

Independent Reporting Mechanism (IRM): Republic of Moldova Transitional Results Report 2019–2020

This report was prepared in collaboration with Diana Mirza-Grisco.

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I. Introduction

The Open Government Partnership is a global partnership that brings together government reformers and civil society leaders to create action plans that make governments more inclusive, responsive, and accountable. Action plan commitments may build on existing efforts, identify new steps to complete ongoing reforms, or initiate an entirely new area. OGP's Independent Reporting Mechanism (IRM) monitors all action plans to ensure governments follow through on commitments. Civil society and government leaders use the evaluations to reflect on their progress and determine if efforts have impacted people's lives.

The IRM has partnered with Diana Mirza-Grisco to carry out this evaluation. The IRM aims to inform ongoing dialogue around the development and implementation of future commitments. For a full description of the IRM's methodology, please visit

<https://www.opengovpartnership.org/about/independent-reporting-mechanism>.

This report covers the implementation of the Republic of Moldova's fourth action plan for 2019-2020. In 2021, the IRM will implement a new approach to its research process and the scope of its reporting on action plans, approved by the IRM Refresh.¹ The IRM adjusted its Implementation Reports for 2018-2020 action plans to fit the transition process to the new IRM products and enable the IRM to adjust its workflow in light of the COVID-19 pandemic's effects on OGP country processes.

¹ For more information, see: <https://www.opengovpartnership.org/process/accountability/about-the-irm/irm-refresh/>

II. Action Plan Implementation

The IRM Transitional Results Report assesses the status of the action plan's commitments and the results from their implementation at the end of the action plan cycle. This report does not re-visit the assessments for "Verifiability," "Relevance" or "Potential Impact." The IRM assesses those three indicators in IRM Design Reports. For more details on each indicator, please see Annex I in this report.

2.1. General Highlights and Results

The Republic of Moldova's fourth action plan had six commitments. The major themes in the action plan were access to information and promotion of open data use by citizens, strengthening the mechanisms of collaboration with civil society, improving the involvement of the Republic of Moldova's diaspora in decision-making processes, and developing citizen-centered public services. All the commitments were linked to actions from other national strategies, and policy documents.

By the end of the action plan, five commitments saw either substantial or full completion, while one saw limited progress. The high levels of implementation were partly due to the fact that some activities continued from the previous action plan (2016-2018) and focused on existing government activities and strategies which had their own schedules. Among the factors limiting the progress for certain activities were lack of financial resources, lack of political will, unclear institutional arrangements, the COVID-19 pandemic, and lengthy legislation processes. Furthermore, the activities in the action plan generally lacked specific, measurable deliverables, which made it difficult to assess their level of completion or determine the extent to which they met their intended goals.¹

Because of the prevalence of routine government activities, the action plan did not result in major changes in government practice. Most commitments maintained the status quo from the previous action plan period, in particular around open data and access to information.² For example, while Commitment 1 resulted in the restructuring of the portal date.gov.md, the Republic of Moldova's overall open data publication practices remained unchanged compared to the previous action plan. Commitment 6, however, saw the expansion of the Republic of Moldova's network of paralegal aids, which could lead to greater access to free legal aid for citizens, particularly in rural areas. In addition, once fully completed, other activities from this commitment could improve access to modernized services in remote/rural areas and increase citizens' satisfaction with government services.

2.2. COVID-19 Pandemic impact on implementation

The COVID-19 pandemic had a limited impact on the implementation of the Republic of Moldova's fourth action plan. Some milestones which called for informational and training sessions were held online. For example, under Commitment 1, the Ministry of Health, Social Protection and Labor re-focused its information activities to design national campaigns, informational materials, television, and radio spots that addressed different aspects of the pandemic (prevention, symptoms, treatment, etc.). During the lockdown period (March – May 2020), the e-Governance Agency changed its approach to piloting and institutionalizing unified centers for providing governmental administrative services under Commitment 6, and the implementation of these activities were delayed. Beyond the OGP action plan, civil society noted that during the pandemic (and especially during the lockdown) access to information worsened.³ Concerns were raised that the measures passed by the parliament on 17 March 2020 to introduce the State of Emergency included a blank check of "other necessary powers".⁴ For example, the government did not proactively publish all relevant information at the beginning of the pandemic,⁵ and health sector procurement, discussed in the IRM Design Report,⁶ became less transparent during this time.⁷ Moreover, some pandemic restrictions hindered access to public information,⁸ and the review of the law on access to information did not move forward.⁹

The Republic of Moldova's OGP multi-stakeholder forum (the National OGP Coordination Committee) continued its activities during the pandemic as planned, though remotely. Civil society organizations also launched a website¹⁰ to monitor procurements in the Republic of Moldova's health sector during the pandemic.¹¹

¹ OGP, Republic of Moldova Design Report 2019-2020, pages 24-25, <https://www.opengovpartnership.org/documents/moldova-design-report-2019-2020/>

² Interview with Iana Spinei, Transparency International Moldova, 27 October 2020.

³ Interview with Tatiana Sava, researcher at Expert-Grup Independent Think Tank, 5 November 2020; interview with Iana Spinei, Transparency International Moldova, 27 October 2020.

⁴ The Rule of Law in Moldova's Age of COVID-19, Radu Mirza, Justice First Policy Brief, Freedom House, January 2021, https://freedomhouse.org/sites/default/files/2021-01/Rule-of-Law-in-Moldova%27s-Age-of-COVID-19_Eng.pdf

⁵ Timpul.md, https://www.timpul.md/articol/50-de-persoane-din-sistemul-medical-sunt-infectate-cu-virusul-covid-19-dintr-un-total-231-de-persoane---guvernul-ascunde-informaia-despre-numarul-persoanelor-aflate-in-stare-grava-154024.html?fbclid=IwAR1L7n3s5sKkmaxsTiuuxxi3UXhG9fjqr3wvUHDNmOb8z6WNYav8Fstr_Bj8

⁶ OGP, Republic of Moldova Design Report 2019-2020, pages 24-25, <https://www.opengovpartnership.org/documents/moldova-design-report-2019-2020/>

⁷ Radio Europa, <https://moldova.europalibera.org/a/achizi%C8%9Biile-din-s%C4%83n%C4%83tate-mai-pu%C8%9Bin-transparente-pe-timp-de-pandemie/30585777.html>

⁸ Freedom House, Moldova: Address the Lingering and New Challenges Facing Access to Information, <https://freedomhouse.org/article/moldova-address-lingering-and-new-challenges-facing-access-information>

⁹ Media Forward, Why access to information is still a problem in Moldova, https://freedomhouse.org/sites/default/files/2020-03/lonel_and_Gotizan_FINAL_EN.pdf; Freedom House, Moldova: Address the Lingering and New Challenges Facing Access to Information, <https://freedomhouse.org/article/moldova-address-lingering-and-new-challenges-facing-access-information>

¹⁰ COVID-19 Procurement, <https://www.tender.health/>

¹¹ Interview with Iana Spinei, Transparency International Moldova, 27 October 2020.

