



Functional and Institutional Analysis of the Ministry of Social Protection, Family and Child

Resource Center for Human Rights
Centrul de Resurse pentru Drepturile Omului (CReDO)
Al. Hajdeu 95 "A", CHISINAU, MD 2005, Moldova
(373 22) 212 816, fax (373 22) 225 257
CReDO@CReDO.md, www.CReDO.md

Chisinau 2008

About CReDO

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

Executive Summary

The report has as its objective the MSPFC's functional and institutional analysis. This institution's human capital consists of defined competences, needed for the achievement of institution's strategic objectives and later, when implementing sector objectives, for the performance of sector leadership by MSPFC. The Ministry's human capital includes individual capacities and skills, at the team level; institutional capacities expressed through statistical informational disaggregated systems, analytical and qualitative technologies of data interpretation in the process of developing policies and evaluating their efficiency, knowledge and abilities for the policies and sector institutions management. The institutional capacities, needed for the development of the sector are the following: existence of sector policy functions, regulatory function (accreditation and inspection), support functions, including the investigation and collection of data necessary for other functions.

The report findings were periodically discussed during the meetings of the working group members and its content is approved by a ministerial working group.

The report analyses the systems and capacities from the perspective of their implementation within MSPFC and the sectorial institutions. There are identified restrictions referring to the lack of sectorial functions (accreditation, licensing, public procurements), the lack of statistical instruments for the assessment of needs and policies impact, insufficient professional capacities within the Ministry and external constraints on the development of policy products. The Ministry is overburdened with a big number of petitions, while its role of managing the sector and the sector institutions represents an important challenge.

This report uses some methods of situation investigation and analysis. The main elements of the functional analysis assure delimitation of the detailed functions existing in the Ministry, cost of the functions in the Ministry, products quantification. The analysis of functional responsibilities, together with the in-depth study of the case studies on the Ministry's main products give us the needed information to determine the existing and needed professional capacities. Another approach presents the method of decisional process analysis with regard to policies. Decisional questionnaires, coupled with interviews of various ministerial factors reveal the practice and the methodology used in developing the policy documents and offer the option of cost financial estimates in the process of policy documents development. The specified methods were supplemented by some questionnaires, offering information on the organizational environment, communication and interaction within the Ministry. Finally, questionnaires on personal data, experience and competences are useful to understand the Ministry's staff experience and competences.

The report includes a number of chapters. The first chapter analyzes the Ministry's sector background: groups of beneficiaries, main policies, sector institutional structure, intra and extra-sector relations. The second chapter contains the Ministry's internal environment analysis: quality of the decisional processes, cost of the functions, organizational culture, institutional structure, productivity and others. At the end of each chapter the conclusions obtained during the analysis process are systematized. Chapter 3 contains the analytical summary of findings and conclusions: SWOT analysis and analysis of the main problems from the perspective of Ministry's institutional development. At the end recommendations for the institutional strengthening of the Ministry are suggested.

EXECUTIVE SUMMARY.....	ii
1. SECTOR CONTEXT	1
1.1 Functions, Strategic Targets	1
1.2 Sector position	2
1.3 The main sector policies	20
1.4 Inter-institutional relationships	29
1.5 Chapter conclusions.....	31
2. INSTITUTIONAL CAPACITIES	33
2.1 Organizational structure.....	33
2.2 The Institutional Organizational Culture	43
2.3 Policy-Related Decision Making Processes.....	54
2.4 Productivity	62
2.5 Chapter Conclusions	67
3 CONCLUSIONS.....	69
3.1 SWOT Analysis	69
3.2 Final Conclusions	74
3.3 Proposals and Recommendations	76
4. Annexes	84
4.1 List of projects and technical assistance	84
4.2 List of sector institutions	84

1. Sector context

1.1 Functions, Strategic Targets

One cannot develop an assessment of institutional capacities without understanding the strategic objectives and generic functions of the Ministry. Institution's strategic objectives impose the need of certain capacities, systems and key systems necessary for the achievement of these objectives. In the nowadays conditions, when the economies, markets and institutions are based on the highly developed knowledge and competences, the lack of the modern technologies in each mentioned aspect makes the efficient and effective achievement of the strategic objectives impossible. This state of things results from a comparative analysis of MSPFC's functions and competences with the functions and competences of the ministries from countries with similar, but advanced practices and institutions. The activity result or the products of a central executive authority are, above all, the efficient and qualitative policies that facilitate the development and accumulation of public value in the social sector.

As the main institution of the social protection sector, MSPFC has a particular role to¹:

1. develop the sector policies,
2. coordinate the implementation of policies (by delegating responsibilities to sector institutions, alternative use of policy instruments, intra and extrasectorial cooperation and coordination),
3. assess the impact and efficiency of intrasector and sector policies.

At the same time, the development of all other sectorial functions within the sectorial institutions is very needed²:

- 1) inspection and supervision (regulatory),
- 2) sector support (including referral mechanisms) and investigation,
- 3) service provision, entrepreneurial activities

These sector functions will be delegated to subordinated institutions or other social sector actors.

From the viewpoint of this study, the implementation of the functions that fall under the Ministry's responsibility needs at least 4 preconditions:

- a) the evident presence of the leadership role in formulating the view, the sector strategic objectives and active coordination in their implementation by Ministerial Divisions via subpolicies in the narrower subsectorial fields (based on the main groups of beneficiaries),
- b) existence of human resources that would be sufficient, competent, with relevant professional capabilities in relation to the specific of strategic objectives achievement and of the institutional conditions necessary for making full use of their potential,
- c) creation of institutional facilities (informational resources and systems, statistical data, techniques, including programs of modeling, forecasting, etc.), knowledge of advanced technologies in exercising ministerial functions,
- d) possession (by virtue of statutory functions or in cooperation with other institutions that develop policies) of policy instruments necessary for the achievement of strategic objectives.

Existence of preconditions do not necessarily guarantee the success in implementing the preset strategic objectives. The institution works in an environment that has many other players on the

¹ OEDC principles in implementing the function of sector policies

² OEDC principles in implementing the function of sector policies and the Functional Analysis Report II, DAI-Europe 2006

subordination lines, on the horizontal cooperation lines, and from other sectors. In the context of interdependence with the policies of other states and various international bodies, these players offer opportunities for cooperation and competition.

The aforementioned players make full use of their capabilities in order to maximize institutional and departmental interests. These external factors have an adverse influence on the Ministry, but simultaneously offer opportunities and important challenges for the social sector consolidation. The conclusions and findings will be realized with regard to the relevant aspects of the operation of institutions, capacities, etc. (similar institutions, similar functions, etc). This environment gives many opportunities for cooperation, but also has a lot of competitive factors. Thus, insufficient capacities, out-of-date technologies, lack of knowledge, misunderstanding or incorrect use of policy instruments (in conditions of market economy) or other factors prejudice the Ministry's work or lead to adverse effects in the achievement of strategic objectives. There can be distinguished other important factors that are impeding the ministerial sectorial functions implementation, such as: restrictions in using the tax and treasury instruments, role and functions traditionally exercised by the respective institution. These factors help the Ministry's capacities and possibilities to achieve the set objectives. As the case stands, the aforementioned factors have a negative role.

1.2 Sector position

Relevant policy areas³

This section specifies the main policy areas, grouped in accordance to the sector groups of beneficiaries.

Children (including disabled children):

- a) prevention and combating of trafficking in children, their repatriation,
- b) child integration in family through adoptions, guardianship and trusteeship
- c) integration and social inclusion of disabled children,
- d) social assistance of children at risk,
- e) children with congenital and developed disabilities.

Families with children:

- a) prevention and combating of the domestic violence,
- b) protection of the family with children (antipoverty),
- c) birth rate stimulation,
- d) family consolidation.

Disabled persons:

- a) social integration of the work-age adults in the society
- b) integration in labor market of the work-age adults,
- c) disabled retired persons.

Retired persons and the elderly:

- a) active ageing,
- b) decent conditions for the elderly

Employed and unemployed persons

- a) labor conditions,
- b) the recovery of work abilities after accidents,

³ Determined on a participatory basis

Other vulnerable groups:

- a) psychological, social assistance and integration of trafficked persons,

Intersector areas:

- a) gender equality,
- b) prevention and combating of discrimination.

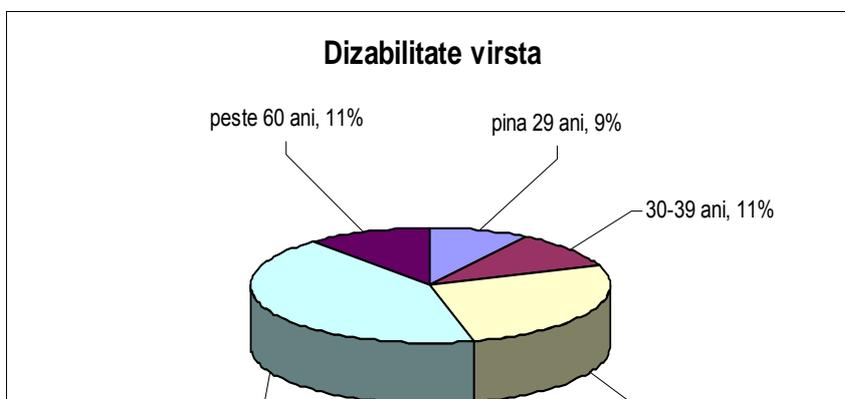
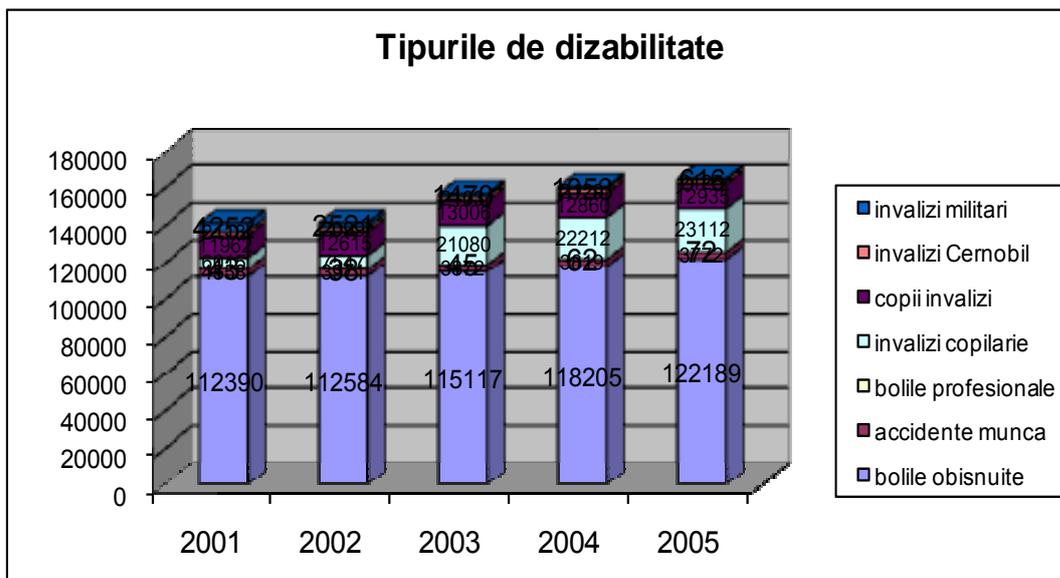
The policy areas are closely connected with the groups of beneficiaries of these policies. A good institutional practice is considered to be the situation when each group of beneficiaries (reasonably large and representative) and the appropriate set of policies are managed by a responsible unit within the Ministry. These units will come into line with the intersector divisions in order to ensure the policy coherence.

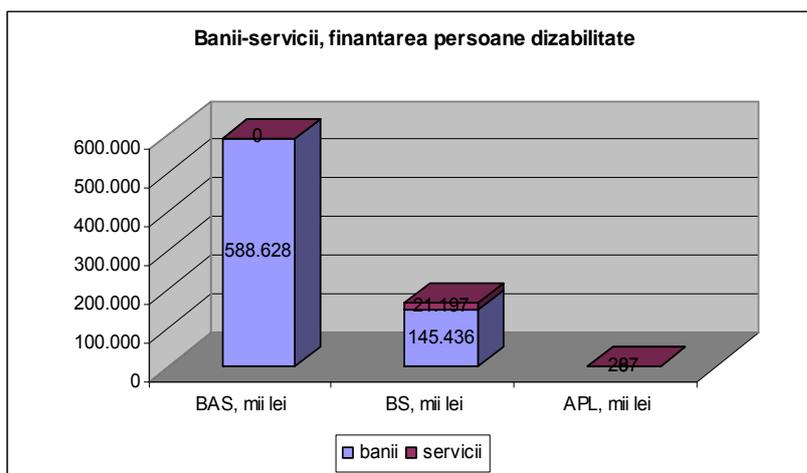
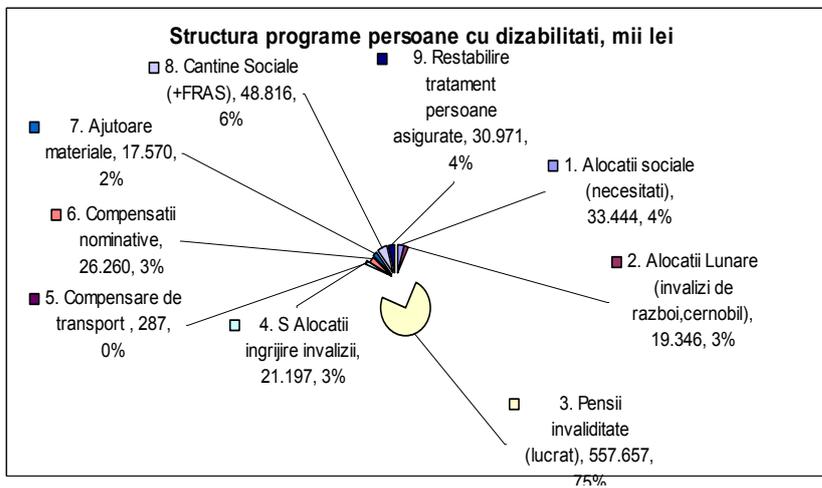
Dynamics of the groups of beneficiaries and the main indicators and characteristics

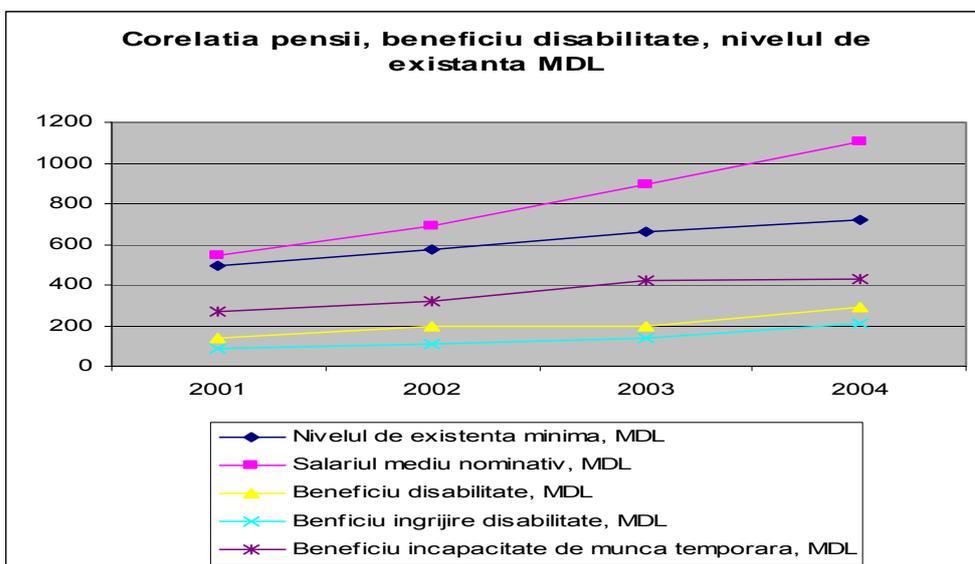
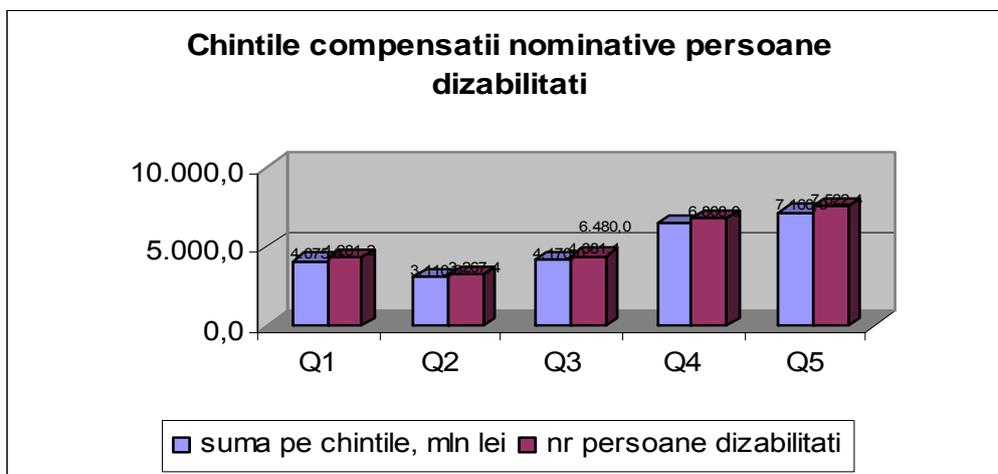
Disabled persons

Disabled persons are over 180 000 individuals, from which 55% are persons that soon will reach or that have already reached the retirement age. The main financial policies are presented in brief in terms of services and works. The dynamics of beneficiaries by distinct groups is recorded in the diagram.

Figures 1.1-1.6



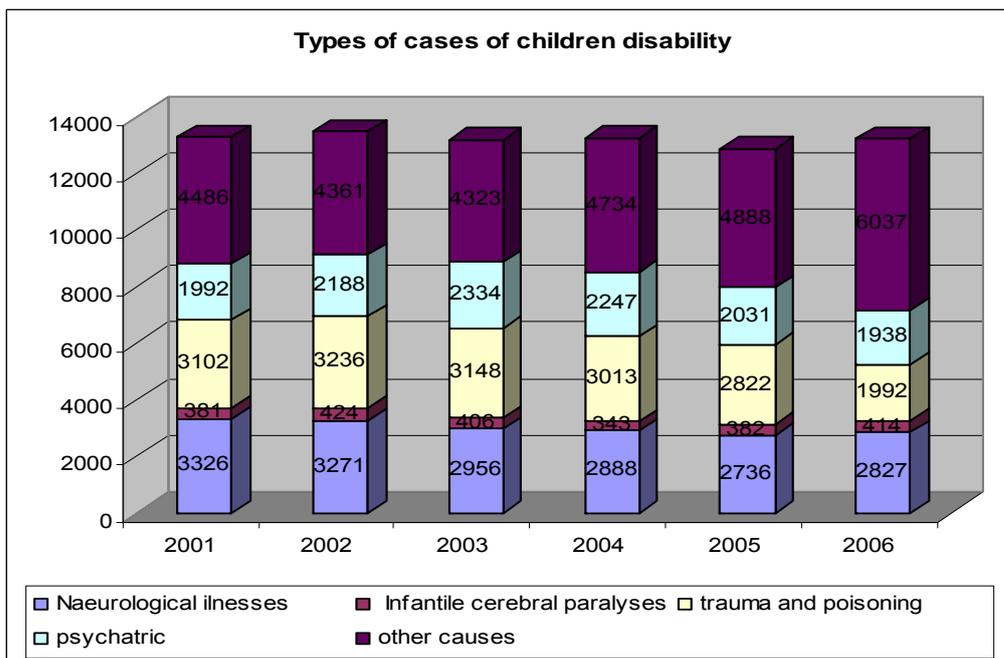
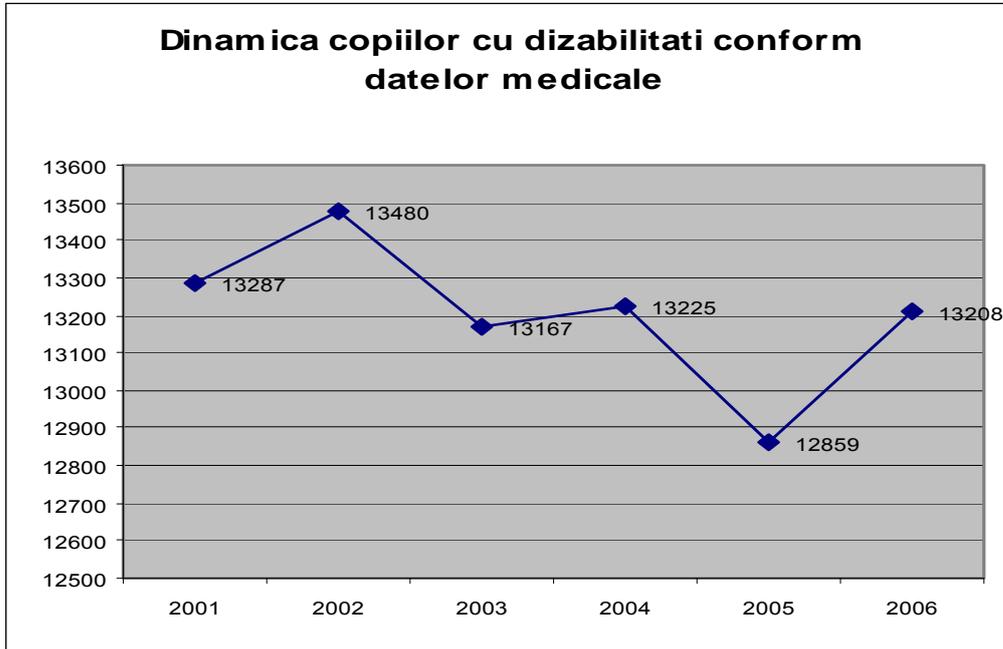


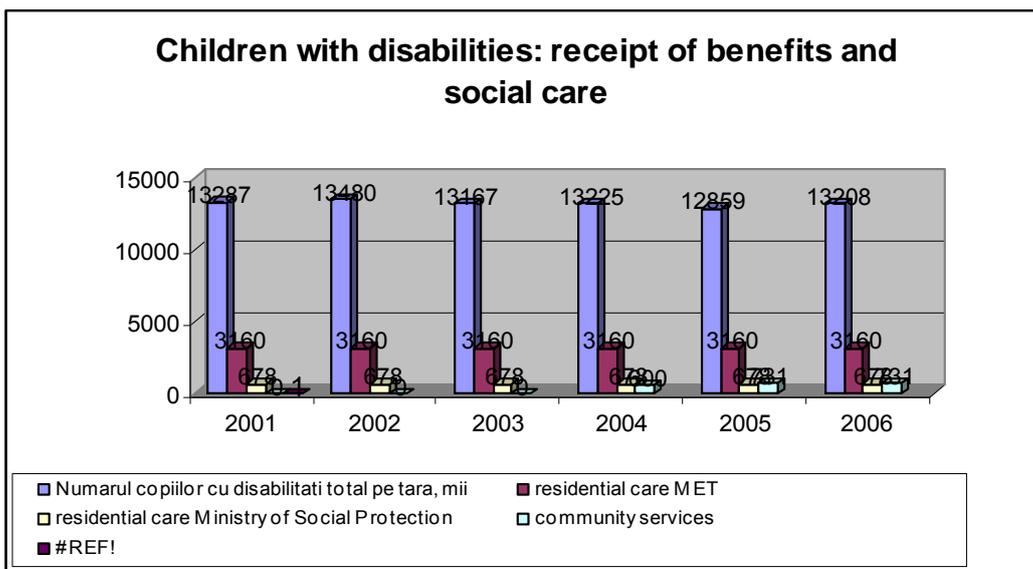
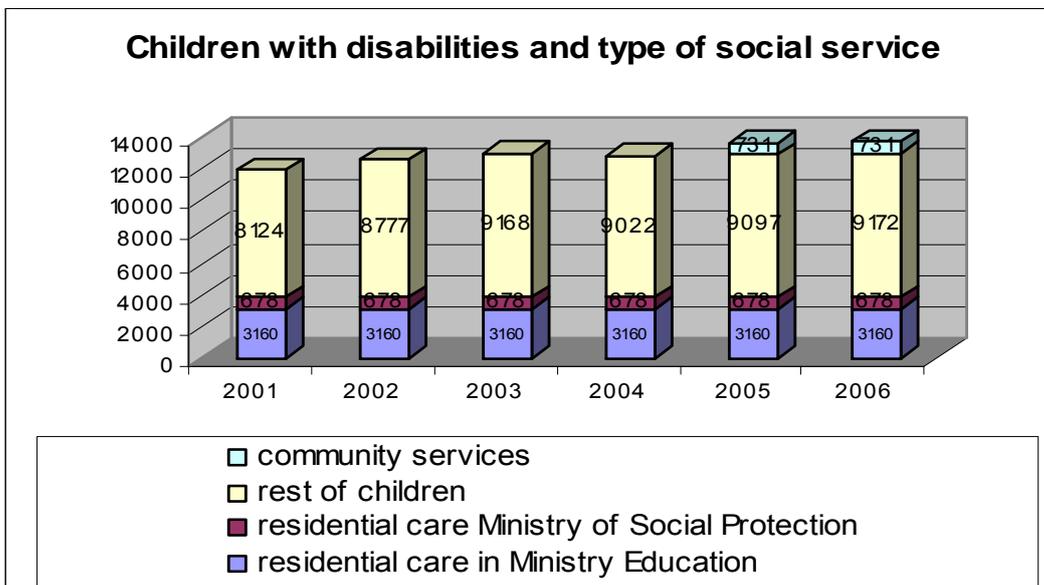


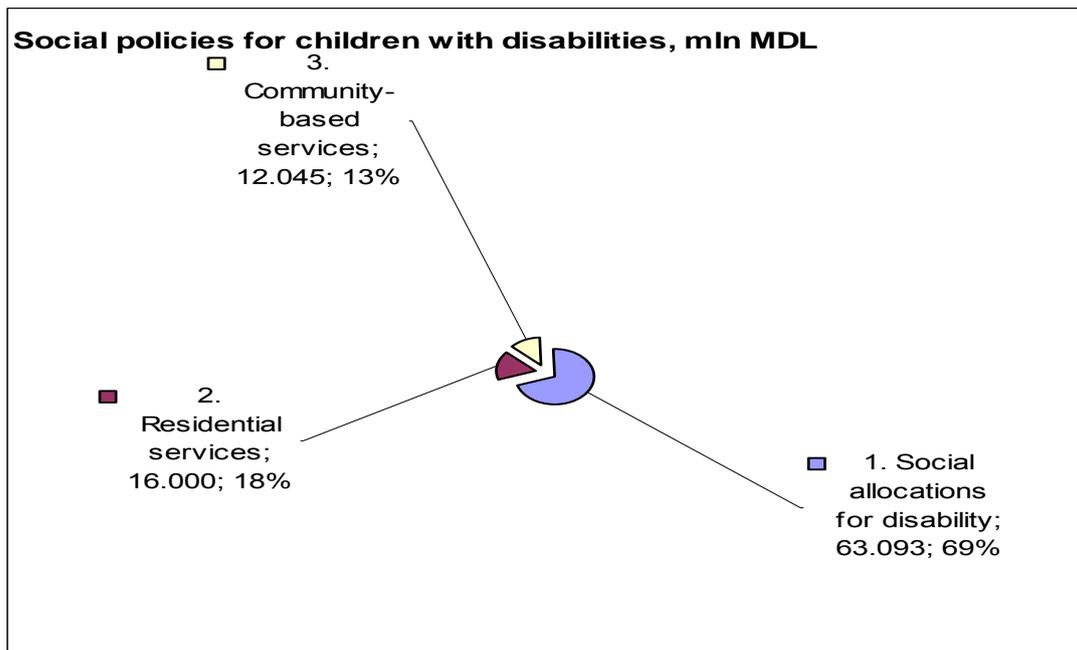
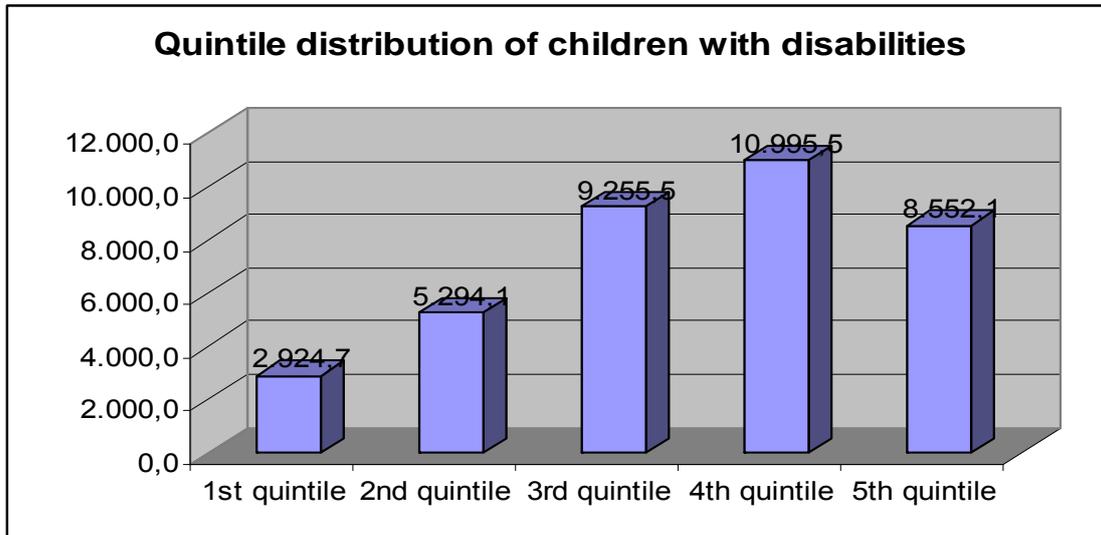
Disabled children

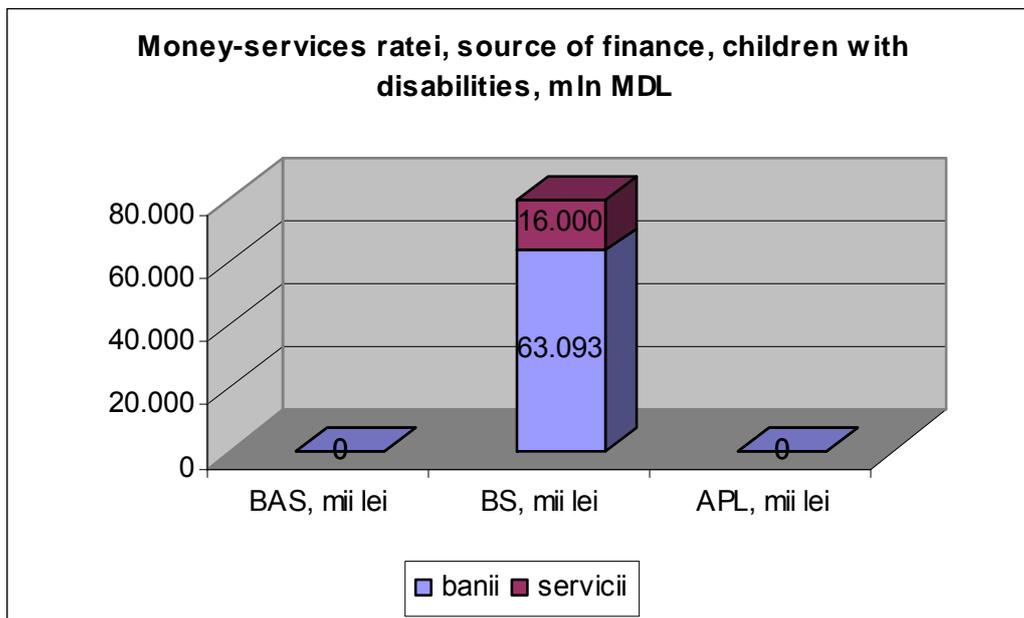
This is another group with increased vulnerability. Below are presented informations on the group dynamics, the financial costs of policies, inclusively on services and works.

