

United Nations Development Program

Assessment of deconcentrated public services in the Republic of Moldova

Final Report

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1. Executive Summary

UNDP and UNIFEM in partnership with the Government of Moldova (State Chancellery) are implementing the Joint Integrated Local Development Programme (JILDLP) which was designed to improve the policy framework, as well as to support the administrative systems and procedures focused on efficient transfer of competencies to Local Public Administrations (LPAs), decentralization and promotion of LPAs' role in decision making.

The project "Assessment of Deconcentrated services" is a part of JILDLP program activities and is implemented by consortium of two consulting companies - Corporate & Public Management Consulting Group and Business Consulting Group and team of six experts: Maris Sprindzuku, Maris Pukis, Ivars Solovjovs, Artur Macovei, Rodica Gutu and Stefan Belecciu.

1.1. Project Goals:

- Provide analysis of deconcentrated public services and design recommendations for the optimization of deconcentrated public services.
- Launch citizen's survey to assess degree of citizens' accessibility and satisfaction with the deconcentrated public services directly connected to citizens and relevant for local governments.
- Provide analysis of the capacities of the Territorial Divisions of the State Chancellery (TDSC) to manage and coordinate deconcentrated public services and design of recommendations for the improvement of the TDSC.

1.2. Assessment of Deconcentrated Services

Key Findings

1.2.1. Identification of the deconcentrated public services and their mapping

- The definition and official list of deconcentrated services is incomplete
- There is no uniform inventory of centralized public functions
- Concept of public services is not formally defined in normative documents and is used in different meanings
- Territorial distribution of deconcentrated organs is uneven
- There is significant overlapping of networks of deconcentrated institutions – potential for resource sharing

1.2.2. Services grouping

- The following characteristics were applied to define deconcentrated services that are not linked to LPAs
 - LPA does not take part in decision making
 - LPA does not finance service
 - LPA is not an agent (service provider) of state services
- The following deconcentrated institutions (organs), that are linked to LPAs were identified
 - Municipal Police
 - Ecological Agency
 - State Construction Inspection
 - Local Fund of Social Assistance

- Civil Status Office
- Division of competences of 5 analysed deconcentrated services correspond to the subsidiarity principle. It is recommended to leave analysed services in the status of state deconcentrated offices (except Local Fund of Social Assistance).
- Local Funds of Social Assistance are not deconcentrated institutions but decentralized institutions

1.2.3. Analysis of selected deconcentrated institutions

- Most of deconcentrated organs are territorial branches of central institutions with very little autonomy
- Most of deconcentrated organs are underfinanced
- Connections of deconcentrated organs with local governments are rather weak
- Concept of public services is not formally defined in normative documents and is used in different meanings
- There is no common list of centralized public functions
- Territorial distribution of deconcentrated organs is uneven
- There is significant overlapping of networks of deconcentrated institutions – potential for resource sharing
- Services are rather process oriented than client oriented
- There is no horizontal client services policy

Key Recommendations

- It is possible to improve territorial accessibility of public functions by means of introducing modern service delivery methods in many cases without change of competences between national and local public institutions. Central government institution (even not having regional offices) can ensure territorial accessibility of their services without decentralization and deconcentration, but by means of delegation service delivery tasks to municipal administrations (LPAs) or private organization with regional branches.

The following tasks should be implemented:

- Defining public service delivery modernization as priority objective supplementing decentralization initiative (program)
- Each institution (function holder) has to review their functions and define by means of which services these functions will be fulfilled. List of provided services has to be formulated in the reglament of the particular institution;
- Function holder has to prepare description of the service (including accessibility and quality parameters) and make it public (as a kind of public promise to society).
- each public institution (function holder) has to accomplish following tasks
 - conduct client segmentation (group clients according to clients' needs/preferences and other important characteristics)
 - analyze various service delivery options (e.g. face to face, internet, through LPAs etc.)
 - choose the optimal set of service delivery channels to be used to deliver services to specific client segments. This is especially important with regard to vulnerable groups that have accessibility problems for one or the other reason.
- In order to ensure services accessibility all over the country, instead of building their own network of regional offices, government institutions should -
 - cooperate in service delivery or
 - outsource service delivery tasks to LPAs
 - and/or private bodies like post offices, banks etc.

- There should be at least two alternative strategies of building client service centers:
 - Local government (LPA) becomes universal client service centre both for decentralized and deconcentrated services;
 - Consolidation of front offices of deconcentrated institutions in order to deliver services of central government.
- To formulate policy, manage and coordinate service delivery modernization activities there is a need for “change champion”.

1.3. Citizen’s Survey

Key Findings

1.3.1. Accessibility of Deconcentrated Services

- The predominant opinion of respondents regarding services accessibility is negative
- Police Commissariat indicates accessibility problems
- Civil Status Offices are not oriented to client needs

1.3.2. Equal Opportunities

- The dominant opinion – there are no severe problems related to provision of equal opportunities in service delivery
- The general legislative framework envisages basic regulation of principles with regard to human rights and equal opportunities
- The deconcentrated institutions neither have specific formulated policies, nor service delivery mechanisms towards vulnerable groups
- Police offices demonstrates some progress in training of personnel and assuring gender equality

Key Recommendations

- To ensure equal opportunities in public services delivery, there is a need to change general public services delivery framework with focus to the client.
- To meet the client needs, each service provider should analyze needs and interests of particular client groups, including vulnerable groups and seek optimal ways and channels how to ensure these interests.
- Until public services modernization policy is launched particular attention should be paid to people with disabilities and Roma people.

1.3.3. Consumers’ Rights

- Legal framework envisages assurance of consumer’s rights regarding service provision of commercial entities, but does envisage any liabilities of public services providers
- Legal framework envisages possibility to receive compensation in cases of poor services delivery only for commercial entities
- Most of deconcentrated offices do not have special client policy that would facilitate
 - Training of personnel in consumers rights
 - Dialogue with specific consumers groups
- Police Commissariat Offices demonstrate progress with regard to client oriented policies
- Quality standards exist only in limited areas, should be applied to paid public services in the first instance
- Office working hours are not convenient to the clients

- Civil Status Offices services are not friendly to the clients

Key Recommendations

- The Law on Consumers Right protection should also include public services, not only services provided by commercial entities
- It is important to carry out extended social dialogue, also with respect to consumers rights organizations, involving volunteers from NGOs in the assurance of quality of public services
- It is advisable to set harmonized office hours and admission time to the clients.
- In the first instance for the paid services it is necessary to apply quality standards.

1.4. Analysis of the capacities of the Territorial Divisions of the State Chancellery (TDSC)

Key Findings

1.4.1. Assessment of Oversight and Coordination Mechanisms

- Oversight function of LPA performance and legality check of legal documents issued by LPAs is institutionally well managed
- There is no argument for strengthening coordination role of the State Chancellery in regions unless there is special national public services policy and defined new functions
- Need for deconcentrated legality control carried out by TDSC can be terminated in future, if e-document circulation will be developed and decentralization reform will substantially increase administrative capacity of LPAs

1.4.2. Policies and mechanisms to improve deconcentrated services quality and accessibility

- There is no uniform formulated client services policy at state deconcentrated offices. Client service parameters are different in each state deconcentrated institutions. There is no special national policy regarding accessibility of vulnerable groups to deconcentrated organs or LPAs regarding provided public services
- Territorial Divisions of State Chancellery are best placed to take on role of public services reform managers
- New functions will require new (upgraded) legal status on TDSC

1.4.3. Potential Role of the Territorial Divisions of the State Chancellery in promoting and implementing of Decentralization reform

- TDSC should have the supervisory and consultative role in implementing decentralization reform in regions
- If administrative territorial reform is initiated, then supervision and legality control over LPAs should be concentrated (to the central level of the State Chancellery)

Key Recommendations

- TDSC Oversight Function and legality check of LPAs of should be continued. That can be done is 2 alternative ways:
 - by deconcentrated model with Territorial Divisions of the State Chancellery
 - or centralized model by the central office of the State Chancellery

- TDSC Coordination function of deconcentrated state offices should be reconsidered in future, if there is no formulated cross-sectoral national policy regarding public services delivery, where coordination is needed. Under this scenario preference of LPAs legality check also should be given to centralized model, where legal oversight is performed by the central office of State Chancellery. After implementation of electronic documentation circulation system centralized system would be more effective.
- The Cabinet of Ministers should adopt Public Services Modernization Strategy. The State Chancellery should take role of “policy champion” in implementation and coordination of this cross-sectoral policy with regard to line ministries. TDSC should have coordination role with state deconcentrated offices and LPAs with regard building administrative capacity of front offices. The State Chancellery should closely coordinate their activities with the Ministry of Information in order to formulate and coordinate policy of public registers’ reform and ensure reengineering of information flow processes top-down and bottom up - from back offices in ministries to front offices in regions and vice versa.
- In Decentralization Strategy will be adopted by the government, Territorial Divisions of State Chancellery should be delegated to perform function of assessing administrative capacity of every local public administration to determine their readiness to be given financial autonomy and skills to take on new public functions.

2. Introduction

2.1. Background

This project - Assessment of Deconcentrated Services is one of preparatory activities of decentralization reform, that is defined as a priority issue in Moldova's government political agenda. Probably it is the most complex component of entire public administration reform agenda, because it covers all sectors, entire territory of the country and influences every citizen as a final beneficiary of public services. Fragmented deconcentrated state institutional system as well as fragmented local public administration system at municipal and rayon levels are one of the key challenges in Moldova that has to be addressed in the framework of decentralization reform.

Given the overall development context, related to the impact of the political and economic crisis, and considering the priorities of the Coalition for European Integration, new Government Programme, as well as the National Development Strategy, *Decentralization, Sustainable Local Development and Democratic Local Governance* represent key issues to be addressed in order to respond to existing country priorities and development challenges.

UNDP and UNIFEM in partnership with the Government of Moldova (State Chancellery) has launched the Joint Integrated Local Development Programme (JILD) and this project in order to improve the policy framework and support the administrative systems and procedures focused on efficient transfer of competencies to Local Public Administrations (LPAs), decentralization and promotion of LPAs' role in decision making.

2.2. Objective the assignment

According to ToR the overall objective of the consultancy services is to conduct an in-depth analysis and review of existing deconcentrated public services in the Republic of Moldova, from the perspective of their institutional and organizational arrangements and functionality, the level of accessibility and degree of citizens' satisfaction with deconcentrated public services provision, and capacities of the Territorial Divisions of the State Chancellery to manage and coordinate them efficiently, so as to provide recommendations for their optimization and improvement.

Assessment are focused on the following key issues:

- Analysis of deconcentrated public services themselves and provision of recommendations for the optimization of deconcentrated public services.
- Degree of citizens' accessibility and satisfaction with the deconcentrated public services directly connected to citizens and relevant for local governments (citizen survey).
- Analysis of the capacities of the Territorial Divisions of the State Chancellery (TDSC) to manage and coordinate deconcentrated public services and provision of recommendations for the improvement of the TDSC.

2.3. Terms and abbreviations

Table 1. Terms and abbreviations

Term, abbreviation	Description
ToR	Terms of Reference of the assignment
LPA	Local Public Administration
TDSC	Territorial Division of the State Chancellery
SEI	State Ecological Inspection
CSO	Civil Status Office
CSS	Civil Status Service
HRBA	The Human Rights Based Approach

2.4. Related documents and information sources

1. Regulation of structure of deconcentrated public organs of ministries, departments and other organs of central public administration Nr 735, of 16.062003
2. Law on Decentralization
3. Law on Local Public Administrations
4. Law on Local Public Finance
5. Law on Protection of Consumers Rights (No 105, March 13, 2003)
6. European Charter of Local Self Government
7. Framework for Channel Strategies. Delivering government services in new economy. Office of E-envoy, the United Kingdom 2001
8. National Strategy of consumer`s rights protection for 2008-2012
9. Vulnerable Groups: Taxonomy and possible policy decentralization implications in Moldova, draft 2010
10. The Human Rights Based Approach (HRBA)
11. Citizen`s Survey on Public Services Quality and Accessibility, Moldova (700 respondents)

3. Overall methodological framework

This chapter provides introduction to key concepts and methodological approaches relevant to the assignment.

3.1. What is a public function?

Every country including Moldova has an obligation of certain public responsibilities to be delivered within the limits of available public money.

These obligations are implemented in the format of public functions. This also defines the basis of public function.

Public function – responsibility of the central government or local governments, which public institutions undertake to meet the interests of citizens in specified areas using public finance.

Key attributes of public function

Every public function can be characterised by the following attributes:

- **legislator** – institution issuing a general, legislative act, such as national law (Parliament), regulation of central government (Cabinet of Ministers) and regulation of local governments (Municipal Council)
- **policy maker** – institution (legal public entity) which is responsible to define policy in a specific policy area (e.g. ministry, government agency, local government)
- **function holder** – institution which is responsible to ensure that a specific function is fulfilled (e.g. ministry, government agency, local government, or private entity (in case of delegation of function to private entity))
- **service financier** – central budget, special budget, local government budget, user fees
- **service provider** – institution that provides service
- **territorial service accessibility** – services related to the function are accessible through out the territory (centrally, in regional centers, in municipalities)
- **beneficiary** – client (general public, legal persons, public entities, businesses)

3.2. Types of functions

Analysing public functions from level and type of responsibility point of view we can distinguish the following types of public functions (see the Figure 1):

- Centralized functions
- Deconcentrated functions;
- Decentralized functions;
- Delegated Functions.

Short explanation of each of the type of functions follows.

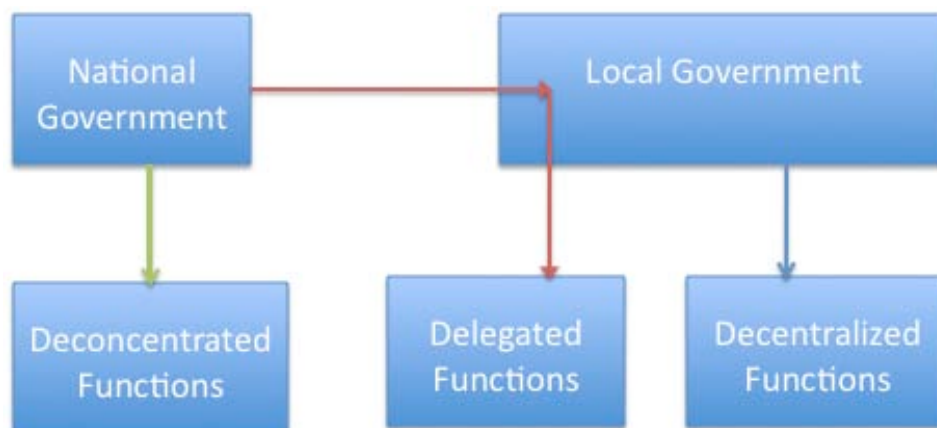


Figure 1. Functional delimitation between different levels of governments

3.2.1. Centralized Functions

Centralized functions is the category of public functions that **usually is organized predominantly at the national level**, expressing exclusively national interest, such as *country's defence, national security, foreign policy*, that in normal circumstances cannot be transferred to regional (rayon) or local councils.

Important part of centralized function's processes (policy formulation, administration, financing) are performed in the by central government. Policy formulation, administration of financing of centralized functions usually takes place at the centre. However delivery of the service in many cases is performed in localities though "deconcentrated" offices of ministries or service delivery is delegated to local governments under subordination of the "centre." Usually the main reason why public functions (or related services) are centralized is due to the fact that there is obvious national interest of people to have uniform and standardized level of service e.g. *food safety, law enforcement, construction standards, land cadastre*. Assuming that policy formulation for example for *food safety*, as well as administration and financing would be performed at sub-national level (local or regional level) that could result in different standards. That is not in the interest of people.

3.2.2. Deconcentration of Centralized Functions

Deconcentration is an allocation of administrative and financial responsibilities between different levels of central administration. Deconcentration allows service delivery locally. It means that the ministry delivers services though regional offices of the ministry.

An important part of central administration services is delivered locally in order to ensure service accessibility to citizens throughout the territory of the country. Usually such public services as *postal offices, tax administration, veterinary services, inspectorates, environmental protection agencies* are organized in order to ensure territorial accessibility of the centralized function.

3.2.3. Decentralized Functions

There are a number of public functions, which are organized exclusively or predominantly *locally*. In case of these services we can speak of their **decentralized organization and autonomous decision making at local level**. For many decentralized functions *decentralized organization* means policy making at local level, budgeting from local budget and administration by local public administration. It is not practical to decide and organize provision of such functions as *spatial planning or delivery of public utility services - water, sewage, public lighting, municipal heating, waste collection, management of cemeteries, parks and street maintenance* etc. from the national level.

This group of services is characterized by larger diversity of service provision depending on local circumstances. There is not necessarily same standard of service and modes of service delivery may vary between two municipalities. It may depend on will of people in particular locality, importance of the problem in the area and also availability of funds. Therefore decision making (public policy and financing) is autonomous from central government, is performed by elected officials in the municipal council and implementation of function is done by local public administrations.

However in some instances decentralized services delivery of is partly regulated by national standards (such as water safety norms) and partly regulated by the local council (infrastructure and tariffs). **In case of decentralized delivery of functions local governments are not subordinated to the central government.**

3.2.4. Delegated Functions

Not always the policy maker or “owner” of the function is implementing the function (or delivering the service) to the beneficiary. Substantial part of implementation of centralized functions is delegated to local governments (LPAs), for example, *administration and maintenance of schools and hospitals, and organization of social assistance to low-income groups*. **In case of delegated delivery of centralized functions local governments are subordinated according to the contract to the central government.** That means that in case of implementation of delegated functions local government has less autonomy, and operates as an agent of central government.

3.3. Multi level nature of functions

In the decentralization context it is important to understand that implementation of particular public function is not a uniform activity. In most instances policy formulation, administration of function, financing and implementation of function (service provision) is not in “hands” of the same public institution. Usually implementation of function and service provision is carried out by several public institutions (at central level by the particular ministry and at regional level by deconcentrated offices) or in some form of cooperation contract between responsible ministry and LPAs of 1st or 2nd level. It is called shared implementation of public function.

Table 2. Key Processes of Public Function

Public Policy Formulation	Administration by Function Owner (BackOffice)	Financing	Service Provision and Delivery (FrontOffice)
Defines Public Function	Organizes Implementation	Provides Finance	Implements Function / Delivers Public Service to Beneficiary
Concept Papers and Policy planning documents National Law Regulation of the Cabinet of Ministers Regulation of Munic. Council	Ministry Regional office of the ministry 1st level Local Government 2nd level Local Government	National Budget Local Budgets Private Finance	Deconcentrated and Decentralized Public Institutions Private Institutions with spec. service delivery channels (phone, web)

When the issue of service decentralization is raised, it should be recognized that almost always it is impossible to decentralize entire function. The reason for that is simple – function usually consists of many sub-functions as it is indicated further in Figure 2. And even implementation of sub-functions may be split between different public bodies. Only when particular sub-function is exclusively implemented by the last public entity in the whole implementation chain, we can talk about possibility for decentralization of function. For example in education sector decentralization decisions can cover issues of provision of teacher’s salaries and school maintenance. It is unlikely to decentralize entire function of education or sub-function of secondary education.

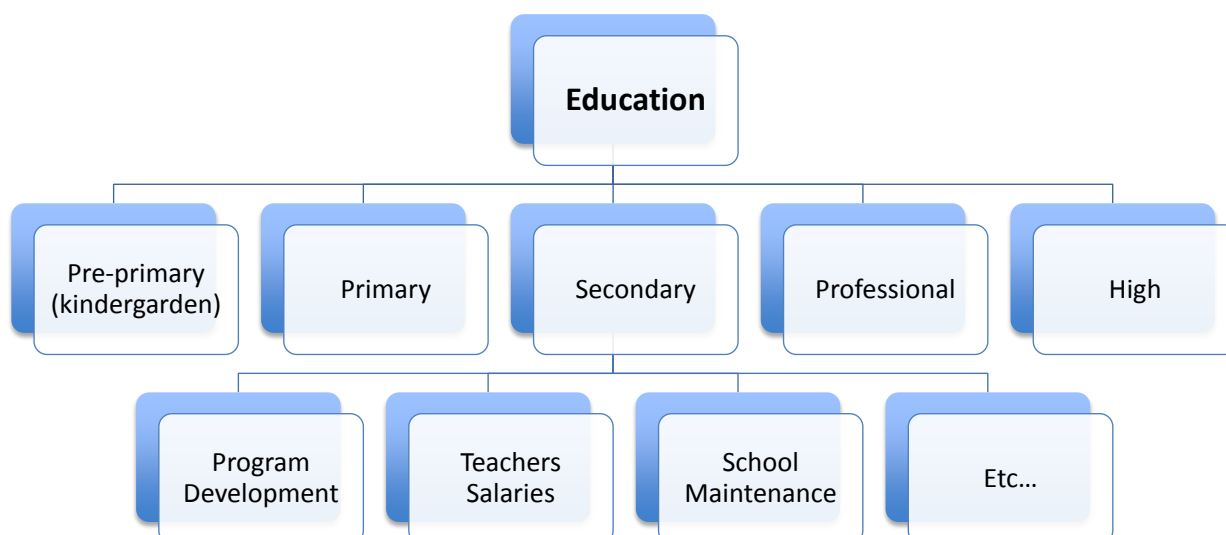


Figure 2. Indicative example - decomposition of "Education Function"

3.4. Guiding principles in decentralization debate

3.4.1. Client Expectations

Service Quality and Accessibility

Improvement of public service quality and accessibility is an ultimate objective and key driving factor of public sector modernization agenda. From this prospective decentralization could provide significant contribution for this objective (since decentralized services tend to be more responsive to people's needs).

Therefore one of the important criteria assessing potential candidates for services' decentralization is how this could affect service quality and accessibility. Answer to this question largely depends on nature of the service (e.g. service which is standardized and requires significant investments to ensure the appropriate level of quality most likely is not good candidate for decentralization).

Uniform standard of services

From client perspective for majority of services it is naturally to expect the same level of service quality all over the country. Therefore important aspect in decentralization debate is capacity of local government (LPA) to ensure uniform service standard.

3.4.2. Most of public functions are of shared responsibility

Concept of administrative and fiscal decentralization concerns shifting of public responsibilities closer to citizen. At the same time decentralization does not necessarily increase availability, quality and quantity of public goods.

Pure concept supposes, that competences of public authorities shall be exclusive. Exclusive competence (scope of rights and responsibilities) can belong to one of the authorities:

- national state;
- rayon (district) government (second level local public administration);
- local government (first level local public administration);
- private entity (legal or physical entity).

This concept is recommended by the European Charter of Local Self Government (Art.4, paragraph 4):

“Powers given to local authorities shall normally be full and exclusive. They may not be undermined or limited by another, central or regional authority except as provided by the law.”

However in reality almost all competences are shared as implementation of public function requires cooperation between both national and local level governments. It is unrealistic to transform all public functions to achieve exclusive status.

3.4.3. Subsidiarity Principle

In European Union the decentralization debate is usually linked to two general principles – **subsidiarity principle** and **proportionality principle**. Both of these principles are applied to seek optimal level of public power for execution of public function and service delivery.

Subsidiarity is an organizing principle that matters ought to be handled by the smallest, lowest or least centralized competent authority.

Public responsibilities shall generally be exercised, in preference, by those authorities, which are closest to citizen. Allocation of responsibility to another authority should weigh up extent and nature of the task and requirements of efficiency and economy. (Source: European Charter of Local Self Government (Art.4, Paragraph 3)

Subsidiarity principle usually suggests decentralization as preferable direction of distribution of public powers.

3.4.4. Proportionality Principle

Proportionality principle usually prefers minimization of administration (for example calls for greater discretion and less control).

Where powers are delegated to local authorities by a central or regional authority, local authorities shall, insofar as possible, be allowed discretion in adapting their exercise to local conditions.

3.4.5. Effectiveness & Efficiency

Efficiency (fulfillment of the function spending less resources) and effectiveness (getting more results with given amount of resources) are another very important aspect of decentralization debate. It is important to notice that efficiency/effectiveness arguments are part of subsidiarity test. If subsidiarity usually stimulate fragmented/decentralized organizational structures, then efficiency/ effectiveness facilitate centralization, unification where benefits of economies of scale could be observed. In the case when the efficiency/ effectiveness facilitate centralization, subsidiarity leads to centralization instead of decentralization.

3.5. Public Services Delivery Framework

Modernization of public services delivery is increasingly important topic in public sector modernization agenda both in developed and developing countries.

Many countries around the world have initiated programs and initiatives related to modernization of service delivery (e.g. the United Kingdom, Ireland, Latvia recently started similar initiative).

Typically service delivery initiatives deals with such topics as service standards and service delivery agreements, transforming public institutions to client-centric organizations, introduction of multichannel service delivery models, *one stop shop* service delivery principle, improving services availability, partnership and cooperation in service delivery etc.

In our opinion topic of service delivery is directly linked to the scope of this research (decentralization and deconcentration of public functions), because:

- Citizens benefit from public functions by means of the format services are being delivered.
- It is possible to improve territorial accessibility of public functions by means of introducing modern service delivery methods in many cases without change of competences between national and local public institutions.
- Service delivery aspect is one of criteria assessing optimal deconcentration level of specific public function.

