



draft

ASSESSMENT OF THE CAPACITIES OF THE POLICY ANALYSIS, MONITORING AND ASSESSMENT DIVISIONS: MSPFC, MH, MEY

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About CRéDO

CRéDO is a democracy and human rights nongovernmental organization that provides lobby and consultancy in the implementation of the democratic reform oriented policies. It provides knowledge and solutions in the framework of policy evaluation and assessment, policy management and implementation, developing relevant policy capacities needed to govern efficiently and effectively.

Specifically CRéDO consultants provide:

- Cost-benefit analysis,
- Analysis of current policies,
- Analysis of public policy processes,
- Budgetary analysis,
- Institutional Analysis,
- Legislative analysis, regulatory impact analysis,
- Functional Analysis.

Among CRéDO beneficiaries are international institutions, Moldovan Government and various beneficiary groups.

Executive Summary

The objective of this report is a thorough analysis of the institutional and professional capacities of the policy analysis, monitoring and assessment divisions from three ministries: Ministry of Social Protection, Family and Child (MSPFC), Ministry of Health (MH) and Ministry of Education and Youth (MEY). The analysis of the divisions' capacities is carried out with a view to determining how de facto the divisions exercise the functions, stipulated in the Government Decision underlying their establishment, identifying the internal and external constraints in the accomplishment of the objectives of the divisions and working out a set of concrete recommendations to improve the situation.

The report is structured into chapters by assessed areas. The introductory chapter highlights the objectives and functions of the analyzed unities. Monitoring and assessment of policies. The first chapter analyses the PAMAD from the MSPFC. The second chapter analyses the PAMAD from the MH. The third chapter analyses the PAMAD from the MEY. Each chapter includes the analysis of the functions exercised de facto by these divisions, appropriation of resources for these functions, existence of the competences and skills needed to exercise these functions and existence of initial informational and institutional conditions for these functions. The report includes also a chapter of comparative analysis of the institutional and functional capacities of the divisions.

Each individual chapter contains conclusions, but there is also a set of general conclusions for all analyzed divisions. The general conclusions are worked out on the basis of the information from the comparative chapter. On the basis of the conclusions for each chapter, some concrete and practical recommendations were worked out to improve the institutional and professional abilities of the PAMADs.

The key recommendations include: Development of the professional capacities in the area of statistics, concrete and practical assessment of the social policies and programs, skills in cost-benefit analysis, ex-ante and ex-post impact analysis etc.; provision with the SPSS programs and skills in their use, use of other quality analysis programs; employing people with statistical, economic, policy, managerial and institutional competences in the PAMADs; working out concrete and practical methodologies of evidence based assessment of the impact of the programs and policies; working out concrete, practical methodologies adjusted to the sectors' needs for relevant policies assessment, additional collection of data and information, disaggregated by programs and policies with a view to assess the impact of social policies.

Contents:

Executive Summary	ii
1. Introduction	1
2. The mission and objectives of the Policy Analysis, Monitoring and Assessment Divisions	2
2.1 Reform of the Central Public Administration	2
2.2 Objectives and responsibilities	2
3. Ministry of Social Protection, Family and Child	5
3.1 Objectives and Results	5
3.2 Functions and Appropriation of Resources	6
3.3 Professional Capacities	9
3.4 Institutional and Informational Support	12
3.5 Conclusions and Recommendations	14
4. Ministry of Health	16
4.1 Objectives and Results	16
4.2 Functions and Appropriation of Resources	18
4.3 Professional Capacities	20
4.4 Institutional and Informational Support	21
4.5 Conclusions and Recommendations	24
5. Ministry of Education and Youth	26
5.1 Objectives and Results	26
5.2 Functions and Appropriation of Resources	28
5.3 Professional Capacities	30
5.4 Institutional and Informational Support	32
5.5 Conclusions and Recommendations	33
6. Comparative Analysis	34
6.1 Functions and Appropriation of Resources	34
6.2 Professional Capacities	35
6.3 Conclusions and Recommendations	37
7. Recommendations	38
8. References	40
9. Annexes	41

1. Introduction

It is important to assess the institutional and functional abilities of the policy analysis, monitoring and assessment divisions (PAMADs) in order to make sure that the central public authorities develop qualitative policies. The PAMAD capacities were enhanced during the past 2 years, especially through the Support to Strategic Policy Formulation, Monitoring and Evaluation in the Republic of Moldova program, supported financially by UNDP/SDC/UNICEF. The PAMADs have been created not long ago, but they are already important entities for the activity of the ministries. De facto, the PAMADs hold the function of coordinating the development of the sector policies, such as MTEF, NDS and, starting with 2008, IDP.

The PAMADs have assimilated some important capacities; the main challenge they face now is passing these acquired capacities to other ministerial divisions. The PAMADs should become centres of expert studies and methodological support for the rest of the ministerial departments as regards the development of efficient and feasible policies, coordination of policy development and organization of the process of policy implementation, assessment of the policies' impact and effects with the most relevant instruments and mechanisms for each individual case.

This report gives insight on the functions which have not been accomplished by PAMADs so far and shows the internal and external factors interfering with an adequate accomplishment of these functions. The report is drawn using a few research methods: the outcomes of a thorough functional analysis of the given divisions, verified by individual discussions with the employees of the respective divisions, direct observation of the activity of PAMADs, the analysis of the outputs and outcomes they get involved in, study of annual activity reports and annual informative notes, comparison between the activities of PAMADs from 3 target ministries and their comparison with other divisions. The analysis is carried out on the basis of the information of 2007.

Abbreviations:

PAMAD – Policy Analysis, Monitoring and Assessment Division
MSPFC – Ministry of Social Protection, Family and Child
NSIH – National Social Insurance House
RCMVE – Republican Council for Medical Vitality Expertise
MH – Ministry of Health
SMC – Sanitary Management Center
NHIC – National Health Insurance Company
NCHEA – National Council of Health Evaluation and Accreditation
NSPCPM - National Scientific-Practical Centre of Preventive Medicine (CPM)
MA – Medicine Agency
SB – State Budget
SIB – Social Insurance Budget
MTEF - Medium Term Expenditure Framework
NDS – National Development Strategy
MEY – Ministry of Education and Youth
IDP – Institutional Development Plan

2. The mission and objectives of the Policy Analysis, Monitoring and Assessment Divisions

This chapter presents the mission and objectives of the foundation of the Policy Analysis, Monitoring and Assessment Divisions (PAMADs).

2.1 Reform of the Central Public Administration

The Policy Analysis, Monitoring and Assessment Divisions (PAMADs) were created through the Government Decision of 26 June 2006. However, they were included in the organizational structure of the ministries at the end of 2006 – beginning of 2007. During 2007 this divisions were established in almost all ministries. The standard regulations of the divisions specified a set of objectives relating to the policies they should be responsible for. The objectives of the Policy Analysis, Monitoring and Assessment Divisions (PAMADs):¹

- a) ensuring the *coordination* of the sector policy development;
- b) multilateral examination of the social, financial and economic *impact* of the developed policies over the environment etc.;
- c) creation and strengthening of an efficient and permanent system of *interaction* between the policy *development* process and the budgetary process;
- d) *strengthening* the abilities of strategic planning, analysis, monitoring and assessment of policies.

Thus, the PAMADs are responsible for: 1) methodological support in the process of policy development and assessment of the impact over the ministerial divisions, 2) coordination of the sector policies and their adjustment to the budget process, 3) sector strategic planning.

2.2 Objectives and responsibilities

PAMADs became responsible for coordination of the sector policies, adjustment of the policies to the budgetary process, assessment of the policies' impact and sector strategic planning. Previously these 4 objectives were not accomplished within the ministries through a specialized and dedicated entity. During the process of Medium Term Expenditure Framework (MTEF) development, the Ministry of Finance identified a lack of sector capacities of strategic planning, correlation of the policies to the sector objectives.

PAMADs were provided with 4-5 employees, who followed a professional training course in the area of strategic planning, policy analysis and development. The establishment of PAMADs was accompanied by adopting two GD that facilitate the activity of PAMADs in methodological terms:

¹ <http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=316394>

- GD on the rules of development and single requirements for policy documents² as of 19.01.2007,
- GD on the approval of the methodology of regulatory impact analysis and monitoring of the efficiency of the regulating act as of 03.11.2006.

These two methodologies facilitate the implementation of the objectives of policy impact examination, ensuring interaction during the process of impact planning. The Table below aligns concrete actions (duties) of the PAMADs to their objectives.

PAMADs objectives	Concrete actions (duties)	Actions (duties) accomplished de facto	Premises
a) ensuring <i>coordination</i> of the activity of the sector policy development;	a) participates in the development of concepts, strategies, programs and national plans by the structural subdivisions of the body where it operates; b) analyzes and endorses policy documents, developed by the body where it operates, including in order to ensure: <ul style="list-style-type: none"> - correspondence of the policies to the provisions of concepts, strategies, programs and national plans; - interaction between the process of policy development and the budgetary process; - adjustment of the policies to the priorities and needs of the European integration of the country; c) analyzes draft regulatory documents in the respective area, drawn by other structural subdivisions, to ensure their correspondence to the existent policies; d) facilitates the participation of all stakeholders interested in the process of development, analysis, monitoring and assessment of policies.	Coordination of NDS Drafting of some policy documents	
b) multilateral examination of the social, financial and economic <i>impact</i> of the developed policies over the environment etc.;	e) monitors and assesses the implementation and impact of the sector and inter-sector policies, developed by the body where it operates; f) carries out various relevant studies; g) proposes adjustment and updating of the existing policy documents on the basis of assessment of the national, regional and local development programs;	There are no activities of impact assessment	- The systems of collection and, actually, the collection of the relevant data and information for each individual policy (e.g. the number and situation of the current and potential beneficiaries of the

² <http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=319904>

			<p>policy)</p> <ul style="list-style-type: none"> - The procedures of consultation and participation of the stakeholders in the process of policy development - Databases with the information about beneficiaries and programs of processing these data and information
<p>c) creation and strengthening of an efficient and permanent system of <i>interaction</i> between the policy <i>development</i> process and the budgetary process</p>	<p>h) together with the author-subdivisions, coordinates the development of the policies with other authorities of the central and local public administration and with other stakeholders;</p>	<p>Development of the sector MTEF</p>	<p>The data and information about the actual costs by economic and institutional functions</p>
<p>d) <i>strengthening</i> the capacities of <i>strategic planning</i>, policy analysis, monitoring and assessment</p>	<p>i) manages the database needed for policy monitoring and assessment;</p>	<p>Development of the IDP</p>	

The lack of the initial informational and institutional premises hinders the efficient conduct of the activities and therefore does not allow accomplishing the objectives of the PAMADs.

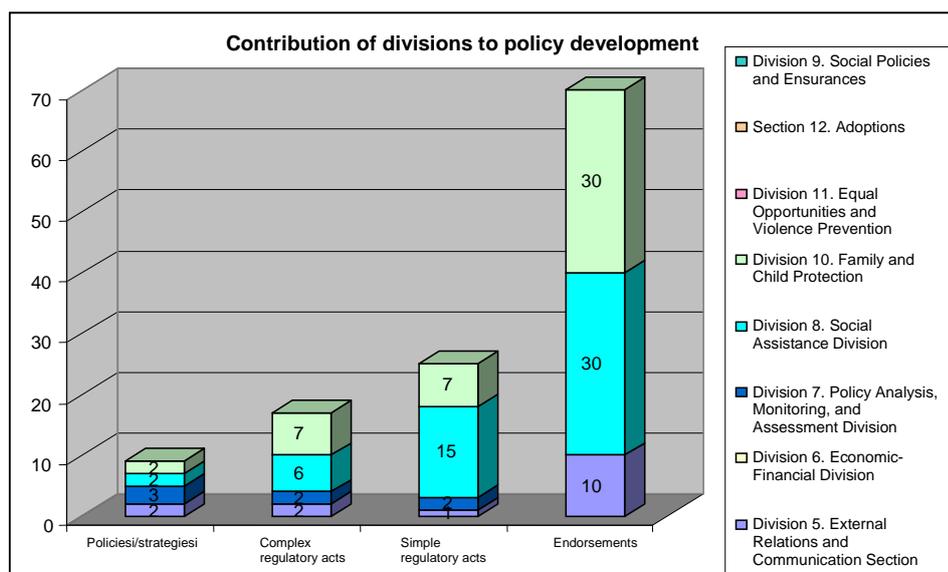
3. Ministry of Social Protection, Family and Child

This chapter presents the institutional capacities and the needs of professional development of the Policy Analysis, Monitoring and Assessment Division from the MSPFC.