2.3. Early results

The IRM acknowledges that results may not be visible within the two-year timeframe of the action plan and that at least a substantial level of completion is required to assess early results. For the purpose of the Transitional Results Report, the IRM will use the “**Did it Open Government?**” (DIOG) indicator to highlight early results based on the changes to government practice in areas relevant to OGP values. Moving forward, new IRM Results Reports will not continue using DIOG as an indicator.

Section 2.3 focuses on outcomes from the implementation of commitments that had an ambitious or strong design, per the IRM Design Report assessment, or that may have lacked clarity and/or ambition but had successful implementation with “major” or “outstanding” changes to government practice.¹ Commitments considered for analysis in this section had at least a “substantial” level of implementation, as assessed by the IRM in Section 2.4. While this section provides the analysis of the IRM’s findings for the commitments that meet the criteria described above, Section 2.4 includes an overview of the level of completion for all the commitments in the action plan.

Commitment 6: Citizen-centered public services	
Aim of the commitment	This commitment aimed to improve citizen satisfaction in public services delivery through modernization and transparency. It included various activities from a World Bank-funded project and carried out by the e-Governance Agency (EGA). ² The commitment also planned to extend the Republic of Moldova’s network of paralegals and create an electronic system for recording interviews between probation counselors and the subject of probation.
Did it open government? Marginal	<p>This commitment included a variety of standalone milestones, and only some of them saw early results from their implementation. Therefore, the IRM has discussed the milestones that contributed to results in this section. The other milestones are discussed in greater detail in Section 2.4.</p> <p>For milestone 6.4, the Public Services Agency (PSA) added five more multifunctional public service centers in 2019, reaching a total of 39 centers in the country.³ Additionally, the 2020-2023 Government Action Plan added a sub-action to further develop the national network of public service centers.⁴ According to the PSA, extending the network of centers has helped reduce queuing and waiting times for PSA services.⁵ PSA also started modernizing its call centers (for milestone 6.5), which was ongoing at the end of the action plan.⁶ As part of the modernization, PSA refurbished its spaces and filled vacancies for operators.⁷ According to the PSA, it now covers 70 percent of all incoming calls, compared to 50 percent prior to the modernization.⁸</p> <p>For milestone 6.6, the National Legal Aid Council (NLAC)⁹ extended the national paralegals network by 10 units (to 62¹⁰) in 2019, which provided 60,327 consultations that year.¹¹ The NLAC also requested a more intense recruitment of paralegals to fill the many vacancies.¹² The State Chancellery reported¹³ that, in 2020, there were 71 paralegals active in the Republic of Moldova (19 more than before 2019).¹⁴ However, according to the State Chancellery, only 52 of these paralegals were involved in state supported legal aid processes.¹⁵ Most paralegals work in rural areas,¹⁶ and provided 9,537¹⁷ consultations in 2020. The goal of extending the network is to increase the coverage of paralegal services to include more localities,¹⁸ as paralegals are still the main providers of legal aid in rural areas.¹⁹ The number of paralegals continues to fluctuate due to high turnover, determined mainly by insufficient remuneration and lack of induction training. NLAC intends to address these shortcomings while it expands the network. NLAC is also addressing the training gap by planning induction training programs.²⁰ By adding the paralegal profession to the classification of occupations, and by carrying</p>

	out induction training, NLAC believes the extension of the network will be more effective. ²¹
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¹ IRM Design Reports identified strong commitments as “noteworthy commitments” if they were assessed as verifiable, relevant and “transformative” potential impact. If no commitments met the potential impact threshold, the IRM selected noteworthy commitments from the commitments with “moderate” potential impact. For the list of the Republic of Moldova’s noteworthy commitments, see the Executive Summary of the 2019-2020 IRM Design Report, https://www.opengovpartnership.org/wp-content/uploads/2020/07/Moldova_Design_Report_2019-2020_EN.pdf

² OGP, Republic of Moldova Design Report 2019-2020, pages 35-37, <https://www.opengovpartnership.org/documents/moldova-design-report-2019-2020/>

³ Action Plan Implementation Report 2019-2020 for 2019, published on the web page of the State Chancellery, national OGP repository area, https://cancelaria.gov.md/sites/default/files/raport_privind_implementarea_hg_1172_anul_2019.pdf

⁴ Republic of Moldova, Government Action Plan 2020-2023, https://www.legis.md/cautare/getResults?doc_id=119405&lang=ro

⁵ Telephone discussion with Ruslana Rotaru, Public Services Agency, 6 November 2020.

⁶ Telephone discussion with Ruslana Rotaru, Public Services Agency, 6 November 2020.

⁷ Public Services Agency, <http://www.asp.gov.md/ro/node/5397>

⁸ Telephone discussion with Ruslana Rotaru, Public Services Agency, 6 November 2020.

⁹ National Legal Aid Center Order no.5 of 26.02.2019 on extending the network of paralegals, https://cnaigs.md/uploads/asset/file/ro/1386/Hot%C4%83r%C3%A2rea_nr.5_din_02.02.2019.PDF

¹⁰ Only 57 were de facto active according to the Annual Report of National Legal Aid Council for 2019: National Legal Aid Council activity report for 2019, page 20,

https://cnaigs.md/uploads/asset/file/ro/1466/Raport_de_activitate_al_CNAIGS_2019_2_.pdf

¹¹ National Legal Aid Council, activity report for 2019,

https://cnaigs.md/uploads/asset/file/ro/1466/Raport_de_activitate_al_CNAIGS_2019_2_.pdf

¹² National Legal Aid Council, Order no.6 of 26.02.2020 on the need to recruit more paralegals,

<https://cnaigs.md/uploads/asset/file/ro/1471/img-200228095949.pdf>

¹³ Quarterly OGP 2019-2020 Action Plan Implementation Report published on the webpage of the State Chancellery, national OGP repository area:

https://cancelaria.gov.md/sites/default/files/raportul_privind_implementarea_planului_de_actiuni_pentru_o_guvernare_deschisa_pentru_anii_2019-2020_in_sem_i_2020.pdf

¹⁴ National Legal Aid Council, activity report for 2019, page 20,

https://cnaigs.md/uploads/asset/file/ro/1466/Raport_de_activitate_al_CNAIGS_2019_2_.pdf

¹⁵ Open Government Action Plan 2019-2020, Implementation Monitoring Report for 2020,

https://cancelaria.gov.md/sites/default/files/raport_monitorizare_hg_1172_anul_2020.pdf

¹⁶ National Legal Aid Council, activity report for 2019,

https://cnaigs.md/uploads/asset/file/ro/1466/Raport_de_activitate_al_CNAIGS_2019_2_.pdf

¹⁷ Open Government Action Plan 2019-2020, Implementation Monitoring Report for 2020,

https://cancelaria.gov.md/sites/default/files/raport_monitorizare_hg_1172_anul_2020.pdf

¹⁸ Interview with Violeta Odagiu, executive director of the National Association of Paralegals from Moldova, 4 November 2020.

¹⁹ National Legal Aid Council, activity report for 2019, page 20,

https://cnaigs.md/uploads/asset/file/ro/1466/Raport_de_activitate_al_CNAIGS_2019_2_.pdf

²⁰ Interview with Violeta Odagiu, executive director of the National Association of Paralegals from Moldova, 4 November 2020.

²¹ Ibid.

2.4. Commitment implementation

The table below includes an assessment of the level of completion for each commitment in the action plan.