Within this research we propose to introduce public service delivery framework, which will be used

- to add specific analysis criteria during assessment public function within this research;
- to set ground for further activities for improving quality and availability of public services and modernization of public service delivery model in Moldova.

3.5.1. Public service – form of realization of public function

We are introducing term “**public service**” in narrow meaning¹ - material or immaterial good which is provided by public institution and is related to public function of this institution in order to fulfil needs of society.

Therefore public service is a form of implementation (output) of public function.

For example, if task of public function is “to ensure social assistance to the specific social group”, then related public services could be:

- provision of information about available benefits through web and telephone;
- provision of regular benefits for disabled persons;
- provision of one-time benefit for new parents;
- provision of carrier consultations for unemployed persons;
- etc.

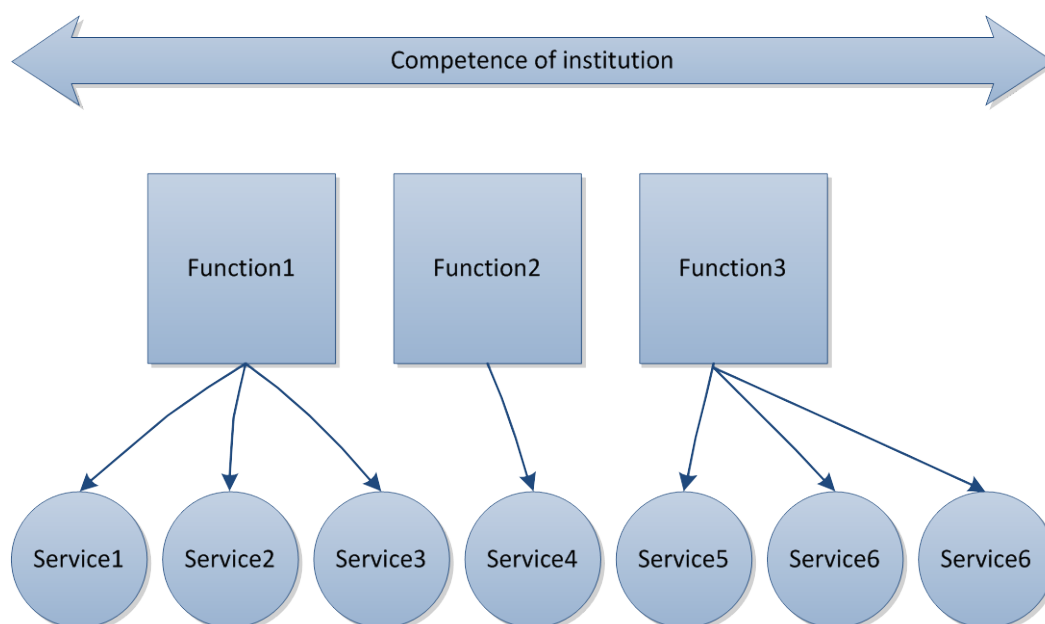


Figure 3. Public Service – Form of Implementation of Function

3.5.2. Public services – key factor in transforming public institutions towards client oriented organizations

Introducing of service dimension into public institution management approach allows introducing modern management and public service delivery principles in public sector:

- Outputs of institution should be defined and measured in terms of services
- It allows to introduce result based budgeting principles (performance budgeting)
- It promotes alignment of institution processes and structure according to client’s needs and priorities (not that of civil servants)

¹ Term “public service” in English has different meanings. Besides introduced meaning (goods related to public function) “public service means a) public sector in general, b) state as an employer c) synonym of term “public function”

3.5.3. Definition of public services

Typically each public institution has list of public functions and tasks, which are within the competence of institution.

Additionally to that each institution has to define what are specific services, which are related to functions.

Public services provided by institution have to be described in details (in the format of service standards and/or public service agreements).

3.5.4. Multi-channel service delivery model, client segmentation and channel strategy

According to modern service delivery principles (borrowed from private sector) the function/service owner can use different methods to deliver service to the client.

It means that service could be delivered using difference physical channels (e.g. face-to-face delivery, e-mail, web, telephone).

Additionally to that service owner can delegate (outsource) specific service delivery tasks to external organizations for example, other public institutions, banks, post offices, telecoms etc.

The best practice suggests, that each public institution has to conduct client segmentation (group clients according to clients' needs/preferences and other important characteristics) and determine channel strategy (which channels have to be used to deliver services to specific client segments). This is especially important with regard to vulnerable groups that have accessibility problems for one or the other reason. After identifying particular clients' group, there should be special approach, for example vulnerable people could be visited at their homes by the officials of deconcentrated offices.

Channel strategy development overview is illustrated by following picture (source - Framework for Channel Strategies. Delivering government services in new economy. Office of E-envoy, 2001)

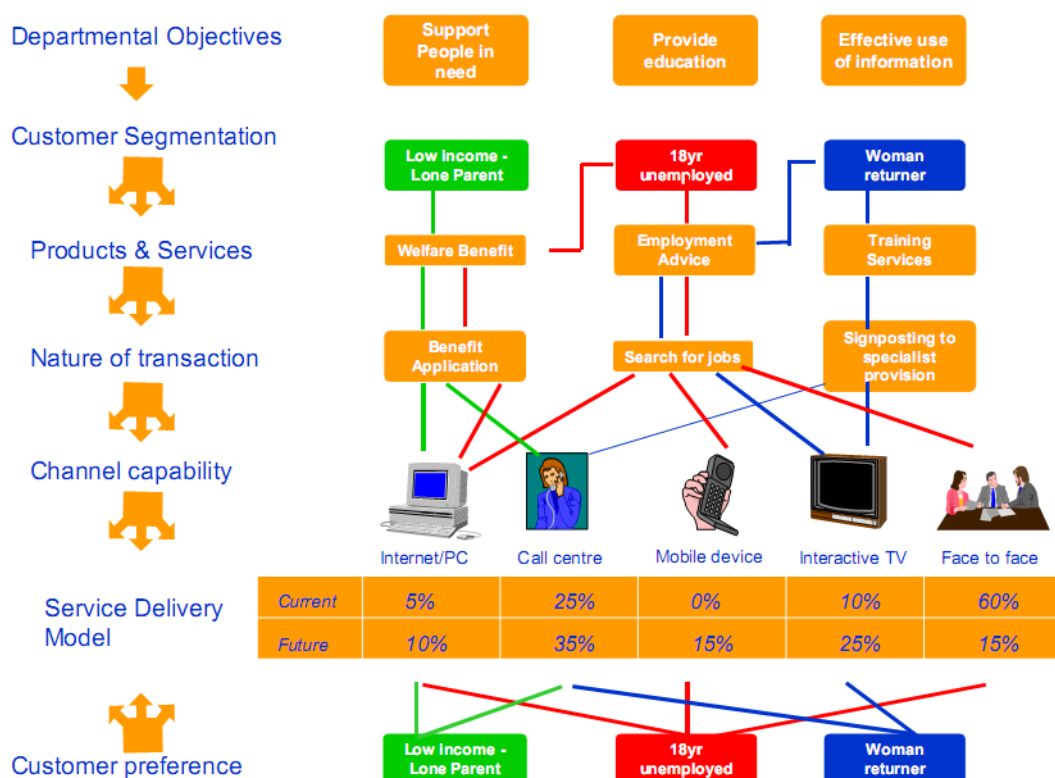


Figure 4. Channel Strategy Development

3.5.5. Separation of public function /service owner and service provider

As mentioned before, function/service owner can delegate (outsource) service provision to external organization. It means that not necessarily that function/service holder ensures service delivery himself. Function/service holder has to choose optimal delivery model taking into account client preferences,

expenses and other factors. If service holder delegates service provision to other organization it retains full responsibility to ensure the service to the client. Service provider just provides service to function/service holder according to agreement between them.

This plays very important role analysing issue of decentralization and deconcentration of public functions. For example, centralized institution (even not having regional offices) can ensure territorial accessibility of their services without decentralization and deconcentration, but by means of delegation service delivery tasks to municipal administrations (LPAs) or private organization with regional branches. In this case competence over function/service has not changed.

3.5.6. One-stop-shop service delivery

One-stop-shop service delivery means, that services of various institutions are available in one place. It is very convenient to clients and could significantly improve quality and accessibility of services. In order to implement this principle special service centres have to be established (there could be different approaches, described more in detail in the next Chapters). This should be taken into account analysing public functions' decentralization/ deconcentration issues.

4. Work Package A: Analysis of Deconcentrated Public Services

4.1. Approach and work done

4.1.1. A1: Identification of the deconcentrated public services and their mapping

The Government Regulation No 735, 16.05.2003 [1] of the Cabinet defines deconcentrated organs in the territory of Moldova that are subordinated under particular ministries (see Appendix B, Table 3).

From a functional and hierarchical point of view, they are under the authority and direct control of central administration. De-concentrated institutions of central public administration can either provide public services to beneficiaries, or exercise a monitoring, control and law enforcement role for certain decentralized services or other activities (such as, for example, environment protection). In this case the central public administration uses direct tools for management and control.

Within this activity we conducted research of the normative documents related to work of institutions that are listed in Regulation No 375 and identified list of the public functions provided by these institutions. As it is mentioned later in the findings we were not able to identify defined public services (in narrow meaning of this term) of institution.

Appendix C lays down list of functions provided by these deconcentrated institutions.

Appendix D provides information about location of offices of deconcentrated institutions.

4.1.2. A2: Service grouping

According to the ToR of the assignment we conducted inventory of deconcentrated functions, that are listed by the Government Regulation, to provide grouping of deconcentrated functions into 2 categories:

- - Deconcentrated institution/functions that are connected to the activities of local public authorities
- - Deconcentrated institution/functions with limited relevance for LPAs.

In the context of this project – **services not related to LPAs** are those, for which

- Local governments do not take part in decision making;
- LPAs do not finance any activities of deconcentrated services;
- LPAs are not involved as services providers (agents) of central government.

The result of institutions/function grouping is reflected in the following table.

Table 3. Identification of Relationships between Local Public Administrations in and Deconcentrated State Institutions

Deconcentrated State Institution	Policy Making	Financing	Policy Implementation /Administration
Principal Office of Financial Control and Audit	C	C	DC
Rayon/Municipal Veterinary Sanitary and Food Safety Office of animal origin products	C	C	DC
Rayon/Municipal Offices of Phytosanitary Control and Seed Control and Phytosanitary offices of control of imported products	C	C	DC
State Inspection of Technical supervision "Intehagro"*	C	C	DC
Territorial Offices of Agricultural Interventions and Paying	C	C	DC

Deconcentrated State Institution	Policy Making	Financing	Policy Implementation /Administration
Agency			
Ecological Agency	C	C	DC
Ecological Inspection	C	C	DC + L
State Construction Inspection	C	C	DC + L
Territorial Agency of Employment	C	C	DC
Territorial Inspection of Labor	C	C	DC
Local Fund of Social Assistance	C+L	L	L
Territorial Treasury of Social Insurance	C	C	DC
Chief Statistical Office / branches	C	C	DC
Territorial Bureau of State Defense *	C	C	DC
State Transport Police Commissariat	C	C	DC
Police Commissariat, including Municipal Police	C	C+L	DC
Offices of Civil Emergency Defense	C	C	DC
Regional Offices of Investigation of Crime	C	C	DC
Defense Centre (Военный центр)	C	C	DC
Chief Territorial Offices of Fight with Corruption and Economic Crime	C	C	DC
Civil Status Office	C	C	DC + L
Territorial Office of State Registration Chamber *	C	C	DC
Territorial Divisions of State Chancellery	C	C	DC

Therefore for further Analysis we selected the following institutions providing deconcentrated functions:

- Municipal police;
- Civil status office;
- Ecological agency;
- State construction inspection;

Delivery of some deconcentrated services is closely linked to activities of local public administrations or service delivery is shared between deconcentrated offices of ministries and respective local public administrations.

In these instances local public administrations either

- Take part in decision making and administration of services delivery (e.g. Local social assistance fund, Ecological agency, State construction inspection and Civil status office), or
- Has responsibility of partial financing of the service provision (Municipal police)

In past some of these services also have been delivered by LPAs (e.g. Civil status office), and later have become state deconcentrated organ.

Additionally to mentioned institutions we also considered Local Fund of Social Assistance and Territorial Treasury of Social Insurance as “candidates” for deconcentrated institutions connected of LPA.

After detailed investigation we discovered that **Local Fund of Social Assistance** actually is part of second level local administrations. Representatives of TDSC participate in the work of local fund and they have right to approve decisions of the fund. Such form of supervision cannot be considered as deconcentration, therefore **Local Funds of Social Assistance should be considered as decentralized institutions** and should not be included in the detailed assessment according ToR.

Territorial and Central Treasuries of Social Insurance ensure benefits and allowances on their own without participation or coordination with LPAs. Therefore they should not be included in detailed assessment due to this reason.

4.1.3. A3: Analysis of selected deconcentrated institutions

According to ToR of this assignment we conducted detailed assessment of selected institutions/functions by means of

- Studying of normative documents related to work of these institutions;
- Conducting survey of these institutions (sending questionnaire)
- Contacting institutions by phone
- Visiting several institutions and conducting in depth interviews with representatives of these institutions.

Analysis of selected deconcentrated institutions includes the following aspects (according to ToR):

- Legal position, administrative status, territorial coverage, organizational structure (e.g. part of the ministry, separate agency, budgetary unit, managing contracted service providers; internal organizational structure)
- Modes of operation: administrative capacity (staff, buildings and other assets, level of IT equipment and usage, forms of communication channels)
- Involvement in national policy making and influence on ministerial decisions in planning, managing administrative issues,
- Regulatory powers: influence on setting rules and norms, audit, control, technical supervision of service performance, monitoring, evaluation, information collection and dissemination
- Financial powers: special powers in fund allocation; setting and collecting public revenues; fiscal planning autonomy; managing deconcentrated funds (ministry budget appropriations or extra-budgetary funds)
- Direct relations with citizens, customer protection role, role in public information collection and dissemination

To describe above mentioned parameters for every of selected deconcentrated office we prepared detailed profiles (descriptions) of each reviewed institution (see Appendix B, Profiles of Institutions, Sections B1-B4).

4.2. Key findings

Most of deconcentrated organs are territorial branches of central institutions with very little autonomy

In general deconcentrated organs are just internal organizational structures providing the services. Practically everything is determined from the centre, including:

- Finance and budgeting;
- Operational instructions, rules and norms,
- Personnel hiring;
- Coordination mechanisms etc.

Therefore deconcentrated organs practically have no policy-making power apart from prescribed regulatory power in the limits of national legislation and sectoral policy

Deconcentrated organs have very limited financial autonomy. They are financed from the state budget, but have autonomous balance. Some services are paid services for which tariffs (fee) are regulated by the state normatives. Deconcentrated organs may apply penalties. Collected fees from paid services and collected finance from penalties is transferred to the account of central office of deconcentrated services and forms part of annual budget.

Some of the institutions (e.g. Civil Status Office) believe, that if they would have more autonomy, and could keep part of collected finance, the quality of their services could be better.

Delegating more powers (together with responsibilities) to the territorial offices of the institutions, introduction of result oriented budgeting and management principles could be one of the methods how to improve the effectiveness of the public function delivery in the regions.

Most of deconcentrated organs are underfinanced

Insufficient budgeting was one of the key problems mentioned by several organs. It means that institution should look for new more effective ways how to ensure their services in more efficient way (introduction of alternative remote channels as well as consolidation of various offices under “umbrella” of *one stop shop* (client service) could be considered as a one of the solutions).

Connections of deconcentrated organs with local governments are rather weak

Although in some cases deconcentrated organs coordinates their activities with local governments, in general their connections with central institutions are more tight. As an only exception should be Municipal police, which is operationally and organizationally part of centralized Police service at the same time it is financed by local government and they coordinate their work very closely with local government.

Concept of public services is not formally defined in normative documents and is used in different meanings

As mentioned in previous Chapters, public service could be considered as a tangible form of public function. According to modern public sector modernization approach public institution responsible for function should define the related public services and design optimal way how to deliver these services to the beneficiaries (so called “channel strategy”).

Based on our assessment we can conclude, despite that term “public service” is often used in verbal communication and even in official documents, it has no precise meaning in legal sense. In most cases the term “public service” is used as a synonym to “public function”.

Our opinion is that introduction of concept of public service in legal documents is one of the key prerequisites of successful implementation of eventual public function/service delivery modernization initiative.

There is no common list of centralized public functions

There have been some attempts to define common list of public functions/services. The common and officially accepted list (inventory) of public functions (with clearly identified centralized, delegated, deconcentrated and decentralized services) is crucial for defining priorities and budgeting, for decentralization debate as well as eventual service delivery modernization initiatives.

Currently there is no such inventory. It is possible to identify functions of the institutions from their reglaments (we have applied that approach in our study), but since every institution has defined their functions in different level of detail and meaning, this list is not very usable.

Although this issue relates to broader context (not only to the topic of deconcentrated functions), we strongly recommend to define common list of public functions (and services in the future) in order to provide common framework than could later serve for different public sector modernization initiatives.

Territorial distribution of deconcentrated organs is uneven

Appendix D provides information on location of offices (branches, institutional organs) in the regions. Summary of this information is given in the following figure. Some towns such as Chisinau, Balti, Orhei, Edinet, Cahul and others, that fulfill function of regional centers provide the largest part of all deconcentrated services (~18 institutions), while other towns and localities provide just part of the services (~8-10 institutions).

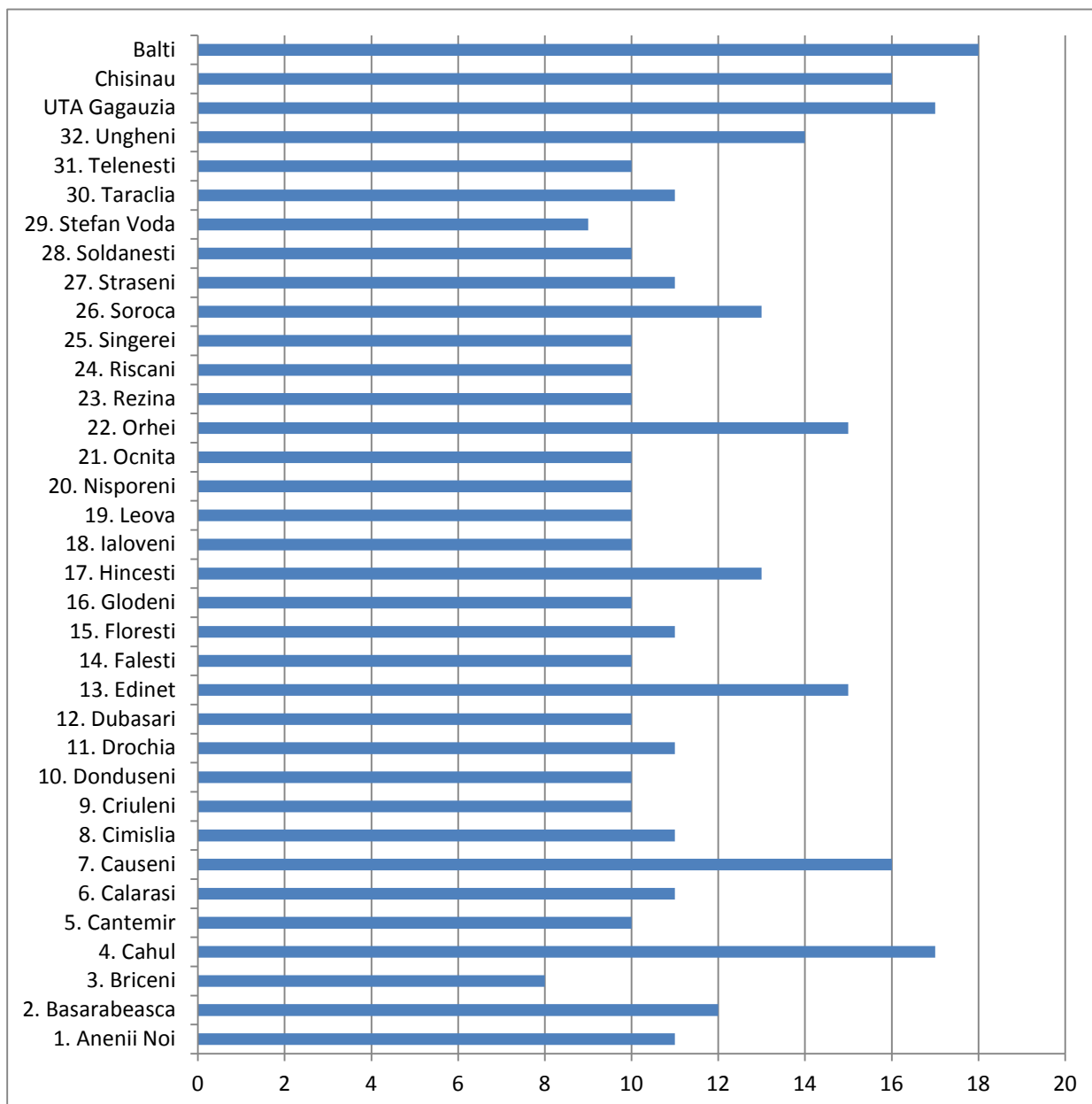


Figure 5. Number of deconcentrated offices in the regions

There is significant overlapping of networks of deconcentrated institutions – potential for resource sharing

At the same time if we look to the distribution of deconcentrated offices, we can notice significant overlapping of location and placement of these offices. Each region (rayon) has decentralized offices of at least of 8-10 institutions. Currently each institution ensures support of their deconcentrated offices on their own (even when offices are located in one building). From efficiency point of view (as well as from client’s perspective) it could be logically to look for inter-ministerial cooperation and resource sharing possibilities among institutions providing deconcentrated functions.

4.3. Recommendations

Define public service delivery modernization as priority objective supplementing decentralization initiative (program)

As mentioned in previous Chapter, modernization of public service delivery currently (e.g. multichannel service delivery, one-stop-shop principle, usage of electronic channels etc) is one of the key issue in the agenda of public government modernization in many countries.

One can argue, that current administrative capacity and readiness of Moldova public institutions do not allow to address service delivery modernization challenges and it is more important to focus on decentralization and territorial reform issues.

Our opinion is opposite. We believe that implementation public service delivery modernization initiative is very important not only to ensure particular objectives of services delivery modernization (quality and accessibility of public services, including vulnerable groups), but also it could facilitate successful realization of decentralization initiative and territorial reform.

The rationale behind this statement is following:

- Separation of function ownership and service delivery mechanism could help to avoid negative effects of territorial reform. In many cases it is not of crucial importance at which governance level to locate responsibility of decision making for the particular function. More important is that there is designed service delivery mechanism which ensures broader accessibility and quality of services where people need, e.g. cooperation with LPAs, “mobile” one stop-shops, cooperation with post offices or banks, usage of electronic service delivery.
- Introduction of remote service delivery methods (internet, telephone etc) could significantly reduce necessity to invest in physical facilities (e.g. buildings, offices, furniture).
- Although it could require initial investments, in general it could yield economic benefits.

Further in this chapter we will elaborate more in detail on specific tasks, which should be implemented as part of eventual public service modernization initiative.

Service definition – determine outputs of functions

Definition and description of public services is the basis for service delivery modernization. We recommend to introduce the *concept of public service* (in specific narrow meaning of the word), which mean tangible output of public function (see Chapter 3.5.1 for details).

In practice it means the following:

- Each institution (function holder) has to review their functions and define by means of which services these functions will be fulfilled. List of provided services has to be formulated in the reglament of the particular institution;
- Function holder has to prepare description of the service (including accessibility and quality parameters) and make it public (as a kind of public promise to society).

Appropriate normative acts and guidelines have to be prepared in order to realize this task.

Client segmentation and multichannel strategy

We propose to introduce *multichannel service delivery concept* in the work of institutions (see Chapter 3.5.4 for details).

In practice it means that each institution (function holder) has to accomplish following tasks:

- Conduct client segmentation - analyze character and needs of beneficiaries of their services and provide grouping of the clients based on some important parameter;
- Analyze various service delivery options (e.g. face to face, internet, through LPAs etc.) and choose the optimal set of service delivery channels based on
 - Client segments’ preferences (e.g. elderly people most probably will prefer face-to-face delivery, while students and educated intelligence would prefer internet),

- Special channel strategy should be designed to specific vulnerable groups, taking into account particular needs every client group,
- Expenses of specific delivery channels and “demand” for specific services/channels (e.g., it is not reasonable to invest in development of expensive internet solution, which will be used by few clients only).

Facilitation of remote access channels – internet, telephone, etc.

According to experience of other countries and partnership experience with private sector (e.g. banks) cost of service delivery transaction using remote channels is many times lower than using traditional face-to-face method. In addition using remote channels requires significantly less time to the client if compared to physical visit of office that provides service. Thus remote channels could significantly reduce administrative burden to society.

Therefore it is very important to facilitate at all administrative levels more extensive use of remote service delivery channels.

Development of remote service delivery channels directly influences both topics of development of deconcentrated offices as well decentralization debate. If we successfully develop remote channels, probably there is no need to invest very much in development of offices of deconcentrated institutions as well it could lighten issues connected with territorial reform and decentralization.