Figures 1.7-1.13





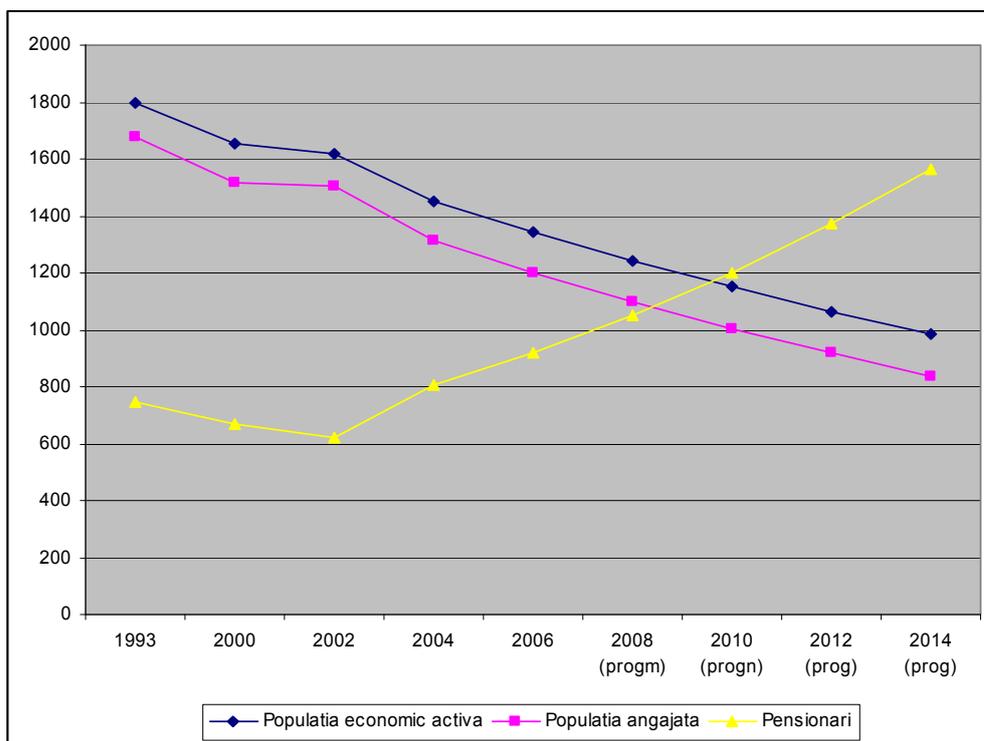
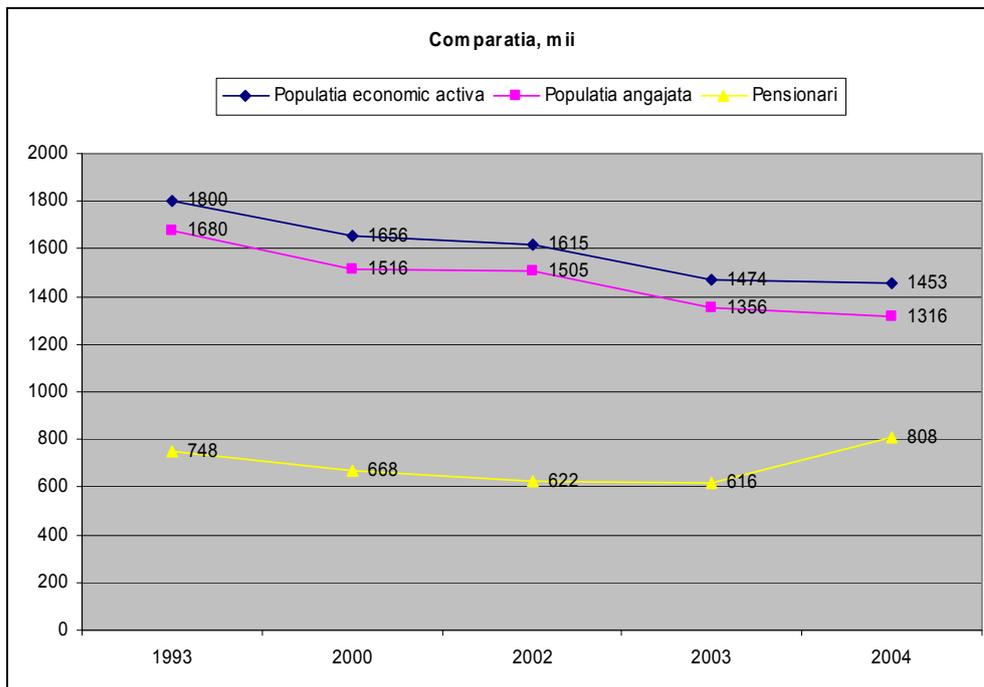


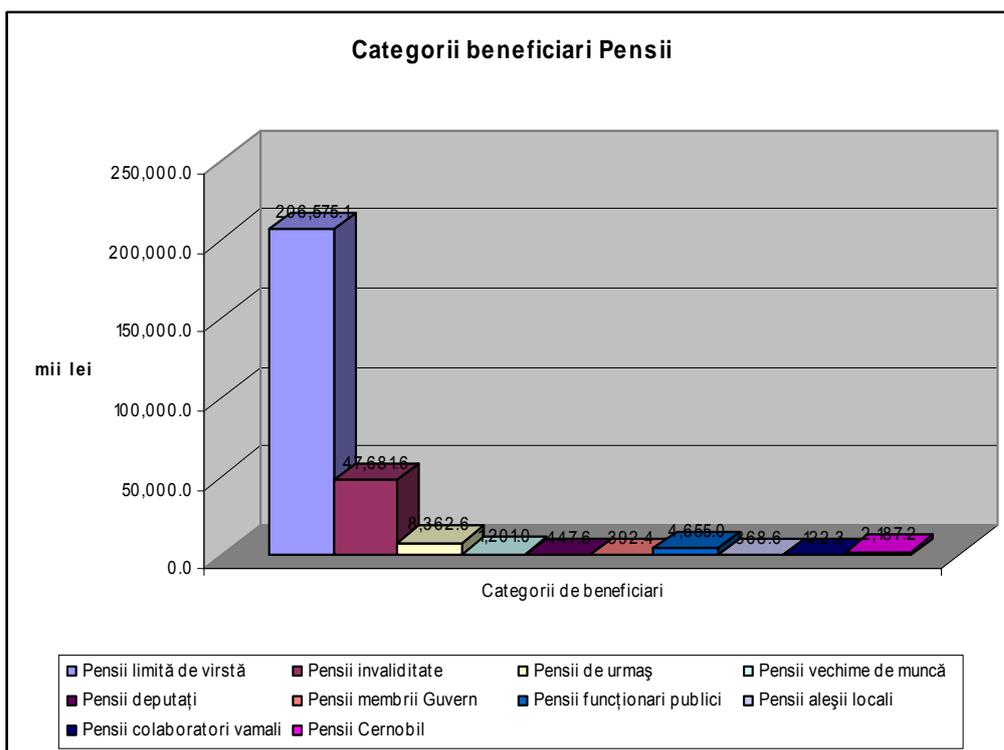
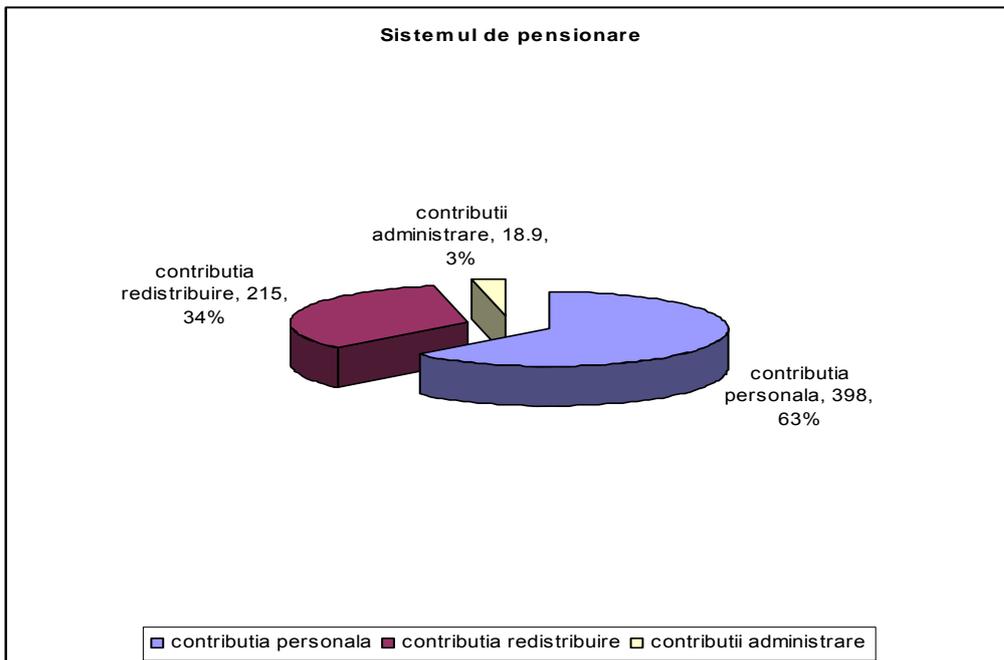


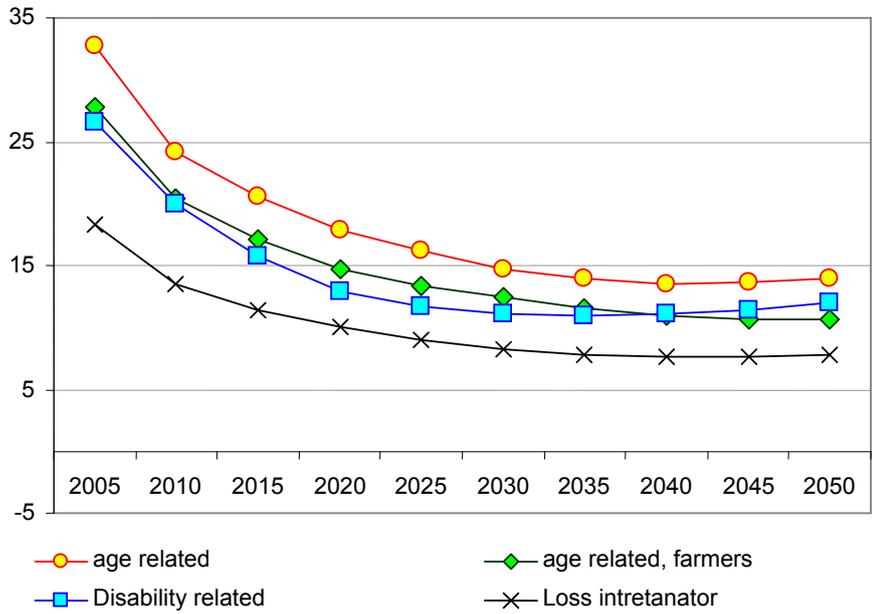
Retired persons and the elderly

The aged persons form a big and important group. Below are presented informations on their dynamics, the main policies and their cost.

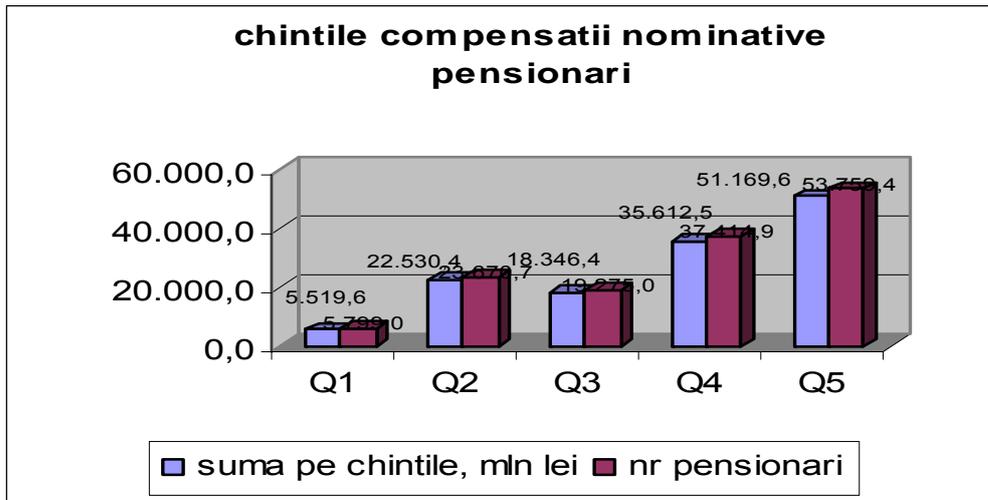
Figures 1.14-1.19







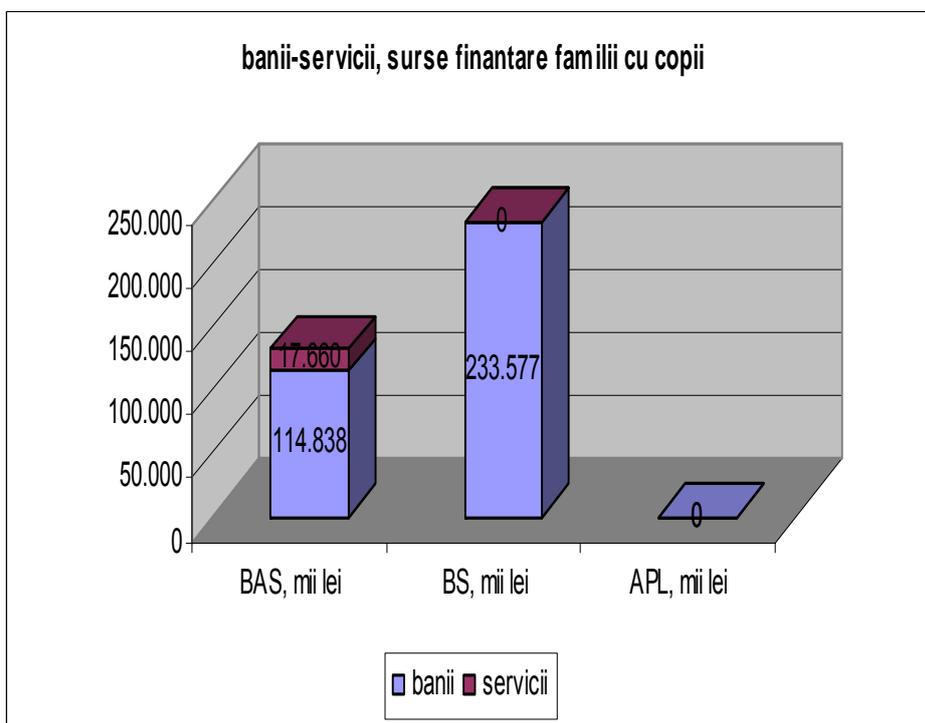
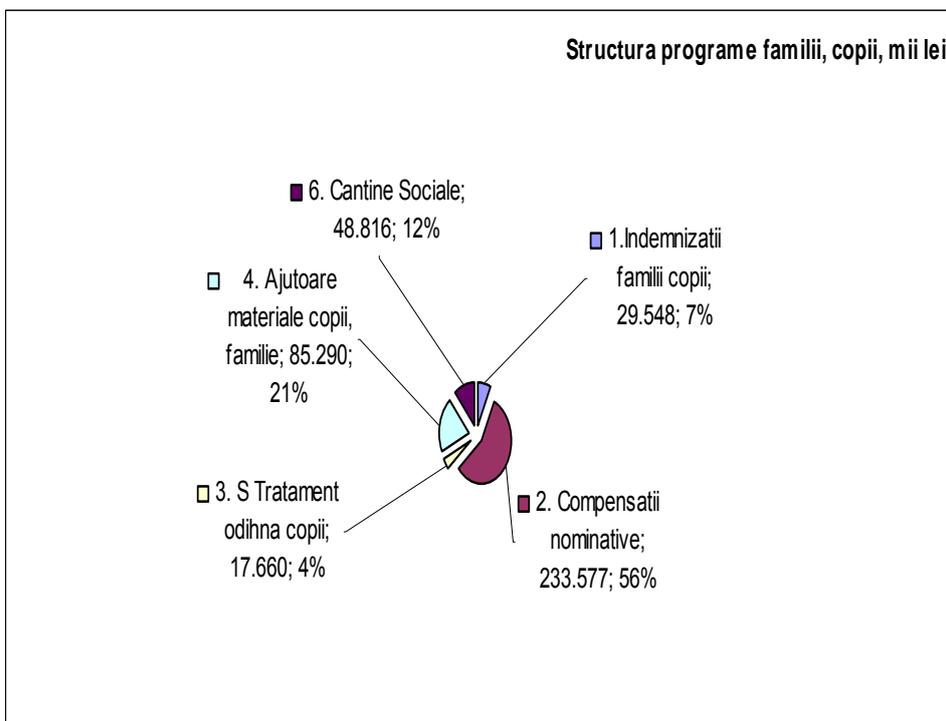
Substitution coefficient of different categories

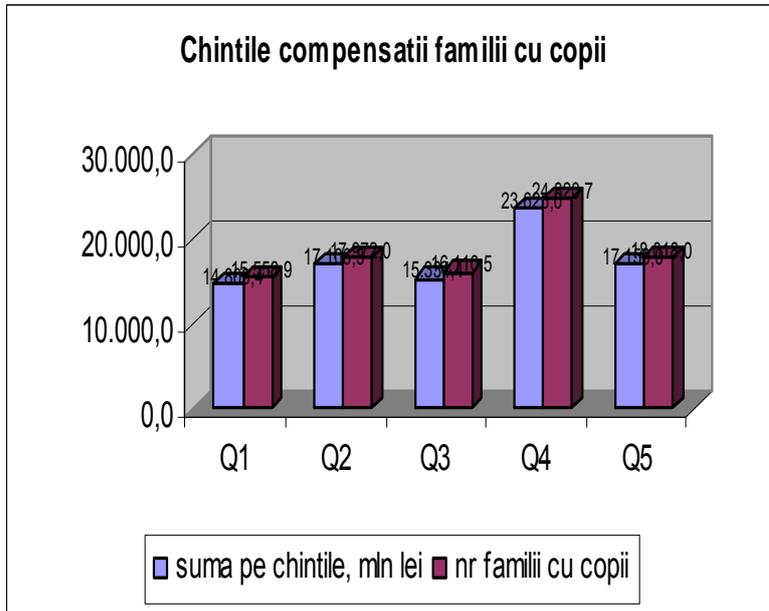


Families with children

Represents one of the vulnerable groups of the society . This group does not benefit of enough attention.

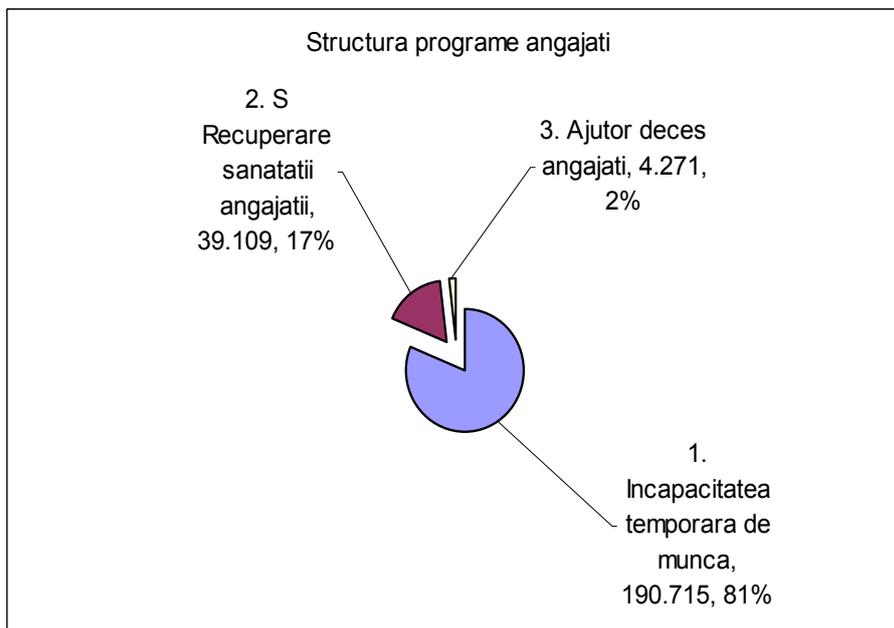
Figures 1.21-1.24

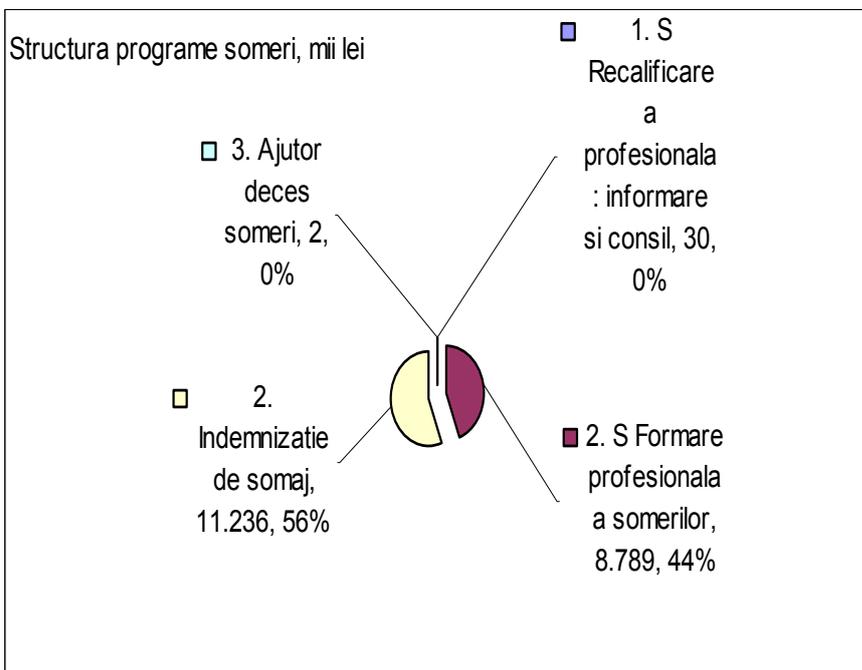




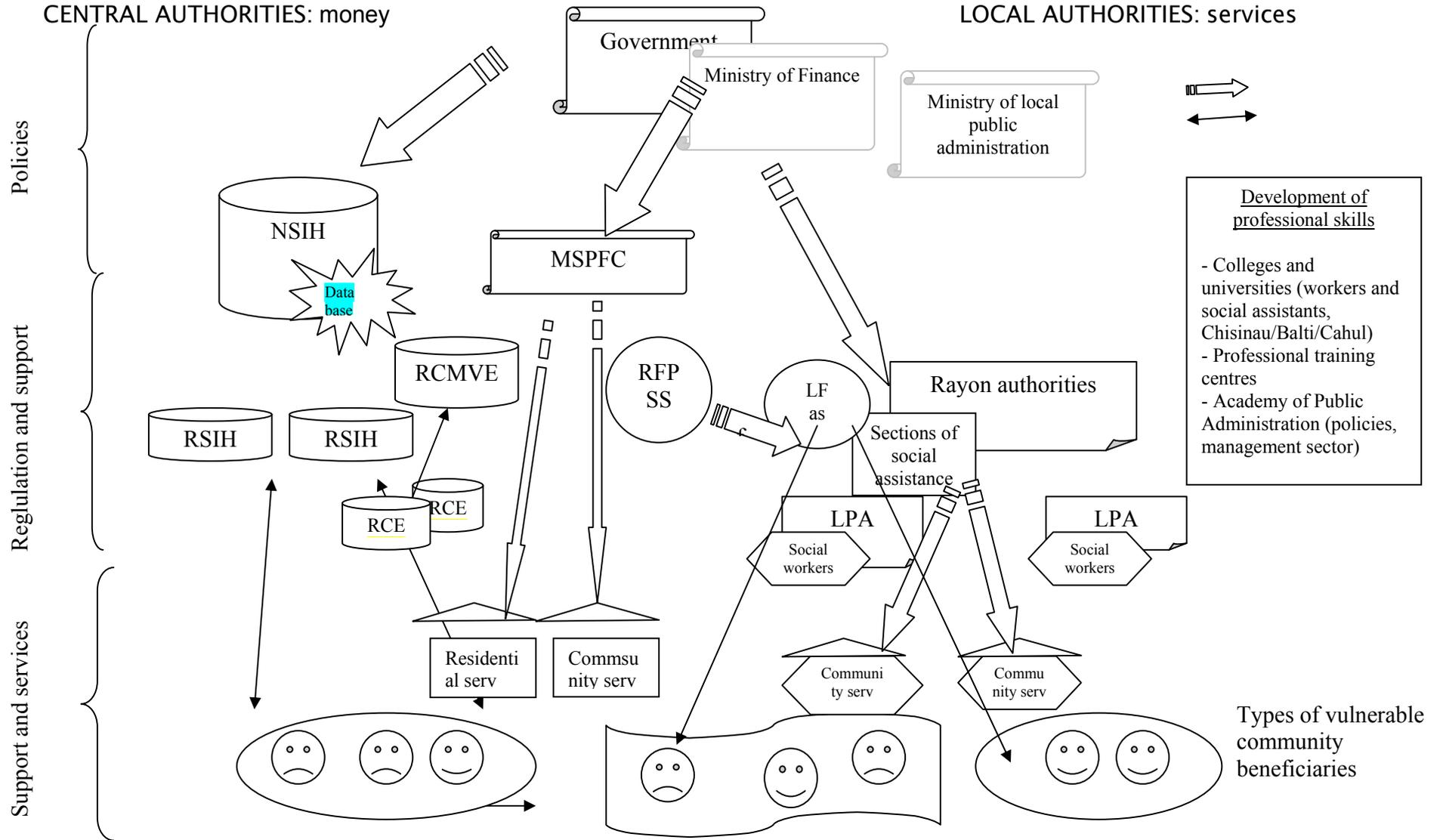
Employed and unemployed persons

Figures 1.25-1.26





Current institutional structure of the social sector
figure 1.27



Functional characteristics of the social sector institutions:

Organization	Description (main tasks / mandate)	Basic (current) functions
Ministry of Social Protection, Family and Child	Development of policies in the area of social protection, family and child	<ul style="list-style-type: none"> ▪ Development of policies (P) – developing the policies, draft laws, regulatory acts ▪ Coordination (C) – coordination of policy implementation, monitoring of performance, requests ▪ Support (S) – management, administrative/methodological support for the subordinated institutions ▪ Support (S) – administrative assistance
National Social Insurance House (NSIH), including RSIH	Management and maintenance of 8 large social and social insurance programs, including pensions	<ul style="list-style-type: none"> ▪ Development of policies (P) – Social insurance annual budget, social insurance policies, disbursement practices, eligibility criteria/ documents, computations, participation in the Medium-Term Expenditures Frame ▪ Development of policies (P) – Participation in elaboration of laws ▪ Coordination (C) – informing and coordination of compulsory individual social contributions, record of pension contributions ▪ Coordination (C) – payments coordination (internal distribution and distribution to banks) and internal audit ▪ Coordination (C) – collection of informations and citizens' opinions on insurance ▪ Regulation (R) – collection of compulsory social contributions and constraint in case of non-payment ▪ Service rendering (SER) – 8 social programs, including payment of pensions ▪ Support (S) – administrative support for territorial offices and NSIH management
Republican Fund for Population's Social Support (RFPSS)	Single payments in exceptional situations, if needed	<ul style="list-style-type: none"> ▪ Coordination (C) – single payments based on the ad hoc documents ▪ Support (S) – financial services and finance transfer to RFPSS territorial offices
Republican Council for Medical Vitality Expertise (RCMVE)	Evaluation of disability level in order to obtain the degree of disablement	<ul style="list-style-type: none"> ▪ Development of policies (P) – participation in elaborating the types, process and standards for conferring the degree of disablement ▪ Coordination (C) – monitoring of territorial offices activity ▪ Regulation (R) – determining of the disablement degree ▪ Regulation (R) – periodical delimitation and contestation of the appearing cases by the territorial offices ▪ Support (S) – administrative support
Social services providers	Subordinated to MSPFC and created by LPA	<ul style="list-style-type: none"> ▪ Residential services (SER) to adults, disabled children, social orphans, etc <p>Community services (SER) for various categories of persons</p>
Rayon sections of social assistance	Within rayon authorities	<ul style="list-style-type: none"> ▪ Supervision of residential and community services activity ▪ Supervision of the activity of social assistants network ▪ Payment of social aids from RFPSS ▪
Social assistants from the Mayor's offices	Within local authorities – Mayor's offices	<ul style="list-style-type: none"> ▪ Finding-out the needs of social services at the community level ▪ Facilitating access to monetary benefits

Overview of the budget and staff in the analyzed institutions from the health area

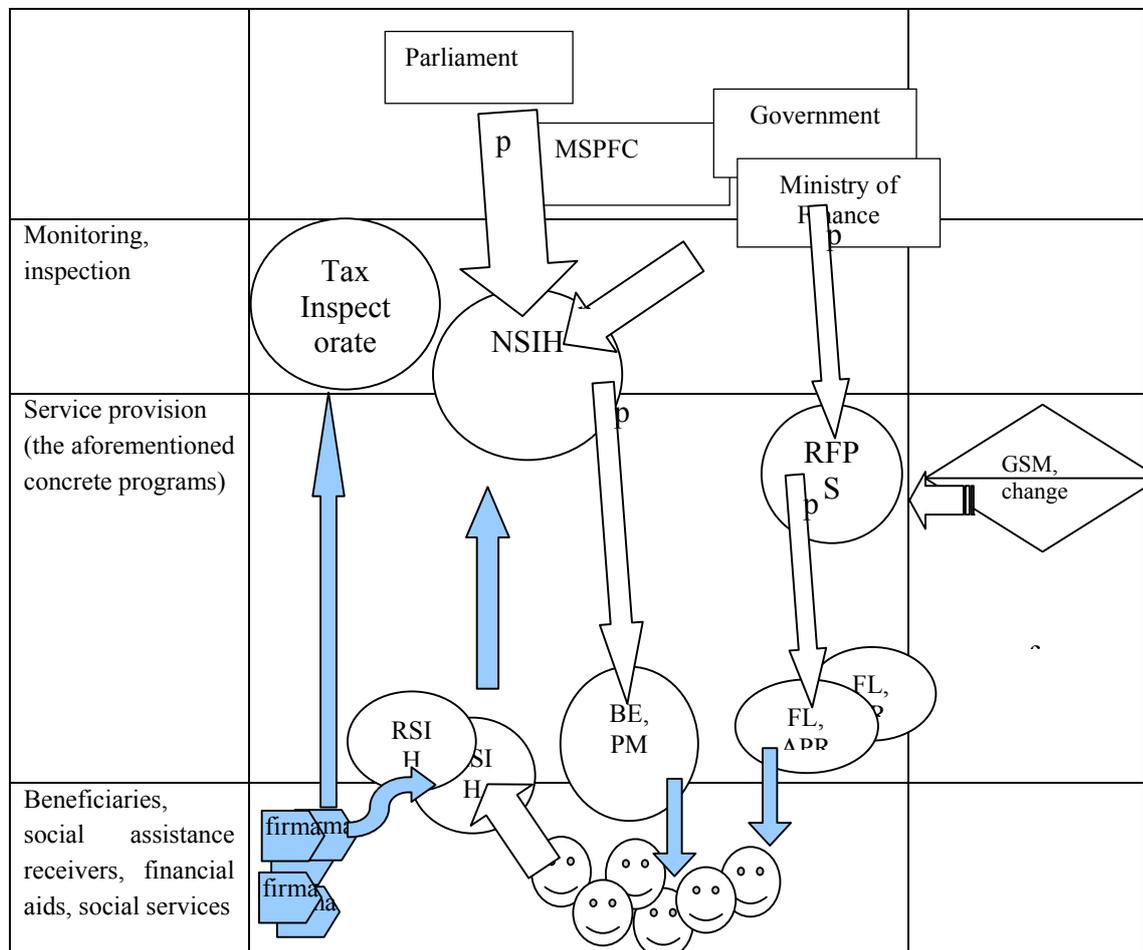
<i>Organization</i>	<i>The staff according to the regulation</i>	<i>Staff (current)</i>	<i>Budget, MDL</i>	<i>Expenditures for the staff, lei</i>
Ministry of Social Protection	69	67	MDL 4.6 million	MDL 2.96 million
RFPSS	12	12	MDL 43,000,000	MDL 500,000
RCMVE (inclusively the territorial staff)	145 (26 at central level)	155 (26 at central level)	MDL 2,928,808	MDL 5,000,000
NSIH (without the territorial staff) Institutions rendering services	415	399	MDL 4,504,500,000	MDL 6,419,540

Other sector institutions

- 1) 4 Psychoneurological boarding schools for adults:
 - a) from Brinzeni village, Edinet rayon - 300 beds;
 - b) Badiceni village, Soroca rayon - 460 beds;
 - c) Cocieri village, Dubasari rayon - 355 beds;
 - d) Balti mun.- 550 beds (from which 170 beds for somatic persons),
- 2) 2 social institutions for somatic persons: The Republican Asylum for disabled persons and pensionaries from Chisinau mun. - 210 beds; The Republican Centre for rehabilitation of disabled persons, labor's veterans and war veterans, Cocieri village, Dubasari rayon - 250 beds.
- 3) 2 Centres for rehabilitation of disabled persons and pensionaries „Speranta” from Vadul lui Voda town and „Victoria” from Sergheevka town, Ukraine, each of them with 260 beds.
- 4) The Republican Experimental Center of Prosthesis, Orthopedics and Rehabilitation from Chisinau mun. that have 100 beds. The Center has 87727 recorded patients, from which 56000 are war veterans and disabled persons and 31727 patients have locomotor diseases and affections.
- 5) 80 sections of home-based social care. These sections provide services to 24 824 persons or to 316 more beneficiaries than in 2006, offered by 2 411 social workers. Other 10364 persons need home-based care, fact that confirms the need of employing another 1000 social workers.
- 6) 99 social canteens are operating, 40 of them being subvented from the financial means of the Republican Fund for Population's Social Support. 5167 aged and disabled persons, children from underprivileged families benefit from these canteens, 988 persons being assured with hot meals at their home.
- 7) Gradual taking over of the finance and management of the Center for rehabilitation from Chisinau (rehabilitation and assistance of the human traffic victims and potential victims).

Management of financial means and collection of social contributions in the social sector

Figure 1.28



Explanatory note: The Parliament adopts the social insurance budget and other policies on social benefits and compensations. The Government determine the quantum of social benefits and payments. NSIH develops the social insurance budget based on the contributions from MSPFC and MF. At the local level, RFPSS coincide with Social Assistance. Tax Inspectorate, together with RSIH collects informations from employers.

Within the social protection system, NSIH is situated in the sector of service rendering and the inspection sector. Within NSIH, inspection implies the function of data collection about the social insurance contributions through RSIH and controls the accuracy of informations by inspecting the taxpayers and employers.

This function assures the information necessary for the payment of pensions and to determine the membership to a category of beneficiaries of social benefits. As for pensions, the contribution is computed individually and the payment of pensions' quantum is recorded also individually. In case of social benefits, the membership to an eligible social category for a certain social benefit is determined. After establishing the person's membership to a group of beneficiaries, NSIH carries out social programs, materialized in financial disbursements.