Commitment	Completion Completion: <i>(no evidence available, not started, limited, substantial or complete)</i>
I. Access to information and use of open data	<p>Substantial</p> <p>For milestone I.1, the e-Governance Agency (EGA) and the Ministry of Economy and Infrastructure conducted two surveys in 2019 to assess the open governmental data needs of users.¹ EGA was still analyzing the results of these surveys by the end of the action plan period.² No evidence was found on EGA's surveys planned for 2020. In addition, the Ministry of Finance conducted its own survey in 2020 on the prioritization of its open data.³</p> <p>Under milestone I.2, the government modernized the date.gov.md portal in 2019, renaming it the Governmental Data Portal and restructuring it into three parts.^{4 5} During the action plan period, the Republic of Moldova added 55 new datasets to the portal,⁶ reaching a total of 1,134. EGA held 74 information sessions on open data in 2019 and seven during the first six months of 2020.⁷</p> <p>For milestones I.3 and I.4, the Ministry of Health, Social Protection and Labor (MHSPL) conducted several activities in 2019 to promote equal rights and the access of persons with disabilities to employment.⁸ In November 2019, MHSPL launched a nationwide campaign to fight gender-based violence.⁹ MHSPL informed citizens on changes to social benefits laws and regulations through its webpage¹⁰ while local-level social workers informed beneficiaries of their social rights.¹¹ MHSPL also set up an information stand outside its entrance with brochures and other materials.¹² In 2020, MHSPL re-focused its information activities to address the COVID-19 pandemic. This included broadcasting radio and video spots, sharing infographics online, conducting “Stay at Home” campaigns, and launching a COVID-19 statistics visualization tool.¹³</p> <p>For milestone I.5, the Ministry of Foreign Affairs and European Integration (MFAEI) posted the 2017-2019 report on the implementation of the Republic of Moldova – EU Association Agreement (AA) in 2019.¹⁴ MFAEI continued to regularly provide information about the AA as well as the Republic of Moldova's Deep and Comprehensive Free Trade Areas (DCFTA) with the EU on the webpage http://dcfta.md/. In addition, in 2020, MFAEI created eight quizzes about the EU and the visa liberalization regime for the Republic Moldova.¹⁵ Lastly, the MFAEI State Secretary participated in the “EU Debates Cafe” project and discussed the EU's support to the Republic of Moldova and the post-COVID-19 recovery.¹⁶</p> <p>For milestone I.6, the Ministry of Finance published the financial monitoring synthesis of state-owned enterprises for 2019¹⁷ and the Public Property Agency published the results of the economic-financial activity of state-owned enterprises.¹⁸ The results for the first half of 2020 are not yet available because the reporting deadlines were extended due to COVID-19.¹⁹</p> <p>For milestone I.7, the Ministry of Education, Research and Culture, and the Center for Information and Communications Technologies in Education, developed two additional modules in 2020 for the Education Management Information System (EMIS)²⁰: preschool data²¹ and vocational education and training (VET) data.²² The VET module was developed, and data from 2019 were entered,²³ after training provided in August 2020.²⁴ The 2020 VET institutions began entering their data into EMIS. The preschool module was piloted in three to four institutions, but it is not yet populated with data due to the COVID-19</p>

	<p>pandemic.²⁵ According to stakeholders working in the field, further improvements on entering and verifying data in EMIS are needed, as inconsistencies still make the data unreliable.²⁶</p> <p>For milestone 1.8. the Agency for Interventions and Payments in Agriculture (AIPA) developed a map of subventions provided to farmers.²⁷ The map shows the grant beneficiaries per district (rayon), presenting in a more interactive way information that was already available online.</p> <p>For milestone 1.9, the National Administration of Penitentiaries developed the technical concept for the information desk for detainees to facilitate their access to personal files, based on the British Unilink Software.²⁸ A budget draft was presented to the government, but financing has not yet been identified.²⁹ Finally, for milestone 1.10, the State Agency on Intellectual Property (AGEPI) worked on the legal framework³⁰ for the information system for data exchanges between state institutions on the protection of intellectual property rights (e-IPR).³¹ EGA and AGEPI also identified the technical specifications for the integration of the system in MCloud.³² The pilot will start once the legal framework is approved, possibly by the end of 2020.³³</p> <p>Overall, this commitment did not significantly change the Republic of Moldova's open data and access to information practices compared to the previous action plan cycle.³⁴ Despite the restructuring of the date.gov.md portal, several deficiencies remain. These include a lack of clarity on which data public authorities must publish on the platform, the ownership of the platform, and the search function and data update policy. There are also no common standards for publishing data on the platform, and the available data is often of questionable relevance to users and stakeholders.³⁵ Furthermore, access to information practices continue to vary by ministry and agency, and the overall situation mostly remained unchanged compared to prior to the action plan.³⁶ Some areas like health and education became less open and participative,³⁷ while others saw slight improvements in openness, such as information and data from the Ministry of Finance.³⁸</p>
<p>2. Budgetary and public procurement transparency</p>	<p>Completed</p> <p>The activities in this commitment represented either ongoing government practices or legal obligations for ministries which were already in place before the action plan.³⁹ The Ministry of Finance published the citizen's budget for 2019⁴⁰ and 2020,⁴¹ once the Budget Law was passed.⁴² The ministry also published quarterly reports on the national budget execution on its webpage, as well as the annual citizens' budget execution reports for 2019 and 2020.⁴³ The BOOST Public Expenditures Database was continuously but slowly updated.⁴⁴ The most recent data in BOOST is from 2018⁴⁵ because the ministry lacks the capacity and financial resources to manage it.⁴⁶ The ministry added the 2019 data in BOOST in 2020.⁴⁷</p> <p>Public authorities continued to publish information on budget planning and execution, public procurement, and sectoral spending strategies as required by the law.⁴⁸ However, the format, quantity, and quality of this information is not consistent across the webpages of all ministries.⁴⁹ The Public Procurement Agency (PPA) regularly monitors randomly selected public procurement contracts, determining the implementation status of the contract but without taking follow-up measures.⁵⁰ The PPA includes this information in its quarterly reports,⁵¹ which do not provide analyses of the problems or corresponding recommendations.⁵²</p>
<p>3. Strengthen collaboration with civil society</p>	<p>Substantial</p> <p>The State Chancellery commissioned a consultant to modernize the Republic of Moldova's existing consultation platform particip.gov.md.⁵³ The State Chancellery shared the consultant's technical concept with the IRM researcher but interviewed</p>