3.1 Objectives and Results

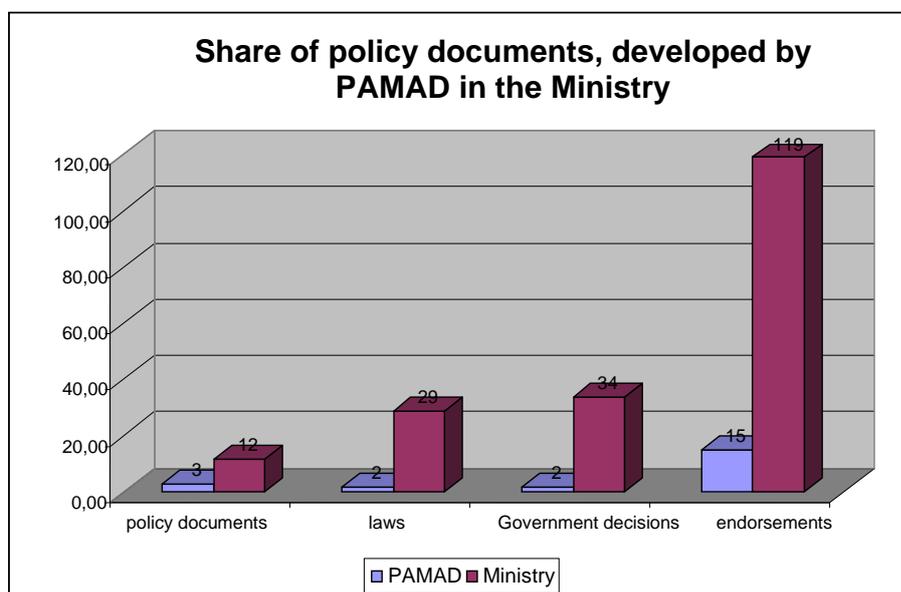
The MSPFC produces many policy documents; practically all the divisions of the Ministry are responsible for the development of policy documents or legislative acts. Most of the policy documents are drafted by the Social Assistance Division, responsible for government policies in the area of social benefits and services.

Figure 3.1



If compared with the number of the policy documents drafted by PAMAD, this division drafts up to 10% of the policy documents and regulatory acts. Thus, de facto PAMAD is involved in the development of policies and policy documents together with other divisions. The following figure shows that PAMAD participates completely in the development of laws and Government decisions and in the endorsement of the legislation and regulatory acts.

Figure 3.2



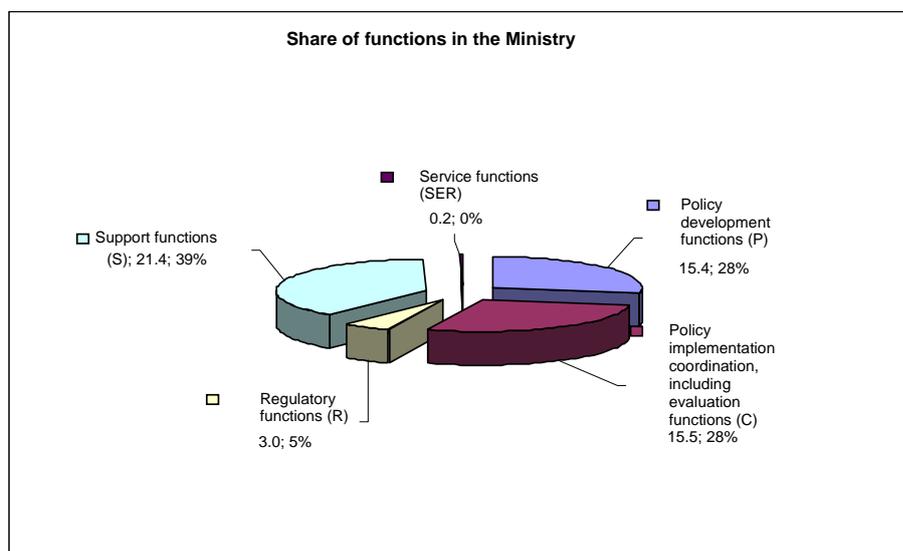
The GD referring to PAMAD does not provide expressly the responsibility of drafting policy documents or legislative acts. Nevertheless, in reality we note the involvement of PAMAD in this activity. The total number of policy documents is around 6 documents annually or 1 document in 2 months, plus one endorsement a month, considering that PAMAD has 5 employees. The productivity of the PAMAD is reasonable. However, the quality of products is important.

The discussions within PAMAD and MSPFH show that the most important policy documents for the sector - MTEF, NDS are drafted with considerable support from the external consultants. Most of the financial part of the key documents is developed by the external consultants. PAMAD contributes to the synthesis of these documents, indeed.

3.2 Functions and Appropriation of Resources

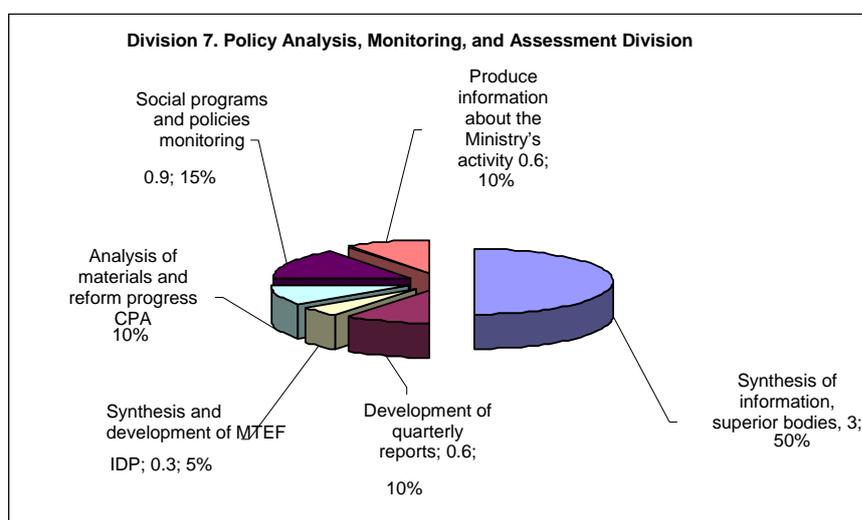
The distribution of functions within the division may be analyzed by comparing the distribution of functions and appropriation of resources within the Ministry. The Ministry allocates only 50% of its time and resources to policy functions.

Figure 3.3



The analysis of PAMAD functions shows that the biggest part (60%) is used for the synthesis of the materials and information for the central public authorities and about the activity of the Ministry. It takes only 5% of the time of the division to draft the MTEF, IDP and NDS. In practice this is due to the external support of the consultants and projects. 15% (or almost one employee) is allocated to monitor the programs and policies. From the discussion with PAMAD representatives we found that the programs and policies are monitored through the analysis of the reports drafted by the respective divisions or other reports. PAMAD is not involved in the assessment and monitoring of policies and programs.

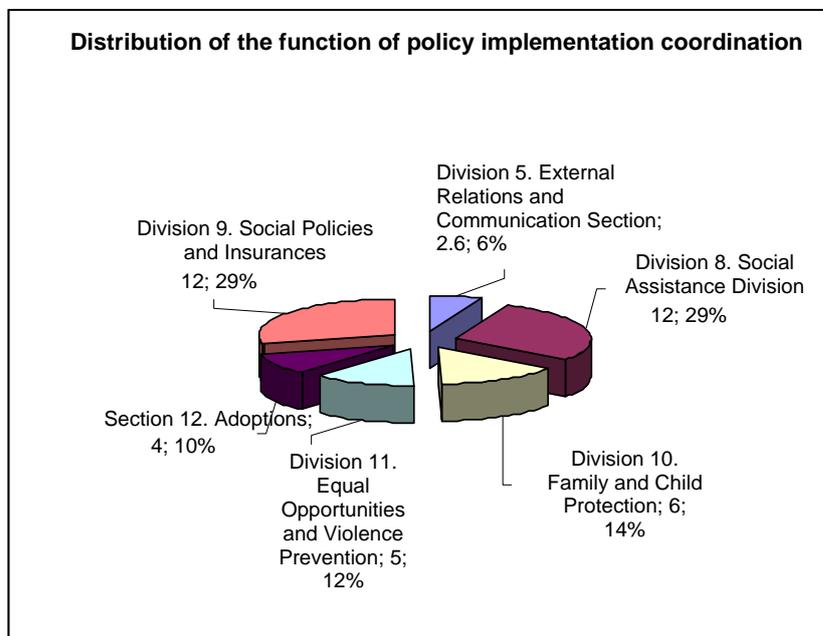
Figure 3.4



Coordination of policy implementation is one of the priority functions of the Ministry, each division allocating 6 to 30% for this function. This function also includes the assessment of the quality and impact of policies. Thus, PAMAD must provide methodological support for the accomplishment of

the function given to the ministerial divisions. Figure 3.4 shows that PAMAD does not provide this methodological support, though it is stipulated in the objectives and duties of PAMAD.

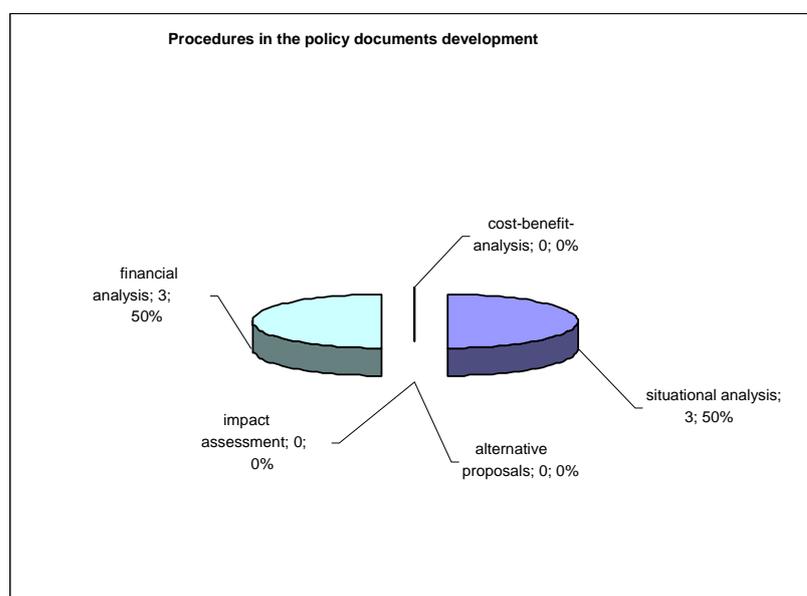
Figure 3.5



The causes of the lack of exercise of this function have an objective character and, at the same time, depend on the existence of the needed skills and capacities within PAMAD. The following analysis shows that PAMAD does not have these skills, the instruments and methodology of assessment of the impact of policies and programs are lacking as well as the relevant data and information on this process.

The following figure shows the procedures for drafting policy documents within the Ministry. There is no estimation of the impact, analysis of the alternatives or cost-benefit analysis. These procedures are provided in the objectives of the PAMAD and in the GD on the development policy documents.

Figure 3.6



Thus, the lack of these procedures is explained by the lack of the contribution for ensuring the quality of the policies on the part of PAMAD.