There were registered the lack of the inspection function of the social services quality and lack of the function for the collection of detailed statistics on social situation. Statistical data are needful in the process of social policy development. In the health area operates the Center of Health Management, while in the social area, data are collected ad hoc (various projects, by the divisions of Ministry) and are reflected within the annual social report.

NSIH, RFPSS and social assistance sections (at the local level, RFPSS and social assistance are conjoint) are the institutions that provide various services and social programs. Financial aids of the RFPSS for the cases of death and exceptional situations are similar to NSIH's programs. Tax Inspectorate (TI) and NSIH-RSIH are the institutions that collect data from taxpayers and employers. Tax Inspectorate collects the reports on the financial activity of enterprises and individuals in order to identify the amounts liable to taxation. NSIH-RSIH collect the reports about social insurance contributions in order to determine the pensions, the record of contributions and social liabilities (REVIND1, 2, 5), and collection of data from employers, inclusively the information about social contributions (4BAS).

The financial data collected by the Tax Inspectorate contains or could contain informations on social contributions inclusively. For example, the Tax Inspectorate receives monthly informations on taxes deducted at source, collects quarterly informations on health contributions (for the National Health Insurance Company). NSIH gathers informations on a quarterly basis from employers in the 4BASS format, that contains the information on social insurance accumulated from the beginning of the year and an annual report for each employee with the social insurance contributions.

<i>Functions within NSIH</i>	<i>Time estimation, %</i>	<i>Staff estimation (equivalent in full program)</i>	<i>Estimation in money, MDL</i>
P (development of social insurance budget)	2%	2	40 000
P (computation, elaboration of normative acts)	4%	17.4	250 000
C (coordination of data collection on compulsory social contributions)	35%	132	2 100 000
C (payments coordination)	10%	36	570 000
C (collection of opinions about the system)	4%	22.2	350 750
R (collection of compulsory contributions and sanction)	48%	205	3 300 000
SER (social programs performance and management)	13%	53	840 000
S (administrative support)	31%	130	1 900 000

1.3 The main sector policies

The main policies

The main policy documents for the social sector are the basic policy documents at the country level, that contain provisions specific to social sector:

- 1) National Development Strategy for 2009-11,
- 2) Millenium Development Goals,
- 3) Government Action Program,
- 4) 2008 EU-RM Plan,
- 5) MTEF 2009-11,

And the documents of sector policies:

- 1) The insurance area Strategy,
- 2) Strategy for the disabled persons integration,
- 3) Strategy for integrated social services development,
- 4) Strategy for Family and Child ,
- 5) Strategy of the National Referral System for protection and assistance of the human traffic victims and potential victims.

2005-2009 Government Program “Country’s Modernization - People’s Welfare” establishes some priorities for social sector. The Action Program stipulates policy development in the area of family and equal opportunities, underlining the following:

- development of community/social programs, mentioning the need in social placement for orphans and children without parental supervision, as well as for children from underprivileged families.
- establishment of centers for families and children according to the community needs and insertion of relevant data into a computerized program
- completion of a Plan on the National Strategy for family and child protection,
- integration of the gender equality principles in all the policies and programs at the rayon and local level,
- ensuring equal chances to women and men in exercising their rights to a life without violence.

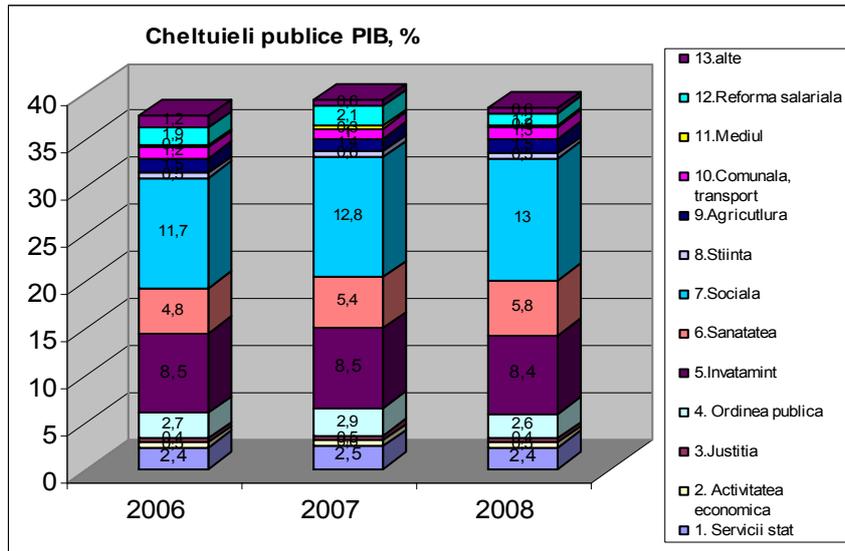
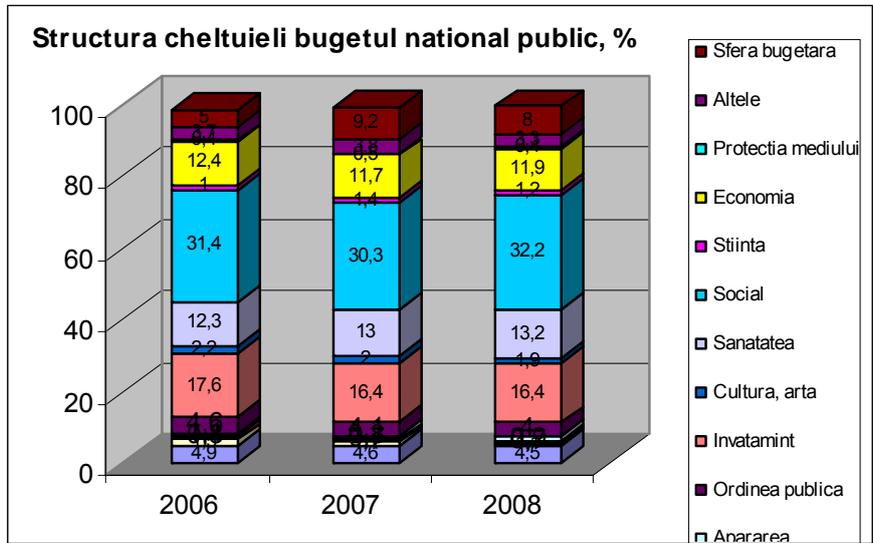
RM-EU Action Plan (Government Decision no. 356 as of 22 April 2005);
Medium Term Expenditures Framework;
The Economic Growth and Poverty reduction Strategy (Law no. 398-XV as of 02.12.2004);
National Development Strategy (in perspective);
National Strategy on Child and Family Protection (Decision no. 727 as of 16.06.2003);
National Strategy and Action Plan for the reform of child care residential system for 2007-2012 (Decision no. 784 as of 09.07.2007);
National Strategy on the community actions for the children in difficulties for 2007-2009 (Decision no. 954 as of 20.08.2007);
National Plan of community actions for the support of the children in difficulties for 2007-2009 (Decision no. 995 as of 03.09.2007);

Cost of social policies

Public national budget, in relation to PIB⁴

Figures 1.29-1.30

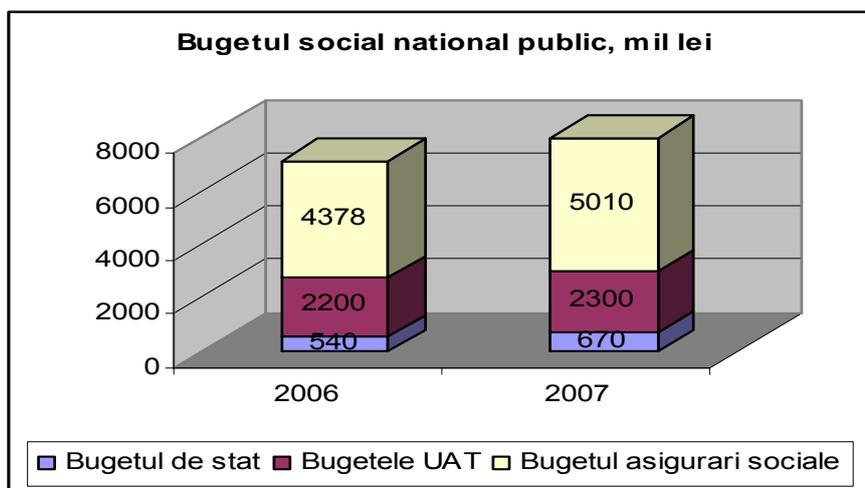
⁴ MTEF, p.33.



The national public budget per budgetary category⁵ and the social national public budget per administration level

figure 1.31

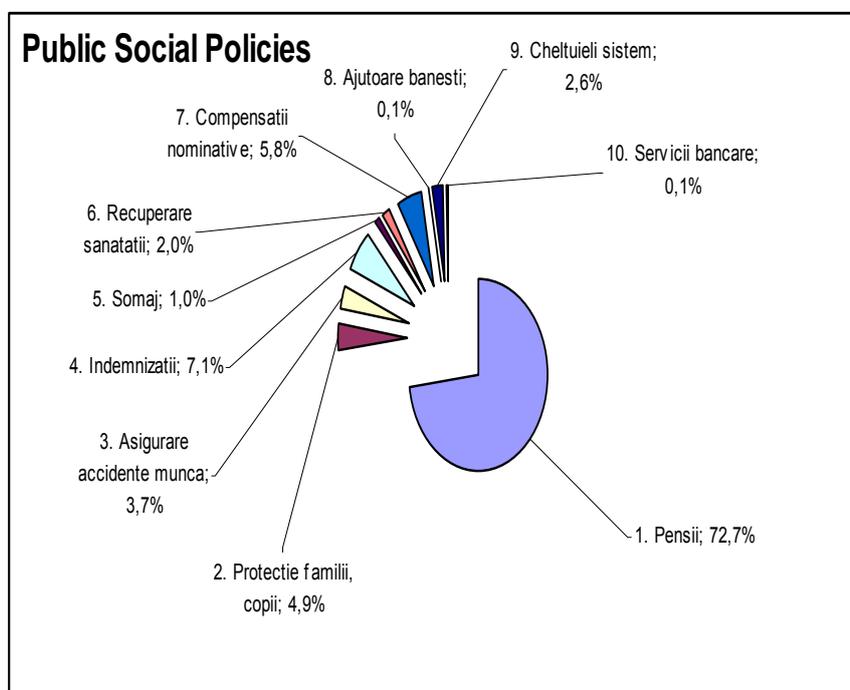
⁵ MTEF, p28.



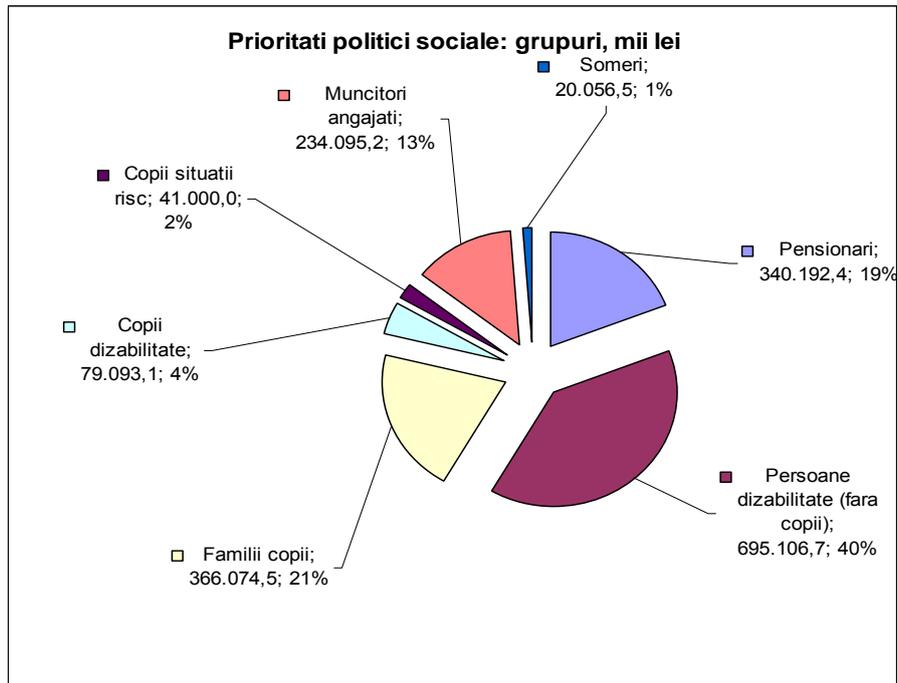
In 2006 the social national public budget, that includes social insurance budget and state transfers, sums up to MDL 4 354 147.7 thousand. The social insurance budget is of MDL 3 738 764.1 thousand (85%) and the state budget amounts to MDL 615 383,6 thousand(15%).

The national public budget per programs and categories of beneficiaries⁶.

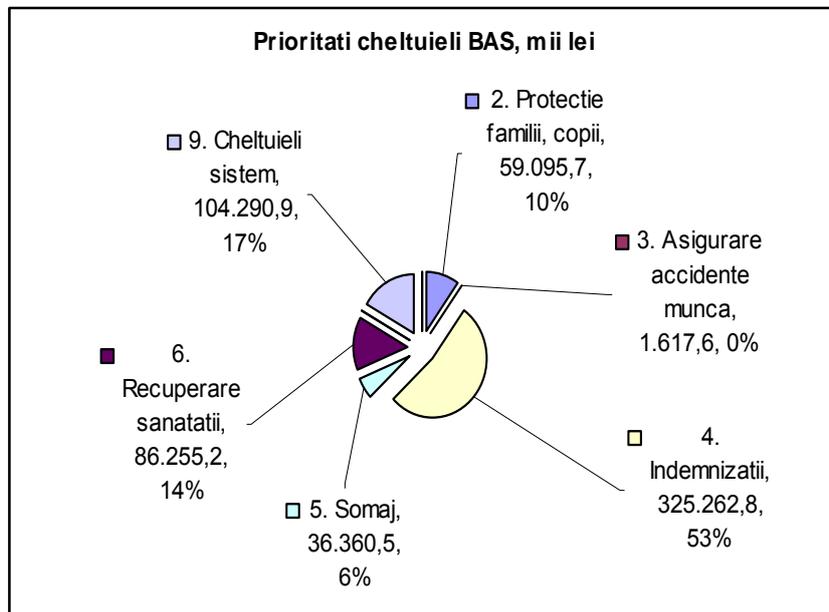
figures 1.32-1.33

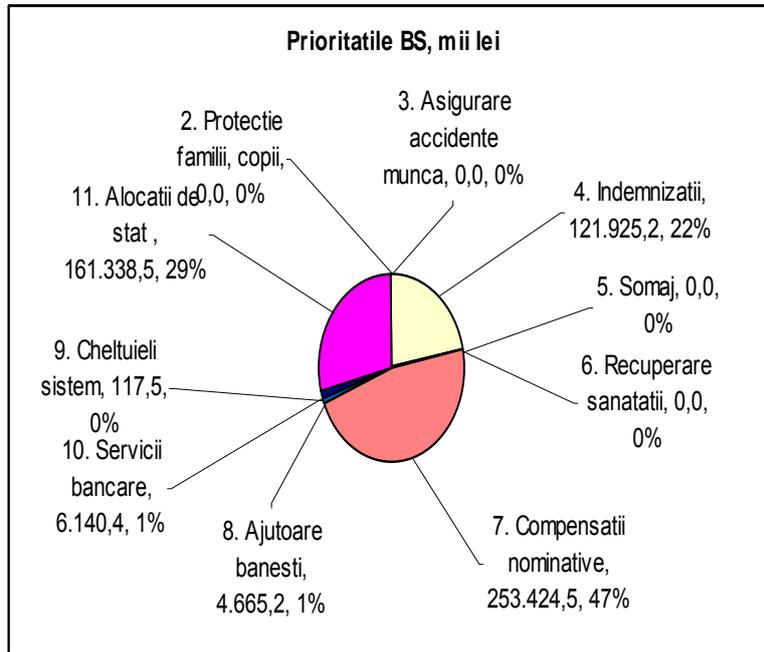


⁶ Computations on the basis of the NSIH Annual Reports, Social Report, State budget, other sources

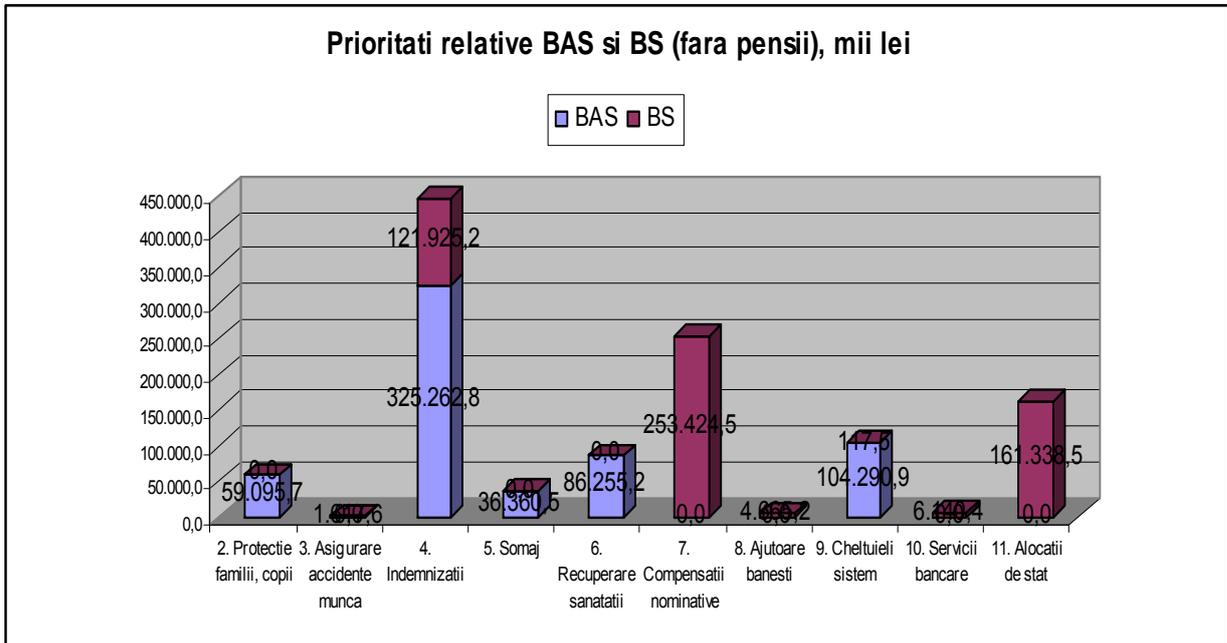


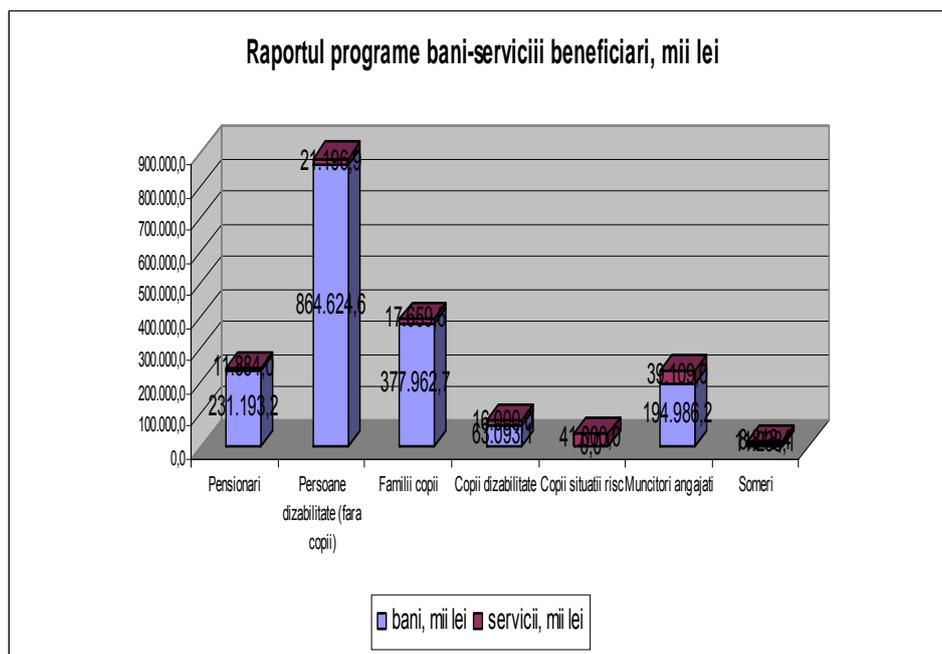
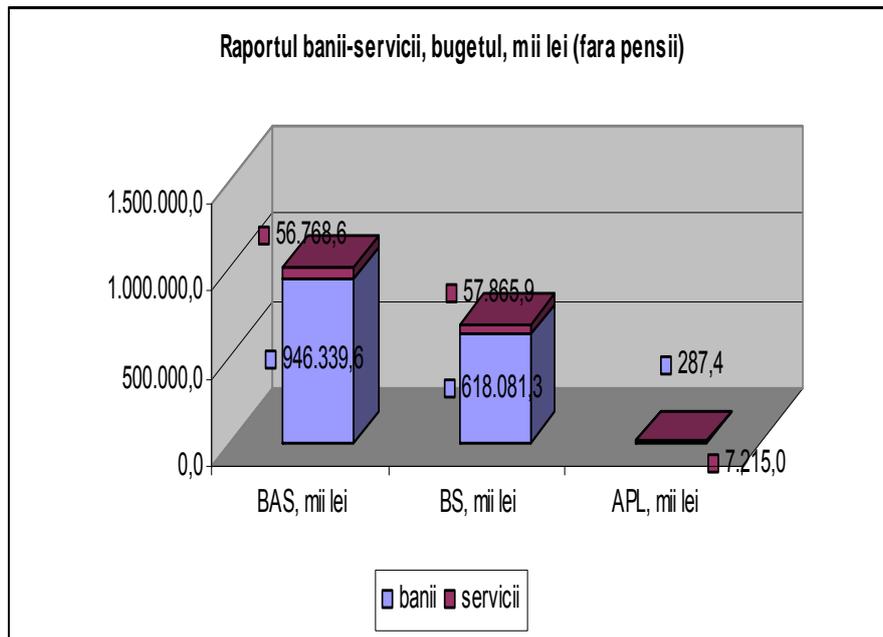
Relative priorities of SIB and SB programs
Figures 1.34-1.35

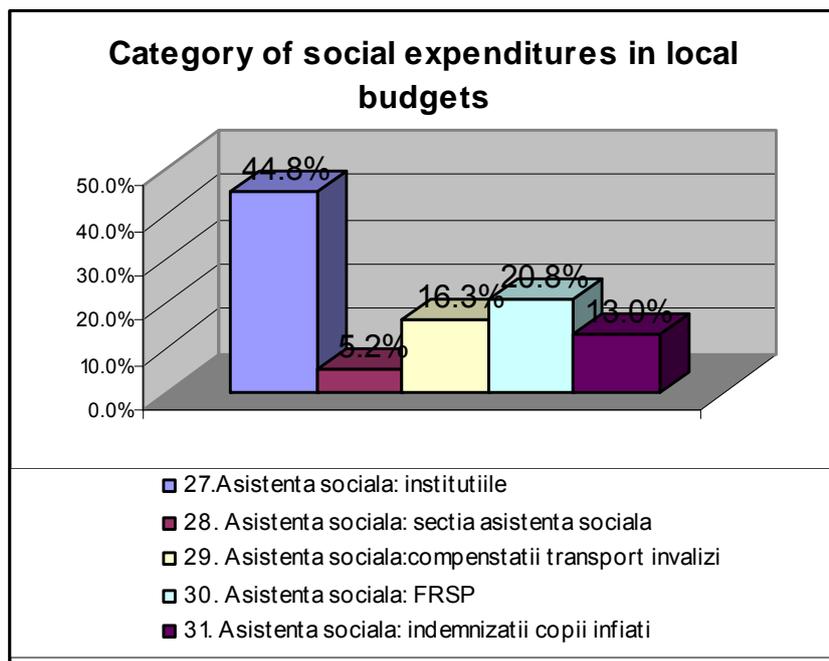
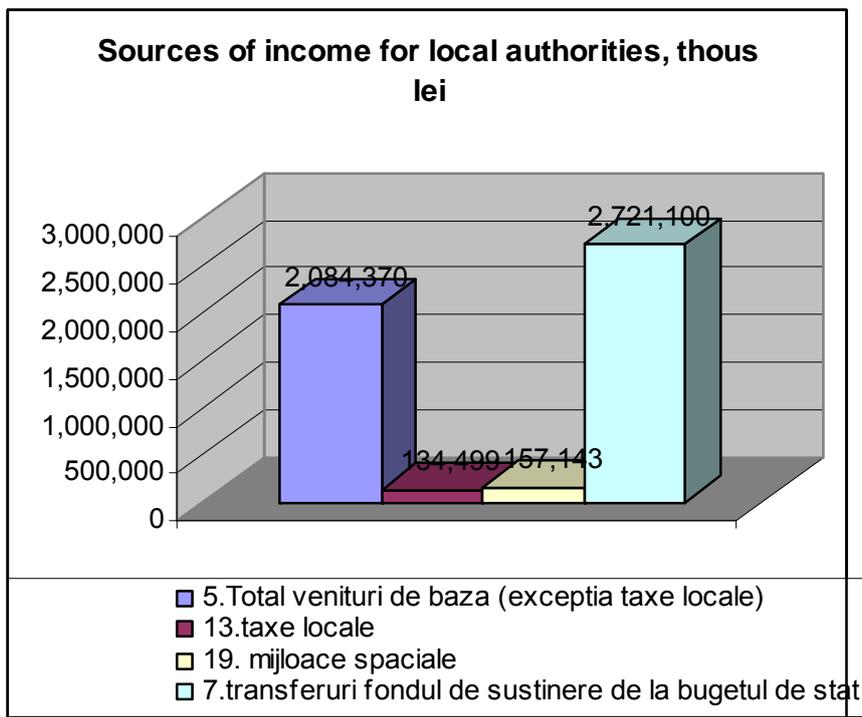


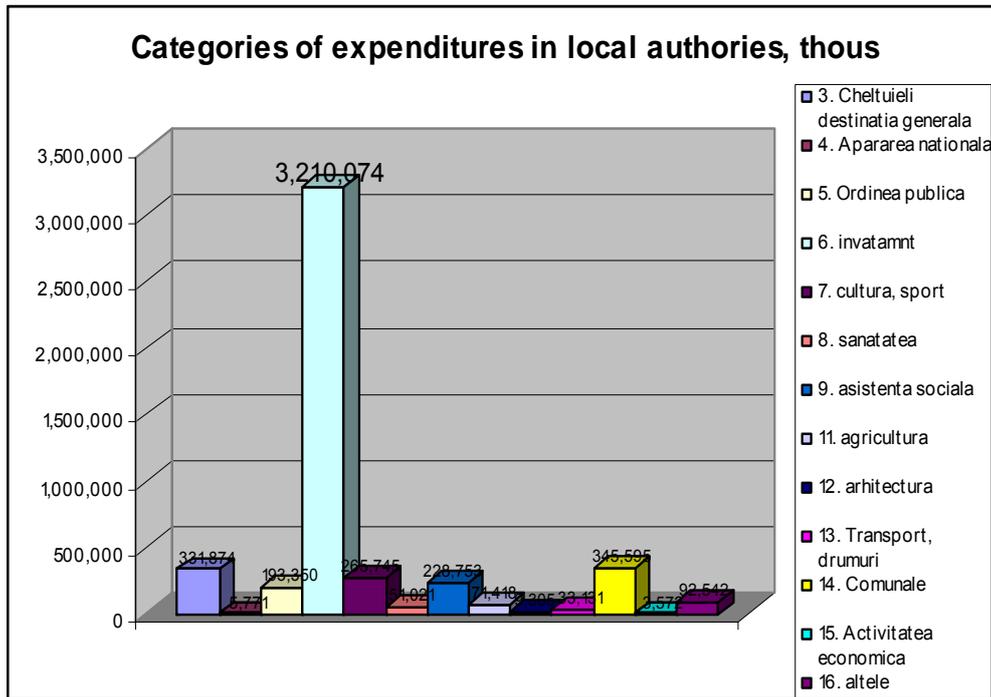
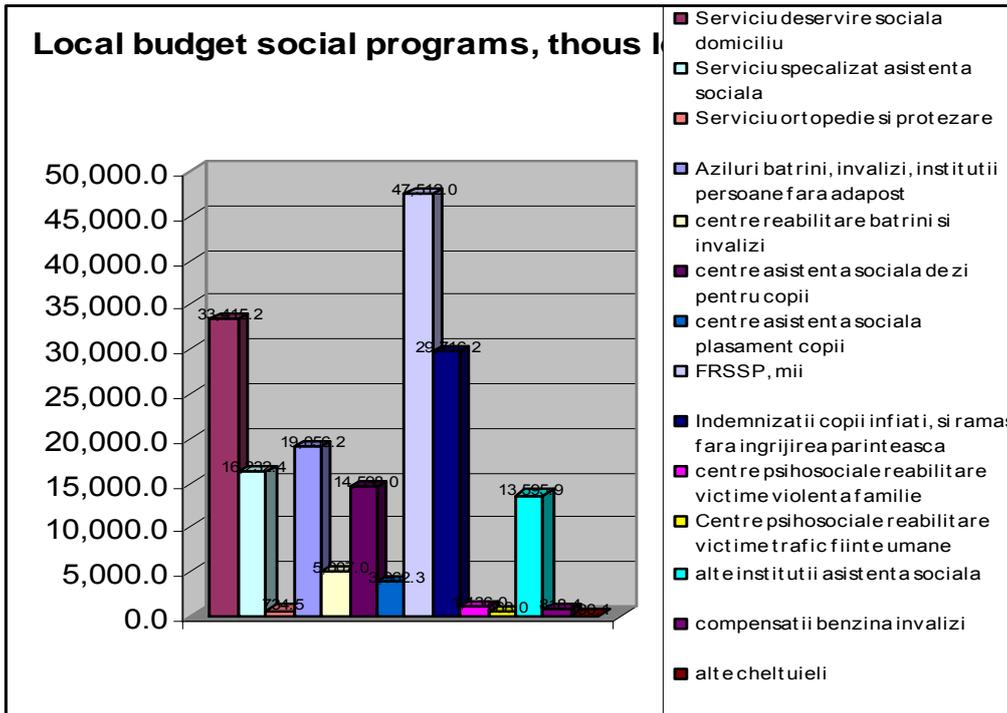


Relative priorities of SIB and SB (except for the age-related pensions)
 Figures 1.36-1.42









1.4 Inter-institutional relationships

In this section will be presented the information collected from the interviews with the representatives of institutions that are cooperating with MSPFC in the process of policy development, coordination, monitoring of implementation and assessment and also the quality of relationships with the aforementioned actors.

Intrasector relationships

NSIH – is an important actor, since it manages the financial means and has databases of the beneficiaries of policies and information on them. The communication is difficult, information are provided within a short period of time (1 month) and there are frequent cases without receiving any response on the information provision. De facto, NSIH tends to a greater independence in relation to MSPFC, including in its function of policy development, etc.

RFPSS – provides social assistance directly, using its regional funds and it is subordinated to MSPFC.

Rayon sections of social assistance – are important actors, especially as concerns the establishment of social assistance beneficiaries and fulfillment of their needs, monitoring of social services rendering, planning of social services at the rayon level, assessment of needs.

National network of social assistants – the most of Mayor's offices have this structure. These jobs are financed from the central budget.