	<p>civil society stakeholders who use the platform to monitor the legislative process were not consulted during the process.⁵⁴ According to the point of contact to OGP, the concept was presented during a State Chancellery sitting in the second part of 2020.⁵⁵</p> <p>Public authorities are required by law to publish the results of public consultations on their websites.⁵⁶ The State Chancellery monitors this process and publishes its general conclusions in annual reports. The Chancellery published the report for 2019.⁵⁷ However, a 2019 study noted that authorities do not always publish the results of public consultations online, the methodology for consultations is not clear in the law, the norms concerning appeal procedures are not clear, and further modernization of particip.gov.md is needed.⁵⁸ In addition, according to an interviewed expert, public authorities often have a poor understanding of what “participatory” consultations mean in practice.⁵⁹</p> <p>The State Chancellery continued to monitor the publication of administrative documents by local public authorities in the State Register of Local Documents. According to the law⁶⁰ the territorial offices of the State Chancellery must verify the legality of the documents published in the Register.⁶¹ An interviewed civil society expert noted that documents in the register are often uploaded but not made public.⁶² The Chancellery explained that this is either due to human error or technical issues, for which the territorial offices notify public authorities and request changes to the setting.⁶³ In documents which fall under the personal data law,⁶⁴ personal data are redacted but still published. In 2019, local public authorities published 61,391 decisions and 151,965 orders, of which 973 decisions and 1,075 orders were repealed, annulled, or suspended.⁶⁵ In 2020 they published 211,671 administrative documents, of which 2796 were repealed, annulled, or suspended⁶⁶.</p>
<p>4. Involvement of diaspora in decision making</p>	<p>Substantial</p> <p>According to the State Chancellery, under the program “A Government closer to you”, the Bureau for Diaspora Relations (DRB) organized one meeting with the Moldovan diaspora in 2019 at the Republic of Moldova’s Embassy in Poland, where representatives of different ministries and agencies were present.⁶⁷ In 2020, DRB organized two online sessions (in June and October) with diaspora representatives in several countries to explain the Republic of Moldova’s international social security agreements.⁶⁸ In addition, representatives of several ministries discussed with the Moldovan diaspora in the United Arab Emirates and Lebanon on challenges related to the Middle East, such as human trafficking.⁶⁹ Because of the COVID-19 pandemic, no further on-site meetings were held in 2020.</p> <p>The “Diaspora Excellence Groups” program⁷⁰ was no longer considered lucrative due to the lack of openness and the lack of requests for input or support among highly qualified diasporans and, respectively, from governmental institutions.⁷¹ Thus, DRB decided to re-focus this activity to a new project for diasporans to become more involved in decision-making processes. DRB developed a concept for the new platform in 2019-2020 and the government is now looking for funds to implement it.⁷²</p>
<p>5. Accountability of public authorities</p>	<p>Limited</p> <p>During the implementation period, governmental agencies and civil society organized many professional development trainings for public servants.⁷³ However, since this commitment was vaguely formulated, the IRM has only identified the capacity-building activities of the Academy of Public Administration as having been carried out under the scope of the OGP action plan.⁷⁴ The Academy of Public Administration routinely provides professional development courses for public servants according to an annual plan agreed with the government.⁷⁵ It also submits</p>

	<p>an internal report to the State Chancellery on its achievements.⁷⁶ According to the State Chancellery,⁷⁷ the Academy organized 13 professional development courses in 2019 for public servants in areas related to transparency, access to information, ethical behavior, and integrity. 325 public servants attended these trainings.⁷⁸ In 2020 the Academy provided 17 professional development activities, training 577 persons.⁷⁹</p> <p>According to the point of contact to OGP, the State Chancellery developed a concept mechanism to monitor the implementation of the Court of Accounts recommendations.⁸⁰ On 21 December 2020, the Prime-Minister issued Decision no. 39 on the approval of the Regulation Format (template). The Decision regulates and describes the internal procedure for communication between the structural subdivisions of Central Public Authorities (CPA) with the audit teams of the Court of Accounts during audit missions. At the same time, the Decision regulates the mechanism for monitoring and reporting on the implementation recommendations and requirements issued by the Court of Accounts and submitted to CPA.⁸¹ During the reporting period, to the State Chancellery received 73 Court of Accounts Resolutions for monitoring and oversight.⁸²</p> <p>EGA worked on developing the system for assessing the individual and institutional performance of authorities responsible for public service delivery as part of a World Bank-financed program.⁸³ With the support of two consultants,⁸⁴ EGA finalized the methodology of the assessment,⁸⁵ and 32 civil servants were trained on how to conduct the assessment.⁸⁶</p>
<p>6. Citizen-centered public services</p>	<p>Substantial</p> <p>For details regarding the implementation and early results of milestones 6.4, 6.5, and 6.6 of this commitment, see Section 2.3.</p> <p>For milestone 6.1, EGA trained 650 persons in 2019 on the use of modernized public services. Another 10,000 persons were informed of e-services indirectly during events where EGA was either a partner or moderator, and through information materials.⁸⁷</p> <p>In 2019, EGA completed the modernization of three public services under milestone 6.2: issuing drivers licenses, granting unemployment benefits, and determining disability and work capacity. The activities involved creating working groups and focal points in the pilot service providers, training 20 public servants, and mapping the status quo. The piloting of these modernized services started in 2020, and EGA is currently adjusting the draft methodology based on the piloting exercise, which will be approved by the end of 2020.⁸⁸</p> <p>For milestone 6.3, EGA presented the policy concept for the Unified Centers for Public Service Delivery (CUPS) in December 2019 to the government and conducted a feasibility study which identified 22 public services for the CUPS pilot. In July 2020, stakeholders identified the localities where the pilot CUPS will be organized: 17 within local mayoralities and five within consulates. The regulatory and infrastructure preparations for the pilot were ongoing at the end of the action plan.⁸⁹</p> <p>For milestone 6.7, the National Probation Inspectorate piloted the new electronic system for recording interviews between probation counselors and the subject of probation in August 2020 in the Chisinau office, and intends to expand it to all probation offices in 2021.⁹⁰ The system includes a video connection (conference or chat) between beneficiaries and inspectors. (If beneficiaries do not own a device with the necessary technical specifications, they can go to the headquarters where they can connect with the inspector in a specially equipped booth.) The platform to establish the connection was purchased, but additional in-house developments are still required. No public information about this project is available yet.⁹¹</p>

	<p>According to the Inspectorate, the use of the pilot electronic recording system allowed probation counselors to organize more meetings with subjects and in more comfortable conditions.⁹² The new recording system proved its usefulness during the pandemic, when on-site visits were not allowed.⁹³ The State Chancellery reports that in 2020 the Inspectorate has recorded 50 meetings using the new electronic system.⁹⁴</p>
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¹ Action Plan Implementation Report 2019-2020 for 2019, published on the web page of the State Chancellery, national OGP repository area, https://cancelaria.gov.md/sites/default/files/raport_privind_implemmentarea_hg_1172_anul_2019.pdf. The IRM researcher was unable to find the link to the survey online. Survey launched by the Ministry of Economy and Infrastructure, <https://www.surveymonkey.com/r/TQ2TJD9>

² Interview with Natalia Cristian, OGP Point of Contact at the State Chancellery, 28 October 2020.

³ Survey launched by the Ministry of Finance,

<https://docs.google.com/forms/d/e/1FAIpQLSfI5bWVVE5hFyUnwkgmBeylCNhWmxkcjPn30IUjMXRj0dG-A/viewform>

⁴ The platform includes three areas: (1) open datasets (datasets owned by ministries and other central public authorities agencies), (2) public access data (allowing users to find public data from different registries and databases owned by public authorities), and (3) authorized access data (requires login information, and is meant to facilitate accessing public interest data for those entities which are cleared to do so, and it secures the exchange and interoperability between different state entities).

