. The Prime Minister leads the Government and coordinates the activity of its members, while respecting the powers delegated to them.

The ministries put into practice under the law the Government's policy, decisions and orders exercise control over their areas of competence and are answerable for their activities.

Source: [World Legal Information Institute - An Overview of the Legal System of the Republic of Moldova](#)

Fact box:

chief of state:

President Vladimir VORONIN (since 4 April 2001).

Parliamentary votes - VORONIN 71, Dumitru BRAGHIS 15, Valerian CRISTEA 3;

head of government:

Prime Minister Vasile TARLEV (since 15 April 2001), First Deputy Prime Minister Vasile IOVVI (since NA 2002), Deputy Prime Minister Stefan ODAGIU (since 2002)

2.3 Judiciary Branch

Supreme Court; Constitutional Court (the sole authority for constitutional judicature).

The judicial authority in the Republic of Moldova is exercised through the courts system, regulated by Constitution and specific laws: Law on the Judicial Organization

(Adopted on October 19, 1995), Law on the Status of Judge (Adopted on July 20, 1995), Law on the Supreme Court of Justice (Adopted on March 26, 1995), Law on the System of Military Courts (Adopted on August 1, 1996), Law on the Economic Courts (Adopted on November 26, 1996).

This court system is comprised of the following jurisdictions: Supreme Court of Justice, Court of Appeals, Tribunals, and ordinary courts. Even the activity of the Constitutional Court is judicial based. It is independent of any other public authority and obeys only the Constitution. The Constitutional Court (established in 1995) is the sole authority of constitutional judicature in the Republic of Moldova. The Constitutional Court does not represent a branch in the hierarchy of the legal institutions of the State. It is a unique constitutional judicial body, autonomous and independent from the executive, the legislature and the judiciary.

The goal of the Constitutional Court is to guarantee the supremacy of the Constitution, to ensure the principle of separation of State powers into the legislative, executive and judicial branches, to guarantee the observance of the State's responsibility towards the citizen and the citizen's responsibility towards the State. The Constitutional Court guarantees the supremacy of the Constitution, enforces the practical implementation of the principle residing the separation of the State powers into the legislative, executive and judicial powers, and guarantees the responsibility of State towards the citizen, and also of the citizen towards the state.

Supreme Court of Justice is the supreme court of law that ensures the correct and unitary implementation of laws by all courts of law in the Republic of Moldova. The organization and functioning of the Supreme Court of Justice is regulated by a special Law on the Supreme Court of Justice.

- considers in first instance the cases placed by law under its jurisdiction, as well as the cases appealed by means of recourse or extraordinary ways of appeal;
- solves jurisdictional conflicts between the courts of law;
- exercises other prerogatives, according to the law.

The Court of Appeal is the supreme instance concerning ordinary ways of appeal. It, inter alia:

- considers in first instance the cases paced by law under its jurisdiction;
- considers the appeals against the decisions pronounced in first instance by the tribunals and specialized courts;
- considers the recourses against the decisions pronounced by the tribunals in order of appeal, as well as in other cases provided by law;

The courts function in districts and municipalities (their sectors). Extra courts may be established in some cities, villages (communes), as the case might be. The ordinary courts consider all cases and requests, with the exception of those that are, in accordance with the law, under the jurisdiction of other courts of law.

The judges sitting in the courts of law are appointed by the President of the Republic of Moldova following a proposal submitted to him by the Higher Magistrates Council.

For certain categories of cases there have been instituted specialized courts: military and economic.

Source: [World Legal Information Institute - An Overview of the Legal System of the Republic of Moldova](#)

2.4 Local Government

With the adoption of the Law on Territorial-administrative Organization 30 December 1998, Parliament transformed the old system of public administration into nine second-level territorial-administrative units called *judets*. According to the new legislation, the administrative organization of the territory in the Republic of Moldova is instituted on two distinct levels with the first level consisting of villages (644 communes), 51 cities and 14 municipalities; and the second level consisting of 10 districts (*judets*), Gagauz Autonomous Territorial-Administrative Unit (UTAG) and the Municipality of Chisinau.

