



UNDP Moldova

**Institutional and Functional Analysis of the
State Chancellery and the Prime-Minister
Office of the Republic of Moldova
(Ref No. 16/01220)**

Second Draft Report

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Executive Summary

More than a year of political turbulence took its toll on Moldova's public administration. The new management team of the State Chancellery and Prime Minister's Office undertook to reverse the trend and enable the State Chancellery to perform effectively and responsibly as a Centre of Government (CoG).

Technical assistance provided by the United Nations Development Programme and UN Women finances the project implemented by Ernst & Young Baltic aimed to analyse the functional and institutional set-up and business processes of the State Chancellery (SC) and Prime-Minister's Office (PMO) and provide foundation for restructuring of the SC and PMO to perform the functions of the CoG in a collaborative, effective and sustainable manner. The Project "Institutional and Functional Analysis of the State Chancellery and the Prime-Minister Office of the Republic of Moldova" was launched at a kick-off meeting on 19th of May, 2016 in Chisinau, Moldova.

During the Data Collection stage, interviews with around eighty representatives were carried out, i.e. management and key personnel of the State Chancellery, Prime Minister's Office and ministries, as well as representatives of the development community and high-level advisors to the Prime Minister and ministers. Management survey was elaborated and launched to collect data on staffing, time consumption and results of the SC functions. Relevant planning documents and legal acts, including internal regulation were analysed to obtain an in-depth understanding of needs and capacities as well as opportunities of the public administration. However, the availability of data proved to be a challenge, resulting in limitations on analysis of capacity requirements.

Throughout the Project implementation, communication channels were constantly open with the Prime Minister's Office and the State Chancellery; the Project also benefited from two meetings with the Prime Minister personally.

The Analysis Stage produced suggestions for restructuring of the State Chancellery and transferring functions within the State Chancellery and to ministries, providing for more than a third of personnel transferred to other central public authorities. Introduction of a flat management structure, combination of structures into integrated departments, shedding unnecessary and duplicating functions, and transferring functions non-related to the CoG will result in effective and efficient SC implementing the functions of the Centre of Government, supporting PMO and ministries.

Suggested changes in the SC management structure include to consider moving the functions from the State Chancellery to ministries:

- ▶ The Bureau for Relations with Diaspora moves to the Ministry of Foreign Affairs;

- ▶ The General Directorate for Decentralisation and Local Governments moves to the Ministry of Regional Development and Construction; the ten regional offices of the State Chancellery dealing with the local governments move along with the function;
- ▶ The e-Governance Centre moves to the Ministry of Information Technologies and Communication;
- ▶ The State Controls Section moves to the Ministry of Economy;
- ▶ The Permanent Secretariat for The National Committee for Combating Trafficking in Human Beings moves to the Ministry of Foreign Affairs. The Prime Minister will continue to chair the Committee;
- ▶ The Secretariat for National Council for Consultation and Collective Bargaining moves to the Ministry of Work and Social Protection. The Prime Minister will continue to chair the Committee;
- ▶ The Permanent Secretariat for The National Committee for Children Protection moves to the Ministry of Work and Social Protection. The Prime Minister will continue to chair the Committee;
- ▶ The functions of the General Directorate for Policy Coordination, External Assistance and Central Public Administration Reform pertaining to the foreign aid coordination together with the relevant staff move to the Ministry of Finance;
- ▶ The functions of the Deputy Secretary General responsible for administrative affairs and his subordinate Directorate for Administration and Internal Management pertaining to management of the state-owned enterprises together with the relevant staff move to the Ministry of Economy.

The flat administrative structure proposed decreases the number of management layers from five to three to improve information exchange and speed up decision making by merging structures with identical or similar functions. Deputies of the Secretary General are suggested to become heads of the three Directorates General consisting of three to five Directorates. Systemic functions of IT security and Internal Audit are in permanent Directorates directly subordinated to the Secretary General. The important function of Public Relations is implemented by a permanent Directorate with dual subordination: to the Prime Minister's Office and the Secretary General. The Prime Minister's Office is functionally subordinate to the Prime Minister but administratively – to the Secretary General, likewise the Directorate for Reintegration is functionally subordinate to the Prime Minister but administratively – to the Secretary General.

Increased utilisation of information and communication technologies is suggested throughout the processes of the State Chancellery to improve speed, transparency, reliability and efficiency of operations. Fortunately, some IT systems are already functional and some are available for turnkey implementation in the State Chancellery (e.g. Documents Management IT system, eCabinet IT system).

The report also suggests an array of possible political decisions, external and internal actions that intend on improving operations of the SC as the CoG and optimising inter-institutional collaboration in policymaking and promotion of policy initiatives to the government. The Prime Minister is in charge of political decisions and choices to be made as well as adoption, implementation of any of the recommendations of this Report.

The recommendations also include an Action Plan with resource mobilisations and calendar schedule for reorganisation of the State Chancellery, as well as main issues, challenges, risks and opportunities associated with the suggested reorganisation.

1. Introduction

1.1. Project Background

In 2014, the **Association Agreement between the EU and the Republic of Moldova** was signed that provides the framework for the gradual integration of Moldova into the EU. The Republic of Moldova undertakes the obligation to implement the reforms in different sectors in order to comply with the EU regulatory framework. The contribution to the strengthening of democracy and political, economic and institutional stability in the Republic of Moldova is among the aims of the association. The cooperation shall also focus on the development of efficient and accountable public administration in the Republic of Moldova, with the aim of supporting implementation of the rule of law, ensuring that state institutions work for the benefit of the entire population of the Republic of Moldova, and promoting the smooth development of relations between the Republic of Moldova and its partners.

In 2015, the **Member States of the United Nations adopted Agenda 2030** that is focused on achieving Sustainable Development Goals (SDGs). Seventeen different SDGs relate to the socio-economic aspects, resource efficiency, gender equality and governance issues. In particular, Goal 16: "Peace and Justice Strong Institutions" aims at promoting peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. Thus, the project contributes to the Agenda 2030 implementation, both directly addressing the institutional efficiency and sustainability aspects and indirectly addressing the socioeconomic development and gender equality aspects.

The State Chancellery is the main institution responsible for supporting the work of the Government and providing the policy coordination across the sectors, therefore it is important to ensure the appropriate institutional and functional set-up and continue with the strengthening of its operational capacity. Effectiveness of the SC work is the key factor for the timely and qualitative implementation of the policy reforms.

In 2015, **OECD SIGMA carried out a review on public administration in Republic of Moldova**¹, using the methodological framework of the Principles of Public Administration². According to the conclusions, the Government of Moldova acknowledges public administration reform as a priority in central policy documents. It also concludes that legal framework for policy development and coordination, and for European Union integration is in place, but is fragmented. The report provides a list of the recommendations that is addressed to the Government of Moldova and the State Chancellery in particular.

¹ <http://www.sigmaweb.org/publications/Baseline-Measurement-Moldova-2015.pdf>

² <http://www.sigmaweb.org/publications/Principles-Public-Administration-Overview-Nov2014.pdf>

The UNDP and UN Women co-financed project via analysis of the functional and institutional set-up of the State Chancellery and Prime-Minister Office (PMO) is aiming to provide foundation for restructuring of the State Chancellery and the PMO towards situation in which these bodies perform all necessary functions in the most efficient, effective and sustainable manner, including through optimal cooperation between each other. The project also aims to set an operational action plan for the implementation of the changes.

1.2. Project Context

The context of the Project consists of three important factors:

- ▶ **Political volatility in the recent years taking its toll on the public administration.** Changes in the political leadership prevented steady development and growth of capacity in the central public administration in recent years – and the State Chancellery was the most exposed among the institutions.
- ▶ **Necessity for significant improvements in work of the State Chancellery in the opinion of the Prime Minister.** The Prime Minister personally insisted on the need to improve performance of the State Chancellery as the Centre of Government and introduction of the institutional and functional analysis of the State Chancellery and the Prime-Minister Office with the objective to identify challenges and propose actionable solutions for efficiency gains and quality improvements.
- ▶ **Uncertainty about the administrative capacity of the central public administration and the State Chancellery in particular among the development community.** The development community raised concerns of administrative capacity and sustainability of development projects and their results in recent years, which is especially important as Moldova is the second highest recipient of development financing in the world per capita.

The context needs to be read as an indication for decisive actions based on the international best practice to prevent escalation of the current negative trends.

1.3. Centre of Government

The Centre of Government (CoG) concept is laying at the heart of the set-up of the State Chancelleries as the key institutions ensuring the work of governments and inter-institutional coordination.

The centre of government is defined as the institution or group of institutions that provide direct support to the Prime Minister in leading the management of government. For the different countries, the institutions belonging to the CoG are different, including those institutions performing horizontal and cross-government functions. The institutions belonging to the CoG most commonly are State Chancelleries, Prime Minister Offices, Ministries of Finance, and Ministries of Justice.

OECD recognizes that **there is no one structure common to all (or even most) centres of government**. However, in some combination or another, the units such as political cabinet, legislative secretariat, policy coordination unit, policy planning and monitoring unit, communication unit, unit responsible for preparation of government meetings, technical support unit are usually present, although the reporting relations and overall structure vary significantly³.

It is being acknowledged that in OECD member countries and in developed Western democracies, **the CoG or 'Government Office' in particular is a crucial player in policy co-ordination and policy evaluation**. It is in fact the guarantor of a cohesive government policy in line with set of government priorities. A well-functioning government office acts as a co-ordinator of the decision-making system and as such is crucial for the government's capacity to define and pursue its collective objectives.

Ensuring the role of the focal point for inter-ministerial co-ordination is the main responsibility of the Government Office. According to SIGMA paper No. 35 "Co-ordination at the Centre of Government: The Functions and Organisation of the Government Office Comparative Analysis of OECD Countries, CEECs and Western Balkan Countries" **eight dimensions of co-ordination could be treated as the key competencies of the Government Office:**

- ▶ Co-ordination of the preparation of the sessions of the Council of Ministers, including the preparation of the agenda and the distribution of material to participants;
- ▶ Co-ordination of activities to ensure legal conformity, including conformity of legal drafts with the Constitution and with the existing body of law;
- ▶ Co-ordination of the preparation and approval of the government's strategic priorities and work programme, and of ensuring their link to the budget;
- ▶ Co-ordination of the policy content of proposals for decision by the Council of Ministers, including defining the process of policy preparation by ministries, inter-ministerial co-ordination, and the fit of proposals with each other and with the government's priorities;
- ▶ Co-ordination of the government's communications activities to ensure the coherence of the government message, and effective timing and content of ministerial messages;
- ▶ Co-ordination of the monitoring of government performance to ensure that the government collectively performs effectively and keeps its promises to the public;
- ▶ Co-ordination of relations between the government and other parts of the state (President, Parliament); and
- ▶ Co-ordination of specific horizontal strategic priorities, such as public administration reform, European integration, or inter-governmental relations in federations⁴.

³<http://www.sigmaweb.org/publications/42742582.pdf>

⁴[http://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?doclanguage=en&cote=gov/sigma\(2004\)2](http://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?doclanguage=en&cote=gov/sigma(2004)2)

The majority of Government Offices perform most of these tasks. During the last decades, the Government Offices in Central and Eastern European countries have become more and more similar in functional terms to the Government Offices in OECD countries.

1.4. Objectives and Scope of the Project

In this context, the general objective of the project “Institutional and functional analysis of the State Chancellery and the Prime-Minister Office of the Republic of Moldova” is to conduct the functional review and to provide foundation for restructuring of the State Chancellery and of the Prime-Minister Office towards situation in which these bodies perform all necessary functions in the most efficient, effective and sustainable manner, including through optimal cooperation between each other. The key focus is devoted to the aspects whether the functional and institutional set-up of the State Chancellery and PMO is adequate for fulfilling the functions of the CoG.

The institutional and functional review of the State Chancellery and the Prime-Minister Office will include two distinct components:

- ▶ Analysis of the State Chancellery’s and PMO’s functions, both policy coordination and policy elaboration and building on the SIGMA assessment of the public administration in the Republic of Moldova⁵;
- ▶ Analysis of operations and decision-making processes.

According to the Terms of Reference of the Project, the project scope covers:

- ▶ The State Chancellery;
- ▶ The Prime-Minister Office.

There can be a case, when more than one institution is involved in the implementation of the functions of the Centre of Government, splitting the list of the CoG functions between institutions involved. However, in order to achieve possible synergies and follow the Terms of Reference, the two structures are analysed in parallel within the Project.

1.5. Limitations of the Project

There are two main limitations for the Project. A very short time of two month was available for implementation of the Project. Taking into account the scope of the assignment and the size of the State Chancellery as well as importance of the role of the Centre of Government in development of the country, this amount of time is a limitation on the Project. Depth of analysis is limited by the amount of available time to perform the research. Only very few key persons were available for follow up interviews, certain information materials and data points

⁵<http://www.sigmaweb.org/publications/Baseline-Measurement-Moldova-2015.pdf>

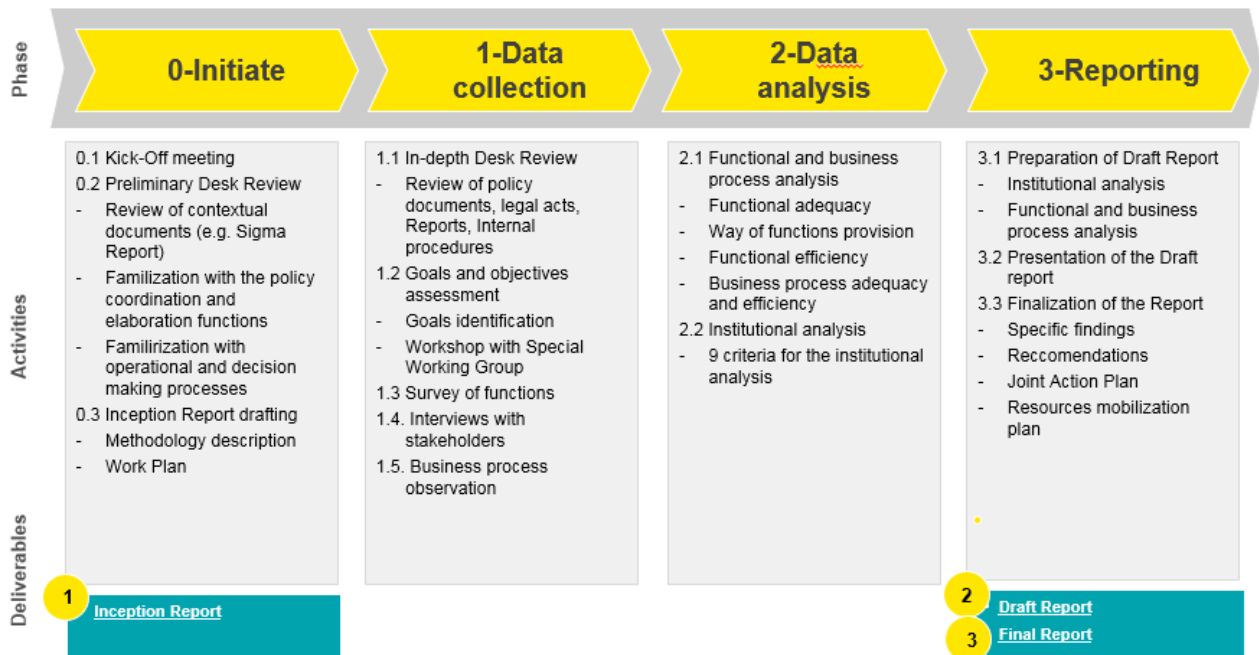
were issued at a late stage of the Project, limited time available for discussion of the proposed reforms may limit acceptance of the change.

Availability of data and information in general is another significant limitation on the Project. Not all structures of the State Chancellery filled out the questionnaire distributed on the third week of the Project. Information on the capacity requirements for individual functions in the form of full time equivalent or FTE was not available from any structure. General availability of statistical data on both input level indicators and achieved results is poor. Employment related data (particularly, remuneration) was not available for detailed analysis, and historical trends were not available. Information on use and nature of information technologies used or attempted to use at the State Chancellery was not available. These limitations result in insufficient depth the research could achieve and limit availability of technical solutions.

2. Methodology

The high-level approach to the assignment is presented in the figure below capturing the main project phases and deliverables:

Figure 1: The main project phases and deliverables



The detailed methodology has been described in the Inception Report submitted on May 25, 2016 and updated based on the comments of the UNDP and the State Chancellery.

The Draft Report includes the definition of the concept of the Centre of Government and assesses the current situation in performing those functions by the State Chancellery and PMO.

2.1. Phase 1: Data Collection

Objective

Phase 1 is aimed at collecting the data for the analysis of the State Chancellery and PMO in order to understand the current situation of their organization and operation that will feed into the functional and institutional analysis and development of recommendations.

As the cross cutting issue in data collection process the data on gender and age dimensions are collected, where available. In addition, the interviews covering the gender and age balance issues are also ensured.

Activities

During the implementation of the Phase 1 several data collection activities were performed in order to gather both the factual data and opinions of the institutions included in the project scope:

Activity 1.1 In-depth Desk Review: review and analysis of EU level and national policy documents, legal acts, internal procedures.

Activity 1.2 Goals and objectives of assessment: during the workshop with the “*Special Working Group on Functional and Institutional Analysis*” that took place on June 10, 2016 the interactive discussion regarding the goals and objectives on operation of the State Chancellery took place. The discussion was held with the stakeholders from the State Chancellery and PMO, as well as line ministries.

Activity 1.3 Survey of functions: the questionnaire on gathering the data on functions and their execution was launched on June 9, 2016. It aims for assessing the practices, issues and gaps in relation to the functions of the State Chancellery and PMO.

Activity 1.4 Interviews: altogether around 80 officials of the State Chancellery, PMO and line ministries have been interviewed in order to collect the qualitative data, practices, issues and gaps in relation to the operations of the State Chancellery and PMO, as well as their cooperation.

Activity 1.5. In-depth observation of processes: 3 processes were identified where detailed assessment was carried out:

- ▶ Cooperation between the State Chancellery and PMO;
- ▶ Organization of the legislative process, starting from the initiation of the draft legal act within the line ministry and concluding with its formal acceptance;
- ▶ Organization of the documents flow within the State Chancellery.

2.2. Phase 2: Data analysis

Objective

This phase was aimed at the detailed analysis of the functions and operations of the State Chancellery and PMO, identifying the gaps related to the scope of functions, human resources, competencies and required changes in the business processes.

Activities

Activity 2.1 Functional and business process analysis: For the functional analysis, the concept of the centre of government was employed, presuming that the functional perspective of eight dimensions of the coordination are the key requirements to be fulfilled. For the methodological approach the SIGMA paper No. 35 “Co-ordination at the Centre of

Government: The Functions and Organisation of the Government Office Comparative Analysis of OECD Countries, CEECs and Western Balkan Countries” was used as the concept providing the overview of the functions of the CoG. In addition, in order to assess the completeness of the functions for complying with the Centre of Government model, the approaches from other EU Member States were analysed (e.g. the State Chancellery of Latvia, having strong powers in policy coordination).

Activity 2.2: Institutional Analysis: The Inception Report proposed to utilise CAF methodology for capacity and performance assessment of the State Chancellery. CAF stands for Common Assessment Framework, where the word common stresses that it is a result of pan-European cooperation on the level of ministers responsible for public administration. The CAF is a total quality management tool especially designed for public-sector organisations, taking into account their characteristics. However, CAF is very advanced methodology requiring abundant and particular information input, which only mature organisations collect. Availability of data proved to be issues throughout the Project. Therefore, a simplified approach of good practice benchmarking was used instead.

2.3. Phase 3: Reporting

Objective

The objective of this phase was the finalization of the institutional and functional analysis, based on the results of the data collection and data analysis phases and taking into account the inputs from stakeholders.

Activities

Activity 3.1 Draft Report: A Draft Report was prepared based on the approved outline reflecting the requirements for institutional and functional analysis and submitted to UNDP on June 27, 2016.

Activity 3.2 Presentation of the Draft Report: The discussion on the Draft Report was hold on July 6, 2016 with participation of the Senior Adviser to the Prime Minister, EU High Level Adviser to the Prime Minister, Secretary General and his three Deputies, Acting Head of General Directorate for Policy Coordination, as well as experts of Ernst & Young Baltic.

Activity 3.3 Finalization of the Report: The Final Report with specific findings, recommendations, joint action plan and resource mobilization plan is developed and presented to the Prime Minister and other project stakeholders on July 15, 2016.

3. Current Situation

3.1. Review of the Role of the Institutions

3.1.1. Mandate of the State Chancellery

The Mandate of the State Chancellery is defined by the several primary legal acts - Law No. 64/1990 "On Government" and Law No. 98/2012 "On Central Public Administration". **The Law "On Government"** defines the key responsibilities of the State Chancellery. Those relate to ensuring the organization of the work of the Government, provision of methodological and organizational support for planning, development and implementation of public policies, monitoring over the policy implementation, and others.

Law "On Central Public Administration" (No. 98/2012) claims that the State Chancellery ensures the organization of work of the Government and is headed by the Secretary General of the Government holding the status of Minister and reporting directly to the Prime Minister. The Law No.98/2012 establishes the general functions of the State Chancellery. Among others, those are provision of organizational support for the Government's activity, ensuring the strategic planning according to the Government's work programme, coordination of the public policy elaboration process, monitoring of the execution of the laws and regulations, coordination of foreign aid.

The mandate, tasks and the functions of the State Chancellery are detailed in the secondary legislation. According to the Article 1 of the Government Decision "**Regulation on Organization and Functioning, Structure and Personnel of the State Chancellery**" (No. 657/2009), *"State Chancellery is the public authority that organizes the activity of the Government to achieve by it to domestic and foreign policy of the state, creating the framework for defining the priorities of the Government, the methodological and organizational system planning, development and implementation of policies public by government authorities, monitoring the implementation of the government program, the presentation of analytical and informational preparation of draft decisions of the Government, including the realization of the right of legislative initiative, and the verification of their execution, and the pursuit of the Government's prerogatives pertaining to its relations with local government authorities"*.

Based on the "**Strategic Development Programme for the State Chancellery for the Period 2016-2018**" the vision of the State Chancellery is to develop policies and government strategies according to standards and best national and international practices and to develop a flexible and transparent management that contributes to the stability and efficiency of all public authorities and institutions. The values of the institution are:

with reference to the internal environment:

- ▶ Legality,
- ▶ Integrity,
- ▶ Responsibility,
- ▶ Professionalism,
- ▶ Cooperation,
- ▶ Initiative,

with reference to its external activities:

- ▶ Impartiality,
- ▶ Objectivity,
- ▶ Credibility,
- ▶ Cooperation,
- ▶ Transparency,
- ▶ Openness.

The mission of the State Chancellery perfectly complies with the idea of the Centre of Government as defined in the political science literature and best practice of other European countries: the SC organises government work, methodologically guides other public authorities, enables promotion of legal acts and planning documents as well as monitors their implementation. Relationships with the local authorities are outlined in the Regulation No. 657/2009, which represents national specific situation – and is in no way problematic per se.

The problematic issue might be the fact that over time the State Chancellery has accumulated many functions that may be considered non-essential from the vantage point of the centre of government. At the moment close to half of the personnel (taking into account also 10 regional offices) on the SC's staff roster are employed in additional functions that while politically, economically and / or socially important do not further capacity of the State Chancellery to fulfil its functions as the centre of the government and legal and analytical support to the Prime Minister's and government's agenda. Excessive employment can also raise concerns about abuse of information or power, in the view of the two points downgrade Moldova received in the latest Corruption Perception Index 2015⁶.

The functions unrelated to the centre of government while essential for functioning of the country and representing important policy areas should not necessarily uncritically be kept within the State Chancellery and have to be examined for their synergies and tight connection to the core functions of the SC.

It could be acknowledged that placement of the non-essential functions with weak synergies to the essential function does not only occupy administrative resources in terms of staff positions, office space and equipment, but also occupies mental space in the form of attention devoted by the management of the State Chancellery, precluding full concentration on the essential functions of the government centre.

3.1.2. Mandate of Prime Minister's Office

The mandate and structure of the PMO is determined by legal provisions of the Law **"On the Status of Officials Holding Responsible State Positions"** (No. 199/2010) and Law **"On the Status of Personnel of the Cabinets of the Officials Holding Responsible State Positions"** (No.

⁶ http://www.transparency.org/news/pressrelease/corruption_index_reflects_moldovas_disappointing_response_to_corruption

80/2010). According to the provisions, the Prime-Minister is among the officials who could have the Cabinet.

According to the Article 1 of the **“Regulation on Organization and Functioning of the Cabinet of Ministers”** (No. 657/2009) Annex no. 2 prime *“Prime Minister's Office (Cabinet) has the mission to provide organizational and informational assistance to the activity of the Prime Minister to exercise by him of his duties provided by law”*. According to Annex 2 of the Government Decision no 657/2009, the PMO is a structure of the State Chancellery.

PMO duties involve responsibilities deriving from the collective responsibilities of the Government and of the Prime Minister individually, with the aim of providing organizational and informational assistance to the Prime Minister in order to enable him to execute his legal powers. The PMO provides informational support to the Prime Minister regarding the agenda of the Government, domestic and international affairs, as well as progress of implementation of the strategic priorities of the Government. The PMO monitors activities of the public authorities with the objective of ensuring consistency with the Government priorities. The PMO and its counsellors are entitled to request information from line ministries and other public authorities to perform their functions of monitoring, analysis and policy elaboration upon a direct order of the Prime Minister. The PMO relies on support of the State Chancellery in executing its functions.

PMO is an integral part of Centre of Government, as it is at the heart of definition of the government priorities, policy formulation, strategic monitoring, and communication of Prime Minister's plans and results.

In addition to overseeing the operations of the State Chancellery and the PMO the decision *“On the Duties of Prime Minister and Deputy Prime Ministers”* (no. 605 from 16.08.2013.) defines two additional institutions that are supervised by the Prime Minister: Material Reserves Agency and Civil Aviation Authority. That involves the obligation for the PMO supervision over these institutions. However, these institutions are outside the scope of the analysis of this project.

3.2. The Legislative Framework

The State Chancellery

The legal framework for the operation of the State Chancellery is comprised of the several external and internal and legal acts. They are Law No. 64/1990 *“On Government”* and Law No. 98/2012 *“On Central Public Administration”*, Government Decision *“Regulation on Organization and Functioning of the Cabinet of Ministers”* (No. 657/2009), as well as regulations on the individual structures of the State Chancellery.

The legal framework defining the competency of the State Chancellery is rather fragmented. Several same hierarchy legal acts contain the provisions on functions and responsibilities to be performed by the State Chancellery.

The Law “On Government” (No. 64/1990), art. 31 defines the key responsibilities of the State Chancellery. Those are:

- ▶ Ensuring the organization of the work of the Government,
- ▶ Establishment of common provisions to define the priorities of the Government,
- ▶ Provision of methodological and organizational support for planning, development and implementation of public policies at the level of ministries and other central administrative authorities,
- ▶ Monitoring the implementation of programs,
- ▶ Provision of analytical and information materials,
- ▶ Elaboration of draft decisions, ordinances and regulations,
- ▶ Provision of control over the execution of decisions, ordinances and regulations.

Law “On Central Public Administration” (No. 98/2012), art.16 designates the general functions of the State Chancellery:

- ▶ Provides organizational support for the Government's activity, in particular through the organization of meetings of the Government, providing the materials for the meetings in accordance with the legislation, and conducts clerical work of the Government;
- ▶ Provides a process carried out by the Government of the strategic planning in accordance with the government work program priorities and national development strategies;
- ▶ Coordinates planning of public policies and development of policy documents, verifies policy documents compliance with the rules, monitors their implementation;
- ▶ Develops, coordinates and monitors the policies implemented in the framework of the reform of central and local public administration;
- ▶ Coordinates the management of civil service and human resources, as well as provides accounting of public staff positions and civil servants at the national level;
- ▶ Coordinates and ensures the process of planning, monitoring, management and evaluation of external assistance provided by international organizations and donor countries, including the implementation of the projects of primary interest for the country;
- ▶ Coordinates and monitors the execution of laws and regulations, and orders of the Government and decrees of the Prime Minister;
- ▶ Informs the society about the activities of the Government;

- ▶ Perform other functions prescribed by laws and regulations, as well as solve the tasks entrusted to it by the Government and the Prime Minister.