Diagram of the Ministry components
Figure 1.43

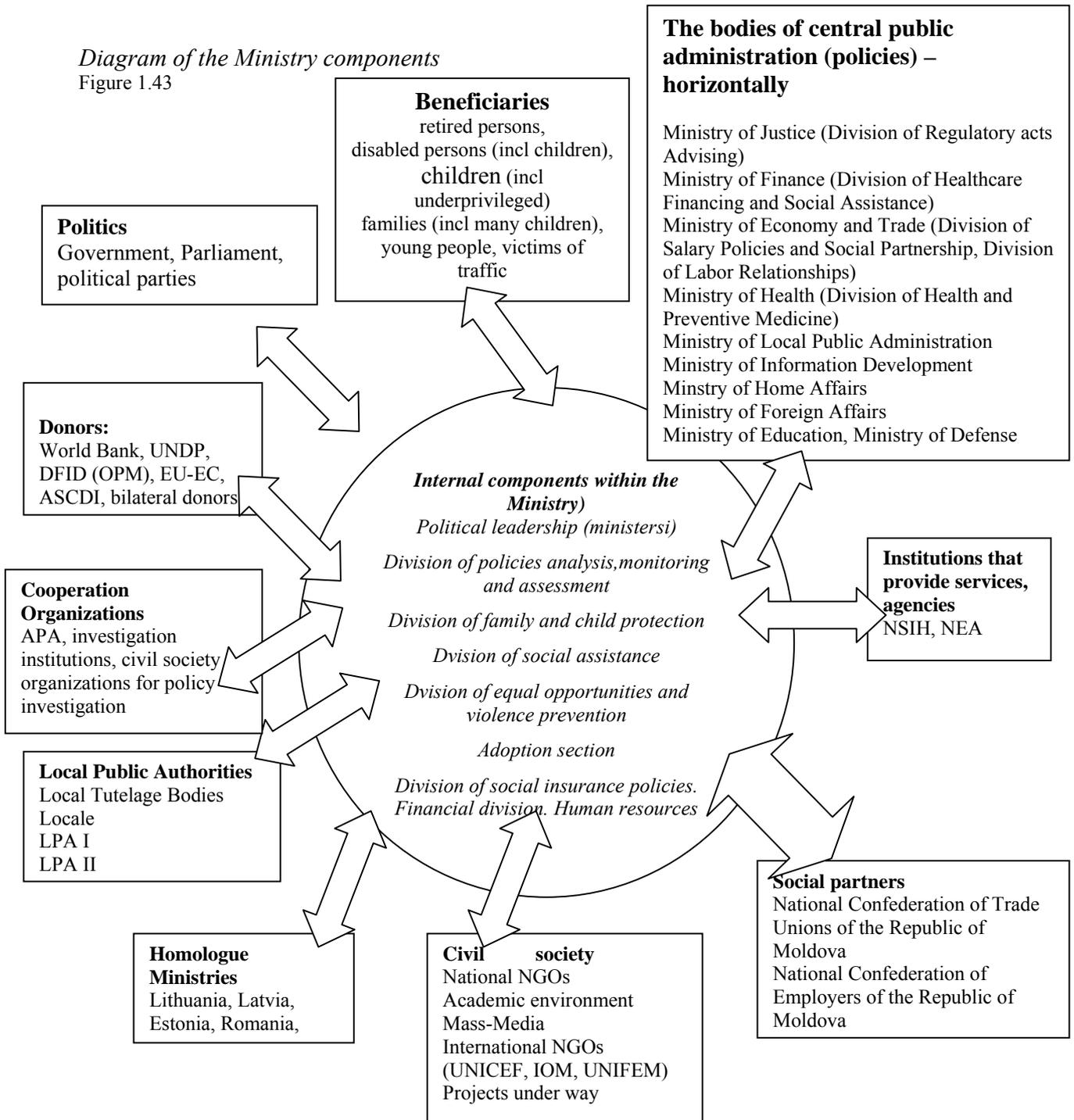
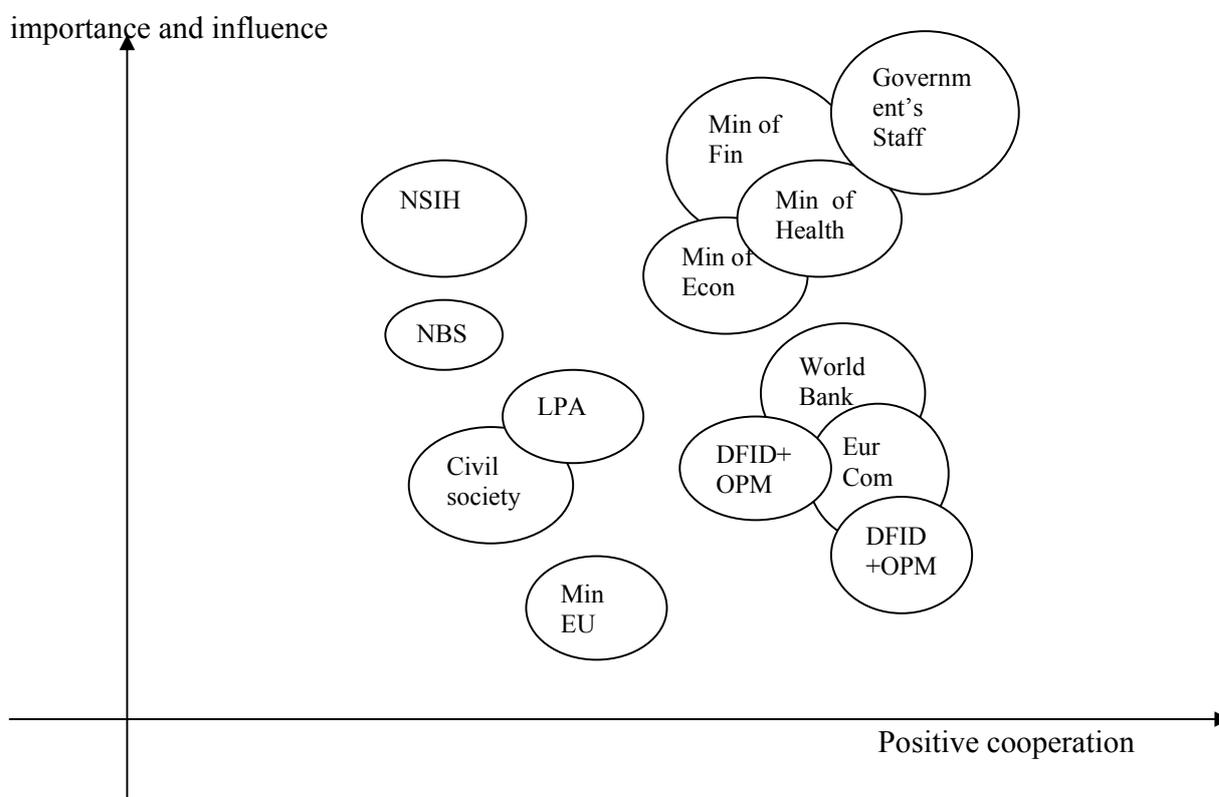


figura 1.44



1.5 Chapter conclusions

The preliminary findings on sector institutions

1. MSPFC do not have instruments of influence on NSIH (The Board of Administration, access to segregated information). NSIH manages the monetary benefits from SIB and SB.
2. International practice (for example, SODRA in Lithuania) indicates the institutional autonomy of the benefits managers, but these bodies report and are subordinated from the Ministry's regulation perspective
3. There are no instruments (institutions) and requirements for the accreditation and inspection of social services quality, as well as the services provided at the community level and residential services.
4. There are no instruments and institutions for the inspection of monetary benefits efficiency and accuracy.
5. The mechanism of social needs identification (from the community to rayon and Ministry) is at the incipient development stage. At the same time, this mechanism can be used as a mechanism for evaluating the policy efficiency.
6. The degree of cooperation with the local authorities is low. Cooperation is politically vulnerable.
7. There are no mechanisms for guaranteeing the public sales for the service providers

The preliminary findings with regard to the management of monetary benefits

1. An integrated system of statistical disaggregated data collection by categories, geographic criterion, gender, age, ethnicity, rural, urban, medium income, social structure, etc. about the beneficiaries of benefits, potential beneficiaries of benefits lacks.
2. The mechanism of data collection and systematization on the population's social needs lacks.
3. There is no integrated system of information and data on the beneficiaries of various policies (tax, benefits, etc), so as the synergic effect of policies to be recorded.

The preliminary conclusions on the sector policies

1. The social budget is the most significant part of social expenditures (over 20% of GDP and over 12% of NPB),
2. The capacities for the management of Government programs centered on concrete objectives, including program management, public sales, efficiency evaluation, etc. are missing,
3. social policies share is under 6-7% from the cost of social policies, consequently being very small,
4. residential services prevail over the community services, that are mainly financed by local authorities,
5. there are no mechanisms of assessment of sector policy efficiency through informations and statistical data,
6. local authorities do not have enough financial means for carrying out social programs,
7. policy priorities are formulated in terms of administrative programs, rather than the groups of beneficiaries, the impact or objectives that these policies intend to produce

The preliminary findings on institutional relationships

1. Failure in providing the necessary information and lack of real access to the informations on the benefit beneficiaries (NSIH),
2. Opportunities through World Bank (2009) – the project of access to social services, European Commission (2010) – financing of social services by SIFM, DFID-ASCDI (2009)-development of policies capacities (OPM, EveryChild), UNICEF, Ministries from EU countries – willingness to cooperate (Lithuania, etc),
3. SNR – inter-sector cooperation framework between state organizations and Civil Society.

2. Institutional capacities

2.1 Organizational structure

The decision on the Ministry's organizational structure was taken considering the strategic objectives, the objectives to be achieved in each policy area and the existing institutional framework. In concentrating on the functions of development, coordination (vertical, horizontal) and provision of support in policy implementation, in planning its organizational structure, the Ministry will also have in view the existing institutional framework of subordination and the instruments of relevant policies for the relevant sub-sectors. The organizational structure is formed based on the centers of mission, i.e. on the objectives to be achieved in each policy area - branch divisions – and the support divisions. For certain objectives that have inter-branch and inter-sector impact, there can be established special Divisions, that would assure objectives achievement in every branch industry.

Consistency of the organizational structure or institutional organizational chart depends on the concept of center of mission or center of cost. The center of cost approach is applied when the economic process of costs accumulation prevails. As for the Ministry, the specific of its activity imposes the concept of center of mission, i.e. the responsibility is centered on the achievement of certain objectives in a specific area. Also, the activity specific dictates the important criterion for the organizational structure. Centers of mission facilitate directly the understanding towards the competences and necessary knowledge. For example, the area of family and child policies will need the following responsibilities for an efficient management:

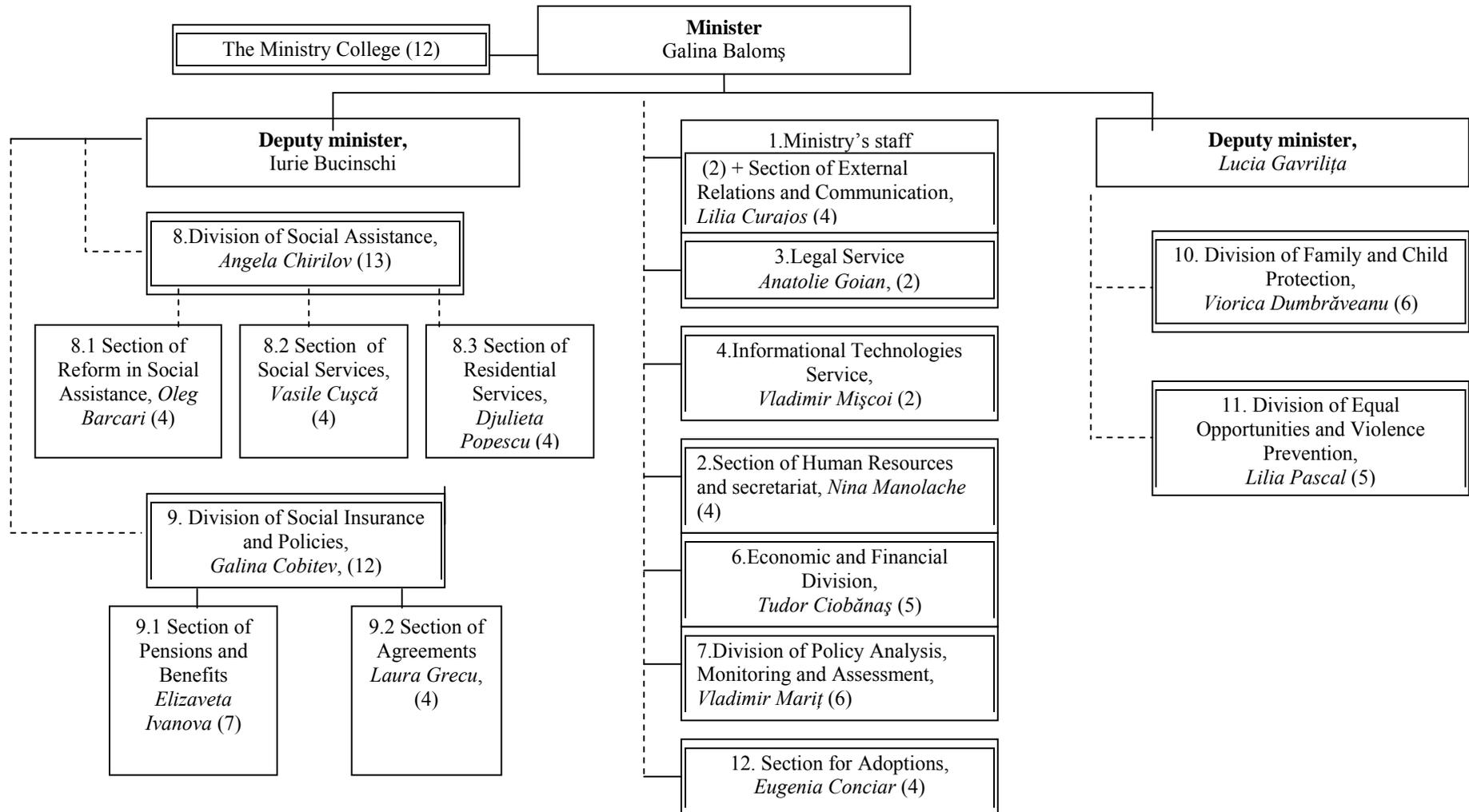
- 1) Evaluating the situation and its analysis (social needs of the groups of beneficiaries, the services volume and quality, programs of benefits, productivity, costs distribution, technologies, the offer and supply dynamics, assessment of the current policy impact over the sector),
- 2) development of alternative policies (including policy instruments),
- 3) coordination of the implementation of policies (with the participation of the subordinated public institutions and institutions on horizontal line, but also with the participation of private actors).

In terms of these 3 generic functions, we can understand which are the necessary knowledge and competences. Similar to the support divisions, the legal, human resources, etc. divisions have certain generic functions, from which the necessary professional capacities can be derived.

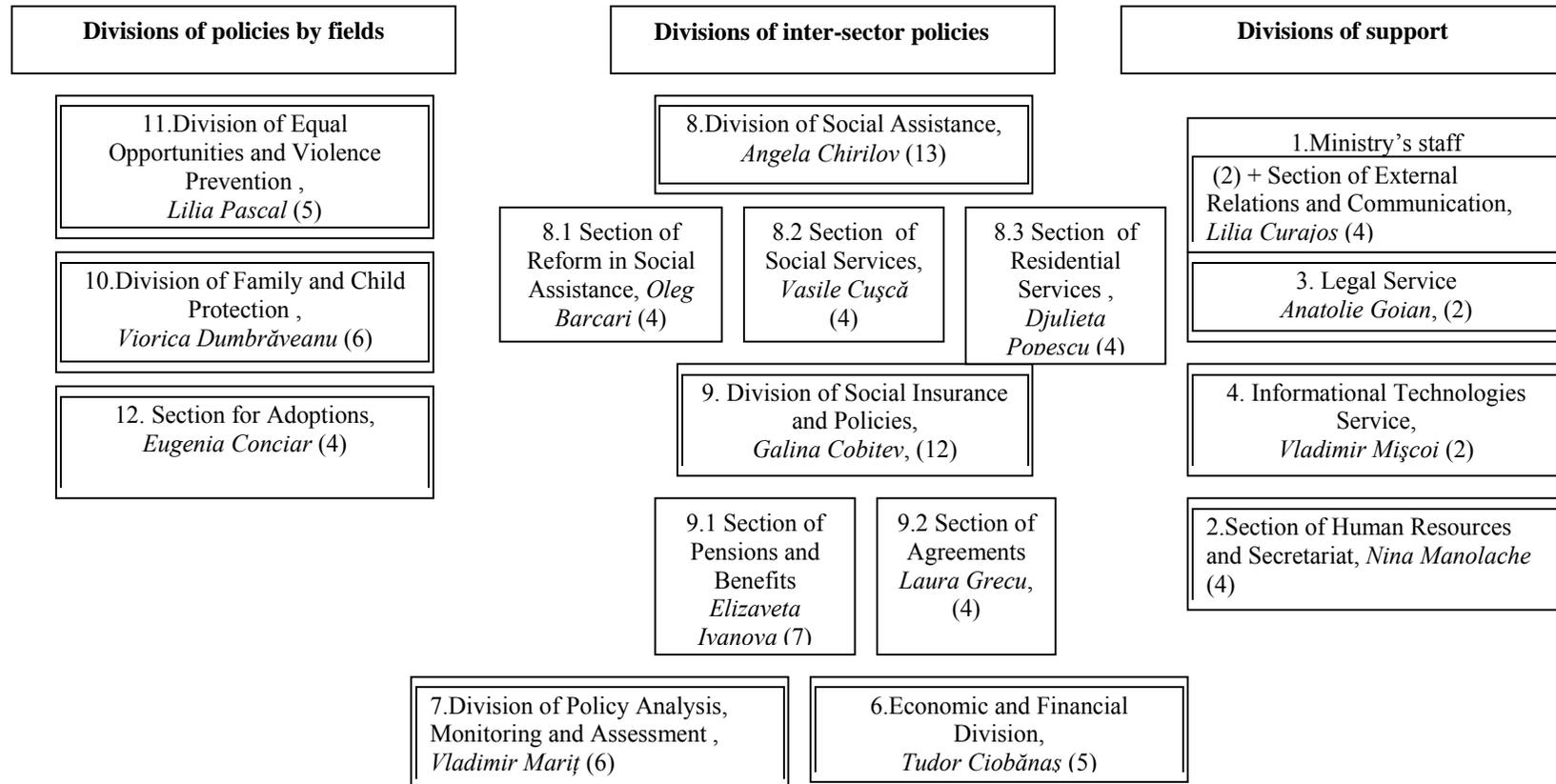
The Ministry's current organizational structure is based on 2 principles: center of mission and hierarchy subordination. We can notice that some support divisions are subordinated vertically in a different way, similarly to inter-branch policies and policy divisions. In the alternative diagram we reconstitute the organizational modality of the Ministry's actual internal structure exclusively according to the principle of the centers of mission, where all the support divisions are subordinated and grouped in a support mission center.

Grouping on generic mission centers and specific mission centers allows the standardization of the functions within the divisions and a better definition of the necessary competences, knowledge, skills and behavioral aspects. Thus, we can obtain a higher degree of specialization and subsequently of productivity of the divisions centered on mission centers and respectively the necessary generic functions.

The current structure of MSPFC: from the perspective of internal administrative subordination principle, figure 2.1



The current structure of MSPFC-regrouped: from the perspective of the divisions' functional principle. The grouping is based on mission centers (Divisions of policies by areas, Divisions of inter-sector policies, Divisions of support⁷), figure 2.2



⁷ Divisions of support provide assistance and support to other divisions. Divisions of sectoral policies are responsible for the management and achievement of the objectives within the industrial branches. Divisions of cross-sectoral policies are responsible for the achievement of objectives in some social branches.

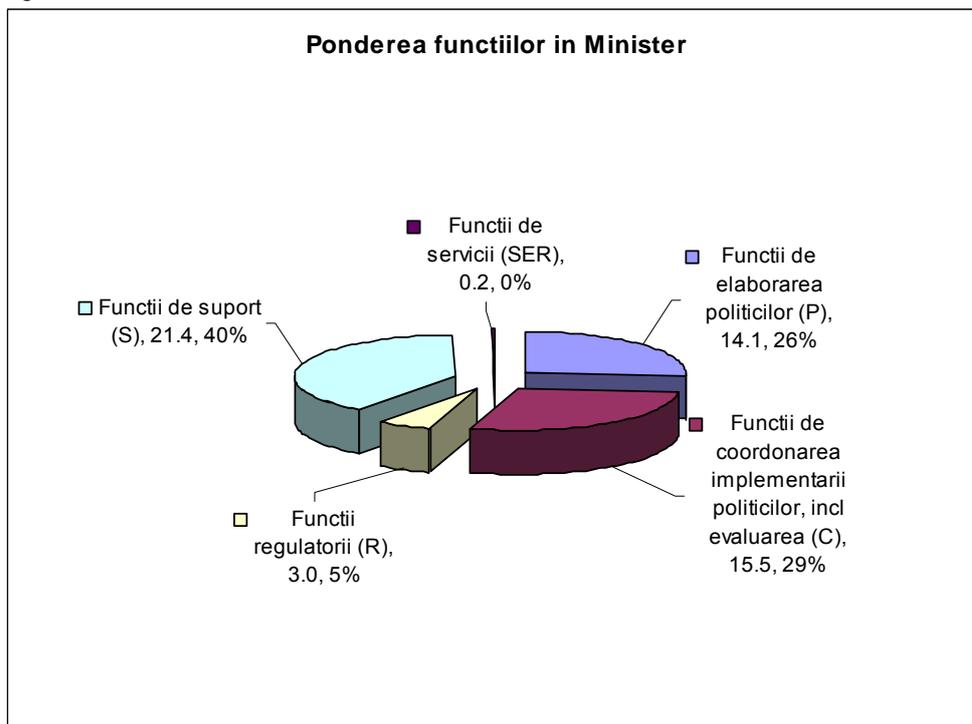
The reorganized organizational chart outlines 3 directions centered directly on certain groups of policies: families, children, women, gender equality and non-discrimination. We can notice the lack of divisions specialized in certain categories of persons, such as: disabled persons, young people (from the childhood-adolescence stage to the building up of a family under the social integration aspect⁸), aged persons, etc. Inter-sector Divisions are the main policy instruments (assistance through allowances, assistance through the creation of services, allowances by insurance, etc). Both the Division of Policy Analysis, Monitoring and Assessment and the Economic and Financial Division have inter-sector mandate.

The lack of specialized units for some groups of aforementioned beneficiaries deprives them of the Government's attention.

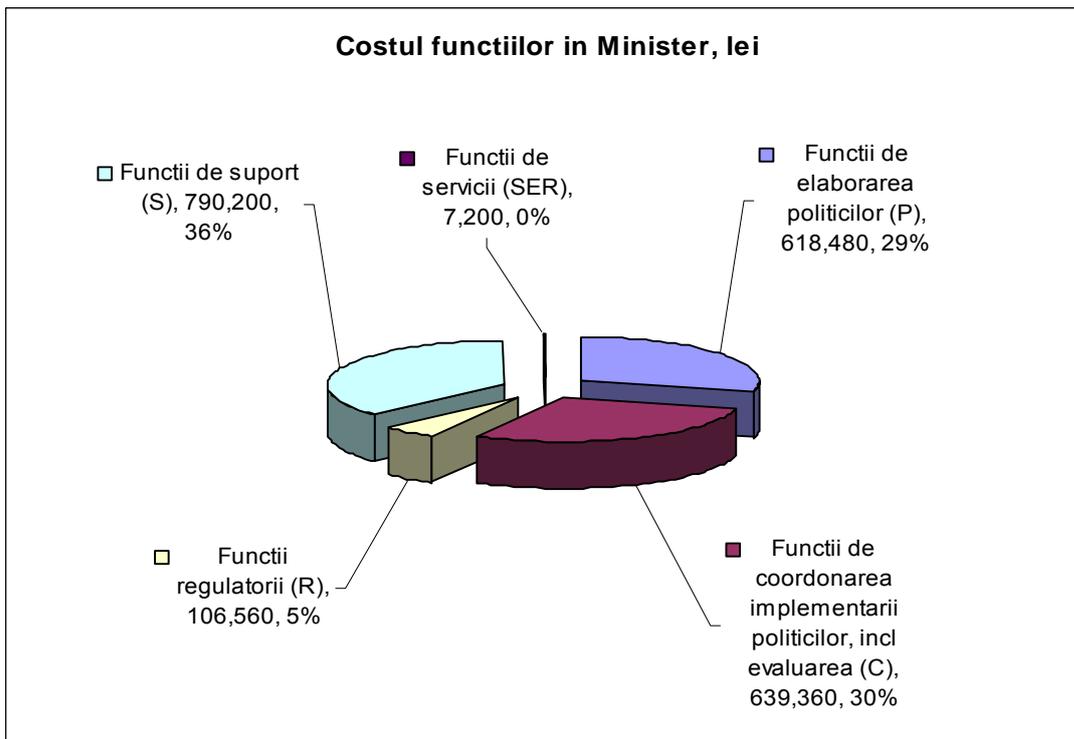
The cost of functions and activities

The functional analysis corroborated with the budgetary analyses of the activities and functions demonstrates the time used for different functions within the Ministry. The biggest function is the one of support – 40% which is an equivalent to 21 persons involved full time (90% out of this function is the work on petitions, this will be discussed later). The cost of the support function is estimated to MDL 1 million a year only for the human resources within the Ministry. The following two functions by weight are absolutely adequate for the Ministry functions: policy development – 26% and coordination of policy implementation – 29%.

Figures 2.3-2.4



⁸ MEY is responsible for the professional vocation of young people mostly through treasury and informational policies. MET is responsible for the youth economic integration, mostly through instruments of tax and treasury policies. From among the young people between 19-27 years come about the groups vulnerable to THB, etc.

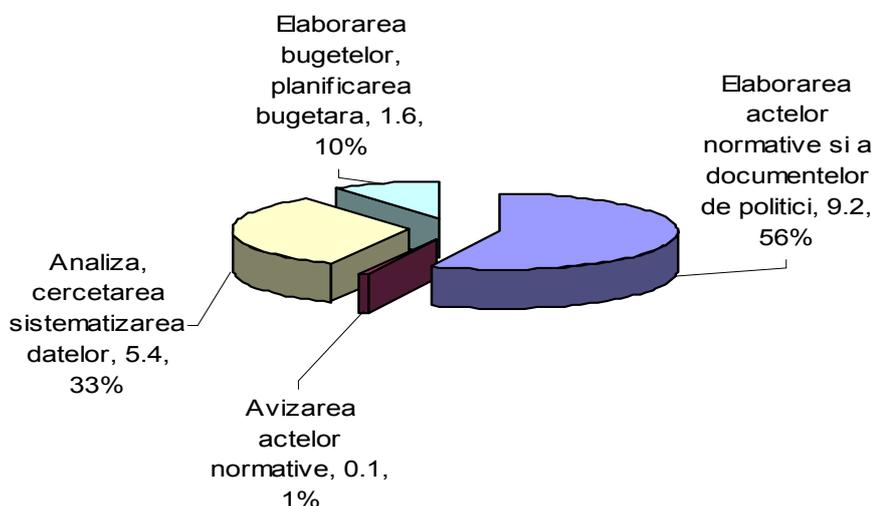


The principles of functional analysis suggest transferring the support functions to the agencies subordinated to the Ministry or to the agencies which are responsible of processing the individual cases that generate the need of support.

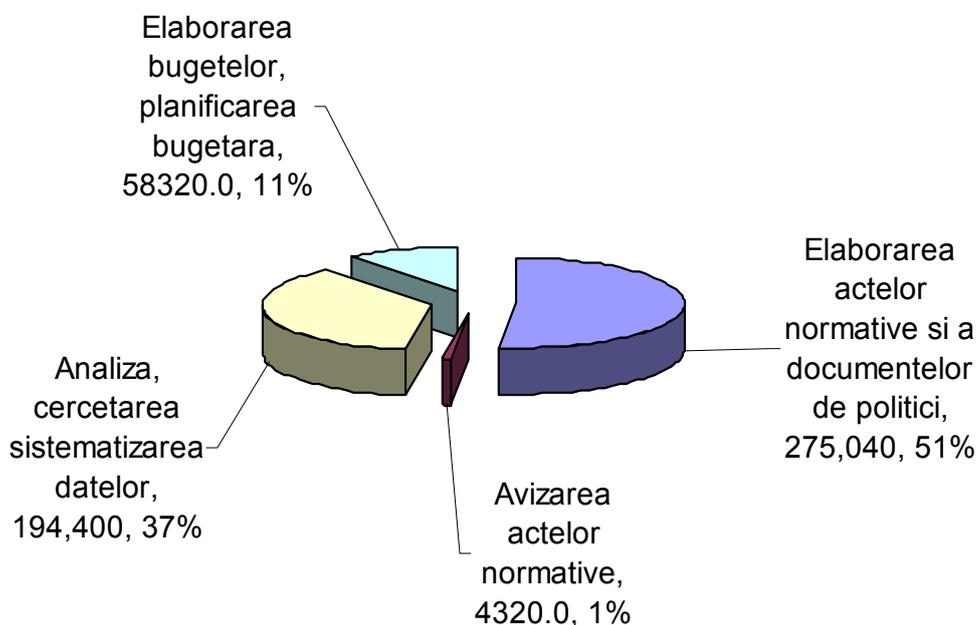
The 2 main Ministry functions: 1) to develop and 2) to coordinate the policy implementation take a just a bit more than 50% of the time and resources allocated within the Ministry. It is obvious that the share of the main Ministry functions should be at least 75%. The analysis of activities in any policy development function demonstrates that the biggest part – 56% is used for policy development (9 equivalent to persons involved full time) and 33% (5 equivalent to persons involved full time) for researching, organizing the information and data.

Figures 2.5-2.6

1. Analiza funcției de elaborare a politicilor



Costul activitati in realizarea funcției de elaborare a politicilor

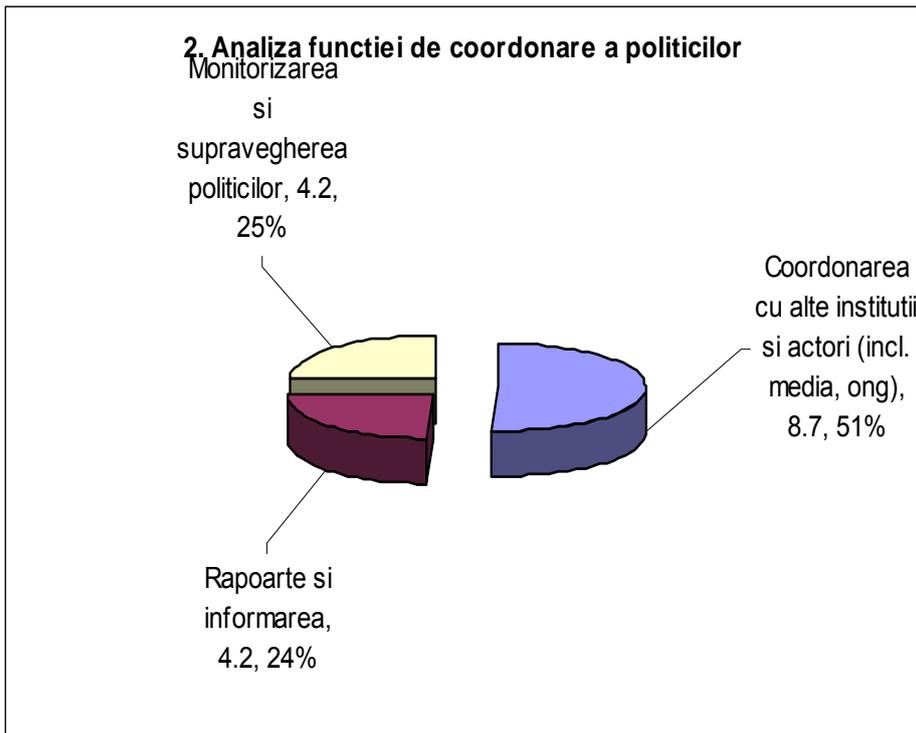


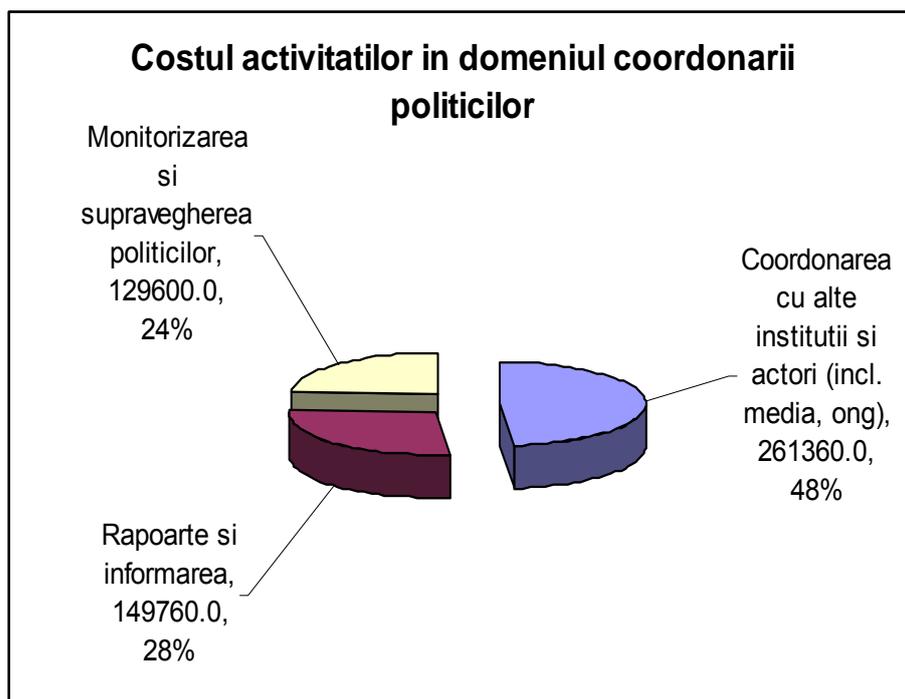
From the information presented we see that 30 people are responsible for policies in the entire social sector, which represents the biggest part of the GNP and GDP and includes the most

beneficiary social groups. In the next sections will be analyzed if this number is adequate as an absolute quantity.

The analysis of the activities of the policies implementation coordination demonstrates that most of the time is distributed to coordination of policies implementation with other players – 50% (probably with local implementation agencies and authorities) and policies implementation evaluation activities.