Though this option is not only matter of cost efficiency. Remote access channels are very important alternative, when choosing appropriate services delivery channel with regard to vulnerable groups, which have difficulties to access public services using face-to-face method. However not in all situations internet or telephone service option is the best solution to entire group of individuals. Each public service provider should have clearly formulated service provision policy and make individual choices on how to better serve people of vulnerable groups. In some instances visiting client (for example disabled person) at home is the only possible option.

Cooperation/outsourcing of service delivery tasks to local governments and/or private bodies (e.g. post offices as service providers)

Another very important impact of introduction of multichannel service delivery principle to institutions providing deconcentrated services is possibility to minimize/abandon their network of territorial offices.

In order to ensure services accessibility all over the country, instead of building their own network of regional offices, government institutions could

- cooperate in service delivery, or
- outsource service delivery tasks to LPAs and/or
- private bodies like post offices, banks etc.

It is considered as delegation of function to other entity (public or private), if only few specific tasks connected with client contacts are handed over to service providers (for example receiving clients service applications, or delivery of service results).

Therefore cooperation/outsourcing option should be considered as a one of the option of service delivery during definition of channel strategy.

Introducing one-stop-shop principle in service delivery

Introduction of one-stop-shop principle should become one of the ultimate goals for service delivery modernization initiative (program). In practice it means that client could receive all public services (both central and local government) in one place – client service centre.

There could be two alternative strategies of building client service centers:

- Local government becomes universal client service centre both for decentralized and deconcentrated services;
- Consolidation of front offices of deconcentrated institutions in order to deliver services of central government.

Important prerequisite of introduction of one-stop-shop principle is separation of front-office and back-office operations, which is connected with reengineering of all processes connected with service delivery.

Management and coordination of service delivery modernization activities, necessity for change champion

In order to implement service delivery modernization as described above it is necessary to manage and coordinate this process. Our recommendation that State Chancellery could become coordinator (policy “champion”) of this process. The eventual role of State Chancellery in service delivery modernization initiate is analyzed in more detail in Chapter 6.

5. Work Package B: Survey on citizen's accessibility and satisfaction with deconcentrated public services

5.1. Key Findings

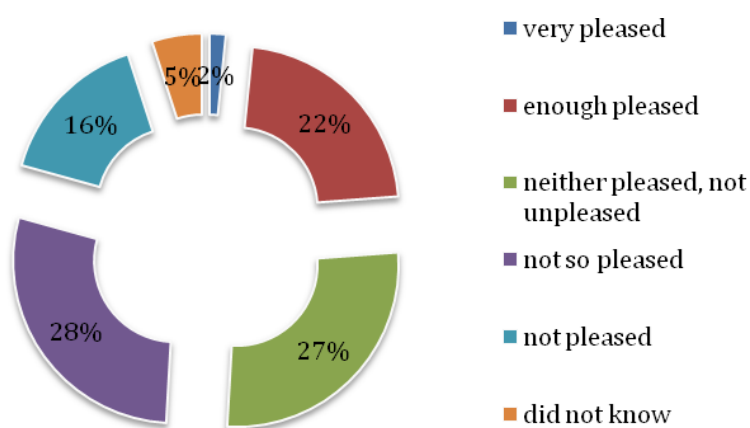
5.1.1. General Citizen's Satisfaction with Public Institutions

According to TOR a survey was performed to evaluate beneficiaries' satisfaction level with the quality of current services and their management, particularly focusing on the vulnerable groups. For deconcentrated services that are related to LPAs, research was performed on different aspects of deconcentrated services management (legislation in the field, quality standards, consumers' rights, service activity timetable, public services' budgeting and financial reports, tariffs).

Citizen Survey indicates negative general perception regarding public services accessibility

Figure 5.1. indicates general satisfaction level with public institutions performance (both state and LPAs). The number of satisfied (very pleased and enough pleased) totals 24% is smaller than total number of dissatisfied (includes both – not so pleased and not pleased) - 44%. That is an indication of low quality of public services in general and calls for need to change philosophy of public services delivery of state institutions and local public administrations.

Figure 5.1. Satisfaction level of population towards the activity of the public institutions

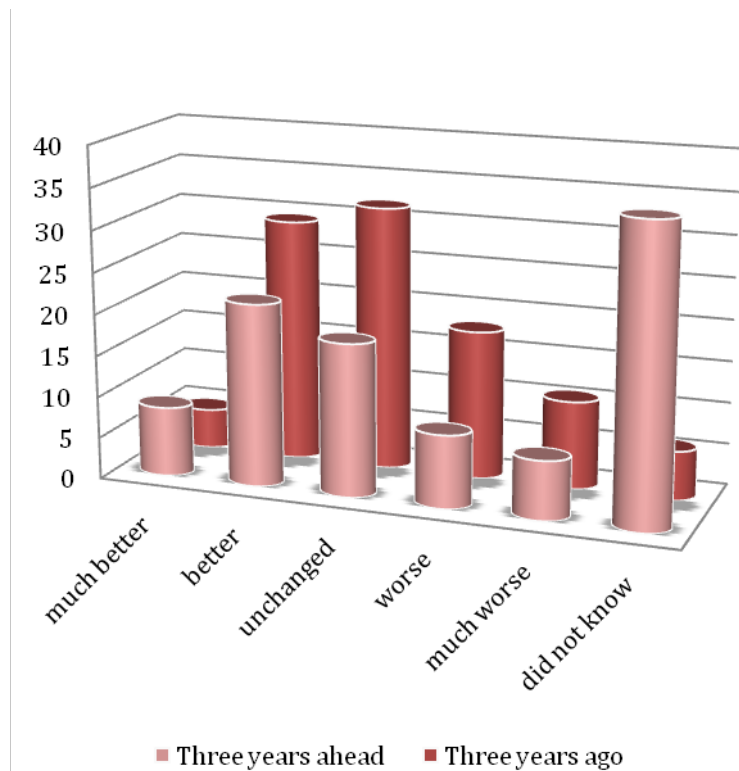


Source: Questionnaire Data Base

Figures 5.2 and 5.3. indicate opinion of citizens on how perception of public services have changed over time and what is expectation of services quality in future.

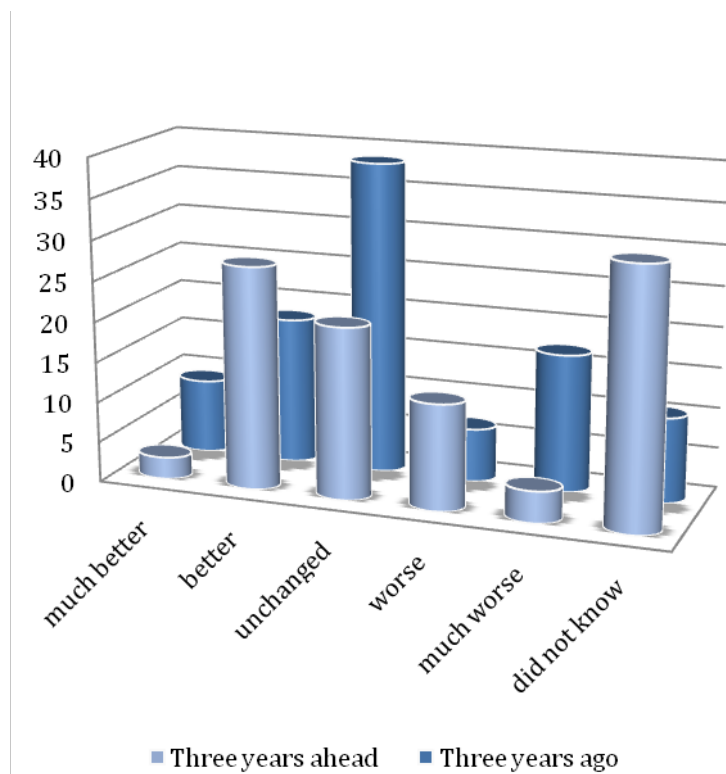
An example of two groups of inhabitants is chosen – perception of people belonging to Orthodox Church and perceptions of people from the other religions. It can be observed that inhabitants belonging to other religions (minorities) have more positive expectation regarding improvements in public services than it is in relation to representatives of religious majority - supporters of Moldova Orthodox Church.

Figure 5.2. The appreciation of the way the public institution function in the Republic of Moldova, by the population with orthodox religion (percentage)



Source: Questionnaire Data

Figure 5.3. The appreciation of the way the public institution functions in the Republic of Moldova, by the population with other religion then orthodox (percentage)



Source: Questionnaire Data

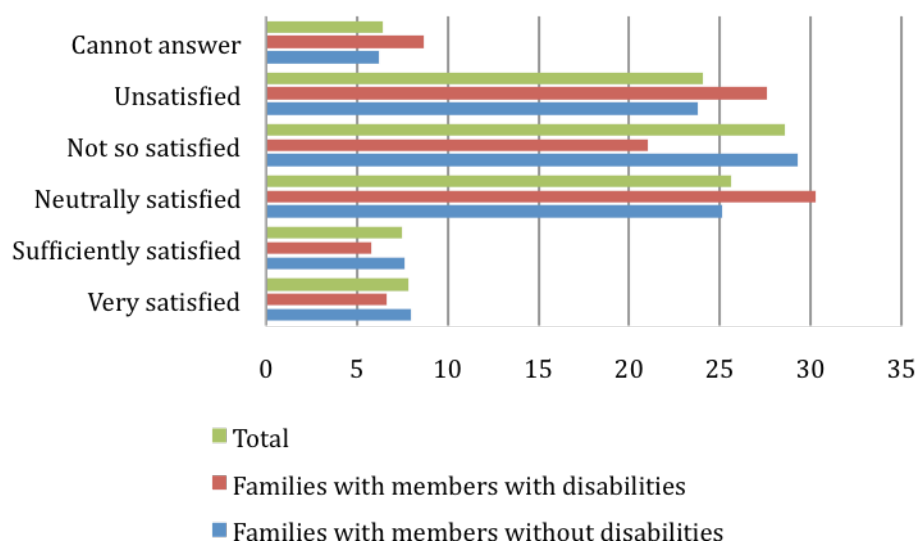
Critically accessing survey results one must say that not always answers are based on personal opinion of respondents, partly they could be influenced by indirect information and media influence. However general opinion of services accessibility is predominantly negative, that is influenced by such factors as working hours, time spent to solve particular issues, general service level towards client, incident management.

General assessment of the situation clearly calls for public services reform in the country. It is up to the Parliament and the Government to decide on the need of such reform.

Survey indicated bottlenecks in accessibility of service delivery in individual institutions. For example, Civil Status Offices offer broad spectrum of paid services even including basic services state is obliged to supply. In order to receive a certificate in reasonable time clients have to pay very high tariffs (more in Appendix B.4.). Partly this can be explained by little progress in improving public registers' work, where still exist different personal data regarding same person. However this situation clearly indicates the need to improve client service.

The general public opinion is that Civil Status Offices are not oriented to the clients' needs

Figure 5.4 The appreciation of the accessibility of the Civil Status Office



Source: Questionnaire Data

There is rather negative attitude towards Civil Status Offices (Figure 5.4.) that indicate insufficient respect towards interests of clients. Interviews indicated that people are not satisfied with appearance of different recording of their names and surnames in public registers. In this occasion state deconcentrated offices do not respond sufficiently effectively to the needs of people.

In order to improve situation operation of public registers must be improved. It is primary task of the government. However issue of more friendly service delivery could be achieved by decentralization of the service delivery. This service could be delivered by LPAs, under condition that 2nd level LPAs would be ensured with access to public registers.

After improvement of data recording in public registers, issue of transferring functions of Civil Status Offices to LPAs could be raised.

Subsidiarity test should be applied in solving this issue. Service should stay in the competence of state, only is that is justified by efficiency and effectiveness concerns and also due to size of the service. Therefore before taking decision, cost assessment of both scenarios should be made as well as service delivery quality concerns. If this assessment will indicate that under state subordination these services are more efficient, then issue of decentralization should be set back.

5.1.2. Ensuring Equal Opportunities to All

According to TOR, the survey provided information regarding access to services by different categories of beneficiaries, with a special focus on vulnerable and marginalized groups to deconcentrated public services (e.g. in social support, civil status registry).

Quality of Public Services can be characterised by achievement of equal opportunities to vulnerable and minority groups of society. Equally important is issue of gender equality and provision of equal opportunities.

In the framework of Citizen's Survey questions were asked in order to receive opinion of citizens regarding these issues.

To have a full picture, general opinion of the society should be complemented with broad spectrum of opinions of vulnerable groups, minorities and gender equality activists. Opinion of society when complemented with the opinion of researchers would allow assessment of the results from different angles and viewpoints.

In order to improve service delivery of deconcentrated offices the priority issue is to change philosophy and framework of public services delivery systems. It appears that changes in focus from institution-based policies to policies that oriented to the needs of client, will require segmentation of client groups according to several characteristics. In this respect – issues of vulnerable groups and minorities are twofold - it is not only issue of equal opportunities to these people in service provision but also issue of equal opportunities to access public services.

However this analysis provides judgement on issues of equal opportunities from the perception of society in general. When providing judgement of the responses and results of survey it should be taken into account that not necessarily public opinion is based on direct experience of the respondents themselves, equally likely it can be generated by indirect information reflected in the public media or influenced by opinions of surrounded people regarding inequality and signs of discrimination.

Though survey indicates certain deviations – in some areas respondents see stronger signs of unequal treatment than others. This relative comparison indicates which areas of public services are likely to have more problems than the others, therefore this information could be used to determine needs to be analysed further.

The dominant opinion is that the problem of assuring equal opportunities is not characteristic in Moldova state and municipal insitutions

Survey indicated the society in general does not find severe problems with regard to minority groups or gender groups. The legislation guarranties equal rights, and there are no visible violations of these rights that would provoke the sociiety to respond. However there persist a need for gathering more information on violation of equality rights and explain identified problems. That could be better achieved not by means of general citizen's survey, but rather by focus groups interviews that are targeted to minority groups.

Religious minorities (Q14)

The overwhelming opinion of the society is that religious minorities have equal opportunities in all spectrum of public services - close to 90% of people perceive that oppotunities are the same. Slight deviation can be identified regarding services provided by Social Assistance Fund, where minorities indicate lesser accessibility (service is less accessible 8,7% of cases, in comparison to 5-6% in other public institutions). Though it cannot be excluded that such perception can be influenced by different age structure, rather than be an evidence of real discrimination. Deviations are not recorded in the area of services provided by local public administrations. Survey also indicates that attitude towards religious minorities is gradually improving (see comparison of Figure 5.2 and Figure 5.3.).

Roma (Q15)

The opinion that public services are less accessible to Roma people is rather prevailing. Citizen's survey indicates that for some reason services are less accessible to this minority (this indicator in average is 17,7% - for the group of LPAs, it is higher for the group of functions of state deconcentrated services).

Local Social Assistance fund indicates again greater problems - 22,7% of respondents recognized restricted accessibility to Roma minority. Similar opinion are characterised also by 20,2% of respondents regarding problems in Civil Status Office.

Survey indicated that there is a possibility of unequal treatment versus Roma people in deconcentrated offices

There is a need to address these issues in the first instance. Though it is not only matter of formalized attitude of personnel in the offices. LPAs should pay more attention to the integration of Roma people in the society, including issues of education and employment.

Other Ethnic Minorities (Q16)

In territories such as Transnistria, the main ethnic group Moldovans in certain way have become minority, their rights and opportunities are restricted. Though survey of our research does not cover these problems. However there are also other ethnicities in the territory of Moldova, such as Russians, Ukrainians, Jews and others for which the survey indicated different opinion. In general the society does not feel indications of unequal treatment with regards to these minorities. Results are similar for the religious minorities. Also in this situation 8,7% of respondents indicated difficulties with access to services that are linked to local Social Assistance Funds. Some degree of difficulties people also find in the areas of culture and sports.

Elderly people (Q17)

Significant part of respondents thinks that public services are less accessible. 20,5-26,8% of responses indicated limitation of accessibility to this social group. That could indicate that significant part of responses might characterise not necessarily only accessibility, but also actual utilization of the service. Some respondents indicated that elderly people use less services provided by Environmental Inspection and State Tax Inspection.

In the same time accessibility limitations to elderly people in some institutions could be caused by physical obstacles (such as staircases, office location in upper floors of the buildings etc.) That could indicate that there is a need to consider improvement of facilities, that would facilitate accessibility and make service more convenient at the client service centres.

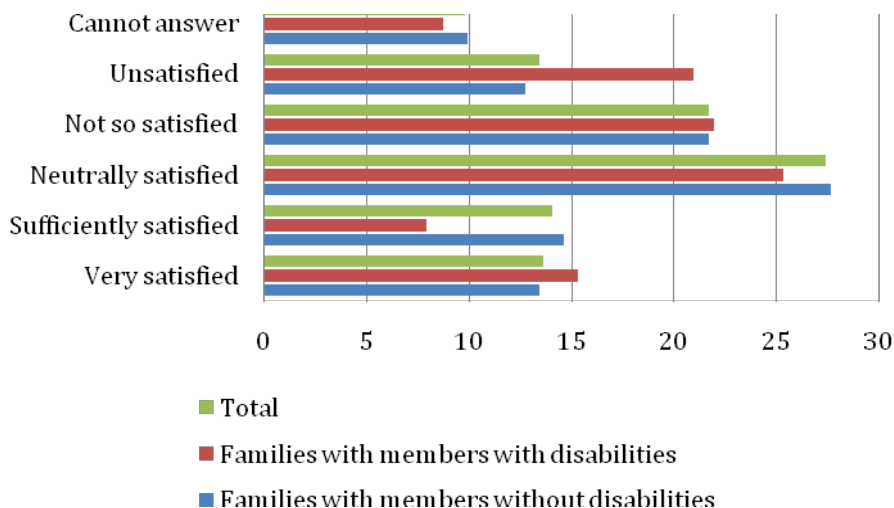
People with disabilities (Q18)

In this case opinion of the society clearly indicate that current service provision system is not friendly to people with disabilities. 30,6-39,2% of respondents indicated to accessibility obstacles to different service groups. That also indicates that there is substantially less employment of this group in business, sports and other areas.

This category of responses provides an evidence that current service provision system is designed focusing on needs and convenience of the service providers - civil servants and has insufficient focus on general needs of clients, as well as specific needs or narrow client groups, who have specific needs and interests.

What concerns state deconcentrated inspections - households with disabled people have more negative perception of this group of services than the rest of families. Situation is different with regard to Local Fund of Social Assistance funds - that characterises accessibility (Figure 5.5.).

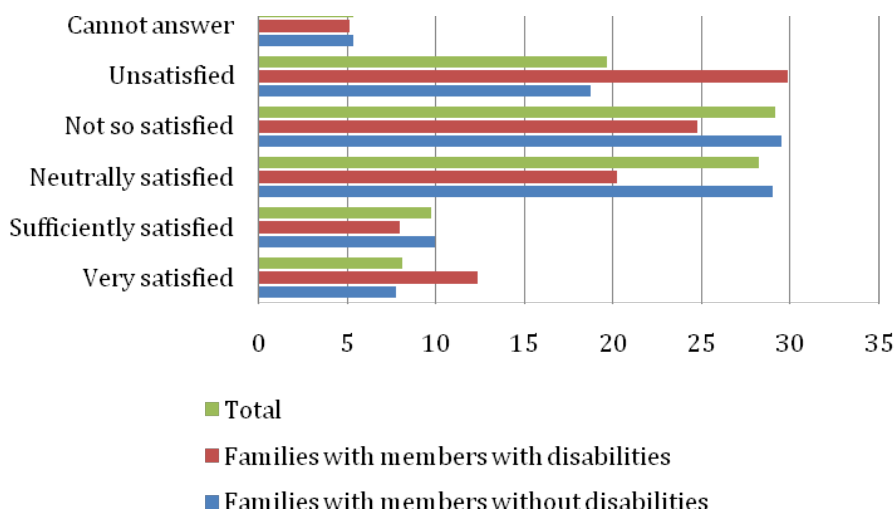
Figure 5.5. The appreciation of the accessibility of the Local Fund of Social Assistance of the Population



Source: Questionnaire Data

The same is true for Police Commissariats (Figure 5.6), with their services households with disabled persons are less satisfied.

Figure 5.6. The appreciation of the accessibility of the Police Commissariat including the Municipal Police



Source: Questionnaire Data

There is an opinion that disabled persons have accessibility problems in state deconcentrated offices and LPAs.

To address this problem it is advisable to consider design of national program that facilitates accessibility targeted to disabled persons.

NGOs and disabled persons groups might play an important role in addressing this problem. Cooperation between these citizen’s groups, responsible ministry and LPAs might allow identifying bottlenecks and issues that should be solved in the first instance.

Gender Equality (Q19)

Survey does not reflect serious problems in gender equality. There are twice as many people who consider that women have preference in accessing services, than those with different opinion regarding accessibility to men.

Deviation has been identified in the case of construction inspection. In this case the responses are influenced with lesser involvement of women in construction process, like it is with elderly people.

Legislation envisages respect to human rights and equal opportunities.

However assessment of several deconcentrated offices indicated that there are no special programs with regard to assurance of equal opportunities. Offices are busy with implementation of defined functions by respective laws, but are rather negligent in providing better service level with regard to specific client groups.

Most of deconcentrated offices do not have administrative policies that are oriented in assuring equal opportunities

Though there are some exceptions. For example the police commissariats have internal policies with regard to assuring equal opportunities to women and men.

Constitution of the Republic of Moldova and laws guarantees protection of fundamental rights. There is observable progress in implementing these rights in practice. The adoption of Law ensuring the equal opportunities between women and men No 5-XVI , 09.02.2006, the Regulation of Governmental Commission for equality between women and men, approved by the Decision of Government No 895 , 07.08.2006 had contributed essentially to establishing the specific legal-normative framework in this sphere.

Thus, the management of Ministry of Internal Affairs supports the hiring of women in police, for the functions of command unit (officers) and soldiery staff (sub officers). Concurrent, women are promoted to management positions.

For the compliance with Article 34 of Police law nr. 416-XII , 18 December 1990, family members of the deceased officers, who were on duty, benefit of the state compulsory insurance.

Additionally, for the purpose of social protection of the families of internal affairs institutions officers, deceased on duty, is done a strict record keeping of the nominated category of persons, granting the necessary aid.

Another action of the activity of internal affairs institutions in the sphere of promoting the gender equality in society consists in a set of measures, meant to prevent and combat the violence in family, which appears as a consequence of gender discrimination in family (Appendix B3).

There is also progress in training of police personnel with regard to assuring gender equality in police.

In order to achieve changes of general attitude in all institutions, there is a need to have policy change in general.

The prerequisite for equal opportunities policy is the decision to reorganize public services focusing them to client needs.

It is unlikely that each institution will have stimulus to analyse each client group individually unless there is imposed principal decision – to focus services to the client, or more specifically to the vulnerable groups. In our view further improvements do not depend so much of normatives or standards imposed to service providers as from formulated general services provision policy with the logic of assuring quality in service delivery.

The interests of vulnerable groups and their specific requests related to accessibility should be identified in the client segmentation process individually to each of type of public service.

Survey indicates that there are some problems which cannot be further delayed and wait until general services modernization reform is started. Therefore improvements to individual groups should be started immediately.

Improvement of service provision should be primarily focused to Roma people and disabled people irrespective of start-up of Public Services Moderization reform.

5.1.3. Awareness and Informing Level Regarding Consumer's Rights

According to TOR survey provided information about level of population awareness about their rights with regards to deconcentrated public services (equitable access to information, decision-taking, compensations and indemnities, proposals' submission, etc.) and the way these rights were enforced.

Legislation envisages assurance of consumers' rights

Section 1.01 of the **Law on Protection of Consumers' Rights** (No 105, March 13, 2003) defines legal basis of state protection to consumers.

The law is focused on services that are delivered by commercial agents (businesses). The context of the law does not reflect on obligations to customers (clients) of state institutions or LPAs as service providers.

The policy regarding consumer's rights protection is determined by "National Strategy of consumer's rights protection for 2008-2012", a document corresponding to Moldovan consumers' demands. The most frequent infringements registered by consumers refer to product's expiry date and the absence of correspondence certificates of economical agents.

There is a political decision to modernize system of consumer's rights. It is envisaged to adopt 20 EC directives related to protection of consumer's rights in 5 years period.

However activities of deconcentrated offices are not analyzed though this approach.

Legislation envisages possibility to receive compensation in cases of poor service quality.

Consumer can apply to court and plea compensation regarding low quality service. (Chapter 7, the Law on Protection of Consumers' Rights. However this practice is not identified with regard to services provided by the state deconcentrated offices.

Quality standards are set only to few public services

Though it is mostly defined only regarding paid services. In case of Civil Status Offices tariffs for the services are set, but there are no formulated services standards of respective services.

In the first instance for the paid services it is necessary to apply quality standards

Services quality depend on normative documents and it is generally assumed that public offices ensures quality of provided services

Most of deconcentrated offices do not have special client policy, that would require them to perform:

- training of employees in the area of consumer's rights
- dialogue with specific consumer's groups

Therefore quality of client service primarily depend on availability of resources at institutions' disposal to assure fullfilment of normative requirements.