The secondary legislation claims to further explain the competency of the State Chancellery. Government decision “**Regulation on the Organization and Functioning of the State Chancellery**” (No. 657/2009) defines the status and powers of the institution, sets the structure and functions of the State Chancellery. According to the Regulation, the State Chancellery is a public authority that organizes the activity of the Government. It has 25 tasks that are addressed through 21 function.

Thus, assessing the internal compliance within the hierarchy of the legal framework defining the competencies of the State Chancellery, several conclusions could be made. The table of functions of the State Chancellery deriving from the external legal framework is annexed to the Report.

- ▶ **CoG dimension: Co-ordination of preparation of the government sessions.** The function is addressed at the level of primary legal acts, however the Regulation No.657/2009 as the function does not specifically outline SC’s responsibility for preparation and organization of the Government meetings.
- ▶ **CoG dimension: Co-ordination of legal conformity.** The function is partially addressed by the primary legislation. The legal conformity is treated as a sub-process related to the support of the Government meetings, therefore the nature overall legal coordination could be more highlighted. Regulation No.657/2009 is not consequent in addressing the legal conformity related functions, i.e. verification of the compliance of normative acts of the Government with the Constitution of the Republic of Moldova, the current national legislation and international treaties to which Moldova is a party stays at the level of powers of the State Chancellery and lacks its presence among the functions.
- ▶ **CoG dimension: Co-ordination of the preparation of the government programme and priorities, and their link to the budget.** The function is covered both in primary and secondary legislation, however the relation of the policies and budget link at the normative level could be strengthened as integral part of the policy coordination process.
- ▶ **CoG dimension: Co-ordination of the policy content of proposals for the CoM.** The function is addressed by the Laws and Regulations governing the operation of the State Chancellery.
- ▶ **CoG dimension: Co-ordination of communications.** This function is only covered by the Law, neither of the Regulations stipulate responsibility in the area. The communication function of CoG should be introduced in the secondary legislation, both in relation to the communication with society and methodological management of the Government communication.

- ▶ **CoG dimension: Co-ordination of the monitoring of government performance.** The function is integrated in primary and secondary legislation.
- ▶ **CoG dimension: Co-ordination of relations with other parts of the State (President, Parliament).** Neither the Law, nor that Regulation No. 657/2009 do not foresee the function that State Chancellery could assist the PM in collaboration with other arms of the state. According to Regulation No. 657/2009 some powers of the State Chancellery addresses the cooperation aspects with other public authorities. The non-consistency with the functions needs to be addressed at the normative level.
- ▶ **CoG dimension: Co-ordination of specific horizontal strategic priorities.** Horizontal priorities are numerous, and not all of those are homogeneously prescribed in the three horizontal acts analysed. One of the horizontal priorities is effort to modernise the public administration. All the three acts conform on this priority. The legislation is also properly addressing the horizontal priority for foreign aid coordination. Re-integration is another top horizontal priority. It is pursued by the Vice Prime Minister. Re-integration Bureau within the SC provides administrative assistance, but the function is not mentioned in the Law No.98/2012.

Only the Regulation No.657/2009 mentions the following horizontal functions: EU integration, Diaspora relations; Decentralisation of public functions and legal conformity of decisions by local governments; Monitoring of state controls; Management of the state owned enterprises; Electronic governance. Relations of these functions to the Centre of Government and justification for their future location are to be researched.

Apart for the Government Decision no. 657/2009 approving the Regulation on organization and functioning, structure and limits of the State Chancellery, many other important decisions govern the work of the SC:

- 11/03/2009 Government Decision on the implementation of Law no.158-XVI of 4 July 2008 on the public function and status of civil servant;
- 09/07/2008 Government Decision on the establishment of the Interministerial Committee for Strategic Planning;
- 04/02/2008 Government Decision on the approval of members of the Commission Regulation Parity and administrative decentralization;
- 11/01/2007 Government decision on the rules of development and unified requirements for policy documents;
- 23/09/2011 Government Decision nr.710 of 20.09.2011 "On the approval of the strategic technological modernization of governance (e-Transformation)";
- 19/01/2010 Government decision on creation of National Council for Participation;
- 19/01/2010 Government decision on the Regulation on the institutional framework and mechanism for coordinating external assistance given to Moldova by international organizations and donor countries;

- 12/10/2015 Government Decision no.716 on National Council for PA Reform.

The functions of the State Chancellery defined in external legal acts are transferred to the Regulations on organization and functioning of the individual structures of the State Chancellery. Each independent structure of the State Chancellery has its Regulations governing its mission, core functions, duties, general rights and the organization and operation.

In respect to the institutional set-up, the State Chancellery is headed by the Secretary General of the Government, who is assisted by four Deputy Secretaries General who are appointed and dismissed by the Government, based on the Prime Minister's proposal. The personal trust is set as the precondition for the nominating the Secretary General of the Government and his deputies. Thus, those positions does not belong to the civil service.

Altogether the State Chancellery has 19 structural units, i.e. general directorates, departments, divisions, sections, services, as well as bureaus and offices with the status of general directorates and secretariats with service or department status. Heads of departments, divisions and other structural subdivisions of the State Chancellery are appointed and dismissed by the Secretary General of the Government.

The Prime Minister's Office

Prime Minister's Office operates in accordance with Law No. 80 of 7 May 2010 **On the Status of Personnel in the Cabinet of Political Appointee and Regulation on organization and functioning of the Cabinet of the Prime Minister**. Prime Minister's Office is a structure of the State Chancellery whose mission is to provide organizational and informational assistance to the activity of the Prime Minister to exercise by him of his duties.

Activity of the PMO is led by Head of the Cabinet, which is responsible for ensuring the organization of the work of the Prime Minister, including relations with the heads of specialized central public administration authorities.

The PMO informs the Prime Minister about the current activities of the Government related to internal and external affairs, as well as about new trends in the implementation of the strategic priorities set out in the program and the Action Plan of the Government. In addition, the Prime Minister's Office ensures the consistency and effectiveness of the various activities of governmental authorities with the Prime Minister.

The councillors who are main advisors to the Prime Minister are entitled to request from ministries and other structures the information required to perform functional tasks, and to monitor achievement indications and orders of the Prime Minister with the consent or direct indication thereof. In its operation the PMO cooperates with structures of the State Chancellery.

All these and many other legal acts prescribe the specific manner of the State Chancellery's operations both assisting it to find its core functions as well as blurring the lines and bloating the SC's brief with non-essential functions that may as effectively be carried out under the auspices of other central public authorities. Without prejudice to the independent policy-making of the Republic of Moldova, this report attempts to consider and advise on the functions to be held and strengthened within the State Chancellery and the ones that are best relocated elsewhere. This is done both for the sake of concentrating the SC's effort on performing as the centre of government – and to improve efficiency and effectiveness of the functions not directly related to the centre of government.

3.3. Analysis of the Internal Environment

The structure of the State Chancellery has five levels of hierarchy, four Deputies of the Secretary General of the Government with four different types of structures and not immediately obvious division of functions. Most structures responsible for the main functions of the Centre of Government are managed by one of the Deputies of the Secretary General of the Government and internal collaboration does not strongly proliferate across the borders of structures and across competencies of Deputies of the Secretary General.

The collaboration of the State Chancellery with the Prime Minister's Office also represents a challenge even though literally the first power of the State Chancellery in the Regulation no 657/2009 is 7.a) *“provides organizational and informational assistance to the activity of the Prime Minister [...] and enables them to exercise their functional tasks.”*. Frequent changes of the government⁷ and hierarchy⁸ may have influenced the institution's mentality in that regard, however the attitude must get back to normal soon enough.

The overall number of staff positions in the State Chancellery is 239 (and 339 including the staff in 10 territorial offices), which corresponds or exceeds the number of positions in State Chancelleries in other countries. Filling some of those positions has proven to be a challenge. – at least 4 positions are vacant for more than half a year. Age structure of the SC's personnel is diverse across the structures: young and with less experience and very experienced close and exceeding the retirement age, that might face institutional capacity risks related to the lack of generational transition.

Gender structure in the hierarchy of the SC is traditional to most early Transitional Economies: while women dominate expert level and are overrepresented at the middle management level, the top executive positions are almost exclusively male [only three females are found among the eight top jobs: heads of General Directorates, Deputies of the Secretary General and the Secretary General himself].

⁷ Four governments have come and gone in 2015.

⁸ Between spring of 2015 and spring 2016 three Secretaries General have run the State Chancellery of Moldova.

The budget of the State Chancellery consists of the so-called base budget, which is a stable part across the years and the development part that is negotiated annually. Traditionally the changing part of the budget of the SC is limited, as the Prime Minister leads by example in the tight budget negotiations.

By design, the salaries in the SC are set above those in the line ministries with intention of attracting the best experts. However, it should be noted that the salary levels at the State Chancellery are significantly lower than in the private sector and experts involved on the project basis financed by international donors, for instance, EU and World Bank.

However, it is important to take notice that the budget numbers fail to provide a complete picture of the administrative resources the State Chancellery and line ministries have, since many of those to some extent have access to other sources of monetary motivation, mostly in the form of positions on councils and even management boards of state owned enterprises. This helps explain reluctance of experienced personnel of line ministries to move up the policy ladder to the State Chancellery.

Among other reasons to reconsider working in the SC were frequent political and management changes posing career risks to professional staff, and amount of documentation processed by the State Chancellery.

The State Chancellery has well defined internal procedures in the form of regulations of the structures and process descriptions developed in the recent years with assistance of the Service of Internal Audit. However, inter-structure collaboration is not very frequent and not described in nearly as much detail. Many representatives of the SC's management expressed the opinion that excessive prescription would be counterproductive, yet admitted that motivation for cooperation between different structures could be improved.

The structures of the SC have annual action plans underlining their work and serving as milestones for twice-annual assessment of the structures' performance as well as annual individual performance reviews.

The structures have also come up with risk management tables within an exercise promoted by the Service of Internal Audit. Good practice examples can be also identified among risk management documents.

3.4. Management

Management team of the State Chancellery consists of five positions: Secretary General of the Government and his four Deputies. One of the Deputy positions is vacant for long term. The division of responsibilities between the three remaining Deputies generally follows the logical structure of the State Chancellery functions:

- ▶ The preparation of government meetings;
- ▶ Administrative operations of the SC;
- ▶ Decentralisation and work with local governments.

The management team has diverse experiences: some members of the team are career administrators; some are former politicians; some came from the private sector with no previous experience working for public sector.

3.4.1. Changes of Management

Frequent changes of government often accompanied by significant changes in top management and other levels of personnel of the State Chancellery and low salary level in comparison with private sector do not motivate experienced candidates to apply for vacancies in the State Chancellery and numerous long-term vacancies remain unfilled.

Another negative outcome of political and managerial volatility is lack of a concise career planning in the SC. The State Chancellery sees a very significant rotation in young staff with low to none experience in the public sector, spending on average less than a year working for the State Chancellery. As a result, remaining staff do not only have to substitute for missing colleagues, but also spend their time training new ones – which both divert resources from doing the actual work.

3.4.2. Strategy of the State Chancellery

The Strategic Development Programme for the period 2016-2018 of the State Chancellery was approved by the previous Secretary General by order no. 705-A of 31.12.2015. It attempts to define the directions for development of the SC, but instead quotes the government regulation No.657/2009 in its Mission, Vision and Objectives. Therefore, instead of following one of its stated values, openness, it locks into its defining Regulation.

3.5. Human Resources

Executive power of Moldova consists of the Prime Minister, the Vice-Prime Minister and 16 ministers (several of whom also combine the position of Vice-Prime Minister and minister) and with their vice-ministers; the State Chancellery, 16 ministries and an array of agencies. Regional and local authorities are represented by 989 municipalities, 32 districts and 2 cities, whose work is administratively controlled by 10 regional offices of the State Chancellery.

The Civil Service Law of Moldova of 2008 (No.158/2008) regulates the civil service covering national and regional level. It applies to ministries and administrative bodies reporting directly to the President; the Prime Minister's Office; ministries; administrations of Parliament, the President and the Prime Minister; other administrative bodies at the level of central administration; and independent constitutional bodies reporting directly to the Parliament and to the local government officials. However, different parts of legislation apply to the different groups:

- ▶ Group A) officials holding public dignity offices (political appointees), listed in the Annex to Law 199/2010;
- ▶ Group B) personnel (discretionary appointments) in the cabinets of public dignity offices (under Law 80/2010);
- ▶ Group C) civil servants (under Law 158/2008, which also distinguishes between senior civil servants and civil servants).

According to the Civil Service Law (art. 11), the Government is responsible for the civil service through the State Chancellery. Before the recent changes, the Head of the State Chancellery held the position of Minister of State. At present, no individual minister is responsible for the civil service. The Head of the State Chancellery (Secretary General of the Government) and the Prime Minister share this responsibility - according to the Government Decision No. 605/2013 the Prime Minister manages the human resources policy for the civil service, while State Chancellery executes the function. This change has not diminished the role of the State Chancellery with regard to the civil service.

Majority of personnel covered by the scope of the Project belong to the Group C, and therefore rather uniform approach is applicable. Some exceptions relate to the top management of the State Chancellery (the Secretary General of the Government and his deputies are political appointees and belong to group A) and to technical personal.

3.5.1. Staff Positions and Occupancy

According to the information provided by the State Chancellery, there are 239 staff positions in total in the structures of the State Chancellery as of 20 June, 2016. Out of those, 224 staff positions (93.7%) are occupied and 15 positions (6.3%) are vacant. The figures does not contain the temporary vacancies that are filled by the temporary hired employees.

The share of vacant positions for the State Chancellery (including the territorial offices) have gradually decreased from 22% in 2011 till the level below 10% in 2015. That could be considered as higher ability to fill the vacancies, however does not provide the implicit evidence of the capacity of the institution.

3.5.2. Hiring of Staff

Altogether 94 new employees have been hired during 2015 that is increase by 54% in comparison with 2014, the total number of staff positions staying at the same level. That could be explained by the frequent change of the PMO staff when changing the government. The average figure for the newly hired employees in the State Chancellery (including territorial offices) during the last 5 years estimates at 74 persons annually that allows to arrive at 22% of the average staff turnover during the period (average proportion between the newly hired staff and total number of staff positions). That could be considered as rather high for the State Chancellery where the continuity of know how and sustainability of the knowledgeable and experienced staff is of crucial importance.

The biggest proportion (34%) of the newly hired staff in 2015 have been hired by other means, i.e. without the means of open competition, via promotion or transfer from other institution, that certainly suggests about the non-transparency of the selection process in State Chancellery. In 2015 21% of the vacancies have been filled in a result of the open competition, 33% - via promotion and 12% - via transfer. In the last 5 years, the proportion of the staff hired in other way (not competition, transfer and promotion) varies between 19% and 66% out of all new hires.

3.5.3. Releasing of Staff

Altogether 50 employees left State Chancellery in 2015. The total number of staff leaving the State Chancellery has increased in comparison with the previous years. The most common reason for the leaving the institution is their own decision (40%), based on article 65 of Law 158/2008.

3.5.4. Gender

Altogether 84 (37.5%) male and 140 (62.5%) female are employed in State Chancellery as of 20 June, 2016. Taking into the consideration the territorial offices, the proportion is more balanced – 127 (40.3%) male employees and 188 (59.7%) female employees.

Gender structure in the hierarchy of the SC is traditional to most early transitional economies: while women dominate expert level and are presented at the middle management level, the top executive positions are presented by man including heads of General Directorates, Deputies of the Secretary General of the Government.

3.5.5. Age

The average age of the employees of the State Chancellery is 42 years. The dominant part of the employees (108 or 48%) belong to the age group of 25-40 years. 57 employees (25%) belong to the age group above 40 years till the retirement age (57 years for female and 62 years for male), 45 employees (25%) are above the retirement age. The employees below 25 years form relatively small proportion – 6%.

3.5.6. Experience

When measuring the overall working experience around half of the staff has general working experience exceeding 15 years. Around 20% of employees have relatively short working experience not exceeding 5 years. When measuring the experience in the public sector, the majority has at least 4 years' experience – 41% possess the public sector related experience of 4-15 years, while the 21% of staff has over 15 years of experience.

The average experience within the State Chancellery is shorter that is linked to the relatively high turnover of the employees. 18% of staff has less than 1 year experience in institution, 48% has 1-5 years' experience, 22% has 6-15 years' experience, and 10% has over 15 years of experience.

3.5.7. Education

The dominant part of the employees (94%) of the State Chancellery has higher education. The legal education is obtained for 32% of the staff, other most common education degrees are economics (19%, public administration (10%) pedagogy and psychology (10%).

3.6. Business Processes

3.6.1. Decision Making Process

The State Chancellery is a hierarchical institution with five levels of governance. Most processes are prescribed in the Regulations of the structures, and the personnel is motivated by order, functioning in accordance with those.

The strict vertical power structure produces bottlenecks – as ideas, initiatives, documents and decisions progress up the ladder. Lack of inter-structural collaboration is visible in office space planning: there are very few meeting rooms, apart for a Prime Minister's meeting room, a couple of major council rooms and a government hall. The cultural of specialisation silos was also identified in interviews, when staffers had difficulties identifying collaborators in other structures and almost never could explain what other structures do in the State Chancellery.

IT Solutions

The bottlenecks in visa and signature process are made worse by lack of an IT solution for document management – speed of document turnover in paper version is a limiting factor on decision-making. The top management of the SC is very busy and cannot concentrate on document management and work on visas in the end of the day. Therefore an outgoing document can spend up to three days on its way through the office of a Deputy Secretary General, Secretary General and the GD for Documentary. Similar speed is characteristic for incoming documents. And, a significant outgoing document might find an advocate to speed

its transition through the visa and signature process – but a significant incoming document may not be identified as such until it arrives on the table of an actual consultant.

Implementing a case management principle could solve part of the issues, by creating the common plan for implementation of a policy, where all participants worked on the common goal as opposed to performing their own functions without seeing the overall perspective.

Another important aspect related to gradual implementation of important IT systems is data security and data loss prevention, suggesting developing capacity in this specific area simultaneously or even ahead of major switch to IT solutions.

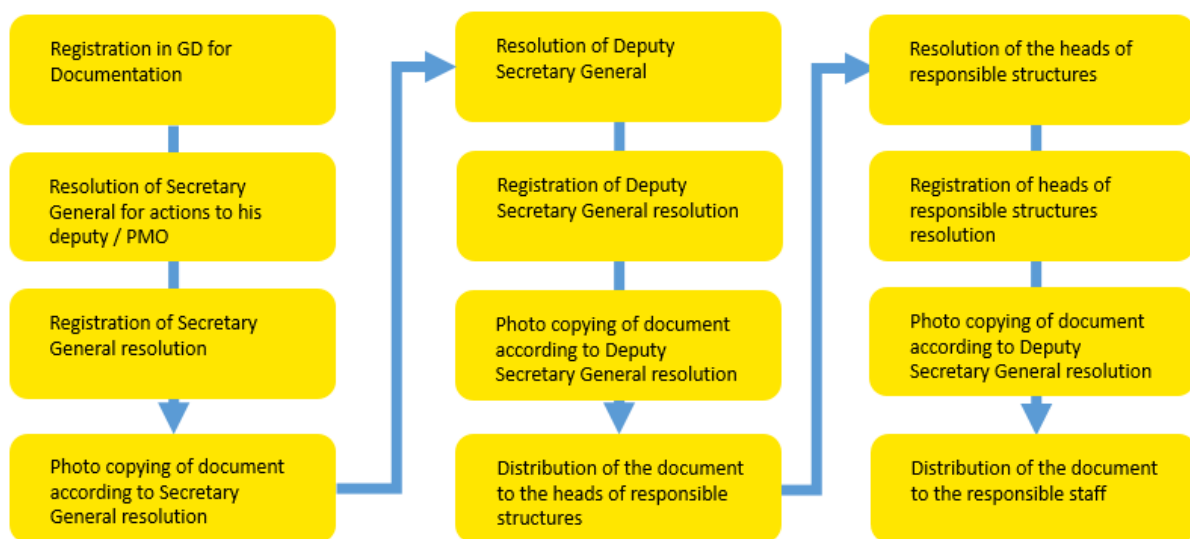
2.6.2. Organization and Flow of Documents

Incoming documents

The organization of the documentation flow is crucial for the operational effectiveness of the organization. Ensuring the proper tracking, managing and storing of the documents plays a significant role in functioning of the State Chancellery as the main institution for the Centre of Government – in the second half of the 2015, it had 9 thousands of incoming documents and 22 thousands of outgoing documents.

The General Directorate for Documentation is the key structure responsible for organization of documents flow in the State Chancellery. It is engaged in the documents management process including registration, distribution and shipping of documents. The documents management flow currently is being organized only in paper format without IT support. The figure below presents an overall document flow in the State Chancellery.

Figure 2: Process flow for incoming documents



The incoming documents irrespectively of whom those are addressed to are routed to the Secretary General of the Government, even those addressed to the Prime Minister. The

Secretary General of the Government reviews the incoming documents and takes the decision on routing those documents, adding specific tasks and timing for execution. The GD of Document Management sorts the documents reviewed by the Secretary General of the Government. Those are delivered to the next in line of visa process – head of PMO, Deputy Secretary General, head of a General Directorate or individual Section of Service, or even individual consultants or counsellors to the Prime Minister. Sometimes visa includes all levels of the hierarchy between the Secretary General and the executing Structure or individual, other times the levels are skipped and the manager is uninformed of the tasks her or his staff are involved in. If all hierarchical level participate, there might be as many as four visas on the incoming document when it arrives to an actual respondent – and the time spent on delivering and copying the papers might be as long as three full working days.

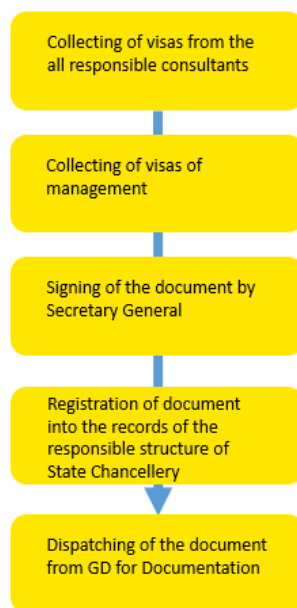
The visa process for incoming documents might be reconsidered by delegating the power of routing the documents much further down the hierarchy with exceptionally complicated cases elevated back up to the top management.

To implement the current visa process significant human resources are needed: every structure employs a document management assistant to operate photocopiers and perform a postman-like function. Photocopying equipment has a history of malfunction slowing down the flow of documents.

Outgoing documents

The document management flow related to outgoing documents is presented in the figure below. Similar photocopying exercise as incoming documents case takes place every Friday in the framework of preparation for the government meetings, where every member of the government is provided with a copy of every document on agenda. Government meetings last one to two hours and includes fifty and more points of agenda devoting one to two minutes per agenda point, which does not leave time for reading the hand-outs.

Figure 3: Process flow for outgoing documents



IT Solution

There is a turnkey ready IT system for document management elaborated for the State Chancellery within one of the World Bank loan financed sub-projects of the e-Government Centre. Such IT system could cut the time and paper waste with environmental damage.

The IT management system is also ready to be connected to the e-Cabinet IT system that could provide all the documents for the government meetings.

Another important aspect related to gradual implementation of important IT systems is data security and data loss prevention.

3.6.3. Rules of Procedure

Absence of clear regulation on promotion of documents to the government meetings makes staff of line ministries and other public authorities reserve their Wednesdays for government reporting in case documents in their responsibility will be on the agenda. This also prevents forecasting for the full cycle of legal acts and planning documents, which leads to unexpected lags in implementation of action plans of the government or agreements with the European Union and other international partners.

Based on the experience EY gained in analysis of public policy making⁹ and a recent OECD analysis¹⁰, the most effective public policies are those planned and implemented with a very

⁹ [http://www.ey.com/Publication/vwLUAssets/Report_Efficient_Parliaments/\\$FILE/Efficient_Parliaments.pdf](http://www.ey.com/Publication/vwLUAssets/Report_Efficient_Parliaments/$FILE/Efficient_Parliaments.pdf)

¹⁰ http://www.oecd-ilibrary.org/governance/government-at-a-glance-2015_gov_glance-2015-en

specific action plan, laying out strategic and practical steps ahead of time and coordinating those carefully as opposed to counting on all elements falling in line by pure luck.

The countersignature process employed by the government of Moldova is a great example of pragmatic manifestation of political responsibility. On the other hand, some documents wait for weeks due to this process. A more streamlined process could be considered.

Similar explicit agreement could be applied in harmonisation process of planning documents and legal acts on the way to the government: the agreeing party has to produce a letter stipulating its agreement to the proposal, which occupies scarce resources. Rather “silence is agreement” principle could be used across the board.

3.6.4. Collaboration

The State Chancellery is the key to effectiveness of the governance of the country and quality of its performance defines overall progress Moldova can achieve in its effort of restructuring of economy and sustainability of rule of law. Even minor improvements in most frequently repeated processes of the SC could bring significant efficiency gains to organisation of government work and policy outcomes.

This chapter will describe the most important processes the State Chancellery is involved in and identify weak spots and possibilities for incremental wins.

Collaboration: State Chancellery – Prime Minister’s Office

The Prime Minister’s Office is a structure of the State Chancellery subordinated to the Prime Minister. It consists of the Head of the PMO and advisors to the Prime Minister on the important areas of policy – mostly chosen by the PM personally.

The Regulation on "Organisation and Functioning of the Cabinet of the Prime Minister" approved by the Government Decision no.657 of 06.11.2009. stipulates in Article 8 “in its work the PMO cooperates with the State Chancellery”. However, the content and manner of the collaboration between the SC and the PMO is not regulated by external or internal legal act on the procedural level. Therefore, it is a result of an agreement achieved between every new General Secretary of the Government and new Head of the PMO. The political turbulence of the last years introduced instability in this arrangement and made the collaboration problematic.

PMO to SC

The current agreement between the General Secretary of the Government and the Head of the PMO foresees that an Advisor to the PM seeking for support will address the General Secretary of the Government and be directed to a member of the SC staff that could assist in the specific case. However, the General Secretary is often busy with matters of high importance and is scarcely available for advisors’ inquiries – and advisors often feel they are

not in position to wait, so many contacts between the PMO and personnel of the SC are not vetted and sanctioned by the General Secretary.

Requests for assistance and information from the PMO range from conceptual to content to technical and undirected requests reach persons ill equipped to address the specific need. This creates problems on both ends of the collaboration process.

Unstructured collaboration with the PMO also results in challenges in monitoring execution of the PMO's tasks: those are not registered in the document management ledger, and can therefore only be monitored by e-mail exchanges or follow-up meetings. This lack of monitoring creates failures.

SC to PMO

Another faucet of SC-PMO collaboration originates with the Secretary General as he is responsible for distributing the incoming documents addressed to both the State Chancellery and the Prime Minister's Office. There is a general agreement that the Secretary General undertakes this rather technical function on behalf of both addressees, but there is not enough clarity in executing the arrangements, as routing of the incoming documents is a decision of the Secretary General.

There were instances, when a document addressed to the Prime Minister never reached any of the staff in the PMO because the Secretary General considered the issue covered in the incoming document too technical and routed to the State Chancellery, who forwarded it to a line ministry for consideration or elaboration of response. There were also contrary cases, when a document addressed to a specific structure of the SC was routed to the Head of the PMO because of its important or politically sensitive content.