In Moldova, the “village” is a territorial-administrative entity encompassing a rural population united by geographical, economic, social and cultural links. Two or more villages may join to create a larger territorial-administrative entity—the commune (*comuna*). A “municipality” is an urban locality that plays an important role in the economic, social, cultural, scientific, political and administrative life of the country, as it oversee considerable properties, economic resources and social structures in the fields of education, health, civil protection and culture in a correspondent territory. There are fifty-one urban localities in the Republic of Moldova that have the status of “cities.” The *judet* is a territorial-administrative unit of the second level, consisting of a large number of communes and municipalities and satisfying the role of a distinct regional entity.

A new innovation of the law was the installation of the prefect, representing the government at the regional level. In principle, the new institution of prefect was empowered with a clear mandate to supervise the fulfillment of decentralized services at the regional level. Conversely, the prefect is delegated to foster administrative decentralization and has no power to interfere in the affairs of local government.

In Moldova, local government is performed by representative authorities (councils) and executive bodies (mayors). Representative authorities establish executive organs to perform economic, technical, cultural and educational tasks.

Source: [Local Government and Public Service Reform Initiative \(LGI\) - Local Government in Moldova \(2001\) \(edited\)](#)

3. The State and Civil Society

3.1 Ombudsperson

The activity of Moldova's ombudsmen is governed by Act 1349-XIII of 17 October 1997 (in which they are called parliamentary commissioners). They make sure that human rights and freedoms are respected by central and local authorities, state firms, institutions and organisations.

Parliament appoints three ombudsmen for five-year terms. The three ombudsmen and their auxiliary staff form an independent institution now known as the Centre for Human Rights.

The center's main task is to consider complaints by citizens whose rights and legitimate interests have been violated. In 2002, the centre has received 3 200 complaints (2 000 in writing and 1 200 verbal). The statistics on the center's web site (last updated in 1999) show that free access to information, personal safety, free access to justice, personal dignity, the right to work, social cover and so on have been the subject of frequent complaints.

Source: [Council of Europe \(Greco\) - Draft Evaluation Report on Moldova \(10/2003\)](#)

3.2 NGOs

Approximately 2,500 non-governmental organizations are registered in Moldova, but only a fraction of those (500) can be considered active. The registration process is not complicated, but the greatest problem is funding, the majority of which comes from foreign donors. In February 2002, a coalition of 30 NGOs called Civil Society Says NO issued a joint statement against the "irresponsible actions and initiatives of the Communist authorities...aimed at the destruction of the democratic mechanisms upon which society is based." The document addressed multiple problems ranging from the protection of basic rights and freedoms to the conduct of Moldova's foreign policy.

Source: [Freedom House – Nations in Transit \(2003\) \(edited\)](#)

3.3 Civil Society

Civil society in Moldova has lost much of its vibrancy since the late 1990s when the country's pro-independence national movement reached its apex. However, the year 2002 witnessed a reversal in this trend as individuals increased their involvements in NGOs and political movements in response to alleged government's efforts to suppress political, economic and civil liberties.

Trade unions in Moldova, which are independent of the government, do not represent an important force in the defense of worker rights.

Source: [Freedom House – Nations in Transit \(2003\) \(edited\)](#)

4. Civil Service

In November 2000, the Government of Moldova approved a comprehensive Public Sector Reform Strategy. The Personnel Policy Division (PPD which is part of the State Chancellery) has the lead responsibility for development and promulgation of personnel policy across Government.

Source: [World Bank - Public Economic Management Review \(2002\)](#)

4.1 Legal basis

The principal laws and regulations governing the management of the civil service include: Law on Civil Service (1995); Regulation on the Organization of Selection to Fill Vacancies in the Public Administration (1997); Single Regulation of the Personnel Service (1998); Direction for Personnel Policy within Government (1998); Public Sector Reform Strategy (November 2000 – by government decision).

The present Law on Civil Service does not provide for as clear a legislative underpinning for a merit-based and depoliticized professional civil service as is perhaps required.

Source: [World Bank - Public Economic Management Review \(2002\)](#)

4.2 Recruitment

The Public Sector Reform Strategy states that the public administration should be *“client-oriented and based on merit, corresponding to the best European practices...depoliticized and corruption resistant”*.