Consumer's rights should be attributed to the public servants in the first instance, also envisaging compensation fund for cases of violation of consumers' rights. There should be training carried out of personnel of state of LPA institutions.

It is important to carry out extended social dialogue, also with respect to consumers rights organizations, involving volunteers from NGOs in the assurance of quality of public services.

Involvement of NGOs can be stimulus that catalyzes faster reorientation of public administration towards client needs.

Office working hours are not convenient to the consumers

Assessment of territorial institutions of deconcentrated institutions (Appendix B1-B4) indicated that office admission hours are not set at the convenience of the client. It is impossible to submit applications and settle issues after working hours. Offices do not have daily admission policy or harmonized admission hours, but have institution-specific admission days and office hours.

It is advisable to set harmonized office hours and admission time to the clients

As already mentioned before the approach should be individualized and dependant on the characted ogf the service. The given activity should be best harmonized during the period of formulating national client policy.

5.2. Conclusions and Recommendations Regarding General Assessment of Services

According to TOR results of survey and research of several deconcentrated services are basis for recommendations for the quality improvement of deconcentrated public services and facilitation of citizens' access (with focus on most vulnerable groups).

- 1. In general opinion of citizen's is more negative than positive. That indicates the need for serious reforms to improve public services quality.**
- 2. Such state deconcentrated office as Commissariat of Police indicates accessibility problems.**
- 3. State Civil Status Offices have service problems in responding to the citizen's needs.**
- 4. Services of Local Public administrations are not sufficiently friendly to the inhabitants. To improve municipal services it is important to consider formation of larger municipalities in the course of administrative territorial reform.**
- 5. It is necessary to reorganize public services delivery system – with focus to client needs.**

5.3. Conclusions and Recommendations Regarding Ensuring Equal Opportunities

- 1. To ensure equal opportunities in public services delivery, there is need to change general public services delivery framework with focus on the client.**
- 2. To meet the client needs, each service provider should analyze needs and interests of particular client groups, including vulnerable groups and seek optimal ways and channels how to ensure these interests.**
- 3. Until public services modernization particular attention should be paid to people with disabilities and Roma people.**

5.4. Conclusions and Recommendations Regarding Consumers' Rights

- 1. The Law on Consumers Right protection should also include public services, not only services provided by commercial entities**
- 2. It is important to carry out extended social dialogue, also with respect to consumers rights organizations, involving volunteers from NGOs in the assurance of quality of public services.**
- 3. It is advisable to set harmonized office hours and admission time to the clients.**
- 4. In the first instance for the paid services it is necessary to apply quality standards.**

6. Work Package C: Analysis of the capacities of the Territorial Divisions of the State Chancellery

According to the TOR analysis of TDSC includes

- Analysis of functional responsibilities and powers of the TDSC defined by Government Acts
- Assessment of TDSC current organizational capacities: organizational structure, staffing position, rules of employment, internal decision making procedures, supervision and control, size and form of budget, own facilities;
- Collaboration and reporting mechanisms between TDSC and State Chancellery
- Evaluation of functional responsibilities and powers in practice by focusing on the following issues:
 - a) management of TDSC internal affairs,
 - b) collaboration with and coordination of other deconcentrated organs and communication with LPAs;
 - c) capacities to monitor, evaluate and adjust/improve the operation of deconcentrated organs and the services provided by them.

6.1. Mandate

The organization of the administrative control of local public administration authorities' activity is assigned to the State Chancellery and is executed by its territorial offices, which are managed by territorial governmental representatives.

Subjects to control are the Government, the specialized authorities of central public administration, and other administrative authorities, which work in territorial administrative units, inclusively by their deconcentrated services, corresponding to their legal competences.

6.2. Current operation of TDSC

Responsibilities and duties of TDSC

The activity of TDSC is guided by the Regulation on the organization and operation of territorial offices of the State Chancellery, approved by Government Decision no. 845 of December 18, 2009.

Conformably to the regulations, the territorial Office of the State Chancellery is organized and functions as a territorial deconcentrated subdivision of the State Chancellery designed to meet the powers granted by Law no. 435-XVI of December 28, 2006 on administrative decentralization, Regulation on organization and operation of State Chancellery, approved by Government Decision no. 657 of November 6, 2009, present Regulation and other laws and normatives on the implementation of administrative decentralization policies and control on the legality of documents issued by local public administration of first and second level in the area where they operate.

The office contributes to the territorial achievement of the strategy and goals contained in the Government Program.

TDSC have the following attributions, rights and duties in promoting the Government policy in the territory:

- coordination of the general activity of public deconcentrated services of ministries and other central administrative authorities;
- supervision of the way local public administration authorities and public deconcentrated services cooperate in solving problems in the territory;
- participation in coordinating the implementation of the policies in administrative decentralization and monitoring of administrative decentralization process, along with ministries' deconcentrated public services and other central administrative authorities and associate structures of local public administration authorities;

- collecting statistical data necessary for setting up the basis and estimating the impact of administrative decentralization policies;
- along with ministries' public deconcentrated services, other central administrative authorities and associate structures of local public administration authorities, participation in designing, analyzing and updating minimal cost and quality standards of public services and public utility standards in the territory;
- participation in monitoring the application of minimal quality standards by local public administration in providing public services and public utility services;
- legal mandatory control of:
 - decisions of local councils of first and second level, including normative documents issued by the Popular Assembly of the autonomous territorial unit of Gagauzia;
 - normative documents issued by the praetor, mayor, rayon's head, Governor and executive Committee of the autonomous territorial unit of Gagauzia;
 - documents on the organization of all the tenders and documents on the transfer of ownership of land; documents on hiring and resignation of the staff in local public administration;
 - provisions related to expenses and financial commitments of at least 30000 lei – in the territorial administrative unit of first level and at least 300000 in the unit of second level;
 - documents issued by local public administration authorities in exercising the powers delegated by the state;
 - any administrative document (decision, provision) issued by the local public administration authority and requested by the local council, secretary, mayor, rayon's head, physical and juridical persons, as in any case under the law in force;
- in executing the opportunity control, supervises the execution of attributions delegated to local public administration authorities and executed by these ones in the name of the state;
- exercises other powers provided by the existing legislative and regulatory framework.

In order to exercise delegated attributions, the Office is empowered to:

- Regarding the coordination of deconcentrated public services' general activity and the implementation of administrative decentralization policies:
 - require by law information on the activity of ministries' public deconcentrated services, other central administrative authorities, autonomous territorial unit with special legal status and Chisinau Municipality;
 - elaborate reports on deconcentrated public services' activity, to draw attention to conflicts between these ones and local public administration authorities and issue proposal in order to mediate them;
 - convoke the heads of public deconcentrated services of the ministries and other central administrative authorities and examine the mechanism and the way of executing other tasks and actions executed in common;
 - cooperate with the territorial subdivisions of the Ministry of Internal Affairs, which are obliged to coordinate with the head of the Office the major actions to be taken in order to exercise the attributions of maintaining public order and crime preventing;
 - require information necessary for its operation from physical and juridical persons;
 - monitor the execution of delegated attributions by local public administration authorities in the name of the state;
- regarding the control of the legality of the documents issued by local public administration authorities:

- notify to the local authority if it considers that a document issued by the local public administration is illegal, citing legal reasons and demanding its amendment or its total or partial abrogation;
- if the issuing authority of the unlawful document has not amended or abrogated it in term of 30 days or has not reviewed the document in question, the Office will notice the administrative court in term of 30 days from the date of receiving the notification of the refuse to modify or withdraw this act and in case when the issuing authority has not taken any action – in term of 60 days from the date of the notification of the request to modify or to abrogate the document in question;
- if it considers that this document could have serious consequences or in order to prevent imminent damage it will notify the administrative court about receiving the document considered illegal giving notice of this fact to the issuing local authority;
- after notifying the administrative court, to require the suspension of the document contested or the disposal of other provisional measures;
- require from local public administration authorities to present in term of 10 days the copies of all the documents and other necessary information, to hear the decision makers, physical persons, representatives of juridical persons, asking for information about the circumstances which are important for the objectivity and the completeness of the administrative control;
- notify immediately the legal authorities in case when the results of the control of the legality of local public administration's documents show a violation of law which implies criminal responsibility and to give notice of it to the State Chancellery;
- until the 10th of each month, to verify the list of the documents adopted the previous month by the mayor, the head of the rayon and the executive authorities of the autonomous territorial unit of Gagauzia and to initiate within 30 days from receiving the mentioned list the control of the legality of any document which is not subject to mandatory control. The responsible with the presentation of this list can be the secretary of the local council or by case the secretary of municipal/rayon council or the person designated by the competent executive authorities.

In the frame of its work the Office is obliged to:

- exercise the coordination of general activity of ministries' deconcentrated public services and of other central administrative authorities;
- elaborate reports on the activity of deconcentrated public services in its area, to signal the conflict situations between these ones and local public administration and to make recommendations on mediation actions;
- exercise control over the legality of the documents issued by local public administration, conformably to the stipulations of the law in force;
- seek for proportionality between the degree of its intervention and the importance of the interests it protects;
- not to admit the limitation of local public administration's right to autonomously administer under the law the affairs related to its competence.

Attributions of the head of the Office

As Government representative in the territory, the head of the Office exercises the following main attributions:

- ensures realization of national interests at local level by compliance with law, Presidential decrees, Government decisions and other normative documents;
- ensures general coordination of ministries' deconcentrated public services and other central administrative authorities in the territorial administrative units;
- submits proposals on the modification and completion of the legal framework regulating the sphere of activity of local public administration, which are addressed to the State Chancellery;

- notifies the State Chancellery and the competent authorities of central public administration about the violations detected in the activity of deconcentrated public services;
- organizes and exercises the control over the legality of the documents adopted by local public administration authorities of first and second level, which are obliged to deliver them to the Office, conformably to Law on local public administration and the present Regulations;
- along with local public administration authorities and deconcentrated public services in the territory, at the disposal of the State Chancellery's management, establishes competent committees in which will also participate the LPA representatives and which will examine in an objective way the circumstances that served as basis for the decisions considered illegitimate. After being coordinated with the State Chancellery, the decisions of the committee will be made public and will serve as recommendations in the activity of local public administration authorities of first and second level in order to prevent violations and exemptions from the legislation in force, helping to establish and develop cooperation relationships between local public administration authorities and the administrative control subjects. To this end, the committees will submit proposals of modification and completion of the legal framework;
- jointly with local public administration authorities, organizes and ensures the participation of Office's employees to local councils' meetings;
- initiates administrative proceedings against secretaries of local councils of first and second level in case when they don't honor their obligations related to the mode and terms of transmission to the Office of the documents adopted by local public administration authorities and other documents provided by the legislation in force;
- initiates dissolving procedures of local councils of first and second level, conformably to the stipulations of art. 25 and 48 of Law on local public administration;
- under the law, proposes to the state minister the appointment of Office's employees, including the head of the Office, elaborates job descriptions and submits proposals for the incentives and the sanctions of those employees;
- conformably to the legislation in force, ensures receipt and examination of petitions of citizens, juridical persons and public organizations in the operation territory;
- quarterly or whenever necessary presents to the State Chancellery the reports on the activity of the Office in the field of deconcentrated public services coordination and administrative control.

Organizational structure of TDSC

According to the provisions of Government Decision No. 854 of December 18, 2009 TDSC have the following structure (type) of the personnel:

Head of the territorial office	1
Deputy head of the territorial office	2-5 (depending on the number of territorial administrative units where it exercises its competence)
Senior Consultant (lawyer)	3-9 (depending on the number of territorial administrative units where it exercises its competence)
Specialist (in the anteroom)	1
Driver	1

As seen in the data above and as the results of the survey confirm, the variables are exclusively formed by the number of territorial offices' deputy heads and senior consultants (lawyers), due to the fact that TDSC provide services not only to territorial administrative units of first level but to other respective territorial administrative units of second level, too. In the last ones the activity is conducted by the deputy heads of TDSC or, in other cases, by the senior Consultant (lawyer). As indicated in Government decision, the number of these officials varies depending on the number of territorial administrative units in the territorial competence of TDSC.

Methods of recruitment of the staff of TDSC

The management of the Office is formed by the head of the Office who is the representative of the Government in the territory. The head of the office is appointed and dismissed by Government decision at the proposal of the state ministry.

The employees of the Office are appointed and dismissed by order of the ministry by competition.

6.3. Sources of finance

The Office operates without legal entity status and therefore does not dispose of own budget. Conformably to the Article 21 of Government Decision No. 845 of December 18, 2009, by its specialized subdivisions the financial the State Chancellery ensures accounting and logistical activities and provides necessary assistance for the efficient operation of TDSC.

6.4. Decision Making Process

The territorial offices of the State Chancellery have unipersonal management and their decisions have to be unipersonal. The results of the survey show that the decisions of the head are taken collegially and the involvement of the officials in the decision making process is quite high. The personal opinion is taken into account and the principle of transparency is ensured.

6.5. Control of the activity of DCSC

According to Article 20 of the Government Decision No. 845 of December 18, 2009, the State Chancellery manages, coordinates and controls the activity of the Office making possible the professional development of the employees.

Quarterly or whenever necessary, the head of TDSC presents to the Chancellery the reports on the activity of the Office in deconcentrated public services coordination and administrative control.

6.6. Location of TDSC

According to the Article. 20 of the Government Decision No. 845 of December 18, 2009, the territorial offices of the State Chancellery are located in 10 rayon/town centres.

No.	Office	Headquarters	Territorial administrative units served
1.	Territorial office of Cahul	Cahul City	Cahul, Cantemir, Taraclia
2.	Territorial office of Edineț	Edineț City	Edineț, Briceni, Dondușeni, Ocnița
3.	Territorial office of Soroca	Soroca City	Drochia, Soroca, Florești
4.	Territorial office of Hîncești	Hîncești City	Hîncești, Leova, Cimișlia, Basarabasca
5.	Territorial office of Orhei	Orhei City	Orhei, Rezina, Șoldănești, Telenești
6.	Territorial office of Ungheni	Ungheni City	Ungheni, Nisporeni, Călărași
7.	Territorial office of Chișinău	Chișinău Municipality	Chișinău, Criuleni, Dubăsari, Ialoveni, Strășeni
8.	Territorial office of Bălți	Bălți Municipality	Bălți, Fălești, Glodeni, Rîșcani, Sîngerei
9.	Territorial office of Căușeni	Căușeni City	Anenii Noi, Căușeni, Ștefan Vodă
10.	Territorial office of Comrat	Comrat City	Autonomous territorial unit of Gagauzia (Gagauz-Yeri)

Office space is rented from local public administration authorities, the size of TDSC is sufficient for the normal activity of the officials and in many situations allows the clients to access also services of particular LPA and some deconcentrated offices in the same building. Usually commuting time by car from the most distant location of territorial district of TDSC does not exceed one hour. Though in all situations the TDSC offices are not in the ground level, there are not installed lift facilities for people with disabilities. That makes them inaccessible to the disabled persons in wheelchairs and also difficult to access to elderly people.

6.7. Technical facilities and use of IT and software in TDSC

The Office disposes of transport, furnished offices, telecommunications network and computers. The results of the survey have showed that TDSC do not have sufficient work equipment. Given the number of the officials, TDSC dispose of equipment units whose number varies:

- Computers from 4 in Edineț to 7 in Soroca
- Fax from 2 in Comrat to Edineț
- Scanner from 2 in Comrat to 6 in Bălți
- Telephone from 4 in Soroca to 10 in Bălți
- Xerox from 2 in Comrat to 3 in Ungheni

As regards use of software TDSC use following general applications, such as Windows XP, Microsoft Office, MoldLex, Internet Explorer, ABBY Fine Reader.

Internet connections are provided in most TDSC via modems and in few cases as in Edinet and Comrat there is a wired connection of DSL, ISDN type.

6.8. Relations between TDSC and territorial deconcentrated institutions

According to Government Decision, the Office contributes in its operation territory in order to implement the strategy and goals of the Government Program of activity.

In promoting the Government policy in the territory, TDSC coordinate the general activity of public deconcentrated services of ministries and other central administrative authorities and monitor the cooperation between local public administration authorities and public deconcentrated services in solving problems in the territory.

The results of the survey show that TDSC has rather coaching and cooperative attitude towards deconcentrated institutions instead of being controller of their activities.

6.9. Key Findings

Oversight function of LPA performance and legality check of legal documents issued by LPAs is institutionally well placed

Analysis indicated 2 main functions of TDSC:

- Oversight function of legality of LPAs
- Coordination function of performance of state deconcentrated offices

Currently State Chancellery successfully copes with **oversight function - legality checks** of legal documents issued by 1st and 2nd level LPAs. Though in some rayons with higher number of LPAs and respectively higher volume of legal documents issued by the LPAs, administrative capacity of TDSC is insufficient - there is a need for more personnel, especially lawyers (for example in Orhei).

There is no argument for strengthening coordination role of the state Chancellery unless there is special national public services policy and defined new functions

Performance of coordination function and current model of deconcentrated institutions raises number of issues that have to be resolved due to following reasons:

- There is strong vertical flow of information and established hierarchical relationships between deconcentrated offices and relevant ministries. National policy is strictly sectoral and there is no defined cross-sectoral policy or direct demand from LPA point of view for coordination at territories.
- Issues of accessibility, client admission days and office hours are coordinated with rayon local public administrations. In rayon LPA buildings people are used to receive different municipal and deconcentrated state services and due to this reason LPAs have better administrative capacity to ensure support functions, if compared to that of TDSC.
- According to the opinion of the respondents, TDSC do not use their full capacities. The questionnaire proposed the assessment of the capacities used by TDSC in exercising tasks of coordination and supervision of deconcentrated services on a scale from 1 to 5. The average was 3. The situation in the supervision (oversight function) of LPA is slightly better. The capacity used by TDSC in exercising the tasks of supervision of local public administration authorities was appreciated on an average of 4.
- Though in some cases efficiency of coordination depend on individual characteristics and capabilities of the head of TDSC rather than prescribed policy or mode of TDSC operation.

Therefore part of described before TDSC competences, concerning coordination function is implemented in a very limited scope.

There is no argument for strengthening coordination role of the state Chancellery **unless there is special national public services policy and defined new functions**, for which the State Chancellery would be in charge. If such national policy will be enforced, then territorial support will be necessary and TDSC will be suitable candidate for this task.

Need for deconcentrated legality control carried out by TDSC can be terminated in future, if e-document circulation will be developed and decentralization reform will substantially increase administrative capacity of LPAs

There is also an option to abolish function of legality control in LPAs in future upon achieving 2 conditions:

- Introduction of e-governance policies and e-document circulationsystems that would allow possibilities to easily exchange legal documents from LPAs to the State Chancellery online. Legal control is more efficient if it is centralized. If information flow via e-document system is ensured, deconcentrated model does not have any advantage over centralized control model.

- There is substantial decrease in number of LPAs as the result of administrative territorial reform and substantial increase of administrative capacity of LPAs (at present 1st level LPAs are not even required to have qualified lawyer).

Until decentralization reform and local public administration reform take place current implementation by TDSC of oversight and legality check functions. TDSC operations are necessary and are sufficiently effective. Though it is necessary to improve work facilities (equipment, IT, and accessibility facilities for disabled persons) of TDSC to improve functionality of TDSC.

6.9.1. Policies and mechanisms to improve deconcentrated services quality and accessibility

There is no uniform formulated client services policy at state deconcentrated offices. Client service parameters are different in each of state deconcentrated institutions. There are no special national policy regarding accessibility of vulnerable groups to deconcentrated organs or LPAs regarding provided public services

The assessment of legal framework and interviews of TDSC indicated that there is no formulated client service policy neither sectorally defined to the deconcentrated offices by the relevant ministries, nor horizontally by the coordinating body – the State Chancellery. Each deconcentrated office has its own working hours, has their own solution of office location and individually set client service mechanisms. TDSC does not have any formal mandate to harmonize client service parameters across all state deconcentrated offices or impose a uniform service policy. Under such circumstance it is likely that some social groups, e.g. disabled persons, low income families, or elderly people who live distant from the rayon centre might have difficulties to receive public services.

To address above-mentioned problem it is important that the government takes decision to improve quality of deconcentrated services by adopting **public services modernization policy** that is **more client oriented** than that is at present moment.

New policy of public service delivery framework should take into account possibilities of **using information technologies**, instead of continuing current institution based information processes. Taking into account current technological development, the most acceptable solution would be set up of **one stop shops or client service centers**, that integrate service provision of all deconcentrated state offices. From the perspective of client it would be even more convenient that **client service centers** also would provide services that are provided by LPAs. That means that the client could receive many services in single place, regardless of fact that back offices of the service are in different ministries, agencies or LPAs.

However that calls for need to implement **cross-sectoral services delivery policy coordination** not only at national level, but also in rayon level in the entire territory of the country. It is unlikely that all sectoral ministries without central coordinator at national level will agree on uniform processes management of their back-offices. It is equally unlikely that deconcentrated offices in regional level and LPAs will manage to build on their own uniform standards and modes of operation of client service offices.

In our view the State Chancellery at central level should take the lead role of **formulation of national public services modernization policy** as well as coordination role during implementation phase over sector ministries. It is unavoidable that ministries will have to change their policies and also functional mandates of their deconcentrated offices. The ministries will have to transform information processes of public registers, flow of data from registers to suppliers of services and end users – clients. This will require change of sectoral and institutional organizational culture into uniform cross-sectoral service delivery mechanism.

Territorial Divisions of State Chancellery are best placed to take on role of public services reform managers

As regards coordination needs at regional level Territorial Divisions of State Chancellery are best placed to take on role of **reform managers** of this national reform and therefore should be assigned **coordination role** of implementing public services modernization strategy in regional level and building administrative capacity of involved deconcentrated offices and LPAs.

New functions will require new legal status on TDSC

After assigning this new function to the Territorial Division of State Chancellery, their **legal status** should also be reconsidered. TDSC will remain regional institutional offices of the State Chancellery, but with new legal's status – having own budget and higher financial autonomy.

Such new legal status will increase responsibility of TDSC over achieved policy results and will provide flexibility to respond to local circumstances.

The functional mandate of State Chancellery and TDSC in rayons should broaden including:

- **Organization of front offices work,**
 - design of uniform client **service standards and parameters** in all territory of country
 - ensuring that each public institution has to conduct **client segmentation** (grouping of clients according to clients' needs/including segmentation of vulnerable groups) and determine channel strategy (which channels have to be used to deliver services to specific client segments. In this exercise **vulnerable groups** should be addressed with special attention, because there is high risk of excluding them and making access to services impossible.
- **Organization of back office processes**
 - coordination of information processes reengineering in all ministries
 - linkage of all public registers in unified information framework
- **Monitoring degree of client satisfaction,** with special focus to different vulnerable groups of the society
- **Implement needed changes** in the service delivery system

Under new service modernization strategy model, the role of TDSC should increase substantially if compared to current functions. TDSC will have supervisory responsibility not only over state deconcentrated services (as it is at present moment), but also have responsibility over decentralized and delegated services of LPAs. Therefore these new client service centers coordination functions would complement current TDSC function of legality check of LPAs.

Increased coordination role and administrative capacity of TDSC would allow further increase of the role of TDSC in future. It is possible that these institutions could be assigned to manage regional investment projects and coordinate activities with LPAs in local investment project implementation. But that largely depends on chosen supervision model (governors, TDSC or others) of central government.

Estonian experience provides positive evidence of model, where state regional institutions are delegated to manage part of public investments in regions and coordinate activities of state institutions and LPAs. In the course of administrative territorial reform 2nd level LPAs could be abolished. In their place state representatives – *governors* could be established. After Moldova joins the EU and becomes eligible for EU Structural funds, then part of regional funds administrative functions activities could be assigned to the regional offices of governors.

6.9.2. Potential Role of the Territorial Divisions of the State Chancellery in promoting and implementing of Decentralization reform

At present the State Chancellery is one of the key stakeholders in ongoing Decentralization debate. After 2009, there is no specialized local public administration ministry that would deal with local public finance framework, territorial organization of LPAs and decentralization of public services.

These issues are responsibility of the State Chancellery and Ministry of Finance. At present moment TDSC are not involved in processes of designing or implementing future model of financial decentralization, administrative territorial reform or public services decentralization

If government decides on starting decentralization process, there will be need also for the decentralization reform management in localities.

There are 2 possibilities to ensure this role:

- 1) to establish Public Administration Reform Ministry, that has mandate of reform management
- 2) to delegate function of reform management in localities to the TDSC

In our view the second option is more efficient. If the reform management is under a particular ministry (e.g. PAR reform ministry), then there is a risk of increased resistance from the other ministries that will inhibit the reform. This is especially true if government coalition consists of several political parties that have political responsibility over particular ministries. There is kind of competition between parties, respective ministers and even ministries, therefore success of the reform largely depends on the leadership and engagement into reform processes by the Prime Minister. The State Chancellery is better connected to the Prime Minister than any of the line ministries and therefore has more power to coordinate and assign tasks to other ministries.

Latvian experience provides an evidence of following development. After several attempts to delegate public administration reform to the separate ministries, finally the responsibility of reforms was delegated to the State Chancellery.