Then there have been important and urgent incoming documents received that after being routed to structures of the SC ended up included into the government meeting agenda with a very short notice. Since those documents have not been routed to the relevant advisor of the Prime Minister, it left short time [Monday to Wednesday] for the PMO to form an opinion on the proposal and become involved into the policy making process.

This may suggest that a more structured approach is necessary to this type of collaboration.

Collaboration: State Chancellery – Ministries

Line ministries produce bulk of the national policy content mostly taking the form of planning documents and legal acts of the Government and the Parliament. This makes the State Chancellery's collaboration with the ministries a very important aspect of governance.

Promotion of Documents to the Government

Ministries, whether based on the previously received task or on their own accord, produce a draft of policy content and offer it for harmonisation to other ministries and some public authorities in specific cases. There is not an early warning system or mechanism for the public or other ministries to be informed about the pipeline of documents to be developed. There is not a structured process for a ministry, NGO or another partner to apply to become involved in the harmonisation of a certain legal act or planning document.

All ministries [except for the Ministry of Justice,] are involved in the harmonisation process by mandating to provide a letter of comments or acceptance to each draft legal act or planning documents irrespectively of its relevance to the specific ministry's area competence. The MoJ will only provide legal assessment on the draft legal act approved in the inter-ministerial harmonisation process – and the Centre for Combating Corruption will do the same from the corruption prevention perspective. The non-government partners have to monitor the public information on new drafts.

After inter-ministerial harmonisation, the draft legal act is sent to the State Chancellery for review by one or more of the structures of the General Directorate for Government Acts. The policy planning documents are routed to the Directorate General for Policy Coordination. This separation of the policy making process into planning documents and legal acts prevents a holistic approach on the part of the State Chancellery. This is also a stage where a ministry authoring the draft legal act has to explain its idea and rationale to another harmonisation partner – resulting in three stages altogether within the central public administration.

According to the Regulation no 657 of the State Chancellery and the internal SC Regulation on the Directorate General of Government Acts, a line ministry does not have influence on the State Chancellery in this stage of harmonisation. It means that the SC effectively has a veto power over a draft legal act: no draft, unacceptable in the opinion of the SC, will be elevated to the Government meeting – except for political directive.

Annotation

Another aspect of harmonisation of the draft legal acts and planning documents is annotation or an information note. This is a document, compulsory for some types of drafts and optional for others, drafted with an intention to provide a concise information on the objective, method, costs and impacts of the specific draft. It is advised that all draft legal acts and planning documents be mandated to be accompanied by an information note with universally defined items for easier communication and in-depth discussions on important aspects of policy, e.g. impact on socially vulnerable groups, environmental impact, budgetary constraints etc.

Methodology

Another important aspect of the SC – ministry collaboration is methodological guidance that the State Chancellery needs to provide the ministries with to improve quality of policymaking and minimize time and effort spent in harmonisation of new policy initiatives. The methodological work of the SC became less intensive in the last 2-3 years, and needs to be paid more attention and devoted greater effort to. During 2014-2015 the majority of the developed methodological guidelines relate to the HR policy management and deployment of IT system for public sector HR. The methodological guidance function of the State Chancellery has not been focused on the systematic public policy development and assessment improvements, i.e. provision of the methodologies for policy identification, the assessment of policy alternatives, assessment of costs for the policies, etc.

3.7. Communication

Frequent changes in government and management disturb communication channels and learning new ways of communication takes precious time. While political stability might be out of immediate reach of the State Chancellery, realising this weakness and deliberately addressing it can improve outcomes.

Internal communication within the administration of the SC seems sub-optimally slow and hierarchical. The culture does not promote speed and new ideas.

Most issues within the State Chancellery and between the SC and line ministries are not solved by phone or e-mail, but in official correspondence – which requires time.

Collaboration with local governments and districts on the other hand seems to be more pragmatic and result orientated. It may be enabled by functional autonomy, which local governments enjoy, allowing for synergetic collaboration as opposed to hierarchical relationships of the national powers. In addition, Prime Minister's monthly visits to local governments and mandatory visits by other members of the Government give a clear sign of importance of local and regional level in policy delivery and development of the country.

3.8. Budget

The State Chancellery as a public institution benefits from the state budget allocation. The budget allocation during the last 4 years for the State Chancellery was about 34.7-36.9 million MDL annually, while the 10 territorial offices have annual budget around 10.8-12.1 million MDL. The change of budget allocation does not exceed 5% annually, thus providing the evidence of the relative stability of the financial situation of the institution.

The average expenditure for the remuneration and social insurance contribution during the last 5 years constitute about 78% from the total expenditure of the State Chancellery and 79% of the total expenditure for the territorial offices. Accordingly, the maintenance and

operational expenses totals at 22% on average for the State Chancellery and 21% for the territorial offices.

Table 1: The budget allocation for the State Chancellery

Year	The total budget allocation, thousand MDL		Remuneration and social insurance, %		Maintenance and operational expenses, %	
	State Chancellery	Territorial Offices	State Chancellery	Territorial Offices	State Chancellery	Territorial Offices
2016	36921.7	12168.1	78.6	77.0	21.4	23.0
2015	36529.3	11568.1	79.5	81.0	20.5	19.0
2014	34760.0	10816.1	79.3	82.2	20.7	17.8
2013	35742.6	12174.0	75.9	71.2	24.1	28.8
2012	28395.0	7922.7	75.0	83.2	25.0	16.8

The proportion of the budgetary allocation spent for the remuneration could be considered rather high.

National experts in international projects receives at least two times higher salary, which creates reverse motivation for the civil servants of the State Chancellery and contributes to high turnover in some, especially foreign aid facing, structures.

3.9.IT Tools

While reviewing current state of IT environment used by State Chancellery of Moldova following aspects were evaluated:

- Level of support of IT systems for business processes and organisation goals,
- Level of integration and data exchange between systems,
- Proposals for the improvements in order the organization could benefit to larger extent from the use of IT system.

Based on our review we recommend to implement following improvements for IT systems:

3.9.1. Financial Management IT system

Directorate for Planning, Management and Finance uses 1C IT system supporting the provision of the bookkeeping for the institution. This system provides all functionality required by the Directorate except for planning and balancing state budget and monitoring execution of the budget. An IT solution for submissions of budget demands, balancing the budget and monitoring the budget execution would be very useful to all the public

institutions, not just the Ministry of Finance. The system is not interlinked with other IT systems.

3.9.2. HR Management IT System for Public Administration

The Directorate for Reform of Central Public Administration of the General Directorate for Policy Coordination, External Assistance and Central Public Administration Reform manages a human resource IT system recording HR data across the government authorities. The system supports the business process for the HR management for the public administration institutions.

The Section for Human Resources would benefit greatly from introduction of an institution-specific HR IT system to manage the records on staff, organise recruiting efforts and keep notes on potential recruits, analyse competencies and manage competence development of personnel, supplement annual individual performance reviews and provide proposals for career development.

3.9.3. Document Management IT system

Documents management process in the State Chancellery needs to be supported by the IT-based solution. Currently the process is being provided in paper, therefore the automation would improve speed of work, transparency and information exchange – and save natural and human resources. The all structures of the State Chancellery would use the IT system.

An IT system for government document management called e-Cabinet was elaborated with foreign assistance and is available for introduction. Implementation is possible in stages if necessary: starting with promotion of documents, harmonisation of drafts, versioning, submission to government, government meetings automation.

3.9.4. IT System for the Petitions Management

The Section for Petitions and Hearings employs two IT solutions that support the business process of revision of the written and oral petitions received from the citizens.

One is the IT system for management of written petitions incoming to the State Chancellery and monitoring of re-routing those petitions and actual responses. This system might be an alternative source of the document management system if the one produced in collaboration with the e-Government Centre has serious flaws. The other IT system is used for planning admissions to hearings in person by the staff of the Section. The systems are not interlinked with other IT systems.

3.9.5. Foreign Aid Management System

Directorate for Monitoring and Evaluation of the General Directorate for Policy Coordination, External Assistance and Central Public Administration Reform maintains an IT-based system

for monitoring foreign aid projects in Moldova. The IT system supports the business process for the monitoring of the foreign aid projects. The project level data are stored in IT system.

The development of the IT system has been requirement of foreign donors and needed for ensuring of the day-to-day monitoring of the foreign aid co-financed projects. The system might benefit from greater detail of data and transparency, as well as analysis tool. The system is not interlinked with other IT systems.

3.9.6. Web Pages

The State Chancellery administers web pages of the Government and State Chancellery. A webpage in English could improve perception of transparency of the State Chancellery, with modest costs. For ensuring the transparency and openness of the Government work, it could be suggested to publish the agendas of Government meetings, as well as draft legislation to be discussed in Government meetings. That corresponds the best practice of EU Member States and OECD countries.

3.9.7. IT security system

Wide use of IT solutions creates risks that need to be mitigated by introduction of a security system to manage users, protect data abuse and prevent data loss.

4. Identification of Functions

4.1. The Functional Duties of the State Chancellery and Prime Minister's Office

This chapter analyses the General Directorates and other individual structures of the State Chancellery and PMO, identifying the most important findings and supporting the suggestions for improvements further in the text of the Report.

4.1.1. General Directorate for Policy Coordination, External Assistance and Central Public Administration Reform

Hierarchy: The General Directorate is directly subordinated to the General Secretary of the Government.

Internal structure: The General Directorate consists of three structures:

- ▶ Directorate for Coordination of Policies and Strategic Planning;
- ▶ Directorate for Monitoring and Evaluation;
- ▶ Directorate for Reform of Central Public Administration (CPA).

The title of the Directorate for reform of Central Public Administration does not reflect the actually performed functions. Since 2013, the Directorate has been renamed, however the functions actually performed relate only to the public administration human resources policy management.

Responsibility: The General Directorate is responsible for several functional areas:

- ▶ Ensuring policy coordination with line ministries;
- ▶ Attracting foreign aid financing for implementation of the policy priorities of the country;
- ▶ Monitoring and evaluation of policies implemented;
- ▶ Management of public administration reform.

The creation of the General Directorate was aimed at strengthening policy development and coordinating competencies across public administration institutions. However, the operation of the structure to large extent has adopted the reactive nature instead of being the internal think tank for the Prime Minister and the government who both develops and improves the policy proposals of the Prime Minister and PMO and proactively initiates the solutions for policy change.

The policy coordination function is being performed primarily as a procedural activity with less attention to the policy content solutions, policy cost assessment, potential impacts

anticipation and measurement, policies interrelations analysis, etc. There is no sectorial expertise in the Directorate for Coordination of Policies and Strategic Planning (employees specializing in the sectorial policies of line ministries), thus the main precondition for policy content expertise is lacking.

The methodological aspects for the policy definition and coordination among the line ministries are not addressed from the policy content perspective, as well as structure perspective - streamlining programming periods, common approach to levels the policy documents should be established at (sector, sub-sector, etc.); criteria for initiating amendments to the planning documents. This results in procedural and reactive activities in provision of policy coordination function.

Greater attention is paid to foreign aid coordination function. It could be explained by the visibility of the function, availability of very significant financial resources and the foreign donors' attention to it.

The monitoring function largely concentrates to the financial monitoring of the foreign aid co-financed projects. Regarding the monitoring of the national policy objectives and targets, the monitoring of achievement of targets of the Moldova 2020 strategy is performed, however it is limited mostly to the arithmetical exercise and does not result in further improvements of the policy in order to adopt the most efficient actions and route financing for more optimal achievement of results.

The evaluation function is not implemented in substance. No policy impact evaluations is performed (ex-ante or ex-post) in-house or using outsourcing or foreign aid.

PAR management was reduced to HR policy management function for the public administration institutions. The modern approaches for the HR policy are being introduced into the policy documents of the country, however their enforcement often lacks financial resources.

Relation to the Centre of Government:

- ▶ **The policy coordination and monitoring** functions of the General Directorate clearly belong to the Centre of Government as those are focused on the overall policy content coordination.
- ▶ **The public administration reform management** function could be treated as the specific strategic horizontal function, and due to its importance and visibility it needs to be placed above the ministerial level and to be part of Centre of Governance functions.
- ▶ **The foreign aid coordination** function might be treated as a tool for attracting additional financial resources for development needs of the country – from this perspective the function belongs to the Ministry of Finance who is managing the rest of the financial resources (state budget). In the current set-up, where the Ministry of

the Finance participates in the process in the equal status with other ministries, the balance between the fiscal considerations and development considerations could not be ensured in the most appropriate way – predominant majority of the parties are motivated to attract foreign aid financing (grants, loans, etc.) and not always paying uncritical attention to the a full view on budgetary and public debt constraints and their impact on the future sustainability of the State of Moldova.

Collaboration: The General Directorate most closely collaborates with the Prime Minister's Office and GD for Document Management and Section for Monitoring, however the collaboration with other structures of State Chancellery also takes place. The responsibilities of the GD requires to ensure collaboration with all line ministries and independent public authorities.

Human resources: Leadership of the General Directorate has comparably short professional experience in relation to the policy development and coordination functions in the State Chancellery. This might impact the authority of the State Chancellery in relation to the line ministries where the policy coordination function is being performed by the personnel having 14-20 years of professional experience in the field.

The high turnover of the staff significantly negatively affects capacity of the General Directorate and the institutional memory that is important for the provision of the successive policy coordination activities.

The staff turnover acknowledged as high, i.e. in one Directorate of GD the all the employees except the head of Directorate have changed during the last year. The staff is motivated by the opportunity to gain the public sector job experience that helps obtain better-paid positions, i.e. to obtain the position in foreign aid projects implementation teams. The State Chancellery serves as the base level experience for further career.

IT systems: The General Directorate uses the IT system for foreign aid monitoring. The project level data is recorded in the IT system and the data is used for development of the annual report on foreign aid implementation in Moldova. The IT system has been implemented couple of years ago, it is operational, however the maintenance is not ensured. From the functionality perspective, the IT system needs to be improved in order to serve the operational needs of data analysis, data sorting, etc., needed for the policy making decisions.

The GD also uses HR management IT system that is dedicated for the gathering of the data about the human resources working in public administration institutions. Currently, not the all public administration institutions use the system, thus the data stored in the IT system are not complete in relation to the scope of public administration.

The GD is using the IT system for the monitoring of the public policy objectives and targets. The purpose of the system is to ensure the monitoring of achievement of the policy targets.

A document management system would help to improve the efficiency of the process. Another useful IT system support department's operations could be e-Cabinet for government document management, including control of tasks and deadlines.

The staff of the GD actively uses email communication in correspondence with cooperation partners in SC and outside the organization.

4.1.2. Government Acts General Directorate

Hierarchy: Government Acts General Directorate is subordinated to the Deputy General Secretary.

Internal structure: The GD consists of the following structures:

- ▶ Directorate for Economy, Infrastructure and Environment;
- ▶ Directorate for Social Development;
- ▶ Directorate for Special Issues;
- ▶ Section for Real Economy and Inter-Sectorial Relationships;
- ▶ Section for Economy, Budgetary Relations and Energy Resources;
- ▶ Service for External Relations.

Responsibility: The General Directorate is responsible for review of draft legal acts before their submission to the government for approval. The GD reviews the content of the legal drafts and not the legal form, which is done by the Legal Directorate. The content issues include: analysis of essence of the proposals and its economic and social logics, compliance with existing laws and regulations, review of comments by the line ministries and manner in which those comments are addressed by the author of the draft legal act. In particular, GD performs analysis of compliance of submitted drafts to the EU *acquis communautaire* – this function overlaps with the responsibilities of both the Ministry of Foreign Affairs and the Ministry of Justice.

The GD also elaborates draft legal acts in the field of responsibility of the SC and prime minister.

The GD performs a routing function for incoming documents, forwarding those to the competent line ministries and agencies. While this function is an important one, it is being performed, to the large extent, concentrating on the formal aspects. Such re-routing function might be more efficiently performed by the General Directorate for Documentation utilising less qualified staff.

In addition, the GD monitors progress of fulfilment of tasks stipulated in government decisions, legal acts, programming documents, etc. Perhaps the most important monitoring issue is tasks laid out in the Association Agreement with the EU, which are monitored on a

weekly basis, reporting to the Government Committee on EU Integration. This function directly overlaps with the function of the Ministry of Foreign Affairs that also requires weekly information updates from the line ministries and independent agencies – but in a greater detail and possibly with a deeper understanding of the substance.

The External Relation Service also claims to participate in organization of foreign trips of the Prime Minister to the EU countries, while the Protocol Service of the Directorate for Administration and Internal Management is in-charge with responsibility for all business trips of the Prime Minister. Certain overlap needs to be addressed.

In an ad hoc manner, the GD reviews draft political documents, which normally are responsibility of the General Directorate for Policy Coordination. This creates inefficiencies in the system, blurring lines of responsibilities for personnel of the SC as well as collaboration partners outside.

Three structures of the State Chancellery – the Government Acts General Directorate, the Legal Directorate, the General Directorate for Documentation – sequentially ensures the legal compliance of the draft legal acts (legal expertise, editing, ensuring of terminology, etc.). The limiting of the process within fewer structures could be advisable.

Relation to the Centre of Government: This area of responsibility of the GD clearly falls into the responsibility of the Centre of Government, because it is an essential part of preparation for the government meetings.

Collaboration: The main collaborators of the Government Acts General Directorate are Legal Directorate, General Directorate for Documentation and Prime Minister's Office.

The GD actively collaborates with all line ministries and agencies in promoting their draft legal acts to the government.

Human resources: Leadership of the GD is highly experienced, both on the level of the General Director as well as heads of structures. Their experience spanning two to three decades within the SC as well as in line ministries. Other institutions provides them with a good insight in the operations of the government and impact on the economic and social development of the proposed legal acts.

Most of the personnel is highly experienced, but there are not so many younger colleagues which could raise issues in the long run related to sustainability of institutional capacity.

Staff is motivated by stability of legal and policy environment.

IT systems: The GD does not use IT systems in their everyday operations. The amount of documentation processed through the GD and frequent urgent issues clearly indicate that an IT solution for document management would be highly beneficial to efficiency and effectiveness of the work.

4.1.3. Legal Directorate

Hierarchy: The Legal Directorate is subordinated to the Deputy General Secretary.

Internal structure: The Directorate consists of two structures:

- ▶ Section for legal expertise;
- ▶ Section for relations with public authorities.

Responsibility: The Directorate is responsible for review of draft legal acts before their submission to the government for approval. The Legal Directorate reviews the content of drafts providing the legal expertise. The similar function is being performed by the Ministry of Justice before the submission of the drafts to the State Chancellery. In case the draft legal acts are amended as a result of government discussion the Legal Directorate revises them before they are signed by the Prime Minister.

The legal expertise function is closely related to the function of the revision of the drafts performed by the General Directorate of Governmental Acts, as well as legal acts editing function performed by Directorate General for Documentation. From the process point of view the Legal Directorate interact in intermediary stage – after the General Directorate of Governmental Acts that is responsible for the content related conclusion on draft legal act and before the Directorate General for Documentation that ensures the editing function.

The Legal Directorate also represents the interests of the government and the State Chancellery to the courts. That involves the participation in the hearings of different competency courts and their instances (in 2015 the participation in 117 hearings were ensured that comprised 73 litigations).

In addition, the Legal Directorate is responsible for the revision of the draft legal acts policy documents prepared by the institutions of the justice sector (Ministry of Justice, Prosecutors Office, etc.) before their approval in the government. Thus, the Directorate performs the function for which the rest of the sectors are being covered by the General Directorate of Governmental Acts.

Relatively less attention is being paid the legal support functions for the administrative functions of the State Chancellery (e.g. assistance to provision of supervision of state enterprises).

Relation to the Centre of Government: The area of responsibility of the GD is an integral part of the Centre of government as it deals with the coordination of the legal conformity and thus supports the development of the agenda of the government meetings.

Collaboration: The main collaborators of the Legal Directorate are General Directorate for Government Acts, General Directorate for Documentation. The cooperation with the PMO is not so frequent and takes place only regarding content related issues.

The Directorate actively collaborates with all line ministries and agencies in promoting their draft legal acts to the government. The quality of the cooperation correlates with the speed for the revision of the drafts.

Human resources: Leadership of the Directorate is highly experienced regarding the direct responsibilities. Altogether there are 14 staff positions within the Directorate. The personnel has the legal background.

The managerial staff is experienced, however the rotation of the personnel at the lower level still exists and thus could be considered as the issue for the provision of higher quality and faster legal expertise.

Staff is motivated by stability and possessing the supreme hierarchy in provision of the legal expertise for the draft legal acts.

IT systems: The Directorate does not use IT systems in their everyday operations, however recognizes that the circulation of the documents via email (between the State Chancellery and line ministries) allows fastening the process.

The amount of documentation flowing through the Directorate and frequent urgent issues clearly indicate that an IT solution for document management would be highly beneficial to efficiency and effectiveness of the work.

4.1.4. General Directorate for Documentation

Hierarchy: General Directorate for Documentation is subordinated to the Deputy General Secretary.

Internal structure: The Directorate consists of five structures:

- ▶ Directorate for preparation of government meetings;
- ▶ Section for completion of technical documents;
- ▶ Service for the registration of the documents;
- ▶ Dispatching service;
- ▶ Archiving service.

Responsibility: The General Directorate is directly responsible for the organization and technical support in the provision of the government meetings and the organization of the documents flow within the institution.

The General Directorate for Documentation ensures the overall process of the documents management in the State Chancellery. That involves the registration of the incoming documentation (draft legal acts, letters from different institutions and organizations, etc.), their physical distribution to the responsible structures according to the visas of the Secretary General of the Government, as well as sending out the response letters after their signature

by the Secretary General of the Government. The archiving of the documents is also among the responsibilities of the General Directorate.

The General Directorate for Documentation is responsible for the organizing of the draft legal acts flow for their approval to the government. In particular, for the provision of the function the General Directorate performs the literal editing (grammar, linguistics, technical editing) of the draft legal acts (both Romanian and Russian versions) prior to their introduction to the agenda of the government meeting. In addition, the proof reader function is being ensured after the editing function. The General Directorate is responsible for the technical preparation of the agenda of the government meetings and its distribution to the line ministries. The registration of participants, stenography function and the minutes function is being ensured during the governments meetings.

Among the functions of the General Directorate is the provision of the technical support for the management of institution (secretary function to the management of the State Chancellery and PMO).

Relation to the Centre of Government: The area of responsibility of the GD belongs to the Centre of Government as it deals with the organization of the government meetings and management of the documentation flow within the institution.

Collaboration: In provision of the documents management function the General Directorate cooperates with the all structures of the State Chancellery, however in organizing the government meeting the closest cooperation content wise is with Legal Directorate, General Directorate for Governmental Acts, technical aspects related cooperation takes place with the Service for Information technology.

The General Directorate serves as an interface for the all line ministries and institutions in promoting their draft legal acts to the government.

Human resources: Leadership of the Directorate is highly experienced regarding their direct responsibilities.

Altogether, there are 34 staff positions within the Directorate, however only 22 employees are involved in direct responsibilities of the GD, i.e. organization of the documentation flow. The rest is the administrative support staff for the management of the institution.

The motivation of the staff is highly affected by the different treatment of the remuneration system in comparison with the other structures of the institution. The personnel considers that the current system is unjustified when the dual approach to the salaries and remuneration of the staff depends whether the position belongs to the civil service or it is a part of the labour contract. As a consequence, even in short term that creates the wrong incentives in sustaining the competency of the structure.

IT systems: The efficient execution of the responsibilities of the General Directorate is highly dependant of the operation of IT systems. The main IT system for the operation of General Directorate should be Documents Management IT system. The IT system has been developed, however it has not been used..

Non usage of the IT system for the documents management causes strong administrative impact not only on the operations of the General Directorate, but institution as such. The usage of the IT system would allow rapid circulation of the documents, avoid the unnecessary processes in General Directorate (keeping manual document registration, copying the documentation, circulation and sending out of the documentation), thus saving the time of the human resources.

4.1.5. Directorate for Planning, Management and Finance

Hierarchy: The Directorate is subordinated to the Deputy General Secretary.

Responsibility: The Directorate for Planning, Management and Finance is responsible for drafting the budget requests on behalf of the State Chancellery, its subordinate bodies and the loss-making state enterprises, whose capital is held by the State Chancellery, which happens once or twice a year, since budget amendments are frequent. It also performs financial management for the mentioned bodies. The Directorate also performs bookkeeping functions for the State Chancellery and the subordinated bodies, as well performs account consolidation for the State Chancellery and all the state enterprises held by the SC, as those enterprises maintain their own bookkeeping throughout the year.

Relation to the Centre of Government: The bookkeeping function often is outsourced for purposes of lean management, but outsourcing the budget formation and negotiation function in the current environment may not be the best idea. At the same time, shedding the non-essential functions will result in much smaller administrative burden on the Directorate for Planning, Management and Finance among others.

Collaboration: The Directorate for Planning, Management and Finance collaborates across the board with all the structures of the State Chancellery as well as the state enterprises held by the SC.

The main collaborator outside the SC is the Ministry of Finance.

Human resources: The head of the Directorate is very experienced professional in relation to the bookkeeping tasks with 18 years in the State Chancellery.

IT systems: The Directorate for Planning, Management and Finance utilises the C1 software for bookkeeping functions, which is widely used in Eastern Europe. The state budget formation as well as reporting to the Treasury is taking place in ordinary Office files, which is suboptimal from the points of view of speed and precision.

4.1.6. Section for Monitoring

Hierarchy: The Section is subordinated directly to the General Secretary of the Government.

Responsibility: The Section for Monitoring ensures recording and control of deadlines for all the tasks given by the government, government committees, Prime Minister, General Secretary and other. Some misunderstanding appears however in the work of the Section, as not all the decisions with their deadlines are recorded and readily available for control and therefore may end up not monitored.

It might seem that the colleagues in the GD for Government Acts or personnel of the GD for Coordination of Policies can be best equipped to undertake such monitoring, since they already work with the issues on substance, but it seems that historical reluctance to undertake systemic deadline monitoring is the only justification for such Section to exist.

Another obvious solution would be an establishment an IT solution for monitoring deadlines.

The Section due to its low staff numbers is clearly unable to ensure monitoring of tasks by substance – and does not even have such ambition. So monitoring in form merely seems ineffective in the view of capacity deficits and desire for lean government.

Relation to the Centre of Government: The function of monitoring deadlines is an integral part of overall monitoring of policy tasks, which two General Directorates claim to perform, so an independent section seems an unnecessary luxury.

Collaboration: The Section for Monitoring mostly collaborates with the GD for Government Acts or personnel of the GD for Coordination of Policies in retrieving information on completed tasks, as well as with the GD for Documentation in receiving records of decisions to be monitored.

The Section also collaborates with line ministries and agencies in receiving information on tasks completion.

Human resources: The Section has five staff members.

IT systems: The Section does not use IT solutions. An IT solution pulling information on tasks and deadlines in a semi-automatic manner from government minutes and other relevant documents, and flagging nearing and missed deadlines would be able to near-fully substitute the functions of the Section.

4.1.7. Directorate for Administration and Internal Management

Hierarchy: The Directorate is subordinated to the Deputy of Secretary General.

Internal structure: The Directorate consists of three structures:

- ▶ Service for the management of assets;
- ▶ Service for Information Technology;
- ▶ Protocol Service.

Responsibilities: The Directorate for Administration and Internal Management is responsible for the supervision of the public companies where the shareholder is the State Chancellery, ensuring the protocol activities for the Prime Minister, as well as provision of the support related to the IT services.

