



Supporting the implementation of the National Anticorruption Strategy

Project completion report

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Grant beneficiary: Transparency International – Moldova

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1. Background Information

One of the main issues that undermine the economic, social and political development of the Republic of Moldova (RM) is corruption. In order to improve the quality of the anticorruption policies an active engagement of the Government is necessary. In recent years the Government of the RM made some efforts to curb corruption by elaborating and implementing the National Anti-Corruption Strategy (NAS), adopting the Law on Code of Conduct for public servant, the Law on conflict of interests, the Law on public servant and Status of public servant, the Law on preventing and fighting corruption, the Law on financing political parties and election campaigns, the Law on access to information and the Law on transparency of decision making. However, the studies conducted by TI-Moldova prove that *a considerable part of the above mentioned laws is not implemented due to lacking implementation mechanisms, imprecise terminologies and discrepancies between the national and international anti-corruption legal framework*. Furthermore the reports of public institutions on their implementation of the NAS often have a superficial character and the positive results were exaggerated.

In this circumstances it is crucial that CSOs monitor the implementation of the NAS and its annual Action Plans by the public authorities, find discrepancies between law and reality and advocate for systemic changes in the quality of the applied policies.

2. The Overall and Specific Objectives of the Project, the Project Beneficiaries

The overall objective of the project is improving the implementation process of the NAS and making it more transparent.

The *specific objectives* of the Project are:

1. To reveal the deficiencies/shortcomings in the implementation of the NAS;
2. To improve legal anti-corruption framework and implementation mechanism;
3. To promote systemic change in policy and practice of anti-corruption strategy;
4. To improve transparency in the process and raise awareness.

Since the adoption of the new National Anticorruption Strategy by the Parliament of Moldova was delayed by 7 months and the Action Plan 2011 was not elaborated, TI-Moldova has come to an agreement with Partnership for Transparency Fund, Soros Foundation - Moldova and the Secretariat of the Working group that monitoring in 2011 will focus on several actions that have been part of the Action Plans for 2005-2010 having systemic quality implementation problems during 2005-2011. These actions are also the key requirements of the United Nations Convention Against Corruption that can be applied to the executive branch of the power:

- Improving the quality of information placed on the websites of the public institutions;
- Creating and maintaining of mechanisms, that allow citizens to report on cases of corruption, particularly via the hot-lines and petition system;
- Ensuring transparency of public procurement procedures;
- Improving the mechanism for the declaration of incomes and assets by public servants;
- Implementing the Law on Conflict of interests;
- Ensuring transparency of the recruitment procedure;
- Ensuring the functionality of the internal mechanism of corruption prevention;
- Conducting regular corruption risks assessments in public institutions.

In agreement with the Secretariat of the Monitoring Group, the following four public institutions were selected for the monitoring: *Main State Fiscal Inspectorate of the Ministry of Finance, Ministry of Informational Development, Ministry of Labour, Social Protection and Family and the Ministry of Education.*

Immediate beneficiaries:

The Working group for monitoring the implementation of the National Anticorruption Strategy (the Working Group benefited from the monitoring report and proposals for the Action Plan 2012, including for the modification of the anti-corruption legal framework);

The State Chancellery and the four monitored central public authorities (the institutions received an analysis of systemic problems of the implementation of anticorruption policies and a list of concrete proposals for improvement);

The Ministry of Justice (the ministry received concrete proposals for rectifications of the legal anticorruption framework).

Final beneficiaries: In long run, when the proposals will be adopted and implemented, the whole society will benefit from a better quality of governance.

3. Planned Project Activities and Achievements

In order to achieve the objectives the project activities were divided into four steps:

3.1 Monitoring the Implementation of Anticorruption Policies

At the first step, the implementation of 9 actions from the NAS by public institutions was *monitored* (particularly the activities from the Action Plans 2005-2010 having permanent character).