TDSC should have the supervisory and consultative role in implementing decentralization reform in regions

In relation to the decentralization reform Territorial Divisions of the State Chancellery could be assigned following competences, depending on scope, speed and depth of the decentralization reform:

- To assess administrative capacity of local public administrations in the specific decentralization reform phases as it is envisaged in the Law on Decentralization. It is likely that decentralization will not take place in all municipalities in the same speed, taking into account great differences of LPAs territorial size, number of people, administrative capacity and financial capacity. In some instances central government may nominate special representatives in LPAs for the implementation of special functions during the course of decentralization reforms.
- Coordination of training of employees. New functions will require new skills of personnel. There will be need for nation wide training programs for the LPA officials to upgrade specific skills.

The character of control over LPAs will change over the course of reform. Currently autonomy of LPAs in delivering decentralized functions is very limited. The reform will require responding to new challenges:

- Legality check should be performed in the area of decentralized functions
- In the area of delegated functions both legality check and efficiency check should be carried out.
- In the area of delegated functions TDSC should ensure not only lawfulness of the LPAs activities, but also alignment of LPAs activities with central government policy. In this area proportionality principle should be taken into account – degree of central government intervention should be aligned with the interests of society.

6.10. Recommendations

According to the TOR recommendations were developed to improve TDSC institutional, functional and organizational arrangements with a special focus on

- a) mechanisms for TDSC to efficiently manage and coordinate deconcentrated public services of all types,
- b) promote the decentralization reform,
- c) mechanisms for an efficient cooperation with the LPAs and the State Chancellery).

TDSC Oversight Function and legality check of LPAs should be continued. That can be done in 2 alternative ways:

- by deconcentrated model with Territorial Divisions of the State Chancellery
- or centralized model by the central office of the State Chancellery

TDSC Coordination function of deconcentrated state offices should be reconsidered in future, if there is no formulated cross-sectoral national policy regarding public services delivery, where coordination is needed. Under this scenario preference of LPAs legality check also should be given to centralized model, where legal oversight is performed by the central office of State Chancellery. After implementation of electronic documentation circulation system centralized system would be more effective.

The Cabinet of Ministers should adopt Public Services Modernization Strategy. Under this scenario the State Chancellery should take role of "policy champion" in implementation and coordination of this cross-sectoral policy with regard to line ministries. TDSC should have coordination role with state deconcentrated offices and LPAs with regard building administrative capacity of front offices.

The State Chancellery should closely coordinate their activities with the Ministry of Information in order to formulate and coordinate policy of public registers' reform and ensure reengineering of information flow processes top-down and bottom up - from back offices in ministries to from offices in regions and vice versa.

If Decentralization Strategy will be adopted by the government, Territorial Divisions of State Chancellery should be given function of assessing administrative capacity of every local public administration to determine their readiness to be given financial autonomy and skills to take on new public functions.

Appendix A. Project approach

#	Task/activity	Description	Result	Responsible	Status	
A Analysis of deconcentrated public services						
A1	Identification of the deconcentrated public services and their mapping	<ul style="list-style-type: none"> ■ Find relevant legal doc/normative for each institution (around 26 institutions), identify their functions (not very detailed, but reflecting relevant areas of activity) ■ Find Information about delivery locations of institutions/functions (indicating number of employees at each location) ■ Summarize Information in the form of Excel and administrative territorial map 	<ul style="list-style-type: none"> ■ List of functions ■ Table <ul style="list-style-type: none"> ○ Ministry ○ Institution ○ Name of function ○ Short description ○ Geographical location ■ Map visualizing locations of different delivery locations (LPA1 and LPA2) of institutions 	BCI	Done	
A2	Service grouping	Identification of institutions/services connected to the activities of local public authorities for further detailed study	<ul style="list-style-type: none"> ■ List of services related to LPA ■ Explanation/justification of grouping 	CPM	Done	
A3	Analysis of selected deconcentrated institutions	<p>Analysis of selected deconcentrated institutions (4-5 institutions)</p> <ul style="list-style-type: none"> ■ legal position, administrative status, territorial coverage, organizational structure (e.g. part of the ministry, separate agency, budgetary unit, managing contracted service providers; internal organizational structure) ■ modes of operation: administrative capacity (staff, buildings and other assets, level of IT equipment and usage, forms of communication channels) ■ involvement in national policy 	<p>Analysis of selected deconcentrated institutions (4-5 institutions)</p> <ul style="list-style-type: none"> ■ Study of normative acts and internal reglament that defines their operation ■ Visits/interviews with representatives of institutions ■ Visits/interviews in regions ■ Preparation of institutional profiles (description) 	Institutions' profiles (for each institution)	BCI (+CPM)	Done

#	Task/activity	Description	Result	Responsible	Status
		<p>making and influence on ministerial decisions in planning, managing administrative issues,</p> <ul style="list-style-type: none"> ■ regulatory powers: influence on setting rules and norms, audit, control, technical supervision of service performance, monitoring, evaluation, information collection and dissemination ■ financial powers: special powers in fund allocation; setting and collecting public revenues; fiscal planning autonomy; managing deconcentrated funds (ministry budget appropriations or extra-budgetary funds) ■ direct relations with citizens, customer protection role, role in public information collection and dissemination 			
A4	Summarizing and preparation of recommendations	<ul style="list-style-type: none"> ■ Summarizing and formulating initial findings and recommendations ■ Presentation of initial finding to UNDP, Chancellery ■ Preparation of report on deconcentrated functions' assessment 	<ul style="list-style-type: none"> ■ Presentations with initial findings ■ Report (part of final report) on deconcentrated functions' assessment 	CPM	Done
B	Citizen survey				
B1	Definition of objective and content	<ul style="list-style-type: none"> ■ Define objective, topics and principles of survey ■ Identify information, which is necessary to receive as a result of 	Survey definition	CPM	Done

#	Task/activity	Description	Result	Responsible	Status
		survey			
B2	Design of the survey	<ul style="list-style-type: none"> ■ Prepare questionnaire ■ Select approach to select respondents ■ Agree on external assistance 	<ul style="list-style-type: none"> ■ Questionnaire of the survey ■ Survey's realization plan (sampling and profile of respondents, information gathering methods) 	BCI	Done
B3	Realization of the survey	<ul style="list-style-type: none"> ■ Carry out survey, collect data 		BCI	Done
B4	Summarizing results of survey	<ul style="list-style-type: none"> ■ Data systematization and calculations ■ Preparations of findings and conclusions 	<ul style="list-style-type: none"> ■ Excel file with results of survey ■ Results of survey prepared in the form of diagrams and text ■ Findings and conclusions 	BCI (+ CPM)	Done
C Analysis of the capacities of the Territorial Divisions of the State Chancellery (TDSC)					
C1	Analysis of current situation	<ul style="list-style-type: none"> ■ Study of normative acts related to operation of State Chancellery. ■ Meeting/interview with management of State Chancellery ■ Meeting/interview with TDSC 	Description of current operation of State Chancellery related to management and coordination of public service delivery and supervision of LPA,	BCI (+CPM)	Done
C2	Summarizing and preparation of recommendations	<ul style="list-style-type: none"> ■ Summarizing and formulating initial findings and recommendations ■ Presentation of initial finding to UNDP, State Chancellery ■ Preparation of report on assessment of capabilities of TDSC 	<ul style="list-style-type: none"> ■ Presentations with initial findings and recommendations ■ Report on findings and recommendations of further development of SC and TDSC (part of final report) 	CPM	Done
C3	Preparation of interim report	Preparation of interim report draft	Interim report		Done
C4	Preparation of final report	<ul style="list-style-type: none"> ■ Preparation of draft of final report (integrating different parts in one report, finalizing findings and recommendations) ■ Review of draft form UNDP and SC ■ Preparation of final version of report ■ Presentations of project results 	<p>Final project report</p> <p>Final project presentation</p>	CPMhjhkhkhkhkj khjkklkj	Done Presenta tion planned on Dec 14

Appendix B. Profiles of institutions

List of public institutions (authorities) with deconcentrated organs

(according to Government Regulation No 735, 16.05.2003) Table 3.

#	Name of the PA authority	Name of the service (central authority)	Territorial subdivisions	Number of employees		
				Total for the service in the territory	Central authority offering the service	Total for the country
1	Ministry of Finance	State Tax Service		1710	229	1939
		Department for Financial Control and Revision		102	48	150
2	Ministry of Agriculture and Food Industry	Sanitary-Veterinary Agency for the Security of Products of Animal Origin		845	50	895
		General Inspectorate for Phytosanitary Surveillance and Seed Tree Control		320	64	384
		State Inspectorate for Technical Monitoring "Intehagro"*				
		Payment and Intervention Agency in Agriculture		36	30	66
3	Ministry of Environment	State Ecological Inspectorate, Fishery Inspection		267	94	361
4	Agency for Regional Development	State Construction Inspection		43	22	65
5	Ministry of Labour, Social Protection and Family	National Agency for Employment		210	39	249
		Labour Inspection		81	15	96
		Republican Fund for Social Support of Population		33	12	45
6	National Chamber for Social Insurance		Territorial Chamber for Social Insurance	798	395	1193
7	National Bureau of Statistics		General direction/direction/statistical section	450		450
8	Ministry of Internal Affairs	State Guards				

#	Name of the PA authority	Name of the service (central authority)	Territorial subdivisions	Number of employees		
				Total for the service in the territory	Central authority offering the service	Total for the country
			The Transport Police Office	434		434
			Police Office, including Municipal Police	7433 (including 4884 municipal police)		7433 (including 4884 municipal police)
			Department of Civil Protection and Exceptional Situations	2026	581	2607
			Directorate for Fraud Investigations	75	30	105
9	Ministry of Defense		Military Centre	364		364
10	Centre for Combating Economic Crimes and Corruption		General directions	90		90
11	Ministry of Justice	Civil Status Service*				
		The State Registration Chamber*				

B.1. Ecological inspection

B.1.1. Organizational Capacity

Ecological Inspection (EI) is represented by the environment territorial subdivision of the State Ecological Inspectorate (SEI), which exercises the ecological control in the sphere of environmental protection and the proper utilization of the natural resources. Moreover it exercises the organic matter expertise, provides services, regulates and authorizes restrictions on natural resources use, except the national importance resources, limitations on the emissions in the atmospheric air and on the discharges in the aquatic resources, sets the limits on the storage of production and household waste, for all the living and legal individuals of the EI territory. SEI is a deconcentrated service of The Environment Ministry (EM).

EI function without a legal individual status and is managed directly by the SEI central instrumentation, covering the financial cost for maintenance. Meanwhile EI owns an extra budgetary under account and a stamp with the state emblem.

The staff quantum is being approved by EM at the SEI proposal.

The Basic Normative Framework that regulates the EI activities, includes:

- Law on protection of the environment
- Law on protection of the atmospheric air
- Law on protection of the rivers and water zones
- Law on natural resources
- Law on payment for the environmental pollution
- Law on ecological expertise, environmental impact assessment
- Law on production and industrial waste
- Water Code
- Forest Code
- Land Code
- Subterranean Code
- EI Regulation
- The regulation of the State Geological Control Service

The Central Institution elaborates the rules and normative for the EI activities, to whom EI is being subordinated. The most of EI sustain that they are not audited. Others are audited by SEI.

The Control System for the EI tasks accomplishments is further presented:

Types of control	Institution
Administrative	State Ecological Inspectorate
General	Environmental Ministry
Selective	Prosecution

EI activities are monitored by SEI through reports on the monthly, quarterly and annual activities. EI apply tools to evaluate the performance of the offered activities, like the quality of the services, beneficiary attitude, evaluation forms for the public officers, activity reports, the correctness of the ecological legislation applications, and argumentation of the ecological correctitude application and the rational use of natural resources. Meanwhile, SEI elaborates the quarterly assessment of the EI task's by analyzing the objectives accomplishment, using the evaluation form designed for the public officers of execution and control, according to the regulation on the professional performances evaluation,

empowered by the government. The EI activity transparency is facilitated and ensured by media, Internet sources, informational boards, letters, seminars, etc.

B.1.2. Institutional Capacity

During the activity process, EI uses at the same time the traditional procedure of documents circulations, as well as other new methods offered by the Internet Network, which guarantee a high operation with the required information.

In the meantime, the informational circulation between EI and other institutions and authorities of LPA, level I, II and CPA is slower, especially because of the maintenance of the old communicational procedures.

The headquarters is being rented and its surface is 32 square meters, which is sufficient for the employee's activities. EI owns technical equipment that facilitates the activity process and increase the employee's performances. The equipment in average consists of computer (one unit), fax (one unit), telephone (one unit), and copy center (one unit). The information obtained by the questionnaires reveals that the technical equipment doesn't satisfy the institutions necessities. The current technical computers and the capacity of the telecommunication lines allowed making Internet Connections (through modem) and email. Besides MS Office, other soft programs are not used.

B.1.3. Functional capacity

EI exercise the following attributions:

- Elaborates the state control in the sphere of environmental protection
- Supervise the acknowledgement of the normative and ecological requirements
- Execute the control of the forest expansion programs
- Examine the accomplishment of the measures for biodiversity and conservation maintenance
- Forbids the use of natural resources in case of violation
- Issues authorizations allowing to use natural resources
- Limit the polluting substances emissions in the environment
- Carry out the ecological state expertise of the project documentation for the objects construction, extension, reconstruction, reuse, and retraining.

EI exercise the following functions:

Function	The basic tasks of the function
Chief Inspector	Elaborates the ecological state control regarding the environmental condition and the abiding manner of the laws and other normative acts in the sphere of environment protection and rational use of natural resources.
Main Inspector	Elaborates the state control and supervises the performance of the legislation and other normative acts for the district territory regarding all environmental compartments. Collaborates with LPA organs, media, N.G.O., civil society in order to respect the legislative stipulations.
Main Inspector	Elaborates the state control and supervises the performance of the legislation and other normative acts for the district territory regarding all environmental compartments: issues of the ecological found activities, fees for environmental pollution from the economical agency situated on the subordinated territory. He organizes jurist reports, ensures the storage of the documents and archive files, collects and systematizes the required information regarding the activities for the ecological control and the condition of the environmental factors in the district, releases air and water authorizations.
Coordinating Inspector	Contributes to the implementation of the environmental policies in the territory, appliance of the legislation that abides the ecological rules and requirements linked to the utilization and protection of the atmospheric air, collaborates with LPA organs which are specialized in the sphere of atmospheric air protection, allocates methodological assistance to the ecological agencies and inspections, provides advisory assistance to the economical agencies, N.G.O. and civil societies in the sphere

EI exercise the following services:

Service	Nr. of services	Beneficiaries
Ecological Control at the beneficiaries request	52	Living and legal individuals
Ecological Notification	9	Living and legal individuals
Permission issuance	11	Living and legal individuals
Consultation and methodological assistance	53	Living and legal individuals
Participation at the final work stage reception at the state commissions reception, releasing the objects, and the reconstructed structures	37	Living and legal individuals
Certifying the industrial and agricultural units	4	Living and legal individuals
Approbation of the projects regarding to the state ecological expertise	9	Living and legal individuals
Researching, at the applicants request, the ecological situation of the interested area	30	Living and legal individuals

Analyzing the EI capacities emphasized the existence of the policies and practices approach to human rights and the gender equality to ensure the access of social vulnerable groups to their services.

As new opportunities in providing services, EI mentioned monitoring of the environmental factors and information delivery to the environmental protection organs linked to N.G.O., civil society and LPA of level I.

The role and the implication level of EI in the elaboration of the national policies are insignificant, because elaboration of national policies is linked mostly to the central authority's competence. Still, EI is party involved in the elaboration of the national policies regarding the environment due to their participation in the commissions created at the level II of LPA, proposals and submission of the ecological legislation modifications at the national level.

B.1.4. Bonding capacity

EI collaborates in the limits of its competence with central public and local authorities, scientific institutions, educational institutions, and media, local and national environmental nongovernmental organizations.

During its activities, EI establish with the local and public authorities both collaboration and cooperation relationships, as well as supervisory contact.

EI in association with law authorities, public health institutes, and state enterprises, develops activities like supervision and control of environmental protection law and normative acts.

In the decisional process, central authorities requires from the territorial EI, proposals and consultations, the presentation of the monthly and annual activity plans, as well as monthly, quarterly and annual reports. Moreover, CPA consults and the territory EI, in finding the solutions for the environmental issues and requests the right solutions, in order to solve them.

The types of relations that are set with the citizens are: a) providing services, b) informative, c) enforceable.

The fees for the provided services are determined by the normative. For the provided services are set the quality standards according to the Regulation on the obtained funds from providing services by the Inspectorate and its subdivisions (Monitorul Oficial from 05.09.2000, nr. 111-114).

The consumer rights, as well as the appeal mechanisms (complaints, court requests) are established by the current legislation.

EI works from Monday to Friday. The customers are welcomed from 8:00 am to 5:00 pm in the working days.

At the question “What is your opinion on the development of the deconcentrated services and what do you propose for to improve the activities?” the respondents answered:

- It’s necessary to assign EI to a larger competence, in order to serve a complex sphere of clientele, including living and legal individuals;
- To create a mix group destined to examine the request submitted by customers;
- Increasing institutional capacity through improved technical and material base.

At the question “What is your opinion regarding the collaboration with CPA institutes and what you propose for the development of deconcentrated services?” the respondents answered:

- CPA offers methodological support, advisory help, ensure the professional improvement of the specialists, elaborates the performances of the public functionaries activity;
- Increasing institutional capacity through improved technical and material base;

B.2. State Construction Inspection

B.2.1. Organizational capacity of Territorial Construction Inspection

Legal position

The State Construction Inspection is the unique state body responsible with the uniform and precise application of law and normative documents in construction field, compliance with urban norms of local public administration bodies, physical and juridical persons engaged in activities of investment, conceiving, designing, authorizing, realizing, use and post-use of constructions or materials and articles for constructions.

The State Construction Inspection has been established by Government Decision no. 579 of October, 17, 1991 and operates under the Law no. 721-XIII of 02.02.96 on quality of construction, Government Decision no. 835-XIII of 17.05.1996 on principles of urban planning, Government Decision no. 360 of 25.06.96 on state control of construction quality and other normative documents in the field.

The Inspection is legal entity, has independent balance, settlement account, stamp with the State Emblem of the Republic of Moldova.

Organizational structure

Conformably to Government Decision no. 735 of 16.06.2003 the State Construction has 5 Territorial Inspections (in Chisinau, "Center", "North", "South", Territorial Administrative Unit „Gagauz-Yeri") and the central body and a total staff of 65 persons.

The territorial services are delivered by territorial inspections.

There are 5 deconcentrated territorial inspections in the territory:

- Territorial Inspection of Chisinau 11 pers
- Territorial Inspection „Center” 11 pers
- Territorial Inspection „North” 10 pers
- Territorial Inspection „South” 5 pers
- Territorial Inspection „Gagauz-Yeri” 3 pers

Recruitment modality

The personnel of the State Construction Inspection are hired by order approved by the head of the Inspection.

Conformably to the data in the questionnaire the Inspection is part of the Ministry of Construction and Regional Development.

The personnel of the Territorial Inspections are hired **by contest**.

B.2.2. Territorial capacity of the State Construction Inspection

ATTRIBUTIONS:

- a) exercises state territorial control of the quality of the execution of constructions and their installations of all destinations, as of interventions in existing buildings of all categories, regardless of ownership, in all the stages and components of the quality system in construction field, basing on methodologies, guidelines and procedures elaborated by the State Body of management or inspection of constructions;
- b) verifies within the public authorities of local planning the correctness of the issue of urban certificates and construction authorizations, the operation and modification of the purpose of constructions and facilities;
- c) registration by inspectors, responsible of rayons and sectors in the administrated territory, of construction authorizations issued by local public administration authorities;

- d) participation in the reception of completed buildings, conformably to legislation in force;
- e) exercises the control over the interventions in architectural, historical and cultural monuments and in protected areas, as over the compliance with the regulations established by the documents in the field of urban planning;
- f) finds out contraventions and applies sanctions or penalties under the Code on administrative contraventions in all the cases in which this attribution is delegated to the Inspection;
- g) stops the constructions improperly executed or which are not authorized;
- h) supervises the execution in established terms of the measures in the control documents;
- i) participates along with local committees in examining the consequences of natural disasters and supervises their liquidation;
- j) verifies the compliance of investors, owners and users with the laws on elaborating, filling and keeping technical books of constructions;
- k) verifies the quality of the construction materials and articles made in territorial enterprises and the operation of the internal system of management and quality control in these enterprises;
- l) verifies the compliance with the legislation on metrology in construction and the industry manufacturing construction materials and articles;
- m) performs control and verification of technical endowment of products, processes and new equipments used in territorial constructions;
- n) issues technical approvals to economic agents for the participation in construction tenders,
- o) participates in public tenders as responsible body from the National Body of Management in Construction.

RESPONSIBILITIES:

- a) the specialists of territorial construction inspections are responsible with correct state control of uniform application of laws in the field, compliance and their proper interpretation.
- b) to respect the Constitution and the legislation of the R. of Moldova;
- c) to conscientiously fulfill their duties, not to hide the illegal actions of those under control;
- d) to keep the privacy of technical data, performances, technical solutions, technical methods etc. which they learned through their work. The specialists are responsible with the correctness and the precision of data, information and adopted measures stipulated in control documents elaborated by them, as with applied sanctions;
- e) to examine in useful time citizens' applications and complaints in the field of activity, conformably to Law on the petition;
- f) the officials with control functions who inappropriately fulfill their service obligations or abuse of the rights granted will bear disciplinary, administrative, material and criminal responsibility conformably to the law.

Performed functions:

- a) organizes and performs state control over the compliance with the stipulations of normative documents and regulations in force on the discipline in urban planning and construction quality;
- b) along with other bodies participates in emergency operations caused by natural disasters and technical accidents which may have repercussions on the state and the safety of constructions or may endanger the life or health of people;
- c) cooperates with other state control bodies, local public authorities, higher education institutions and specialists in the field in order to ensure the compliance with the discipline in urban planning and construction quality, as to elaborate technical regulations for the protection of the population;
- d) free inspection in the phase of conceiving, designing, authorizing, execution and operation of all construction objectives of the companies manufacturing construction materials and articles;

- e) ceases construction and assembly works executed without a license, with deviations from the project and normative documents, without a project or with law infringements;
- f) establishes the extent of the damage of constructions and in case when they are dangerous interdixts their use;
- g) requests from executives to modify the project documents and the construction-assembly works, executed with law infringements, to make laboratory tests of construction elements, to perform further investigations when necessary;
- h) ceases the production and the delivery of constructions materials and articles without a certificate of compliance;
- i) rejects the reception of the objects executed with infringement of construction norms and regulations;
- j) may decide on state budget collection of illegal amounts obtained by entrepreneurs by exaggerating the volumes and the value of executed works;
- k) applies the sanctions conformably to the Contravention Code;
- l) notifies the prosecution bodies about the design, inspection, appraisal, execution of a construction without complying to normative documents on strength and stability, as about further improper work ceased by control documents, in case when they may affect structures' strength and stability;
- m) submits proposals to the Inspection on the suspension of the licenses issued to juridical and physical persons for the activity of design, project control, execution of construction-assembly works, in case of infringement of construction law, of normative documents or ignoring the prescriptions of the Inspection;
- n) submits proposals to the Inspection on ceasing the validity or annulling the technical and professional certificates of specialists who have violated the law in force, neglected the prescriptions of the Inspection or have not respected project solutions and construction norms, which led to the infringement of the main stipulations of the Law no. 721-XIII of February, 2, 1996 on construction quality;
- o) cessation of building/demolition permits issued to local public authorities in case of detection of law infringement and of issuing procedure;
- p) participates in activities related to advertising construction quality, to familiarize the public with quality problems in constructions, by radio, television, mass-media, editing specialty publications and providing technical information in its field of activity.

Policies and practices in addressing human rights and gender equality

In their activity neither the Inspection nor the territorial inspectorates do not elaborate and practice policies and practices in addressing human rights and gender equality in delivering services to social vulnerable groups.

Cooperation with LPA

The Territorial Construction Inspection is a deconcentrated body in the territory and therefore it has a relationship of collaboration with local public authorities.

As regards the relations in its functional attributions the Inspection has supervising attributions.

Sources of finance

The Inspection is a juridical person, has an autonomous balance, a settlement account, a stamp with the State Emblem of the R. of Moldova and its own name.

It is financed from the state budget by the State Construction Inspection.

B.2.3. Functional capacity of the Territorial Construction Inspections

Headquarters

The Territorial Construction Inspections dispose of 305,8 sq. m.p as own headquarters and 200,1 sq.m. rented. This surface allows having a normal conduct of the activities.

Equipments

The evaluation of the equipment was made in all the inspections, the data are taken at republican level. In the frame of this survey the following findings were made:

- a) Personal computers 19
- b) Faxes (average) 12
- c) Scanner
- d) Telephones 32
- e) Xerox 4

Basing on the existing endowment we can say that it is not sufficient because on a scale from 1 to 5 the average is 2.8.

Use of software

In their work the police departments use the following software: Windows XP, Microsoft Office, Internet Explorer.