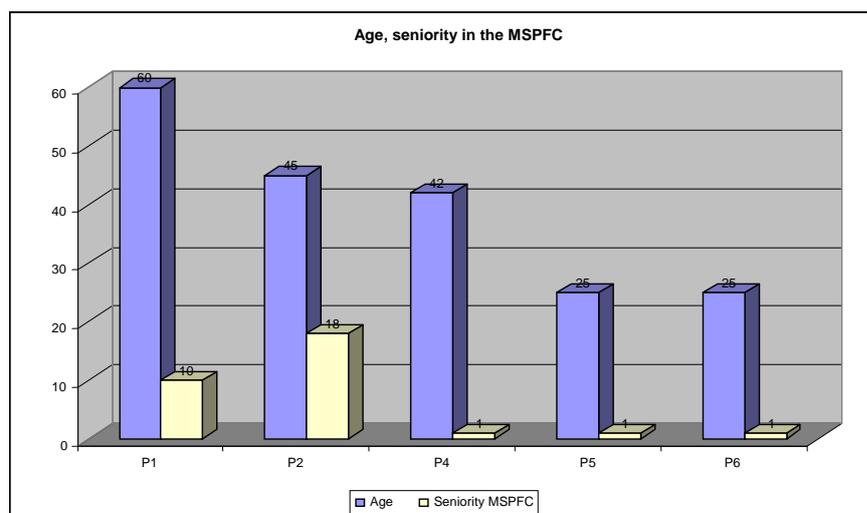
Therefore, the following conclusions are absolutely obvious:

- de facto, PAMAD exercises only a part of its responsibilities, only coordination and synthesis of the sector policies through NDS and MTEF;
- there are no support functions for the development of policies for other divisions;
- there are no activities of assessment of the impact of policies and programs;
- the resources allocated for operational activities of informing the authorities about the activity of the Ministry are excessive.

3.3 Professional Capacities

The relevant professional capacities are absolutely necessary for the exercise of the functions and accomplishment of the objectives of PAMAD. The analysis of the PAMAD staff shows that 3 persons practically do not have the necessary experience for the accomplishment of PAMAD objectives, having less than 1 year of work in the Ministry. Two of them are recent graduates. Two persons have over 10-year experience in the Ministry, one of them being close to retirement.

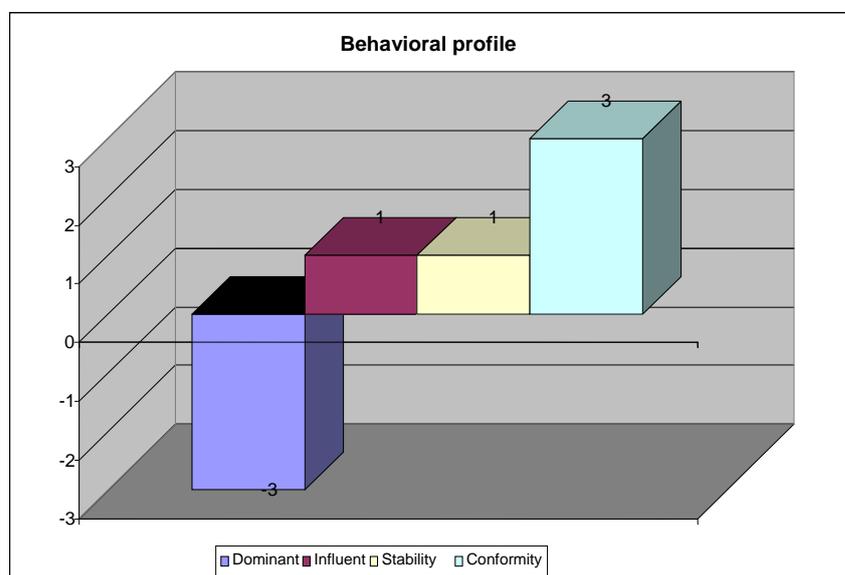
Figure 3.7



Therefore, the situation in PAMAD is very unstable as only one person represents the stability on account of his/her age, the accumulated experience and the necessary experience of work in the PAMAD.

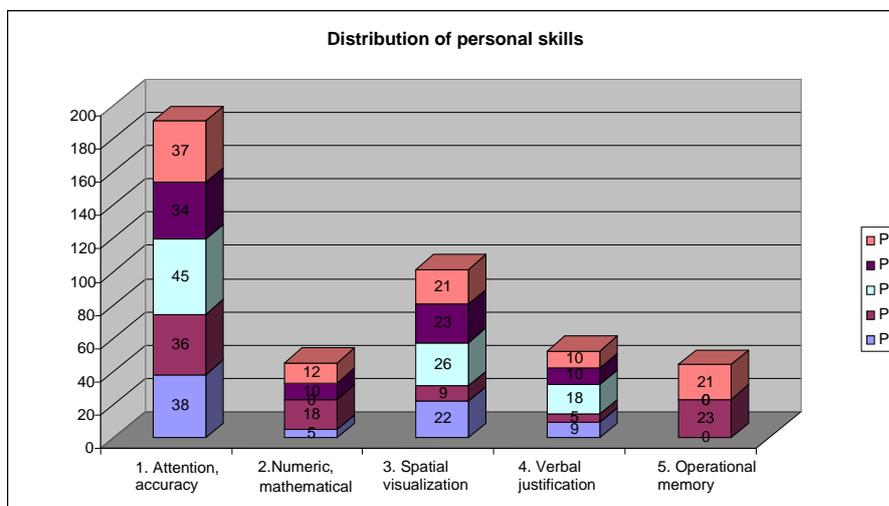
The behavioural analysis of PAMAD reveals the team profile of conformity (factor +3) and communication (factor +1) with a negative factor of initiative and dominance (factor -3). Nonetheless, the existent behavioural profile is adequate for the exercise of the support function.

Figure 3.8



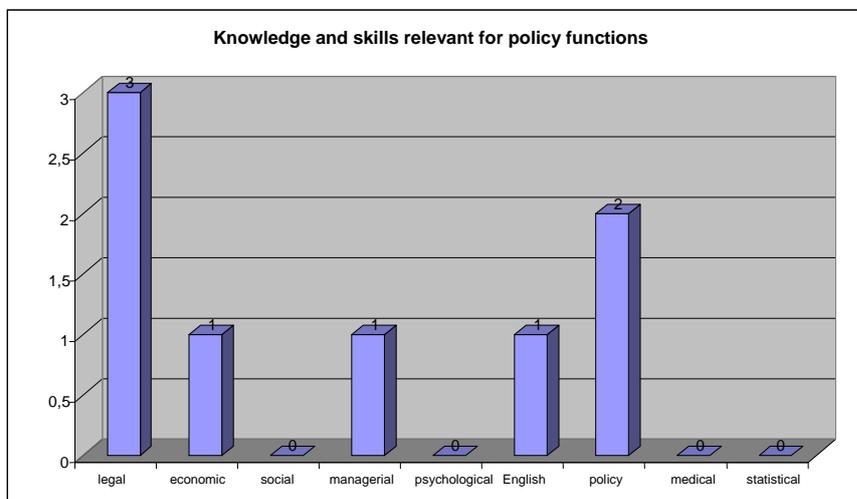
The analysis of the distribution of the personal abilities within PAMAD reveals enhanced abilities as regards attention, followed by spatial visualization. The counting, mathematical, verbal and logical argumentation abilities are not sufficiently developed at the PAMAD staff. They are necessary for policy analysis and policy development as multidimensional and multifunctional products.

Figure 3.9



The analysis of the professional skills and capacities reveals the existence of professional legal capacities and, to a certain extent, recently accumulated knowledge about policies and their analysis during the courses organized by UNDP in 2007. The economic abilities are poorly presented. The capacities related to statistics are practically lacking. The lack of these capacities may have a negative impact over the exercise of the PAMED functions.

Figure 3.10



We can make a summary of findings referring to the professional capacities within PAMAD:

- staff with a low experience both in the area of policies and in the Ministry;
- the division is vulnerable as regards the stability of staff and investments in staff, as 3 out of 5 persons have only one year of activity in the Ministry and one person is close to retirement;
- the economic, policy and statistical capacities are not developed enough, although they are needed to implement the policies and provide assistance to other divisions;

- there are no capacities and skills as regards the ex-ante and ex-post policy assessment, cost-benefit analysis, analysis of the policies' impact, institutional analysis of the sector, and other.

3.4 Institutional and Informational Support

To accomplish its functions, PAMAD needs a proper informational and technologic support. This unit centers on some aspects related to the existence and availability of data and information about the social policies beneficiaries. For the analysis we will review the data and information offered by the National Bureau of Statistics (NBS), National Social Insurance House (NSIH) and other statistical data and information. Then we will analyze the existence of capacities and technologies for data and statistics analysis in the PAMAD with a view of exercising the policy functions.

A. NBS provides the following statistical data and information in written form on the basis of the statistical yearbook:

- the population and demographic structure (by age, geographic location, gender, urban and rural)
- the distribution of the population by the economic activity (rural and urban environment, age, field of activity, employees by the area of activity)
- the unemployment and employment (by geographic location, age, gender etc.)
- the incomes of the population (average monthly salary, by households, by areas of activity, distribution of employees by the area of activity)
- the incomes of households (incomes by quintiles, structure of incomes, including those from social benefits, available incomes)
- households' expenditures (by various categories),
- the number of persons receiving pensions
- social assistance to single aged people
- average amount of the child benefits
- boarding schools and asylums for disabled people
- placing children under guardianship and trusteeship,
- disabled people, cases of disability.

B. On the basis of the annual publication about the population's level of living, NBS provides the following statistical data and information:

- characteristics of households:
 - o size of households,
 - o characteristics by children,
 - o geographical distribution and distribution by size,
 - o number of children per households,
 - o households by quintiles and deciles,
 - o households by deciles and children,
 - o including the same information by age, gender etc.
- households' incomes:
 - o incomes by areas,
 - o income sources,
 - o available income sources,
 - o children
 - o age groups,

- by quintiles and deciles,
- available incomes, including by households with the children,
- households' expenditures:
 - consumption by geographical areas,
 - type of households,
 - by children in the households
 - size of households,
 - by quintiles, deciles, type of expenditures,
 - etc.

C. NHIC provides only summary data in written form about the beneficiaries and the sums allocated for social assistance services:

- the sums appropriated for main insurance programs (pensions, benefits, benefits for disabilities, indemnities etc.)
- the amounts appropriated for main social assistance programs,
- the amount for various programs
- the number of beneficiaries for each program
- the information is also presented in dynamics.

In the social sector there is also statistical information and data about the number and type of beneficiaries in the social institutions and services and other information included in the social report.

The analysis of the data presented above shows that these data are necessary and represent the basis for the global analysis of the social policies. If there are data and information for manipulation in the programs Excel or SPPS, they may facilitate the global analysis of the social policies. But the aforementioned data and information are not available for handling in the electronic form. The data from NSIH are too summary and absolutely insufficiently distributed to be prepared systematically for the process of policy development and analysis.

At the same time, we note that the data and information submitted and collected systematically are not distributed by programs and social policies. Only in some cases we can note certain regularities or make certain speculations as regards the beneficiaries of a program and statute by incomes and expenditures. Thus, there is no information disaggregated by households, types of programs of which they benefit. Another useful perspective would be the situation of the households by incomes and expenditures in relation to social programs.

The data and information, which include the situation of households and social programs they benefit of, are necessary for the assessment of the ongoing and assessed social programs and policies.

In reality these data and information may be collected both through the analysis of households, where concrete social programs are identified and through surveys among the beneficiaries of each beneficiary program or policy. Once these data are collected and available for handling, it will be possible to assess the impact of the social policies and programs.

Therefore we can conclude that:

- the data and information collected systematically by the NBS represent the basic information for the social area,

- the data and information published by the NSIH represent a general outlining information about the programs and beneficiaries of the programs,
- NSIH does not provide an easy access to data disaggregated and detailed by the groups of beneficiaries,
- the data and information of NBS, collected through households surveys are not disaggregated by groups of beneficiaries of social programs and policies,
- the PAMAD and the Ministry do not collect data and information about beneficiaries of the social programs and policies (except for the assessment of the program of nominative compensations in 2006, financed by the European Commission),
- In these circumstances, PAMAD and the ministerial divisions do not have sufficient data and information to assess the impact of social policies.