Notwithstanding these stated intentions, Moldova has yet to take any substantive measures to constrain the practice of placing political appointees deep into the civil service. Although it is not possible to establish precise numbers, there is strong anecdotal evidence that Moldova's civil service is highly politicized and that the level of political appointees varies significantly between Ministries. One Ministry reported that as many as 30% of its employees are removed at change of Government, turn over following an election, whereas another reported turnover of approximately 5 percent.

Although the Civil Service Law makes specific provision for the hiring of political appointees, this approach is seldom followed. According to the World Bank, it appears that the unchecked ability for Ministers to place appointees of their choice in positions that would normally be career civil service posts has reduced incentives to use the legally sanctioned route.

Source: [World Bank - Public Economic Management Review \(2002\)](#)

4.3 Promotion

Although employee performance contracts do not exist per se in Moldova, an extensive system of attestation does operate whereby every 3 years, a Ministry or agency attestation committee is formed to review each employee's potential for promotion. Individual performance is taken into account in making that determination. Job descriptions are in place for most positions.

Source: [World Bank - Public Economic Management Review \(2002\)](#)

4.4 Remuneration

The most extensive regulation governing compensation policy is the Government Decision 139 On Remuneration of Public Officers and Individuals Performing Technical Services to Ensure the Functioning of Public Authorities on the Basis of the Unified Tariff Grid (1998) and the 1999 amendment (Government Decision 766).

Salary is paid to 29 pay categories, covering fee for service workers up to the President, and based on various coefficients. Beyond base salary, the regulation identifies several additional payments, including:

- increases of up to 80% to reward tasks of major importance or requiring high degree of qualifications;
- bonus of up to 30% to offset additional work owing to the absence of colleagues;
- bonus of up to 1.5 times wages to be paid monthly or quarterly depending on job level;
- raises for qualification based on multiple of minimum salary (3.5 to 5.0 for the 9 classes of the 3 civil service ranks);
- 15 - 40% increase for work experience (5 levels from 2 to 20+ years); and
- up to 25% language allowance, depending on how additional languages are used on the job.

In addition, at senior levels, there are additional non-cash benefits such as cars that substantially increase the overall value of the compensation package.

The Ministry of Finance is drafting a new pay regulation that will cut the links between the minimum salary and other payments, increase transparency, and eliminate select allowances (e.g. language). However, the bonus and allowance payments, which can be several times the base salary, will remain very high in comparison to other countries where 10-20% is the norm. For instance, at pay category 23, the total pay is 4.6 times the base salary; at rank 13, it is 3.7 times base salary.

At senior management levels, an equivalent job at the lower end of the market (domestic private sector) will pay more than 6 times the civil service salary, while an equivalent job with an international organization will pay more than 15 times (Grant 2000). In junior job categories, the gap, while still significant, is much less egregious (e.g., a civil service entry level specialist is paid 60 percent of an equivalent private sector job at the low end of the market, and around 30% of an equivalent private sector job at the high end).

The key conclusion appears to be that civil servants are underpaid compared to the private sector at all levels; but that the middle management and senior management levels are extremely comparatively underpaid (not surprising given that the recruitment and retention problems appear particularly acute at management levels, as well as for some professional skill areas).

Source: [World Bank - Public Economic Management Review \(2002\)](#)

4.5 Training

The Law on Civil Service identifies *"upgrading the qualifications of civil service employees"* as one of the main tasks of the public administration. A government decision in 1991/92 stipulated that 2 percent of each ministry's wage bill be allocated to training.

Source: [World Bank - Public Economic Management Review \(2002\)](#)

Also, the Academy of Public Administration (APA) was created by Presidential Decree no. 73 of 21 May, 1993, as an entirely new organization to help fill a complete void in provisions for civil service management and human resources development in Moldova. One of the main strategic activities of the Academy of Public Administration in accordance with its Statute is developing of vocational training, upgrading and recycling of civil servants from both, central and local public administration bodies.

Each year the Government of the Republic of Moldova addresses to the Academy through a special provision a State order concerning elected officials and civil servants upgrading and recycling, indicating their number, specifying their number, categories and the training duration.