The monitoring process included submitting formal requests of information to public institutions, field studies, checking the existence of supporting documents, cross-checking information from different sources, conducting interviews with public authorities and the staff of the monitored public institutions, using the mysterious client technique. As planned, TI-Moldova verified the supporting documents of 4 public institutions and conducted 4 exit polls with 400 people.

The monitoring stated, in general lines, that the legal framework for the implementation of the NAS was adopted, the monitored authorities created facilities to prevent corruption, in principle, assigned persons in charge for the anticorruption measures, as it was foreseen in the Action Plans of NAS, however multiple shortcomings were found:

- Cases were found when the person responsible for the prevention of corruption was either not appointed, or appointed on a position lower than the deputy-minister/deputy director level required by Government Decision (GD) nr.615/2005. In some institutions, the mechanism established by GD nr.615/2005 to prevent corruption and protectionism, appears to be confused with the institutional risk self-assessment mechanism instituted through GD nr.906/2008, which creates a conflict of interests situation. Measures taken by the persons responsible for preventing corruption are insufficient.

- The interpretation of GD nr. 615/2005 on establishing hotlines differed among monitored authorities from those with well-functioning lines operating in live regime, to those using automatic answering machines, and finally those with inoperative hot-lines. The application of the mysterious client technique revealed contradictions with official statements of the public authorities. None of the monitored authorities indicated cases of forwarding the information received via hotline to the competent agencies empowered to combat corruption, such as the CCECC, even if cases of corruption denunciations via hot-lines were made.

- The petitioning system is functional in all monitored authorities, but some of them lack a proper filing system. The following problems are stated: lack of information on the modality to address a petition; non-assignment of a person responsible for the petitioning activity; low transparency in the petitioning system; insufficient knowledge of the legislation by clerks and petitioners. Monitoring also stated infringements in the petition examination process: registration of crime denunciations as petitions, forwarding complaints to the clerk that

the petitioner complained about, failure to forward corruption case denunciations to the competent institutions. Shortcomings and imperfections were also stated in the Law on petitioning system.

- A part of the monitored authorities presented contradictory statistics regarding the declaration of incomes and assets by public servants. Monitoring states the creation of a systemic nonfunctional mechanism and missing implementation mechanism.

- Even if the opinion polls state an improvement of understanding of conflict of interests' policy compared to 2009, in spite of the provisions of the law, majority of public servants did not fill their declaration of interests. The National Commission for Integrity is expected to be created in 2012, therefore the model of declaration of interests was not adopted yet. To ensure the functionality of the system, persons in charge for supervising conflict of interest situations in the monitored authorities need to be assigned. The legislation does not foresee substantial sanctions for breaking the law on conflict of interest.

- Two out of four monitored authorities offered details regarding the development of the self-evaluation process, yet none of these authorities has finalized the process, nor offered information on the self-assessment report and the institutional integrity plan.

- The recruitment process is not sufficiently transparent. Interviewing the staff of the public authorities shows that a considerable part of them, 40- 60% see employment based on family or friendship relations as part of their everyday life and 40-51% stated cases of non-meritocratic promotion.

- The web pages of the monitored public authorities, to a large extent, function in accordance with the regulatory framework. However, the insufficiency and even absence of some information, as well as lack of updates on data regarding the activity of public authorities, must be noted.

- The system of public procurement is not entirely transparent and accessible for all interested parts, particularly to the potential participants in public bids. On the institutional web pages, information on public procurement is presented at a minimal level. Lack of annual procurement plans in all monitored authorities was stated.

Exit-polls:

To supplement the results of the monitoring with the opinion of the beneficiaries of the public services, four exit-polls were conducted. *The purpose* of these polls was to evaluate the opinion of respondents regarding the quality of services provided, the professionalism and integrity of the employers of the monitored authorities and the existence of eventual cases of corruption.