3.5 Conclusions and Recommendations

The conclusions as regards the objectives and functions of PAMAD:

- de facto, PAMAD exercises only a part of its responsibilities, only coordination and synthesis of the sector policies through NDS and MTEF;
- there are no support functions for the development of policies for other divisions;
- there are no activities of assessment of the impact of policies and programs;
- the resources allocated for operational activities of informing the authorities about the activity of the Ministry are excessive.

The summary of the findings relating to professional capacities in the PAMAD:

- staff with a low experience both in the area of policies and in the Ministry;
- the division is vulnerable as regards the stability of staff and investments in staff, as 3 out of 5 persons have only one year of activity in the Ministry and one person is close to retirement;
- the economic, policy and statistical capacities are not developed enough, although they are needed to implement the policies and provide assistance to other divisions;
- there are no capacities and skills as regards the ex-ante and ex-post policy assessment, cost-benefit analysis, analysis of the policies' impact, institutional analysis of the sector, and other.

The conclusions about the PAMAD functions:

- de facto, PAMAD exercises only a part of its responsibilities, coordination and synthesis of the sector policies through NDS and MTEF;
- PAMAD does not exercise the support function in development, analysis and monitoring of the policies for the ministerial divisions,
- PAMAD allocated time and resources to the operational activity of informing about the activities of the Ministry.

Therefore we can conclude that:

- the data and information collected systematically by the NBS represent the basic information for the social area,
- the data and information published by the NSIH represent a general outlining information about the programs and beneficiaries of the programs,

- NSIH does not provide an easy access to data disaggregated and detailed by the groups of beneficiaries,
- the data and information of NBS, collected through households surveys are not disaggregated by groups of beneficiaries of social programs and policies,
- the PAMAD and the Ministry do not collect data and information about beneficiaries of the social programs and policies (except for the assessment of the program of nominative compensations in 2006, financed by the European Commission),
- In these circumstances, PAMAD and the ministerial divisions do not have sufficient data and information to assess the impact of social policies.

Recommendations on the PAMAD of the MSPFC:

- Development of the professional abilities in the area of statistics, concrete and practical assessment of social policies and programs, skills of cost-benefit analysis, ex-ante and ex-post impact assessment etc.
- Provision with the SPSS programs and skills of using the programs, use of other programs and use of other quality analysis programs.
- Employing in the PAMAD other persons having statistical, economic, policies, managerial and institutional competences.
- Development of concrete and practical methodologies of evidence based assessment of the impact of the programs and the policies.
- Development of concrete, practical methodologies adjusted to the needs of the social sector for the assessment of social policies.
- Ensuring access to the statistical data and information collected systematically by the NBS in the electronic form in Excel or SPPS.
- Additional collection of data and information disaggregated by beneficiaries programs and policies with a view to assessing the social policies impact.
- Ensuring access to data and information in electronic form on the beneficiaries and financial programs held by the NSIH with a view to handling it for analysis and assessment of the policies.

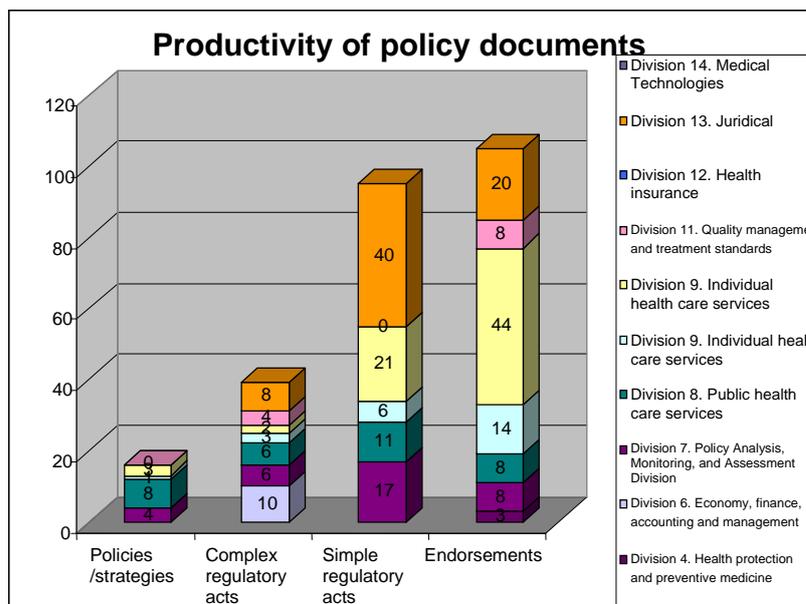
4. Ministry of Health

In this Chapter we will present the institutional capacities and professional training needs of the Policy Analysis, Monitoring and Assessment Division from the MH.

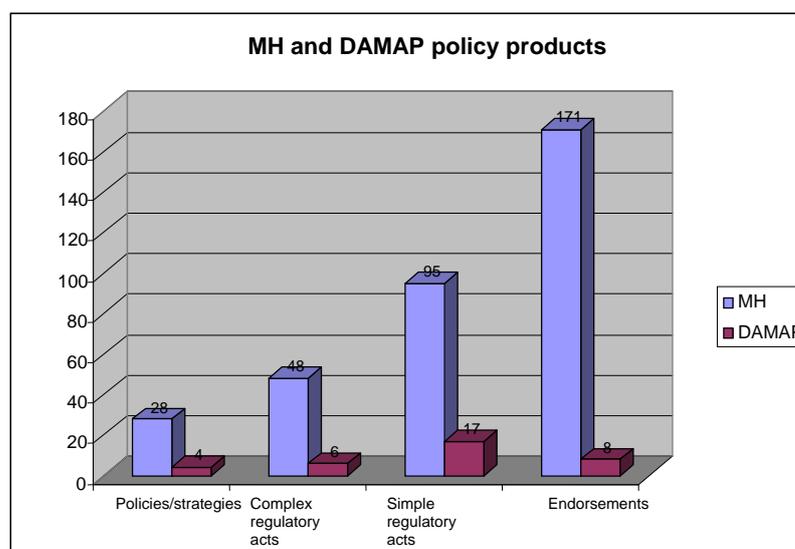
4.1 Objectives and Results

The MH drafts a lot of policy documents, almost all divisions of the Ministry are responsible for the development of policies or legal acts. Most of the policy documents are developed by the Individual Health Care Services Division and Quality Management Division.

Figure 4.1

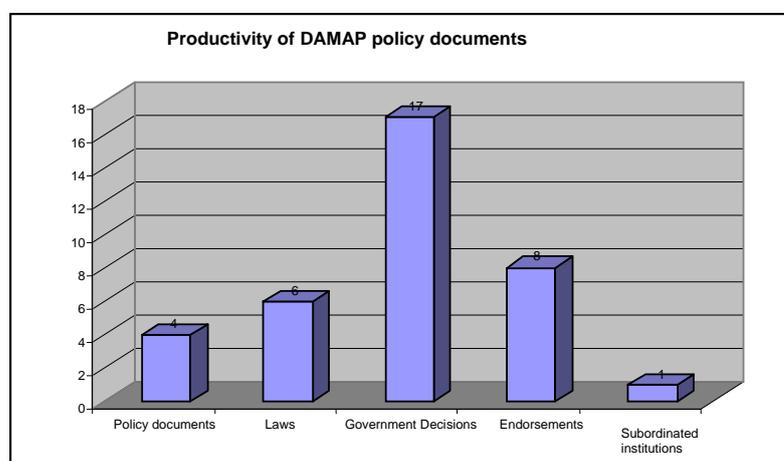


A comparison (the following figure) with the number of policy documents developed by PAMAD reveals that this division develops almost 8% of policy documents and regulatory acts. Thus, PAMAD is de facto involved in the development of policies and policy documents together with other divisions. The following figure shows that PAMAD participates completely in the development of laws and Government decisions and in the endorsement of the legislation and regulatory acts.



The GD referring to PAMAD does not provide expressly the responsibility of drafting policy documents or legislative acts. Nevertheless, in reality we note the involvement of PAMAD in this activity. The total number of policy documents is around 4 documents annually, plus one endorsement a month, considering that PAMAD has 5 employees. The productivity of PAMAD is reasonable. However, the quality of products is important. The main policy products are MTEF, NDS, and IDP for the health sector.

Figure 4.2

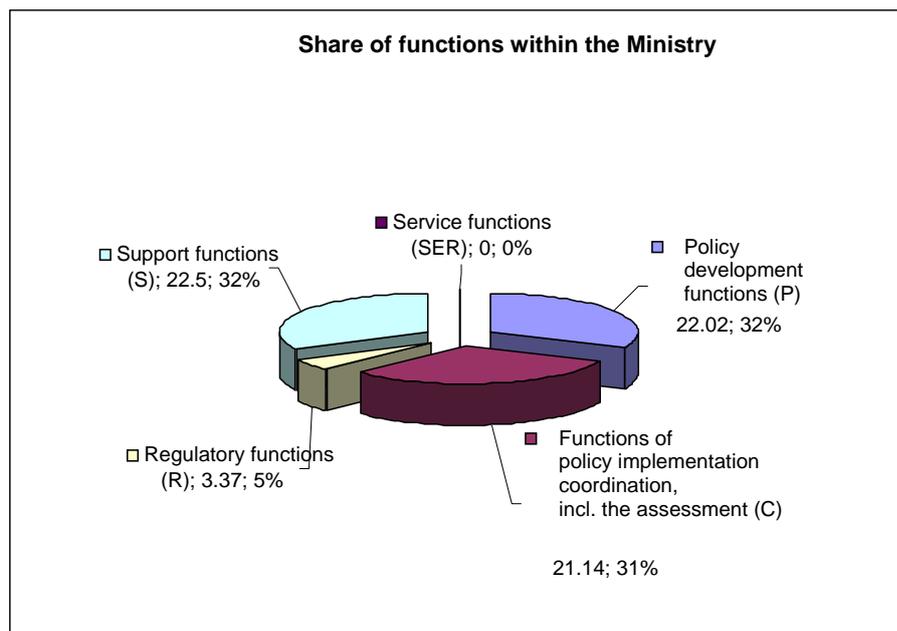


PAMAD is also responsible for the strategic management of the Sanitary Management Center (SMC), institution that systemizes mostly the statistical data and information, produces statistical medical yearbooks for the use of public medical institutions.

4.2 Functions and Appropriation of Resources

The distribution of functions within the division may be analyzed by comparing the distribution of functions and appropriation of resources within the Ministry. The Ministry allocates over 60% of its time and resources to policy functions. The Ministry allocates the equivalent of 22 persons with full working time for policy development. From the perspective of insufficient professional capacities³, the PAMAD's role in providing methodological report is significant.

Figure 4.3

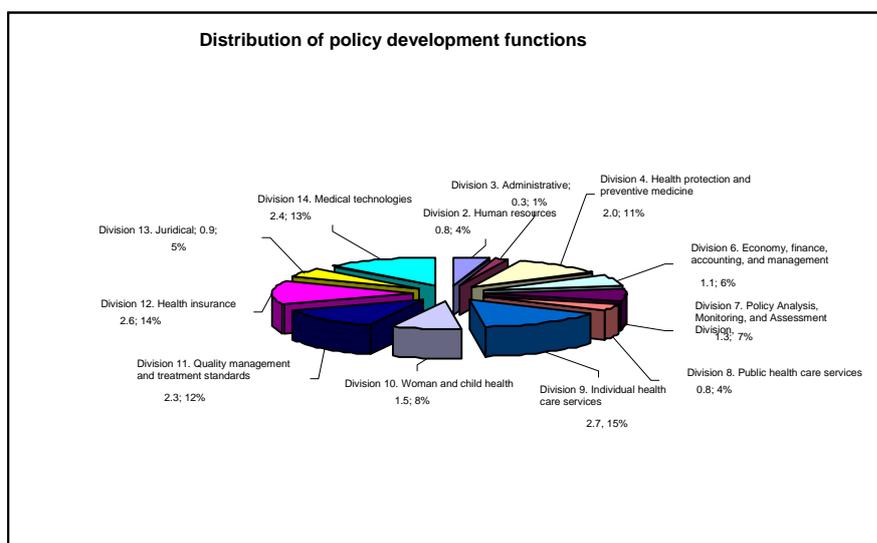


The support for policy document development first of all should be provided to the Health Care Technologies Division, Individual Health Care Services, Quality Management Division and others that allocate important resources for policy development process. The ministerial divisions are responsible for the management of national programs in the health care area, these cost over MDL 300 million and represents in fact tools by means of which some policy objectives are accomplished⁴. The assessment of these programs' efficiency and impact should be the responsibility of PAMAD.