⁵ EGA, <https://egov.md/ro/communication/news/portulul-guvernamental-de-date-datategovmd-solutia-inovativa-3-1-pentru-accesul-la>

⁶ Republic of Moldova, Government Open Data Portal,

https://date.gov.md/ro/stats/yearly/?field_organization_tid=All&date_filter%5Bvalue%5D%5Byear%5D=2019

⁷ Action Plan Implementation Report 2019-2020 for 2019, published on the web page of the State Chancellery, national OGP repository area, https://cancelaria.gov.md/sites/default/files/raport_privind_implemmentarea_hg_1172_anul_2019.pdf

⁸ Ministry of Health, Social Protection and Labor,

<https://www.facebook.com/protectiesocialamoldova/videos/2454308831558431/>

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²⁰ OGP, Republic of Moldova Design Report 2019-2020, pages 24-25,

<https://www.opengovpartnership.org/documents/moldova-design-report-2019-2020/>

²¹ Government of Moldova, <http://ctice.gov.md/sime-2/sime-educatie-timpurie/>

²² Interview with Tatiana Isacov, Center for Information and Communications Technologies in Education (ICTE), 6 November 2020; <https://mecc.gov.md/ro/content/incepe-introducerea-datelor-modulul-invatamant-profesional-tehnic-al-sistemului>

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²⁴ Republic of Moldova, Ministry of Education, Research and Culture, <https://mecc.gov.md/ro/content/incepe-introducerea-datelor-modulul-invatamant-profesional-tehnic-al-sistemului>

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- ²⁶ Interview with Larisa Chirita, Consultant, the Education, Research, and Culture Statistics Department, the National Bureau of Statistics, 10 November 2020; interview with Tatiana Sava, researcher at Expert-Grup Independent Think Tank, 5 November 2020.
- ²⁷ Agency for Interventions and Payments in Agriculture, Map of subventions provided to farmers, <https://siagds.gov.md/aipa/?p=103:1:5221703814731>
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- ²⁹ Telephone discussion with Vlad Busmachi, Interim Deputy Head, General Directorate of Institutional Management, the National Administration of Penitentiaries, 10 November 2020.
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- ³¹ State Agency on Intellectual Property, <http://www.agepi.md/en>
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- ³³ Telephone discussion, State Agency on Intellectual Property, 6 November 2020.
- ³⁴ Interview with Tatiana Sava, researcher at Expert-Grup Independent Think Tank, 5 November 2020.
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- ³⁷ Radio Europa, Health sector procurement became less transparent, <https://moldova.europalibera.org/a/achizi%C8%9Biile-din-s%C4%83n%C4%83tate-mai-pu%C8%9Bin-transparente-pe-timp-de-pandemie/30585777.html>; <http://sanatateinfo.md/News/Item/9367>; the waiting time for journalists waiting for authorities to respond to information requests was extended from 15 days to 45 (March - May 2020), https://freedomhouse.org/sites/default/files/2020-12/Politici_pe_timp_de_pandemie_in_domeniul_mass_media_ROM_0.pdf; selective access of journalists to press conferences, and in September 2020 the Ministry of Health, Social Protection and Labor has suspended altogether press conferences, citing heavy workload, https://freedomhouse.org/sites/default/files/2020-12/Politici_pe_timp_de_pandemie_in_domeniul_mass_media_ROM_0.pdf
- ³⁸ Interview with Tatiana Sava, researcher at Expert-Grup Independent Think Tank, 5 November 2020.
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- ⁴⁴ For more details see OGP, Moldova Design Report 2019-2020, pages 24-25, <https://www.opengovpartnership.org/documents/moldova-design-report-2019-2020/>
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- ⁴⁶ Interview with Tatiana Sava, researcher at Expert-Grup Independent Think Tank, 5 November 2020.
- ⁴⁷ Quarterly Action Plan Implementation Report 2019-2020, 1st quarter of 2020, published on the webpage of the State Chancellery, in the national OGP repository area, https://cancelaria.gov.md/sites/default/files/raportul_privind_implemmentarea_planului_de_actiuni_pentru_o_guvernare_deschisa_pentru_anii_2019-2020_in_sem_i_2020.pdf
- ⁴⁸ Republic of Moldova, Law on the Official Webpages of the Public Administration Authorities, https://www.legis.md/cautare/getResults?doc_id=94487&lang=ro
- ⁴⁹ Interview with Tatiana Sava, researcher at Expert-Grup Independent Think Tank, 5 November 2020.
- ⁵⁰ For more details see OGP, Moldova Design Report 2019-2020, pages 24-25, <https://www.opengovpartnership.org/documents/moldova-design-report-2019-2020/>
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- ⁵² Interview with Diana Enachi, Expert, Think Tank IDIS Viitorul, 23 October 2020.
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- ⁵⁴ Interview with Iana Spinei, Transparency International Moldova, 27 October 2020; interview with Tatiana Sava, researcher at Expert-Grup Independent Think Tank, 5 November 2020.
- ⁵⁵ Interview with Natalia Cristian, OGP Point of Contact at the State Chancellery, 28 October 2020.
- ⁵⁶ Republic of Moldova, Law no. 239 of 13.II.2008 on the transparency of the decision-making process, https://www.legis.md/cautare/getResults?doc_id=106638&lang=ro; and Government Decision no. 967 of 09.08.2016 on the mechanism of public consultations with civil society in decision-making processes, https://www.legis.md/cautare/getResults?doc_id=119856&lang=ro
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61 Telephone discussion with Natalia Petcu, Department of Administrative Oversight, 6 November 2020.

62 Interview with Diana Enachi, Expert, Think Tank IDIS Viitorul, 23 October 2020.

63 Telephone discussion with Natalia Petcu, Department of Administrative Oversight, 6 November 2020.

64 Republic of Moldova, Law No. 133 of 2011 on personal data protection, <http://lex.justice.md/md/340495/>

65 Action Plan Implementation Report 2019-2020 for 2019, published on the web page of the State Chancellery, national OGP repository area, https://cancelaria.gov.md/sites/default/files/raport_privind_implementarea_hg_1172_anul_2019.pdf; and Quarterly Action Plan Implementation Report 2019-2020, 1st quarter of 2020, published on the webpage of the State Chancellery, national OGP repository area,

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66 Action Plan Implementation Report 2020, published on the webpage of the State Chancellery, national OGP repository area: https://cancelaria.gov.md/sites/default/files/raport_monitorizare_hg_1172_anul_2020.pdf

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https://cancelaria.gov.md/sites/default/files/raportul_privind_implementarea_planului_de_actiuni_pentru_o_guvernare_deschisa_pentru_anii_2019-2020_in_sem_i_2020.pdf. Participating ministries and agencies at the meeting included the Ministry of Health, Social Protection and Labor of the Republic of Moldova, the National Labor Agency, the Diaspora Relations Bureau of the State Chancellery of the Republic of Moldova, UNDP Moldova, and IOM Moldova.

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69 Telephone interview with Nadejda Zubco, Deputy Head of DRB, 5 November 2020. The represented ministries included the Ministry of Foreign Affairs and European Integration of the Republic of Moldova, Ministry of Health, Social Protection and Labor of the Republic of Moldova, Ministry of Education, Research and Culture of the Republic of Moldova, and Bureau for Migration and Asylum of the Republic of Moldova.