The results of the polls show more openness among both, civil society and public servants. The refusal rate to participate in the poll declined considerably. Conducting polls took shorter time than in previous polls conducted by TI-Moldova. Even if the main part of participants in the polls stated an improvement in the quality of work, a relatively high satisfaction with the quality of services and access to information, still numerous cases of malfunction and even corruption have been stated. The *advantage* of the conducted polls is not only in having quantitative performance indicators for the four monitored authorities, but also obtaining a relatively *wide range of proposals* to improve the quality of public services came directly from the beneficiaries of these services.

Conducting the exit poll at the entrance to 5 universities from Chisinau (the Academy of Economic Studies, Moldova State University, Moldova Technical University, Free University of Moldova, Pedagogical University of Moldova) proved a wide spread corruption phenomenon in university education and plagiarism. Taking into account that the Ministry of Education supervises the university education policies, issues authorizations for universities and sets the education standards in the country, TI-Moldova submitted a request to the Ministry of Education and the Ministry of Internal Affairs to take attitude towards an officially registered company that provides such services as writing thesis's and essays for students and pupils, fostering intellectual fraud. For several years the company widely advertises its services and websites (www.diplom.md and www.teza.md). The text of the letter was made public via a news agency. TI-Moldova received an official answer from the Ministry of Internal Affairs stating that a criminal procedure has been initiated against the head of the company.

3.2 Providing Legal Expertise and Recommendations

As a result of its monitoring, to improve the implementation of the NAS TI-Moldova elaborated an extended number of recommendations related to the actions foreseen in the actual Anticorruption Strategy:

- *modification of the anti-corruption legal framework* modifying the GD nr. 668/2002, GD nr. 615/2005, GD. 906/2007, Law on declaration of incomes and assets for public servants, Law on conflict of interests, Law on the activity of the petition system, introducing modifications to the Administrative Code;
- *creating a mechanism for the implementation* of the monitored policies (assigning persons in charge, setting functional standards, extending the internal control over all anti-corruption activities, training personnel, creating a unique data base to register complains, petitions, declarations of incomes and assets, interests and conflict of interests, foreseeing a proper punishment procedures for not obeying the legal provisions);
- *increasing the capacities of the public servants and ensuring access to information* for potential beneficiaries.

Besides the recommendations resulting from the monitoring process, at the request of several public institutions, TI-Moldova used the funds from the project to provide expertise for the following legal/normative acts which are foreseen for the implementation of NAS in 2011-2015:

- Draft of the new National Anticorruption Strategy (request from CCECC);
- Draft Strategy for reforming the CCECC (request from CCECC);
- Draft Law on modification of the Electoral Code, Law on political parties and Fiscal Code, sections on financing political parties and election campaigns (request from the Ministry of Justice and the Central election Commission);
- Draft Law on modification of Code of Conduct for public servants, Law in conflict of interests, particularly norms related to gifts;
- Draft Law on the Main Commission for Ethics - later, National Commission for Integrity, (at the request of the Ministry of Justice).

Also the funding of the project allowed TI-Moldova to represent the interests of civil society by participating in several working groups (Working group for monitoring NAS, Working group for improving the legislation in the field of financing political parties and election campaigns, Working group for elaborating strategic goals Moldova 2020).

3.3 Advocating for Better Quality of Anticorruption Policies

The third step of the project aimed at *fostering the implementation of its recommendations*.

The results of the monitoring and the recommendations of TI-Moldova were included in the national document "The Informative Note on the Anticorruption Activities Conducted in the Republic of Moldova", fact that proves that the monitoring of TI-Moldova was accepted at the state level.

TI-Moldova presented the results of its monitoring at the meeting of the Working Group for monitoring NAS (26.12.2011), the monitoring report being initially submitted to the monitored institutions. As the results, the Working Group decided:

- taking into consideration the poor implementation of the anticorruption policies, all four monitored authorities will present by February 10th explanations and concrete action plans for the improvement, taking as a base the proposals of TI-Moldova;
- since TI-Moldova proposed to conduct similar monitoring in all central public institutions, the monitoring report 2011 will be presented to all central public institutions;
- CCECC having the legal right for legislative initiative will study all TI-Moldova's proposals related to the modification of the legal anti-corruption framework and come with legislative initiative to the Ministry of Justice.