³ See the Report on the Assessment of Institutional and Functional Skills of MH, May 2008, CICO-CReDO for UNICEF

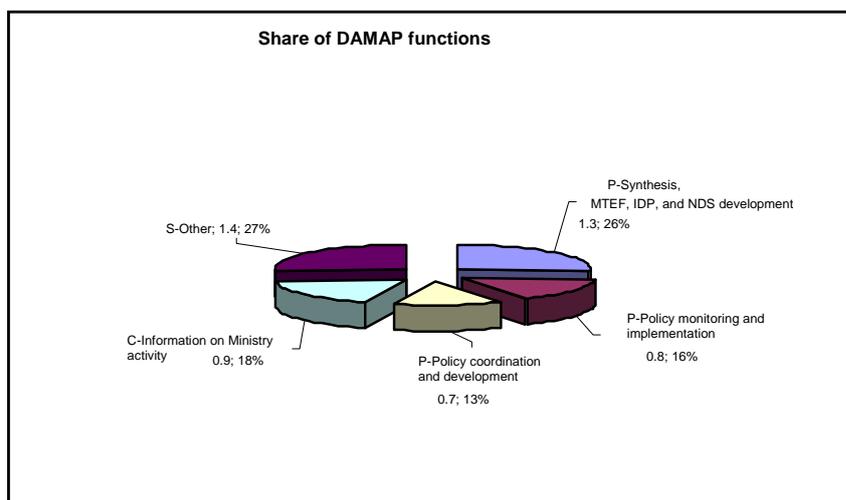
⁴ See the Report on Analysis of Budget Policies in the Health Care MH, June 2008, CICO-CReDO for UNICEF

Figure 4.4



The analysis of PAMAD functions reveals that the greatest part (60%) is used for the synthesis of materials and information for central public authorities and Ministry activity. Development of MTEF, IDP, and NDS accounts for over 25% of the total time of the division. Mostly, these policy documents are developed by PAMAD. From the discussion with the PAMAD representatives, we find out that the programs and policies are monitored through the analysis of reports, developed by respective divisions or other reports. PAMAD is not involved in the assessment and monitoring of policies and programs.

Figure 4.6



Therefore, the following conclusions are absolutely obvious:

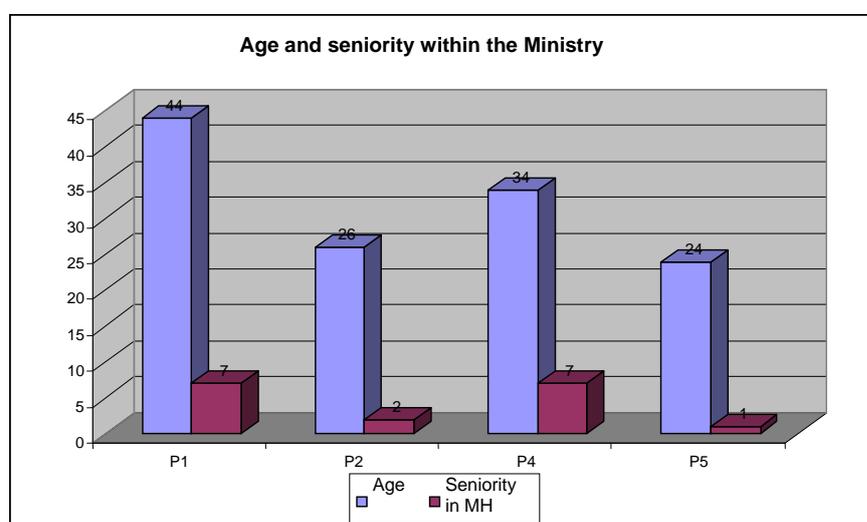
- de facto, PAMAD exercises only a part of its responsibilities, coordination and synthesis of the sector policies through NDS and MTEF;
- there are no support functions for the development of policies for other divisions;

- there are no activities of assessment of the impact of policies and programs;
- there is no methodology of health care policies, programs.

4.3 Professional Capacities

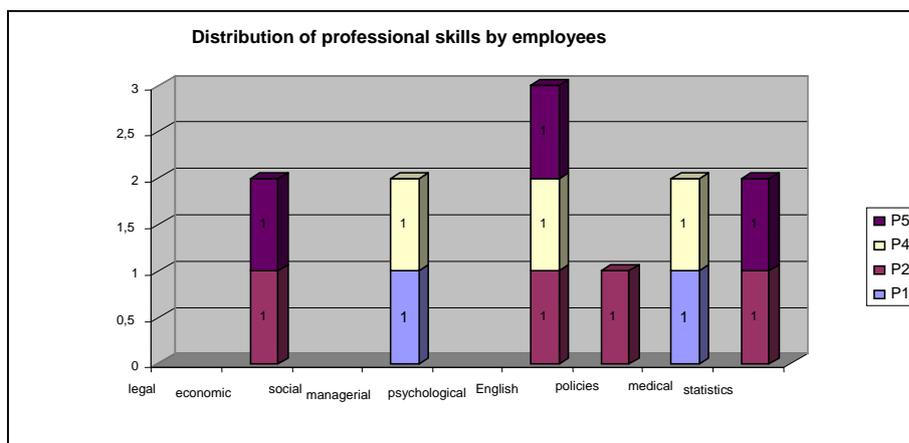
The relevant professional capacities are absolutely necessary for the exercise of the functions and accomplishment of the objectives of PAMAD. The analysis of staff employed at PAMAD shows that 2 persons almost do not have necessary experience in order to accomplish PAMAD objectives, they have around 2 years of activity in the Ministry. 2 persons have over 7-year experience within the Ministry.

Figure 4.7



The analysis of the professional skills and capacities reveals a weak presence of professional legal capacities. To a certain extent, the recently accumulated knowledge related to policies and their analysis, during courses organized by UNDP in 2007, compensate the lack of the aforementioned. The policy and economic skills are not adequate. There are skills related to statistics. The lack of these capacities may have a negative impact over the exercise of the PAMED functions.

Figure 4.8



We can make a summary of findings referring to the professional capacities within PAMAD:

- staff with a low experience both in the legal and policy area and in the Ministry;
- the division's team is dynamic,
- the division is vulnerable as regards the stability of staff and investment in staff because 2 out of 5 persons have only one year of activity in the Ministry,
- the economic, policy and statistical capacities are not developed enough, although they are needed to implement the policies and provide assistance to other divisions;
- there are no capacities and skills as regards the ex-ante and ex-post policy assessment, cost-benefit analysis, analysis of the policies' impact, institutional analysis of the sector, and other.

4.4 Institutional and Informational Support

To accomplish its functions, PAMAD needs a proper informational and technologic support. This unit centers on some aspects related to the existence and availability of data and information about the social policies beneficiaries. In order to perform this analysis, we will review the data and information provided by the National Bureau of Statistics, National Health Insurance Company (NHIC), Sanitary Management Center (SMC), Preventive Medical Center (PMC) and other statistical data and information. Then we will analyze the existence of the capacities and technologies for the analysis of the data and statistics within the PAMAD with a view to exercising the policy functions. The data and information are necessary for each area of MH activity.

A. NBS provides the following statistical data and information in written form on the basis of the statistical yearbook:

- network of health care institutions
- number of places in hospitals by specialization
- assurance of population with health care by categories of medical services
- number of doctors of different categories
- health care to women and children
- share of expenditures for health care for households (by quintiles, deciles)

B. On the basis of the annual publication about the population's level of living the SMC provides the following statistical data and information:

- number of doctors by specialties, level of provision with doctors
- middle medical staff,
- pharmacy units,
- number of beds by profile and level of provision with beds,
- medium term of inpatient treatment,
- hospital death-rate,
- coverage with outpatient medical services,
- emergency health care
- health budget execution,
- provision of paid services, death-rate of population by most frequent death cases,
- breakdown of deceased persons by the place of death,
- extra-hospital death-rate,
- incidence and prevalence, in general and for children,
- incidence by different diseases (psychic diseases, traumas, tuberculosis, syphilis, alcohol addiction)
- expertise of working incapacity, primary disability
- data about mother and child (examination of children, population coverage, surgical assistance, dentistry, roentgen cabinets, etc)

C. NHIC provides only summary data on paper, related to beneficiaries, service access by different categories of persons:

- amounts allocated by main health insurance programs and their distribution by type of services,
- number of beneficiaries for each type of services,
- amounts on the basis of funding sources.

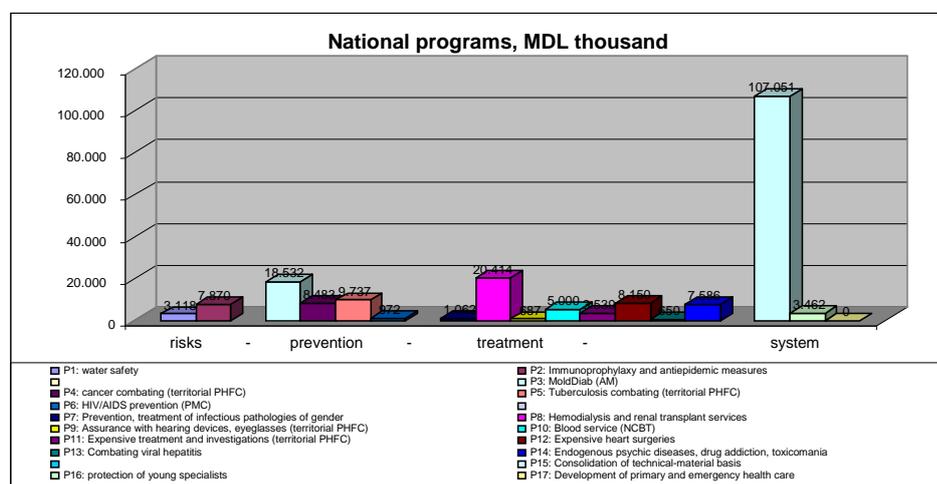
D. PMC provides a set of information on paper related to:

- compliance of hygienic requirements of water quality (from different sources),
- comparative indicators of death-rate from infectious and parasitic diseases (feather, infections, dysentery, intestinal infections, chicken-pox, scarlet, measles, hepatitis, malaria, HIV, other diseases, inclusively by rayons, age groups)
- occupational diseases and intoxications,
- disinfection of infectious hotbeds,
- food poisoning (by categories of persons and by rayons),
- vaccination coverage (by categories and rayons),
- state of water objects in the places of water use,
- air pollution rate,
- characteristics of soils state,
- share of inappropriate food,
- noise pollution,
- inappropriate illumination,
- data about inappropriate microclimate,
- use of coercive measures,
- food protection with water, soil, air,
- coercive measures applied to diverse health care facilities.

The social sector also generates administrative statistical information and data about the number and types of beneficiaries within health care facilities and services, other information that is included in the report on health care.

Analysis of the aforementioned data shows that these data are necessary and are the basis for the global analysis of health care policies. The data and information collected create a principle image. The data and information submitted by PMC is related to the public health conditions and state, factors and risks or public health, quantified interventions of supervision bodies. These data and information should be reported to the intervention opportunities by means of national programs in order to diminish the negative effect of risk factors, at the same time the risk factors can be considered as indicators of national programs assessment, showed as an example in the figure below.

Figure 4.9



In this respect, the indicators that will be collected, for P1 program for instance – water safety (amounting to MDL 2 million) – water quality indicators, water pollution constraints, finally the diminishing of risks for human health will constitute impact indicators. Thus, the collected programs and indicators need a correlation, the methodological support being provided by PAMAD.