The companies supervised are as follows:

- 1) Basis Auto,
- 2) State Enterprise "Palace of the Republic",
- 3) State Enterprise "State Chancellery Cantina",
- 4) State Enterprise "Pension of Holercani",
- 5) State Enterprise Publishing "Universe",
- 6) State Enterprise "Centre of Special Telecommunications",
- 7) State Enterprise "State Information Agency" Moldpres ",
- 8) Complex state enterprise "Press House",
- 9) Curative-Sanatorium Association and Rehabilitation, including:
 - Centre for Public Health Association Curative-Sanatorium and Rehabilitation;
 - Base Auto Association Curative-Sanatorium and Rehabilitation;
 - Public health care institution Republican Hospital Association Curative-Sanatorium and Rehabilitation;
 - Public health care institution Curative-Sanatorium Association Clinic and Rehabilitation;
 - State Enterprise "Medisan 'Association Curative-Sanatorium and Recovery with its affiliated companies:
 - Sanatorium "Moldova" (Truscaveț);
 - Sanatorium "Health" (Sergheevca).

Altogether the share capital of the companies estimate at around 500 M MDL.

In fulfilling its functions in relation to the companies supervision, the Directorate for Administration and Internal Management coordinates the reconciliation of the statutes / regulations of the enterprises, provides the information to the companies regarding the changes in binding legal framework, provides the registration of the assets and financial resources, participates in audits in enterprises, develops the annual reports.

In relation to the provision of IT support the Directorate serves the structures of the State Chancellery and PMO in daily assistance and maintenance of hardware and software. The function also involves the technical maintenance of the web pages www.gov.md and www.cancelaria.gov.md and IT security issues.

The Directorate is responsible for the ensuring of the technical support for the provision of the government meetings, i.e. access to the electronic data base of documents, sound and visual translation for the web page.

The protocol function assists the Prime Minister and PMO regarding the technical aspects in organization of the visits (logistics, security, etc.) and coordinates the visits with other institutions responsible for the agenda setting (Ministry of Foreign Affairs and European Integration, Ministry of Interior, Ministry of Culture, and others).

Relation to the Centre of Government: The protocol and IT support function clearly belong to the CoG as they relate to the provision of the support for the work of the Prime Minister and government.

The function on supervisory over the state owned enterprises does not belong to the CoG and for the purposes of the efficiency could be transferred to the Ministry of Economy as the central body responsible for the policy definition regarding the state owned enterprises. It should be reconsidered the privatization of the currently State Chancellery owned companies, as prima facie all the companies operate in markets where the market gaps does not exist.

Collaboration: The Directorate for Administration and Internal Management collaborates across the board with all the structures of the State Chancellery as well as the state enterprises held by the SC.

The Directorate for Administration and Internal Management collaborates with many line ministries in provision the protocol function. The most important are Ministry of Foreign Affairs and European Integration, Ministry of Interior, Ministry of Culture.

Human Resources: The head of the Directorate is very experienced professional. He is supported by 7 staff members.

IT systems: The Directorate for Administration and Internal Management is responsible for the management of the web pages that is the direct responsibility of the structure. In provision of the enterprise supervision function and protocol function the Directorate does not use IT systems.

Taking into account the competency of the Directorate, the structure should be responsible for the technical support in introduction of the IT systems in State Chancellery, i.e. Documents Management IT System, HR management IT System.

4.1.8. Section for Petitions and Hearings

Hierarchy: The Section is subordinated to a vacant position of the Deputy General Secretary of the SC and via it – to the General Secretary.

Responsibility: The Section receives and reviews the petitions of natural persons and processes those by forwarding the petitions to the competent authorities and monitoring the responses, sometimes requiring the responses to be followed up with additional information and addressing the complaints in substance rather than form.

It also organises hearings of complaints in person on a daily basis. There is also option to submit the e-petition using the electronic means of the communication.

The amount of both written complaints and personal hearings has gradually decreased in the recent three years. In 2014 the written complaints estimated at 3014 in comparison with 5653 in 2010 that is decrease by 87%, while in 2014 the institution had 633 hearings of the natural persons that is decrease by 74% in comparison with 2010.

Relation to the Centre of Government: Accountability of public authorities is an essential feature of transparent and democratic governance, so a solution for pre-judicial appeal is extremely important. Moldova has an institution of ombudsman, and interrelation between the Section and ombudsman is worth evaluating in greater details than this research allows.

Collaboration: The Section for Petitions and Hearings mostly collaborates with the GD for Government Acts and GD for Decentralisation and Local Administration to orientate on the content of complaints and appropriate re-routing.

The Section also collaborates with the ministries in monitoring speed and quality of their responses to complaints.

Human resources: There are 5 employees in the section. The staff is motivated by a chance to help compatriots.

IT systems: The Section uses two IT systems: an IT system for petitions, where the petitions are registered, their new route is recorded and the date of the respondent's reply and, if necessary, a date of the SC's reply are recorded; and an IT system for managing the personal hearings.

4.1.9. Section for Human Resources

Hierarchy: The Section is directly subordinate to the General Secretary of the State Chancellery.

Responsibility: The Section for Human Resources is a classical HR unit, whose responsibility is staff management [recruiting, selection, development, motivation, sanctioning, and dismissing] and recording. The Section also works with the Territorial Offices of SC as well.

Not all personnel, who joined the State Chancellery in the last year, was recruited strictly following a transparent procedure laid out in the respective law and government decision,

which needs to be stopped as it harms reputation of the SC and worsens its outlook in recruiting high potential staff.

The Head of the Section for Human Resources recognizes that around 70% of the time is spent for the technical issues of HR management, i.e. processing of the different documentation. Thus, it could be concluded that the operational processes prevail over the strategic level HR management.

Relation to the Centre of Government: There are examples of outsourcing the HR function thriving for lean structures, yet this is hardly the first direction to go in the current situation – rather a standard institutional structure is advisable.

Collaboration: The Section collaborates with all the structures in implementing its functions. Collaboration with other institutions is fairly limited, among exception a Ministry of Work and Social Protection can be mentioned defining remuneration policy in the public sector among others.

Human resources: There are 4 employees in the Section. The head of the Section is experienced and disciplined professional.

IT systems: The Section for Human Resources does not yet fully employ an IT system for its HR functions – the system has started to undergo the implementation phase, however the processes are duplicated in paper as well. The Section would clearly benefit from an IT component for a number of aspects of its work: record keeping, performance assessments, recruiting database and recruiting advertising. An fully operational IT tool would also increase visibility.

An IT-based document management system would save a lot of time and effort for the Section for Human Resources, whose personnel would most probably need very little user training on.

4.1.10. Communication Office

Hierarchy: The PR Service is subordinate to the Prime Minister's Office and administratively subordinated to the General Secretary of the SC.

Responsibility: The Communication Office traditionally provide mass media with information on the Prime Minister and the government and only since late 2015 started covering the State Chancellery too. It covers also the Vice Prime Minister, because he does not have a separate PR service and neither a large bureau.

The current Prime Minister does not have a press secretary [but he does have a PR advisor], so a [acting] head of the Communication Office also works as a press secretary for the Prime Minister, which is not a traditional work organisation.

The Office also works as a hub for PR services of line ministries and other institutions [a network of 35 colleagues is in place], since a 2009 government decision stipulates that all the ministries have to have a PR service. The Communication Office of the State Chancellery also finds a way to animate foreign aid for capacity building for the network. High personnel turnover poses a threat to institutional capacity of the network however, due to comparably low salaries and unpaid frequent overtime work.

Relation to the Centre of Government: The centre of government has not only to be effective in its core operations, but also must communicate its objectives and progress, so a strong Communication Office is an integral part of it.

Collaboration: The Communication Office works with the Prime Minister's Office very intensively. Among the administration, the Office mostly collaborates with the GD for Policy Coordination, because they are the source of information on most of the conceptual decisions of the government.

Collaboration with the network of PR services of the public authorities is a significant function of the Office.

Human resources: The acting head of the Office is experienced and motivated professional. Altogether there are 7 employees in the Communication Office.

IT systems: The Communication Office does not use any IT resources, apart for the normal PC suite.

While there is not necessarily an IT tool for PR at this stage of development of the IT uptake of the Moldovan government, a more frequent IT use by other structures of the State Chancellery would help the Communication Office to get faster access to a more qualitative information.

4.1.11. Service for Internal Audit

Hierarchy: The Service is subordinated to the General Secretary.

Responsibilities: The Service for Internal Audit analyses workings of the SC and looks for ways to improve on the existing situation, by suggesting both systemic improvement and ad hoc ones to individual structures or the institution as a whole. The suggestions included establishing process charts for main functions of structures, elaborating risk analyses, analysing resource utilisation, etc.

Relation to the centre of government: Internal audit is a necessary tool for managers of complex institutions, especially critically important ones, like the State Chancellery – it enables the leader to pay attention to details often overlooked in the great scheme of things and identify efficiency gains in the system.

In an EU standard however, an auditor never works alone as principle of four eyes clearly calls for a second opinion.

Collaboration: The Internal Audit Service collaborates with all the structures of the SC, in accordance with an audit plan approved by the General Secretary.

Human resources: The head and a single staff member of the Service is experienced and respected auditor. The head of the Service for Internal Audit is motivated by a chance to see real life improvements in working of a complex system that the SC is.

IT systems: No IT systems are employed in the process – both work planning and communication of results takes place by Word and Excel documents.

4.1.12. Permanent Secretariat to the National Committee for Combatting Trafficking in Human Beings

Hierarchy: The Secretariat is subordinated to the Prime Minister and administratively subordinated to the General Secretary of the State Chancellery.

Responsibility: The Permanent Secretariat to the National Committee for Combatting Trafficking in Human Beings organises work of the Committee and elaborates and implements action plan for anti-trafficking [currently the plan concerns 2014-2016], coordinates and monitors national and regional [district] efforts for prevention of trafficking.

The regional network of focal points spans all 32 districts and two cities with regional councils chaired by the district deputy chairpersons for social issues – ensuring tight integration with regional executive efforts.

Relation to the Centre of Government: Moldova is a major origin country in human trafficking and the problem has to be one of the priorities, at the same time location of the Permanent Secretariat in the State Chancellery seems unnecessary.

Collaboration: The Permanent Secretariat collaborates with the Directorate for Social Issues and Directorate for Special Issues of the GD of Government Acts as well as with the Prime Minister's Office. There is no collaboration with the GD for Coordination of Policies, not even on foreign aid, which is very important in the policy area.

The Secretariat collaborates with line ministries, most notably, Ministry of Foreign Affairs, Ministry of Interior, Ministry of Justice, Ministry of Health, and Ministry of Work and Social Affairs. It has active collaboration with development community.

Human resources: The Secretariat is motivated by enabling a real change in the policy area.

IT systems: The Permanent Secretariat does not use IT solutions in its work.

Linking readily available national and foreign databases in the areas of person registration, international mobility and criminal records could produce significant insights into the problem.

4.1.13. Permanent Secretariat to the National Committee for Protection of Children

Hierarchy: The Secretariat is subordinate directly to the Prime Minister, and administratively subordinated to the General Secretary of the State Chancellery.

Responsibilities: The Permanent Secretariat to the National Committee for Protection of Children organises work of the Committee, by planning its agenda and calling on participants. It also works on attracting foreign aid financing for projects in the area to disseminate best practice, educate child protection specialists, and raise awareness.

Relation to the centre of government: While representing a very significant policy area and supporting a Committee chaired by the Prime Minister, the Secretariat hardly belongs to the centre of government and is best considered in a line ministry according to its core competence.

Collaboration: The Permanent Secretariat to the National Committee for Protection of Children collaborates with the Directorate of Social Development of the GD of the Government Acts. Collaboration with other structures of the SC on administrative matters takes place.

The Secretariat actively collaborates with the line ministries co-responsible for the child protection issues, like Ministry of Work and Social Protection, Ministry of Education, Ministry of Health, Ministry of Justice.

Human resources: The leader of the Secretariat, while reasonably experienced, seems very demotivated by administrative struggles and may be in risk of taking the eyes off the prize and concentrating on the Secretariat's struggles instead.

The Secretariat since its establishment in 2002 shrank steadily from twelve persons all the way to a single staff member. The reason for such downgrade is not obvious, but it might suggest that the Secretariat needs a renewed vitality with new personnel.

IT systems: The Permanent Secretariat to the National Committee for Protection of Children does not utilize any IT systems in its work.

4.1.14. General Directorate for Decentralisation and Local Governments

Hierarchy: The General Directorate for Decentralisation and Local Governments is subordinate to the Deputy General Secretary and through him – to the General Secretary.

Internal structure: The GD consists of three directorates – the Directorate for Decentralisation Policies, the Directorate for Relations with Local Government, and the Directorate for Administrative Control.

Responsibilities: The GD is responsible for collaboration with local public authorities, which are very numerous – 898 local government, 32 governments of districts [called *rajons*], 2 cities and 6 regions. Primary functions of the GD are promotion of decentralisation of public functions to the local level [which more accurately might be called de-concentration] and control of legality of decisions of local governments and districts. Also, the DG via its Directorate for Relations with Local Government ensures continuous communication with local governments and assists those in addressing line ministries in solving local problems.

Legality control is performed by the ten local offices, that are in fact represented in all the 32 districts by local bureaus. The Directorate for Administrative Control in the SC provides administrative and strategic management of those offices and methodological guidance to both the local offices as well as local governments and districts in the areas of their responsibility.

The Directorate for Decentralisation Policies is responsible for enabling the local governments and districts to host the public services and collaborate with their originators. De-concentration process while under way is not progressing as quickly as desired and can benefit from both greater administrative capacity as well as political will driving the process ahead.

Mandatory monthly local visits by members of government are a commendable good practice that may other countries would benefit from.

Relation to the Centre of Government: Taking into account that the GD in 2009 was transferred to the SC from a reformed Ministry of Local and Regional Governments for political reasons, it is clearly not a part of the centre of government and can be easily transferred back into line ministry without apparent deterioration of its effectiveness.

The GD has the capacity and motivation as well certain respect from the local governments enabling them to be a substantial supporters of local governments and districts in their everyday work.

While lack of regulation in the work of GD may enable the personnel to take a more open approach to problem solving, it may as well open risks of favouritism towards some local governments based on personal or political preferences – the risk may be especially ripe in the case of the Directorate for Relations with Local Government. A greater degree of regulation and oversight might benefit transparency here.

Collaboration: The General Directorate for Decentralisation and Local Governments collaborates with the GD for Government Acts drawing on their expertise in working of the

public administration, as well as with the Prime Minister Office to solve certain problems of local governments and districts, good collaboration is with GD for Documentation.

The GD collaborates with line ministries and agencies in addressing issues raised by local governments and districts. The GD also collaborates with the Ministry of Justice in the area of legality of decisions of local governments and districts.

Human resources: Leadership of the General Directorate for Decentralisation and Local Governments is reasonably experienced and relies on support of an extremely experienced and motivated Deputy General Secretary.

The GD personnel is motivated by the mission of the GD yet does not entirely feel at home with the SC.

IT systems: The General Directorate for Decentralisation and Local Governments does not use any IT solutions in their work.

IT system for document management is an obvious way to raise effectiveness of the GD, like many other structures of the SC. A unified IT system for decision by local government and districts would benefit the working of the GD immensely, enabling oversight of territorial Offices as well as methodological work and exchange of best practice.

Further digitisation of public services would promote de-concentration of public services enabling proliferation of one-stop shops across the territory with lesser training for personnel.

4.1.15. Bureau for Relations with Diaspora

Hierarchy: The Bureau is subordinate to the Prime Minister and administratively subordinate to the General Secretary of the State Chancellery.

Internal structure: The Bureau consists of two structures:

- ▶ Directorate for Analysis and Programming,
- ▶ Service for Public Relations.

BRD also benefits from assistance of two national consultants – for media and for IT.

Responsibilities: The Bureau is charged with responsibility for relations with the bulging diaspora both by informing the diaspora about developments and possibilities in Moldova – as well as utilising the connections for the benefits of the country.

The BRD implements a number of projects with a wide array of donors, worth on average around 400 thousand USD annually.

The Bureau also operates a network of focal points in line ministries and agencies. High turnover rates make it difficult to build and preserve the institutional capacity of the network.

Relation to the Centre of Government: Outgoing migration and contact with diaspora are important realities of Moldova, but its immediate position in the centre of government begs a thorough examination. The BRD will hardly lose efficiency from a move to a line ministry closer related to its core competence.

Collaboration: The BRD collaborates with the GD for Coordination, GD for Decentralisation and Local Governments and with a number of colleagues for administrative reasons.

The Bureau has established collaboration with many line ministries and agencies within its network of focal points.

Human resources: The deputy head of the Bureau was experienced, knowledgeable and driven. The staff is highly motivated and resourceful making the best of its available budget and visibility of its policy area among the development community.

IT systems: The BRD does not use any IT solutions, while making great use of the business intelligence tools available courtesy of international community and national databases in the form of surveys and registration data.

4.1.16. e-Government Centre

Hierarchy: The Centre is subordinated to the Prime Minister, and it is administratively subordinated to the General Secretary of the State Chancellery. Also, the Executive Director of the Centre by legal act is assigned a permanent advisor to the Prime Minister, ensuring consistent effort in the area of e-government irrespectively of the political turbulence.

Responsibilities: The e-Government Centre is responsible for promoting electronic governance and digitalisation of the public authorities as well as principles of transparency and efficiency in the public administration. It works actively establishing the basic infrastructure for e-governance and promoting its use by trainings and pilot projects.

More than 36 government institutions are using Centre's M-Cloud, some moved all their data to the centrally held cloud. More than 50 public services have been implemented with assistance of the Centre as pilot-projects and only two of those pilots are not successful. The transparency effort is characterised by publishing more than 900 datasets on the web, which earned Moldova a high award by Transparency International.

The IT system for document management for the State Chancellery is turnkey-ready for more than a year now with a ready-made connection to an e-Cabinet IT system for government meetings, and it was included in a list of fifteen quick wins in the area of e-governance presented to the current Prime Minister when he took the office.

Relation to the centre of government: The e-Government Centre may hold the keys to future explosive growth of efficiency in Moldovan public administration and needs to be strengthened.

Collaboration: The e-Government Centre collaborated with the Prime Minister's Office and with the GD for Document Management as collaborators on the Document and Record Management System. Some collaboration is necessary in administrative issues too.

The Centre collaborated with all the line ministries and many agencies in the course of promotion of electronic governance and digitalisation of services, but mostly in its capacity as a provider of common infrastructure of identification, payment, interoperability and cloud management.

Human resources: The Executive Director of the Centre is driven and experienced IT architecture and analytics professional who joined the public administration from the private sector to help his country step into the new millennium.

The team is motivated by implementing change and gaining unique experience in their field.

4.1.17. Service for Monitoring of State Controls

Hierarchy: The Service is subordinated to a vacant position of the Deputy General Secretary of the SC and via it – to the General Secretary.

Responsibilities: Service for Monitoring of State Controls does what it says on the can – it provides a hub for all information on controls that public authorities undertake in enterprises. The functions involve up keeping the database on the state controls, motivating and training public authorities to work with the database, monitoring the available data, and reviewing complaints and questions raised by businesses experiencing controls.

Not all the 33 public authorities charged with state controls input data into the IT system and even the two non-covered by the current moratorium on state controls [Sanitary Epidemiologic Inspectorate and Inspectorate for Emergencies] do not provide exhaustive data. The Service routes businesses' complaints and follows those up in substance to provide a coherent and understandable response to the enterprises raising issues.

The Service also analyses the complaints and responses of the controlling authorities – and suggests policy improvements to enable entrepreneurs to go about their business unfettered.

Relation to the Centre of Government: During the Moratorium the function may seem somewhat less important for development of the country, but general accountability is essential for improvements of the business environment of Moldova therefore this function has to be taken seriously and staffed accordingly. At the same time, the function clearly falls into the area of competence of the Ministry of Economy, not in the remit of the centre of government.

Collaboration: The Service collaborates with the Section for Petitions and Hearings in analysing the incoming messages from entrepreneurs. It also has good working contacts with

some Prime Minister counsellors. Otherwise, the Service for Monitoring of State Controls is operates rather autonomously.

The Service has established a network of focal points in every controlling public authority to enable efficient collaboration.

Human resources: The team is motivated by the sense of mission and an ability to collaborate efficiently across the sectorial borders.

IT systems: The Service makes great use of their IT system, which may benefit from some modernisation under a future leg of some technical assistance. Some assistance to provision of training to controlling public institutions is also due.

A document management system would ease communication and monitoring of incoming complaints.

4.1.18. Secretariat for National Council for Consultation and Collective Bargaining

Hierarchy: The Secretariat for National Council for Consultation and Collective Bargaining is politically subordinated to the prime minister while being administratively subordinated to the General Secretary.

Responsibilities: The Secretariat is responsible for preparation of the Tripartite Council meetings, serves as its executive bureau and monitors implementation of Councils decisions. It also organises work of the 6 specialized commissions of the Council. Such tripartite councils also operate in the sectors and districts (13 sectorial and 33 territorial councils) where the Secretariat monitors their activity and provides methodological support to their operations.

The Secretariat also compiles the opinion of the Tripartite Council members on the legal acts and planning documents concerning the labour market and social security issues before the government meetings – the opinion of the Council is mandatory.

Relation to the Centre of Government: The National Council for Consultation and Collective Bargaining is a very important tool for involvement of the social partners into policy making and it seems that this collaboration is taking place here. Yet the Secretariat itself does not necessarily belong to the centre of government and might be moved elsewhere to unload the SC and PMO from administrative burden of oversight.

Collaboration: The Secretariat actively collaborates with the Directorate of Social Development of the GD of the Government Acts on the substance of planning documents and legal acts. It collaborates with the Legal Directorate in clarifying complicated legal issues on agenda of the Council.

The Secretariat deals with a significant flow of documents, and collaboration with Directorate for Document Management was stressed as important one. Collaboration with the

Directorate for Administration and Internal Management takes place on administrative issues, like booking rooms and the like.

The Secretariat actively collaborates with the line ministries involved in the policies of interest: Ministry of Work and Social Protection, Ministry of Economy, Ministry of Education, Ministry of Health, Ministry of Finance, Ministry of Regional Development and Construction.

Human resources: The leadership of the Secretariat is experienced.

Staff is flexible and motivated by its independence and their sense of mission – to bring social peace to Moldova.

IT systems: There are no IT solutions employed by the Secretariat.

An IT-based document management system would benefit the Secretariat significantly, especially taking into account that it is located in a separate building some three blocks away from the SC.

Implementation of any IT solution might be complicated by comparably low IT uptake in the social partners.

4.1.19. Prime Minister's Office

Hierarchy: The Prime Minister's Office is subordinated to the Prime Minister, even though it is situated in the State Chancellery.

Responsibilities: The Office provides assistance to the Prime Minister in implementing his agenda and policy initiatives. That includes the provision of the informational support to the Prime Minister regarding the agenda of the Government, developing of the positions of the Prime Minister. Another important are of responsibility is supporting the progress of implementation of the strategic priorities of the Government and initiating the policy changes.

Collaboration: The PMO actively collaborates with the policy-facing structures of the State Chancellery: GD for Cooperation, GD for Government Acts, as well as the GD for Documentation – due to lack of an IT solution for document management.

The Office also liaisons with offices of ministers and with the Parliament.

There is weak internal collaboration within the PMO, which may be explained by a number of reasons. Some counsellors arrived as political assistants to the Prime Minister, some are compromise figures with the social partners, some counsellors are stipulated in the government decisions and were not a choice of the Prime Minister. Also the diverse areas of expertise counsellors are active in are not obviously ripe for synergies.

Human Resources: The head of the PMO is a very experienced professional, who enjoys deep trust of the Prime Minister. Altogether there are 15 advisors to the Prime Minister, including the staff of the Prime Ministers Control Body. The competency areas the advisors are related to particular policy fields.

IT systems: The PMO does not utilise IT solutions, but views for some of the most necessary ones, like document management system, e-Cabinet, planning document monitoring and foreign aid monitoring.

4.2. Functional Conflicts

The analysis of the normative regulation on the functions of the State Chancellery and the actual performance of the functions provide evidence for several functional conflicts and overlapping of the functions, both between the structures of the State Chancellery and State Chancellery and line ministries.

4.2.1. Duplication of functions between the structures of State Chancellery

The monitoring of deadlines of tasks given by the government, government committees, Parliament and other bodies in their protocols, decisions, regulation laws and planning documents is a function with obvious overlap within the State Chancellery. Several structures are in charge of the tasks related to the monitoring function:

- ▶ The Section for Monitoring is charged with responsibility of weekly updating the list of active tasks with their deadlines across the ministries and submitting it to the Secretary General of the SC.
- ▶ The General Directorate for Policy Coordination performs the same function, when coordinating and monitoring policies – with no obvious rhythm to the job: some updates are weekly some are not even monthly, and many ad hoc updates requested from line ministries.
- ▶ The General Directorate for Government Acts does the same type of job with respect to legal acts that are to be submitted for promotion to the government approval – generally weekly cycle is skipped at times.

As conclusion, the Section for Monitoring, performing the job under the reliable weekly schedule lacks in-depth understanding of the issues controlled, and some deadlines are considered met, even if only formally. This overlap needs to be eliminated merging the three instances together to control for deadlines of both legal acts and planning documents in due rhythm and in substance.

4.2.2. Duplication of functions between the State Chancellery and line ministries

Legal expertise for draft legislation

The certain level of the functions duplication could be observed regarding the legal expertise. Several institutions provide the legal assessment and form the cascade of the checks:

- ▶ The Ministry of Justice provides the final assessment of legal acts right before a line ministry submits those to the State Chancellery for promotion to the government approval.
- ▶ The Legal Directorate of State Chancellery provides the final assessment of legal acts approved by the government before putting those into the countersigning process and publishing.
- ▶ In addition, personnel of the Directorate General for Government Acts of the State Chancellery has developed an in-depth understanding of legal minutiae and commands commendable legal expertise.

Given how seldom draft legal acts are discussed in substance in the government meetings and the existence of fail-proof countersigning process, two final assessments seem unnecessary. Also, extraordinary position the MoJ currently occupies in harmonisation of legal acts seems less than exhaustively justified. This leads to suggestion to avoid overlap and insert the MoJ into the harmonisation process on par with other ministries, leaving the SC to perform the final assessment of approved legal acts.

Legal expertise for Compliance with *Acquis Communautaire*

Similar finding is related to another aspect of harmonisation of draft legal acts: accordance to the EU *acquis communautaire*. Two ministries, MoJ and MoFA, and a Service for External Relations of the Directorate General for Government Acts of the State Chancellery claim to be making the checks of compliance. This too seems unnecessary and an example of a wasted administrative capacity and speed in harmonisation of legal acts. It is suggested that the function is retained by the MoJ, only performed by the MoFA in exceptionally sensitive and problematic policy areas, and is altogether shed from the SC.

Supervision of Association Agreement

One of the areas of policy the Section for Monitoring of State Chancellery is working on especially closely in its weekly updates is a set of tasks arising from the Association Agreement. The same process to a much greater detail is monitored by the Ministry of Foreign Affairs on a daily basis – due to diverging reporting schedules to various European Commission services. Additionally, the Ministry of Economy monitors some tasks related to the Deep and Comprehensive Free Trade Area in an even greater detail on the national level. It seems that the monitoring exercise performed by the State Chancellery is redundant in form and inferior in substance as compared to the of the MoFA– hence, represents an obvious savings possibility.

4.2.3. Unnecessary Functions Performed by the State Chancellery

Approval of foreign business trips for line ministries

The Section for Human Resources performs a function grandfathered in from arguably less hectic times, when Moldovan public administration was not as open to international collaboration and had much lower amounts of foreign business trips: for training, experience exchange, international collaboration, diplomatic or political representation. The requirement that all the international business trips undertaken by staff of government ministries before being executed are to be approved by the Section for Human Resources of the State Chancellery is still in force – but less than half of all the ministries comply with it nowadays. Also, there is no evidence that the Section for Human Resources has capacity to make a judgement on whether a given civil servant is sufficiently qualified to represent Moldova abroad or whether a given forum is even appropriate for Moldova to participate in. Problems arising from business trips that are not centrally controlled have not been identified in this research. This leads to suggesting to stop performing this low value added formal function of the SC.