To advocate for the implementation of its recommendations and their inclusion in the NAS Action Plan 2012, TI-Moldova also submitted its monitoring report to the Prime-minister of Moldova and the State Minister of Moldova (State Chancellery). The results were also presented at the National Anticorruption Conference (12.12.2012) and during the side event of the Eastern Partnership Civil Society Forum in Poznan (Poland, 29 December 2011). As a result, 6 NGOs from 4 countries (Poland, Moldova, Ukraine and Armenia) expressed their interest to monitor conflict of interests policies in their countries using the methodology of TI-Moldova.

To advocate for the implementation of its recommendations, TI-Moldova also participated in around 15 public debates organized by other parties (State Chancellery, Ministry of Justice, General Prosecutor's Office, CCECC, National Institute of Justice, several CoE, EU Commission and UNDP funded events, National Council for participation, NGO CreDo).

A way to advocate for a better implementation of NAS is addressing the results of monitoring to the international community, which supervises the Government activity. TI-Moldova passed the translated Executive Summary of the Monitoring Report to the Moldovan offices of IMF, WB, UNDP, CoE, EC, OSCE, USAID, SIDA, SDA, foreign Embassies in Moldova.

3.4 Conducting Media Campaign

To make the implementation of the NAS more transparent and accessible to a wide range of readers, TI-Moldova publicized the results of the monitoring and its legal expertise via its monthly Informational Bulletin. The Bulletin was disseminated by a network of local NGOs in 17 localities with a total number of 1500 copies.

Furthermore, TI-Moldova organized press-conferences and discussions with the Club for Investigative Journalism. For example, on January 31st, 2012, TI-Moldova made a presentation „Declaration of incomes, assets and interests and the integrity of public servants: between Law and reality” with the participation of 17 reporters from various mass-media companies. As a result, after the presentation, only during the next day TI-Moldova was invited to give interviews for 5 TV and radio channels.

The media campaign for a better implementation of anti-corruption policies included participating in TV and radio programs, giving interviews newspapers. In this context, during the reporting period, out of 143 events of this type, 58 were dedicated to monitoring NAS and the expertise of legislation made within the project. Main partners of TI-Moldova in this campaign were Journal TV, Publika TV, Radio Vocea Basarabiei, radio Europa Libera, newspapers Ziarul de Garda and Timpul.

The results of the work within this project were also reflected in 35 articles in electronic media. The number of articles in written media was not counted.

Also, in line with the project activity plan, TI-Moldova organized the 8th annual contest for investigative journalists „Reflecting corruption phenomenon in written press”. The aim of the contest is to encourage investigative journalism to reflect the corruption phenomenon in an argued form and create an intolerant attitude towards corruption. In total 20 journalists participated in the contest with over 80 articles.

The members of the jury – *Tudor Țopa* (member of the Union of Writers of Moldova), *Corina Cepoi* (Director of the Journalism Advanced School), *Alexandru Canțir* (President of the Committee for Free Press), *Efim Obreja* (member of TI-Moldova) evaluated the articles present for the contest based on such criteria as investigative character, quality of argumentation, ethical approach, risks of the investigation.

The articles presented for the contest were included in the eighth volume „Journalists against Corruption” published in 500 copies and disseminated during the public events of TI-Moldova, at the National Anticorruption Conference and among the members of the Club for investigative journalists”

4. Project Outputs and Outcomes

The project outputs are as follows:

- Monitoring report issued and passed to the decision makers;
- The results of the exit polls on the quality of public services issued and passed to the monitored institutions and the State Chancellery;
- Letters with the expertise of the anti-corruption legal framework and proposals for improvement addressed to the Ministry of Justice;
- Press-releases from the press-conferences;
- Publication „Journalists against Corruption - 8”;
- List of TV and radio programmes where TI-Moldova presented information on the NAS activities;
- List of news-paper articles about the monitoring process.