70 For more information about this program see OGP, Republic of Moldova Design Report 2019-2020, pages 24-25, <https://www.opengovpartnership.org/documents/moldova-design-report-2019-2020/>; also on the BRD webpage: https://brd.gov.md/sites/default/files/public_note_-_diaspora_excellence_groups_2017_-2-.pdf

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72 The concept of the new communication and information platform for the Moldovan diaspora, http://brd.gov.md/sites/default/files/concept_platforma_de_comunicare_si_informare_in_domeniul_diasporei.pdf?fbclid=IwAR1tCgBZeVWSldp97c0lio_yaGzmExLxUHUKvqzQe-dspLEVX3pqCY3f44. According to the State Chancellery (see the quarterly report cited above), the concept of the platform was developed with the financial support of the Swiss Development and Cooperation Agency within the project "Strengthening institutional capacities of the Republic of Moldova in the field of migration and development". The DRB is currently looking for financial support for the development of the platform.

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75 Republic of Moldova, Government Decision no. 121 of 27.02.2019 on the Professional Development of Public Servants State Order, https://www.legis.md/cautare/getResults?doc_id=113108&lang=ro; Government Decision no. 15 of 15.01.2020 on the Professional Development of Public Servants State Order, https://www.legis.md/cautare/getResults?doc_id=119903&lang=ro

76 Aurelia Tipordei, Academy of Public Administration, Department of Public Administration, telephone discussion, 5 November 2020.

77 State Chancellery, annual report on public office and civil servants 2019,

<https://cancelaria.gov.md/sites/default/files/document/attachments/raport-1158-2019.pdf>; and Quarterly Action Plan Implementation Report 2019-2020, 1st quarter of 2020, published on the webpage of the State Chancellery, national OGP repository area,

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78 Action Plan Implementation Report 2019-2020 for 2019, published on the webpage of the State Chancellery, national OGP repository area, https://cancelaria.gov.md/sites/default/files/raport_privind_implementarea_hg_1172_anul_2019.pdf

79 Action Plan Implementation Report 2020, published on the webpage of the State Chancellery, national OGP repository area: https://cancelaria.gov.md/sites/default/files/raport_monitorizare_hg_1172_anul_2020.pdf;

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81 Government Self-Evaluation of the Open Government Implementation Plan 2019-2020:

https://cancelaria.gov.md/sites/default/files/raport_autoevaluare_hg_1172_pa_2019-2020.pdf

82 Government Self-Evaluation of the Open Government Implementation Plan 2019-2020:

https://cancelaria.gov.md/sites/default/files/raport_autoevaluare_hg_1172_pa_2019-2020.pdf

⁸³ EGA, Communication, <https://www.egov.md/en/communication/news/modernization-government-services-improved-accessibility-efficiency-and-quality>

⁸⁴ <https://egov.md/en/transparency/reports/semestrial-progress-reportmodernization-government-services-project-mgsp>

⁸⁵ EGA, Transparency, <https://egov.md/ro/communication/news/metodologia-de-elaborare-implementare-si-evaluare-cadrului-de-performanta>

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⁸⁷ This information was reported in the Quarterly Action Plan Implementation Report 2019-2020, 1st quarter of 2020, published on the web page of the State Chancellery, national OGP repository area, https://cancelaria.gov.md/sites/default/files/raportul_privind_implementarea_planului_de_actiuni_pentru_o_guvernare_deschisa_pentru_anii_2019-2020_in_sem_i_2020.pdf, however in the Action Plan Implementation Report 2019-2020 for 2019, https://cancelaria.gov.md/sites/default/files/raport_privind_implementarea_hg_1172_anul_2019.pdf, the data are different as it indicates 550 persons instead of 650, and 20,000 instead of 10,000. A clarification regarding this inconsistency was not yet obtained.

⁸⁸ Action Plan Implementation Report 2019-2020 for 2019, https://cancelaria.gov.md/sites/default/files/raport_privind_implementarea_hg_1172_anul_2019.pdf; Quarterly Action Plan Implementation Report 2019-2020, 1st quarter of 2020, https://cancelaria.gov.md/sites/default/files/raportul_privind_implementarea_planului_de_actiuni_pentru_o_guvernare_deschisa_pentru_anii_2019-2020_in_sem_i_2020.pdf

⁸⁹ Interview with Tatiana Sincovschi, CUPS Coordinator, Electronic Governance Agency, 17 November 2020.

⁹⁰ Interview with Mahu Iurie, National Probation Inspectorate, 4 November 2020.

⁹¹ Ibid.

⁹² Ibid.

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III. Multi-stakeholder Process

3.1 Multi-stakeholder process throughout action plan implementation

In 2017, OGP adopted the OGP Participation and Co-Creation Standards intended to support participation and co-creation by civil society at all stages of the OGP cycle. All OGP-participating countries are expected to meet these standards. The standards aim to raise ambition and quality of participation during development, implementation, and review of OGP action plans.

OGP's Articles of Governance also establish participation and co-creation requirements a country or entity must meet in their action plan development and implementation to act according to the OGP process. The Republic of Moldova **did not act** contrary to OGP process.¹

Please see Section 3.2 for an overview of the Republic of Moldova's performance implementing the Co-Creation and Participation Standards throughout the action plan implementation.

Table [3.2]: Level of Public Influence

The IRM has adapted the International Association for Public Participation (IAP2) "Spectrum of Participation" to apply it to OGP.² In the spirit of OGP, most countries should aspire to "collaborate."

Level of public influence		During development of action plan	During implementation of action plan
Empower	The government handed decision-making power to members of the public.		
Collaborate	There was iterative dialogue AND the public helped set the agenda.		
Involve	The government gave feedback on how public inputs were considered.	✓	✓
Consult	The public could give inputs.		
Inform	The government provided the public with information on the action plan.		
No Consultation	No consultation		

During the implementation of the fourth action plan, the Republic of Moldova's OGP multi-stakeholder forum, the National Coordinating Committee, met eight times. During five of those meetings, stakeholders discussed the progress of the action plan's implementation, as well as the action plan implementation monitoring reports. The State Chancellery drafted these monitoring reports in 2019 (1) and in 2020 (2³) based on updates it received from implementing agencies.⁴ The reports were discussed during the Coordinating Committee's meetings,⁵ when civil society members of the Coordinating Committee had the opportunity to revise the content, request additional information, and follow up with the respective agencies. Once the Committee revised the monitoring reports, the State Chancellery published them on its website. Though in theory the public could follow up with each implementing agency regarding the status of commitments, there was no targeted channel to facilitate more frequent communication with the general public. According to the law on transparency of public decision making, governmental agencies and ministries are required to inform the public of their annual programs and activity plans through online published reports, and other similar dissemination activities.⁶

According to an interviewed civil society stakeholder, during implementation, the State Chancellery's engagement with civil society mostly continued in the same way as during the co-creation phase.⁷ The balance between civil society and government representatives on the Coordination Committee

remained even,⁸ while other civil society members had the opportunity to join Committee meetings when requested. In 2019, the Coordination Committee invited the CSO *Initiativa Pozitiva* to join the Committee. However, the COVID–19 pandemic impacted the OGP process in 2020, limiting the capacity of civil society to monitor the plan.⁹ In addition, greater financial resources are needed to improve civil society’s capacity to monitor implementation and support implementation of specific commitments.¹⁰

¹ Acting Contrary to Process - Country did not meet (1) “involve” during the development or “inform” during implementation of the action plan, or (2) the government fails to collect, publish and document a repository on the national OGP website/webpage in line with IRM guidance.