A similar analysis is represented by data and information collected by SMC regarding the number of doctors, availability of services, coverage with services by different categories, these data and information can get significance under the process of analysis of health care services improvement, existence of sufficient health care services. These data can be coupled with financial information provided by NHIC and eventually disaggregated by types of services, categories of beneficiaries. Thus, with the methodological support, the divisions responsible for health care areas will be able to assess and develop health care policies.

Subsequently we can conclude that:

- the data and information collected systematically by the NBS are fundamental information for the social area,
- the data and information collected by NHIC, PMC, and SMC represent general summary information about programs and their beneficiaries,
- NHIC, PMC do not provide easy access to data and information by beneficiary groups correlated to the national problems and programs,
- The collected data and information are multidimensional and comprehensive, but are not submitted in a format (electronic form) that is accessible for analysis and handling.

4.5 Conclusions and Recommendations

Consequently, the conclusions are the following:

- de facto PAMAD performs only a part of its responsibilities, coordination, and synthesis of sector policies through NDS, MTEF,
- There are no support functions for development and management of policies for other divisions,
- There are no activities to assess the impact of policies and programs,
- There is no methodology of health care policies, programs.

We can draft a summary of findings related to professional capacities within PAMAD:

- staff with little experience in policy and legal area and within the ministry,
- the division's team is dynamic,
- the division is vulnerable in the area of personnel stability and investment in staff because 2 out of 5 persons have only one year of activity within the Ministry,
- the economic, policy and statistical capacities are not developed enough, although they are needed to implement the policies and provide assistance to other divisions;
- the lack of capacities and skills regarding the ex-ante and ex-post assessment, cost-benefit analysis, analysis of policies impact, institutional analysis of sector, and others.

Subsequently we can conclude that:

- the data and information collected systematically by the NBS are fundamental information for the social area,
- the data and information collected by HCHI, PMC, and SMC represent general summary information about programs and their beneficiaries,
- NHIC, PMC do not provide easy access to data and information by beneficiary groups correlated to the national problems and programs,
- The collected data and information are multidimensional and comprehensive but are not submitted in a format (electronic form) that is accessible for analysis and handling.

Recommendations regarding PAMAD of the MH:

- Development of the professional abilities in the area of statistics, concrete and practical assessment of health care policies and programs, skills of cost-benefit analysis, ex-ante and ex-post impact assessment etc.
- Provision with the SPSS programs and skills of using the programs, use of other programs and use of other quality analysis programs.

- Employing in the PAMAD other persons having statistical, economic, policies, managerial and institutional competences.
- Development of concrete and practical methodologies of evidence based assessment of the impact of the programs and policies.
- Development of concrete, practical methodologies adjusted to the needs of social sector for health care policies assessment,
- ensuring access to the statistical data and information collected systematically by the NBS in the electronic form in Excel or SPSS.
- additional collection of data and information disaggregated by beneficiaries programs and policies with a view to assessing the health care policies impact.
- ensuring of access to data and information in electronic form, owned by NSIH and SMC regarding the beneficiaries and financial programs in order to manipulate the policies analysis and assessment.

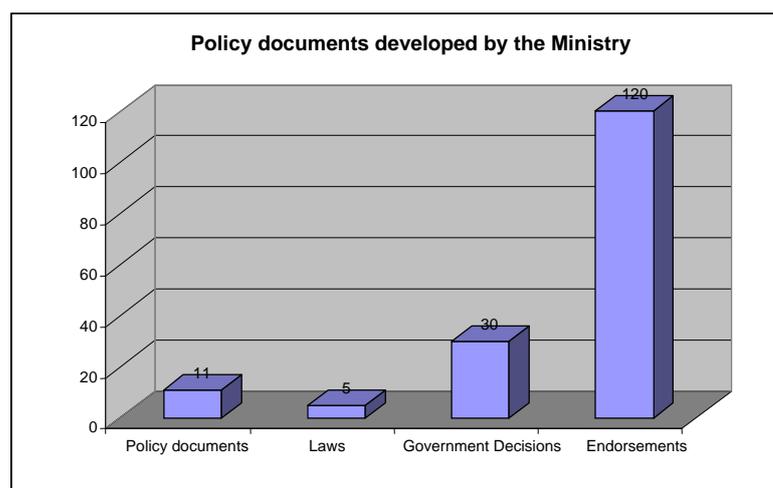
5. Ministry of Education and Youth

In this Chapter we will present the institutional capacities and professional training needs of the Policy Analysis, Monitoring and Assessment Division within the MEY.

5.1 Objectives and Results

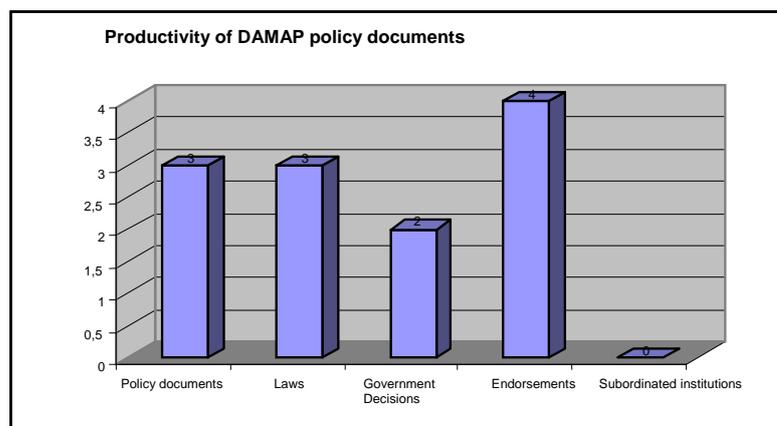
MEY produces policy documents. Almost all divisions of the Ministry are responsible for the drafting of policy documents or legal acts. The Ministry drafts about 50 documents a year. The policies affect directly the beneficiaries, educational sector institutions where hundred thousands of persons work, as well as hundreds of public and private institutions. Thus, the assurance of policies quality is critically important.

Figure 5.1



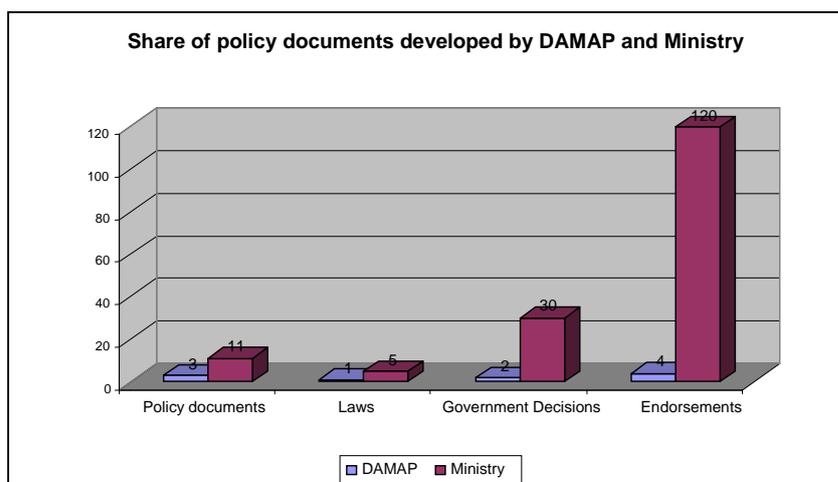
PAMAD is involved in policy development, being responsible for producing of 7-9 policy documents per year, in addition the endorsement of regulatory and legal acts developed within the Ministry.

Figure 5.2



A comparison with the number of policy documents developed by PAMAD reveals that this division develops almost 20% of policy documents and regulatory acts, produced by the Ministry. Thus, PAMAD is de facto involved in the development of policies and policy documents together with other divisions. The following figure shows that PAMAD participates completely in the development of laws and Government decisions and in the endorsement of the legislation and regulatory acts.

Figure 5.3



The GD on the creation of policy analysis, monitoring, and assessment units does not provide expressly the responsibility of drafting policy documents or legislative acts. Nevertheless, in reality we note the involvement of PAMAD in this activity. The total number of policy documents is about 5 documents per year or 1 document in 2 months, plus a small number of endorsements per month. Taking into account that PAMAD has only 5 employees, the least division out of all similar units within ministries, its productivity is reasonable.

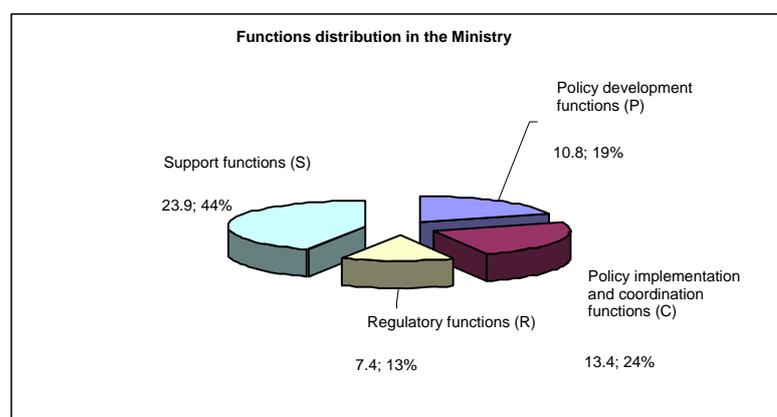
The discussions within PAMAD and MEY prove that the most important policy documents developed per sector: MTEF, NDS are developed with the coordination with this division. The ministerial divisions formulate the priorities by activity areas, PAMAD has the function of document

coordination. Any way, the strategic sector documents are one of the most important functions of the division.

5.2 Functions and Appropriation of Resources

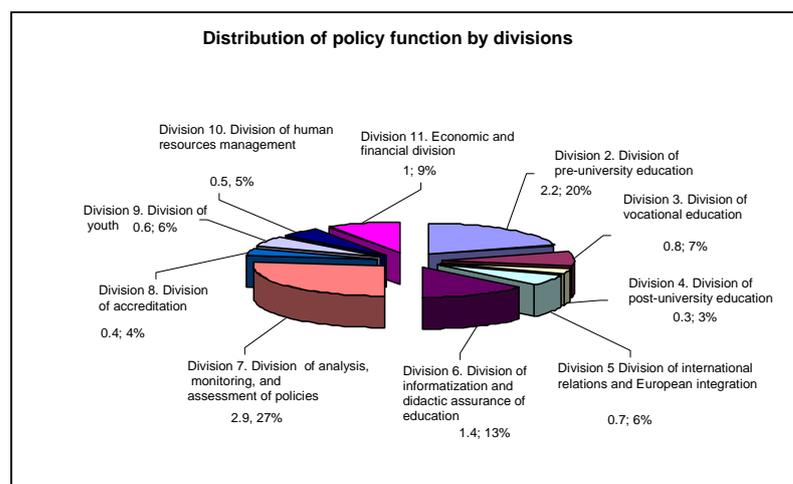
The distribution of functions within the division can be analyzed in comparison with the allocation of functions and resources within the Ministry. The Ministry allocates only 45% to policy functions out of its total time and resources. In other words, 25 persons within the Ministry are involved in the performance of policy functions. The rest of the time is used for other support and regulatory functions.