4.2.4. Functions to be Relocated Between the State Chancellery Structures

Editing of draft legal acts

The Section for Completion of Technical Documents of the Directorate General for Document Management is charged with editing the draft versions of the legal acts to be approved in government in Romanian and Russian before the countersigning process and publication. First a pair of linguists [Romanian and Russian linguists working in tandem: simultaneously on the same legal act] make corrections in the printouts of the approved legal acts received from the Legal Directorate, then a pair of correctors amend the electronic document with the texts and return them to the Legal Directorate. It seems that this function belongs to the Legal Directorate in terms of both the workflow and substance.

4.3.Functional Statistics

The Chapter presents the main functional outputs produced by the State Chancellery in 2015. The outputs are grouped according to the dimensions of the CoG and the functions belonging to the particular dimension.

- ▶ Co-ordination of the preparation of the sessions of the Council of Ministers, including the preparation of the agenda and the distribution of material to participants

The outputs for the CoG dimension of coordination of preparation of the Government sessions mainly relates to the business processes performed by general Directorate for Documentary. During the second half of 2015, 19 Government meetings were organized.

From the organizational point of view, it is also important to assess the incoming and outgoing documents flow. The number of outgoing documents more than twice exceeds the number of incoming documents that could be explained by the coordinating function of the State Chancellery that multiplies numbers of its correspondence of identical or similar content by addressing 16 ministries and numerous public authorities.

Co-ordination of preparation of the Government sessions			
Function	Reference	Structure	Output for 2015*
Provides, in terms of organizational and logistic conditions necessary for holding the meetings of the Government, the working sessions of the leadership of the Government and the State Chancellery, conduct measures Protocol secretariat works, track and monitor automated circuit documents necessary actions for the protection of state secrets;	Reg. Art 7 u	DG Documentary	19 Government meetings held Editing of draft legal acts – 5263 pages in Romanian and 4139 pages in Russian
Analyses incoming mail on behalf of the Prime Minister, Deputy Prime Ministers, Secretary General and Deputy Secretaries General of Government, presented their respective materials and distribute them for consideration as recipients powers;	Reg. Art 26m	DG Documentary	9702 incoming documents registered 13484 documents processed 22655 outgoing documents registered

*Second half of 2015

- Co-ordination of activities to ensure legal conformity, including conformity of legal drafts with the Constitution and with the existing body of law

Coordination of legal conformity is stipulated by two functions in the regulation. The output directly correlates to the amount of work the Government performs in elaboration of legal framework of the national policies.

Co-ordination of legal conformity			
Function / Task	Reference	Structure	Output for 2015
Finalizes and promotes, according to the competence, draft legislation and regulations to be examined by the Government and other materials on the Government's decisions which are necessary	Reg. Art 26j	Legal Directorate	96 draft legal acts developed and submitted to the Government for approval
Verifies the compliance of normative acts of the Government with the Constitution of the Republic of Moldova, the current national legislation and international treaties to which Moldova is a party;	Reg. Art 7m	Legal Directorate	1011 draft decisions revised and approved for submission to the Government; 1673 draft orders of Secretary General revised and approved for the signature

- Co-ordination of the preparation and approval of the government's strategic priorities and work programme, and of ensuring their link to the budget

The third key function of the CoG is coordination of policymaking and provision of the link to the national budget or other source of funding. Also regarding this function, the data is only partially available.

Co-ordination of the preparation of Government programme and priorities, and their link to the budget			
Function / Task	Reference	Structure	Output for 2015
Prepares analytical-informational materials, including with the assistance of the competent public authorities, the documents addressed to the Government or the issues to be examined by it and shall submit the	Reg. Art 7c	GD Governmental Acts	348 information notes developed
		GD for Policy Coordination	Periodically

necessary proposals, as appropriate, the Prime Minister, Deputy Ministers or the Secretary General of the Government			
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- ▶ Co-ordination of the policy content of proposals for decision by the Council of Ministers, including defining the process of policy preparation by ministries, inter-ministerial co-ordination, and the fit of proposals with each other and with the government's priorities

The key output for the CoG dimension for co-ordination of the policy content of proposals is reviewed and harmonised draft policy documents, however the statistical data for the activity is not available. Another important output is harmonised draft legal and normative acts.

Co-ordination of the policy content of proposals for the CoM			
Function / Task	Reference	Structure	Output for 2015
- Ensure prior analysis and full consideration in all aspects (national, inter-sectorial, sectorial) policy documents and draft legislation to be submitted to Government for examination	Reg. Art 26c	GD Governmental Acts	992 draft legal acts revised and approved for submission to the Government;
		GD for Policy Coordination	Permanently

- ▶ Co-ordination of the government's communications activities to ensure the coherence of the government message, and effective timing and content of ministerial messages

A very important function of the CoG is coordination of communications messages. The Regulation on organization and functioning, structure and personnel of the State Chancellery no. 657 of 06.11.2009. does not stipulate such function of the State Chancellery. The Public Relations Section performs the function of communication and a High Level Advisor to the Prime Minister Mr M.Jasko provides valuable assistance to the Section in improving the communication practices and coordinating the communication effort across the central public authorities. Yet there is no data on communication function in terms of updates to the webpage, published press releases, and other media activities.

- ▶ Co-ordination of the monitoring of government performance to ensure that the government collectively performs effectively and keeps its promises to the public

The coordination of the monitoring of Government performance is implemented by several structures. The Monitoring Section is responsible for the monitoring of the Government Action Plan, execution of laws approved by the Parliament, Prime Minister's decisions, Association Agreement with EU. Depending on the type of the subject, weekly, monthly, quarterly and annual information notes are developed. The General Directorate for

Governmental Acts carries out monitoring of implementation of the approved legal and normative acts. Altogether 1519 tasks were monitored during 2015. The General Directorate for Policy Coordination is ensuring the monitoring of the policy implementation targets.

Co-ordination of the monitoring of Government performance			
Function / Task	Reference	Structure	Output for 2015
Organize and oversee the execution of the ministries and other administrative acts adopted by the Parliament, the President of Moldova and the Government, and the Program and activity plans of the Government	Reg. Art 7l	Monitoring Section	Weekly, monthly, quarterly and annual information notes developed
		GD Governmental Acts	Monitoring of execution of 1519 tasks derived from legal acts implemented
Monitoring the performance of the ministries and other central administrative authorities of legislative, Presidential decrees, ordinances, decisions and orders of the Government, as well as indications of the Prime Minister, Deputy Prime Ministers and the Secretary General of the Government, formulating and presenting, if necessary, conclusions and proposals for completion of those documents and particulars	Reg. Art 26n	GD Policy Coordination	Permanently

► Co-ordination of relations between the government and other parts of the State (President, Parliament)

The main outputs for the CoG dimension for the coordination with other parts of the State are constructed from the functions performed by the Legal Directorate, General Directorate of Governmental Acts who are the main counterparts for the cooperation with public authorities. The Section for Petitions and Hearings examines enquiries from citizens.

Co-ordination of relations with other parts of the State (President, Parliament)			
Function	Reference	Structure	Output for 2015
Prepares information and documents requested by Parliament, Parliamentary Committees and Members, organized by the Government	Reg. Art 7r	Legal Directorate	93 interpellations of Parliament deputies answered
		DG Governmental Acts	7603 documents revised

review and submit the replies to the questions and interpellations raised by the deputies;			
Represents the interests of the Government in the courts;	Reg. Art 7s	Legal Directorate	Participation in 232 hearings covering 165 court proceedings
Examines petitions by natural and legal persons to the Government and, if necessary, sends them to the competent authorities to take the necessary measures, carry out analysis and synthesis petitions for settlement of problems and organize petitioners audience at Government leadership;	Reg. Art 7t	Section for Petitions and Hearings	2555 petitions revised 399 citizens listened

- Co-ordination of specific horizontal strategic priorities, such as public administration reform, European integration, etc.

A significant horizontal function of the State of Chancellery of Moldova is modernisation of the public administration. This function is stipulated in the Regulation, and performed by the DG for Policy Coordination. No data is available on implementation of this function.

Co-ordination of specific horizontal strategic priorities			
Function / Task	Reference	Structure	Output for 2015
Prepares draft laws related to the modernization and streamlining of the central public administration system; advisory assistance grants and endorse initiatives central public administration authorities on optimizing their work	Reg. Art 26c	DG for Policy Coordination	

Reintegration of the territorial unity of the Republic of Moldova is another important horizontal function of the CoG. A special Directorate functions in the State Chancellery. No data is available on its outputs.

5. International Experience

5.1. General Principles

The countries applying for membership in the European Union (EU) need to reform their public administrations to meet the accession criteria. Although there is no *acquis communautaire* for setting standards of horizontal systems of governance or national public administrations, over time a general consensus on key components of good governance has emerged among democratic states. These components include the **rule of law principles of reliability, predictability, accountability and transparency, alongside with technical and managerial competence, organisational capacity and citizens' participation**. This consensus has established principles for public administration shared by EU Member States with different legal traditions and different systems of governance. Over the course of time, these principles have been defined and refined through the jurisprudence of national courts and, subsequently, the jurisprudence of the European Court of Justice¹¹.

According to OECD, there are four main groups of the principles for the operation of the public administration:

- ▶ **Reliability and predictability** (legal certainty). The public administration ought to discharge its responsibilities according to law. Public authorities make their decisions by following general rules or principles applied impartially to anyone who comes within their ambit of application.
- ▶ **Openness and transparency**. Openness suggests that the administration is available for outside scrutiny, while transparency suggests that, when examined closely, it can be “seen through” for the purpose of scrutiny and supervision.
- ▶ **Accountability**. One person or authority has to explain and justify its actions to another. It means that any administrative body should be answerable for its actions to other administrative, legislative or judicial authorities.
- ▶ **Efficiency and effectiveness**. Efficiency is characteristically a managerial value consisting in essence of maintaining a good ratio between resources employed and results attained. A related value is effectiveness, which basically consists of ensuring that the performance of public administration is successful in achieving the goals and solving the public problems set for it by law and government. It mainly calls for analysing and evaluating the public policies in place, and for assessing how well they are being implemented by public administration and civil servants¹².

¹¹<http://www.oecd-ilibrary.org/docserver/download/5kml60zwdr7h.pdf?expires=1463931591&id=id&accname=guest&checksum=11340B9FCFC16C250DE1B5D0C6F62F8F>

¹²<http://www.oecd-ilibrary.org/docserver/download/5kml60zwdr7h.pdf?expires=1463931591&id=id&accname=guest&checksum=11340B9FCFC16C250DE1B5D0C6F62F8F>

It is acknowledged that modern, constitutional civil service in a democracy is regarded as possible only when a set of conditions are in place:

- ▶ Separation between a public sphere and a private sphere;
- ▶ Separation between politics and administration;
- ▶ Development of individual accountability of civil servants by overcoming former collegial decision-making processes. This calls for well-educated and skilful public managers;
- ▶ Sufficient job protection, stability, and level of pay, and clearly defined rights and duties of civil servants;
- ▶ Recruitment and promotion based on merit.

The State Chancelleries (also called government offices or administrations of government) are the principal institutions serving the governments implementing coordination function and supporting the work of the government both related to the content and technical aspects of the agenda.

There is no single approach for the development of the institutional set-ups of the State Chancelleries across the EU. The institutions could be organized having different number of structures and hierarchical levels. Most frequently, the organization structure corresponds to the common design of the public administration institutions in terms of structures and sub-structures, hierarchical levels. The heads of the institutions usually belong to the senior civil service instead of holding political positions. Nevertheless, the head of the institution is approved by the government or Prime Minister for a limited period of time, based on the suggestion of the impartial evaluation committee.

In relation to the functional scope of the State Chancelleries, the countries follow the OECD approach on the centre of government. Quite commonly, the functions of the centre of government are directly reflected in the structures of the State Chancelleries, i.e. there are Legal Departments, Policy Coordination Departments, Communication Units, Documents Management Departments, etc. However, not all functions are similarly exposed in the structures of the institutions, i.e. the monitoring function relatively seldom is attributed to the individual structures of the State Chancelleries.

There are reviews of the selected countries presented below summarizing the experience of the EU Member States that have undergone the public administration reform during the last decades, modernizing its institutions both from the operational and functional point of view, i.e. Latvia and Estonia. Georgia is chosen as an example of best practice among the Eastern Partnership (EAP) countries.

5.2. Experience of State Chancelleries from Selected Countries

5.2.1. Latvia

The State Chancellery in Latvia is a central public administration institution directly subordinated to the Prime Minister. The institution is headed by its director, who is a top-rank official (civil servant) appointed to and dismissed from the post by the government order and upon recommendation of the Prime Minister. The Director is appointed to the position for the period of 5 years.

The State Chancellery as a legal person comprises Prime Minister's Office, departments, divisions and individual units set up by the Director of the State Chancellery. The State Chancellery ensures and controls compliance of policy documents and draft legal acts of the Cabinet with the effective requirements; develops and implements policy action plans in various areas and presents opinions on policy documents and legal acts, as well as technically arranges activities of the Cabinet of Ministers¹³.

Policy coordination is especially strong function in Latvia. The coordination function of the Centre of Government is implemented by the State Chancellery and by the Cross-Sectorial Coordination Centre (CCC) that is subordinate to the Prime Minister. The CCC key functions relate to the coordination of the development planning in the country (including elaboration of long-term and medium-term cross-sectorial development documents, such as the National Development Plan 2014-2020), as well as monitoring and evaluation of the policy implementation¹⁴. The CCC can be viewed as the next stage in the development of the policy coordination in Latvia – from a small Policy Coordination Department of the State Chancellery with just five staffers the function grew into an eighteen person independent institution subordinate to the Prime Minister. In relation to the CoG functions, the CCC performs coordination, monitoring and strategic planning; other CoG functions are undertaken by the State Chancellery.

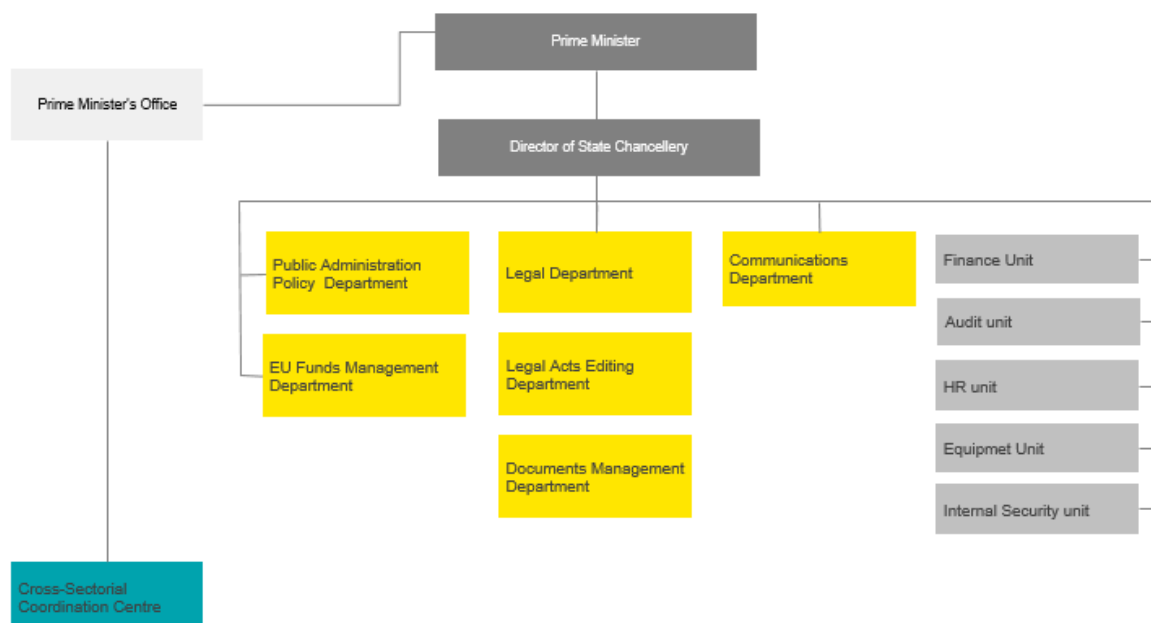
Latvia puts emphasis also on another CoG function, namely, efficiency in public administration, a department of 16 people. The structure is responsible for the elaboration of the policy documents and legal acts in relation to the public administration management, including the human resources management in public administration. It coordinates and supervises the execution of the particular policy, provides the information and consultations regarding the civil service management and operation, in cooperation with the School of Public Administration plans the human resources development for the civil service.

¹³ <http://www.mk.gov.lv/en/content/documents-and-publications>

¹⁴ <http://www.pkc.gov.lv/par-pkc/normativie-akti-un-attistibas-planošanas-dokumenti>

The Prime Minister's Office is a structure of the SC in Latvia. It employs eight staffers.

Figure 4: Structure of the State Chancellery in Latvia



The Latvian State Chancellery also performs a non-essential function – as an Intermediate Body functionally subordinated to the Ministry of Finance it is directly involved in the implementation of the EU Structural Funds; for carrying out the function there is a special department of six people.

All in all, 102 people are involved in carrying out the CoG functions in the SC and CCC of Latvia.

The State Chancellery utilizes the IT systems in its work. There are IT system for documents management, HR management system, documents management system for Government meetings eportfelis.mk.gov.lv and others.

5.2.2. Estonia

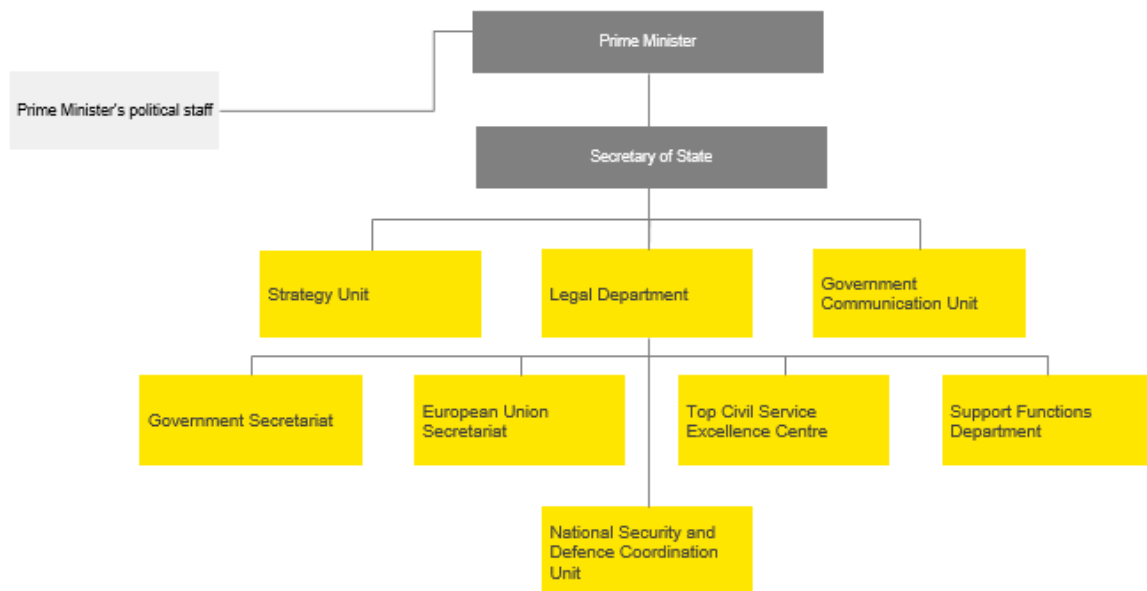
The Estonian Government Office's mission is to support the Government of the Republic and the Prime Minister in policy drafting and implementation. Its functions are the following:

- ▶ supporting the planning of the government's work, preparing the government's programme and coordination of its implementation;
- ▶ preparation and organization of the government sessions and Cabinet meetings;
- ▶ ensuring that the government's draft legal acts are constitutional and in conformity with other legislation;

- ▶ coordination of the shaping of Estonia's positions and giving advice and support to the Prime Minister on EU affairs;
- ▶ organising public relations for the government and the Prime Minister and internal public relations work related to the European Union;
- ▶ advising the Prime Minister on national security, organizing the work of the Government Security Committee and managing the coordination of national security and defence management;
- ▶ advising and supporting the Prime Minister in directing the work of the Research and Development Council;
- ▶ organizing recruitment, selection and development of top-level public servants.

Thus, the Estonian Government Office is performing functions of the Centre of Government. From its organizational perspective the Strategy Unit coordinates policies.

Figure 5: Structure of the Government Office in Estonia



The Prime Minister's Political Staff Office consisting of 10 employees is a structure of the Estonian Government Office.

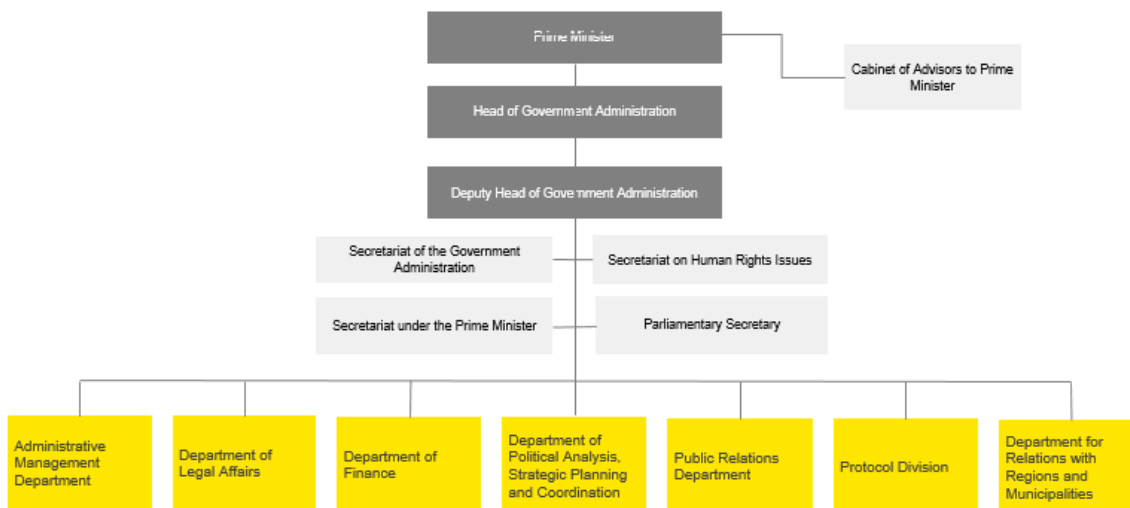
The two untraditional structures of the institution are the European Union Secretariat and the National Security and Defence Coordination Unit. These are examples of specific horizontal strategic priorities, which are vitally important for independence and development of Estonia.

The staff of the Estonian Government Office is 98 people.

5.2.3. Georgia

The organization of the public administration of Georgia is assessed as an example of best practice from the EAP countries. The Georgian Government Administration is operating as the Centre of Government and implementing all the functions of the CoG.

Figure 6: Structure of the Government Administration in Georgia



Two structures within the Government Administration assist the Prime Minister: the Cabinet of Advisors to the Prime Minister and a Secretariat under the Prime Minister.

Coordination is the key function with two departments of thirty employees responsible for its implementation: one is coordinating policies; the other is responsible for coordination of nationally important projects.

The Georgian State Chancellery is involved in a non-essential function. IT is performed by the Department for Relations with Regions and Local Self-governing Bodies and employs 37 people. Its functions are similar to those of the General Directorate for Decentralisation and Local Administration.

The overall headcount working on the CoG functions in the Georgian Government Administration is 240.

6. Findings and Recommendations

6.1 Analysis of Functions of the Centre of Government

The mapping of the functions of the State Chancellery has been developed in order to provide the evidence of their relationship with the functions of the Centre of Government. The map of the functions includes the State Chancellery functions defined in Regulation on the Organization and Functioning of the State Chancellery No.657/2009. At the sub-function level the detailed functions are attributed to the main function as stipulated in the Regulations on the structures of the State Chancellery. It could be acknowledged that the Regulations of the different structures of the State Chancellery are developed at different level of particularity in relation to the functions, leading to the heterogeneous definitions of the functions scope and content.

The functions map is annexed to the Draft Report. *During the development of the Final Report the functions map will be complemented with the data on functions KPIs and FTE's (data gathered from the questionnaire), thus providing the evidence on the current effectiveness of the function.*

CoG function: Co-ordination of the policy content of proposals for the CoM

The function has been addressed by Regulation No. 657/2009 through several functions. When exercising the Regulations of the structures of the SC at the sub-functional level the function is performed by two structures: the General Directorate for Policy Coordination, External Assistance and CPAR and the General Directorate for Governmental Acts.

CoG function: Co-ordination of the preparation of Government programme and priorities, and their link to the budget

The function is not explicitly addressed in Regulation No. 657/2009. The General Directorate for Policy Coordination, External Assistance and CPAR could be presumed as the structure responsible for the particular CoG function, however, the function should be highlighted from the normative view, as well as enforcement, strengthening the aspect of the policy relation with the financing.

CoG function: Co-ordination of the monitoring of Government performance

The monitoring function is included both in Regulation No. 657/2009 as well as the Regulation on the structures of the SC. The Monitoring Section and the General Directorate for Governmental Acts share the execution of the function. Due to the efficiency reasons the function placement needs to be reconsidered, avoiding the monitoring cascades.

CoG function: Co-ordination of communications messages

The communication function is not mentioned in Regulation No. 657/2009 among the functions of the State Chancellery. It has been left for the competency of the Communication and Press Relations Office, thus creating inconsistency between the external and internal legal acts. The function needs to be highlighted in the regulatory framework, as it constitutes significant competency of the CoG.

CoG function: Co-ordination of legal conformity

The provision of the legal conformity is addressed in Regulation No. 657 and at the sub-function level is attributed for the Legal Department and the General Directorate of Governmental Acts.

CoG function: Co-ordination of relations with other parts of the State (President, Parliament)

Several functions listed in Regulation No. 657/2009 could be attributed to the function of the coordination of the relations with other parts of the State, mostly belonging to the Legal Department, the General Directorate of Governmental Acts, as well as the Petition Section. In practice, the function could relate to almost all structures of the institution, requiring amendments to the normative framework.

CoG function: Co-ordination of preparation of the Government sessions

The function is strongly addressed in Regulation No. 657/2009 and internal acts of the State Chancellery governing the functions of the structures. The Directorate for Administration and Internal Management, the General Directorate for Documentation the Human Resources Section deal with the function.

CoG function: Co-ordination of specific horizontal strategic priorities

Currently the competency of the State Chancellery covers several horizontal issues – PAR management, foreign aid coordination, e-Government, children’s rights protection, anti-trafficking issues, diaspora relations, reintegration, monitoring of state controls. The placement of the functions at the SC level needs to be reconsidered in order to allow the institution focusing on its core business – supporting the work of the government.

A matrix of the CoG functions and their correspondence to their structural competency is provided below.

Function of the Centre of Government / Structure of State Chancellery	GD policy coordination, external assistance and central public administration reform	GD governmental acts	GD documentary	Legal Department	Directorate for administration and internal management	Planning Directorate, management and financial control	GD for decentralization policies and local administration	Human Resources Section	Monitoring Section	Internal Audit Service	The communication and press relations	Section petitions and audience	Service monitoring state controls	Secretariat of the National Commission for consultations and collective bargaining	The permanent secretariat of the National Council for Child Protection	The permanent secretariat of the National Committee for Combating Trafficking in Human Beings	Bureau for Reintegration	Diaspora relations bureau	e-Government centre	
Co-ordination of preparation of the government sessions			✓		✓	✓		✓		✓										
Co-ordination of legal conformity		✓		✓																
Co-ordination of the preparation of the government programme and priorities, and their link to the budget	✓																			
Co-ordination of the policy content of proposals for the CoM	✓	✓																		

Co-ordination of communications, e.g. press releases											✓								
Co-ordination of the monitoring of government performance		✓							✓										
Co-ordination of relations with other parts of the State (President, Parliament)		✓		✓								✓							
Co-ordination of specific horizontal strategic priorities	✓						✓						✓	✓	✓	✓	✓	✓	✓

6.2 Proposal to Restructure the State Chancellery

This chapter outlines proposals for functional restructuring of the State Chancellery based on the performed analysis above. Based on the functions that are considered to be executed by the Centre of Government, the institutional structure of the State Chancellery is proposed.