² “IAP2’s Public Participation Spectrum,” IAP2, 2014.

https://cdn.ymaws.com/www.iap2.org/resource/resmgr/pillars/Spectrum_8.5x11_Print.pdf

³ The second 2020 monitoring report will be published in February 2021, Web chat communication with the Moldovan point of contact, 1 February 2021.

⁴ Interview with Natalia Cristian, point of contact to OGP at the State Chancellery, 28 October 2020.

⁵ Republic of Moldova State Chancellery, Coordinating Committee Minutes, <https://cancelaria.gov.md/ro/apc/comitetul-de-coordonare-pentru-o-guvernare-deschisa>

⁶ Law No. 239 of 13.11.2008 on the transparency of decision making,

https://www.legis.md/cautare/getResults?doc_id=106638&lang=ro

⁷ Interview with Diana Enachi, Expert, Think Tank IDIS Viitorul, 23 October 2020.

⁸ Online interview with Veronica Cretu, civil society co-chair of the Open Government Coordination Committee, 11 November 2020.

⁹ Interview with Diana Enachi, Expert, Think Tank IDIS Viitorul, 23 October 2020.

¹⁰ Online interview with Veronica Cretu, civil society co-chair of the Open Government Coordination Committee, 11 November 2020.

3.2 Overview of the Republic of Moldova's performance throughout action plan implementation

Key:

Green= Meets standard

Yellow= In progress (steps have been taken to meet this standard, but standard is not met)

Red= No evidence of action

Multi-stakeholder Forum	During Development	During Implementation
1a. Forum established: The Open Governance Coordination Committee oversees the creation process of the action plan and monitors its implementation, and it was established by the Order of the State Chancellery. ¹	Green	Green
1b. Regularity: The Open Governance Coordination Committee met twice during the co-creation of the fourth action plan, and eight times during the implementation period. ² During five of these meetings, the Committee discussed the implementation progress of the fourth action plan.	Yellow	Green
1c. Collaborative mandate development: This standard was assessed in the IRM Design Report.	Green	N/A
1d. Mandate public: The mandate of the Coordination Committee is detailed in the Order of the State Chancellery, which is published on the OGP repository (hosted on the State Chancellery webpage).	Green	Green
2a. Multi-stakeholder: The Coordination Committee includes government and civil society representatives. ³	Green	Green
2b. Parity: The Coordination Committee has eight members, four from government and four from civil society. The Committee's two co-chairs represent government and civil society. ^{4 5}	Green	Green
2c. Transparent selection: The members of the committee are selected through an open call. ⁶	Green	Green
2d. High-level government representation: The Coordination Committee includes a Deputy General-Secretary of the Government. ⁷	Green	Green
3a. Openness: The Coordination Committee accepts input and participation from different interested civil society and other stakeholders outside the Committee. ⁸	Green	Green
3b. Remote participation: Most Coordination Committee meetings during the implementation period were held remotely due to the COVID-19 pandemic, and the fact that some members reside outside of the Republic of Moldova. ⁹	Green	Green
3c. Minutes: The Coordination Committee posts minutes from almost all meetings. In 2020, the State Chancellery's point of contact to OGP regularly posted all the minutes of the Committee meetings. ¹⁰ Unlike during the development phase, during the implementation phase the minutes were	Yellow	Green

Version or public comment: Please do not cite

posted after each meeting, and file naming was more consistent and descriptive (date, type of document, number, and name of document).	Yellow	Green
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Key:

Green= Meets standard

Yellow= In progress (steps have been taken to meet this standard, but standard is not met)

Red= No evidence of action

Action Plan Implementation	
4a. Process transparency: During the implementation period, the State Chancellery posted regular updates on the Republic of Moldova's OGP repository (hosted on the webpage of the State Chancellery), including quarterly updates on the implementation progress. A self-assessment after the first year of implementation was not published, but the Chancellery published an annual implementation progress report. ¹¹	Green
4b. Communication channels: The Republic of Moldova's OGP repository does not have a feature to allow the public to comment on action plan progress updates. ¹²	Red
4c. Engagement with civil society: The State Chancellery did not organize open meetings to discuss the implementation of the action plan, but civil society representatives could attend the Coordination Committee meetings if they requested it. ¹³ However, interviewed civil society members shared that the Coordination Committee is rather closed, but participation is possible though they are not interested to participate as they consider that the action plan does not include many open government relevant actions.	Yellow
4d. Cooperation with the IRM: The State Chancellery shares the link to IRM reports with other government institutions. However, this is done internally, and the State Chancellery does not currently publish IRM reports to the Republic of Moldova's OGP webpage.	Yellow
4.e MSF engagement: The Coordination Committee monitored the implementation of the fourth action plan during its meetings, but as the indicators in the action plan are mostly quantitative, there was limited opportunity for stakeholders to impact the plan's implementation. ¹⁴	Green
4.f MSF engagement with self-assessment report: The State Chancellery published an end of term self-assessment report for the fourth action plan in English and in Romanian in March and April 2021. ¹⁵ The Coordination Committee ¹⁶ as well as the general public ¹⁷ had the opportunity to comment on the report draft and provide feedback. It also shared the implementation progress reports with the committee and discussed about it during its meetings. ¹⁸	Green
4.g. Repository: The State Chancellery hosts the Republic of Moldova's national OGP repository on its webpage. ¹⁹ The following documents are uploaded to the repository: the minutes of the Coordination Committee's meetings, status update reports, co-creation materials and documents, and official orders/decrees through which the plans are adopted. Historical documents from the first two action plans are missing, the organization of the documents should be improved, and open calls for the co-creation process and new committee members (when needed) should be	Yellow

saved as well. Open government resources are not included in the repository and there is no link to OGP and IRM reports and resources available.