Figure 5.4



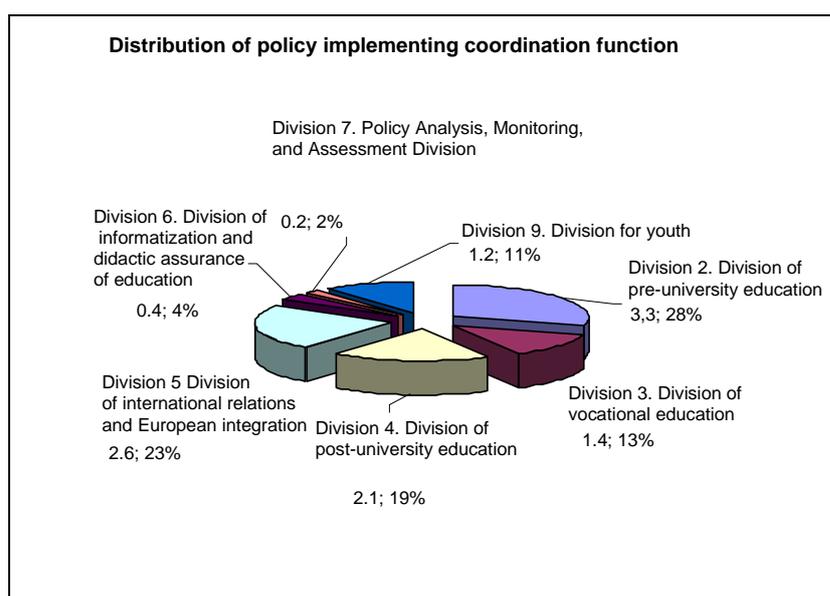
There is such a distribution of policy functions within ministerial divisions that PAMAD has the greatest share for these functions within the Ministry. The Pre-university Division follows it with 20% (or 2.2 persons), the Division of Informatization and Provision with Teaching Materials with 13% (or 1.3 persons), Economic and Financial Division with 9% (or 1 person), the other divisions have a share under 7%.

Figure 5.5



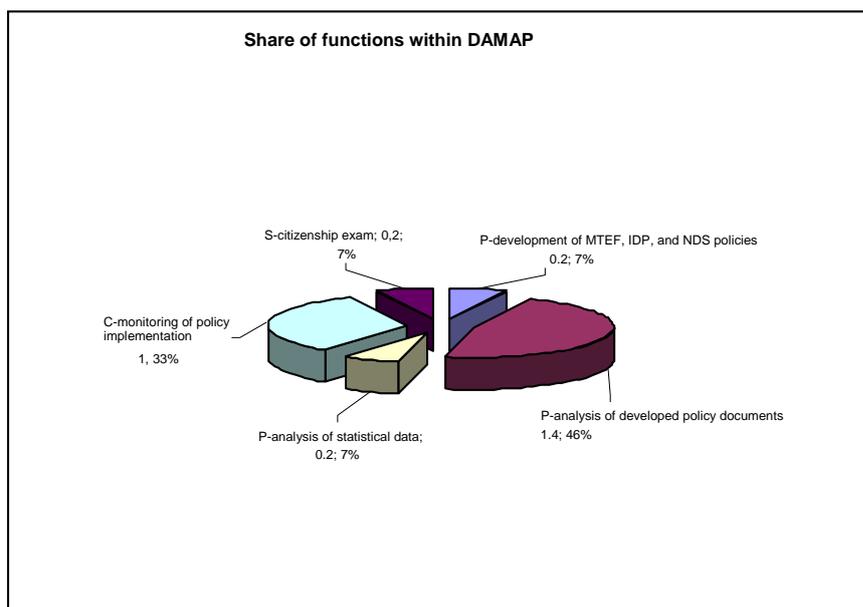
Coordination of policy implementation is one of the Ministry's priority functions, each division allocates from 6 to 30% for this function. The coordination of policy implementation is an important function, because it includes the assessment of policy effectiveness. This function also includes the assessment of the quality and impact of policies. Thus, PAMAD should provide methodological support to the ministerial divisions in order to perform this function. The analysis of Figure 5.4 reveals that PAMAD does not provide this methodological support, although this is stipulated in PAMAD objectives and duties.

Figure 5.3



The analysis of PAMAD functions shows that the greatest part (46% or 1.4 persons) is used for the analysis of the developed policy documents. 33% (1 person) are used for policy implementation monitoring. It takes only 7% (0.2 people) of the time of the division to draft the MTEF, IDP and NDS. The function of running language exams in order to obtain citizenship is irrelevant to policy functions and is against to the Government decision in this respect.

Figure 5.4



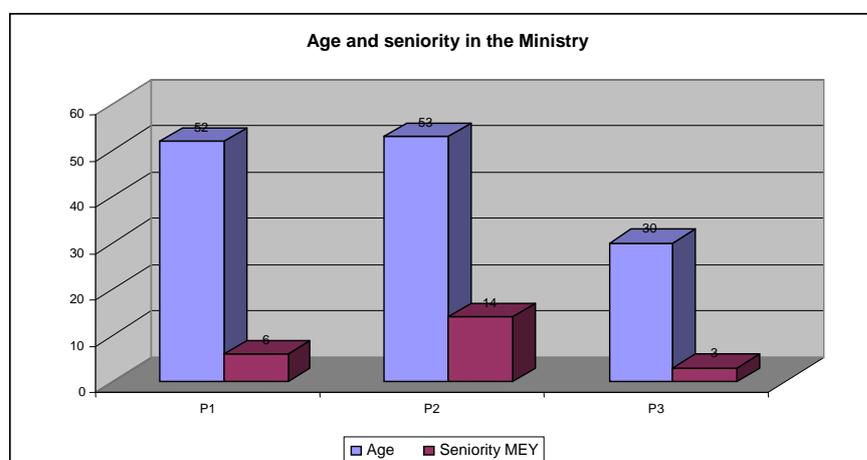
Consequently, the conclusions are the following:

- de facto, PAMAD exercises only a part of its responsibilities, coordination and synthesis of the sector policies through NDS and MTEF;
- There are no support functions for development of policies for other divisions,
- There are no activities to assess the impact of policies and programs,
- There exist functions that are irrelevant for division's objectives.

5.3 Professional Capacities

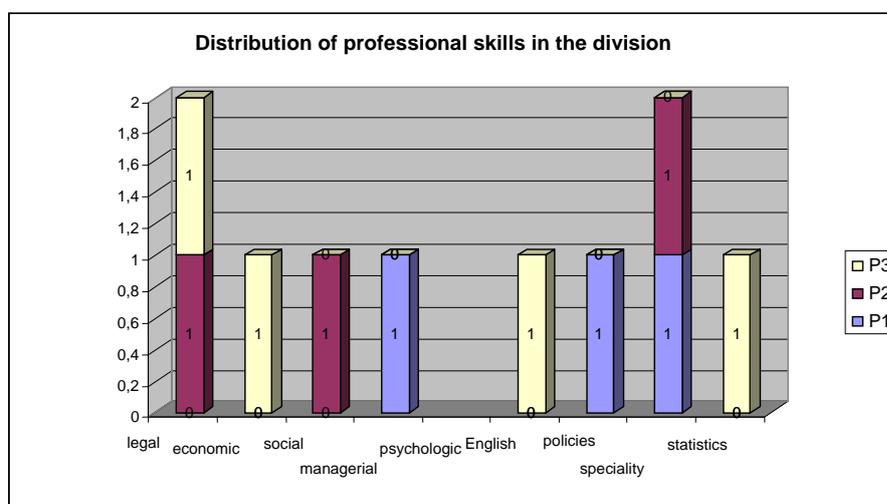
The relevant professional capacities are absolutely necessary for the exercise of the functions and accomplishment of the objectives of PAMAD. Analysis of the PAMAD staff shows that the division has only 3 employees. 1 person has only 3 years of experience in the Ministry, the other 2 have over 7-10 years of activity in Ministry, the last 2 persons are aged over 50 years, being appointed recently.

Figure 5.5



The analysis of professional capacities reveals the presence of relevant professional skills, but from the quantitative point of view they are insufficient and regarding to 2 persons – have been accumulated during the past 1-2 years. The figure below shows that 2 persons have only one professional skill in addition to the educational one that is relevant to the policy function. This deficiency while recruiting staff is a long-term deficiency that can reduce the sustainability of investments in the professional training within PAMAD.

Figure 5.6



We can make a summary of findings referring to the professional capacities within PAMAD:

- staff with a low experience both in the area of policies and in the Ministry;
- the division is vulnerable in the area of personnel stability and investment in staff because 2 out of 3 persons have short-term not formal professional training in policy area,
- the lack of capacities and skills regarding the ex-ante and ex-post assessment, cost-benefit analysis, analysis of policies impact, institutional analysis of sector, and others.

5.4 Institutional and Informational Support

To accomplish its functions, PAMAD needs a proper informational and technologic support. This unit centers on some aspects related to the existence and availability of data and information about the social policies beneficiaries. For purposes of analysis we will review the data and information provided by the National Bureau of Statistics (NBS) and other administrative data and information, produced within the Ministry. Then we will analyze the existence of capacities and technologies for data and statistics analysis in the PAMAD with a view of exercising the policy functions.

NBS provides the following statistical data and information in written form on the basis of the statistical yearbook:

- preschool institutions (forms of ownership, territorial, children by education language), teachers,
- schools, secondary schools, extra-school institution (number of pupils)
- children within schools for mentally disabled,
- pupils within schools, secondary-schools, by study language,
- teaching staff in day-schools, by their specialty,
- institutions of secondary vocational education (teaching staff)
- colleges (forms of ownership, students, teaching staff, pupils studying on a contractual basis or with scholarship, pupils by groups),
- higher education institutions (number of pupils, share of students studying on a contractual basis or with scholarship, structure by nationality, territorial distribution),
- expenditures for education.

MEY, by means of rayon divisions, collects data regarding the exact number of children by age and teaching classes.

Analysis of the aforementioned data shows that these data are necessary and are summary information for the general analysis of educational policies. The process of policy effectiveness assessment from the point of view of children's knowledge is performed by means of qualitative indicators, in which the teachers are involved. This assessment modality of educational policies effectiveness is limited, related to its goal, to result indicators; the use of only one type of indicators creates unwanted consequences for policy objectives.

Assessment of other policies, especially from the perspective of the impact of education over students and applicability of knowledge in the educational process, but is not carried out systematically on the basis of modern technologies. No policy document, developed by the Ministry in 2007 contained the cost-benefit analysis, the documents do not comply with the requirements of identification of policy alternatives and appreciation of the impact created by them.

Subsequently we can conclude that:

- the data and information, collected systematically by the NBS, are general information for the educational area,
- In these conditions, PAMAD and the ministerial divisions do not have sufficient data and information to assess the impact of educational policies.

5.5 Conclusions and Recommendations

Consequently, the conclusions are the following:

- de facto, PAMAD exercises only a part of its responsibilities, coordination and synthesis of the sector policies through NSD and MTEF;
- There are no support functions for development of policies for other divisions,
- There are no activities to assess the impact of policies and programs,
- There exist functions that are irrelevant for division's objectives.

We can draft a summary of findings related to professional capacities within PAMAD:

- staff with a low experience both in the area of policies and in the Ministry;
- the division is vulnerable in the area of personnel stability and investment in staff because 2 out of 3 persons have short-term not formal professional training in policy area,
- the lack of capacities and skills regarding the ex-ante and ex-post assessment, cost-benefit analysis, analysis of policies impact, institutional analysis of sector, and others.

Subsequently we can conclude that:

- the data and information collected systematically by the NBS are general information for the educational area,
- In these conditions, PAMAD and Ministerial divisions do not have sufficient data and information to assess the impact of educational policies.