The web connection is ensured mostly by modems and by hard connection of DSL or ISDN types.

Activity

The regulations and the norms applied in the activity are established by the State Construction Inspection.

The audit is carried out by the Department of organization, systematization and analysis of construction control of the State Construction Inspection.

The control over the State Construction Inspection will take the following basic forms:

- *The planned control* is a form of control conformably to the State Construction Inspection's general plan of control over the activity of the Territorial Inspections and is approved at the beginning of the calendar year. It is usually a *complex control*. This kind of control is usually performed by committees established by the order of the minister of internal affairs.
- *The unannounced control* is a form of control specialized on types of activity and is performed by the order of the branch manager in the field of the State Construction Inspection.
- *The thematic control* is the control performed by the head of the territorial state construction inspection. *Control performed at the request of the state authorities and legal bodies*. It is performed by the staff of the central body of the State Construction Inspection.
- *The monitoring of the work* is performed by the central body of the State Construction Inspection which is addressed weekly, monthly, quarterly and annually reports.

The Territorial Inspection is a control and verification body and therefore it does not provide *paid services*.

The legislative basis

Normative acts which regulate the activity of the Ministry of Internal Affairs:

1. Law no. 158 -XVI of 04.07.2008 „On public function and status of the public official“;
2. Law no. 721-XIII of 02.02.1996 „On the construction quality“;
3. Law no. 835 of 07.02.2002 „On the principles of urban planning“;
4. Government Decision no. 579 of 17.10.1991 „On forming a uniform state system for the supervision of construction quality in the R. of Moldova“, revised by no. 360 of 18.04.1997, revised by no. 861 of 31.07.2006;
5. Government Decision no. 285 of 23.05.1996 „On the approval of the reception of construction and related facilities“.

B.2.4. Networking capacity of the State Territorial Construction Inspections

Collaboration with other institutions

The collaboration with other state institutions or local public authorities shall only be made by the central body of the State Construction Inspection.

The information exchange shall be made by mail, special courier and e-mail, telephone, fax.

Participation in the elaboration of national policies

The State Territorial Construction Inspection submits proposals to the management of the State Construction Inspection on improving the state of the construction field and after the decision of the central body of the State Construction Inspection these may be submitted to be included in National Programs.

B.2.5. Proposals of improving the activity of the State Territorial Construction Inspections

1. The approval of the revisions proposed for the Contravention Code namely art. 177 - 179 in order not to admit the infringement of construction law.
2. The organization of seminars for the specialists of the territorial services for the update of the knowledge in the field of construction and urban planning.
3. To elaborate General Urban Plans for all the localities in the R. of Moldova which would lead to solving many problems in the field of construction and urban planning.
4. To elaborate and revise the laws and normative acts which are referred to and do not correspond to current requirements, as the regulation for the legalization of all the constructions executed until 2001.
5. The documents on performed controls to be sent to Rayonal and Municipal Councils to annul the non-conformities and to prevent these ones.
6. In order to meet the requirements of GD no. 360 of 18.04.1997 the specialists of the mayoralties in the field of urban discipline and planning to be tested by the Ministry of Constructions and Regional Development.
7. To elaborate the Regulation on the procedure of demolition of unauthorized constructions and to invite the television at the demolition of the unauthorized object.
8. To organize practical and methodological meetings in order to share the advanced experience in the production of construction materials and items which correspond to the requirements of technical normative documents and to legislation in force.
9. To be present in media programs (on the radio, TV) in order to make public the work of the Inspection and especially its compliance with the legislation and the prevention of unauthorized constructions.
10. To require the collaboration of all the Mayoralties with the staff of the Territorial Construction Inspections in order to issue urban certificates, construction authorizations and to receive the objects.
11. The employment of 18 persons in Territorial Construction Inspections so that one inspector corresponds to each rayon and 3 inspectors to each sector of Chisinau and Balti.
12. The endowment of the deconcentrated services with transport units and the necessary equipment.

B.3. Police Commissariat/including the Municipal Police

B.3.1. Organizational capability

1.1. Legal position of police station

The police station is organized in compliance with the laws of Republic of Moldova: nr. 416-XII from 18 December 1990 – Police law; nr.436-XVI from 28 December 2006 – Local public administration law; nr.764-XV from 27 December 2001 Territorial-administrative organization of Republic of Moldova law; nr.333-XVI from 10 November 2006 – Status of prosecution officer law; Code of Criminal Procedure of Republic of Moldova nr.122-XV from 14 March 2003; Government decisions of Republic of Moldova nr. 778 from 27.11.2009 “Regarding the approbation of Regulation on organization and functioning of Ministry of Internal Affairs (MIA), structure and staff-limit of the central office of this” and nr. 735 from 16 June 2003 “Regarding the structure and staff-limit of deconcentrated public services of ministries, departments and other authorities of central administration”, MIA decree nr. 444 from 26.12.2008 “Regarding the approbation of Management principles in the Ministry of Internal Affairs system”.

The police station represents a deconcentrated service of Police Department of Ministry of Internal Affairs, with the status of legal entity, within which is constituted the prosecuting institution.

The police station carries out the tasks of Ministry of Internal Affairs of Republic of Moldova with the purpose of securing the life, health, honor and dignity, rights and liberties of citizens, all forms of ownership, state and society interests against criminal attempts and other illegitimate actions.

1.2. Organizational structure of police station

As a legal institution of the public authorities, police of Republic of Moldova is divided into state police and municipal police.

State police exerts its duties on the whole territory of Republic of Moldova, municipal police - on the territory of the respective administrative unit.

The organizational structure and the numerical limit of the state police staff is approved by the Government at the suggestion of minister of internal affairs, and of the municipal police – by the authorities of local public administration and by the minister of internal affairs at the suggestion of district’s police commissioner, chief of internal affair’s office of the autonomous territorial unit with special status and police commissioner of Chisinau municipality².

The structure and organizational staff of the police station are approved by the minister of internal affairs.

According to the number of staff, the diversity of job description, complexity of existing problems in the level and dynamic of criminality, peculiarity of the served territory and the remuneration, the police station are structured into 3 categories:

- - I category: General police station of Chisinau municipality with subordinated subdivisions, police stations of Balti and Bender municipality;
- - II category: district police stations which staff exceed 100 persons and the number of population is more than 40 thousand residents;
- - III category: district police stations which staff are less than 100 persons, and the number of population does not exceed 40 thousand residents, transport police stations.

The management of Police station, depending on the main functions, number of population and the staff, consists from commissioner and 4 deputies: for operative activity, chief of public order police, chief of prosecution office and chief of human resources service.

Police station is constituted from subdivisions, that carry out the main objectives and subdivisions which exert the duties of security, structured according to the number of personnel and the carried out duties in sections, services, offices and groups, named hereinafter services:

² Art. 7

Category of subdivisions which carry out the main objectives comprises:

- Department of Criminal police (judicial):
- Service of criminal police with subordinated structures, distributed according to the linear and zonal principle;
- Anti-drug service;
- Combating burglary and transportation theft service;
- Combating human traffic service.
- Department of public order police:
- Prevention service (station chiefs, zone operating officers);
- Public security service (patrol staff and sentinel, authorizations groups);
- Traffic police service;
- Infants and manners service;
- Judicial police service;
- Special institutions service;
- Guard and escort service;
- Migration service
- Department of prosecution (prosecution institution):
- Prosecution service;
- Criminalistic-technical service.

Category of subdivisions which exert duties of security comprises:

- Department of organization, analysis and control
- Organization, analysis and control service (guard unit);
- Registration and operating data service
- Department of personnel and training:
- Personnel and training service
- Department of logistics:
- Logistics service;
- Telecommunications service;
- Accounting
- Legal service
- Chancery

Recruitment proceedings in police

According to the provisions of art.19 of Police Law nr.416 from 18.12.1990, in police can be employed citizens of Republic of Moldova, who reached the age of 18 years.

In order to study in the specialized education institutions of Ministry of Internal Affairs, there can be enrolled persons who reached the age of 17 years.

While hired in the police service, the police officer is taking oath. The text of oath and the procedure of taking the oath are approved by the Parliament.

While employed in a position and subsequently in every year, the police officer must submit, in compliance with the law, the income and property declaration.

While hired, the police officer is put to the state compulsory fingerprint registration, according to the legislation.

For the new comers in police can be set a probation period up to 1 year.

The hiring in the offices, institutions and subunits of police can be done on competitive basis, as well as by concluding contract as established by the Ministry of Internal Affairs.

B.3.2. Institutional capability of police station

Tasks, Duties, Empowerments and responsibilities

Tasks:

- 1). Realization of state policy regarding the protection of life, health, honor, dignity, rights, dignity, fortune of citizens, state and society interests against the criminal attempts and other illegitimate attacks.
- 2). Prevention and suppression of breaches and contraventions, security of legitimacy, public order and traffic security.
- 3). Carrying out operating activities of investigations, detection of breaches, search of persons who abscond from the legal authorities, those who are missing and identification of bodies.
- 4). Carrying out prosecution on criminal cases within the limits of competence established by the law and providing the realization of criminal process purpose.
- 5). Execution, within the limits of competence established by the legislation in force, of criminal and contraventional lawsanctions.
- 6). Providing discipline and legitimacy, continuous training and improvement of police staff.
- 7). Legal and social protection of staff, development and consolidation of technical –material basis.
- 8). Providing collaboration and granting assistance, according to the conditions and established mode, to citizens, authorities of public administration, enterprises, institutions and organizations.
- 9). Realization of civil protection program, providing stability of functioning in exceptional situations during peace and war.

Duties:

- 1) For the realization of the state policy regarding the protection of life, health, honor, dignity, dignity, rights, fortune of citizens, state and society interests against the criminal attempts and other illegitimate attacks:
- 2) For the purpose of prevention and suppression of breaches and contraventions, security of legitimacy, public order and traffic security:
- 3) For the purpose of carrying out operating activities of investigations, detection of breaches, search of persons who abscond from the legal authorities, those who are missing and identification of bodies:
- 4) In the process of prosecution on criminal cases within the limits of competence set by the law and providing realization of criminal process purpose:
- 5) With reference to the execution, within the limits of competence established by legislation in force, of criminal and contraventional law sanctions:
- 6) For the purpose of providing discipline and legitimacy, continuous training and improvement of police staff:
- 7) For legal and social protection of staff, development and consolidation of technical –material basis:
- 8) For the purpose granting assistance, according to the conditions and established mode, to citizens, authorities of public administration, enterprises, institutions and organizations:
- 9) Within the realization of civil protection program, providing stability of functioning in exceptional situations during peace and war:

Empowerments:

- Provides the operative conducting of all the forces and means of MAI's deconcentrated subdivisions (state guard service, service of civil protection and exceptional situations, transport police station, military unit of carabinieri), dislocated in the territorial administrative unit, for the purpose of mobilization and organization of activity oriented towards the carrying out of duties;

- Lays down contravention processes regarding any contravention, brings to the police or other locations and detains up to three hours, if another period is not established by the law, persons who committed contravention, are subject of body control; examines the possessed objects, retains the objects and undertakes other measures stipulated by the law for the providing of procedure in contravention's cases;
- Applies in the cases stipulated by the law, sanctions or submits in the mode established by the law, the materials regarding the contraventions for examination to other public authorities, employees of enterprise, public associations;
- Detains, in compliance with the legislation in force, the persons who are suspected or accused of committing breach, persons who are hiding from prosecution and trial, as well as persons, who were preventively arrested;
- Detains and possesses in special established locations, persons who went undetected, are illegitimately and are subject of expulsion from the territory of Republic of Moldova, abscond from the execution of criminal punishment, from arrest, from the transfer to social rehabilitation institutions to follow a compulsory treatment for chronic alcoholism, drug addiction or toxicomania, established for them by the court;
- Collaborates, in the limits of competence, with other legal and control offices for the purpose of experience exchange in sphere, participates at training courses, conferences, seminars, round tables and other activities, inclusively in other countries, with relevant topics for the sphere of activity.

Responsibilities:

- Is charged with activities concerning the protection of life, health, honor, dignity, rights, fortune of citizens, state and society interests against the criminal attempts and other illegitimate attacks.
- Is charged with the rational planning of activity, of qualitative execution and in the set time of actions, which are included in the Plan of main organizational measures;
- Is responsible for knowing and putting into practice, by the police staff of the Regulation of police station organizing and functioning, of regulations and job descriptions, specific normative and legal documents;
- Is charged with the efficient implementation of modern procedures in managerial activity, inclusively in the sphere of prevention and combating the criminality, ensuring the legal order and security of citizens;
- Provides the compliance with the labor legislation, legislation concerning the public function and the special status of the public officer; other normative documents which regulate the activity with employees.

Policies and applied practices regarding human rights and gender equality

The adoption of Law ensuring the equal opportunities between women and men nr.5-XVI from 09.02.2006, the Regulation of Governmental Commission for equality between women and men, approved by the Decision of Government nr. 895 from 07.08.2006 had contributed essentially to establishing the specific legal-normative framework in the sphere.

Thus, the management of Ministry of Internal Affairs supports the hiring of women in police, for the functions of command unit (officers) and soldiery staff (sub officers). Concurrent, women are promoted to management positions.

For the compliance with article 34 of Police law nr. 416-XII from 18 December 1990, family members of the deceased officers, who were on duty, benefit of the state compulsory insurance.

Additionally, for the purpose of social protection of the families of internal affairs institutions officers, deceased on duty, is done a strict record keeping of the nominated category of persons, grating the necessary aid.

Another action of the activity of internal affairs institutions in the sphere of promoting the gender equality in society consists in a set of measures, meant to prevent and combat the violence in family, which appears as a consequence of gender discrimination in family.

According to the thematic plan of professional training of internal affairs institutions staff, for the topic "Human rights", by the police officers are suggested and compulsory studied the following issues:

- Protection of fundamental rights of some categories of persons;
- Elimination of racial, national, religious and sexual discrimination;
- Combating torture, cruel, inhuman and infamous treatments;
- Policeman's Code of Ethics and deontology

Collaboration between police station of state police, municipal police and LPA

Collaboration of Police station with the institutions of LPA is carried out under of Police Law, of Republic of Moldova nr. 416 from 18.12.90 art.7

Organizational structure and the numerical limit of municipal police staff is approved by the authorities of local public administration and by the minister of internal affairs at the suggestion of the district's police commissioner, chief of internal affair's office of the autonomous territorial unit with special status and police commissioner of Chisinau municipality.

Municipal police is subordinating concurrent to the Ministry of Internal Affairs and to authorities of local public administration.

The control of police activity is carried out by the Ministry of Internal Affairs, and of municipal police activity – and by the authorities of local public administration.

Collaboration within the police system

State and municipal police are carrying out their duties in a tight collaboration.

Receiving information about the organizing and committing of a serious breach, office of the municipal police undertakes necessary measures for its prevention, suppression and uncover for establishing and fixation of breach's tracks, for the guard of incident's place and immediately reports about this to the respective office of state police, sending subsequently the materials, which are in its possession.

For the organization of breach uncover and carrying out measures for following up and detaining the persons who committed the breach, dispositions of state police officials are compulsory for the municipal police officers.

Municipal police supports the state police while carrying out the operating investigation measures and others, reports immediately about the persons and facts which present interest for it.

State police grants to the municipal police methodical and consulting assistance, by its forces and means, for carrying out the duties, entrusted to it.

In compliance with the provisions of Local public administration law nr.436 from 28 December 2006 art. 14, letter x) local councils contribute, according to the law, to the security of public order, adopts decisions regarding the activity of municipal police, of firemen and civil protection groups of local interest, suggest improvement measures for activity of these;

Sources of financing

The state police is financed from the state budget. Municipal police is financed from the LPA budget.

B.3.3. Functional capability

Seat of police stations

Police stations have their own seats in all the residing localities of territorial administrative units of II level.

The surface, of police stations seats, differs from 794.1m² to 1089m² at those questioned. In the opinion of police station chiefs, this is completely insufficient for a high level activity of police station.

Equipment of police station

Numeric compound of police station officers, as we mentioned above, depends on the number of population of the served territorial administrative unit and depending on this, it is equipped.

Within the survey there were made the following observations, concerning the equipment.

- a) Computers, Drochia – 25, Nisporeni – 14
- b) Fax, average – 1-2 units
- c) Scanner 2-3 units
- d) Telephones Drochia - 43, Cimişlia - 30 telephone services
- e) Xerox machines Drochia - 6, Nisporeni - 3

Comparing the equipment of police stations with their necessities, we can say that it is not sufficient, the assessment average on the scale from 1 to 5, is 2.8.

Use of Software

In its activity the police station uses the following soft applications:

- Windows XP
- Microsoft Office
- MoldLex
- Internet Explorer
- ABBY Fine Reader
- Bit primary (accounting)

The internet connections are provided in most of police stations by the mean of modems as well as hard connection, type DSL, ISDN.

Activity of police station

Rules and norms of activity at internal level are established by the police station under of normative acts developed by MIA.

The audit within the police station is carried out by the audit direction from MIA, it's a hierarchical audit.

There are several types of control carried out in the activity of police station, and namely:

- *Planned control* which is a control according the to general control plan of police stations and is approved at the beginning of year. This is usually a general control. This type of control is usually carried out by commissions, constituted by the decree of minister of internal affairs.
- *Unforeseen control* is a more specialized control on branches of activity and is carried out at the disposition of specific branch's chief from MIA or in some cases can be and a general control, but in this case the decree of carrying out the control and compound of commission is signed by the minister of internal affairs.
- *Internal control* is carried out by the chief of police station. This is a permanent control, which does not need any regulations or dispositions, this being one of his duties. In some cases, the police commissioner can dispose an internal control specialized on some spheres of police station activity.
- *Surveillance of prosecution office* is carried out by prosecutors on the activity of police station under of the Prosecution Lawnr.294 from 25.12.2008, in the spheres of conducting and executing prosecution and participation of prosecutor at the realization of justice.

In their activity the police station officers are assessed by the process of evaluation and knowledge assessment. Knowledge assessment is carried out by the representatives of MIA general direction of human resources.

Monitoring of activity of police station is carried out by MIA, LPA and mass media. For this, the police station submits to the named institutions, letters of information, reports, and press releases.

In its activity police station does not provide services for a fee.

Police station works in non stop regime, 24/24.

Main normative framework, regulating the activity of police station

Normative acts which regulate the activity of MIA:

- 1. Constitution of Republic of Moldova from 29.07.1994
- 2. Police Law [nr.416-XII from 18.12.1990](#)
- 3. Contraventional Code [nr.218-XVI from 24.10.2008 \(in force from 31.05.2009\)](#)
- 4. [Criminal code adopted by the Law nr.985-XV from 18.04.2002](#)
- 5. Code of criminal procedure adopted by the [Law nr.122-XV from 14.03.2003](#)

B.3.4. Capability of interaction

Collaboration with other legal institutions

Police station officers in their activity interact with the following national institutions:

- *Prosecution office of RM*, under of provisions from the Code of criminal procedure and the collaboration agreements signed between MIA and general prosecutor's general office, as well under of common decrees (interinstitutional).
- *Courts*, under of the provisions of Contraventional Code of RM, Code of criminal procedure of RM, and Code of civil procedure of RM.
- *LPA authorities*, under the Police law and local public administration law.
- *Boarder Guards Service*, under the collaboration agreement between MIA and Boarder Guards Service.
- State Fiscal Office.

Exchange of information is done by the mean of post office, special couriers and electronic mail.

Participation of Police station in the development of national policies

The role of police stations in the development of national policies, as well as in the process of decision making at the ministry level in planning and problem solving is not a crucial one. This does not mean that they do not participate in this process. MIA pays a big attention in the decision making process to the transparency and all the documents of policies, strategies, proposals of legislative or normative acts are sent for examination and submitting of suggestion to the police stations, also.

In this context, the police stations have the opportunity to come with suggestions at the development of plans, decisions and solving administrative problems.

B.3.5. Suggestions for improving the activity of police station

Increase of financing, chapter "Technical-material equipping" "remuneration".

Cooperation with CPA is lucrative. Suggestions: simplifying the obtaining of necessary information in the working activity from the specialized bases of DTID, Boarder Guards Service, Custom Service, Cadastral Service, etc.

B.4. Civil Status Office

B.4.1. Organizational Capacity

The Civil Status Office (C.S.O) is an organ of unique subordination and represents a territorial subdivision of Civil Status Service (C.S.S.) of Ministry of Justice (M.J.). C.S.O. ensures state registration of the civil state acts, respecting the principals of functional and territorial competence, in order to protect the patrimonial and non-patrimonial rights of individuals (Republic of Moldova citizens, foreigners, stateless persons, shelters solicitants and refugees) as well as for the state interest, in the administrative-territorial district limits.

C.S.O. is subordinated directly to the director of C.S.S., and indirectly to the M.J.

The C.S.O. activity is guided by the Constitution of the Republic of Moldova, Family Code, Law on the Civil Status Acts (Law), the C.S.O. Regulation, as well as other normative acts.

The C.S.O. activities are financed by budgetary and extra budgetary sources.

S.C.O. is considered a legal individual and owns a seal, on which is printed the state emblem and the official name of the organ.

In order to register the civil state acts and fulfill other activities in the competence limits, S.C.O. collects a state tax and another tax for proving additional paid services according to the Classification.

The amount received from payments can be used to improve the material and technical base and to offer awards to the employees according with the S.C.G.D. director decisions.

C.S.O. has the right to offer additional juridical and technical services that are not stipulated by the Law on the Civil Status Acts, but in accordance with the laws conditions.

That's why the financial resources of C.S.O. are ensured by both the central budget and the personal income.

The limits of the C.S.O. personnel are determined by the Government decision at the MJ proposals. The organs staff members are elected taking in consideration the work volume, numbers of implemented contracts, financial resources limitation gained in the process of providing services, taking out of consideration the financial resources received from the national public budget.

The C.S.O. is headed by a chief, during his absence by an officer authorized by the office's chief along with a prior notice for the C.S.S. governance.

The C.S.O. employees are public functionaries, who are subject to the legal regime, established by the public service legislation and the labor legislation, along with its particularities.

In order to achieve certain tasks, can sign work contracts with individuals that don't belong to public functionaries category.

The work tasks of the C.S.O. chief are determined by the job description and are approved by the Director of C.S.S.

The work tasks of the C.S.O. employees are determined by the job description and are approved by the chief of C.S.O.

The Localities who own a civil office, the municipality will not exercise the tasks regarding the registration of the civil state acts.

The rules and the normative of the C.S.O. activities are elaborated by the central institution to who is subordinated. C.S.O. is not audited.

The C.S.O. reorganization or liquidation is possible, according to the law, through a MJ order.

Control of the CSO activities The supervision and the control of respecting the legislation by the C.S.O. is ensured by the C.S.S. For this purpose CSS elaborates annually planned and unforeseen controls.

The revision of the C.S.O. activities regarding cashing the fixed taxes for the additional performed services is elaborated by the competent bodies of M.J.

The C.S.O. activity is controlled by the C.S.S. through orders, methodical instructions, and stipulations. Moreover, the S.C.O. activities, as well as the professional performances of the employees are evaluated by the C.S.S.

The C.S.O. activities transparency is facilitated and assured by media, Internet resources, informative boards, etc.

B.4.2. Institutional capacity

During the activity process, C.S.O. uses at the same time the traditional procedure of documents circulations, as well as other new methods offered by the Internet Network, which guarantee a high operation with the required information.

In the meantime, the informational circulation between C.S.O. and other institutions and authorities of LPA, level I, II and CPA is slower, especially because of the maintenance of the old communicational procedures.

The most of the C.S.O. rents the headquarters for their activities; its surface is in medium 170 square meters, which is not sufficient for the employee's activities. C.S.O. owns technical equipment that facilitates the activity process and increases the employee's performances. The equipment in average consists of computers (seven units), fax (two units), scanner (one unit), telephones (seven units), and copy center (one unit).

The information collected through the questionnaires reveals that the technical equipment satisfies in average the institution needs. The majority of C.S.O. doesn't have internet connection. At the institutional level re used the soft programs as MS Office, C.S.O. Manager and the technical program "Arhiv".