- ¹ State Chancellery, https://cancelaria.gov.md/sites/default/files/ordinul_nr_305_din_13.04.2018.pdf
- ² Republic of Moldova, <https://cancelaria.gov.md/ro/apc/comitetul-de-coordonare-pentru-o-guvernare-deschisa>
- ³ State Chancellery, https://cancelaria.gov.md/sites/default/files/ordinul_nr_305_din_13.04.2018.pdf
- ⁴ Ibid.
- ⁵ Online interview with Veronica Cretu, civil society co-chair of the Open Government Coordination Committee, 11 November 2020.
- ⁶ OGP, Moldova End-of-Term Report 2016-2018, https://www.opengovpartnership.org/wp-content/uploads/2019/10/Moldova_End-of-Term_Report_2016-2018_EN.pdf; interview with Veronica Cretu, Open Government Institute NGO and member of Coordination Committee, 4 April 2019.
- ⁷ State Chancellery, https://cancelaria.gov.md/sites/default/files/ordinul_nr_305_din_13.04.2018.pdf
- ⁸ Online interview with Veronica Cretu, civil society co-chair of the Open Government Coordination Committee; interview with Natalia Cristian, OGP Point of Contact at the State Chancellery, 28 October 2020.
- ⁹ Online interview with Veronica Cretu, civil society co-chair of the Open Government Coordination Committee, 11 November 2020; interview with Natalia Cristian, OGP Point of Contact at the State Chancellery, 28 October 2020; OGP Repository, Minutes from the Committee meetings, <https://cancelaria.gov.md/ro/apc/comitetul-de-coordonare-pentru-o-guvernare-deschisa>
- ¹⁰ State Chancellery OGP repository of the Republic of Moldova, Minutes from the Committee meetings, <https://cancelaria.gov.md/ro/apc/comitetul-de-coordonare-pentru-o-guvernare-deschisa>; online interview with Veronica Cretu, civil society co-chair of the Open Government Coordination Committee, 11 November 2020; interview with Natalia Cristian, OGP Point of Contact at the State Chancellery, 28 October 2020.
- ¹¹ State Chancellery OGP repository of the Republic of Moldova, <https://cancelaria.gov.md/ro/apc/rapoarte-0>
- ¹² State Chancellery OGP repository of the Republic of Moldova, <https://cancelaria.gov.md/ro/apc/guvernare-deschisa>
- ¹³ Online interview with Veronica Cretu, civil society co-chair of the Open Government Coordination Committee; interview with Natalia Cristian, OGP Point of Contact at the State Chancellery, 28 October 2020.
- ¹⁴ Online interview with Veronica Cretu, civil society co-chair of the Open Government Coordination Committee, 11 November 2020; interview with Diana Enachi, Expert, Think Tank IDIS Viitorul, 23 October 2020.
- ¹⁵ Available at <https://www.opengovpartnership.org/documents/moldova-end-of-term-self-assessment-2019-2020/> and in Romanian at https://cancelaria.gov.md/sites/default/files/raport_autoevaluare_hg_1172_pa_2019-2020.pdf
- ¹⁶ State Chancellery, Coordinating Committee Minutes no.11 24 February 2021: https://cancelaria.gov.md/sites/default/files/procesul_verbal_nr_11_al_sedintei_din_24_februarie_2021.pdf
- ¹⁷ Public announcement published on the website of the State Chancellery on 24 February 2021. <https://cancelaria.gov.md/ro/content/rezultatele-implementarii-planului-de-actiuni-pentru-o-guvernare-deschisa-pe-anii-2019-2020>
- ¹⁸ Online interview with Veronica Cretu, civil society co-chair of the Open Government Coordination Committee, 11 November 2020; interview with Diana Enachi, Expert, Think Tank IDIS Viitorul, 23 October 2020.
- ¹⁹ State Chancellery OGP repository of the Republic of Moldova, <https://cancelaria.gov.md/ro/apc/guvernare-deschisa>

IV. Methodology and Sources

Research for the IRM reports is carried out by national researchers. All IRM reports undergo a process of quality control led by IRM staff to ensure that the highest standards of research and due diligence have been applied.

The International Experts Panel (IEP) of the IRM oversees the quality control of each report. The IEP is composed of experts in transparency, participation, accountability, and social science research methods.

Current membership of the International Experts Panel is

- César Cruz-Rubio
- Mary Francoli
- Brendan Halloran
- Jeff Lovitt
- Juanita Olaya

This review process, including the procedure for incorporating comments received, is outlined in greater detail in Section III of the Procedures Manual¹ and in the Republic of Moldova's Design Report 2019-2020.

About the IRM

The Open Government Partnership (OGP) aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. OGP's Independent Reporting Mechanism (IRM) assesses development and implementation of national action plans to foster dialogue among stakeholders and improve accountability.



Diana Mirza-Grisco is an independent researcher, with more than 10 years of experience in evaluation, policy, and academic research, including participatory approaches, and management of projects in the Republic of Moldova, Germany, Serbia, Slovenia, the USA, and other European countries. She also focuses on topics such as political/public participation, associative sector, migration and intercultural issues, and education. She has worked with the IRM since 2017.

¹ IRM Procedures Manual, V.3, <https://www.opengovpartnership.org/documents/irm-procedures-manual>

Annex I. IRM Indicators

The indicators and method used in the IRM research can be found in the IRM Procedures Manual.¹ A summary of key indicators the IRM assesses is below:

- **Verifiability:**
 - Not specific enough to verify: As written in the commitment, do the objectives stated and actions proposed lack sufficient clarity and specificity for their completion to be objectively verified through a subsequent assessment process?
 - Specific enough to verify: As written in the commitment, are the objectives stated and actions proposed sufficiently clear and specific to allow for their completion to be objectively verified through a subsequent assessment process?
- **Relevance:** This variable evaluates the commitment’s relevance to OGP values. Based on a close reading of the commitment text as stated in the action plan, the guiding questions to determine the relevance are:
 - Access to Information: Will the government disclose more information or improve the quality of the information disclosed to the public?
 - Civic Participation: Will the government create or improve opportunities or capabilities for the public to inform or influence decisions or policies?
 - Public Accountability: Will the government create or improve public facing opportunities to hold officials answerable for their actions?
- **Potential impact:** This variable assesses the *potential impact* of the commitment, if completed as written. The IRM researcher uses the text from the action plan to:
 - Identify the social, economic, political, or environmental problem;
 - Establish the status quo at the outset of the action plan; and
 - Assess the degree to which the commitment, if implemented, would impact performance and tackle the problem.
- **Completion:** This variable assesses the commitment’s implementation and progress. This variable is assessed at the end of the action plan cycle, in the *IRM Implementation Report*.
- **Did It Open Government?:** This variable attempts to move beyond measuring outputs and deliverables to looking at how the government practice, in areas relevant to OGP values, has changed as a result of the commitment’s implementation. This variable is assessed at the end of the action plan cycle, in the IRM Implementation Report.

Results oriented commitments?

A potentially starred commitment has more potential to be ambitious and to be implemented. A good commitment design is one that clearly describes the:

1. **Problem:** What is the economic, social, political, or environmental problem? Rather than describing an administrative issue or tool (e.g., ‘Misallocation of welfare funds’ is more helpful than ‘lacking a website.’).
2. **Status quo:** What is the status quo of the policy issue at the beginning of an action plan (e.g., “26 percent of judicial corruption complaints are not processed currently.”)?
3. **Change:** Rather than stating intermediary outputs, what is the targeted behavior change that is expected from the commitment’s implementation (e.g., “Doubling response rates to information requests” is a stronger goal than “publishing a protocol for response.”)?

Starred commitments

One measure, the “starred commitment” (★), deserves further explanation due to its particular interest to readers and usefulness for encouraging a race to the top among OGP-participating countries/entities. To receive a star, a commitment must meet several criteria:

- The commitment’s design should be **Verifiable, Relevant** to OGP values, and have **Transformative** potential impact. As assessed in the Design Report.

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- The commitment's implementation must be assessed by IRM Implementation Report as **Substantial** or **Complete**.

This variable is assessed at the end of the action plan cycle, in the IRM Implementation Report.

¹ "IRM Procedures Manual," OGP, <https://www.opengovpartnership.org/documents/irm-procedures-manual>