Functions to be Kept for the Centre of Government

It is essential that the State Chancellery should continue to perform the functions ascribed to the Centre of Government with primary attention to providing support to the work of the Government.

According to the review above, the main functions to be kept for the SC as the CoG would be:

- ▶ Co-ordination of preparation of the government sessions, including:
 - Provision of document management,
 - Provision of administrative support to the government,
 - Ensuring the financial management function,
 - Provision of IT support,
 - Provision of HR management function,
 - Provision of protocol service.
- ▶ Co-ordination of legal conformity, including:
 - Legal compliance for the documentation passing the government.
- ▶ Co-ordination of the policy content of proposals for the CoM:
 - Methodological guidance on elaboration of policy documents and legal acts,
 - Exchange of information on the planning process,
 - Ensuring coordination of the policy across the line ministries,
 - Monitoring and evaluation of the public policies.
- ▶ Co-ordination of the preparation of the government programme and priorities, and their link to the budget, including:
 - Elaboration and updates of the government action plan,
 - Coordination of effort of public authorities in implementing the government action plan.
- ▶ Co-ordination of communications, e.g. press releases, including:
 - Provision of the communication for the Prime Minister, government, State Chancellery,

- Methodological management of the communication structures across the line ministries.
- ▶ Co-ordination of the monitoring of government performance, including:
 - Monitoring the implementation of the government action plan, other tasks set by legislation, decrees, etc.
- ▶ Co-ordination of relations with other parts of the State (President, Parliament):
 - Coordination of relations with other public institutions,
 - Ensuring the management of petitions,
 - Representation of the government to court.
- ▶ Co-ordination of specific horizontal strategic priorities, including:
 - Coordination of Public administration reform;
 - Ensuring the reintegration processes.

The drafts for external and internal regulations of the State Chancellery are annexed to the Report and details the functions of the State Chancellery.

Functions to be Added for the Centre of Government

The key function to be added to the structure of the State Chancellery in order to strengthen the formulation of the policy content is independent analytical capacity. It is crucial in generating the policy alternatives and solutions, developing the justifications for the policy initiatives, assessing the impacts of the policies. The existence of strong analytical function would allow increasing the superiority of the State Chancellery and assisting the Prime Minister in the development and implementation of the Government agenda from the cross-sectorial perspective.

Institutional Set-up of the State Chancellery

In the development of the institutional structure of the State Chancellery the common principles are applied that contribute to the efficiency of the public administration institution.

- ▶ **Elimination of the hierarchical levels.** The administrative structure contains 3 levels of hierarchy instead of 5 levels applied recently. It allows establishing more flat organizational structure that potentially contributes to the increase of cooperation instead of formal responsibility. Fewer levels of the hierarchy would also contribute to faster flow of the in-coming and out-going documents.
- ▶ **Heads of General Directorates perform the function of the deputies of Secretary General.** The approach allows defining the responsibilities for each of the Deputy Secretary General, reducing the number of deputies from 4 to 3. The proposal also contributes to the elimination of the additional level of the hierarchy.

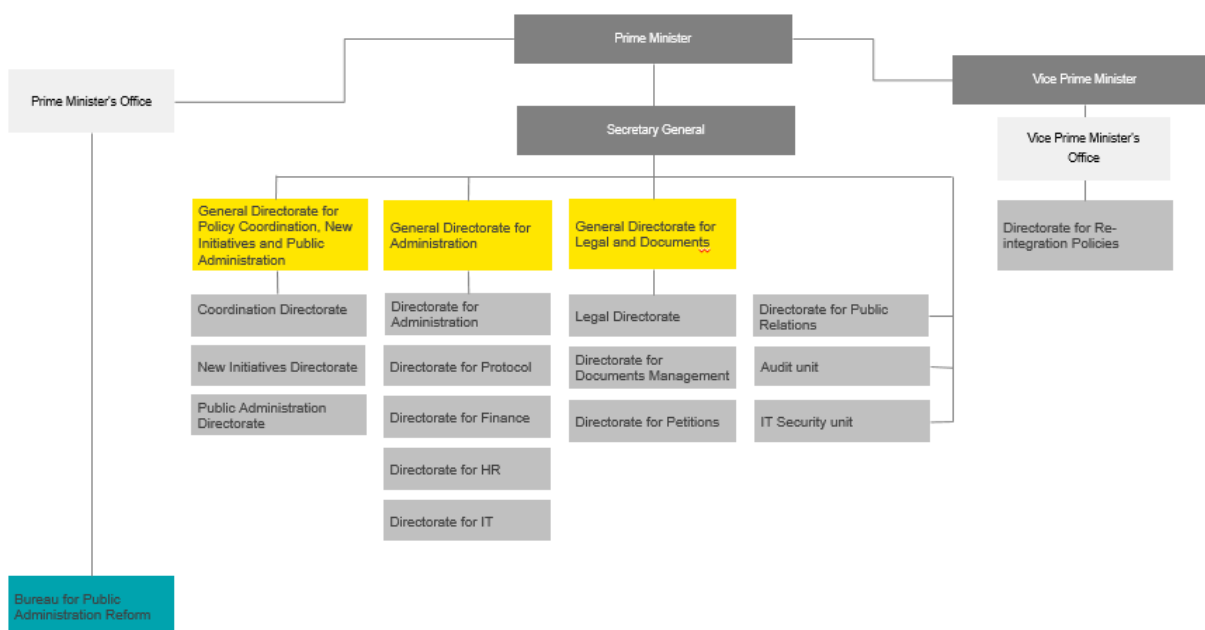
► In **grouping of the functions of the Centre of Government and attributing them to the institutional structures the split was done to establish 3 broad groups:**

- policy coordination and important horizontal policy issues,
- legal compliance and document management,
- administrative support for the provision of the government work.

Accordingly the competencies of the General Directorates are defined. The sub-level structures are proposed to cover a single narrower competency.

- Due to their horizontal nature there are **two structures that are directly subordinate to the Secretary General** – the Audit Unit and the Directorate for Public Relations, as well as IT security. The internal audit function should serve the head of the institution in provision the solutions for the organizations efficiency and thus need to be placed under the Secretary General. The primary tasks of the Directorate for Public Relations are related to the provision of communication and thus the optimal placement of the structure would be outside the content related structures of the State Chancellery.
- The **Prime Minister’s Office is placed within the State Chancellery** with hierarchical subordination to the Prime Minister.
- In order to implement the public administration reform it is proposed **to establish the Bureau for the Public Administration Reform** which is a separate legal entity subordinated directly to the Prime Minister. The Bureau would operate as the task force for the PAR implementation and would cease its operation after the implementation of the reform.

Figure 7: The proposed structure of the State Chancellery



Functions not Typical for the Centre of Government

Most of the functions deemed non-essential to the Centre of Government are suggested to be transferred to other institutions. To enable the change proposed, the Report identifies and argues for new placing of each individual function / structure.

Structures and functions, which are not directly related to the Centre of Government, are suggested to be moved to the line ministries and other institutions for better synergies:

- ▶ The Bureau for Relations with Diaspora (BRD) moves to the Ministry of Foreign Affairs. The BRD is mostly an outward-focused structure with close operational links with the MoFAEI. While normative and motivational prevention of emigration cannot be effective and the economic growth is suboptimal, improvement and leveraging of relations to diaspora is the best way forward. Therefore, neither the Ministry of the Interior nor the Ministry of Economy, who are other close collaborators of the BRD, are not appropriate locations.

The Ministry of Foreign Affairs is also the responsible ministry for diaspora affairs in Latvia.

- ▶ The General Directorate for Decentralisation and Local Governments moves to the Ministry of Regional Development and Construction. The ten regional offices of the State Chancellery dealing with the local governments move along.

The General Directorate is tasked with two functions very significant for the development of the public administration and the future of the country altogether: amalgamation of municipalities and decentralisation of public services. Both functions include reforms that require cross-sectorial approach to the system implemented and political consensus to be built around the reforms. Another set of tasks is important for permanent functioning of the regional and local level of executive power – legal compliance of the municipal decisions and assistance in the development of municipalities and regions.

All these reformative and everyday tasks can be fulfilled in the line ministry, leveraging regional development perspective in negotiations with regional and local authorities, as it was done in Latvia in 2011.

Regional offices assist the section of the SC in performing the function of legality control of municipal decisions, and will move into the responsibility of the Ministry of Regional Development and Construction together with the function.

- ▶ The e-Governance Centre moves to the Ministry of Information Technologies and Communication.

The Centre is responsible for introduction of information technologies in the work of the public administration and assisting the authorities in harvesting related efficiency gains. While the reforms in their substance often involve functional redesign and even policy decisions,

the solutions are mostly related to the ITC, which is the domain of the Ministry of Information Technologies and Communication.

This function is within the competence of the Ministry of Environmental Protection and Regional Development in the case of Latvia, but with the Ministry of Economy and Communication in the case of Estonia.

- ▶ The State Controls Section moves to the Ministry of Economy.

The mission of the Section is to facilitate business environment, and it coincides very well with the role of the Ministry of Economy. So the MoE is a good location for the State Controls Section. The fact that some of the state control functions are within the competence of the Ministry of Economy does not create a conflict of interest, because those functions are ascribed to subordinate authorities.

In most EU countries, including the three Baltic States, the effort to minimise administrative burden on enterprises is promoted by the Ministry of Economy without a special Unit, in the framework of annual reporting on the implementation of the National Reform Programme submitted to the government and to the European Commission.

- ▶ The Permanent Secretariat for The National Committee for Combating Trafficking in Human Beings moves to the Ministry of Foreign Affairs. The Prime Minister will continue to chair the Committee.

The Secretariat achieves a powerful role in the coordination of trafficking combating effort with limited resources. It could be more successful if integrated in a facilitating environment. Taking into account the close collaboration the Secretariat has with the Ministry of Foreign Affairs, it is advised to move there.

An alternative would be a comprehensive reform of the greater policy area of human rights that would include considerations for merging both the committees and the secretariats operating in the policy – and placing all of them within the competence of one ministry. Such analysis, however, is beyond the scope of this Project.

Human rights efforts are within the competence of the Ministry of Justice in Latvia and the two other Baltic States.

- ▶ The Permanent Secretariat for The National Committee for Children Protection moves to the Ministry of Work and Social Protection. The Prime Minister will continue to chair the Committee.

The Secretariat's capacity was steadily decreased during the last years to the minimal level of one staff member, which poses risks to the capacity and sustainability of the effort. Integration with a facilitating ministry is advised. The Ministry of Work and Social Protection is a good match due to its competence in social policy.

An alternative would be a comprehensive reform of the greater policy area of human rights that would include considerations for merging both the committees and the secretariats operating in the policy – and placing all of them within the competence of one ministry. Such analysis, however, is beyond the scope of this Project.

Human rights efforts are within the competence of the Ministry of Justice in Latvia and the two other Baltic States.

- ▶ The Secretariat for the National Council for Consultation and Collective Bargaining moves to the Ministry of Work and Social Protection. The Prime Minister will continue to chair the Committee.

The Secretariat and the Council are an important tool of social dialogue and needs to be strengthened for the benefit of sustainable economic development of Moldova. Taking into account the content of most of debates, the Ministry of Work and Social Protection is advised as the destination of the transfer.

The Secretariat of the Tri-Partite Cooperation Council of Latvia is a structure within the State Chancellery, while most issues discussed are related to analysis of business environment, public finance management and general economy.

- ▶ The functions of the General Directorate for Policy Coordination, External Assistance and Central Public Administration Reform pertaining to foreign aid coordination together with the relevant staff move to the Ministry of Finance. The Prime Minister will continue to chair the Inter-ministerial Committee on Strategic Planning (CIPS), dealing with foreign aid coordination.

Foreign assistance is a very important source of development funding in Moldova. The resources available within the national budget are very limited, making foreign aid comparatively more important. It is advised to ensure that the information on financial resources available to the government is concentrated in one institution, to improve policy budgeting and monitoring. Just like with formulating the government's proposal to the national budget, the Prime Minister will lead the strategic debate on foreign aid management, by chairing the CIPS.

In Latvia, as in all the three Baltic States and many other Central and East European Countries, foreign aid coordination is within the competence of the Ministry of Finance.

- ▶ The functions of the Deputy Secretary General responsible for administrative affairs and his subordinate Directorate for Administration and Internal Management, pertaining to the management of the state-owned enterprises move to an agency subordinate to the Ministry of Economy together with the relevant staff.

Proposals for policy on management of state-owned enterprises are beyond the scope of the Project. At the same time, the EU good practice is based on the main principle of least

distortion to the free market. This could be achieved by centrally re-visiting the complete list of state-owned enterprises not available to privatisation, and central management of all the enterprises remaining in the state domain in the least intrusive manner. Among the central government authorities, the Ministry of Economy is motivated by functioning economy as one of its main policy objectives. This makes the MoE the best destination.

In Latvia almost all the state-owned enterprises are centrally managed by the Privatisation Agency under the Ministry of Economy. The Privatisation Agency selects and appoints members to the Councils and Boards as well as reports to the government on strategic directions of those enterprises.

6.3. Recommendations on Functions of the State Chancellery

The Chapter contains the proposal on general competencies of the structures to be tested with the State Chancellery and the PMO and elaborated in greater detail during the preparation of the Final Report. Staffing and FTEs proposals will be included there as well. Based on the agreement of the function to be performed by each structure, the Draft Regulation of the State Chancellery will be developed and annexed to the Final Report.

The proposal of the institutional structure of the State Chancellery contains the establishment of three General Directorates as permanent structures, the Directorate for Public Relations and the Audit Unit. The Deputy Secretaries General perform the role of the heads of General Directorates, thus having the direct competency over a certain area. This is common practice in OECD countries, i.e. Latvia.

6.4.1. The General Directorate for Policy Coordination

The General Directorate for Policy Coordination is primarily considered the cross-sectorial policy coordinator which holds the analytical capacity and operates as internal think tank serving the new policy initiatives. The General Directorate executes its functions through three Directorates.

- ▶ The Coordination Directorate is responsible for methodological guidance on elaboration of policy documents and legal acts, exchange of information on the planning process, elaboration and updates of the government action plan, coordination of effort of public authorities in implementing the government action plan, monitoring of the government action plan implementation, and evaluation of the public policies.
- ▶ The New Initiatives Directorate's responsibilities are collaboration with the Prime Minister's Office and its counsellors, preparation of draft policy documents, elaboration of research into new policy areas, ex-ante evaluation of new policy initiatives, elaboration and implementation of pilot-projects related to new policies.
- ▶ The Public Administration Directorate is responsible for elaboration of human resource policy of the public administration, coordination of the implementation of human resource policy of the public administration, collection of information on human resources of the public administration.

6.4.2. The General Directorate for Administration

The General Directorate for Administration provides for seamless operation of the SC and is the key structure that supports the government operation from the organizational perspective. The General Directorate for Administration is composed of five structures each of those being responsible for the particular area of the organization of the technical support functions.

- ▶ The Directorate for Administration is responsible for maintaining the premises, furniture and equipment, providing for supplies of stationery, and other household issues.
- ▶ The Directorate for Protocol organises incoming and outgoing visits of the Prime Minister and the Secretary General, elaborating agendas, arranging travel and stay, and liaising with the foreign counterparts.
- ▶ The Directorate for Finance elaborates budget proposals, provides liaison with the Ministry of Finance and the Treasury, and maintains bookkeeping records; in the interim period, it is also responsible for guiding and consolidating the bookkeeping of the state-owned enterprises held by the SC.
- ▶ The Directorate for Human Resources is responsible for recruitment, career development, assessment, promotion, sanctioning and dismissal of personnel of the SC.
- ▶ The Directorate for Information Technologies is responsible for developing and maintaining the IT solutions utilised by the SC; in the process of development of the new IT systems the IT Directorate assists communication between their colleagues and programmers.

6.4.3. The General Directorate for Legal Affairs and Documents

The General Directorate for Legal Affairs and Documents ensures the management of documents and legal services to the SC and line ministries. Its primary functions are related to the ensuring of the processing and legal compliance for the documentation passing the government, as well as the management of the overall documentation flow. Altogether three structures are established within the General Directorate.

- ▶ The Legal Directorate ensures guidance to the SC structures on legal issues, performs legal checks on the documents produced by the SC structures, performs legal checks on the documents en route to the Government.
- ▶ The Directorate for Document Management is responsible for seamless operation of the document flow by registering incoming and outgoing documents, registering routing of those documents and deadlines for dealing with them. The Directorate is responsible for the achieving function as well.
- ▶ The Directorate for Petitions is responsible for reviewing petitions and their routing to responsible public authorities, monitoring responses of those authorities to individuals, responding to individuals on behalf of the SC; it is also responsible for organising hearings of individuals by the personnel of the Directorate for Petitions as well as by other relevant staff of the SC.

6.4.4. The Audit Unit

The Audit Unit assists the Secretary General in monitoring the efficiency and effectiveness of operations of the State Chancellery and suggests improvements in operation of the SC structures.

6.4.5. The Directorate for Public Relations

The Directorate for Public Relations is responsible for informing the media and public about the work of the Prime Minister, Government and the State Chancellery; it coordinates responses to information requests and monitors media for the sake of anticipating burning issues. In addition, the Directorate is responsible for the methodological management of the communication structures across the line ministries.

6.4.6. The Prime Minister's Office

The Prime Minister's Office assists the Prime Minister in daily work by organising the agenda, preparing briefings, elaborating new political initiatives, liaising with the offices of ministers. The PMO supports the Prime Minister in achieving her or his political objectives, by furthering the political agenda and proposing improvements as well as by administratively organising the work of the PM.

Administratively, the PMO is a structure of the State Chancellery, yet functionally, it is subordinate to the Prime Minister directly. Therefore, appointments and firings of personnel as well as the structure and work organisation of the PMO are within personal competence of the Prime Minister. Head of the PMO administratively manages the office and organises the work of advisors to the PM in assisting the Prime Minister.

The PMO analyses the situation in the country, the region and globally, suggests improvements to government policies, collects information for the Prime Minister. Advisors to the PM collaborate with the structures of the State Chancellery, ministries, other central, regional and local public authorities, as well as the other arms of the State.

In order to streamline collaboration with the SC and other institutions, the New Initiatives Directorate is established in the Directorate General for Coordination to serve as a hub for the PMO cooperation requests. The Directorate's main task is collaboration with the PMO, including provision and collection of information, collection and analysis of data, assistance to the PMO in communication with other institutions, administrative preparation of policy proposals and assistance in promoting those to the Government and Parliament.

It is understood that the New Initiative Directorate is the first contact point for the PMO and PM advisors are always welcome there. On the other hand, PM advisors are expected to collaborate with the Directorate and organise their work with the assistance of its personnel, as opposed to requesting assistance from other structures of the State Chancellery and other institutions directly.

6.4.7. The Bureau for Public Administration Reform

The Bureau for Public Administration Reform is a public legal entity that operates as a task force in the implementation of the Public Administration Reform Strategy, i.e. the Bureau coordinates the implementation of tasks of the PAR among public institutions, and implements tasks within its competence, it also reports to the Prime Minister and the Government. The Bureau ceases its operation after the implementation of PAR. Unlike the State Chancellery, the employees of the Bureau are not civil servants.

6.4.8. The Bureau for Re-integration Policies

The Bureau for Re-integration Policies is a structure subordinate to the Vice Prime Minister, it coordinates negotiations on re-integration of the Republic of Moldova and reports to the Vice Prime Minister, Prime Minister, and the Government.

6.4. Recommendations on Number of Personnel for the Structures of the State Chancellery

This chapter includes the proposal for the staff numbers of the State Chancellery and its structures and sub-structures based on the functions and capacity requirements identified within the Project.

Table 2: Proposed Number of Staff for the Structures of State Chancellery

Structures	No of staff	Considerations
Secretary General	1	
Office of Secretary General	3	Includes the advisors to Secretary General
Prime Minister Office	17	Includes the political advisors and the head of PMO.
General Directorate for Policy Coordination, New Initiatives and Public Administration Reform	36	
- Management of GD	2	Includes head of GD and the assistant.
- Coordination Directorate	20	The dominant majority of the staff positions are sectorial experts, 3-4 staff positions should be dedicated to horizontal issues - methodologies development, etc.
- New Initiatives Directorate	7	It is presumed that a single staff position on average would collaborate with 3 PM advisers.
- PAR Directorate	7	It is proposed to establish PAR Bureau, thus the workload for the Directorate decreases.
General Directorate for Administration	28	
- Management of GD	2	Includes head of GD and the assistant.
- Administration Directorate	5	3 persons dealing with management of state owned enterprises are excluded from the staff.
- Protocol Directorate	2	Unchanged.
- IT Directorate	7	With introduction of the IT systems in institution the number of staff needs to be increased.
- Finance Directorate	7	The SC will no longer have to consolidate the budgets and

		balances of the state owned enterprises according to the proposal.
- HR Directorate	5	Greater emphasis on development of personnel qualifications and trainings warrants additional capacity of additional capacity of 1 staff position.
General Directorate for Legal and Documents	41	
- Management of GD	2	Includes head of GD and the assistant.
- Legal Directorate	14	Unchanged.
- Directorate for Document Management	20	Abandoning of the staff providing the support for the management of SC, as well as introduction of IT system for documents management would allow to save human resources for documents management function.
- Directorate for Petitions	5	Presuming relatively stable number of incoming petitions it is proposed to keep the existing number of human resources for the function.
Directorate for Public Relations	8	Unchanged.
Audit Unit	2	The provision of audit requires to have 2 auditors.
IT Security Unit	1	Single person experienced in IT security and DLP.
TOTAL staff in structures of Centre of Government	137	
The Bureau for Re-integration Policies	15	Unchanged.
Bureau for Vice Prime Minister	4	Unchanged.
The Bureau for Public Administration Reform	20	New structure proposed.
TOTAL number of staff in State Chancellery and subordinate institutions	176	

6.5. Recommendations Unrelated to Restructuring of the State Chancellery

The chapter presents the recommendations for the improvements of horizontal approaches to the operation of the government and ministries, as well as internal procedures of the State Chancellery.

The summary of the recommendations is provided in the table below.

Table 2: Summary of recommendations unrelated to the restructuring of the State Chancellery

Political decisions	
<ul style="list-style-type: none"> ▶ Separation of politics and civil servants in the structure of the State Chancellery; ▶ Legislate that the State Chancellery personnel is to receive outstanding levels of remuneration; ▶ Mandate proclaiming draft legal acts at the weekly meetings of the State Secretaries; ▶ Analyse an option for ministerial legal acts and planning documents; ▶ Approach policy implementation systemically. 	
External processes	Internal processes
<ul style="list-style-type: none"> ▶ Adopt Rules of Procedure of the Government ▶ Certify the quality of the State Chancellery processes; ▶ Direct link to the budget process; ▶ Avoid duplication of functions across the ministries; ▶ Silence is agreement; ▶ Inform and involve partners from the beginning of the policy definition process; ▶ Include the by line. 	<ul style="list-style-type: none"> ▶ Focus on methodological guidance to line ministries; ▶ Avoid outsourcing to external experts; ▶ Strictly adhere to pure recruitment process; ▶ Focus on the policy coordination and harmonisation function.

6.4.1. Political Decisions

- ▶ Separation of politics and civil servants in the structure of the State Chancellery

The Secretary General and his four Deputies are politically appointed persons holding public dignity offices, according to the Annex of the Law on the Status of Persons Occupying Responsible State Positions, No. 199 of 16.07.2010.

This violates one of the key principles of the public service and human resource management¹⁵, Principle 4: Direct or indirect political influence on senior managerial positions in the public service is prevented, by appointing political persons to such managerial position in the key institutions of the public service – the State Chancellery.

The legal provision also stipulates that they are not subjects to the recruitment and firing practices according to the Civil Service Law of Moldova (No. 158/2008). Instead they are politically appointed by the Government upon the proposal by the Prime Minister. This is not directly compatible with merit-based hiring practices as defined by Principle 3: The recruitment of public servants is based on merit and equal treatment in all its phases; the criteria for demotion and termination of public servants are explicit.

It also means that the top management of the State Chancellery lose their position in case the government steps down. The Law on Central Public Administration (No. 98/2012) in its Article 16 part 4 stipulates that the State Chancellery ensures continuity of functioning of the public administration, providing the link between the public authorities and performing as an element of stability in the public administration. It might be very difficult for the State Chancellery to provide stability without two top layers of management.

This analysis suggests that amendments to the Law on the Status of Persons Occupying Responsible State Positions are advisable, resulting in the change of status of the Secretary General and the Deputies. Such amendments would also be in line with the Law on Central Public Administration, No. 98/2012 that introduced a position of the State Secretary in the ministries.

- ▶ Legislate that the State Chancellery personnel is to receive outstanding levels of remuneration

Building on the consensus that the State Chancellery is the key to effectiveness of the government agree that the SC personnel is significantly above the paygrade of the rest of line ministries and public authorities. The pay gap needs to be notable and exceed the levels that can be compensated by participation in the management of a state owned enterprise – a practice that needs to be stopped for its own sake. This will create the necessary pull factor for the SC recruitment and contribute to the reputation build up.

- ▶ Mandate proclaiming draft legal acts at the weekly meetings of the State Secretaries

Undertake to launch harmonisation process of draft legal acts and planning documents at the weekly meetings of the State Secretaries. The practice will create a rhythm to the government work and centralise information about harmonisation processes ran simultaneously. Stipulate that opinions of the Ministry of Finance and the Ministry of Justice are mandatory, while other ministries have to apply in order to provide comments on specific drafts. In the absence of the State Secretary, the Director of Coordination Department may substitute.

- ▶ Analyse an option for ministerial legal acts and planning documents

¹⁵ <http://www.sigmaweb.org/publications/Principles-Public-Administration-Nov2014.pdf>

Run a review of the Constitution and other key legal acts with an intention to analyse whether all types of legal acts and planning documents need in fact the government approval – or rather some can be satisfied with approvals of a minister. Even marginally decreasing the flow of documents through the inter-ministerial harmonisation process, the SC and the Government can bring unprecedented savings of administrative capacity and mental resources of administrative and political leadership.

▶ Approach policy implementation systemically

Implementation of complex policies may rely on many actors with diverse capacity. Lower capacity may result in slower implementation of some elements of the policy. Systemic approach to policy implementation can help preserve coherency and manage time framework of elements ready for implementation ahead or behind the schedule.

6.4.2. External Processes

▶ Adopt Rules of Procedure of the Government

Establish and introduce a standard and detailed procedure for promotion of draft legal acts and planning documents – avoid allowing exceptions from the rule. Transparency, predictability and speed gains will outweigh any initial confusion and seeming bureaucratisation of the political process.

▶ Certify the quality of the State Chancellery processes

Another solution to prevent adverse effects of political volatility is external quality certification. Prepare and pass international quality certification, e.g. ISO 9000 or other. This will result in a comprehensive and more robust justification to retain the structure, functions, personnel and processes – and prevent politically motivated changes both adding functions and staff, and downgrading the institution's capacity. Such solution was successfully used in the Latvian Ministry of Economy and the State Chancellery of Slovakia.