Figures 2.7-2.8





The support function analysis is limited to the analysis of activities of work on petitions within the Ministry. The diagrams below demonstrate the variance of petitions number during the year, the Ministry confronts with a pressure of 400 petitions during a month or with 100 petitions during a week. The subjects of these petitions are:

- a) financial aid,
- b) humanitarian aid
- c) medical treatment at sanatorium,
- d) housing at Ministry subordinated institutions,
- e) pension and compensation recalculation,
- f) salary certificates,
- g) domestic violence, potential victims of THB, etc

There are petitions of other intra-sector organs' competence:

- a) National House of Social Insurance
- b) Rayon offices of social assistance

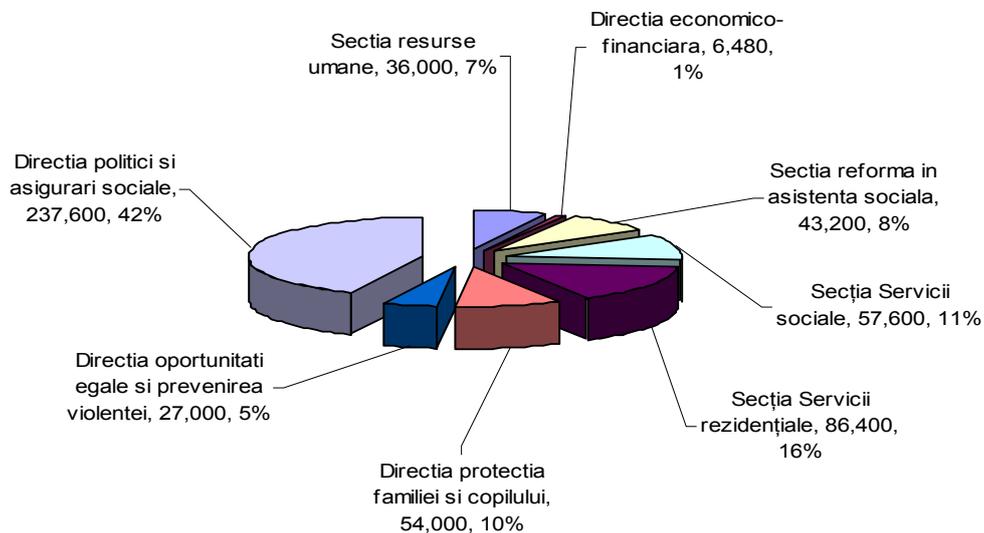
And extra-sector organs:

- a) The Ministry of Economy and Trade
- b) The Ministry of Justice, Ministry of Health
- c) The Ministry of External Affairs and European Reintegration (Diplomatic Missions)
- d) The Ministry of Interior
- e) The Ministry of Education and Youth
- f) The Ministry of Local Public Administration

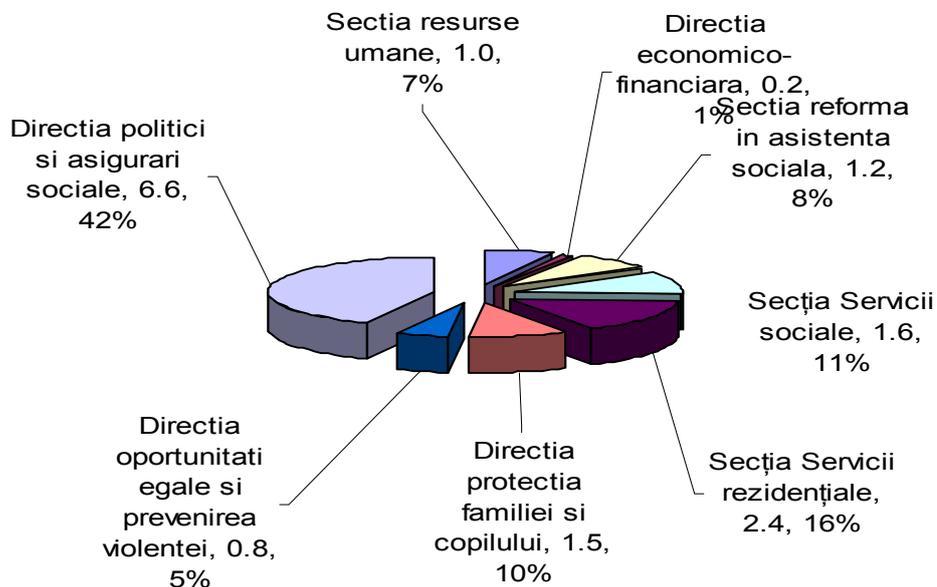
A big part of petitions refers to obtaining information about social rights.

Figures 2.9-2.10

Distributia pe directii a costurilor financiare pentru lucru cu petitii



Structura functiei lucru cu petitii in minister



More than 15 staff units are involved in work with petition in the Ministry. The estimated time for processing the answers to petitions differs depending on the number of petitions addressed to the division. The Division of Social Assistance, having 722 petitions in half a year, the total time of employees consists of 70% of work with petitions and in the same period the Division of Social

Insurance Policies having 480 petitions for the same period, the work with petitions is estimated to 60% of the total time. The minimum time spent for one petition – from two hours to three days. In this category are also included the petitions which are not of our competence and are readdressed to specific institutions. Within the Divisions are used different methods of work with petitions, as for example: all employees of Division will work with petitions and legal framework or half of the Division staff work only with petitions and the others with legislation. The procedure of preparing the answer depends on the complexity of the problem approached. Usually in order to give an adequate answer is necessary:

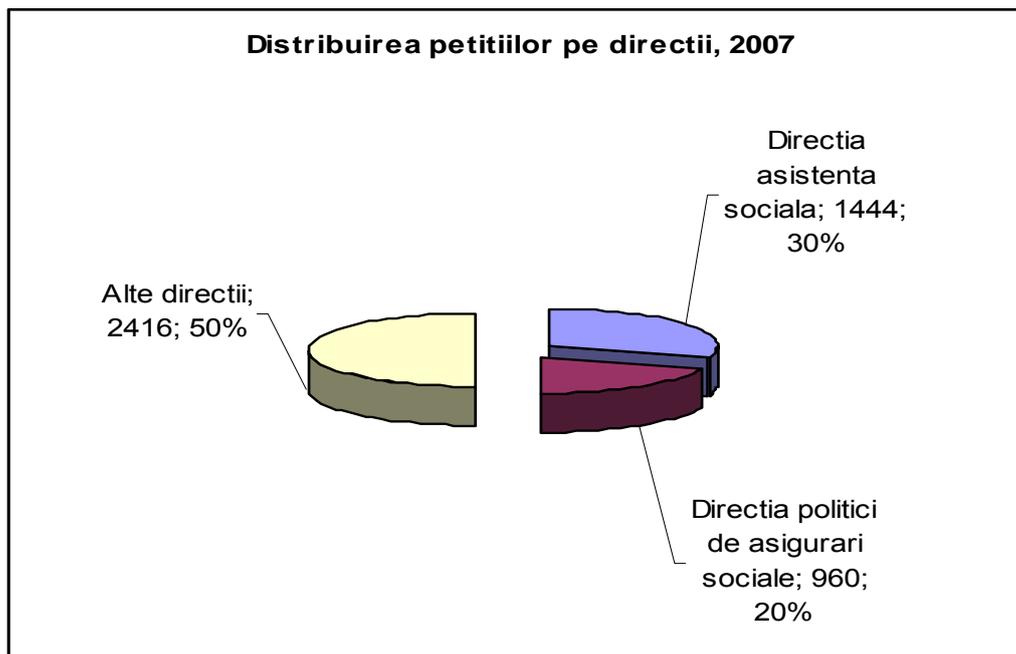
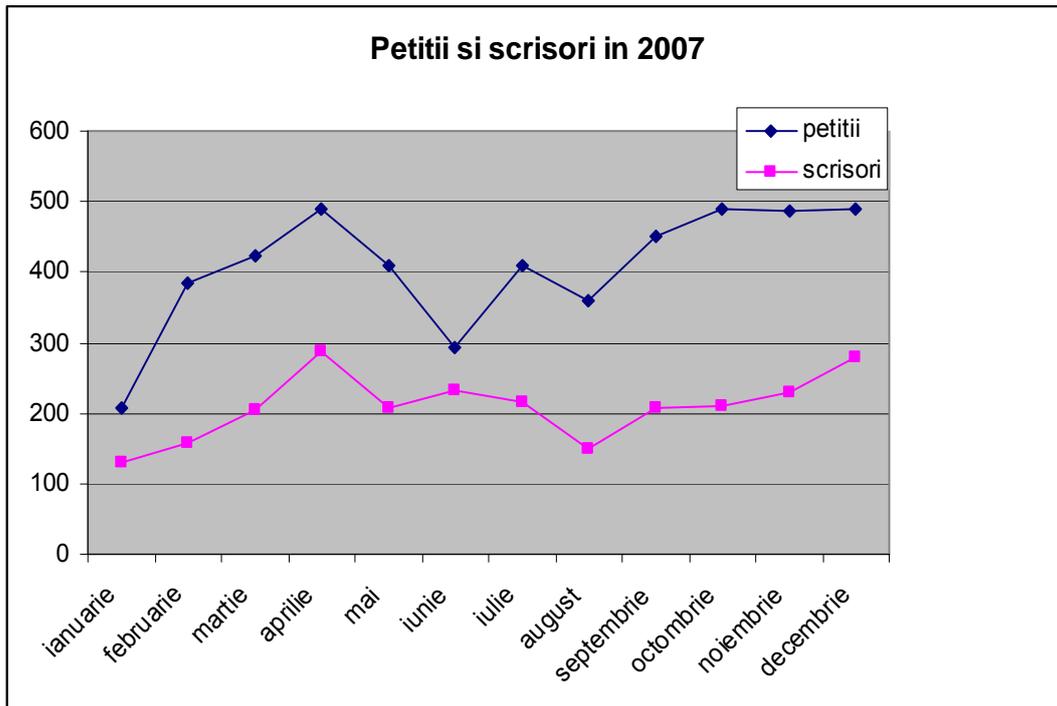
- to talk to the petitioner in order to specify some details,
- to study the law and normative acts for the specific case,
- to call the regions and verify the truthfulness of the information included in the petition,
- to make on-spot visits if necessary,
- to ask for particular information through official letters or fax from central or local Public Authorities.

The final answer of the petition can be:

- positive, meaning completion of the request,
- negative, refusing the request,
- informational, explanations according to the legal framework on the subject,
- suggesting, offering some actions for solving the problem.

The petitions are presented to the Minister or vice minister, who distributes them by competence to the heads of Ministry divisions. Once concluded, the final answer it is attached to the petition and is presented to the Minister or vice minister for signature.

figures 2.11-2.12



2.2 The Institutional Organizational Culture

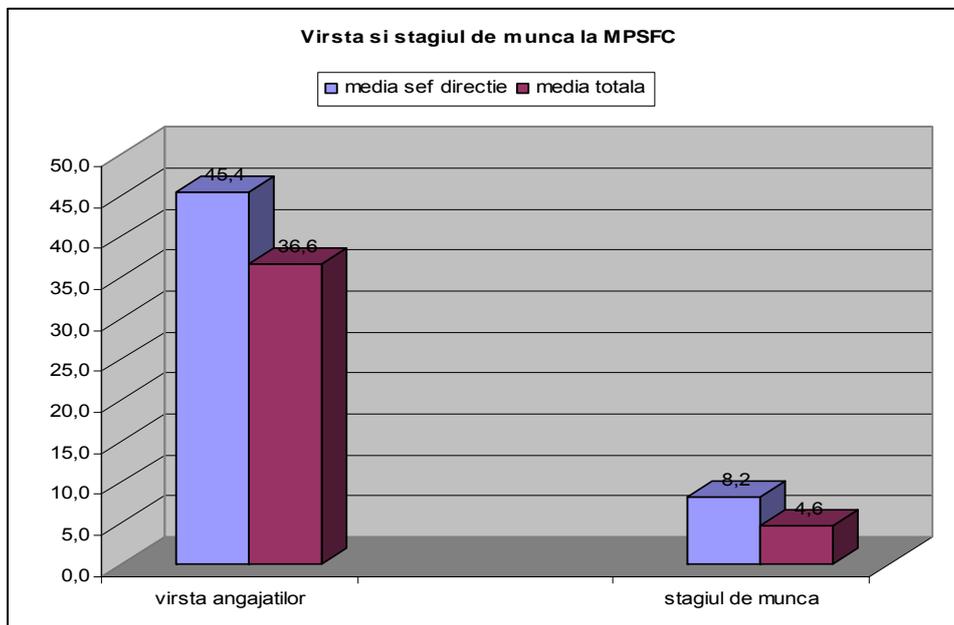
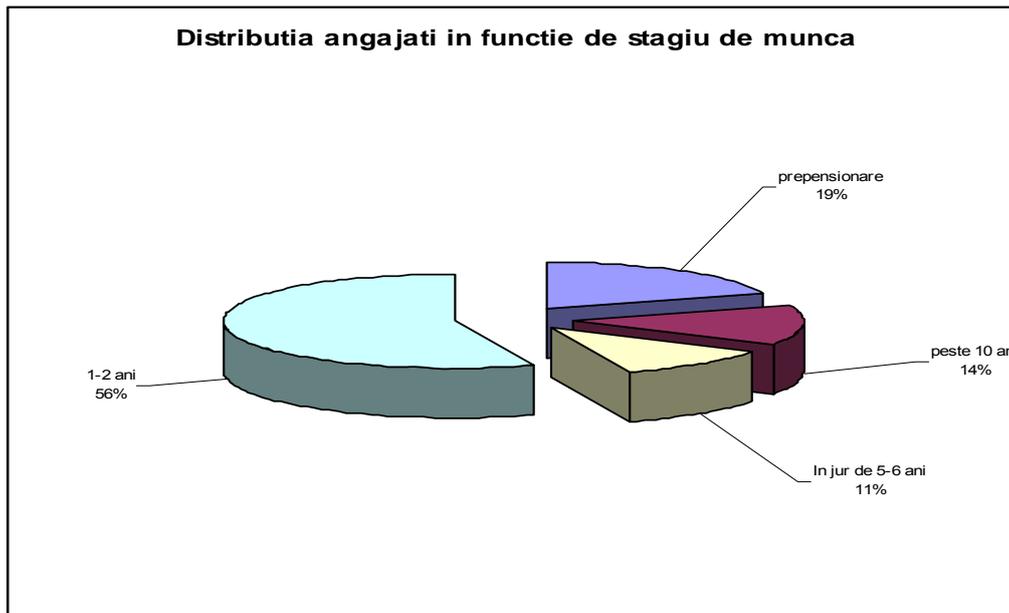
The present organizational culture

www.management.md

E-mail: info@management.md

More than 35% of the employees are people with important experience of more than 10 years of activity in the Ministry, this group, with some exceptions being the oldest too. Over 50% of the employees are youth under 30 years old. A narrower segment – of 11% - consists of people with 5-6 years experience of activity. The group of over 10 years work experience in the Ministry probably forms and determines the ministerial organizational culture. At the same time, the share of people with limited and literally beginner experience is very big.

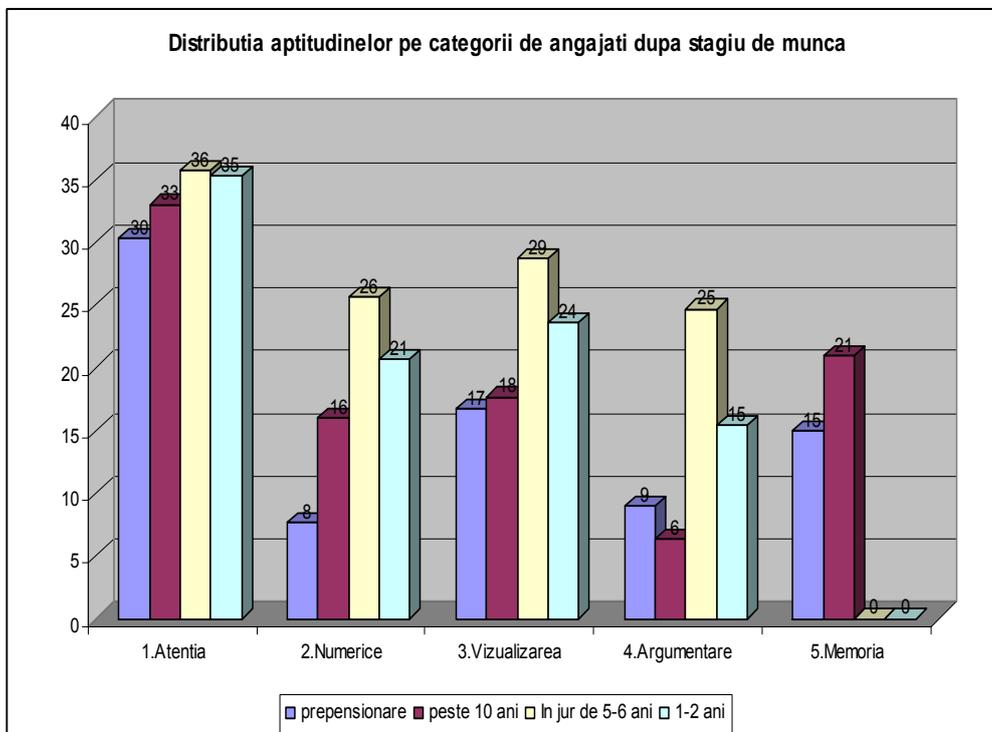
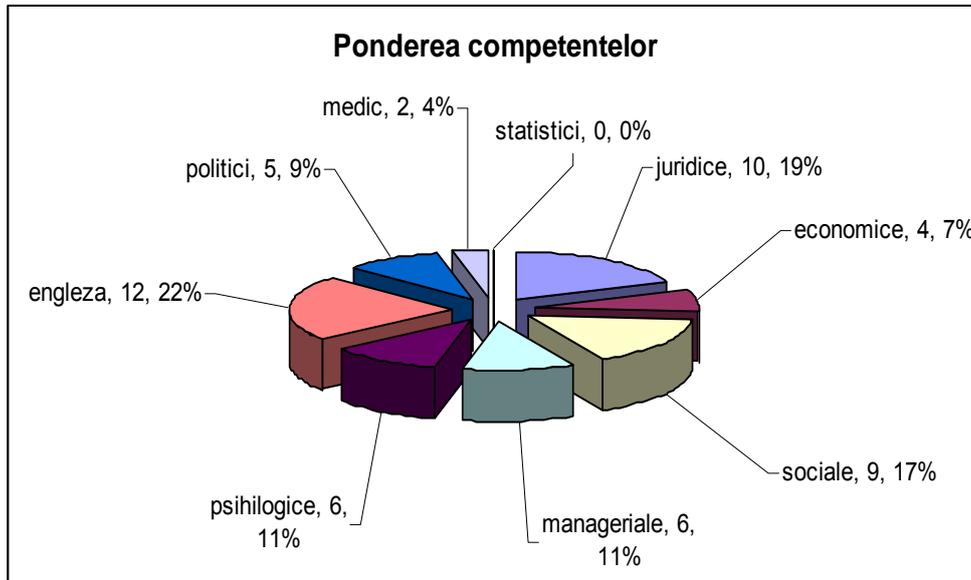
Figures 2.13-2.14



The managerial science proves that an employee becomes productive after 3 years of work in an organization that is concerned with producing documents and intellectual products – a field that each Ministry activates in. Thus, the greatest pressure will be upon productive persons from the

segment with activity experience in the Ministry. The analysis of knowledge and competencies of people with experience truly reveals the existence of various competencies necessary in the process of developing, coordinating and implementing the policies. Still, there are fields like economic, statistic, managerial competencies that are not well enough represented in this category of employees.

Figures 2.15-2.16



The productivity of the young sector of employees is still in potential, it will be possible to make the most of it only if there will be the conditions to develop practical relevant and useful skills. From the

new sector of employees we notice the lack of competencies in areas like policies, management and statistics.

An important subject is motivating employees for work and activity within the Ministry. The given information is critical for the most numerous segment in the Ministry – youth with 1-2 years experience of activity. At the time being, this segment is motivated by the accumulation of experience, but in 2-3 years this will happen and the lack of other motivation will stimulate the phenomenon of their leaving the Ministry. Currently, the salaries for this segment of employees are of MDL 1000 - 1500 per month.

The comparative analysis of salaries in the public and private and nongovernmental sector for similar producing activity, development of policies, analysis and policy evaluation proves that salaries and bonuses in the private and nongovernmental sector are at least 2 times (nongovernmental) and at least 3 times (private) bigger than in the public sector. Bonuses in the nongovernmental and private sectors are closer to the real compensation necessary to ensure living conditions. It creates a stimuli for people to go to the private sector and contributes to instability within the public sector.

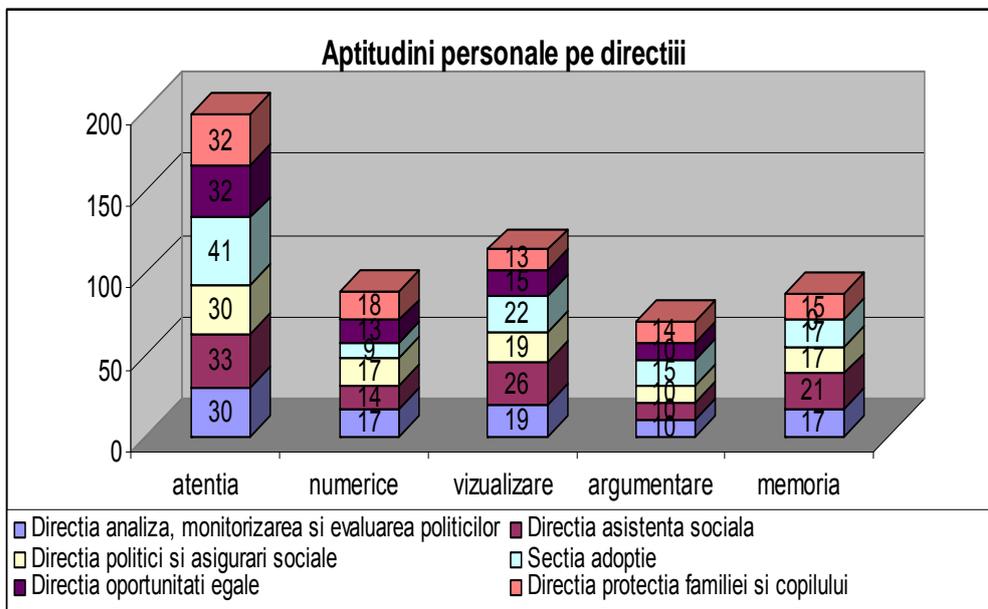
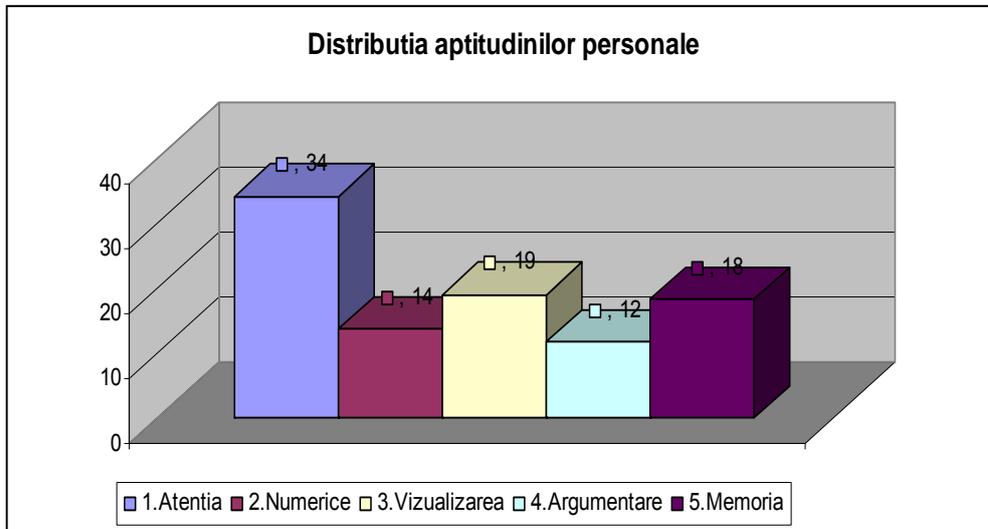
Of course, the conditions of activity in the private and nongovernmental sector are much more volatile, the stability degree is low, a globally accepted rule is that the compensations in the public sector should amount to about 70% of the compensations in the private sector.

This finding is important especially for the function of developing and coordinating the policy implementation. The policies in the social sector amount to 12% of the GDP and to over 20% of the GNP, thus the low quality of the policies has severe consequences and creates inefficiencies and considerable losses of budget financial sources.

Personal skills within the ministry

Analysis of personal skills is important for determining the receiving of training and professional development programs. Certain skills are critical for carrying out some tasks related to policies products.

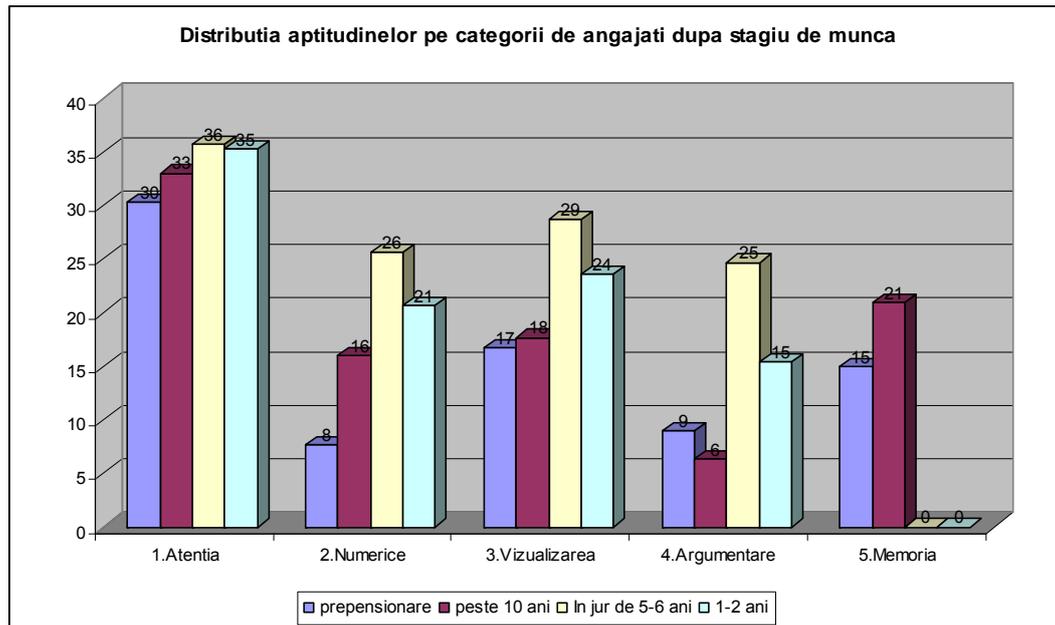
figures 2.17-2.18



The results for general skills prove skills of a level above than average for attention, bellow average for numbers, average for visualization, below average for argumentation and below but close to average for operational memory.

In developing policies argumentation and visualization skills are important. In coordinating the implementation, the operational and numbers skills are vital.

Figure 2.19

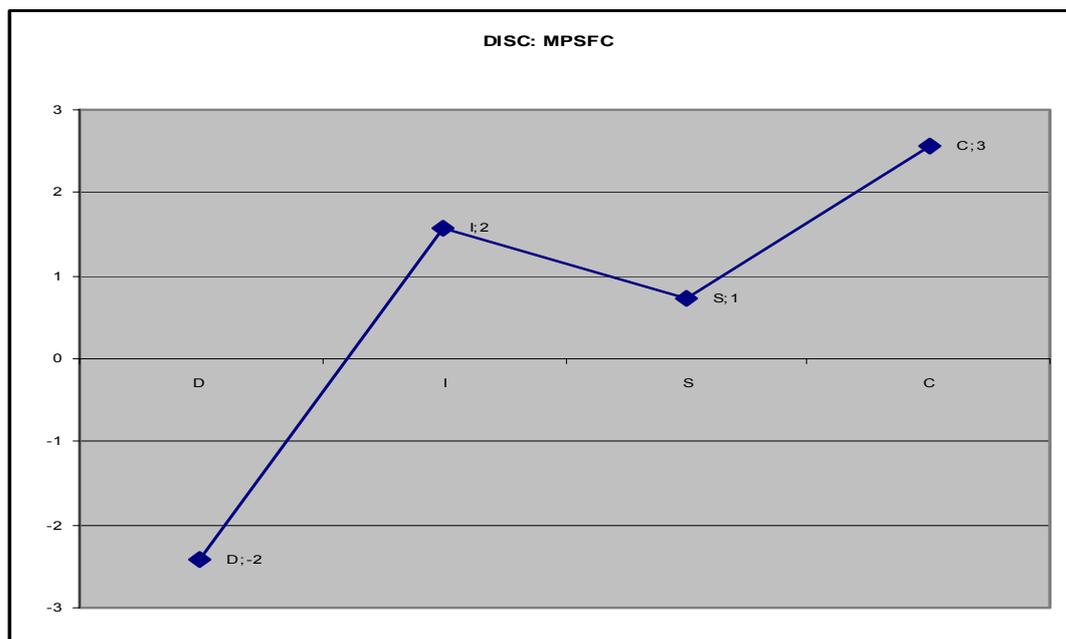


The age distribution of personal skills speaks about the presence of potential, the score of this segment is at an average level. The abilities necessary for development are present.

Organizational culture

The organizational culture does not directly characterize the competencies and knowledge. It characterizes the climate and rules established in the organization, often unwritten, in order to achieve the objectives within the organization. The organizational culture is more characterized by the organizational behavioral aspect, is it active, passive, conformist, productive, etc. The organizational culture has to be molded to achieve the objectives. Indeed, if the environment the organization activates in is very shifty, volatile, or the objectives are ambitious, a more active and flexible organizational culture is preferred, otherwise there is a discrepancy between the external expectancies and the internal organizational environment.

Figure 2.20



Ministry's Management

The main tasks of the Ministry's Management derive formally from the Ministry's regulation, but at the core correlate with the sectors' strategic documents. The Ministry's Management is formed by the minister and vice-ministers directly assisted by the support staff and the Ministry's Management office. The Ministry's Management form the top management team or the institution's Leadership. The general tasks of the Ministry's Management summarize to:⁹:

1. political management in achieving sectors' strategic objectives, this implies global coordination of the efforts of all institutions of the social sector, leadership in promoting sector policies,
2. running the Ministry as an institution by coordinating the actions and efforts of the Ministry's Divisions, these being responsible at their turn for the subsector policy areas.
3. coordinating the cooperation and coordination of institutional actions and policies of the Ministry in relation to the political management, the strategies and policies of other ministries in order to ensure the sectors' strategic objectives.
4. the Ministry's Management offers a vision to direct the sector's institutions, facilitates cooperation between relevant governmental institutions and important players in the private area and civil society.

The role of the top manager (the political management) is essential in realizing the strategic objectives in the sector and especially within the institution. The top manager works with the middle manager on achieving the objectives by establishing objectives for the Divisions, delegating responsibilities for achievement of objectives per branch industries. Usually active behavioral characteristics are recommended, the presence of initiation, coordination, visioning, internal and external communication, and interests' coordination roles. An above average level of personal skills is recommended, especially argumentation, visualization but also attention and operational memory.

⁹ Based on the OECD leadership and sector public management principles

General suggestions¹⁰:

1. The Ministry's Management holds the responsibility for achieving sectors' strategic objectives, does not have the necessary institutional and managerial systems, this particularly includes:
 - a. Direct subordination to the Government of some institutions from the perspective of policy development, sectors' policies implementation coordination (National House of Social Insurances)
 - b. The secondary role of the Ministry in the process of negotiation of finances and financial resources for achievement of strategic and institutional objectives.
 - c. The rigidity of financial resources allocation rules, the insufficient level of collaboration and cooperation of institutions responsible of sector and financial policies.
2. Regarding the content professional elements we find the necessity of a general set of **key competencies 1 (KC 1)**:
 - a. Applied microeconomics, market and institutional economy.
 - b. Strategic planning and strategic organizational management.
 - c. Analysis and development of sector policies, correlation with sub-sector policies, inter-sector policies.
 - d. Efficiency and efficacy of policy tools.
3. Regarding the professional competencies related to the political process of European integration, it is established the need of the following set of **key competencies 2 (KC 2)**:
 - a. Social policies of EU,
 - b. Programs, tools and EU structural investment funds,
 - c. Communitarian institutions and decision processes.
4. Regarding the professional competencies necessary for the interaction with representatives of the branch Divisions, another set of **key competencies 3 (KC 3)** is needed:
 - a. Organizational leadership,
 - b. Negotiation techniques and skills,
 - c. Decision-making skills (organizational, institutional, political, economic, social aspects, etc),
 - d. Electoral processes, electoral platforms, electoral options of parties, political interests.

Middle Management (heads of Divisions)¹¹

Professional skills of the middle management ring is important because it actually transforms into reality the strategic institutional options of the Ministry's Management, exerts the connection, correlation and consistency between the institution and sector level objectives and those of Division, respectively of specific policy area level.

The general tasks of the heads of Divisions summarize to:

1. leadership at the level of area of policy realized according to the strategic sector options.
2. management in achieving strategic objectives in the policy area, this involves coordinating the efforts of all sector and policy area institutions,
3. run the Division and ensure cooperation between the Ministry Divisions,
4. coordinate the cooperation and coordination of institutional and policy actions of the Division within the policy area in order to achieve objectives and directing from the Ministry's Management.