Source: Public Administration Education in Moldova

In practice budget constraints have significantly reduced the availability of training. Although accurate data does not exist on training expenditures, anecdotal evidence indicates that this is a growing area of concern. For example, the provision of training to economists in the Ministry of Economy has declined from 50 to 29 to only 9 between 1999 and 2001. The Ministry of Finance cut its training budget by 12.5 percent in 2001. Training in information technology relies almost entirely on donor funding, although a new Information Technology Department may assist with this problem. The Academy of Public Administration, the main provider of civil service training, reports that its entry-level trainees are increasingly finding it difficult to find positions in the civil service. On the other hand, the Ministry attestation process (a 3-year review cycle of all staff) does function and makes genuine efforts to consider an employee's training needs. Some Ministries have also been able to continue to make training a priority notwithstanding budget constraints.

Beyond the issue of the amount or cost of actual training is the relevance of that training to the country's priorities. Currently, no national or civil service training strategy or plan exists, (although the Academy of Public Administration does produce an annual plan).

Source: World Bank - Public Economic Management Review (2002)

4.6 Gender

Source: Institution - Title

5. Ethics and Civil Service

5.1 Corruption

2003 CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 (highly clean) and 0 (highly corrupt).

Corruption Perceptions Index							
		2003 CPI Score	Surveys Used	Standard Deviation	High-Low Range	Number Inst.	90 percent confidence range
Rank	Country						
1	Highly clean	9.7	8	0.3	9.2 - 10.0	4	9.5 - 9.9
100	Moldova, Rep. of	2.4	5	0.8	1.6 - 3.6	5	1.9 - 3.0
133	Highly corrupt	1.3	8	0.7	0.3 - 2.2	6	0.9 - 1.7

Source: [Transparency International - Corruption Perceptions Index 2003](#)

Surveys Used: Refers to the number of surveys that were used to assess a country's performance. 17 surveys were used and at least 3 surveys were required for a country to be included in the CPI.

Standard Deviation: Indicates differences in the values of the sources. Values below 0.5 indicate agreement, values between 0.5 and c. 0.9 indicate some agreement, while values equal or larger than 1 indicate disagreement.

High-Low Range: Provides the highest and lowest values of the sources.

Number Institutions: Refers to the number of independent institutions that assessed a country's performance. Since some institutions provided more than one survey.

90 percent confidence range: Provides a range of possible values of the CPI score. With 5 percent probability the score is above this range and with another 5 percent it is below.

The first major step in the efforts undertaken by the Moldovan government to combat corruption was the passing in June 1996 of "Act 900" (see paragraph 7 above). The act sets out a range of measures mainly geared towards preventing and detecting corruption within the public service, which covers conflicts of interest, bans on accepting gifts of any kind and the obligation for public servants to declare their assets, all on pain of dismissal. It also gives the Centre for Fighting Economic Crimes and Corruption (set up in 2002, see below), the Public Prosecutor's Department, the Information and Security Service and the Court of Auditors specific powers for combating corruption and nepotism. Under Section 16 of the Act, the Parliamentary Committee on National Security and Public Order is responsible for supervising the implementation of the legislation and coordinating the activity of the above-mentioned authorities.

In November 1999, the Moldovan Government adopted a national programme for combating crime, corruption and nepotism over the period from 1999 to 2002. The programme provided for the amendment of legislation, the strengthening of international co-operation, improvements in the system for controlling and preventing crime and financial and technical support for prosecuting authorities. It clearly specifies the public bodies responsible for implementing the measures and the relevant deadlines. Under the programme, bodies specifically responsible for combating corruption were set up within the Public Prosecutor's Department, the Office of the President of the Republic and, more recently, the police, and various new laws were passed.

In November 1999, for instance, an anti-corruption unit was set up within the Public Prosecutor's Department, with specific responsibility for combating corruption in the highest organs of the state, the judiciary, the police and supervisory bodies such as

the Court of Auditors. In September 2001, an anti-corruption coordinating council was set up in the Office of the President of the Republic to co-ordinate the work of the public authorities in charge of combating corruption. In particular, the coordinating council is responsible for analyzing the implementation of the legislation on corruption, the effectiveness of the above-mentioned authorities' efforts and the causes of corruption and the factors that contribute to it, while proposing detailed anti-corruption programmes, as well as amendments to legislation, measures to increase the effectiveness of the authorities responsible for dealing with corruption and measures of a preventive nature. Lastly, Act 1104-XV of 6 June 2002 set up the Centre for Fighting Economic Crimes and Corruption, which is mainly responsible, at police level, for preventing, detecting and investigating economic crimes and corruption.