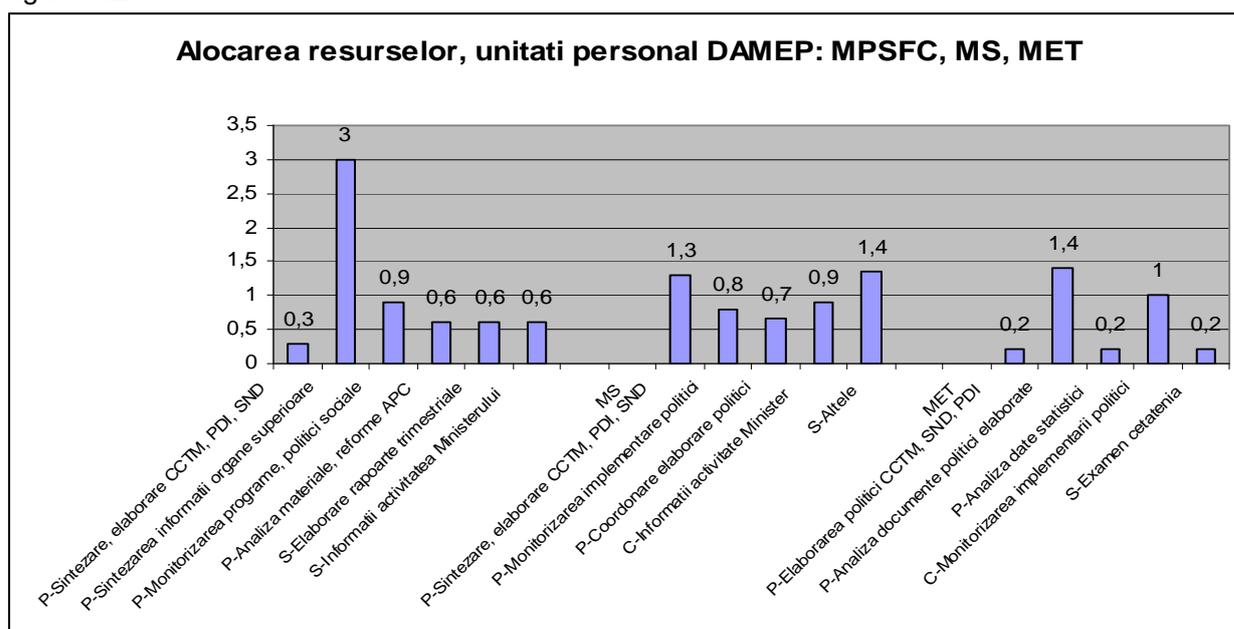
6. Comparative Analysis

This Chapter provides a comparative view of the situation within ministerial PAMADs. The comprehensive and detailed analysis of each division apart is completed by the comparative analysis of divisions.

6.1 Functions and Appropriation of Resources

The comparative analysis of the resources allocated within PAMADs shows that the greatest part of resources are allocated for the synthesis of information for superior bodies, while the support functions for policy development or assessment are practically lacking. In the MH, the greatest part of resources is used for the development of MTEF, NDS, and policy monitoring. In the MEY most of the staff is allocated for the analysis of the developed policy documents and monitoring of approved policies.

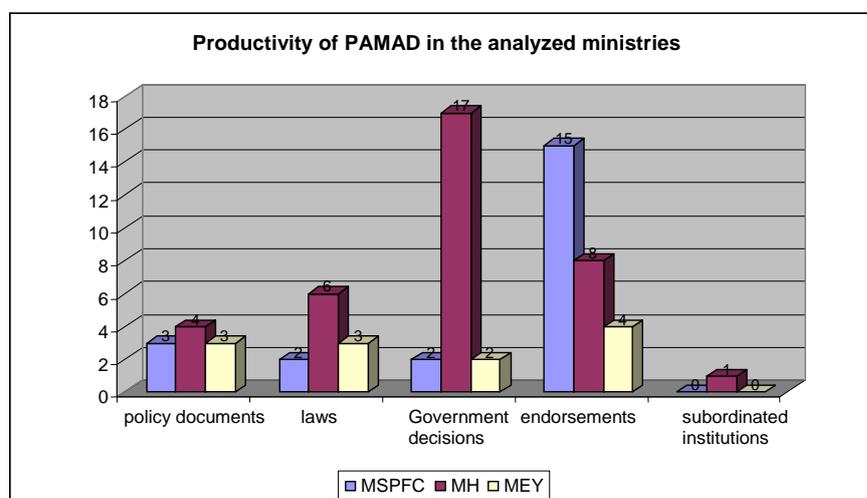
Figure 6.2



The detected differences can be explained by the lack of accurate methodologies and procedures that can be offered to support the work of PAMADs. In their absence, PAMADs shape their activities depending on the existent capacities and knowledge or depending on the specific ministerial priorities.

The following figure shows the different activity level during the process of policy documents development within PAMADs. The PAMAD from the MH is the most productive in terms of policies, followed by the PAMAD from the MSPFC.

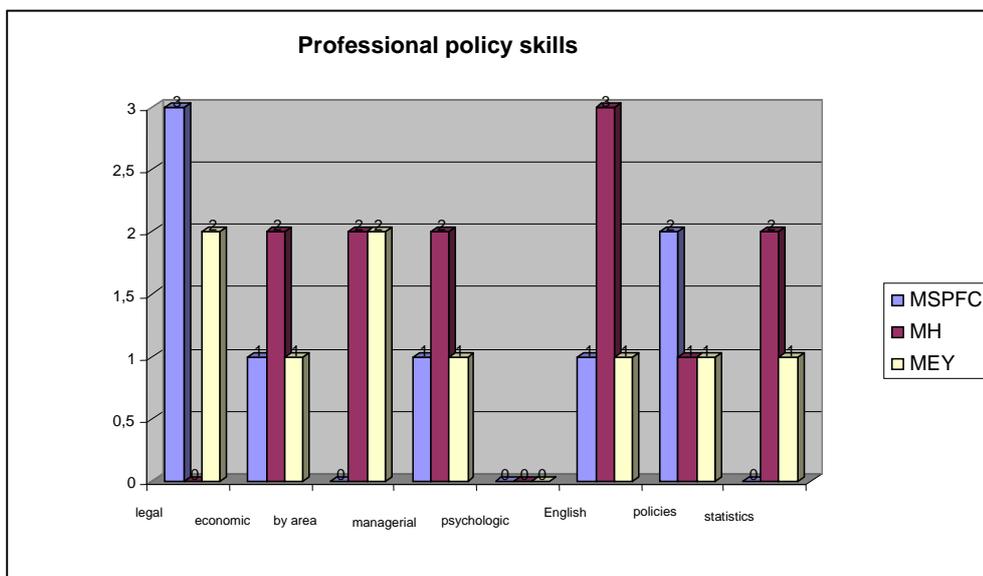
Figure 6.2



6.2 Professional Capacities

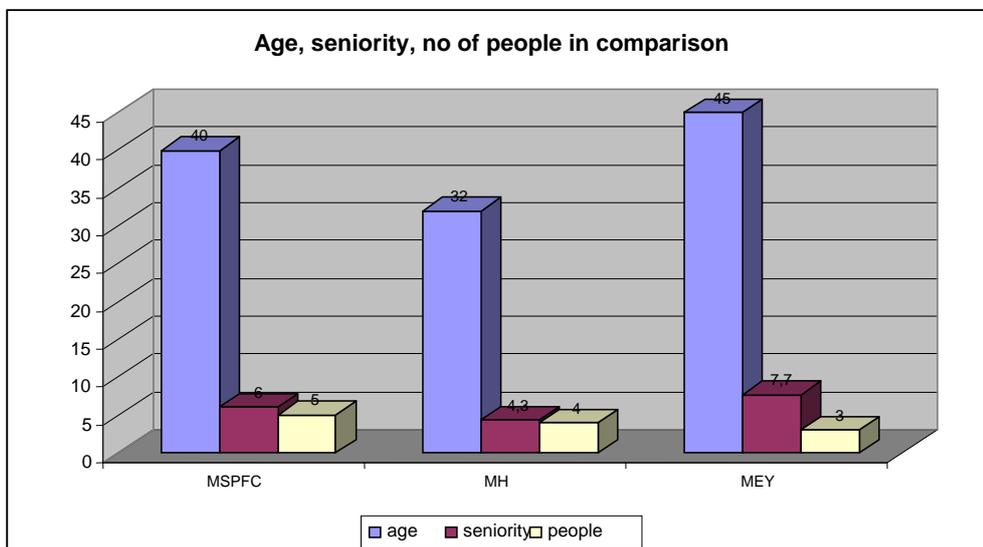
The comparative analysis of presence of professional skills, needed for the achievement of PAMAD objectives, reveals that some ministries are better endowed with some skills, and other ministries – with others. The PAMAD from the MEY has almost all capacities and professional skills, but a too small number in order to produce a proper result – with only one person for each of them. The PAMAD from the MH has a quite good position in terms of skills and capacities, except for the juridical, economic, and policy ones. The PAMAD from the MSPFC has a good position in terms of juridical skills and capacities, but does not have sufficient skills in other areas.

Figure 6.3



The comparative analysis of PAMADs employees shows that the youngest team is at MH, followed by MSPFC team. At the same time, the length of service is the least at MH and it is followed by MSPFC. At the same time, the number of employees of the PAMAD from the MSPFC is the greatest - 6 persons, the MEY team has the least number of employees.

Figure 6.4



6.3 Conclusions and Recommendations

Generally, the PAMAD employees are younger than the rest of the Ministry employees; also they generally have a shorter seniority both within the Ministry and average for ministries. It can distort the PAMADs activity, if their employees are perceived as new or without necessary experience in the given sector.

The number of employees is not appropriate in all PAMADs - it is too small in the MEY, but in other ministries it can also be increased by several persons in order to cover all necessary requirements.

Generally, the presence of professional skills is not adequate, especially regarding the policy, economic, and statistical competences. These professional skills are critically needed in order to achieve the PAMADs objectives.

Recommendations:

- employment in policy divisions needs adequate academic training in order to ensure the sustainability and effect of investments in professional development,
- the activity of policy divisions needs an adequate methodological support in order to ensure the regularity of policy divisions activity, efficiency and effectiveness of resources allocated for these divisions.

7. Recommendations

Recommendations regarding the PAMAD from the MSPFC:

- Development of the professional abilities in the area of statistics, concrete and practical assessment of social policies and programs, skills of cost-benefit analysis, ex-ante and ex-post impact assessment etc.
- Provision with the SPSS programs and skills of using the programs, use of other programs and use of other quality analysis programs,
- Employing in the PAMAD other persons having statistical, economic, policies, managerial and institutional competences,
- Development of concrete and practical methodologies of evidence based assessment of the impact of the programs and policies,
- Development of concrete, practical methodologies adjusted to the needs of the social sector for the assessment of social policies,
- Ensuring access to the statistical data and information collected systematically by the NBS in the electronic form in Excel or SPPS,
- Additional collection of data and information distributed by beneficiaries programs and policies with a view to assessing the social policies impact,
- Ensuring access to data and information in electronic form on the beneficiaries and financial programs held by the NSIH with a view to handling it for analysis and assessment of the policies.

Recommendations regarding PAMAD from the MH:

- Development of the professional abilities in the area of statistics, concrete and practical assessment of health care policies and programs, skills of cost-benefit analysis, ex-ante and ex-post impact assessment etc.
- Provision with the SPSS programs and skills of using the programs, use of other programs and use of other quality analysis programs.
- Employing in the PAMAD other persons having statistical, economic, policies, managerial and institutional competences.
- Development of concrete and practical methodologies of evidence based assessment of the impact of the programs and policies,
- Development of concrete, practical methodologies adjusted to the needs of social sector for health care policies assessment,
- Ensuring access to the statistical data and information collected systematically by the NBS in the electronic form in Excel or SPPS,
- Additional collection of data and information disaggregated by beneficiaries programs and policies with a view to assessing the health care policies impact,
- Ensuring access to data and information in electronic form on the beneficiaries and financial programs held by the NSIH with a view to handling it for analysis and assessment of the policies.

Recommendations regarding PAMAD from the MEY:

- Development of the professional abilities in the area of statistics, concrete and practical assessment of education policies and programs, skills of cost-benefit analysis, ex-ante and ex-post impact assessment etc.
- Provision with the SPSS programs and skills of using the programs, use of other programs and use of other quality analysis programs,
- Employing in the PAMAD other persons having statistical, economic, policies, managerial and institutional competences.
- Development of concrete and practical methodologies of evidence based assessment of the impact of the programs and policies,
- Development of concrete, practical methodologies adjusted to the needs of the social sector for the assessment of educational policies.
- Ensuring access to the statistical data and information collected systematically by the NBS in the electronic form in Excel or SPSS,
- Additional collection of data and information disaggregated by beneficiaries programs and policies with a view to assessing the educational policies impact.

Recommendations from the comparative analysis:

- employment in policy divisions needs adequate academic training in order to ensure the sustainability and effect of investments in professional development,
- the activity of policy divisions needs an adequate methodological support in order to ensure the regularity of policy divisions activity, efficiency and effectiveness of resources allocated for these divisions.

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