Functional capacity

C.S.O. exercises the following tasks and ensures:

- State registration, under the laws conditions, civil status acts: of birth, of marriage, of divorce, change of name/surname, of death;
- Posting mentions on the civil state acts;
- Processing applications regarding reconstructions, late and subsequent registrations, transcription of the civil status, modification, correction, addition, cancellation and nullity recognition of the civil status acts or of their mentions;
- Keeping the evidence on the strict record forms and documentation, issue of the civil status certificates, elaborating duplicates of civil status certificates, extracts and copies, formulate notices and presenting the C.S.S. report on the use of forms;
- Organization and accumulation of its own archive fund;
- Automating the registers from the offices archive fund;
- Providing methodological and practical support in the civil state sphere to the cities mayoralty, commune, villages in the districts;
- Monitoring the legislation compliance in the sphere of the civil state by the districts mayoralties, presenting to C.S.S. the results and the controls;
- Keeping the evidence and control upon the forms of the certificate utilization received from C.S.S. as assignment for the mayoralty;
- Receive the monthly records and the both copies of the civil status acts from the mayoralty;
- Elaborate proposals for improvement of the mayoralty activities in the sphere of civil state acts registration and their presentation to the C.S.S.;
- Keeping registers stipulated by the 74 article, line 3 from the Law, as well as other types of records, which need to be determined by legislation or by practical reasons;
- Periodical systematization of the civil status acts according to their types, formulation of the civil state registers, and alphabetical evidence of the civil state acts, in order to record alphabetical registers;

- Selection of the acts with a long term storage period(according to the 79 article, and 80 article, line 2,4 from the Law) and the use of the condition and objectives stipulated by the law;
- Presentation of the information regarding the civil state acts recording, as well as the copies and the extracts at the request of the competent bodies;
- Transmitting until the 10th day of each month to the C.S.S. the second copy of the civil state acts;
- Transmitting within tree day to the C.S.S. the extract from the civil marriage or death of foreign citizens, in those cases which are stipulated by the 19th article, line 2 of the Law;
- Remission of the competent organs acts, stipulated by the 56 article, line 4 of the Law;
- Information, in case of death, within five days, to the competent organs, about the persons who needs guardianship or trusteeship;
- Transmitting in the required terms, the second copy of the registered civil state acts, records, requested information by the C.S.S., and the informative notes regarding the C.S.O. activity according to the established procedures;
- Participation at the creation of the informational systems for the civil state;
- Submitting the C.S.S. proposals regarding the purchase and installation of the technical equipment and the office furniture in order to ensure the work units;
- Submitting the C.S.S. proposals regarding the improvement of the current legislation in the sphere of the civil state acts registration;
- Solemnly registration, upon request, of marriage, birth, and marriage jubilees, at on the organs territory or outside, according to the Law conditions;
- Participation at the local public authorities meetings, regarding the activity issues examination;
- Solving other problems linked to the offices competence;

SCO exercises the following functions:

- Executive;
- Monitoring the legislation compliance of the civil state;
- Control of the LPA activities, level I.

Перечень услуг, оказываемых отделами записи актов гражданского состояния. Службы гражданского состояния,и тарифы на них (ПОСТАНОВЛЕНИЕ ПравительстваN 738 от 20.06.2008):

№ п/п	Наименование услуг	Срок оказания услуг	Текущая стоимость услуги
		календарные дни	в леях
I. Бесплатные услуги			
1.	Регистрация записи акта о рождении с выдачей свидетельства	в день обращения	бесплатно
2.	Регистрация записи акта о смерти с выдачей свидетельства	в день обращения	бесплатно
3.	Регистрация записи акта об изменении фамилии и/или имени с выдачей свидетельства	в день обращения	бесплатно
4.	Перерегистрация записи акта гражданского состояния с выдачей свидетельства	в день обращения	бесплатно
5.	Регистрация брака без торжественной части с выдачей свидетельства	в установленный законом день	бесплатно
6.	Рассмотрение заявления об установлении отцовства с выдачей свидетельства о рождении	в день обращения	бесплатно
7.	Исполнение решения судебной инстанции об усыновлении с выдачей свидетельства о рождении	в день обращения	бесплатно

8.	Выдача справки F-28 об отсутствии регистров гражданского состояния (согласно Описи архивного фонда регистров гражданского состояния соответствующего отдела ЗАГС)	в день обращения	бесплатно
9.	Внесение исправлений в запись акта гражданского состояния по инициативе отдела ЗАГС	в день установления необходимости изменения	бесплатно
10.	Рассмотрение заявления об исправлении, изменении и дополнении записи акта гражданского состояния, включительно изменение фамилии несовершеннолетнего ребенка в возрасте до 16 лет	2 месяца	бесплатно
11.	Рассмотрение заявления об исправлении, дополнении рубрики "национальность" в записи акта гражданского состояния (оформление дела и передача в Службу гражданского состояния для утверждения)	2 месяца	бесплатно
12.	Исправление фамилии и/или имени в соответствии с национальной ономастикой	согласно сроку, установленному для выдачи дубликата свидетельства гражданского состояния	бесплатно
13.	Выдача справки - объяснения	2 месяца	бесплатно
14.	Рассмотрение заявления об изменении фамилии и/или имени	2 месяца	бесплатно
15.	Рассмотрение заявления о восстановлении записи акта гражданского состояния	2 месяца	бесплатно
16.	Рассмотрение заявления о регистрации акта гражданского состояния по истечении установленного срока (ст.26 ч.(1) Закона об актах гражданского состояния)	в день обращения	бесплатно
17.	Рассмотрение заявления о регистрации акта гражданского состояния с пропущенным сроком (ст.26 ч.(2) Закона об актах гражданского состояния)	2 месяца	бесплатно
18.	Рассмотрение заявления об аннулировании записи акта гражданского состояния	2 месяца	бесплатно
19.	Рассмотрение заявления о перерегистрации записи акта гражданского состояния (за исключением записи акта о смерти)	2 месяца	бесплатно
20.	Выдача справки о гражданском состоянии	2 месяца	бесплатно
21.	Выдача дубликата свидетельства гражданского состояния	30 дней	бесплатно
22.	Выдача выписки из записи акта гражданского состояния	30 дней	бесплатно
23.	Регистрация записи акта о разводе на основании судебного решения	в 3-дневный срок со дня получения отделом ЗАГС копии решения суда	бесплатно
24.	Рассмотрение заявления о перерегистрации записи акта о смерти	в день обращения	бесплатно
25.	Торжественная регистрация новорожденного (индивидуальный сценарий)	в установленный законом день или в день обращения	бесплатно
II. Платные услуги			
Юридические услуги			
26.	Регистрация записи акта о разводе на основании совместного заявления супругов	в установленный законом день	100-00 отдельно для каждого из

			супругов
27.	Дополнение записи акта о разводе на основании судебного решения	в день обращения	100-00 отдельно для каждого из супругов
28.	Внесение в установленном порядке исправлений в запись акта гражданского состояния (при непосредственном обращении заявителя о выдаче свидетельства или выписки)	одновременно с выдачей свидетельства гражданского состояния или выписки	50-00 за каждый измененный документ
29.	Выдача справки - объяснения	30 дней	20-00
30.	Выдача справки (извещениях) о произведенных исправлениях в записи актов гражданского состояния	30 дней	20-00
31.	Выдача справки о гражданском состоянии	30 дней	40-00
31 ¹ .	Выдача свидетельства о матримониальной правоспособности	30 дней	50-00
32.	Выдача дубликата свидетельства о регистрации акта гражданского состояния	25 дней	25-00
33.	Выдача выписки из записи акта гражданского состояния	25 дней	15-00
34.	Выдача многоязычной архивной выписки из записи акта гражданского состояния	30 дней	50-00
35.	Рассмотрение заявления об ускорении регистрации брака (в случае существования некоторых дополнительных мотивов, кроме перечисленных в законодательстве)*	25 дней	1000-00
36.	Рассмотрение заявления об исправлении, изменении и дополнении записи акта гражданского состояния, включительно изменение фамилии несовершеннолетнего ребенка в возрасте до 16 лет (оформление дела)	30 дней	50-00
37.	Рассмотрение заявления об исправлении, дополнении рубрики "национальность" в записи акта гражданского состояния (оформление дела и передача в Службу гражданского состояния для утверждения)	30 дней	100-00
38.	Рассмотрение заявления: а) об изменении фамилии и/или имени б) о перерегистрации записи акта гражданского состояния, за исключением записи акта о смерти (оформление дела и передача в Службу гражданского состояния на утверждение)	30 дней	100-00
39.	Рассмотрение заявления о восстановлении записи акта гражданского состояния (оформление дела)	30 дней	50-00
40.	Рассмотрение заявления: а) о регистрации записи акта гражданского состояния по истечении установленного срока б) об аннулировании записи акта гражданского состояния (оформление дела и передача в Службу гражданского состояния на утверждение)	30 дней	50-00
41.	Рассмотрение заявления об изменении фамилии и/или имени по предъявлении доверенности, выданной за рубежом	30 дней	200-00
Технические услуги			
42.	Составление заявления о повторной выдаче свидетельства гражданского состояния или архивной выписки из	в день обращения	2-00

	соответствующей записи акта		
43.	Составление заявления о регистрации записи акта гражданского состояния или изменении, дополнении, восстановлении, аннулировании этой записи акта	в день обращения	5-00
44.	Удостоверение подписи заявителя на заявлениях (об установлении отцовства, о браке с осужденным, о расторжении брака), которые впоследствии будут отправлены в другие отделы ЗАГС	в день обращения	20-00
45.	Ксерокопирование документов	в день обращения	00-30 за 1 страницу
46.	Оказание помощи лицу, уполномоченному научным учреждением, которое ходатайствует об изучении регистров гражданского состояния в научных целях	в день обращения или в установленный день	50-00 за 1 час
47.	Обеспечение торжественной регистрации брака вне отдела ЗАГС	в установленный законом день	1000-00, за исключением транспортных расходов
48.	Оказание специальных услуг по организации торжественной церемонии бракосочетания**:		
	а) зал торжеств, музыкальное сопровождение, поздравление		100-00
	б) зал торжеств, музыкальное сопровождение, индивидуальный сценарий	в установленный законом день	300-00
	с) зал торжеств, банкетный зал, музыкальное сопровождение, индивидуальный сценарий		500-00
49.	Торжественная регистрация брака в выходные дни	в установленный законом день	1000-00
50.	Торжественная регистрация брака в нерабочее время	в установленный законом день	1000-00
51.	Организация церемонии празднования юбилейной свадьбы	в установленный законом день	300-00
52.	Оказание услуг фото- или видео- оператором без соответствующего договора	в установленный законом день или в день обращения	100-00 для одного торжества
53.	Оказание фото- или видеоуслуг по договору	в установленный законом день или в день обращения	10% от одного заказа
54.	Составление и отправка запросов об истребовании свидетельства о регистрации акта гражданского состояния и/или архивной выписки из соответствующей записи акта:		
	а) по Республике Молдова	в день обращения	20-00
	б) в другие страны	в день обращения	50-00
55.	Сверка информации по телефону в Службе гражданского состояния или в отделах ЗАГС Республики Молдова в целях некоторых уточнений и компетентного рассмотрения заявлений	в день обращения	20-00
56.	Организация выдачи документов гражданского состояния по договору, заключенному с ГП "POȘTAMOLDOVEI"	в день обращения	20-00 за каждый отправленный документ
57.	Оказание услуг по отправке документов гражданского	в согласованный день или	10%

	состояния за пределы Республики Молдова по договору, заключенному с почтовыми операторами	в день обращения	от одного заказа
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Analyzing the C.S.O. capacities emphasized the existence of the policies and practices approach to human rights and the gender equality to ensure the access of social vulnerable groups to their services.

As new opportunities in providing services, C.S.O. mentioned the use of online methodology.

C.S.O. doesn't have any role or implication in the elaboration of the national policies

B.4.3. Bonding Capacity

C.S.O. collaborates in the limits of its competence with central public authorities. During its activities, C.S.O. establish with the local public authorities both collaboration and supervisory contact.

C.S.O. elaborates contacts with other institutions through organization of seminars, round meeting, and the informational change is made by the correspondence.

The types of relations that are set with the citizens are: a) providing services, b) informative

The fees for the provided services are determined by the normative approved by the Government Decision nr.738 from 20.06.2008.

The questionnaires showed that for provided services are not settled quality standards.

The consumer rights, as well as the appeal mechanisms (complaints, court requests) are established by the current legislation.

C.S.O. works from Monday to Friday. The customers are welcomed from 8:00 am to 5:00 pm on Tuesdays, Wednesdays, Thursdays, and Saturdays. Friday is a methodical day.

At the question "What is your opinion on the development of the deconcentrated services and what do you propose for to improve the activities?" the respondents answered:

- Increasing institutional capacity through improved technical and material base;
- Internet connections;
- To improve the working conditions;
- To increase the public functionaries salary.

Appendix C. List of deconcentrated services

#	Name of the PA authority	Name of the service (central authority)	Territorial subdivisions	Functions
1	Ministry of Finance	State Tax Service		a) Exercising control over compliance with fiscal legislation
				b) Exercising control over correct calculation of the amounts of tax obligations
				c) Revenue collection to the National Public Budget
		Department for Financial Control and Revision		a) Exercising financial control and revision of budget executors in terms of effective and consistent management of the public funds
				b) Ensures the integrity of the state patrimony
				c) Revisions and checks made in public institutions and in territorial-administrative units
				d) Performs internal audit in public institutions
2	Ministry of Agriculture and Food Industry	Sanitary-Veterinary Agency for the Security of Products of Animal Origin		a) Ensures animal health and welfare, prevents disease transmission from animals to humans, ensures the safety of animal products for human consumption, animal feed sanitation, environmental protection in relation to animal husbandry, animal identification and registration;
				b) Implements the legislation in the sanitary-veterinary field and for the safety of animal products;
				c) Ensures the control over the compliance with the sanitary-veterinary requirements for the safety of animal products in the units producing, importing, exporting, processing, storing, transporting and marketing products which are subject to the sanitary-veterinary state control;
		General Inspectorate for Phytosanitary Surveillance and Seed Tree Control		a) In accordance with the community legislation, ensures the implementation of the phytosanitary legislation to ensure plant health protection, prevents introduction and dissemination of harmful organisms in the country;
				b) Organizes plant protection and phytosanitary quarantine activities throughout the country, in accordance with a unitary conception, in order to ensure the health of cultivated plants, of forests, pastures, natural hay fields and other useful forms of

#	Name of the PA authority	Name of the service (central authority)	Territorial subdivisions	Functions
				vegetation, as of agricultural products stored;
				c) Implements state policies in providing phytosanitary products and technical means for their administration, including emergency cases;
				d) Ensures seed tree control, issues certificates, monitors and supervises the traders licensed in seed production and marketing;
				e) Exercises control over the accuracy of quantitative and qualitative record keeping of the grains, over issuing, circulation and closing of the deposit certificates for cereals;
				f) Exercises state control over respecting technological norms in producing, processing, storing and marketing tobacco and tobacco products;
		State Inspectorate for Technical Monitoring "Intehagro"*		a) Supervises the modality of exploiting the fleet of cars and tractors in the agroindustry, of the equipment in the food industry in order to protect human security and health, private goods and the environment;
				b) Performs registration and marking of tractors, of self-propelled machinery, of land improvement, of agricultural inventory attached to tractors and issues registration certificates;
				c) Ensures coordination and supervision of the training and qualification improvement of the drivers of self-propelled vehicles (tractors, agricultural machinery);
		Payment and Intervention Agency in Agriculture		a) Manages the allocation of subventions for the traders in the field (agricultural producers);
				b) Monitors the allocation of subsidies to farmers;
c) Quantitative and qualitative valuation of the impact of state's measures for supporting the farmers.				
3	Ministry of Environment	State Ecological Inspectorate, fishery		a) Exercises state ecological control over compliance with the laws and normative acts in environmental issues and natural resource use, including the country's state

#	Name of the PA authority	Name of the service (central authority)	Territorial subdivisions	Functions
		Inspection		<p>border;</p> <p>b) Performs state ecological expertise in order to prevent the impact of the economic activities on the environment, on its components, on ecosystems and on population's health;</p> <p>c) Organizes actions for combating poaching, illegal fishing and cutting trees;</p> <p>d) Carries out laboratory investigations on the quality of environmental factors;</p> <p>e) Collaborates with legal authorities to examine administrative contraventions and to sanction the offenders;</p> <p>f) Collaborates with the authorities of the local public administration in developing and implementing local programs and plans in the field of environmental protection;</p> <p>g) Controls traders' payments for environmental pollution and issues environmental authorizations;</p> <p>h) Issues authorizations, permits and certificates in the field;</p> <p>i) Issues authorizations of utilization of artificial fish basins;</p> <p>j) Issues authorizations of industrial/commercial fishing;</p> <p>k) Controls industrial and recreative-sportive fishing, establishes measures for increasing biological potential of piscicultural potential, provides new species to fish basins, prevents and fights disease outbreaks, pest and negative influence on piscicultural resources;</p> <p>l) Elaborates and presents to the competent authorities the information regarding the cases of infringement of the law in the field of piscicultural protection.</p>
4	Agency for Regional Development	State Construction Inspection		a) Exercises control functions on uniform and rigorous application of legislation and normative documents in construction field;

#	Name of the PA authority	Name of the service (central authority)	Territorial subdivisions	Functions
				b) Ensures compliance with town-planning regulations of the authorities of local public administration, of physical and juridical persons working in investment field, in conceiving, designing, authorizing, marketing, using and post-using of constructions or in producing construction materials and components.
5	Ministry of Labour, Social Protection and Family	National Agency for Employment		a) Employment of the labour force;
				b) Organizes providing of consulting services and of professional training;
				c) Migration of labour force;
				d) Protection of labour force.
		Labour Inspection		a) Exercises state control over compliance with legislation and other normative documents on labour in enterprises, institutions and organizations with any type of property and legal form of organization, of physical persons who hire employees, as well of the authorities of central and local public administration, hereinafter referred to as employers;
b) Controls the compliance with the stipulations of the legislation and other normative documents referring to: individual and collective labour contracts, employment record book, working time and rest time, labour remuneration, labour discipline, child and women labour, labour protection, other work conditions;				
c) Issues notifications on the introduction to manufacturing of technical equipment and of personal work and protection equipment;				
		d) Investigates work accidents, coordinates training, instruction and informing of employees in labour relations and labour protection.		
		Republican Fund for Social Support of Population		a) Provides material support to vulnerable layers of population.
6	National Chamber for Social Insurance		Territorial Chamber for Social Insurance	a) Payment of pensions, compensations and indemnities and regular analysis of this process;

#	Name of the PA authority	Name of the service (central authority)	Territorial subdivisions	Functions
				<p>b) Receiving enterprises' and citizens' applications and the necessary documents for calculating pensions, compensations and indemnities, elaborating documents, establishing pensions and indemnities right and their payment to insured persons ;</p> <p>c) Preparation of documents, including draft decisions of experts' councils, to determine/recalculate pensions and indemnities;</p> <p>d) Direct medical expertise activity, recovering work capacity;</p> <p>e) Record keeping of pensioners needing spa and sanatorium treatment and distribution of treatment tickets;</p> <p>f) Considering citizens' petitions in matters regarding pension and indemnities calculation, payment, giving an answer to these ones.</p>
7	National Bureau of Statistics		General direction/direction/statistical section	<p>a) Collecting, processing and analysing statistical information from the territory;</p> <p>b) Providing correct statistical information to public central and local authorities;</p> <p>c) Providing methodological support to traders in collecting and processing statistical information;</p> <p>d) Performing quality control, compliance with deadlines for the presentation of reports and statistical interviews.</p>
8	Ministry of Internal Affairs	State Guard		Is in liquidation process
			The Transport Police Office	a) Ensuring public order, preventing, combating and detecting crime and other illegal actions;
				<p>b) Defending rights and interests of physical and juridical persons and state's interests against criminal attacks on rail and naval transport and civil aviation throughout Moldova;</p> <p>c) Ensures passenger safety (permanent actions to prevent and combat any antisocial acts prejudicing public order and safety on trains and in train stations, on planes and in airport buildings, on ships and in seaports) and the integrity of freight transport, trains, river and sea vessels, as of aircraft flights.</p>

#	Name of the PA authority	Name of the service (central authority)	Territorial subdivisions	Functions
			Police Office, including Municipal Police	a) Defending citizens' life, health, honor, dignity, rights, liberties, interests and property of criminal attacks and other illegal acts;
				b) Prevention and suppression of crimes and other offences;
				c) Identification and detection of offences and tracking criminal people;
				d) Maintaining public order and public security;
				e) Conformably to present law's terms and conditions, provides help to citizens, administrative bodies, enterprises, institutions and organisations in order to protect their rights and the exercise of their duties, established by law;
				f) Performing state protection measures for persons by helping in criminal proceedings, conformably to the legislation in force.
		Department of Civil Protection and Exceptional Situations		a) Ensures the protection of population and property in natural and ecological disasters, accidents and disasters, disease outbreaks, fires.
		Directorate for Fraud Investigations		a) Investigates and/or examines the acts committed by persons infringing economic laws (smuggling and illicit goods traffic, including the Transnistrian segment; violation of intellectual and industrial property; telecommunications and computer crimes; forgery of money and credit cards; corruptions and abuse; education and other budget institutions; humanitarian aid and social assistance; domestic consumption, domestic consumer and producer protection; production and circulation of ethyl alcohol; importation and circulation of pharmaceutical products; petroleum products market; construction and natural resources; energetical complex and industry; travel companies and gambling; insurance companies and advertising companies; illegal passenger transport; international transport of goods by car, rail, air and river).
9	Ministry of Defense		Military Centre	a) Coordinates the expansion of armed forces and resource mobilization.
10	Centre for Combating Economic Crimes		General directions	a) Prevention, detection, investigation and suppression of contraventions and economic, financial and fiscal crime;
				b) Fighting corruption and protectionism;

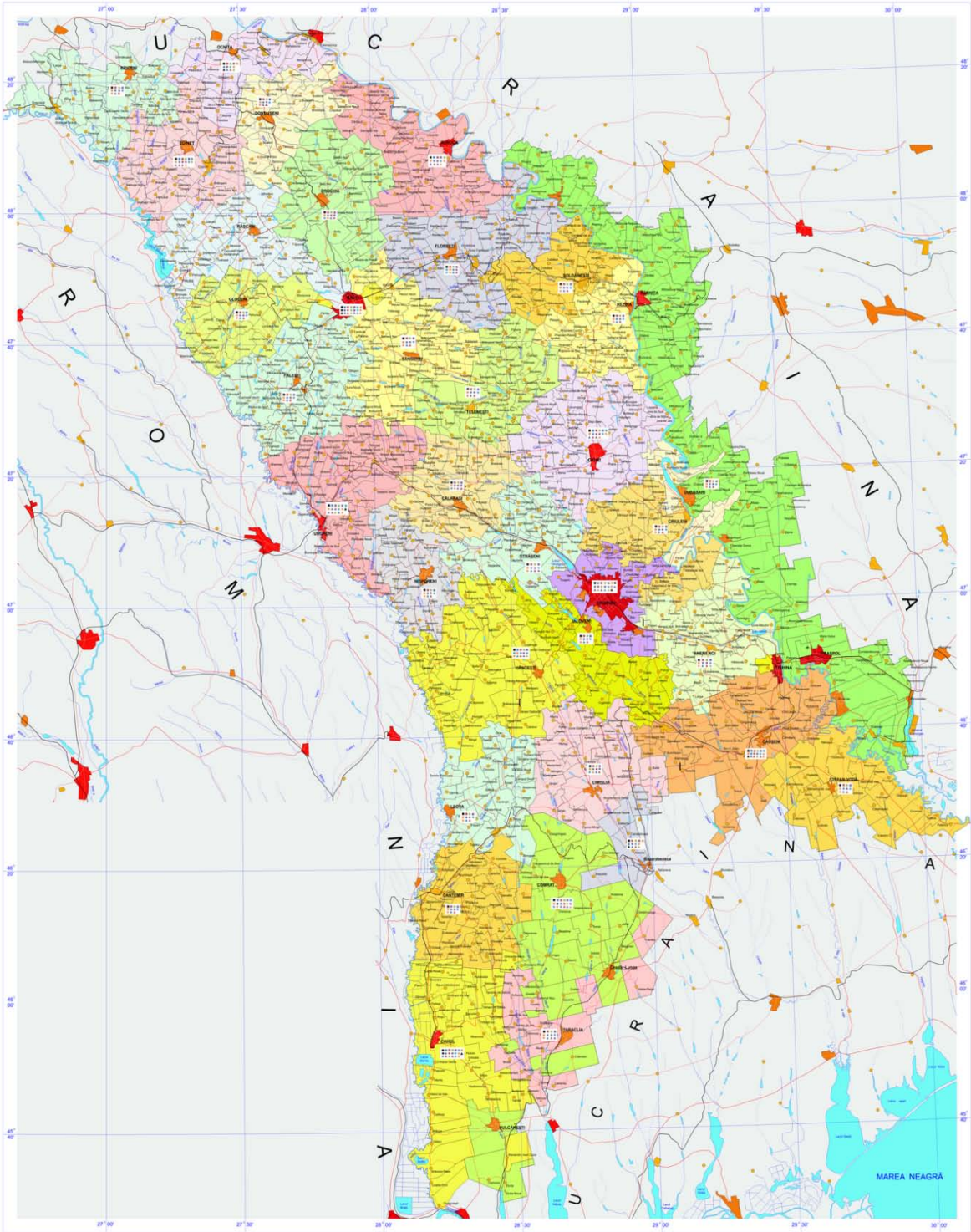
#	Name of the PA authority	Name of the service (central authority)	Territorial subdivisions	Functions
	and Corruption			<p>c) Preventing and combating money laundering and terrorism financing;</p> <p>d) Performing anticorruption expertise of draft of laws and normative acts for their compliance with state policy in corruption prevention and combat.</p>
11	Ministry of Justice	Civil Status Service*		a) Organization of the activity of bodies responsible for record keeping of civil status documents, improving quality and culture in providing services;
				b) State registration of civil status documents;
				c) Ensuring the order established in the state registration of civil status documents, in order to protect property and non-property rights of individuals and state interests;
				d) Improvement of existing registration forms and development of new registration forms of marriages and births;
				e) Creating and ensuring the operation of automatized informational systems for registering civil status, as a component of the automatized informational system named "State register of population"
		The State Registration Chamber*		a) State registration of juridical persons and of private entrepreneurs;
				b) Keeping the State Register;
				c) Issuing extracts from State Register;
				d) Providing juridical assistance and other services in the field of state registration of juridical persons and private entrepreneurs;
				e) Participating in elaboration of the legal framework in the field of state registration of juridical persons and private entrepreneurs;
f) Contribution or participation in studies, valuations and synthesis works related to state registration;				
g) Publishing Official Bulletin of State Registration Chamber.				