▶ Direct link to the budget process

Work to establish and enforce a direct link between draft legal acts and planning documents on the one hand and the budget process on the other, by unequivocally mandating the cost appraisal as part of the decision making. The MoF would be the main responsible counterpart for harmonisation in this regard – and the government would be informed about actual abilities to implement the specific strategic initiative.

▶ Avoid duplication of functions across the ministries

Strive to identify and avoid duplication of functions. An example of such duplication could be the statement that both the MoJ and the SC provide “a final legal assessment” of draft legal acts – one final assessment could suffice. Another example is a function of the Service for External Relations of the Directorate General for Governmental Acts to provide opinion on compliance with the EU acquis – after the MFA has already performed this check in overall harmonisation process.

► Silence is agreement

Adopt the principle of “silence is agreement” in the inter-ministerial harmonisation process. This would motivate partners to comply with the deadlines and teach prioritisation to personnel across the public administration. It will also strip the draft packages of empty agreement letters and minimise the flow of documents to be submitted to the State Chancellery. Such an approach may be adopted within the institutions as well.

► Inform and involve partners from the beginning of the policy definition process

The current procedure for elaboration of a planning document or a legal act foresees that governmental and social partners are addressed for their feedback during the harmonisation of the draft as a part of promotion to the Government. A much earlier involvement is advisable. A central public authority might publish its work plans on its webpage, indicating that it started to work on a certain policy issue and decided that it would take a specific form [certain level of a planning document or a certain type of legal act] – and invite suggestions at an early stage. This practice is in line with many EU countries and with the European Commission’s practice of publishing white papers. This will improve the quality of policymaking and speed up promotion to the Government by anticipating any disagreements.

► Include the by line

Increasing ownership is a known solution to improve the quality of work, so it is advised to mandate in all types of documents produced within the public administration (legal acts, normative acts, planning documents, manuals, official letters, etc.) to include the information on the author, e.g. name, surname, phone number, e-mail address, and position. An especially complex document can have more than one author. This will result in a greater responsibility on the part of the main authors of a draft document, and improve the quality of such draft promoted through the ranks – thus, requiring less of administrative effort from public authorities involved in harmonizing the draft, certifying its legality, editing it before publication.

6.4.3. Internal Processes

► Focus on methodological guidance to line ministries

Strengthen capacity of the State Chancellery to enable meaningful methodological guidance to line ministries in drafting legal acts and planning documents – and focus efforts on this area. This will swiftly improve the quality of submitted documents and provide a clear widely accepted frame of reference for assessing those, which in turn will produce even greater savings in the capacity devoted to assessing the drafts promoted to the government.

► Avoid outsourcing to external experts

Avoid the practice of inviting external experts as the authors for significant national policy documents and legal acts to improve ownership by the public administration. The practice robs ownership and on-the-job training opportunity from the administration – and results in

drafts that no personnel of a promoting ministry can explain or justify. External experts can and need to be utilised as advisors to working groups, but not as the main authors.

▶ Strictly adhere to pure recruitment process

In order to improve the reputation of the public administration in general and the State Chancellery in particular, make sure that the recruitment process is followed strictly at all stages and no favouritism is possible in the competition of transfer processes. Such strict procedural rules will produce a virtuous cycle effect of elaborating even more qualitative job descriptions and qualification requirements to be used as tools for recruitment.

▶ Focus on the policy coordination and harmonisation function

Currently the Director General for Policy Coordination of the State Chancellery undertakes monitoring of policy elaboration by collecting information on both types of policy documents: legal acts and planning documents. At the same time, it only participates in harmonisation of planning documents, while the draft legal acts are harmonised by the Directorate General for Governmental Acts. Taking into account that similar decision can take any of the two forms, this delineation is unnecessary. It is proposed to merge the function of harmonisation of policy documents under one SC structure.

6.6. Action and Resource Mobilization Plan

The Action Plan identifies the main steps to be taken to transform the State Chancellery to the new functional and institutional set-up. The Action Plan involves the tasks related to the Government decisions, State Chancellery internal decisions, communication activities and technical issues.

In setting the due dates for the actions the presumption on **implementation of the immediate change is taken into account**. The prompt process would demonstrate the ability to adopt and implement the reform and serve as pilot for the reorganization of the chief public institution that afterwards could positively impact the other complex reorganization processes across the government.

The legal provisions on the warning period for dismissal of civil servants and the staff whose employment is governed by the Labour Law are taken into account. The costs associated with the activities are estimated, however, are indicative and depend on the market costs for the particular services.

Table 3: Action Plan for restructuring of the State Chancellery

#	Action	Responsible	Dates	Costs
1.	Submission of the Draft Report on Institutional and Functional Analysis of the State Chancellery and PMO	Ernst & Young Baltic	25 June 2016	
2.	Submission of the Final Report on Institutional and Functional Analysis of the State Chancellery and PMO	Ernst & Young Baltic	14 July 2016	
3.	Internal communication for the SC staff	Prime Minister Prime Minister Office	29 July 2016	-
4.	Order of the Prime Minister on Working Group for restructuring of the SC	Prime Minister	29 July 2016	-
5.	Elaborate the Government Decision on restructuring of the SC	Working Group	05 August 2016	-

6.	Achieve the government approval for the restructuring of the SC	Prime Minister	10 August 2016	
7.	Issuance of employees transfer notes and dismissal notes based on the restructuring	Section for Human Resources	11 August 2016	-
8.	Elaboration of legal and normative acts for the restructuring of the SC and transfer of functions / structures to the line ministries	Outsourced legal service	29 August 2016	20 000 EUR
9.	Approval of reform package in Government of legal and normative acts	Prime Minister	31 August 2016	-
10.	Elaboration of the floor plan for the SC	Outsourced personnel service	16 September 2016	3 000 EUR
11.	Selection process for populating the new structure	Outsourced personnel service	07 October 2016	30 000 EUR
12.	Technical solutions for transfer of the personnel, documents and equipment	Directorate for Administration	23 September – 14 October 2016	-
13.	New structure operational	Secretary General	17 October 2017	-

7. Follow-up Implications

7.1. Major Issues, Challenges, Risks, Opportunities

During the assessment process of the State Chancellery and PMO the key issues, challenges, risks and opportunities associated with the restructuring of the institution have been identified. The table presents the summary, and items are discussed in detail after the table to explain the underlying concepts and enable the reader to implement them in practice.

Table 4: Identified main issues, challenges, risks and opportunities

Issues	
<ul style="list-style-type: none"> ▶ The State Chancellery is the centre of government not a filing clerk: orientation towards results as opposed to process-centric approach; ▶ Internal and external collaboration and respect are results of a time-consuming trust-building process; ▶ Politicians as administrators – and administrators as politicians: both create confusion of responsibilities and chain of command; ▶ High turnover and weak information exchange result in unsustainable administrative capacity 	
Challenges	
<ul style="list-style-type: none"> ▶ Maintaining the ability to perform everyday tasks during and immediately after the reform; ▶ Strategic choice to be made between the personnel retention and a beneficial shift in the internal culture of the institution; ▶ Clear and deliberate but not overwhelming communication with the SC staff and collaboration partners at all stages of the reform; ▶ Ownership of policies – producing policies in-house as opposed to outsourcing the job to external consultants; ▶ Divergent regulation on sacking: the Law on Civil Service and the Labour Law; ▶ Amendments to the laws are required for some elements of the reform – during the summer recess of Parliament 	
Risks	Opportunities
<ul style="list-style-type: none"> ▶ Political challenge might prevent the reform altogether or limit the scope of shedding non-central functions; ▶ Significant changes in external environment missed / unaddressed due to the focus on the reform; 	<ul style="list-style-type: none"> ▶ Visibility of the results can improve the motivation mix of the personnel; ▶ Short to non-existent transition periods for sub-optimal traditions; ▶ Swift introduction of new beneficial solutions, e.g. weekly meetings of the State Secretaries

▶ Development community unprepared for the reform	
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7.1.1. Major Issues

- ▶ The State Chancellery is a centre of government not a filing clerk: orientation towards results as opposed to process-centric approach

The State Chancellery has to make an effort to occupy its place as the centre of government, as opposed to perform and be viewed as a filing clerk for the government. It has to shed its process-centric approach to the allocation of resources and administrative and managerial effort. While organisation of a due process both in terms of transparency and coherence of political debate is very important, it needs to be understood as means to an end: the due process as a way to produce good quality policies. Therefore, the SC's orientation has to be towards a substantial review of policies and promotion of new political initiatives as results of the government's work.

- ▶ Internal and external collaboration and respect are the results of a time-consuming trust-building process;

In order to achieve its objectives, the State Chancellery needs to command certain respect of the partner institutions. Such respect and readiness to follow the lead are not obtained through legal acts and hierarchies but rather come as fruits of labour in terms of flawless performance, genuine interest in growth of collaborators and building trust. All of these are time-consuming endeavours with uncertain results, yet the desirable outcomes can be facilitated by making smart staffing decisions.

- ▶ Politicians as administrators – and administrators as politicians: both create confusion of responsibilities and chain of command;

It can be a fine line between a career politician and a career top manager of a public authority, yet the line needs to be there in order to ensure sustainability of administrative capacity and efficiency based on a clear chain of command. Infusion of public administration with politically appointed personnel blurs this line, confuses the chain of command, threatens sustainability and makes career development crooked. Some of this is due to the fact that administrators seem eager sometimes to dip their toes into the political process only to retire back into administration again, which brings with it even greater confusion.

- ▶ High turnover and weak information exchange result in unsustainable administrative capacity

Another important addressable threat to administrative capacity is high turnover of staff in conjunction with underdeveloped culture of information exchange in civil service that does not allow the individual know-how to become the know-how of the institution. The State Chancellery has worrying levels of personnel turnovers in some General Directorates, the

reasons for which need to be analysed in detail in annual personnel development meetings and exit interviews. This constant loss of qualified staff does not have to mean constant loss of administrative capacity though – internal trainings and information exchange can become solutions for preserving the knowledge gained through both practical work and more formal development processes, like education, training, business trips etc.

7.1.2. Challenges

- ▶ Maintaining the ability to perform everyday tasks during and immediately after the reform

General assessment of the capacity of the State Chancellery calls for a significant reform and restructuring to achieve greater quality performance and orientation towards substance and results as opposed to processes. At the same time, the due government process needs to be ensured also on the day immediately after the restructuring – and the next day, and the one after. This suggests that a lot of attention needs to be paid to maintaining the ability to perform everyday tasks during and immediately after the reform – and a clear communication of temporary challenges the SC will face.

- ▶ Strategic choice to be made between the personnel retention and a beneficial shift in the internal culture of the institution

In such important and diverse functions as organisation of the government process, a lot of knowledge and practical know-how is embedded in people not as much in external and internal regulations and procedures. At the same time the negative features of organisational cultures are also mostly carried on and perpetuated by the staff, not procedures. So, a very important strategic choice needs to be made between the retention of highly qualified personnel and seeking beneficial shifts in the internal culture of the institution.

- ▶ Clear and deliberate but not overwhelming communication with the SC staff and collaboration partners at all stages of the reform

In change management, key to success is communication: timely and concise, but not overwhelming. The reform is important – and everyone concerned needs to know about its objectives and steps to be taken. At the same time, the results of the reform are the ultimate goal, not so much individual staff positions and privileges. The same to an even greater degree applies to collaboration partners: they have a right to be informed about and prepared for the forthcoming changes, but not a full voting right on the minutiae of individual restructuring and staffing decisions.

- ▶ Ownership of policies – producing policies in-house as opposed to outsourcing the job to external consultants

A significant factor in the success of new policy initiatives is ownership promoters of the policy feel towards it. The current streak of outsourcing elaboration of policy basics in the form of planning documents and legal acts determines the limits of ownership and even the limits of

understanding that both public administration and political leadership have with the policy draft. This practice is ill advised and needs to only be employed in extreme cases when lacking basic expertise in the area.

- ▶ Divergent regulation on sacking: the Law on Civil Service and the Labour Law

Staffing decisions will have an important role and is a success of the reform – not only in terms of achieving results by putting the right people in the right places, but also in terms of reputation stemming from the legality of firing and transfer processes. It is important to take due note of the conditions stipulated in the Law on Civil Service pertaining to the procedures of the civil service personnel, which is most of the State Chancellery staff, and the Labour Law governing employment relations with the minority of the SC personnel.

- ▶ Amendments to the laws are required for some elements of the reform – during the summer recess of Parliament.

Some of the elements of the restructuring proposal, most notably the transfer of functions between the ministries, will require amendments to laws governing those functions. In the context of the elaborated Action Plan, this poses a challenge to the implementation of the reform related to the summer recess of Parliament. An adequate solution can be found in employing extraordinary powers of the Government to legislate in the absence of Parliament, or in postponing the execution of individual transfers that require Parliament's accept.

7.1.3. Risks

- ▶ Political challenge might prevent the reform altogether or limit the scope of shedding non-central functions

The most obvious risk in such a high profile reform seems to be a political one. The restructuring of the State Chancellery will take form of the government decision on the structure of the SC, substituting Decision No. 657 of 06.11.2009. Taking into account the significance of the State Chancellery and a wide range of ministries directly concerned with the restructuring, a political challenge might prevent the reform altogether or limit the scope of shedding non-central functions from the State Chancellery.

- ▶ Significant changes in external environment missed / unaddressed due to the focus on the reform

Such an important and all-encompassing reform will inevitably demand significant inward concentration. This inward focus might withdraw the attention from external developments, be it in the public sector, on the national political landscape, or elsewhere in the region or the world. It is important to keep in mind that the globe keeps on turning during and immediately after the restructuring of the State Chancellery and have a watchful eye to the outside.

- ▶ Development community unprepared for the reform

Development community is a very important partner of Moldova in its transition and development of both governance and economy. It is imperative that the development

community understands the motivation behind the reform and is fully on-board with the reasons and objectives of restructuring of the State Chancellery as a focal point of the government.

7.1.4. Opportunities

- ▶ Visibility of the results can improve the motivation mix of the personnel

Motivation of the staff often is a key to the quality of work. Personal financial gain is hardly the main reason for participation in the public sector anywhere in the world, let alone in Moldova. More often than not, public administrators are motivated by the change they see resulting from their work. The results might be plain to see in case of individual project management because they take a form of a reconstructed road or a newly built school – and are not as obvious for public authorities on the top of the pyramid, like the State Chancellery. Yet, explanation and communication of the results are a helpful solution to produce the right motivational mix together with decent salaries, personal growth and career development that will attract the right kind of people to work in the SC.

- ▶ Short to non-existent transition periods for sub-optimal traditions

Working to maintain acceptable quality and speed of execution of everyday functions and processes of the State Chancellery during and immediately after the reform does not have to be an excuse to accept long or any transitional periods for sub-optimal ways to performing the functions. Paper-based document management, non-competitive staffing, stiff hierarchies, lack of communication and low transparency need to be eliminated at once or almost instantly – not tolerated for an indefinite amount of time for the sake of smooth transition.

- ▶ Swift introduction of new beneficial solutions, e.g. weekly meetings of the State Secretaries

Likewise, the beneficial solutions that are identified in this report and in good practice of other European countries, e.g. Latvia, through high level advisors and other channels need to be implemented as soon as possible without delay for administrative and historic reasons. E.g. weekly meetings of the State Secretaries to launch the harmonisation process of new planning documents and legal acts and to discuss the existing problems with promotion of policies or working of the central public authorities and the government can start immediately and the missing Secretaries of State can be temporarily substituted by directors for policy coordination.

Annexes

Annex 1 – Comparison of Centre of Government Functions of the State Chancellery and Prime Ministers Office of Moldova Stipulated in Legal and Normative Acts

Centre of Government Functions as in SIGMA Report No.35	Law on Central Public Administration No.98	Regulation on Organisation and Functioning of the State Chancellery, its Structure and its Maximum Staff No.657	Regulation on Functions of the Prime Minister and Vice Prime Ministers No.605	Remarks
1. Co-ordination of preparation of the government sessions	a) administratively supports functioning of the government, inter alia by organising government meetings, preparing materials for the meetings in accordance with the legal requirements, and managing documents			<p>The Regulation No.657 does not specifically outline SC's responsibility for preparation of the government meetings. This should be fixed.</p> <p>Naturally, the Regulation No.605 does not foresee PM's responsibility for technical preparations of the CoM.</p>
2. Co-ordination of legal conformity	a) administratively supports functioning of the government, inter alia by organising government meetings, preparing materials for the meetings in accordance with the legal			<p>The Regulation No.657 does not specifically task SC's with legal conformity. This should be fixed.</p>

	requirements, and managing documents			The PM need to be able to rely on the SC in this function.
3. Co-ordination of the preparation of the government programme and priorities, and their link to the budget	b) ensures strategic planning by the government in accordance with the priorities of the action plan of the government and national development strategies	j) develops regulations, rules, guidelines and proposals for examining matters that need to be addressed at the Prime Minister level	a) manages the government and coordinates activities of the members of the government in performing their functions b) coordinates planning and implementation of public policies in accordance with priorities of the programme of the government	Conformity
4. Co-ordination of the policy content of proposals for the CoM	c) coordinates planning of public policies and elaboration of planning documents, checks compliance with rules of justification and promotion of planning documents, undertakes monitoring of implementation by ministries and other central authorities	c) ensure prior analysis and full consideration in all aspects (national, inter-sectoral, sectoral) policy documents and draft legislation to be submitted to Government for examination i) finalizes and promotes, according to the competence, draft legislation and regulations to be examined by the Government and other materials on the	a) manages the government and coordinates activities of the members of the government in performing their functions	Conformity

		Government's decisions which are necessary		
5. Co-ordination of communications	h) informs society on activities of the government			This function is only covered by the Law, neither of the Regulations stipulate responsibility in the area. This should be fixed.
6. Co-ordination of the monitoring of government performance	g) coordinates and monitors implementation of legal and normative acts and orders of the Prime Minister	n) monitors performance of the ministries and other central administrative authorities of legislative, Presidential decrees, ordinances, decisions and orders of the Government, as well as indications of the Prime Minister, Deputy Prime Ministers and the Secretary General of the Government, formulating and presenting, if necessary, conclusions and proposals for completion of those documents and particulars	e) coordinates activities of central sectoral public authorities whose competence includes provision of rule of law, including respect of rights and freedoms, provision of public order, fighting crime, provision of security and defence of the country, implementation of government policy in the area of education, public finance, civil aviation, forestry and hunting, as well as authority for material and mobilisation reserves f) coordinates activities of the Ministry of Finance, Ministry of Education, Ministry of Justice, Ministry of Interior, Ministry of	Conformity

			Defence, National Centre for Combatting corruption, Agency for Material Reserves, Agency Moldsilva, Civil aviation authority	
7. Co-ordination of relations with other parts of the State (President, Parliament)			g) collaborates with the Central Bank of Moldova, National Committee for Securities, other financial and banking authorities, as well as public authorities and non-governmental organisations acting in the area of protection of rights and freedoms and promoting democratic values	Neither the Law, nor that Regulation No.675 do not foresee that SC could assist the PM in collaboration with other arms of the state. This should be fixed.
8. Co-ordination of specific horizontal strategic priorities	<p>d) elaborates, coordinates and monitors policies in the framework of reform of central and local public authorities</p> <p>e) coordinates management of public administration and ensures records of national public administration</p>	<p>d) prepare draft laws related to the modernization and streamlining of the central public administration system, advisory assistance grants and endorse initiatives central public administration authorities on optimizing their work</p> <p>e) ensures smooth operation and improvement of public service, coordinating the development of</p>	d) manages personnel policy of the public administration and improvements of the central public administration, as well as coordinates execution of government functions in relations with the local public administration	<p>Horizontal priorities are numerous, and not all of those are prescribed in the three horizontal acts analysed in the table.</p> <p>One of the horizontal priorities is effort to modernise the public administration. All the three acts conform on this priority.</p>

		management capacity and the training of personnel employed in the public service		
	f) coordinates and ensures planning, management, monitoring and evaluation of foreign aid provided by international organisations and donor-countries, including implementation of first priority projects	f) ensures efficiency, diversification and intensification of technical and financial cooperation with international organizations and donor countries; coordinate the monitoring, management and evaluation of external assistance, agreed with donors and, where appropriate, public authorities	c) coordinates and monitors relationships with international financial institutions and donor-countries, including technical assistance, grants, and international loans to the Republic of Moldova	Conformity
		a) ensures coordination and monitoring of public administration in the implementation of policies aimed at reintegration; ensure the creation and promotion of mechanisms for consultations and negotiations on the Transnistrian conflict settlement and the maintenance of relations with international factors		Re-integration is another top horizontal priority. It is pursued by the Vice Prime Minister. Re-integration Bureau within the SC provides administrative assistance, but the function is not mentioned in the Law No.89. This needs to be fixed.

		<p>involved in this process; collaborating in various fields of legal persons of public and private law, including donor organizations, in order to reconstruct the political space, social, cultural, economic and legal unique country</p>		
		<p>b) coordinates, through European integration units within government structures, and monitors the implementation internally by the public administration, reforms in the country's vital for European integration</p> <p>f¹) coordinates the implementation of state policy in relations with the Diaspora, contributing to preserving the ethnic, cultural and linguistic Moldovans abroad, exploitation of human and material potential of the Diaspora</p>		<p>Only the Regulation No.675 mentions the following horizontal functions:</p> <ul style="list-style-type: none"> - EU integration; - Diaspora relations; - Decentralisation of public functions and legal conformity of decisions by local governments; - Monitoring of state controls; - Management of the state owned enterprises; - Electronic governance. <p>Relations of these functions to the Centre of Government and justification for their</p>

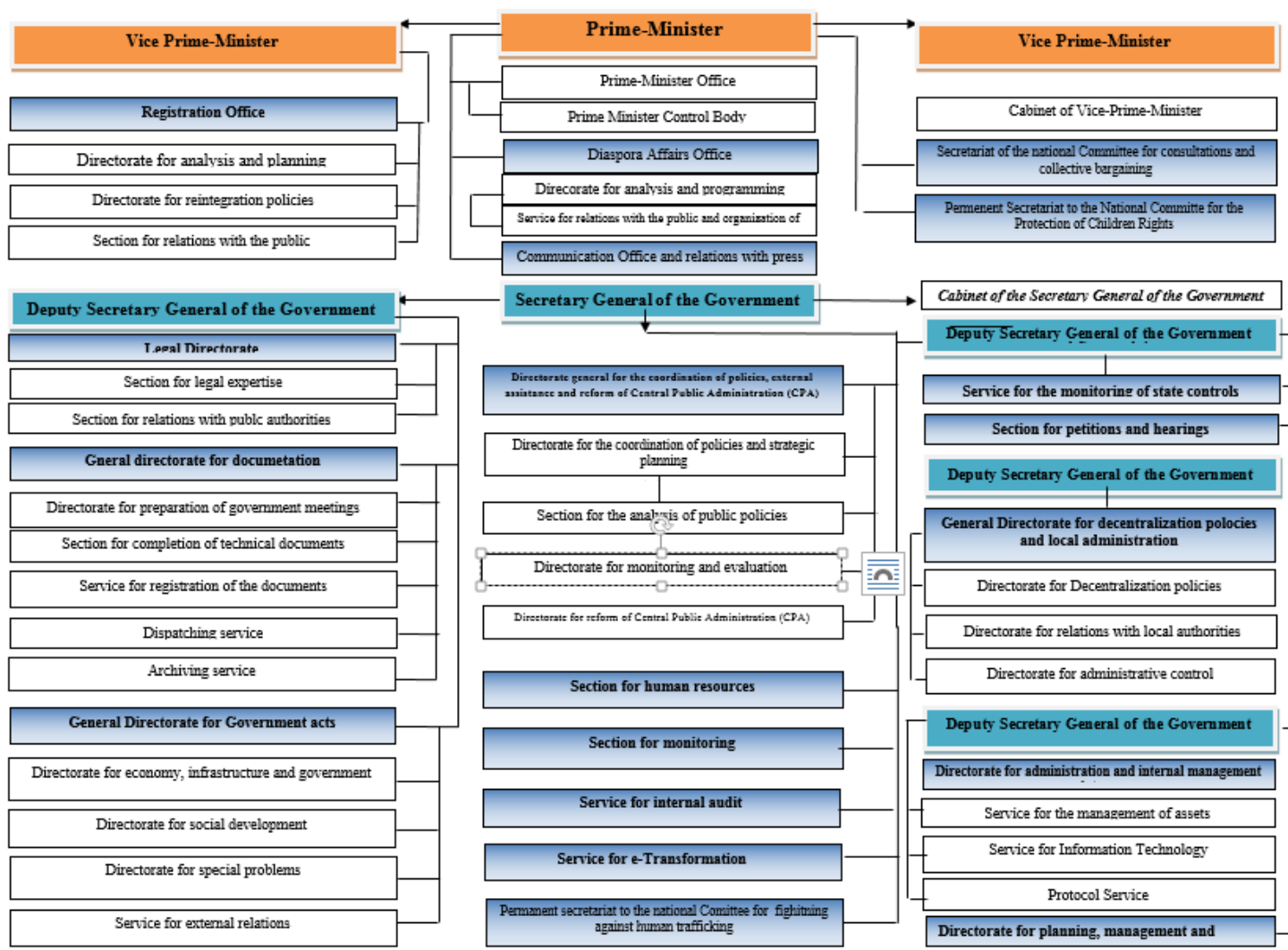
		<p>f²) coordinates cultural, educational, economic and social taken by various ministries and other public bodies for support and cooperation with Diaspora representatives</p> <p>g) ensure the development, promotion and coordination of policy implementation of administrative decentralization</p> <p>h) ensures safe operation of legality, efficiency and transparency of field offices in the administrative-territorial units, their interaction with local government authorities and organizing administrative control of their work</p> <p>n¹) provides the principles and mechanisms for state control over business activity, keeps state register of checks and monitors the</p>		<p>future location are to be researched.</p>
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		<p>legality of actions and procedures performed by authorized bodies with control functions; grant, as appropriate, controlled and advisory support bodies authorized persons with control in applying those principles and mechanisms</p> <p>p) provides technical assistance and financial support of the Government activity of the State Chancellery, supervises the activities of organizations and businesses in respect of which the State Chancellery exercises the founder function</p> <p>p¹) provides synchronization of sectoral policies and strategies with technological modernization program of the government in order to achieve effective goals and objectives authority, increase operational performance and quality of service delivered to citizens</p>		
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	<p>i) performs other functions prescribed by legal and normative acts, as well as tasks by the government and the Prime Minister</p>	<p>q) fulfil other functions arising from these Regulations, internal regulations, instructions of the Prime Minister, Deputy Prime Ministers and the Secretary General of the Government and the Deputy Secretaries General, under powers established by order</p>		<p>Some legal traditions foresee including “other” in the end of long lists to allow for necessary flexibility of governance. This is acceptable.</p>
		<p>k) provides technical and organizational training sessions and Government secretariat work</p> <p>l) organize the implementation of protocol measures for Prime Minister, Deputy Prime Ministers without Portfolio and Secretary General of the Government</p> <p>m) analyses incoming mail on behalf of the Prime Minister, Deputy Prime Ministers, Secretary General and Deputy Secretaries General of Government, presented their respective materials and distribute them for</p>		<p>Four positions can be grouped under a general heading of everyday functioning. These are: qualification improvement function, which is a natural part of human resource management function in every institution; protocol function that is provided in-house as opposed to recruiting assistance of the Ministry of Foreign Affairs, management of correspondence; management of petitions as a pre-judicial solution. All of these are acceptable.</p> <p>Note that only part of the human resource function is</p>

		<p>consideration as recipients powers</p> <p>o) examine petitions of citizens and organizations to the Government, organizes citizens audience by the Prime Minister, Deputy Prime Ministers and the Secretary General of the Government, analysing petitions and formulate proposals on improving this activity in public administration</p>		<p>covered by the Regulation No.675 – this should be fixed.</p>
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Annex 2 – Organogram of State Chancellery and the list of the actual structures



No	Structures of State Chancellery
1.	The Secretary General of the Government
2.	Deputy General Secretaries of Government
3.	Offices of the Prime Minister, Deputy Prime Ministers without portfolio and the Secretary General of the Government (with the status of direction, department and respectively service);
4.	Bureau for Reintegration (with the status of directorate general)
5.	Diaspora Affairs Office (status of directorate general)
6.	General Department policy coordination, external assistance and central public administration reform
7.	Directorate General for decentralization policies and local administration
8.	General Directorate governmental acts
9.	General Directorate documentary
10.	Legal Department
11.	Management and Internal Management Directorate
12.	Planning Directorate, management and financial control
13.	The communication and press relations
14.	Human Resources Division
15.	Monitoring Section
16.	Section petitions and audience
17.	Internal Audit Service
18.	e-Transformation Service
19.	Service monitoring state controls
20.	Secretariat of the National Commission for consultations and collective bargaining (with service status)

21.	The permanent secretariat of the National Council for Child Protection (with service status)
22.	The permanent secretariat of the National Committee for Combating Trafficking in Human Beings (status of department)

Annex 3 - Proposal for Draft Regulation of the State Chancellery

Regulation of the State Chancellery (draft)

I. General Provisions

1. The State Chancellery is a central public authority whose aim is to create preconditions for the Prime Minister, Deputy Prime Ministers and the Government functioning to ensure decision-making in accordance with the Constitution and other laws, as well as the decisions of the Government and monitor implementation.
2. The State Chancellery is directly subordinate to the Prime Minister.