In spite of these developments, however, the government's plan appears not to have been very effective according to the people the team met during its visit. Many of the measures involved have not had any real effect. This appears to be due more to the inadequacy of the financial resources allocated for implementing the plan than to a lack of political will.

Source: [Council of Europe \(Greco\) - Draft Evaluation Report on Moldova \(10/2003\)](#)

5.2 Ethics

In terms of ethics, an oath of service is signed by all new public servants. The present Civil Service Law does not provide for as clear a legislative underpinning for a merit-based and depoliticized professional civil service as is perhaps required. In addition, there is a need to address the issue of the public service ethos having severely eroded over recent years. This needs to be rebuilt and underpinned also perhaps with a Code of Conduct or Ethics for civil servants, together with regulation of conflicts of interest.

Source: [World Bank - Public Economic Management Review \(2002\)](#)

6. e-Government

e-Government Readiness Index:

The index refers to the generic capacity or aptitude of the public sector to use ICT for encapsulating in public services and deploying to the public, high quality information (explicit knowledge) and effective communication tools that support human development.

The index is comprised of three sub-indices: Web Measure Index, Telecommunications Infrastructure Index and Human Capital Index.

Web Measure Index:

A scale based on progressively sophisticated web services present. Coverage and sophistication of state-provided e-service and e-product availability correspond to a numerical classification.

Telecommunications Infrastructure Index:

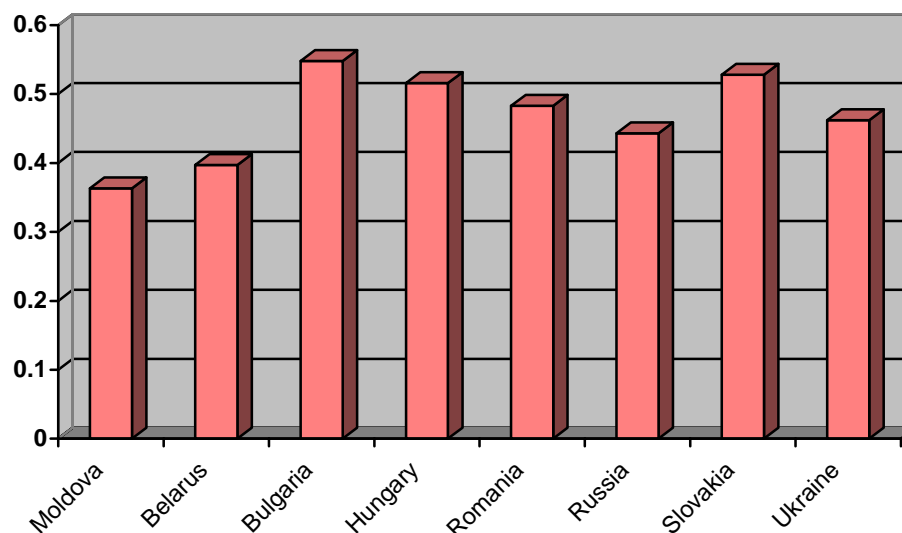
A composite, weighted average index of six primary indices, based on basic infrastructural indicators that define a country's ICT infrastructure capacity.

Primary indicators are: PC's, Internet users, online population and Mobile phones. Secondary indicators are TVs and telephone lines.

Human Capital Index:

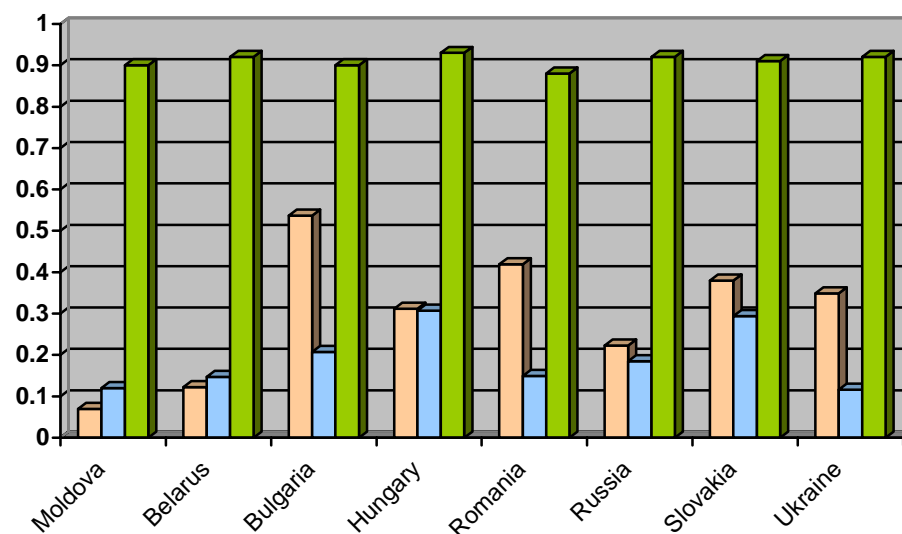
A composite of the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio, with two thirds of the weight given to adult literacy and one third to the gross enrolment ratio.

e-Government Readiness Index



Source: United Nations – World Public Sector Report 2003

Web Measure Index Telecom. Infrastructure Index Human Capital Index



Source: United Nations – World Public Sector Report 2003

e-Participation Index:

Refers to the willingness, on the part of the government, to use ICT to provide high quality information (explicit knowledge) and effective communication tools for the specific purpose of empowering people for able participation in consultations and decision-making both in their capacity as consumers of public services and as citizens.

e-information:

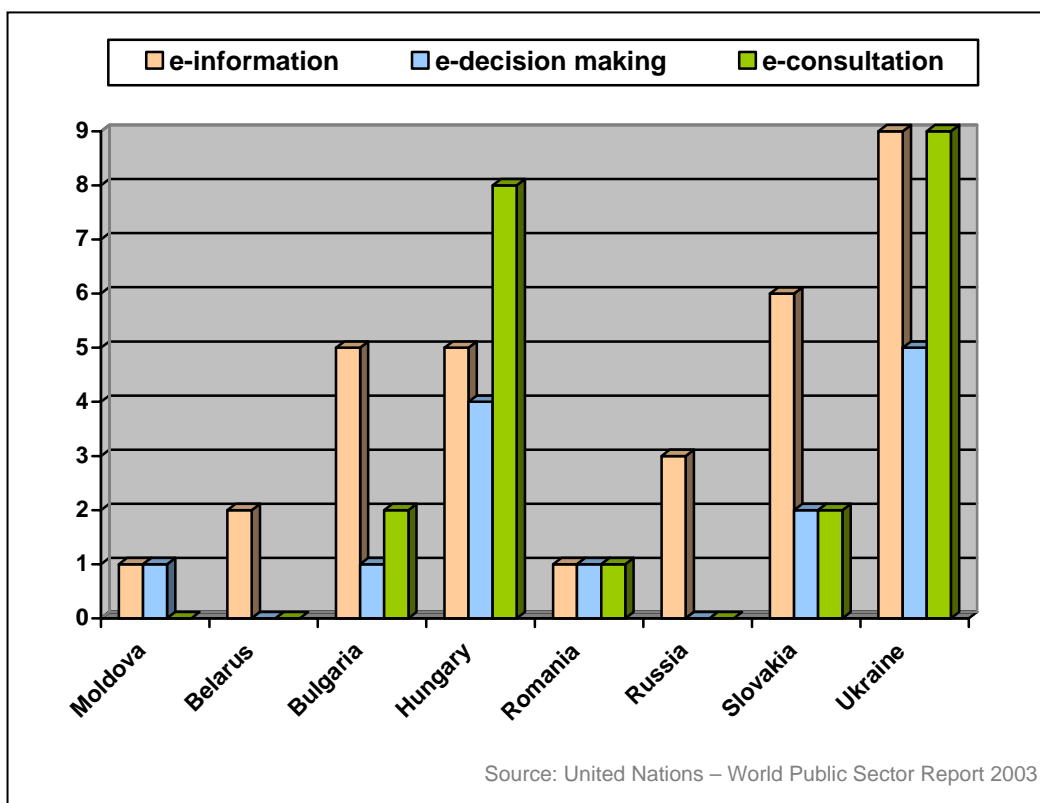
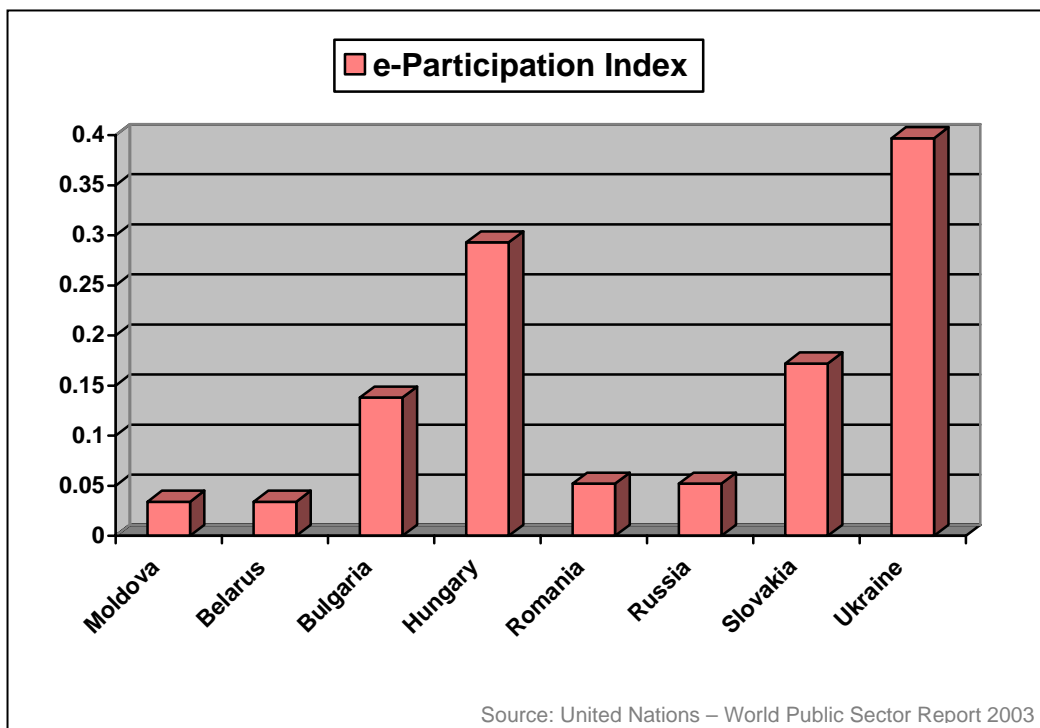
The government websites offer information on policies and programs, budgets, laws and regulations, and other briefs of key public interest. Tools for disseminating of information exist for timely access and use of public information, including web forums, e-mail lists, newsgroups and chat rooms.