¹⁰ Based on the OECD leadership and sector public management principles

¹¹ Based on the OECD leadership and sector public management principles

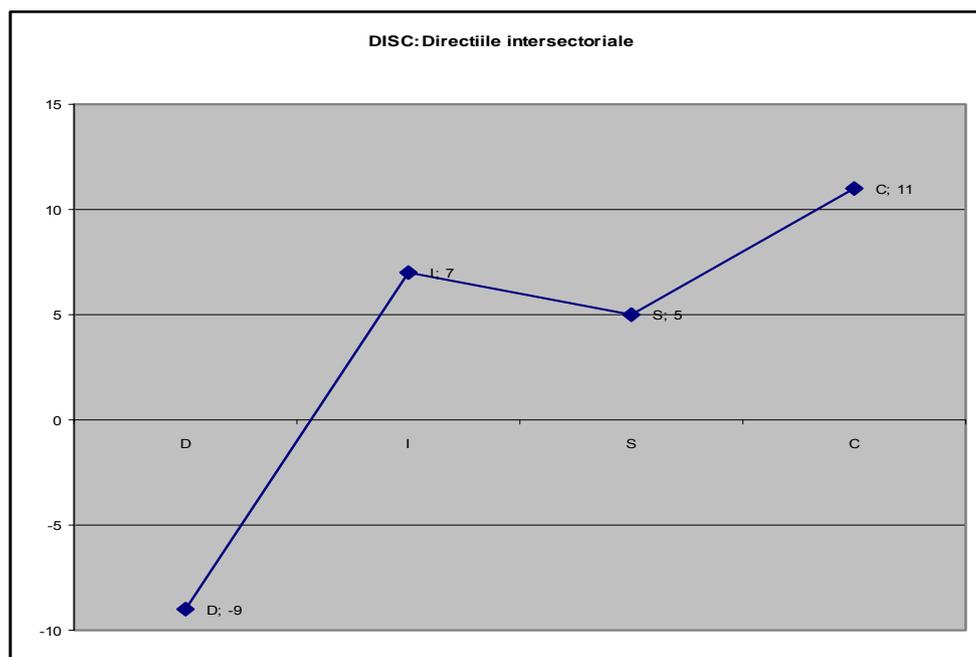
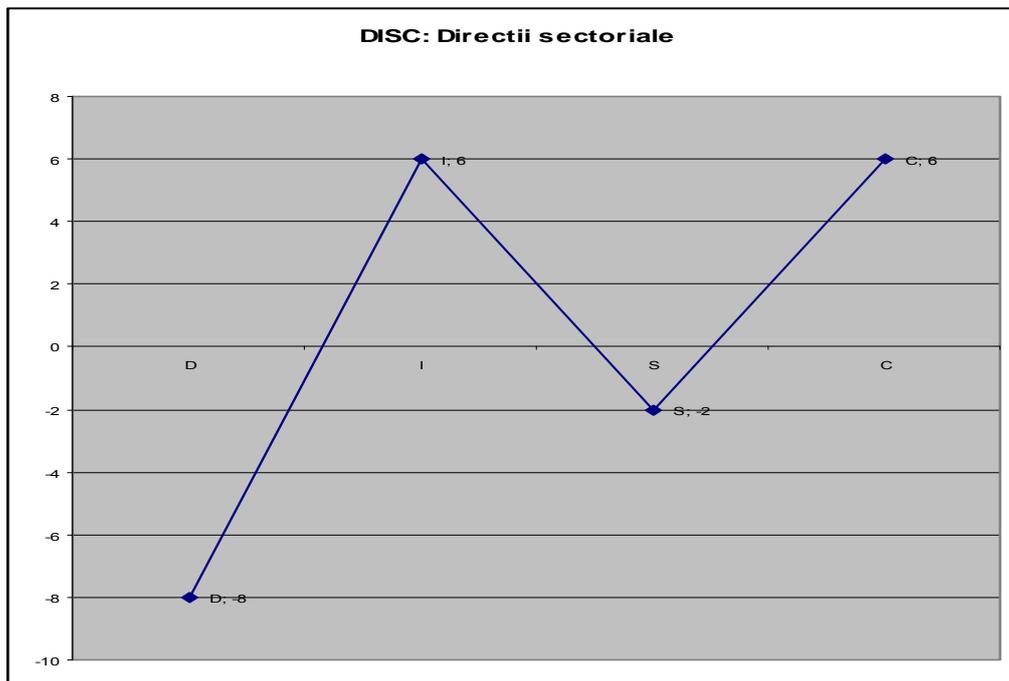
5. coordination and cooperation with public institutions from other sectors, strategies and policies with sector impact in order to ensure achievement of strategic sector objectives,
6. offers a vision for directing the institutions in the policy areas, facilitates cooperation between relevant government institutions and important players from the private area and civil society,
7. management of resources relevant to the policy area in order to achieve sector objectives.

General suggestions¹²

1. Regarding the content professional elements we find the necessity of a general set of **key competencies 1 (KC 1)**:
 - a. Applicable bases in development microeconomics, principles of liberal and institutional economy,
 - b. Analysis and development of branch policies, development of in-between sector policies.
 - c. Efficiency and efficacy of policy tools
 - d. Process of public policies, key decision-making processes (financial, institutional) and relevant for the social area.
 - e. Policy implementation and management.
2. Regarding the professional competencies related to the political process of European integration, it is established the need of the following set of **key competencies 2 (KC 2)**:
 - a. Social policies of EU,
 - b. Programs, tools and EU structural investment funds,
 - c. Communitarian institutions and decision processes.
3. Regarding the professional competencies necessary for the interaction with representatives of the branch Divisions, another set of **key competencies 3 (KC 3)** is needed:
 - a. Organizational leadership.
 - b. Transactional negotiation, public communication, meetings facilitation techniques and skills.
 - c. Strategic and operational organizational management
 - d. Decision-making skills (organizational, institutional, political, economic, social aspects, etc),
 - e. Electoral processes, electoral platforms, electoral options of parties, political interests.

Figures 2.20-2.21

¹² Based on the OECD leadership and sector public management principles



MSPFC is the STJ organization type

The main characteristic of an STJ organization type is hierarchy and procedures. Authority, title and status separate and distinguish structures forming the structures necessary for the dynamic of processes within the organization. The key elements of this organizations are:

- Unconditional respect of superiors;
- Respect of the institutional subordination lines;

www.management.md

E-mail: info@management.md

- Following of procedural operation standards;
- Control of decisions and interactions through policies and procedures;
- Assume only well and obviously calculated within the structure risks and with express approval;
- Ensures clearly measurable contributions only in the competitive area;
- Movement on a hierarchic scale.

The organization characterized by such a culture reveal many deficiencies in adapting to changing environment. STJ organizations are traditional, with strong values for conservatism and stability. In the presence of permanent changes and unpredictable, the problem of STJ organizations' survival and their productivity, as well as cost-efficiency are critical and actually very hard to achieve. STJ Organizations usually do very well in stable areas that operate in a slow rhythm.

Management of STJ organizations is usually characterized by a work control dominant. The work is underlined more than the worker himself, who is part of the bureaucratic scheme. The focus is on work and roles necessary to complete the work. Individuals are valued only for the work they do. STJ organizations advantage employees for their loyalty, responsibility, they prefer pragmatically oriented people, economic solutions and fast come-backs to necessary positions. STJ organizations have multiple implementation methods and resources, especially from the perspective of exact and uniform implementation of tasks till the finalization of results. At the same time, STJ organizations and STJ managers have negative traits. These refer to the possibility of obstructions in certain procedures, products, actions without detecting functional errors of managerial forms. The risk of the managerial style being alleviated by the same organizational structure that does not offer challenges for the STJ style reconsideration.

Organizational culture characterized through an orientation towards stability and productivity

The Stability team characterizes the team that acts in a predictable manner, the members of which avoid change. The teams with low Stability are called Flexible teams. There are several types of Stability teams. The Trust team (high Stability and low Division) prefer predictable and constant work environment, react with difficulty to changes in the environment or structure, undecided, prove consistency, productivity. The Conformation team (high Stability and low Communication) is characterized by members' preference for a positive and friendly work environment, avoid confrontation or conflicts, are passive but executors. The Persistence team (high Stability and low Productivity) is characterized by resistance to change, is based on its own ideas and beliefs, efficient in situations to which they can apply their own solutions, reject the imposed solutions.

The Productivity team is characterized by members concentrated on procedures and quality. The teams with low Productivity are called Resource teams. There are several types of Productivity teams. The Democracy team (high Productivity and low Division) is characterized by coordination a mutual consultation, decisions are made through democratic discussions. The Structured team (high Productivity and low Communication) is characterized by efficiency and productivity, is absent, communication, developed internal structures. The Activity team (high Productivity and low Stability) is characterized by focus on efficiency and quality of results, active style, if directed properly can be the most efficient style, but slightly deviating from the subject.

The organizational culture is adequate to implementation and evaluation functions.

The analysis of MSPFC reveals the team's reality which is oriented towards production and implementation.

Strengths:

- Division of the implementation process
- evaluation of the implementation degree
- implementation skills

With the substantial presence of the following roles:

- Shaper (coordination of implementation through Divisions, contract based relationships and pressure)
- Completer-Finisher (good finisher of repeated, exact and well explained tasks with technical knowledge in the respective area.
- Monitor-Evaluator (evaluator of compliance with established norms and standards)
- Implementer (organized, disciplined and at the same time tolerant, practical and at the same time orthodox)

Weaknesses by lack of the following characteristics:

- talent and intellect to developing,
- intellect to evaluate and control the design process,
- finalization of the design process.

And lack of the following roles:

- Plant (very creative, with new winning solutions)
- Coordinator (coordination of activities through empowerment, guidance and make the most of the existent potential),
- Resource Investigator (identification of innovative solution in conditions of limited resources, propose thought through new ideas to traditional and orthodox situations).

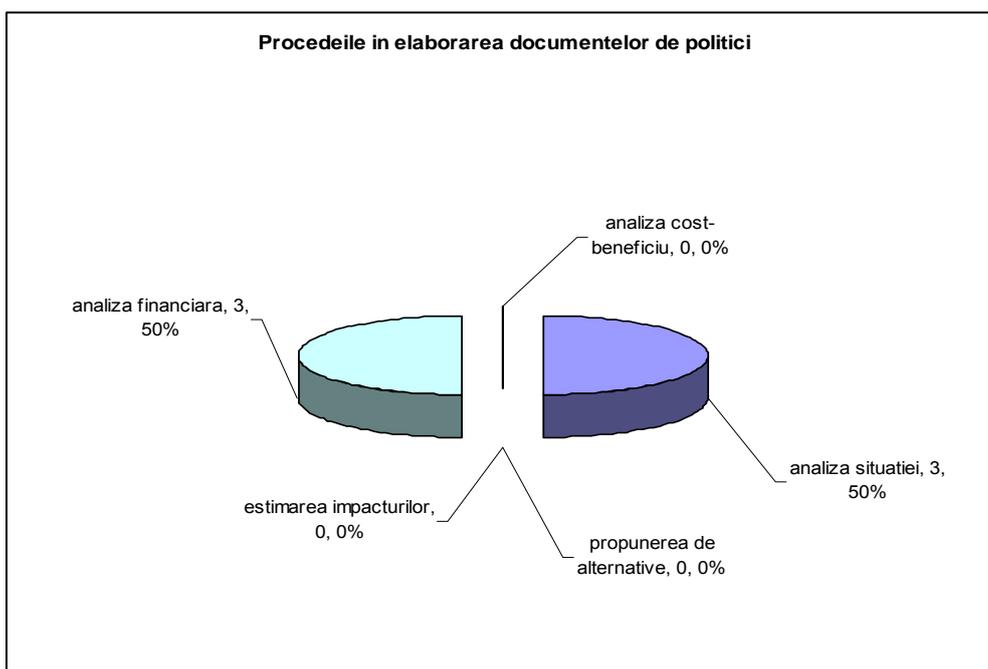
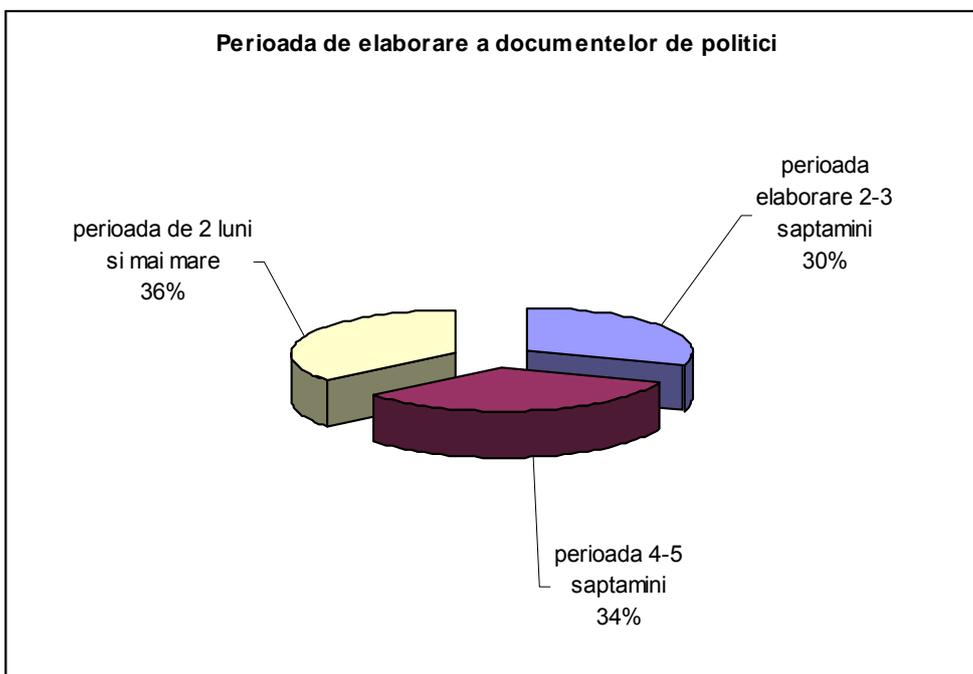
This reality contributes to forming limited capacities for the Ministry to become an active player in the process of developing innovative solutions and interventions in social policies area. The social sector is in the process of major transformation, this presence of active and dynamic organizational culture, cultivating new ideas, searching and modeling new solutions and policies.

2.3 Policy-Related Decision Making Processes

Issuance of policy documents

Issuance of policy documents is the key function of the Ministry. We will analyze in detail the process of policy development. The data presented below reveal that over 60% of the policy documents are developed during a period of up to 4-5 weeks, i.e. during one month (not including the advising process). The development period is quite short. The analysis of the procedures of policy document development reveals a systematic omission of several stages of impact estimation, cost and benefic analysis and consideration of policy alternatives.

Figures 2.22--2.23

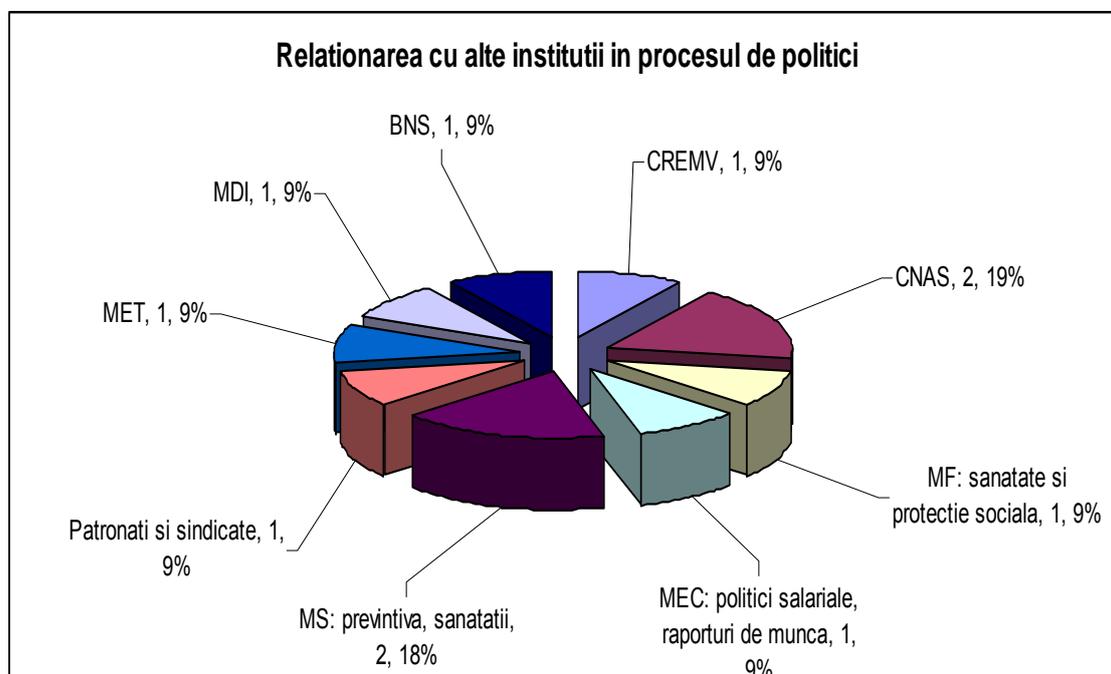
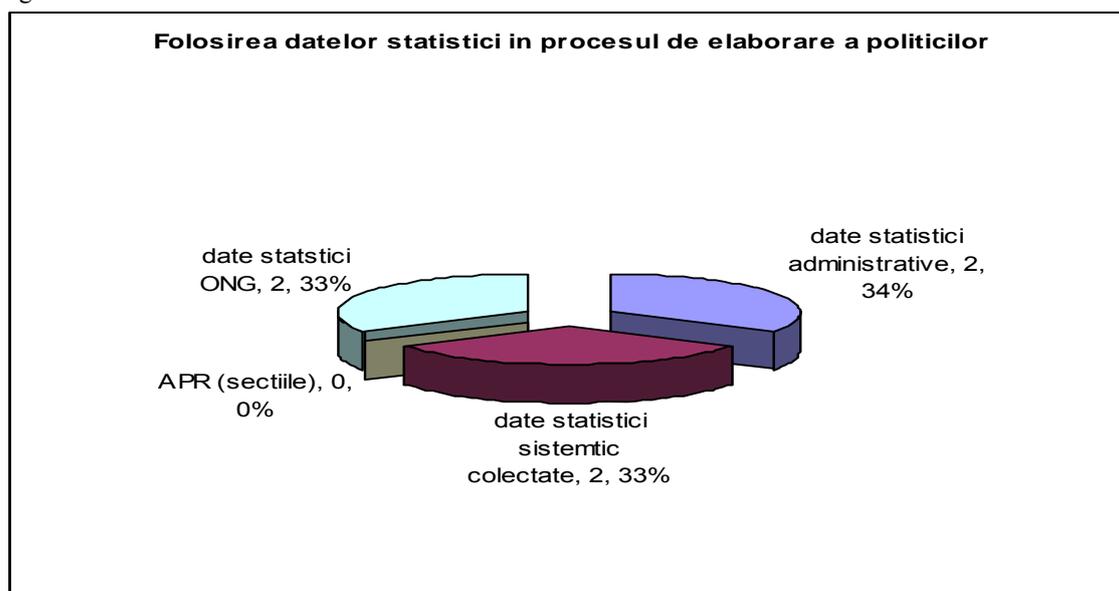


The quality of policy documents (including the regulatory and legislative acts) will be only impaired. Another observation refers to the use of statistical data both during the policy development process and during the assessment of policies' impact. The absolute number of cases when statistical data were used is very low, only 10 cases during 2007 (with the number of policy documents of over 70 documents annually – see the next section). Besides the time constraints, a number of stages are omitted during the policy development process due to the following reasons:

- insufficient time, given for the policy development process,

- limited time and resources, pressure from other functions,
- limited access to statistical data, lack of cooperation with the institutions that possess these data and information,
- lack of proper competences in the Ministry,
- existence of a pre-determined practice, with the regulatory instruments and requirements for policy documents impacting the quality of this product.

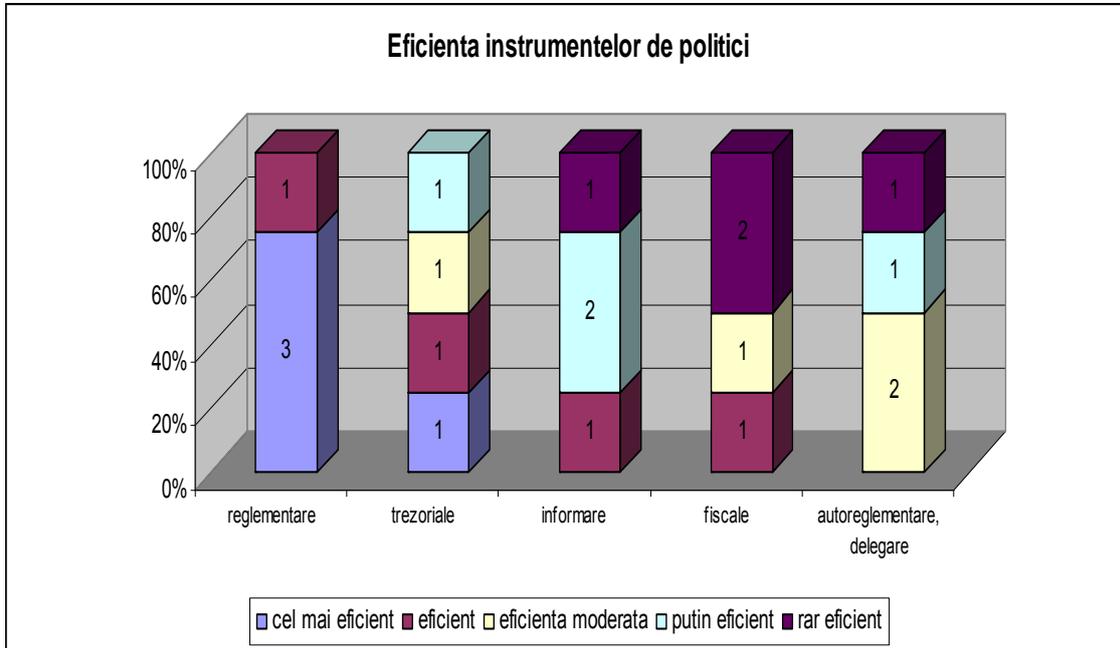
Figures 2.24--2.25



Only general, aggregate statistical data are used. During the policy development process there is consultation and cooperation with a wide range of players: organizations both from within and outside the social sector. At the same time we notice the failure to involve local authorities in this

process (the top-down policy development procedure) and the very few requests, made to institutions that possess statistical data (NBS, NSIH).

Figure 2.26



There is a preference to use the regulatory instruments during the policy development process. The frequent and unjustified use of the policy regulating instruments may distort and decrease the efficiency of the sector. Therefore the policy documents include policy alternatives and options, and the regulatory and legislative acts include the regulatory impact assessment (RIA) in regulation is used.

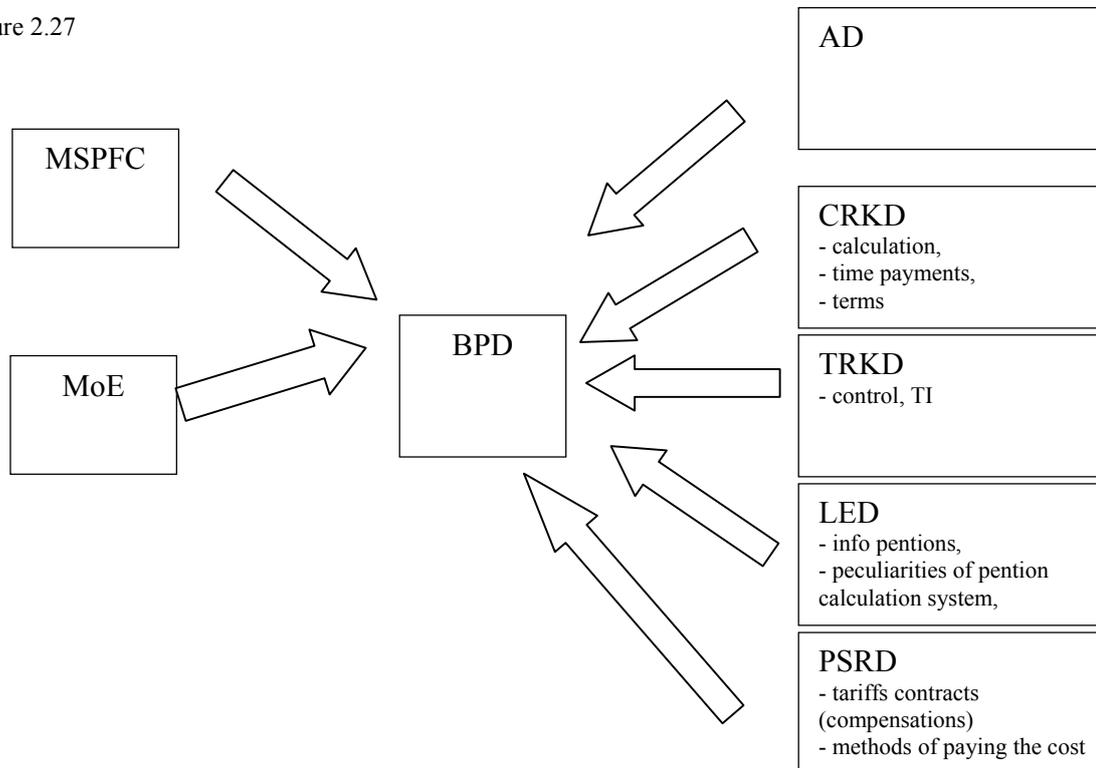
Social insurance budget development

The NSIH budget development process can be divided in 3 stages:

1. stage 1 – development of the internal draft,
2. stage 2 – external consultations with the main stakeholders,
3. stage 3 – formal discussions and approval of the budget.

Stage 1: development of the internal draft (May – June) on the basis of the social policy, developed by the MHSP and the macroeconomic indicators, forecast by MoE.

Figure 2.27

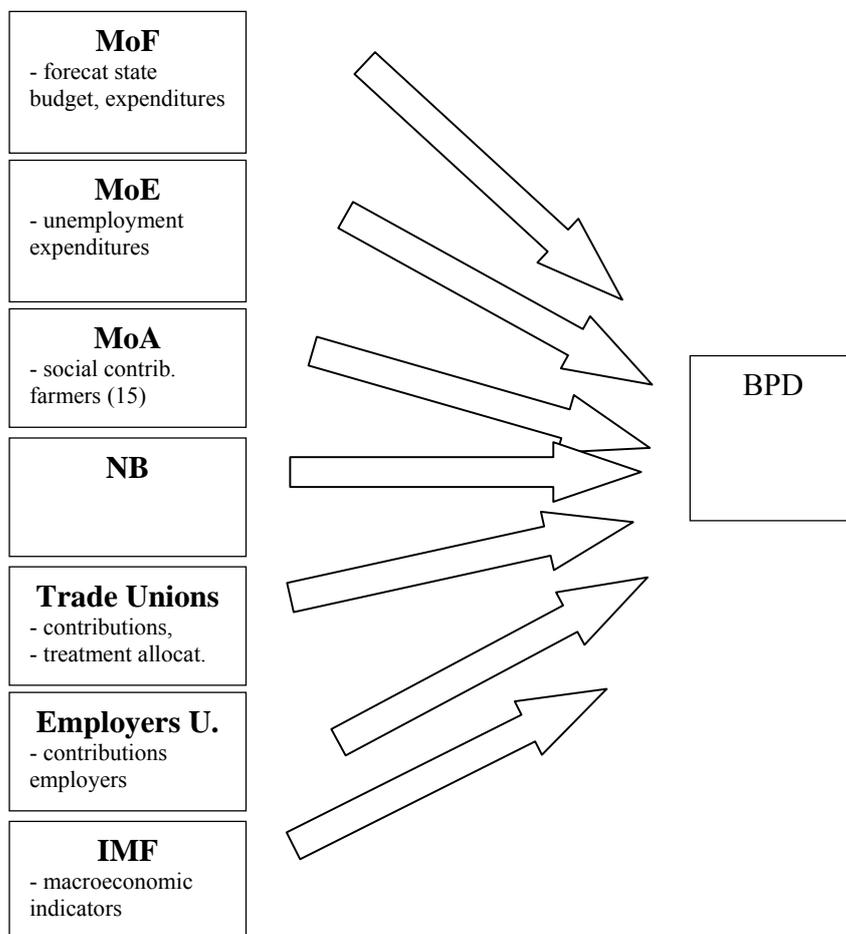


Legend: MoE – Ministry of Economy and Trade, MSPFC- Ministry of Social Protection, Family and CHild, BPD – Budget Planning Division, PSRD– Payments Social Rights Division, LED – Legislation Enforcement Division, TRKD – Taxpayers Records Keeping Division, CRKD – Contributions Records Keeping Division, AD – Audit Division.

The NSIH budget is developed on the basis of the previous year budget, using the planning scheme. The BPD, using the priorities of the social policy, formulated by the MHSP, and the macroeconomic indicators, formulated by the MoE, develops the draft budget on the basis of the previous year budget. When developing the budget, the BPD uses data and information from the SD (Statistics Division) and Accounting Department. The draft budget is submitted to the PSRD, LED, TRKD, CRKD, AD. These divisions return the draft budgets with observations and completions.

Stage 2 – external consultations with the main stakeholders

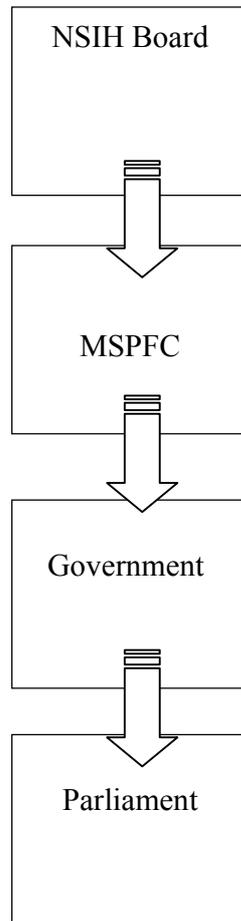
This stage is carried out in July.



Legend: MoA – Ministry of Agriculture, IMF – International Monetary Fund, NB – National Bank, MoF – Ministry of Finance.

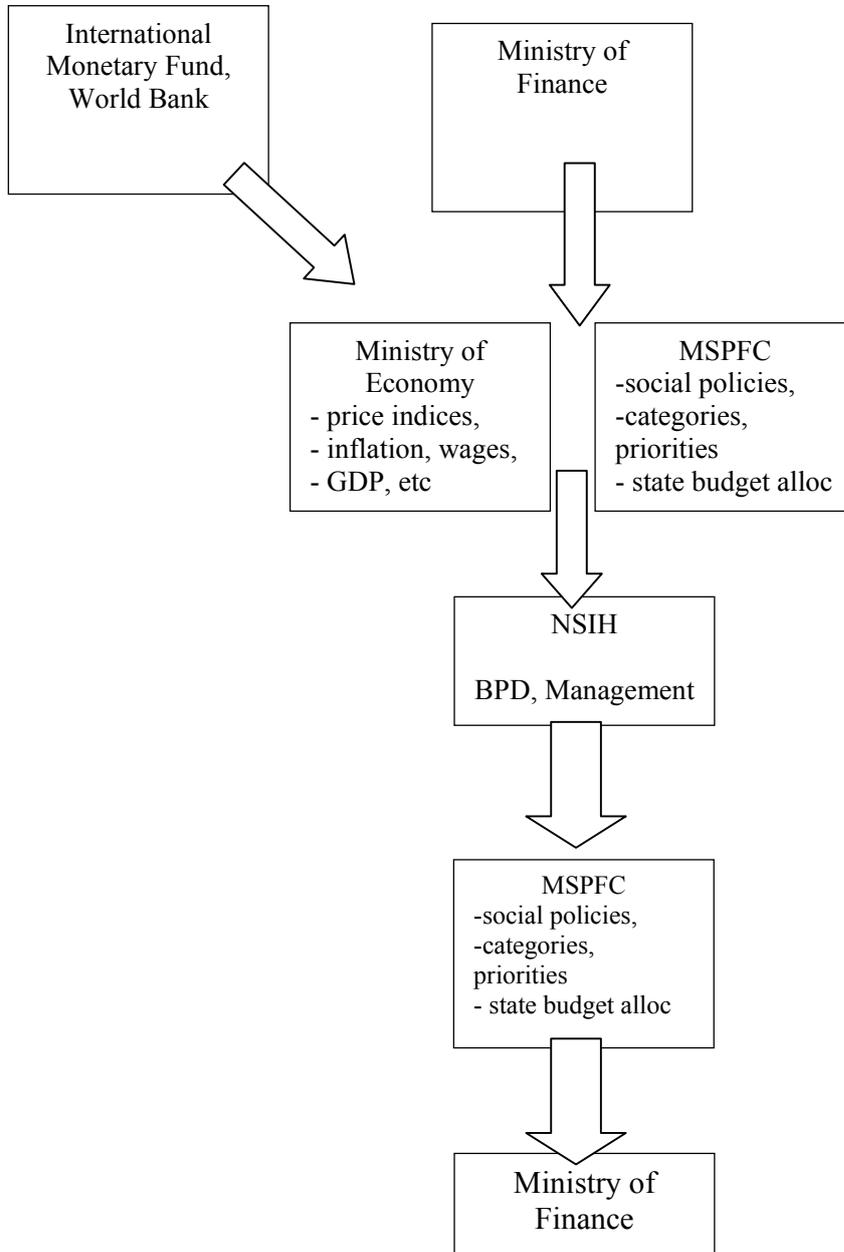
The external stakeholders are consulted, and then they submit modification proposals. The BPD negotiates the proposals and submits the updated version to the Board.

Stage 3 – formal discussions and approval of the budget (August – October)



MTEF development

The MTEF development is a process of major importance for the attainment of medium-term stability in the country. The Ministry of Finance is the main institution responsible for this process. The MSPFC has a more important role than during the development of the social insurance budget. However, the NSIH has an important role here, as well. This process starts in March – April and ends in May – June.



During the development of the MTEF, the MSPFC is assisted by technical assistance projects (at present by OPM-EveryChild). In the Ministry, every division proposes activities and changes on the basis of the expenditures planned in the previous period.