As an NGO, TI-Moldova may help for a better implementation of the NAS by monitoring the process, finding discrepancies in the legal and institutional framework that impede the implementation of NAS and elaborating recommendations for a better implementation. As member of the Working group, TI-Moldova exercised pressure on the monitored institutions for a better implementation of the obligations assumed under the Action Plan of NAS, passed its recommendations for the inclusion into the Action Plan 2012 to give them a compulsory character and passed the results to the Prime-minister of the country. Therefore, the *outcomes of the project* are as follows:

- the implementation of 9 activities from the Action Plans 2005-2010 for the implementation of NAS were monitored in four central authorities;
- shortcomings in the implementation were revealed, impediments of institutional and legal character were found and made public;
- recommendations based on the monitoring process were presented to the Working group, Prime-Minister, General Secretary of the Government, mass-media and international community and *included into the draft Action Plan 2012.*

5. Impact

The impact of the project consists in the fact that the Government of the Republic of Moldova was made aware that the central public authorities do not entirely follow their obligations assumed under the National Anticorruption Strategy (since some of newly employed high ranked decision makers were even not aware of these obligations). The monitoring uncovered the existence of legal and institutional impediments for an adequate implementation of NAS. As the result of presenting the monitoring report at the Working group meeting, the monitored institutions were made to give explanations on the poor implementation of the NAS and accept TI-Moldova's proposals for the improvement of implementation.

The project contributed to the improvement of the national legal anticorruption framework. The inclusion of the proposals coming from the monitoring process in the Action Plan 2012 gives them a compulsory character and will contribute to a systemic change in the implementation of anticorruption policies.

Some of the proposals made by TI-Moldova in May 2011 (at the meeting of the National Participative Council with the Prime-minister of Moldova) are already implemented. Particularly:

- The definition of the conflict of interests situation was modified in the Law on Conflict of Interests. This will give possibility to correctly apply the provisions of the law;
- Sanctions for not presenting the declarations of incomes and assets were set/adopted;
- Sanctions for not presenting the declaration of interests were adopted. This increased the possibility to enforce the law;

- The draft Regulation on the activity of the hot-lines in public institutions has been elaborated and now needs to be adopted. This will formalize the interaction between the operators of the hot line and its beneficiaries;
- the model of the declaration of personal interests was elaborated and adopted.
- public authorities are obliged to name a person in charge for collecting and registering the declarations of incomes and interests.
- the format of the register of the declarations of interests and incomes was elaborated and adopted.
- the clause of confidentiality of the declaration of incomes and assets by public servants was canceled and the National Commission for Integrity was obliged to put online the declarations of incomes and assets.

Another contribution of the project is increasing the public awareness and ensuring transparency over the implementation of the anticorruption policies by publicising the monitoring results via press-conferences, public debates, meetings with the Club for Investigative Journalists, the monthly Informational Buletin of TI-Moldova.

It is expected that the implementation of the proposals of TI-Moldova and the improvement of the quality of anticorruption policies in central public authorities will results *in long run* into a decreased level of corruption in the country.

6. Challenges

The main challenge in the implementation of this project was the considerable delay in the adoption of the new National Anticorruption Strategy and its Action Plan. The delay was caused mainly by political instability in the country and concentration of the Parliament on the country's President election in 2010-2011. This required the revision of some objectives and activities of the project and increased the workload for the staff of the project. However this gave possibility to come with more concrete and constructive proposals for the Government.

Another challenge in the implementation of the project was the low openness of some of the monitored public authorities, particularly the Ministry of Education. Being situated in the Government building, the Ministry of Education did not have a separate exit, which created problems with conducting the exit poll. To solve this problem and collect information on the quality of services provided by the ministry, TI-Moldova requested from the Ministry of Education the list of persons that submitted petitions/ complains to the Ministry in 2010. The Ministry of Education, being the authority with big problems related to petition registering system, neither presented the lists of petitioners, nor provided an official refusal of information. This fact was made public and reflected in the introductory part of the report. To meet the requirements vis-à-vis the output indicators, TI-Moldova conducted an opinion poll at the entrance to 5 universities subordinated to the Ministry of Education.