II. State Chancellery functions, tasks and competences

3. The State Chancellery fulfils functions stipulated in the Law on Government No. 64/1990 and the Law on Central Public Administration No. 98/2012, as well as:
 - 3.1. administratively and substantively organises work of the Prime Minister;
 - 3.2. elaborates public administration and human resources development policy, co-ordinates and monitors implementation;
 - 3.3. elaborates medium and long-term national development planning documents, coordinates and monitors implementation;
 - 3.4. provides monitoring of cross-sectoral policies;
 - 3.5. coordinates implementation of the Action Plan of the Government;
 - 3.6. coordinates selection process of the top managers of the central public institutions;
 - 3.7. represents the Republic of Moldova in national and international disputes and courts.
4. In order to ensure the functions of the State Chancellery, it has the following tasks:
 - 4.1. develops and updates the medium and long-term national development planning documents, monitors and evaluates their implementation;
 - 4.2. elaborates and amends methodological framework for planning, implementation, monitoring and evaluation of public policies;
 - 4.3. coordinates policy planning, monitoring and evaluation processes carried out by public authorities;

- 4.4. in collaboration with ministries and other public authorities carries out sectorial policy analysis;
- 4.5. analyses development planning documents and provides proposals for national development planning and implementation to the Prime Minister;
- 4.6. perform analytical work based on tasks of the Prime Minister and the Prime Minister's Office;
- 4.7. coordinates work of ministries and other public authorities to elaborate the medium term planning documents, including the country's development objectives, priorities and results as well as arrangements for policy implementation, monitoring and evaluation;
- 4.8. ensures legal compliance of the draft planning documents and legal and normative acts promoted to the Government;
- 4.9. technically and administratively organises the Government meetings, meetings of the State Secretaries, other meetings defined in the legal and normative acts, as well as meetings required by the Prime Minister;
- 4.10. coordinates use of technical legal norms and language norms throughout the public administration by cooperation with public authorities;
- 4.11. provides editorial presentation of the draft legal acts, normative acts and planning documents approved by the Government;
- 4.12. promotes the draft legal acts to the Parliament, and publishes approved normative acts and planning documents;
- 4.13. coordinates, controls and reports on implementation of tasks the Parliament issued to the Government, decisions of the Government, decisions of the Prime Minister, decisions of the State Secretary meetings, other tasks and decisions;
- 4.14. according to its competence elaborates planning documents and draft legal and normative acts, as well as provides opinions on drafts elaborated by other public authorities;
- 4.15. prepares and submits to the Government, the Parliament and international organizations, reports, proposals and recommendations on the situation in the public administration, as well as organises cooperation with non-governmental organizations;
- 4.16. organizes development and implementation of training programs for staff of public administration;
- 4.17. organises review and provides responses to petitions addressed to the Government, the Prime Minister, the Deputy Prime Minister and the State Chancellery, and organises reception of persons;

4.18. organizes and carries out document management of the Government, the Prime Minister, the Deputy Prime Minister and the State Chancellery, including electronic documents;

4.19. prepares and submits to the Ministry of Finance request for national budget allocation to fund activities and policies in its competence, in due process;

4.20. on behalf of the Prime Minister in collaboration with relevant public authorities performs internal audit in central public authorities and state owned enterprises;

4.21. elaborates communication strategy of the Government and coordinates central public authorities in its implementation;

4.22. organize work of journalists in the Government, as well as events organized by the Prime Minister, the Deputy Prime Minister and the State Chancellery;

4.23. coordinates public awareness, information and participation in the Government work to strengthen democracy and transparency, as well as informs society on the work of the State Chancellery;

4.24. organises support functions, including budget planning and execution, accounting, personnel management, labour protection, internal audit, information technology and telecommunications, security, transport services, document editorial processing and translation;

4.25. ensures achieving objectives of the government program and development strategies in the area of the Transnistrian conflict and reintegration, elaborates reports and analytical and information materials on these topics;

4.26. performs other tasks specified in legal and normative acts and required by the Prime Minister.

5. The rights of the State Chancellery:

5.1. to involve public authorities, representatives of other institutions and non-governmental organizations in resolving outstanding issues, to establish working groups and to organize inter-institutional meetings;

5.2. to visit without hindrance central public authorities and state owned enterprises, as well as to request and receive information and documents necessary for performing its tasks;

5.3. request and receive within procedures laid out in the legal and normative acts, information and documents necessary for performing its tasks from natural persons and private law legal persons;

5.4. perform other activities specified in legal and normative acts.

III. Structure of the State Chancellery and Competence of Officials

6. The State Chancellery shall be composed of the Prime Minister's Office and the structures decided upon by the Secretary General of the Government.

7. The State Chancellery is headed by the Secretary General of the Government. The Secretary General is directly subordinate to the Prime Minister.

8. The Secretary General of the Government:

8.1. organises implementation of functions, ensures the continuity of the institution's work, the efficiency and the rule of law;

8.2. responsible for legality and efficiency of the institution's actions;

8.3. approves the institution's development strategy and work plan;

8.4. ensures implementation of human resource management;

8.5. appoints and dismisses staff of the State Chancellery in accordance with the procedures laid out in legal and normative acts;

8.6. without special authorisation represents the institution and on concludes contracts its behalf;

8.7. organises and chairs the State Secretaries' meeting;

8.8. gives orders to the State Chancellery officials and employees;

8.10. perform other functions prescribed by legal and normative acts.

9. The Secretary General of the Government may have deputies. Functions and responsibilities of the Deputies of the Secretary General of the Government, are determined by the Secretary General.

10. Structures of the State Chancellery are general directorates, their directorates and permanent directorates. General directorates, their directorates and permanent directorates are formed, reorganized and liquidated by the decision of the Secretary General of the Government.

11. General directorates, their directorates and permanent directorates are subordinate to the Secretary General or his deputies in accordance with the decision by the Secretary General.

12. The General directorates are headed by deputies of the Secretary General.

13. Permanent directorates are headed by directors of the Directorates.

IV. Prime Minister's Office

14. The Prime Minister's Office provides to the Prime Minister the proposals for policy development and implementation by the Government and organises the Prime Minister's activities.

15. The Prime Minister's Office is directly subordinated to the Prime Minister. Prime Minister's Office is politically responsible for its operations and set functions. Prime Minister's Office is composed of the Head of the Prime Minister's Office, advisors to the Prime Minister and the Prime Minister's press secretary.

15. The Prime Minister lays out the structure and work organisation of the Prime Minister's Office in its regulation.

16. The Prime Minister's Office is headed by the Head of the Prime Minister's Office. The Head of the Prime Minister's Office reports directly to the Prime Minister. Prime Minister's Office personnel is appointed and dismissed by the Prime Minister.

17. The Prime Minister's Office staff are directly subordinate to the Head of the Prime Minister's Office.

18. The Prime Minister's Office has the following tasks:

18.1. analyses government policies and contribute to its implementation in accordance with the Action Plan of the Government;

18.2. provides comments on any of policy issues to the Prime Minister;

18.3. cooperates with ministries, other public authorities, non-governmental organizations, political parties, as well as with foreign institutions and international organizations in accordance with the instructions of the Prime Minister;

18.3. organises correspondence of the Prime Minister with individuals, ministries, other public authorities, non-governmental organizations, political parties, foreign institutions and international organizations;

18.4. administratively organises the Prime Minister's visits and meetings, provides necessary information and transfers information acquired during meetings or tasks assigned to their addressees;

18.5. upon the Prime Minister's authorisation represents the views of the Prime Minister in other institutions, working groups, advisory boards, as well as meetings where opinions are coordinated;

18.6. in collaboration with the Public Relations Directorate informs the Prime Minister about reflection of the political issues in media, organises meetings with media, prepares the Prime

Minister for these meetings, as well as in accordance with the instructions of the Prime Minister provides the public with information on the Government and the Prime Minister's decisions;

18.7. performs other tasks specified by the Prime Minister.

V. State Chancellery mechanism of rule of law, and reports on its activities

19. The Secretary General of the Government is responsible for establishing and functioning of the administrative system.

20. The Secretary General of the Government has the right to annul the decisions of administrative officials of the State Chancellery and internal procedures.

21. The Secretary General of the Government takes decision on appeal of individuals against administrative decisions of the State Chancellery officials.

22. The decision of the Secretary General of the Government may be appealed in court.

23. The Secretary General of the Government at least once a year gives the Prime Minister a report on the functions of the State Chancellery and utilization of the state budget funds.

24. The Prime Minister shall have the right at any time to request a report on the State Chancellery, the performance of functions and activities.

VI. Closing Notes

25. To declare null and void the government Regulation on organisation and functioning of the State Chancellery, its structure and its maximum staff No. 657 of 06.11.2009.

Annex 4 - Proposal for Draft Internal Regulation of the State Chancellery

Internal Regulation of the State Chancellery

I. General Provisions

1. Rules of the State Chancellery determine the structure and organization of work of the State Chancellery.

2. The State Chancellery fulfils functions and tasks stipulated in the Law on Government No. 64/1990 and the Law on Central Public Administration No. 98/2012, the Regulations on the State Chancellery as approved by the Government [as proposed by the Project], other legal and normative acts and this Regulation.

II. The structure of the State Chancellery

3. The Secretary General is responsible for the following structures:

3.1. Directorate General for Coordination;

3.2. Directorate General for Legal and Documentation;

3.3. Directorate General for Administration;

3.4. Directorate for Public Relations;

3.5. Directorate for Audit;

3.6. Directorate for IT Security and DLP.

4. The Prime Minister's Office is functionally subordinate directly to the Prime Minister, while administratively is a part of the State Chancellery.

5. The Directorate for Re-integration is functionally subordinate directly to the Deputy Prime Minister, while administratively is a part of the State Chancellery.

6. The Secretary General has three deputies. Heads of Directorate Generals are deputies of the Secretary General. Deputies of the Secretary General are appointed and dismissed by the Secretary General.

7. Directorate General for Coordination consists of the following structures subordinate to the Head of the Directorate General:

7.1. Directorate for Coordination;

7.2. Directorate for New Initiatives;

7.3. Directorate for Public Administration.

8. Directorate General for Legal and Documentation consists of the following structures subordinate to the Head of the Directorate General:

8.1. Directorate for Legal;

8.2. Directorate for Document Management;

8.3. Directorate for Petitions.

9. Directorate General for Administration consists of the following structures subordinate to the Head of the Directorate General:

9.1. Directorate for Administration;

9.2. Directorate for Finance;

9.3. Directorate for Human Resources;

9.4. Directorate for Information Technologies;

9.5. Directorate for Protocol.

III. State Chancellery responsibility

10. Directorate General for Coordination performs the following functions and tasks:

10.1. coordinates process of elaborating proposals for objectives and priorities of the state development and policy formulation;

10.2. develops and coordinates system for formulating the state's development strategy and impact assessment;

10.3. coordinates elaboration, updating and implementation of Government Action Plan;

10.4. elaborates planning documents and draft legislation within its competence;

10.5. assesses draft planning documents submitted for consideration to the Cabinet of Ministers and the Prime Minister and provides an opinion on them;

10.6. assesses draft legal and normative acts submitted for consideration to the Cabinet of Ministers and the Prime Minister and provides an opinion on them;

10.7. reviews functioning of public organizations in the process of policy formulation and implementation and suggests methodological proposals for improving their performance;

10.8. on the assignment of the Prime Minister and Prime Minister's Office, performs data collection and analysis;

10.9. on the assignment of the Prime Minister and Prime Minister's Office, carries out analysis of selected cross-sectorial issues and to suggest ways of solving problems identified;

10.10. on the assignment of the Prime Minister and Prime Minister's Office, elaborates new policy proposals in the form of draft planning documents as well as legal and normative acts, and promotes those to the Government and where appropriate to the Parliament;

10.11. within its competence cooperates with other public authorities and international organizations;

10.12. elaborates policy in the area of public administration and human resources development policy, coordinates and monitors its implementation;

10.13. provides information and advice to the public authorities on the public administration and public officials career development plans;

10.14. coordinates public administration authorities on classification of public administration staff positions, as well as approves public administration staff positions;

10.15. in collaboration with ministries develops proposals for public administration functions and their corresponding budget program optimization;

10.16. provides exchange of information on matters of human resources between public authorities.

11. Directorate General for Legal and Documentation performs the following functions and tasks:

11.1. according to the competence of the Prime Minister and the State chancellery elaborates and submits to the Government legislative proposals;

Provides legal assessment of the draft legal and normative acts and planning documents submitted to the Government by other public authorities, and other arms of the State;

11.2. coordinates the cooperation between government institutions to ensure uniform application of legal technique and language;

11.3. coordinates the Government's preparation and representation in national and international courts of law;

11.4. consults other structures of the State Chancellery on legal matters;

11.5. provides unified editorial presentation and stylistic unity with standards of the official languages to the documents submitted to the Government;

11.6. ensures compliance documents submitted to the Government with the technical design and formatting as stipulated in the normative acts;

11.7. ensures registration and circulation of the received documents according to the procedure established in the State Chancellery;

11.8. prepares draft resolutions of the Prime Minister on the documents submitted to the Government;

11.9. ensures agenda, proceedings and minutes of the State Secretary meetings and meetings of the Government;

11.10. registers and sends outgoing documents of the Government, Prime Minister and the State Chancellery;

11.11. organizes filings of the State Chancellery, propose to the Secretary General the nomenclature and retention periods of the State Chancellery's documents;

11.12. organizes archive of the State Chancellery;

11.13. reviews petitions addressed to the Government, the Prime Minister and the State Chancellery, as well as prepares replies or routes the petitions to the responsible public authority;

11.14. organises and provides personal hearings of visitors to the Government and the Prime Minister.;

12. Directorate General for Administration performs the following functions and tasks:

12.1. ensures material provision of the Prime Minister and the State Chancellery, organizes purchase and delivery of the necessary goods, services and works, as well as ensures building and site management activities for the State Chancellery;

12.2. organises public procurements and procurement contracts for the needs of the State chancellery, the Prime minster and the Government;

12.3. ensures compliance of economic activity of the State Chancellery with the laws and other regulatory requirements;

12.4. elaborates proposals to the Secretary General of the State Chancellery for budgeting;

12.5. plans budget of the Government and the State Chancellery and allocates available funds to provide for functioning of the Government and the State;

12.6. coordinates state budget planning, budget execution and accounting at the State Chancellery;

12.7. elaborates and maintains documents pertaining to record employment or civil service status of the staff of the State Chancellery;

12.8. assists management of the State chancellery in recruitment process;

12.9. plans and carries out trainings of the staff of the State Chancellery;

12.10. coordinates personnel annual assessment process;

12.11. prepares and issues passes or identity cards to enter the building of the State Chancellery to the staff, as other government officials and visitors;

12.12. provides and maintains information and communication technology systems of the State Chancellery of information and technologies, ensures effective management of resources;

12.13. provides technical advisory support and training to users of information and telecommunication systems of the State Chancellery;

12.14. ensures planning and provision of protocol services to the Prime Minister and the Secretary General in their outgoing visits as well as when accepting visits by foreign dignitaries.

13. The Department of Communications performs the following functions and tasks:

13.1. provides public relations of the Government, the Prime Minister and the State Chancellery, directly and through the media provides the public with information on the Government decisions, activities and plans;

13.2. provides media monitoring and informs the Prime Minister, the Prime Minister's Office, and the Secretary General of the State Chancellery of the important coverage;

13.3. organises the work of journalists in the Government, during the events organised on request of the Prime Minister, as well as the State Chancellery;

13.4. coordinates work of communication units of central public authorities;

13.5. elaborates and maintains the website of the Government and the State Chancellery.

14. The Directorate for Internal Audit performs the following functions and tasks:

14.1. elaborates risks assessment and risk management plan;

14.2. assesses internal controls system and suggests improvements to the Secretary General of the State Chancellery;

14.3. analyses operations of the State Chancellery and provides opinion to the Secretary General of the State Chancellery;

14.4. upon request by the Prime Minister, the Prime Minister's Office, and the Secretary General of the State Chancellery, organises audits in other central public authorities.

15. The Directorate for IT Security and Data Loss Protection performs the following functions and tasks:

15.1. provides IT security analysis;

15.2. implements activities to ensure data loss prevention, including improving security of internal and external networks of the State Chancellery and regular back up of data of the IT systems of the State Chancellery;

15.3. submits proposals for improvements of internal procedures of the State Chancellery to the Secretary General of the State Chancellery;

15.4. provides technical support and training to personnel of the State Chancellery.

16. The Directorate for Re-integration performs the following functions and tasks:

16.1. ensures achieving the objectives of the government programme and development strategies in the area regulating the Transnistrian conflict and reintegration, presents reports and analytical-informational materials on these topics;

16.2. develops and promotes strategies, plans and mechanisms on the Transnistrian conflict settlement, reintegration and development in post-conflict;

16.3. coordinates activities of government in the area of territorial reintegration;

16.4. collaborates with diplomatic missions and representatives of international intergovernmental and non-governmental organizations to promote support to the Transnistrian region;

16.5. develops and promotes policies to build confidence and security in the context of the Transnistrian conflict settlement and reintegration;

16.6. coordinates working groups created to strengthen confidence and security on both sides of the Dniester;

16.7. coordinates the work of Moldovan delegation to the Joint Control Commission.

17. Head of structure of the State Chancellery subordinated to the Secretary General of the State Chancellery perform the following functions and tasks:

17.1. plans, organises and coordinates work of the structure and the controls implementations of tasks assigned to the structure;

17.2. cooperates with other structures of the State Chancellery in implementation of tasks;

17.3. evaluates and submits to the Secretary General of the State Chancellery information on the structure's performance;

17.4. submits to the Secretary General of the State Chancellery proposals for appointments and dismissals from office, recruitment and dismissal of civil servants and employees, individual and structure's performance, material and moral incentives, as well as disciplinary action;

17.5. according to the competence participates in elaboration of the work plan of the State Chancellery and controls its execution;

17.6. in accordance with its competence participates in drafting planning documents and legal and normative acts;

17.7. according to the competence represents the State Chancellery in collaboration with other public authorities, as well as relations with other legal or natural persons;

17.8. preserves entrusted state property;

17.9. performs other similar functions and tasks upon request of the Prime Minister, Prime Minister's Office, the Secretary General of the State Chancellery.

IV. Closing Notes

18. The Secretary General of the State chancellery appoints and dismisses officials and employees of the state chancellery, except for the officials and employees of the Prime Minister's Office.

19. Functions and tasks of the officials and employees of the State Chancellery are stipulated in the internal regulations of the structures of the State Chancellery and the job descriptions approved by the Secretary General of the State Chancellery.

Annex 5 - List of interviewed persons

State Chancellery:

1. Tudor Copaci, The Secretary General of the Government
2. Roman Cazan, Deputy General Secretary of Government
3. Iurie Cazacu, Deputy General Secretary of Government
4. Valentin Guznac, Deputy General Secretary of Government
5. Oxana Gluşcenco, General directorate for Policy coordination, external assistance and central public administration reform
6. Alexandra Popa, Directorate for the coordination of policies and strategic planning
7. Valentin Croitoru, Directorate for monitoring and evaluation
8. Tamara Gheorghişă, Directorate for reform of Central Public Administration
9. Vasile Vasiliu, General Directorate for Governmental Acts
10. Nicolae Ungureanu, Directorate for economy, infrastructure and environment
11. Angela Albul, Section for real economy and intersectorial relationships
12. Viorel Cojocaru, Section for economy, budgetary relations and energy resources
13. Iurii Bucinschi, Directorate for social development
14. Oleg Gîrbu, Directorate for special problems
15. Iulia Hodoroja, Service for external relations
16. Svetlana Nunu, General Directorate for Documentary
17. Diana Culic, Directorate for preparation of government meetings
18. Tatiana Oancea, Section for completion of technical documents
19. Angela Straistar, Service for registration of the documents
20. Svetlana Timofti, Dispatching service
21. Lidia Budeanu, Archiving service
22. Tudor Ştirbu, Legal Directorate
23. Ivan Ungurean, Section for legal expertise
24. Ion Ţurcanu, Section for relations with public authorities
25. Sorin Mihail, Directorate for administration and internal management
26. Nelea Vîrlan, Service for the management of assets
27. Maria Isaicul, Service for Information Technology
28. Dragoş Duca, Protocol Service
29. Svetlana Budeci, Directorate for Planning, management and financial control
30. Victoria Cujbă, Directorate General for decentralization policies and local administration

31. Vera Șaptefrați, Directorate for Decentralization policies
32. Alexandru Gîncu, Directorate for relations with local authorities
33. Sîrbu Vladislav, Directorate for administrative control
34. Luminița Ganenco, Human Resources Section
35. Diana Dvornic, Human Resources Section
36. Alexandru Begu, Monitoring Section
37. Tatiana Fondos, Internal Audit Service
38. Tatiana Cazacu, The communication office
39. Ecaterina Berejan, The Permanent Secretariat of the National Committee for Combating Trafficking in Human Beings
40. Elena Tăbăcaru, Section petitions and audience
41. Natalia Neagu, Service monitoring state controls
42. Valeriu Berlinschi, Secretariat of the National Commission for consultations and collective bargaining
43. Svetlana Mirca, The Permanent Secretariat of the National Council for Child Protection
44. Iurie Turcanu, Chief Information Officer, e-Government Centre

Prime Minister Office

1. Mircea Buga, PM Advisor
2. Ion Coropcean, PM Advisor
3. Dragoș Hîncu, PM Advisor
4. Eugeniu Gudumac, PM Advisor
5. Ion Lupan, PM Advisor
6. Lilia Palii, PM Advisor
7. Viorelia Moldovan-Batrînac, PM Advisor

Line ministries:

1. Liliana Iaconi, Ministry of Finance, Head of Department for analysis, monitoring and evaluation of policies
2. Iuri Pasinsch, Ministry of Finance, Head of Human Resource Management Division
3. Tatiana Beșliu, Ministry of Economy, Head of Department for analysis, monitoring and evaluation of policies
4. Cristina Ceban, Ministry of Foreign Affairs and European Integration, Third Secretary of Analysis, Monitoring and Evaluation of Policies Directorate

5. Angela Zagaiciuc, Ministry of Justice, Senior Adviser, Department for analysis, monitoring and evaluation of policies
6. Denis Țulea, Ministry of Regional Development, Consultant of Department for analysis, monitoring and evaluation of policies
7. Diana Gherman, Ministry of Agriculture, Head of DAMEP
8. Maria Nagornîi, Ministry of Environment, Head of Department for analysis, monitoring and evaluation of policies
9. Oleg Graur, Ministry of Interior, Head of General Department for analysis, monitoring and evaluation of policies

High level advisors:

1. Gunta Veismane, EU High Level Adviser to the Prime Minister
2. Hannes Aarma, EU High Level Adviser on Aid Coordination
3. Lage Olofsson, EU High Level Adviser on Public Financial Management
4. Martin Jasko, EU High Level Adviser in the Field of Communication and Visibility at Prime Minister's Office
5. Natalia Burciu, Assistant to EU High Level Advisor on PFM

Foreign aid donor organizations:

1. Alexandru Oprunenco, UNDP Moldova
2. Jordi Rodriguez-Ruiz, the European Commission Delegation in Moldova
3. Maya Gusarova, World Bank
4. Constantin Rusu, World Bank
5. Andrea Sitarova, World Bank
6. Stephen Rimmer, World Bank
7. Lily Begiashvilli, World Bank

Other:

1. Ion Gumene, former head of General Directorate for Policy coordination, external assistance and central public administration reform
2. Daniela Misail-Nichitin, NGO “La Strada”

Annex 6 – Provisional questions for interviews

Provisional questions for interviews with the structures of the State Chancellery

No	Questions
	General
1.	What are the main tasks of your directorate/structure?
2.	To whom the structure is accountable for?
3.	How many employees are in the structure?
	Cooperation within the State Chancellery
4.	What are the other structures in the State Chancellery you cooperate?
5.	What are the issues/topics you cooperate (typology)? How often?
6.	Are these collaborations prescribed in legal acts / internal documents of State Chancellery? Which types of interventions are described in internal documents/procedures?
	Cooperation with the PMO
7.	What are the issues/topics you cooperate (typology)? How often?
8.	Are these collaborations prescribed in legal acts / internal documents of State Chancellery? Which types of interventions are described in internal documents/procedures?
9.	How many issues a week on average you deal with PMO? Who do you work with?
	Cooperation with line ministries
10.	What are the line ministries you cooperate?
11.	What are the issues/topics you cooperate (typology)? How often?
12.	Are these collaborations prescribed in legal acts / internal? Which types of interventions are described in documents/procedures?
	Performance
13.	How successful, in your opinion, is your performance? What are the main obstacles for your performance?
14.	How do you set the objectives and KPIs for the structure and how do you measure them?
15.	Does the quality of cooperation with other structures/line ministries depend on the degree of regulation?
16.	What in your opinion is the source of the collaboration problems: capacity deficit, motivation, low qualification, other?

Provisional questions for interviews with the line ministries

No	Questions
	General
1.	What are the main responsibilities of line ministry?
2.	What are the most important outputs: legal acts, planning documents, other?
3.	How many employees are in the ministry?
	Cooperation with State Chancellery
4.	What are the structures in State Chancellery you cooperate?
5.	What are the issues/topics you cooperate (typology)? How often/how actively?
6.	Are these collaborations prescribed in legal acts / documents? Which types of interventions are described in internal documents/procedures, which are ad hoc?
	Cooperation with PMO
7.	What are the issues/topics you cooperate (typology)? How often?
8.	Are these collaborations prescribed in legal acts / documents? Which types of interventions are described in internal documents/procedures, which are ad hoc?
9.	How many issues a week on average you deal with PMO? Who do you work with?
	Cooperation with other line ministries
10.	What are the line ministries you cooperate?
11.	What are the issues/topics you cooperate (typology)? How often?
12.	Are these collaborations prescribed in legal acts / internal? Which types of interventions are described in documents/procedures, which are ad hoc?
	Performance
13.	What is the quality of the collaboration with the above mentioned institutions? What are the sources of challenges?
14.	Does the quality of cooperation with other structures/line ministries depend on the degree of regulation?
15.	What in your opinion is the source of the collaboration problems: capacity deficit, motivation, low qualification, other?
16.	How successful, in your opinion, is your performance? What are the main obstacles for your performance?
17.	How do you set the objectives and KPIs for the ministry and how do you measure them?