Appendix D. Locations of offices of deconcentrated services

#	Name of the PA authority	Name of the service (central authority)	1. Anenii Noi	2. Basarabasca	3. Briceni	4. Cahul	5. Cantemir	6. Calarasi	7. Causeni	8. Cimisia	9. Criuleni	10. Donduseni	11. Drochia	12. Dubasari	13. Edinet	14. Falesti	15. Floresti	16. Glodeni	17. Hincesti	18. Ialoveni	19. Leova	20. Nisporeni	21. Ocnita	22. Orhei	23. Rezina	24. Riscani	25. Singerei	26. Soroca	27. Straseni	28. Soldanesti	29. Stefan Voda	30. Taraclia	31. Telenesti	32. Ungheni	UTA Gagauzia	Chisinau	Balti		
1	Ministry of Finance	State Tax Service	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	
		Department for Financial Control and Revision				x			x						x					x					x												x	x	x
2	Ministry of Agriculture and Food Industry	Sanitary - Veterinary Agency for the Security of Products of Animal Origin	x	x	x*	x*	x	x	x*	x	x	x	x	x	x	x	x	x	x	x	x	x	x*	x	x	x	x	x	x	x	x	x	x	x	x*	x	x	x*	x*
		General Inspectorate for Phytosanitary Surveillance and	x	x	x*	x*	x	x	x	x	x	x	x	x	x	x	x	x	x	x*	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x*	x	x*	x	

#	Name of the PA authority	Name of the service (central authority)																																							
			1. Anenii Noi	2. Basarabasca	3. Briceni	4. Cahul	5. Cantemir	6. Calarasi	7. Causeni	8. Cimislia	9. Criuleni	10. Donduseni	11. Drochia	12. Dubasari	13. Edinet	14. Falesti	15. Floresti	16. Glodeni	17. Hincesti	18. Ialoveni	19. Leova	20. Nisporeni	21. Ocnita	22. Orhei	23. Rezina	24. Riscani	25. Singerei	26. Soroca	27. Straseni	28. Soldanesti	29. Stefan Voda	30. Taraclia	31. Telenesti	32. Ungheni	UTA Gagauzia	Chisinau	Balti				
		Seed Tree Control																																							
		State Inspectorate for Technical Monitoring "Intehagro"*																																							
		Payment and Intervention Agency in Agriculture				x			x					x		x		x						x														x	x		x
3	Ministry of Environment	State Ecological Inspectorate, fishery Inspection	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x		
4	Agency for Regional	State Construction				x																																x	x	x	

#	Name of the PA authority	Name of the service (central authority)	1. Anenii Noi	2. Basarabasca	3. Briceni	4. Cahul	5. Cantemir	6. Calarasi	7. Causeni	8. Cimislia	9. Criuleni	10. Donduseni	11. Drochia	12. Dubasari	13. Edinet	14. Falesti	15. Floresti	16. Glodeni	17. Hincesti	18. Ialoveni	19. Leova	20. Nisporeni	21. Ocnita	22. Orhei	23. Rezina	24. Riscani	25. Singerei	26. Soroca	27. Straseni	28. Soldanesti	29. Stefan Voda	30. Taraclia	31. Telenesti	32. Ungheni	UTA Gagauzia	Chisinau	Balti	
	Economic Crimes and Corruption																																					
11	Ministry of Justice	Civil Status Service*	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
		The State Registration Chamber				x			x						x					x															x	x	x	



Appendix E. Methodology, Questionnaire and Results of Survey

Two methods were applied in this study:

- Citizens' Survey
- Assessment of deconcentrated offices selected according to TORs

1. Questionnaire to Citizens Survey

The goal of assessment of survey was to determine opinion of citizens of public services accessibility provided by state deconcentrated services and LPAs, as well as assess the degree of satisfaction of people with public services quality. The survey covered different Moldova regions and municipalities – (small and large towns, urban and rural areas, local public administrations of 1st and 2nd level).

Target group: 18+ years old living on the right bank of Dniester River

Type of the survey: stratified, probabilistic, multistage.

Sample size: ~ 700 respondents.

A national representative for 18+ aged population;

Statistical error: $\pm 3 - 6\%$;

Ensuring vulnerable groups presence in respondents:

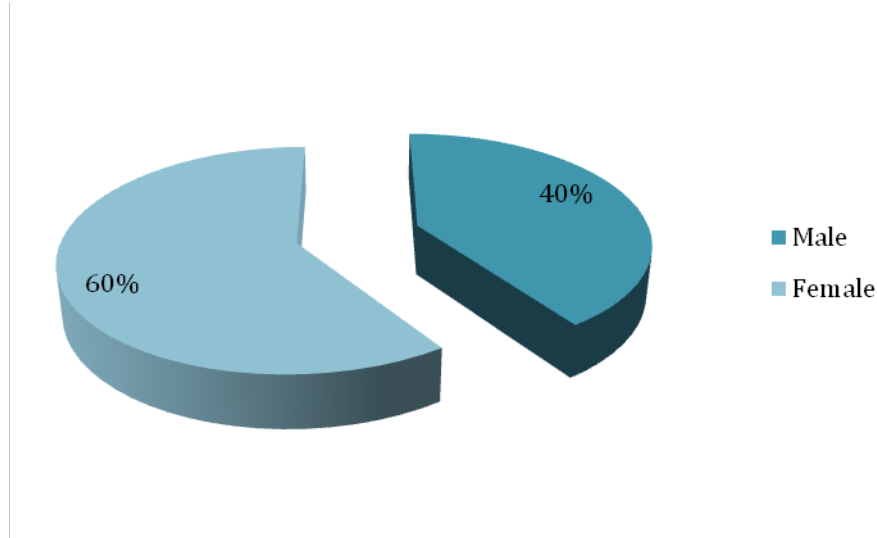
Women - at least 55% of respondents,

Elderly people - at least 20% of respondents,

Minorities - at least 20% of respondents (people with different ethnicity, religion, people with disabilities)

There were not substantial differences between general group and sample group Figure 1.1. and Figure 1.2 provides comparison of disaggregation of both groups by sex, Figure 2.1. and 2.2. indicates disaggregation by place of living (in rural and urban areas). It can be observed that sample group had more Women (60% in sample group in comparison to 52% in general group) and more rural peoples (66% in the sample group in comparison to 59% in general group). Though such representative subdivision is fully acceptable as one of the tasks was to gather opinions that characterize all spectrum of LPAs.

Figure 1.1 Population distribution by gender



Source: Questionnaire Data Base

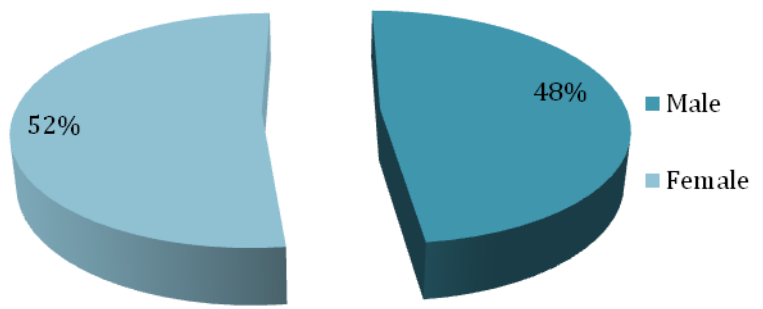
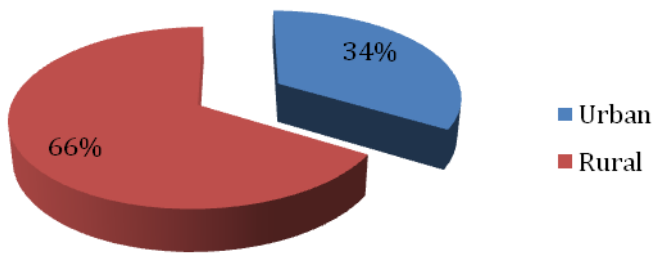


Figure 1.2 Population Distribution by gender

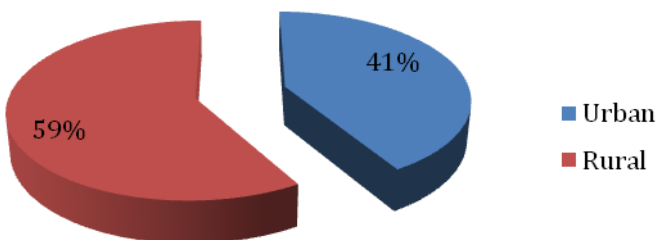
Source: National Bureau of Statistics, Statistical Yearbook of the Republic of Moldova, 2010

Figure 2.1 Population distribution by place of living



Source: Questionnaire Data Base

Figure 2.2 Population distribution by media



Source: National Bureau of Statistics, Statistical Yearbook of the Republic of Moldova, 2010

Deviations can create systemic error, if responses of women and urban people would have been substantially different from the responses of men and rural people. However the responses did not indicate significant deviation based on this division.

Chosen group of respondents sufficiently characterise inhabitants of Moldova to assess public opinion. Therefore questions regarding vulnerable groups in the survey have more qualitative than quantitative importance.

2. Analysis of deconcentrated services

The following 5 territorial deconcentrated institutions (organs), that are linked to LPAs were identified

- Municipal Police
- Ecological Agency
- State Construction Inspection
- Local Fund of Social Assistance
- Civil Status Office

Analysis indicated the Local Social Assistance Funds are not subordinated neither to Central Fund, nor the ministry, therefore they should be considered as decentralized institutions.

Assessment of Deconcentrated Institutions was carried out based on unified methodology, covering:

- Organizational capacity,
- Institutional Capacity
- Functional Capacity
- Linkage with other institutions, including LPAs

This analysis was based on assessment of current legislation and interviews with employees of deconcentrated institutions and respective ministries.

3. Citizens' Survey Data – Answers to Questions

Q1. How pleased are you, in generally, by the way the state institution function in the Republic of Moldova?

Very pleased	1,6%	Not so pleased	28,4%
Enough pleased	22,2%	Not pleased	15,7%
Neither pleased, nor unpleased	27,1%	I don't know	4,8%
		Doesn't answer	,3%

Q2. How do you appreciate the way they function now comparing to three years ago?

Much better	5,0%	Worse	17,4%
Better	28,7%	Much worse	11,0%
Unchanged	32,0%	I don't know	5,6%
		Doesn't answer	,4%

Q3. Comparing to the way they function now, how do you think they will function in three years?

Much better	8,1%	Worse	9,1%
Better	22,3%	Much worse	7,0%
Unchanged	18,5%	I don't know	34,0%
			Doesn't answer

GENERAL SATISFACTION

Can you please appreciate the quality of the following public institutes of the Republic of Moldova? For the appreciation please use the scale from 1 to 5, where 1 stands for very bad and 5 stands for very well.

The Service	Q4. Quality					99	Average
	1	2	3	4	5		
1. The State Tax Inspectorate	7,5%	14,2%	37,5%	22,8%	10,3%	7,6%	3,16
2. The Environmental Inspection	15,9%	20,5%	31,4%	15,9%	7,8%	8,5%	2,77
3. The State Construction Inspection	13,1%	17,0%	30,4%	18,9%	8,8%	11,9%	2,92
4. The Local Found of Social Support of the Population	16,5%	18,0%	29,3%	16,4%	10,7%	9,1%	2,86
5. Police Commissariat, including the Municipality Police	9,5%	16,8%	26,1%	28,8%	13,8%	5,0%	3,22
6. Civil State Office	5,6%	7,1%	28,9%	32,1%	20,7%	5,7%	3,58
7. The services provided by the LPA	6,2%	14,2%	31,5%	29,0%	14,1%	5,2%	3,32
7.1. Educational Institutions, and HealthCare	7,1%	11,0%	27,2%	33,8%	18,7%	2,3%	3,47
7.2. Communal Services	8,7%	14,2%	31,8%	25,7%	17,7%	1,9%	3,3
7.3. Culture, sport	10,0%	14,2%	28,3%	24,0%	14,1%	9,4%	3,2

Can you please appreciate the efficiency of the following public institutes of the Republic of Moldova? For the appreciation please use the scale from 1 to 5, where 1 stands for very bad and 5 stands for very well.

The Service	Q5. Efficiency					99	Average
	1	2	3	4	5		
1. The State Tax Inspectorate	7,4%	13,8%	42,5%	20,8%	7,1%	8,4%	11,2
2. The Environmental Inspection	14,9%	16,8%	36,2%	16,7%	5,7%	9,7%	12,1
3. The State Construction Inspection	12,7%	15,2%	31,8%	19,9%	8,0%	12,5%	14,9
4. The Local Found of Social Support of the Population	13,9%	15,7%	29,9%	21,4%	9,7%	9,5%	12,1
5. Police Commissariat, including the Municipality Police	8,8%	16,3%	31,9%	24,8%	11,8%	6,3%	9,2
6. Civil State Office	6,3%	7,7%	27,7%	31,1%	20,3%	6,9%	10,2
7. The services provided by the LPA	6,4%	14,1%	33,6%	27,8%	13,0%	5,1%	8,1
7.1. Educational Institutions, and HealthCare	6,5%	9,7%	31,4%	32,7%	16,3%	3,4%	6,7
7.2. Communal Services	8,4%	13,9%	34,5%	25,5%	14,9%	2,8%	5,9
7.3. Culture, sport	11,6%	10,8%	31,7%	24,4%	11,1%	10,5%	13,2

Can you please appreciate the accessibility of the following public institutes of the Republic of Moldova? For the appreciation please use the scale from 1 to 5, where 1 stands for very bad and 5 stands for very well.

The Services	Q6. Accessibility					99	Average
	1	2	3	4	5		
1. The State Tax Inspectorate	8,6%	13,4%	33,0%	23,9%	12,5%	8,6%	11,4
2. The Environmental Inspection	13,7%	12,7%	31,8%	22,9%	8,9%	9,9%	12,5
3. The State Construction Inspection	12,1%	11,4%	31,8%	20,1%	11,8%	12,8%	15,4
4. The Local Found of Social Support of the Population	13,6%	14,1%	27,5%	21,6%	13,4%	9,9%	12,5
5. Police Commissariat, including the Municipality Police	8,1%	9,7%	28,3%	29,0%	19,5%	5,3%	8,6
6. Civil State Office	7,8%	7,5%	25,7%	28,6%	24,1%	6,4%	9,7
7. The services provided by the LPA	6,5%	11,1%	27,5%	29,9%	20,0%	5,1%	8,3
7.1. Educational Institutions, and HealthCare	7,4%	7,7%	25,7%	32,1%	23,9%	3,2%	6,7
7.2. Communal Services	8,5%	9,1%	28,7%	30,2%	21,1%	2,4%	5,8
7.3. Culture, sport	10,4%	9,3%	29,3%	24,6%	14,9%	11,5%	14,3

ACCESING, ISSUES, COSTS

	Q7. Do you know what kind of service the following public institutions offer?			Q8. Do you know at which of the following institutions you have the right to address?		
	Yes	No	DK/DA	Yes	No	DK/DA
1. The State Tax Inspectorate	64,4%	35,3%	,4%	74,3%	25,1%	,6%
2. The Environmental Inspection	58,1%	41,9%	,0%	67,7%	31,8%	,6%
3. The State Construction Inspection	54,4%	45,5%	,1%	66,0%	33,4%	,6%
4. The Local Found of Social Support of the Population	61,1%	38,5%	,4%	74,0%	25,0%	1,0%
5. Police Commissariat, including the Municipality Police	84,2%	15,6%	,1%	84,3%	15,1%	,6%
6. Civil State Office	81,9%	18,0%	,1%	81,6%	17,8%	,6%
7. The services provided by the LPA	71,8%	27,9%	,3%	76,1%	23,2%	,7%
7.1. Educational Institutions, and HealthCare	86,7%	13,1%	,1%	83,2%	16,1%	,7%
7.2. Communal Services	86,4%	13,4%	,1%	82,8%	16,5%	,7%
7.3. Culture, sport	71,8%	27,7%	,6%	72,2%	27,0%	,9%

	Q9. How often did you visit in the last three years the following public institutions?							Q10. Where do you usually access the following services?					
	Monthly	Once in 2-3 months	Once in a half year	Once in a year	Rarely	Never	DK/DA	In my locality	In the district center	In other cities	Through telephone	Through Internet	DK/DA
1.The State Tax Inspectorate	3,6%	2,3%	2,7%	12,0%	7,8%	71,2%	,4%	69,6%	21,4%	4,5%	2,1%	,0%	2,4%
2.The Environmental Inspection	,6%	1,4%	1,6%	2,3%	3,9%	90,1%	,2%	62,0%	23,8%	5,2%	5,8%	,0%	3,2%
3.The State Construction Inspection	,2%	,3%	1,2%	1,9%	4,2%	91,9%	,4%	54,4%	26,0%	11,8%	2,3%	,0%	5,5%
4.The Local Found of Social Support of the Population	1,0%	1,7%	2,9%	6,2%	6,3%	81,4%	,4%	79,9%	13,0%	2,7%	1,0%	1,0%	2,3%
5.Police Commissariat, including the Municipality Police	,6%	2,0%	3,6%	6,1%	10,7%	76,9%	,2%	82,0%	11,2%	3,3%	1,6%	,5%	1,3%
6.Civil State Office	,9%	1,2%	1,9%	7,3%	15,6%	72,7%	,3%	68,7%	20,4%	4,8%	2,9%	,0%	3,2%
7.The services provided by the LPA	3,1%	6,5%	8,7%	7,4%	10,1%	63,7%	,6%	81,4%	7,6%	3,8%	3,7%	,0%	3,5%
7.1. Educational Institutions, and HealthCare	15,1%	17,8%	12,7%	6,4%	8,0%	39,9%	,2%	82,7%	10,4%	5,8%	,2%	,0%	,8%
7.2. Communal Services	46,4%	5,6%	3,5%	4,0%	5,3%	35,1%	,2%	84,1%	8,6%	2,5%	3,3%	,0%	1,5%
7.3. Culture, sport	5,2%	2,6%	3,1%	2,4%	5,7%	80,4%	,6%	78,4%	7,9%	5,8%	,0%	,0%	7,9%

	Q11. Do you have any issues concerning the working schedule of the public institutions?				Q12. Do you know how can you write a complaint in case you are not satisfied by a service?			Q13. Are you satisfied by the costs of the public services?			
	Yes, the working hours are inconvenient , I can't access them	The Schedule is inconvenient, but I can still access the services	No	DK/DA	Yes	No	DK/DA	Yes, the cost are really small	Yes, the costs are real	No, the costs are larger then their real value	DK/DA
1. The State Tax Inspectorate	11,1%	13,2%	72,2%	3,4%	64,0%	33,6%	2,4%	4,5%	36,4%	56,7%	2,4%
2. The Environmental Inspection	10,8%	15,3%	70,7%	3,2%	58,9%	39,2%	1,9%	4,5%	33,9%	58,4%	3,2%
3. The State Construction Inspection	8,5%	17,2%	68,8%	5,5%	54,0%	39,0%	7,1%	,0%	39,7%	54,8%	5,5%
4. The Local Found of Social Support of the Population	9,6%	16,7%	71,4%	2,3%	53,0%	43,3%	3,7%	9,7%	41,5%	43,5%	5,4%
5. Police Commissariat, including the Municipality Police	8,8%	14,5%	74,3%	2,4%	64,0%	34,7%	1,3%	12,1%	41,0%	44,5%	2,4%
6. Civil State Office	10,2%	12,8%	73,3%	3,6%	53,7%	42,2%	4,1%	6,2%	37,4%	53,2%	3,2%
7. The services provided by the LPA	4,8%	8,1%	83,2%	3,9%	59,4%	36,5%	4,1%	11,2%	47,8%	37,4%	3,5%
7.1. Educational Institutions, and HealthCare	8,6%	9,0%	81,3%	1,1%	60,7%	37,3%	2,0%	6,5%	28,6%	64,3%	,6%
7.2. Communal Services	8,6%	10,7%	79,7%	,9%	61,4%	36,2%	2,5%	6,1%	25,5%	67,6%	,8%
7.3. Culture, sport	6,6%	9,6%	76,6%	7,2%	58,7%	32,6%	8,8%	6,3%	42,2%	45,3%	6,3%

ACCESIBILITY OF THE DESCONCENTRATED SERVICES FOR THE VULNERABLE GROUPS

	Can you please tell me in what measure the public services are accessible for the following citizen groups comparing to others?											
	Q14. People with other religion				Q15. Roma Entities				Q16. Other minority ethnic groups(besides roma)			
	More accessible	The same	Less accessible	DK/DA	More accessible	The same	Less accessible	DK/DA	More accessible	The same	Less accessible	DK/DA
1. The State Tax Inspectorate	2,7%	90,0%	5,9%	1,3%	7,5%	71,4%	19,8%	1,4%	4,2%	86,4%	7,3%	2,1%
2. The Environmental Inspection	2,7%	89,8%	6,0%	1,5%	7,6%	73,2%	17,8%	1,4%	4,4%	87,5%	5,7%	2,3%
3. The State Construction Inspection	3,4%	88,3%	6,6%	1,7%	7,3%	72,7%	18,5%	1,5%	5,4%	85,9%	6,2%	2,5%
4. The Local Found of Social Support of the Population	2,9%	86,7%	8,7%	1,7%	7,1%	68,7%	22,7%	1,5%	2,2%	86,6%	8,7%	2,5%
5. Police Commissariat, including the Municipality Police	2,8%	89,5%	6,3%	1,4%	6,9%	72,5%	19,5%	1,2%	3,8%	87,8%	6,2%	2,2%
6. Civil State Office	4,7%	88,1%	5,5%	1,7%	6,9%	71,4%	20,2%	1,5%	4,6%	86,6%	6,5%	2,3%
7. The services provided by the LPA	3,2%	89,0%	6,2%	1,7%	8,0%	72,5%	17,7%	1,8%	5,0%	86,9%	5,3%	2,8%
7.1. Educational Institutions, and HealthCare	4,7%	89,4%	5,1%	,8%	7,8%	73,3%	18,1%	,8%	4,3%	88,6%	5,4%	1,8%
7.2. Communal Services	4,3%	89,9%	5,0%	,8%	6,5%	76,1%	16,7%	,8%	5,8%	87,9%	4,6%	1,8%
7.3. Culture, sport	2,8%	90,2%	5,6%	1,4%	6,2%	73,2%	19,1%	1,5%	3,9%	86,2%	7,6%	2,3%

	Can you please tell me in what measure the public services are accessible for the following citizen groups comparing to others?											
	Q17. Elderly People				Q18. People with disabilities				Q19. Women			
	More accessible	The same	Less accessible	DK/DA	More accessible	The same	Less accessible	DK/DA	More accessible	The same	Less accessible	DK/DA
1. The State Tax Inspectorate	11,0%	63,5%	24,3%	1,2%	13,4%	50,0%	35,2%	1,4%	12,5%	82,2%	4,1%	1,2%
2. The Environmental Inspection	12,1%	62,6%	23,7%	1,6%	13,3%	50,5%	34,3%	1,8%	10,2%	84,1%	4,3%	1,4%
3. The State Construction Inspection	9,4%	62,0%	26,8%	1,7%	13,0%	48,0%	37,1%	2,0%	7,9%	80,9%	9,8%	1,5%
4. The Local Found of Social Support of the Population	21,2%	56,7%	20,5%	1,6%	20,9%	46,7%	30,6%	1,8%	12,5%	82,0%	4,0%	1,5%
5. Police Commissariat, including the Municipality Police	10,9%	65,4%	22,4%	1,3%	13,3%	52,1%	33,1%	1,5%	10,0%	83,5%	5,3%	1,2%
6. Civil State Office	11,7%	62,6%	24,3%	1,4%	13,8%	52,6%	32,0%	1,7%	10,9%	83,9%	3,9%	1,3%
7. The services provided by the LPA	13,7%	62,8%	21,7%	1,8%	13,8%	53,5%	30,7%	2,1%	10,5%	84,1%	3,6%	1,8%
7.1. Educational Institutions, and HealthCare	16,7%	60,7%	21,7%	,9%	18,3%	49,9%	30,7%	1,2%	12,3%	82,6%	4,3%	,8%
7.2. Communal Services	12,5%	64,6%	22,0%	,9%	14,3%	52,3%	32,3%	1,2%	9,8%	85,9%	3,5%	,8%
7.3. Culture, sport	10,2%	59,5%	28,8%	1,5%	10,6%	48,7%	39,2%	1,5%	10,5%	82,2%	5,8%	1,5%