7. Partners

The main partners in the implementation of the Project were Partnership for Transparency Fund with a contribution of 64.2% and the Soros Foundation in Moldova with a contribution of 35.8% to the total budget.

One of the partners in the monitoring process was the Working Group for monitoring the implementation of NAS. This partnership facilitated collection of information from the monitored institutions as well as the organization of the meeting where the results of the monitored were discussed. Participating of TI-Moldova as a member of this group allowed passing its proposals for the Action Plan 2012. However, it should be mentioned that most proactive and receptive to the results of the monitoring was not the Working Group, as expected, but the Prime-minister, who received the proposals of TI-Moldova during the meeting of the National Council for Participation and passed them to the Minister of Justice for consideration.

The main partner in the process of expertise of legislation was the Ministry of Justice, which invited TI-Moldova to participate in public debates on the lacks of anti-corruption legislation and helped to implement the proposals related to the improvement of the anticorruption legal framework.

In the project promotion campaign main partners of TI-Moldova were the Club of Investigative Journalists that organized meetings with journalists, the informational agency Infoprim neo that presented facilities to organize press-conferences and pass the press-releases to a wide list of subscribers, the TV channels Jurnal TV and Publika TV, radio channels “Europa Libera”, “Radio Basarabia” and the national channel “Radio Moldova” which invited TI-Moldova to present the results of its monitoring.

8. Lessons Learnt

One of main lessons learned during the implementation of the Project is to estimate the risks of the project and include “plan B” in the project document.

The second learned lesson is to concentrate on a smaller number of subjects simultaneously. Stating a very big number of lacks and mistakes to the Government frustrates it and makes it rather self-defensive than constructive and collaborative.

Third learned lesson is that promoting the results of the monitoring only via the Working group seems to be insufficient, therefore they need to be passed to the Prime-minister of Moldova, the State Minister of Moldova and, taking into consideration multiple proposals related to the modification of the legislation, to the Parliament of RM.

9. Opportunities

Taking into consideration the universality of the monitoring methodology, a possibility was created to extend the monitoring process from the executive branch of power, to the legislative and the judiciary branches, as well as from the central to the local public authorities.

For the same reason the project creates possibilities in the future to strengthen the capacities of local NGOs to monitor the anticorruption policies in LPA;

Conducting this project in a relatively high professional level increases the credibility of CSOs and may contribute to a closer collaboration between CSOs and public authorities.

10. Sustainability and Replicability of the Results of the Project

The advantage of the project is that once the monitoring methodology is elaborated, it can be applied to all public authorities at central and local level.

To increase its monitoring capacity, the Secretariat of the Monitoring Group proposed to provide one staff member from the Centre for Combating Economic Crimes and Corruption who facilitated the data collection for the monitoring process. Also, in order to enhance the monitoring expertise among civil society organizations, TI-Moldova agreed to share its methodology/approach used within this project with another NGO (Centre for Analysis and Prevention of Corruption - CAPC), also a member of the Working Group for monitoring NAS. In 2012, both TI-Moldova and CAPC intend to apply the methodology elaborated in this project in the monitoring of 20 central public authorities. This was also the requirement of the President of the Group, the Vice-Minister of Justice, Mr. Grosu who underlined the necessity to monitor in 2012 how the proposals of TI-Moldova will be implemented by the central authorities.

To continue its monitoring activities, TI-Moldova will seek funds from the Soros Foundation in Moldova to continue its monitoring activity in 2012.

Conclusions

In spite of the difficulties faced due to the delay of the adoption of NAS and the Action Plan 2012, with the modifications in the work plan, all activities of the project were conducted on time and objectives were achieved. The quality of the monitoring process was appreciated by the Working group for monitoring NAS.