Institutional budgets in the social sector

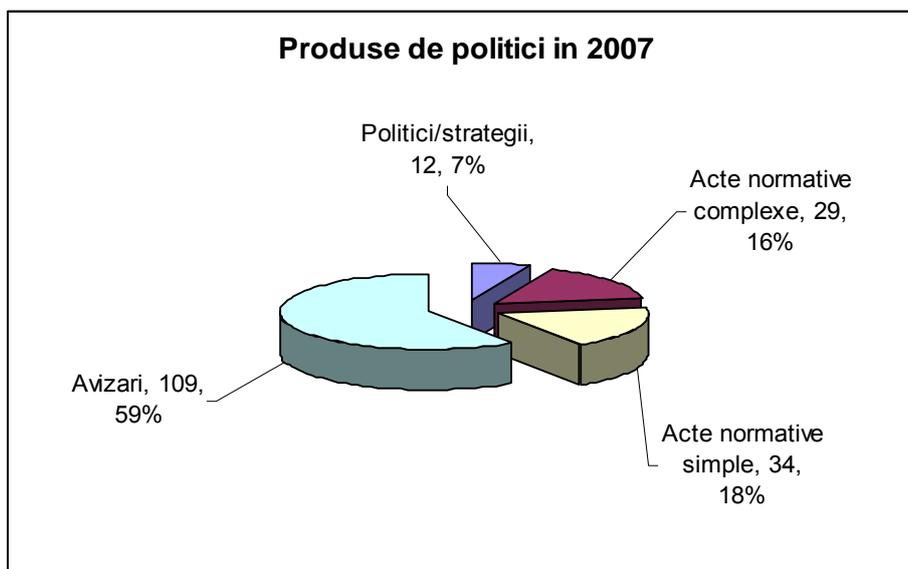
The institutional budgets of the institutions from the social sector are developed through direct negotiations between the Ministry of Finance and the respective institution on the basis of the

ceilings, introduced in the MTEF. The financial resources are allocated on the basis of accounting criteria, considering the needed expenditures, these being subsequently grouped in financial expenditure programs. There is a major gap between the objectives and priorities, on the one hand, and the expenditures and financial allocations, on the other hand, or other fiscal, treasury and other policies. The activity of the subordinated institutions is not assessed in terms of policy implementation on the basis of some performance indicators.

2.4 Productivity

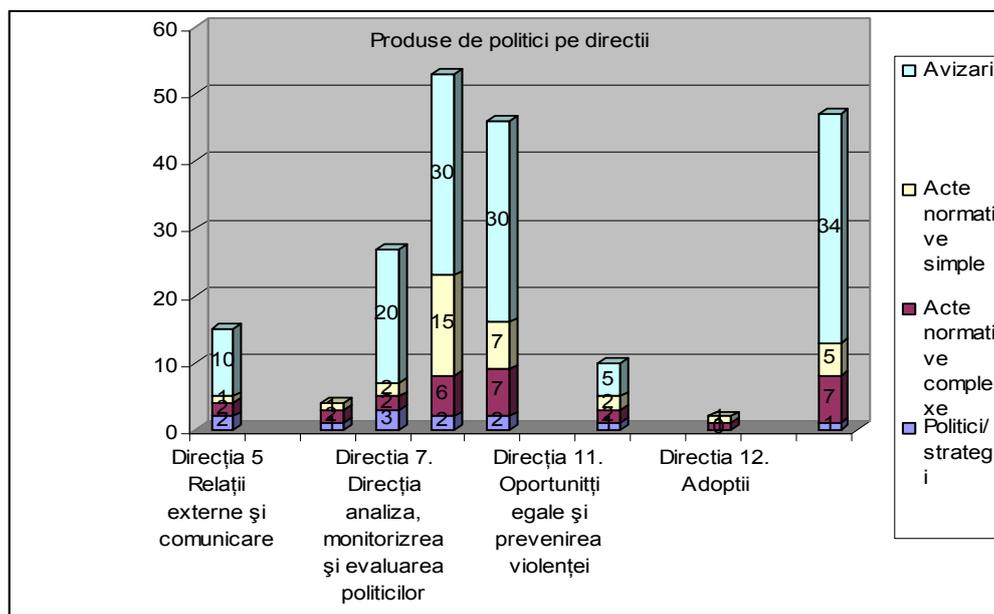
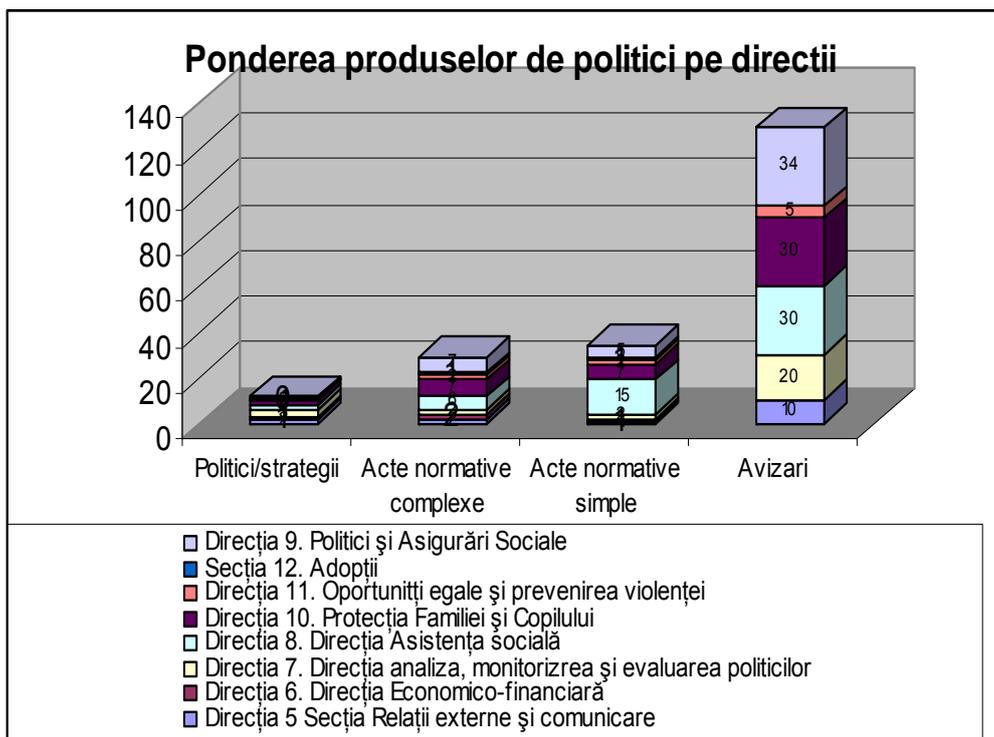
In this section we will measure the Ministry's productivity. Each identified function has a different productivity. For the policy development function we will measure the productivity as the number of policy documents (for simplicity: strategies, complex regulatory acts, simple regulatory acts, advices) produced by the unit involved full time. For other functions we will have to find other ways to measure the productivity. The policy development, assessment and monitoring function is carried out in the Ministry by 15 full-time employees.

Figure 2.28



As revealed in the diagram above, in 2007 there were 150 various policy documents.

Figures 2.29--2.30



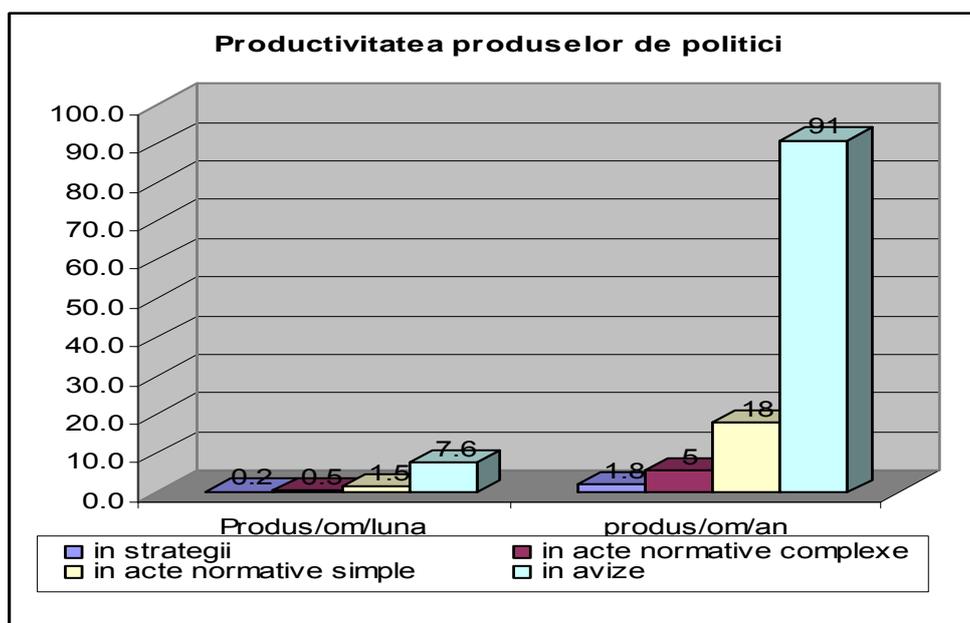
The diagram above presents the breakdown of these documents by divisions.

We will measure the productivity of the policy development process by codifying various policy documents and attributing a certain weight to each type of policy documents (strategy, complex legislative act, simple legislative act and advices). In such a way we will count the total number of policy documents, developed by the Ministry. The table below presents the methodology for the determination of the relative weight of each policy document.

Productivity			Policies/strategies	Complex regulatory acts	Simple regulatory acts	Advices	total
Productivity			12	29	34	119	194.0
Product/month	Product/month		1	3	10	50	64.0
0.2	1.8	of strategies	12	10	3	2	27.4
0.5	5	of complex regulatory acts	36	29	10	7	82.3
1.5	18	of simple regulatory acts	120	97	34	24	274.9
7.6	91	of advices	600	483	170	129	1382.3

On the basis of the proposed methodology, we will build a diagram that will show the productivity in terms of how much a full time employee produces during one year and during one month.

Figure 2.31



The data reveal that one person produces 1.8 strategic documents a year or 5 complex legislative acts a year. During 2 months one full-time employee produces 3 laws with a lower complexity level or makes 7-8 advices monthly on draft regulatory acts.

The productivity and quality of policy products are closely interrelated. If there is a high external pressure for the number of policy documents, the quality of the policy documents may be significantly impaired. The external pressure may lead to an inappropriate use of the policy documents development technology. At present the Ministry has only 15 full-time equivalent employees that are involved in the policy development process. Given the current workload, this number should be increased thrice in order to ensure the quality of policy products and provide the needed research support for the development of quality policies.

From another viewpoint, the measurement of the productivity by each strategically important function, in tandem with the technology used and assessment of the examples of policy products can provide us the needed information for the assessment of the workload on one person involved in the fulfillment of this function. A comparison with the productivity and the quality of policy documents, developed in other countries, could provide us additional information and data.

The MSPFC products portfolio in outline

		Social value (results, impact) of the product	
		Insufficient social value	Good social value
Coverage with resources and funding	Good coverage with resources and funding of the product	A. Replies to citizens' petitions and authorities' requests (50% of the time, MDL 1 million)	B. Coordination of policy implementation (15%, MDL 0.63 million)
	Insufficient coverage with resources and funding of the product	<p><u>Needs a diminution, redirectioning, delegation to other institutions</u></p> <p>C. Policy development D. Development of legislative and regulatory acts E. Advice of legislative and regulatory acts (13%, MDL 0.35 million) G. Analysis and research for the purpose of public policies development (30%, MDL 0.19 million)</p> <p><u>Requires allocation of additional sources</u></p>	

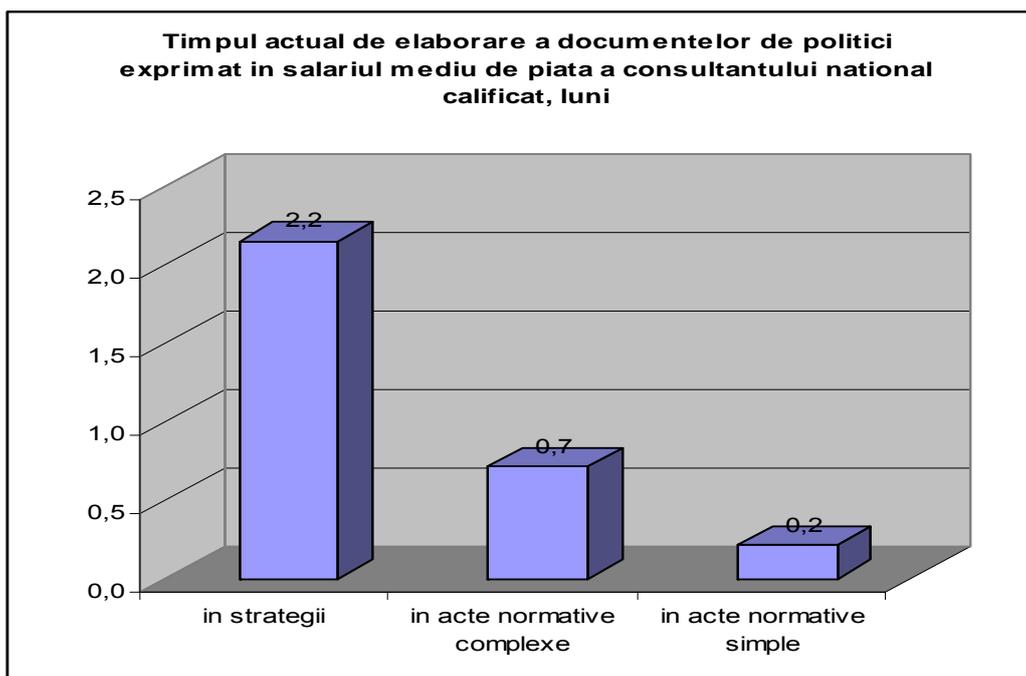
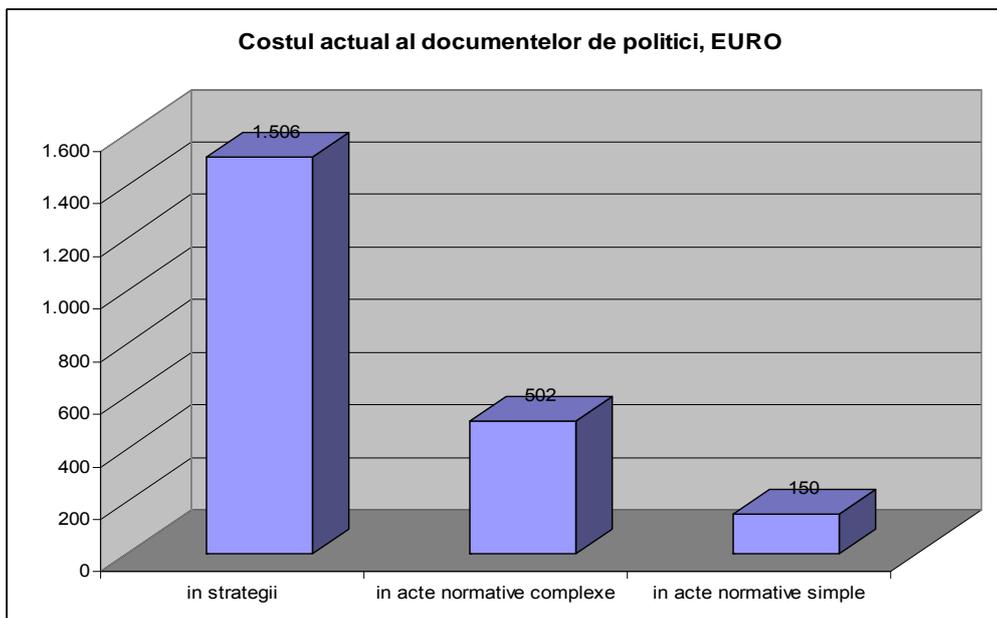
Products, lacking in the MSPFC portfolio:

- F. Assessment of policy impact,
- H. Sector budget and institutional contracts with the sector institutions aimed at policy implementation (including performance assessment),
- I. Government programs.
- J. External audit of policy implementation by the intra-sector institutions,
- K. Detailed and disaggregated statistics, including administrative data, on the beneficiary groups,
- L. Detailed information about the available social rights and benefits (services and allowances), including the access to and management of benefits.

The lack of the aforementioned products in the Ministry portfolio impairs the quality of the sector policies.

The comparative analysis of figures 2.31 and 2.28 provides information about the average administrative costs, expressed in EURO, incurred by the Ministry's staff during the policy development process. If we relate these amounts to the market costs for the development of the aforementioned policies, we get the time, spent by the national consultant for policy documents development.

Figures 2.32--2.33



Thus, according to the calculations, 2.2 consultant-months are needed for the development of a strategy, less than one consultant-month is needed for the development of a complex regulatory or legislative act and a simple regulatory act would be developed during one week.

According to the estimation of the real efforts, at least 18 full-time equivalent employees are needed for the development of a strategy, i.e. 9 times more, or about 12 consultant-months for a complex normative and legislative act, i.e. 7 times more. Thus, we notice that the time allocated, and consequently the costs for the development of policy documents are significantly

underestimated in the public sector, 7-9 times lower than the market prices for qualified work of sophisticated intellectual products development. A direct conclusion, in this respect, would be that in order to attract qualified specialists in the public sector it is necessary to increase the remuneration at least several times and provide more time for them to develop policy products of a quality comparable to the one in the private sector.

2.5 Chapter Conclusions

Preliminary findings regarding the organizational chart

1. lack of segregation by groups of social policies beneficiaries: young people, disabled, aged people

Preliminary findings regarding the functions of the Ministry

1. Only 50% of the Ministry resources are focused on the performance of the functions of policy development and coordination of their implementation,
2. 40% of resources and time are allocated for support activities, which should be delegated to the Ministry's subordinated agencies,
3. a big number of petitions are received from the Government, MPs, with many of them falling beyond the competence of the Ministry and relating to other institutions from this sector.

Preliminary findings regarding the organizational culture and human capital

1. over 50% of the employees are young, with 1-2 year work experience. They have a good potential, but no experience in the policy area,
2. the segment of experienced employees, with various skills and a good productivity is very narrow,
3. the basic competences are present, but there are fewer competences in the policy, economic and statistical area,
4. the low remuneration for policy documents development, if compared to the market price of these or similar products, makes the employment in the public sector very unattractive, of interest only for young people,
5. the organizational culture is positive, with a high communication level, the working style is based on compliance with procedures and norms.

Partial conclusion regarding the development of social insurance budget:

1. The NSIH has a significant role in the development of the annual plan. The MSPFC determines the annual priorities of the social policy and is involved in the discussions and promotion of the social insurance budget.
2. The current social insurance budget was presented in the Parliament by the NSIH management, the MSPFC role being undermined.
3. The development of the social insurance budget is not transparent for the wide public, organizations and associations that represent the interests of marginalized groups, who are not aware of this process and are not involved as consultants. It is recommended to consult these associations to a higher extent, make public the budget content and its effects on different groups of social insurance beneficiaries.

Preliminary findings regarding the development of sector institutional budgets

1. High pressure, to develop policy documents during a one-month period,
2. Preference for regulatory instruments,
3. Low use of statistical data and impact analysis stages, policy alternatives analysis,
4. The Ministry doesn't have a leading role in the coordination of the social sector,
5. There is no mechanism for the assessment of institutional performances,
6. The institutional budgets are developed on the basis of expenditures and not on the basis of policy objectives.

Preliminary findings regarding the productivity

1. The Ministry has a high productivity in terms of the number of policy documents, achieved on account of the quality of policy products.
2. The analysis of the main products of the Ministry reveals an average quality of policies, regulatory and legislative acts (lack of rationale based on a cost-benefit analysis, causes of interventions, alignment to the objectives, correlation with other policy instruments), good quality of the replies to citizens' petitions and requests, low quality of policy analyses (it can be performed only with the expertal support and assistance).

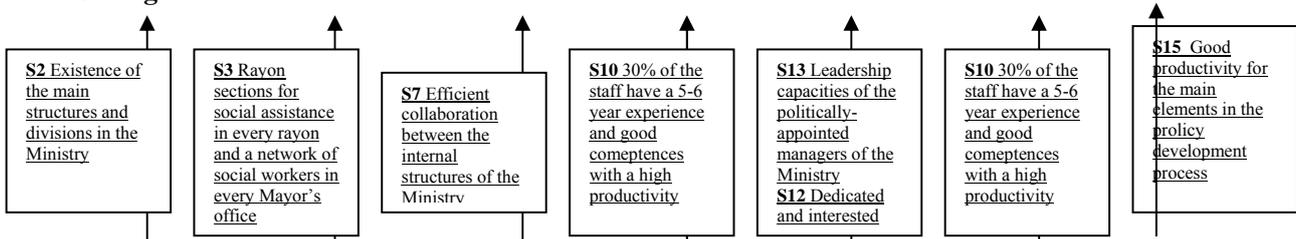
3 Conclusions

This chapter contains the main conclusions of the evaluations, made in the previous chapters. The conclusions are systematized in a SWOT analysis and fish-bone analysis of the main issues related to the institutional development of the Ministry and the overall social sector.

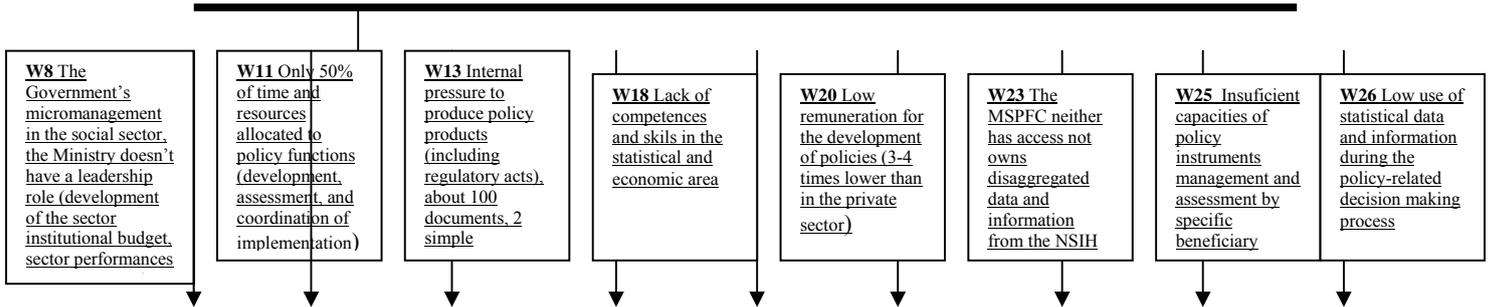
3.1 SWOT Analysis

SWOT analysis in outline, for detailed information see the SWOT table

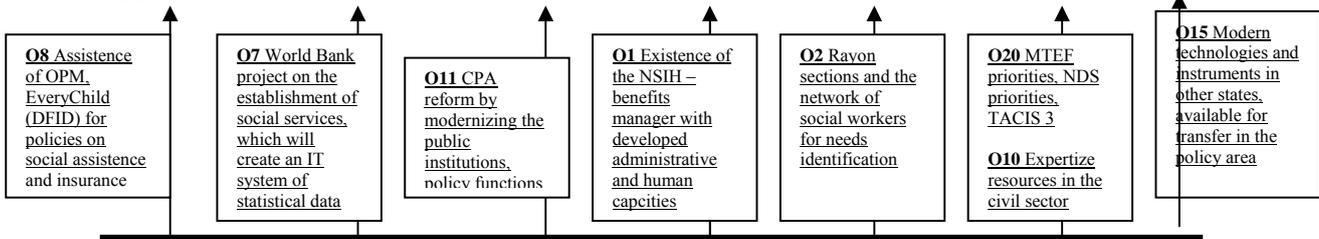
Strengths



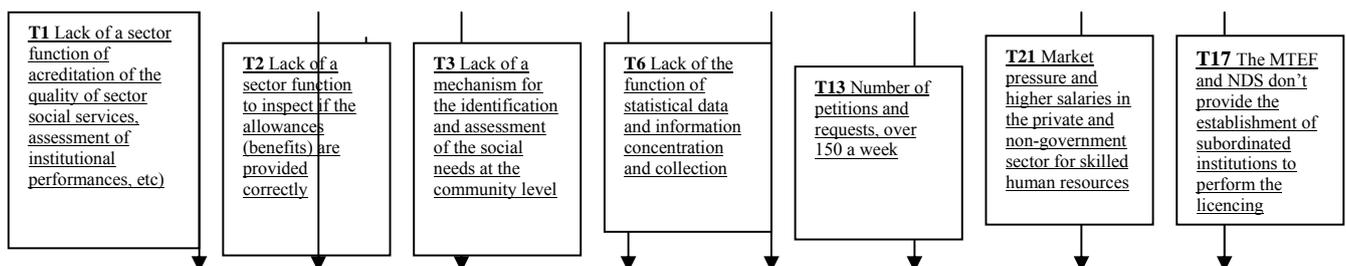
Weaknesses



Opportunities



Threats



Assessment of the resources and capacities on the basis of the findings from this study (chapter 2)¹³

	Strengths	Weaknesses
Organizational structure	<p>S1 Positive image of the Ministry and its management among donors, civil society (Memorandum of Cooperation with the civil society), other central public authorities</p> <p>S2 <u>Existence of the main structures and divisions in the Ministry</u></p> <p>S3 <u>Rayon sections for social assistance in every rayon and a network of social workers in every Mayor's office</u></p> <p>S4 Functioning of the main systems of human resources management (job descriptions, regulations, etc.)</p>	<p>W1 The policy area, relevant for the disabled people (over 180 000 people) doesn't have a policy coordination unit in the Ministry</p> <p>W2 The policy area, relevant for the aged people (over 600 000 people) doesn't have a policy coordination unit in the Ministry</p> <p>W3 The policy area, relevant for the vulnerable groups (over 200 000 people) doesn't have a policy coordination unit in the Ministry</p> <p>W5 Lack of a legal division to be involved in the development of regulatory and legislative acts</p> <p>W6 Lack of a division in the area of sector human resources policies</p> <p>W7 Lack of a ministerial organizational and institutional strategy</p> <p>W8 <u>The Government's micromanagement in the social sector, the Ministry doesn't have a leadership role (development of the sector institutional budget, sector performances, etc.)</u></p> <p>W9 Lack of a function and services in the area of international adoption and weak coordination of the local adoptions</p> <p>W10 There is no Policy Research Institution in the social area and there is a low collaboration with the academic environment.</p>
Distribution of functions, allocation of resources	<p>S5 The main resources and main allocation of resources and time for policy documents</p> <p>S6 Clear delimitation of the functions and duties of Ministry's divisions and sections;</p> <p>S7 <u>Efficient collaboration between the internal structures of the Ministry;</u></p> <p>S8 Internal IT system, communication by e-mail, PCs for each employee, internal network</p>	<p>W11 <u>Only 50% of time and resources are allocated to policy functions (development, assessment, and coordination of implementation)</u></p> <p>W12 Over 45% of the institutional resources of the Ministry are allocated for support activities, of which 90% are related to petitions</p> <p>W13 <u>Internal pressure to produce policy products (including regulatory acts), about 100 documents, 2 simple regulatory acts a week per one person (3 complex acts in 2 months)</u></p> <p>W14 Only 12 people are involved in the policy function of the Ministry (development, assessment and implementation monitoring)</p> <p>W15 Plenty of urgent indications from the hierarchically higher bodies and ministries (which sometimes fall beyond the functional competences of the Ministry and the sector priorities), which both impair the quality of the developed documents and lead to missing the deadlines.</p>

¹³ Each factor will be regarded as having: *Low* influence, *average* influence, *high* influence

Human resources, including leadership	<p>S9 Over 50% of the staff are young with a 1-2 year experience, but with a good potential and relevant skills and competences, including in the legal area</p> <p>S10 <u>30% of the staff have a 5-6 year experience and good competences with a high productivity</u></p> <p>S11 <u>Positive organizational culture, open communication and cooperant attitude, team spirit</u></p> <p>S12 <u>Dedicated and interested staff</u></p> <p>S13 <u>Leadership capacities of the politically-appointed managers of the Ministry</u></p> <p>S14 vv</p>	<p>W16 Over 50% of the staff are young with 1-2 year experience</p> <p>W17 Less than 30% of the staff have a 5-6 year experience and adequate and needed competences</p> <p>W18 <u>Lack of competences and skills in the statistical and economic area</u></p> <p>W19 The competences in the area of public and legal policies are insufficient and not representative</p> <p>W20 <u>Low remuneration for the development of policies (3-4 times lower than in the private sector)</u></p> <p>W21 Lack of employees' performances management</p> <p>W22 Insuficient knowledge of foreign languages (English, French)</p>
Quality of the decision making process and products of the Ministry	<p>S15 <u>Good productivity for the main elements in the policy development process</u></p> <p>S16 Participative practice in the policy development process by involving the civil society</p> <p>S17 <u>Cooperation of the Ministry's divisions</u></p> <p>S18 Functioning of the main planning and budgeting processes within the MTEF, NDS</p> <p>S19 Good quality of the policy document, developed by the Ministry</p> <p>S20 Existence of "non-formal" collaboration with the NSIH and its regional subdivisions</p> <p>S21 Existence of IT system and PCs for all staff</p>	<p>W23 <u>The MSPFC neither has access not owns disaggregated data and information from the NSIH about beneficiaries</u></p> <p>W24 The MSPFC doesn't have any instruments to influence the NSIH – as policy manager,</p> <p>W25 <u>Insuficient capacities of policy instruments management and assessment by specific beneficiary groups</u></p> <p>W26 <u>Low use of statistical data and information during the policy-related decision making process</u></p> <p>W27 Shortage of capacities in the area of public policies development, especially regarding the cost-benefit analysis</p> <p>W28 Lack of a consolidated IT system in the Ministry</p> <p>W29 nnn</p>

Assessment of the **external environment** of the institution (n the basis of chapter 1)¹⁴

	Opportunities – external factors of MSPFC that favor	Threats – External factors of the MSPFC that <u>disfavor</u>
The development of the institutional structure (sector institution s and functions)	<p>O1 Existence of the NSIH – benefits manager with developed administrative and human capacities</p> <p>O2 Rayon sections and the network of social workers for needs identification</p> <p>O3 The Republican Fund for the Social Support to the Population represented at the level of rayon authorities</p> <p>O4 Social Protection and Health Section in the Ministry of Finance</p> <p>O5 Government counselors on insurance and assistance</p> <p>O6 n</p>	<p>T1 Lack of a sector function of accreditation of the quality of sector social services</p> <p>T2 Lack of a sector function to inspect if the allowances (benefits) are provided correctly</p> <p>T3 Lack of a mechanism for the identification and assessment of the social needs at the community level through statistical information and data, collected at the rayon level and systematized on categories of beneficiaries and geographical location in the Ministry's divisions</p> <p>T4 Low cooperation with rayon authorities on policy-related matters</p> <p>T5 The social services are not tendered (at the rayon level)</p> <p>T6 Lack of the function of statistical data and information concentration and collection (including administrative data) in the social area, their analysis, disaggregation, forecasts for the policy needs in the sector</p> <p>T7 Low offer, which is not correlated with the needs of professional development of the social sector (social workers, social managers, etc), Universities and colleges</p> <p>T8 No gender unit in the regional social assistance bodies (rayon, municipality, Gagauzia TAU), though this unit is provided for in the legislation.</p> <p>T9 hnh</p> <p>T10 Taking over the policy functions from the policy implementing agencies (NSIH, Republican Council for Medical Vitality Expertise) with insufficient capacities in the Ministry</p> <p>T11 f</p> <p>T12 d</p>
Relations hip with the players, active in the social sector	<p>O7 World Bank project on the establishment of social services, which will create an IT system of statistical data about the needs of data systematization and collection at the rayon and ministry level, technical endowment (2010)</p> <p>O8 Assistance of OPM, EveryChild (DFID) for policies on social assistance and social insurance (2009)</p> <p>O9 UNICEF support for policies in the family and child area</p> <p>O10 UNDP support and assistance for policy monitoring and assessment</p> <p>O11 CPA reform by modernizing the public institutions, policy functions, strategic management, etc</p> <p>O12 Danish MFA, SIDA, EC in collaboration with the IOM Mission in Moldova – RNS development and implementation,</p> <p>O13 SIDA in partnership with UNIFEM promotion of gender equality in national development policies, strengthening of the national mechanism in this area by establishing specialized structures: Gender Academic Consortium, Gender Media Consortium, Expert Group, in partnership with UNFPA development of policies in the area of domestic violence</p>	

¹⁴ Each factor will be regarded as having: *Low influence, average influence, high influence*

prevention and combating.