e-decision making:

The government indicates that it will take citizens input into account in decision making and provides actual feedback on the outcome of specific issues.

e-consultation:

The government website explains e-consultation mechanisms and tools. It offers a choice of public policy topics online for discussion with real time and archived access to audios and videos of public meetings. The government encourages citizens to participate in discussions.



7. Links

7.1 National sites	
Authority	Topic
Moldova Government Portal	http://www.moldova.md/
President	http://e-gov.moldova.md/moldova(test).nsf..
Government	http://e-gov.moldova.md/moldova(test).nsf..
Parliament	http://www.parliament.md/
Ministries and Departments	http://e-gov.moldova.md/moldova(test).nsf..
Constitutional Court	http://www.parliament.md/
Elections	http://www.elections.md/

7.2 Miscellaneous sites	
Institution	Topic
Council of Europe (COE)	http://www.coe.int
European Bank for Reconstruction and Development (EBRD)	http://www.ebrd.com/country/country/moldova/index.htm
European Commission and World Bank (SEERECON)	http://www.seerecon.org/moldova/index.cfm
European Union (EU)	http://europa.eu.int/comm/external_relations/moldova/intro/...
International Labour Organization (ILO)	http://www.ilo.org/dyn/natlex/natlex_browse.home
Organization for Security and Co-operation in Europe (OSCE)	http://www.osce.org/moldova/
OSCE - Legislation	http://www.legislationline.org
OSCE - News	http://www.osce.org/news/index.php
United Nations Development Programme (UNDP)	http://www.undp.md/
World Bank (WB)	http://www.worldbank.org/md