O14 TACIS 3 (under development)

Dynamics of beneficiaryies

O15 e

O16 e

O17 f

O18 e

others

O10 Expertise resources in the civil sector

O15 Modern technologies and instruments in other states, available for transfer in the policy area

O20 MTEF priorities, NDS priorities, where the institutional development is a priority (IT system, accreditation function)

O21 z

O22 d

Functioning of the resources markets, including human resources

T13 Number of petitions and requests, over 150 a week

T14 A big number of petitions are received from the Government, MPs, with many of them falling beyond the competence of the Ministry

T15 More disabled people

T16 More vulnerable people and groups

T17 The MTEF and NDS don't provide the establishment of subordinated institutions to perform the licencing function, support for IT system strengthening

T18 d

T19 e

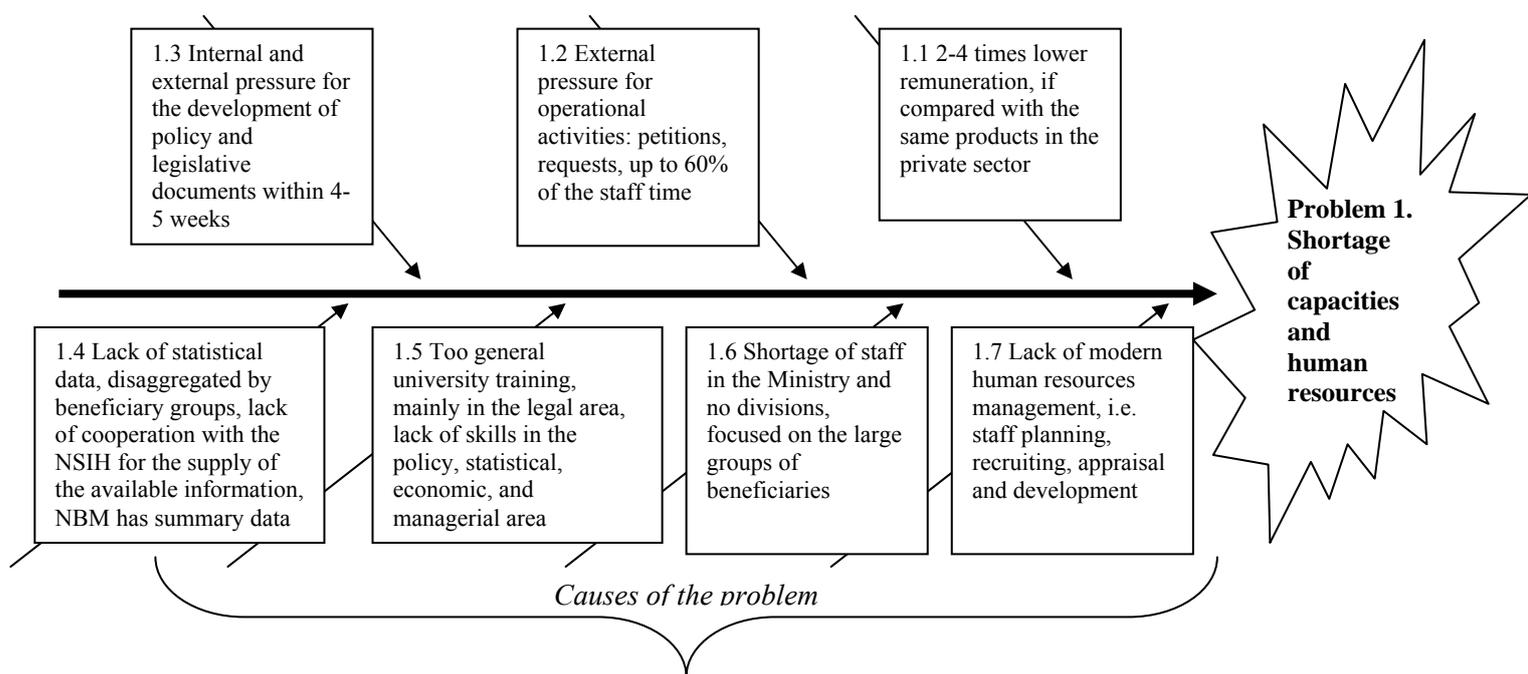
T20 s

T21 Market pressure and higher salaries in the private and non-government sector for skilled human resources

3.2 Final Conclusions

In this section we will systematize the preliminary findings from the previous chapters and will present them as a *fish-bone* analysis¹⁵. The main problems, related to the institutional development of the MSPFC and sector institutions are the following:

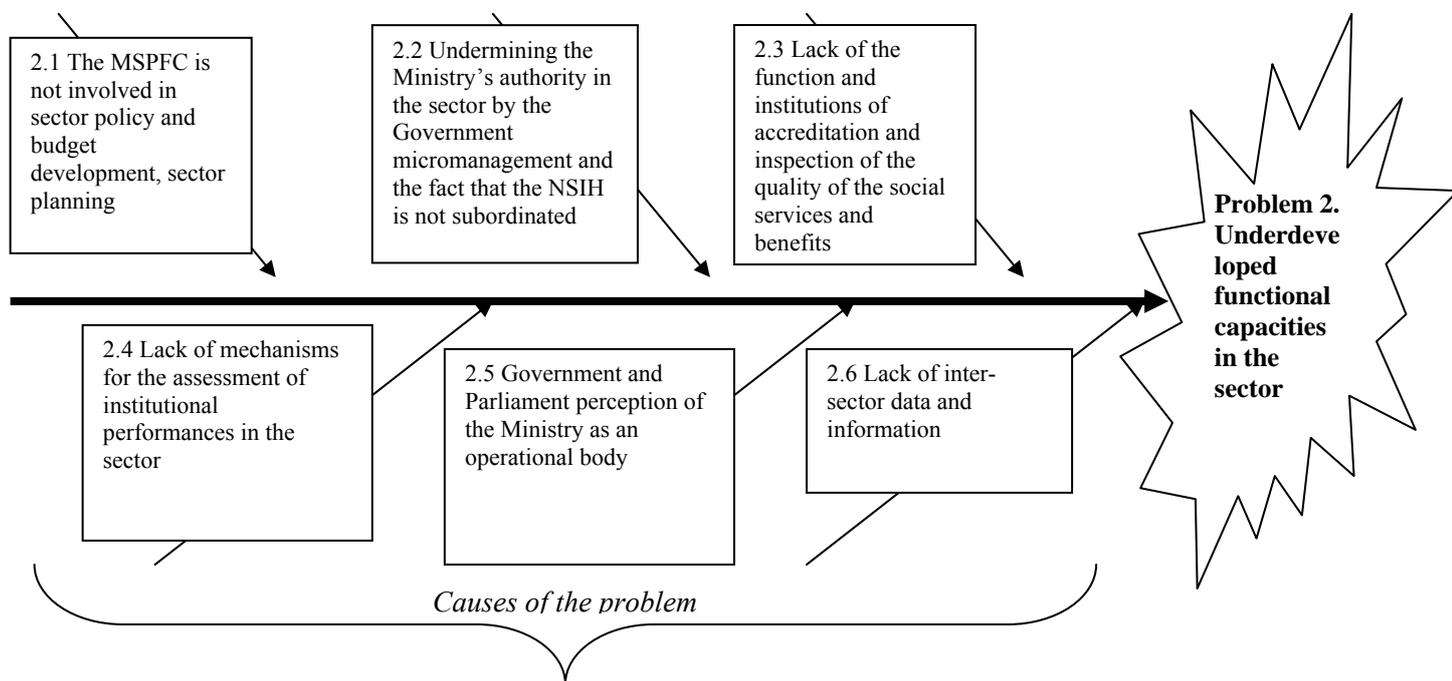
- 1) Shortage of capacities and human resources,
 - 2) Underdeveloped functional capacities in the sector,
 - 3) Insufficient quality of the policy-related decision making process.
- 1) Shortage of human resources capacities in terms of knowledge and skills and also in quantitative terms, which are not enough to perform the function of development, coordination of implementation and assessment of sector policies' impact.



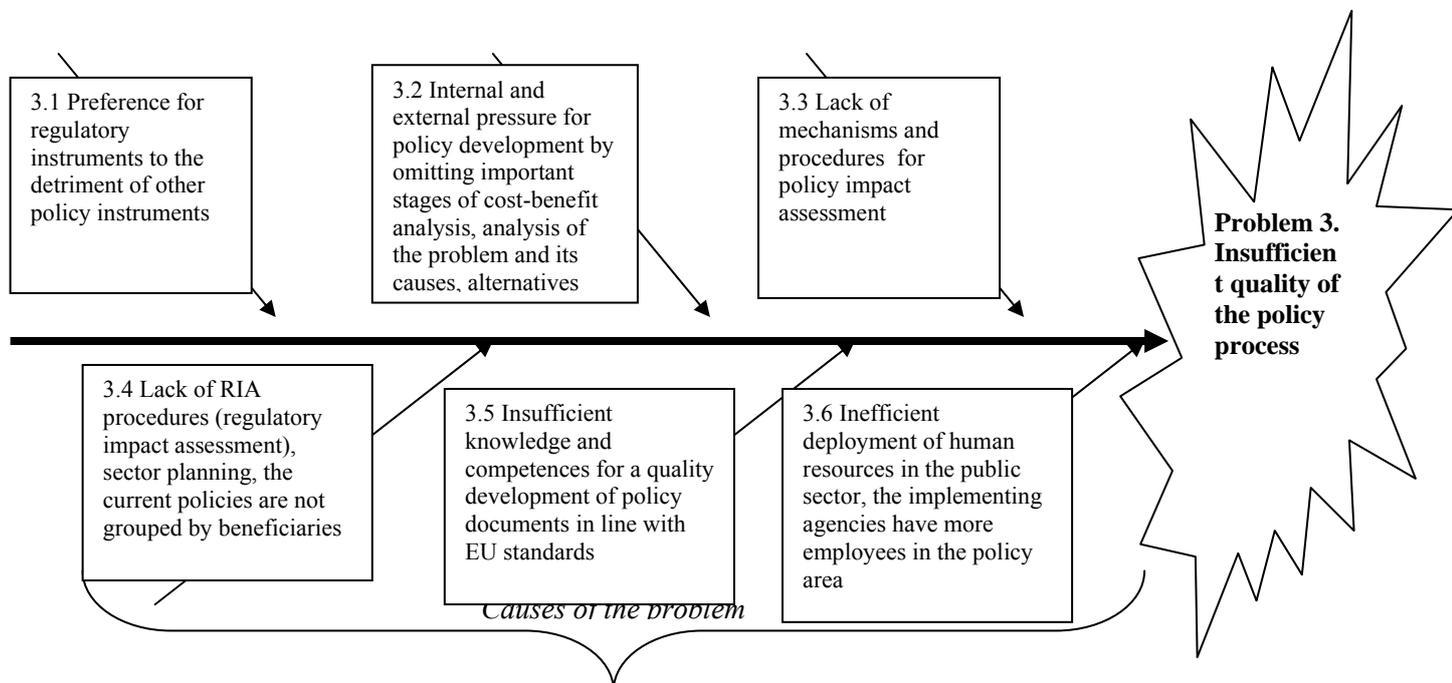
This problem is induced by several factors. Of course, if the negative effect of a certain cause is eliminated or diminished, this will improve the situation only partially.

¹⁵ The problem is stated in the top right corner, and causes of problem occurrence and persistence are presented as fish bones

2) underdeveloped functional capacities in the sector.



3) insufficient quality of the policy process



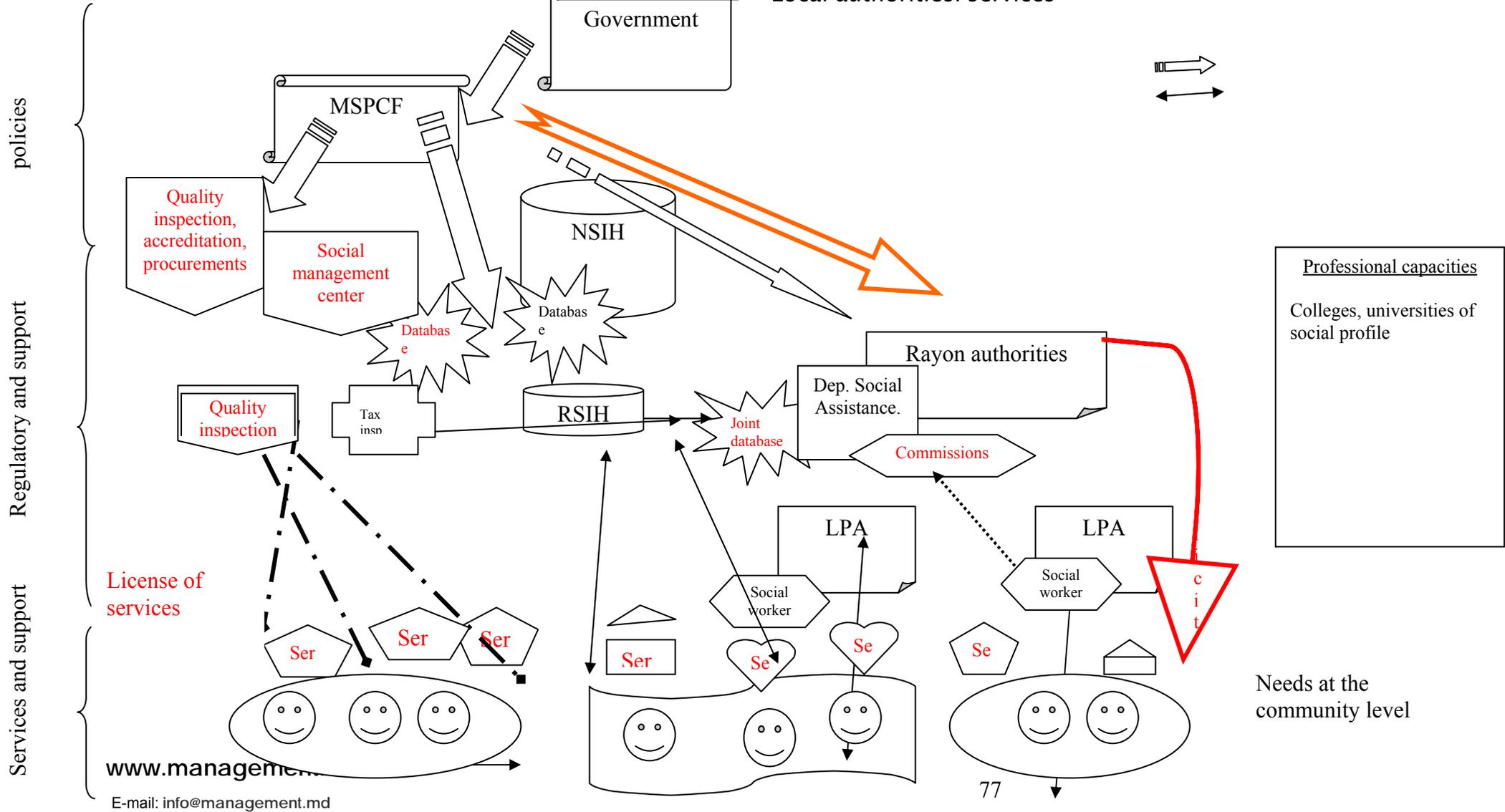
3.3 Proposals and Recommendations

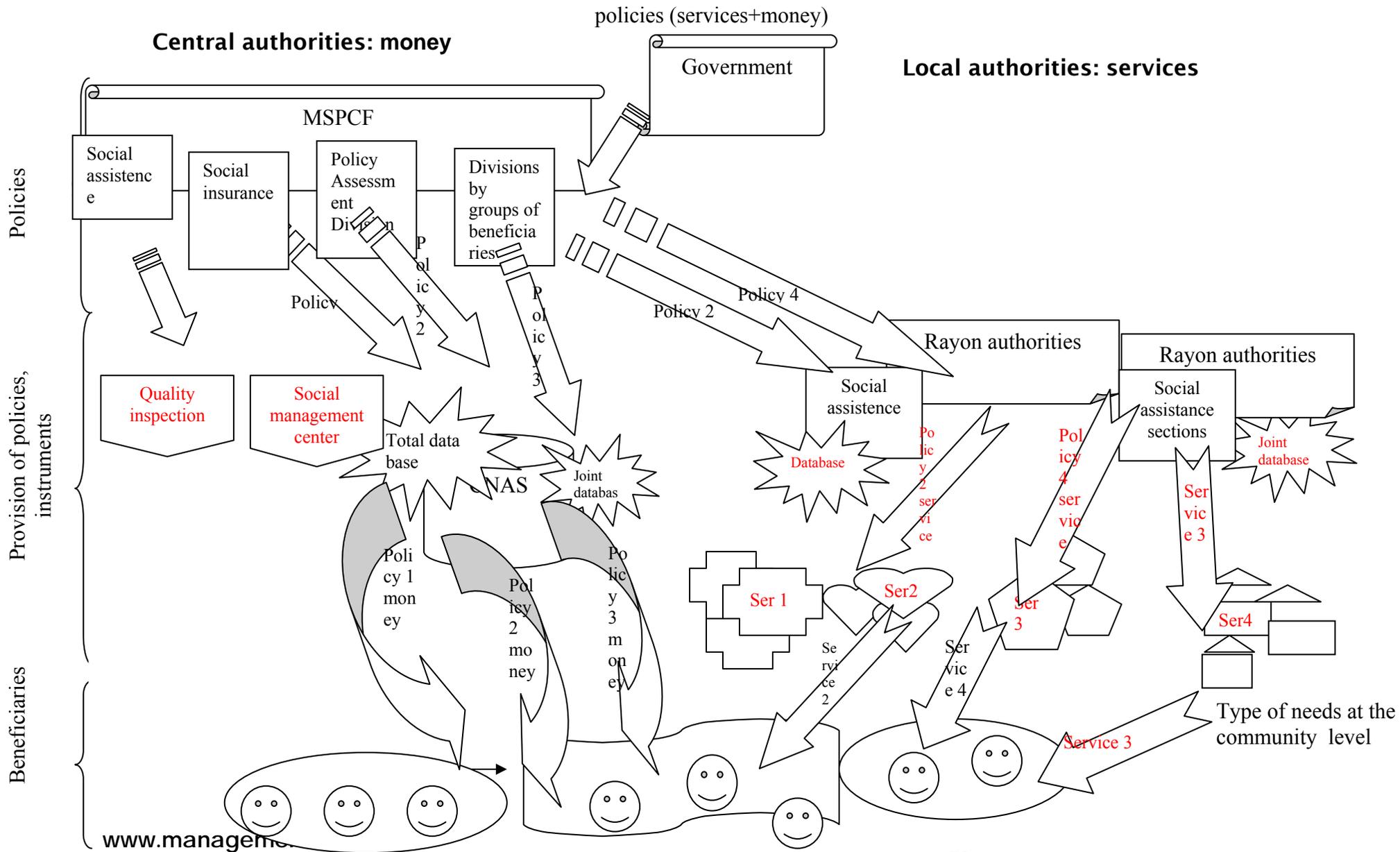
This section presents a summary of recommendations, developed on the basis of Institutional Assessment Report.

Regarding the sector institutional structure

Central authorities: money

Local authorities: services





Explanations

Establishment of the needs assessment system (planning):

- 1) social worker (LPA) + SSW (RPA) + RSIH/NSIH, consolidated at the MSPFC level
- 2) information exchange with the Tax Inspectorate,

Establishment of the needs assessment system (delivery, provision, monitoring):

- 1) screening, individual treatment and system development (commissions at the RPA level and social worker / LPA screening, advising, monitoring),
- 2) Methodology and usage capacity for different types of needs and settlement of individual cases (combination of money, services and revenue testing).
- 3) social worker + SSW RPA + Social Assistant Division (disaggregated database, based on social services provision).

Establishment of the system for the assessment of the effectiveness and quality of policies and programs:

- 1) Inspection of social services (central level),
- 2) self-assessment by the service providers (of ISO type) + RPA monitoring

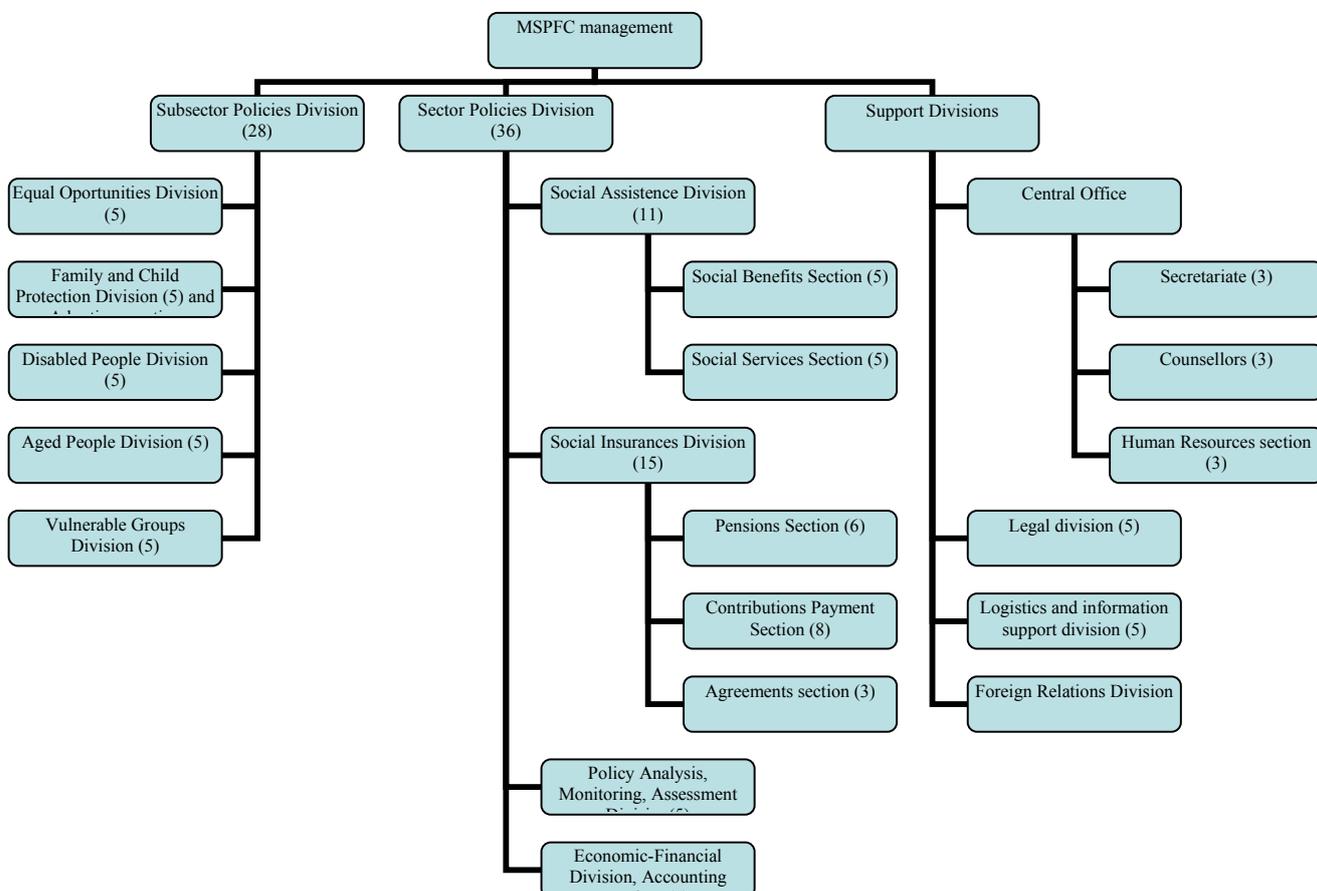
Establishment of the system for the assessment of the professional capacity enhancement in the social sector (reporting to Human Resources Division, Social Management Center/MSPFC)

- 1) Colleges and universities for social workers and assistants,
- 2) Academy of Public Administration / Professional Resource Center of Social Inspectorates, social services managers, SSW

Establishment of the system for accreditation and inspection of the social services quality

- 1) Establishment of central social inspectorates,
- 2) Development of standards for social services and ISO,
- 3) Calculation of social services models (cost structure by child or provider, technology of services, etc.)

Proposed MSPFC structure



Explanations:

The Subsector Policies Divisions are responsible for coordinating the policies for the beneficiary groups, supervise the activity of the relevant subordinated Agencies, assessed the impact of policies on the groups concerned. For example, the unit responsible for the disabled people coordinates the policies on assistance, insurance and other policies (tax, informational) and assesses their impact on the beneficiary group.

Sector Policies Divisions:

- The Social Assistance Division formulates the policies on social benefits and services, collaborates with the divisions responsible for the vulnerable groups in order to formulate the assistance policies for these beneficiary groups.
- The Social Insurance Division formulates the policies on contributions, collaborates with the divisions responsible for the vulnerable groups in order to formulate the assistance policies for these beneficiary groups.
- The Policy Analysis, Monitoring and Assessment Division provides methodological support to the aforementioned divisions in the assessment of policy impact, ensures the coherence and synergy of sector policies.

- The Economic-Financial Division makes the financial planning, calculates the economic costs, MTEF, etc., provides methodological financial support to the subordinated institutions, audit policies.

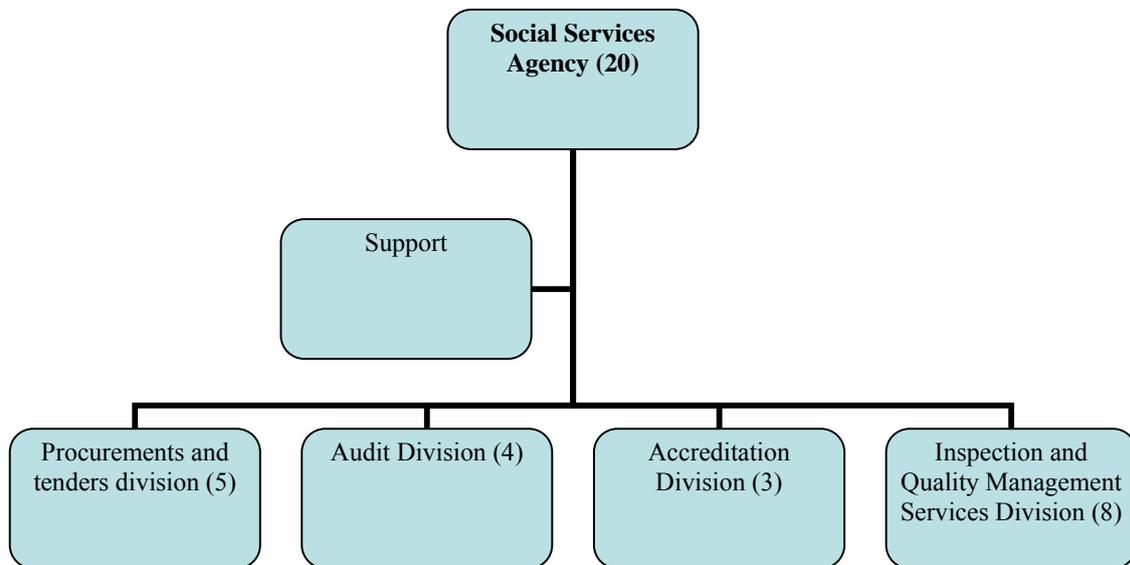
Subordinated agencies

The MSPFC needs to have 2 subordinated agencies to carry out the missing sector functions: regulatory and support.

Social Services Agency

Will be established through the transformation of the Republican Fund for Social Support to Population (13 people from the central office), see the attached report on RFSSP. Mission: social services tenders on the basis of the programs, developed by the MSPFC, accreditation of the social service providers, inspection of the quality of social services on the basis of the standards, developed by the MSPFC, financial audit and the quality of quality management systems.

The Agency's activity will be coordinated by the Social Assistance Division, Social Service Section,



The Procurements Division will take over from the MSPFC the accounting functions for social services providers and will process the payments of the providers, selected through tenders.

The Audit Division will perform the internal audit of the decentralized functions.

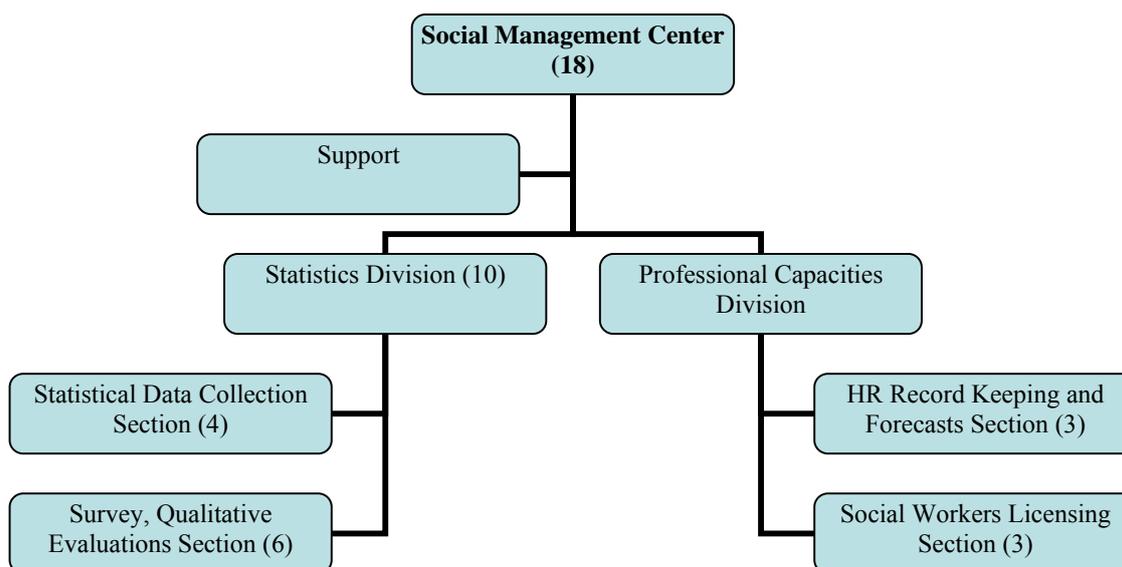
The Accreditation Division will establish subsector commissions, with the participation of representatives of professional groups, representatives of the Ministry and will issue activity licenses.

The Quality Inspection and Quality Management Division will review the complaints regarding the quality of services and will check if the quality systems are functioning.

Scientific-Practical Center of Social Management

Will be created as an institution subordinated to the MSPFC, namely to the Policy Analysis, Monitoring and Assessment Division and Human Resources Section.

Mission: collect administrative data in the social area, systematize the data and disaggregate them by beneficiary groups, make questionnaires on how the beneficiaries perceive the policies, support for the professional development of the workers in the social sector.



The Statistical Data Collection Section will gather, systematize and disaggregate all data by beneficiary groups and will provide statistical information and data for the policy process. This section will have access to the NSIH data, will systematize data from the rayon social assistance sections.

The Surveys and Qualitative Evaluations Section will assess the impact of policies and programs through direct measures.

The HR Record Keeping and Forecasts Section will forecast the offer and demand by groups of workers in the social sector, collect data about the social workers by groups and geographical deployment, keep the register of social workers.

The licensing section will issue licenses and periodically assess the social workers.

Regarding petition management

The high number of petitions depends on external factors and weaknesses of internal management of petitions.

Regarding the internal management of petitions, the following are proposed:

- develop detailed information for various groups of beneficiaries about the social benefits and rights, practical access to the social benefits; this information will be placed on the Internet and issued as booklets; these arrangements will decrease the number of requests and petitions by 30%,
- prepare information about the authorities of sector bodies, so that a part of petitions will be redirected,

- store the answers to generic petitions in electronic format on an informational platform; this could reduce the period of time by 30%.

These measures will be managed by the secretariat that will process and redirect the petitions.

Regarding the external factors, the management of petitions can be improved as follows:

- the information about the authorities of the MSPFC and other sector institutions will be provided to the central office of the Government, Parliament and other bodies that redirect the petitions,
- contact the responsible people from the aforementioned services to explain them the authorities of the MSPFC and other sector institutions.

Regarding the enhancement of sector management

- o Introduce the financial planning process in the sector institutions, where the MSPFC is the main player for the approval of institutional development plans, institutional budgets, introduce institutional performance indicators, submit the plans and budgets for approval and annual assessment of the institutions' activity. This process will be coordinated by the relevant divisions of the MSPFC and the Economic-Financial Division. The plans and budgets will be made publicly available.
- o The MSPFC will have the main role in the relationship with the sector institutions, which will be implementing the policies, developed by the MSPFC. The MSPFC representatives will be part and have a decisive role in the activity of the deliberative body of the sector institution. The MSPFC representatives will be members of the NSIH Board, where they will hold the main role.

Regarding the improvement of policy process

- o The release of the resources, currently used for support functions (petitions 40%) will allow focusing on the policy processes and functions.
- o The modified internal institutional structure will allow focusing on policies and their impact on the beneficiary groups. The statistical and informational support, ensured by the disaggregated statistical data, will allow analyzing the situation. The situational analysis will be a compulsory stage in the policy development process. There will be applied the standard RIA process and the requirements of the Regulatory Reform II for the policy documents and regulatory acts.

Regarding the human resource management

The following actions are needed:

- balance the competences by employing more economists, political analysis, jurists, statisticians and sociologists,
- create a register of people eligible for working in the Ministry.

Regarding the development of professional capacities

A Professional Development Plan will be developed for each division and employee on the basis of the findings from this report.

4. Annexes

4.1 List of projects and technical assistance

1. DFID (Oxford Policy Management, EveryChild): capacity development in the area of social benefits and assistance, financial capacity, 2007-09,
2. World Bank: Social Services Development, 2008-11,
3. UNICEF support for policies in the family and child area
4. UNDP support and assistance for policy monitoring and assessment
5. CPA reform by modernizing the public institutions, policy functions, strategic management, etc
6. Danish MFA, SIDA, EC in collaboration with the IOM Mission in Moldova – RNS development and implementation,
7. SIDA in partnership with UNIFEM promotion of gender equality in national development policies, strengthening of the national mechanism in this area by establishing specialized structures: Gender Academic Consortium, Gender Media Consortium, Expert Group, in partnership with UNFPA development of policies in the area of domestic violence prevention and combating.

4.2 List of sector institutions

Central institutions

1. The Republican Council for Medical Vitality Expertise with 22 regional offices (RCMVE)
2. The Republican Fund for Social Support of Population with 38 regional offices in the rayon social assistance sections (RFSSP)

Specialized services providers

3. The Experimental Republic Center of Prosthetics, Orthopedics, and Rehabilitation, Chisinau mun.

Residential services for aged people

4. Republican Center of Medical-Social Rehabilitation, Chisinau mun.
5. Republican center for Rehabilitation of Disabled people, Labor and War Veterans, Cocieri commune, Dubasari rayon,
6. Republican Asylum for the Disabled and Retired People, Chisinau mun.

Sanatorial rehabilitation institutions

7. The Republican Centre "Speranta" for rehabilitation of disabled people and pensionaries, Vadul lui Voda town, Chisinau mun.
8. Centre for rehabilitation of disabled people and pensionaries "Victoria" of the Republic of Moldova, Serghievka town, Ukraine

Residential services for children

9. The psychoneurological boarding school, Cocieri commune, Dubasari rayon
10. The psychoneurological boarding school, Badiceni commune, Soroca rayon
11. The psychoneurological boarding school, Brinzeni commune, Edinet rayon
12. The psychoneurological boarding school, Balti mun.

Residential services for disabled children

13. The boarding school for children with mental disorders (girls), Hincesti town
14. The boarding school for children with mental disorders (boys), Orhei town

Community-based services for children, including disabled

15. The centre "Azimut" for temporary placement of children at risk, Soroca town