More than this, the recommendation of TI-Moldova were included into the Action Plan 2012 for the implementation of NAS. It also expressed the interests in the continuation of the monitoring process. The results of the expertise of the anti-corruption legislation were used to improve the national legal anticorruption framework. The implementation of the anticorruption policies by the central public authorities became more transparent and accessible for the public.

The funds foreseen for the implementation of the project were spent entirely and according to the budget lines. Some slight deviations from the planned budget were previously agreed with the donors.



Lilia Carasciuc
Project Manager,
Executive Director of TI-Moldova

Annex 1

SCORE AGAINST THE SET IMPLEMENTATION PLAN

Activity	Output/Achievement	Output indicators
Monitoring the implementation of the anticorruption policies	Deficiencies and shortcomings in the implementation of the NAS revealed	Number of actions/policies monitored -9 Number of monitored public central authorities – 4 Number of exit polls conducted - 4 Number of interviews conducted - 408
Providing legal expertise of the national anticorruption legal framework and recommendations for improvement	Proposals for the improvement of the national legal anti-corruption framework and the quality of the implementation of the anticorruption policies passed to the Working Group, the State Chancellery, the Government of Moldova, to the monitored public authorities and influential international organizations	Number of legal acts expertized – 10 Number of proposals on improvement of the anticorruption policies issued - 36
Advocating for better quality of anticorruption policies	Systemic change in policy and practice of anti-corruption strategy ensured. A part of proposals made by TI-Moldova is already adopted by the Parliament and another part – included into the Action Plan 2012 for the implementation of NAS	Number of monthly Informational Bulletins issued - 12 Number of copies - 1500 Number of localities where the Bulletin was disseminated - 17 Number of meetings with the Ministry of Justice - 4 Number of participations in public events (conferences, debates) - 15
Conducting media campaign	Improved transparency of the implementation of anticorruption policies	Number of participations in TV and radio programmes - 40 Number of articles in newspapers - 35 Number of participants in the contest – 20 Number of articles in newspapers and electronic media - 35

Annex 2

Budget Execution

Title of the project

Supporting the implementation of the National Anticorruption Strategy

Implementing organization

TI-Moldova
Partnership for Transparency Fund and Soros Foundation
Moldova

Donors

Date

31 January 2012

Budget Category	Volume			Unit Cost	TOTAL (USD)	Including PTF			Including Soros Moldova			
	Quantity	Unit	Duration			Budget	Expenditures	Balance	Budget	Expenditures	Balance	
A. Program Staff												
Program Manager	1	person	12	months	800	9600	4800	4800	0	4800	4800	0
Finance Staff/bookkeeper	1	person	12	months	300	3600	1800	1800	0	1800	1800	0
Total A						13200	6600	6600	0	6600	6600	0
B. Secretariat												
Office Rent	20	Sq.m	12	months	250	3000	1340	1340	0	1660	1660	0
Office Supplies	1	Unit	12	months	55	660				660	679	-19
Communication	1	Unit	12	months	55	660	660	638	22			
Total B							2000	1978	22	2320	2339	-19
C. Activities												
<i>Verifying the reports of public institutions</i>												
Monitoring expert	1	person	8	months	600	4800	4800	4749	51			
<i>Providing expertise of legislation</i>												
Legal expert	1	Unit	6	months	700	4200				4200	4297	-97
<i>Conducting mini-exit polls</i>												
Sociologist	1	person	4	polls	800	3200	3200	3200	0			
<i>Publishing the monthly Informational Bulletin</i>												

Editor	1	Person	12	issues	250	3000				3000	2991	9
Printing	1	Subcon tractor	12	issues	300	3600	3600	3692	-92			
Disseminating	17	Person s	12	issues	400	4800	4800	4251	549			
<i>Media campaign</i>												
Press-conferences			3	events	100	300				300	257	43
Presentation at the Journalists Club			3	events	100	300				300	236	64
<i>Organizing a contest for investigative journalists</i>												
Local expert in charge for the organization of the contest	1	Person	1	month	500	500	500	500	0			
Remuneration of the evaluation commission	5	person s	1	month	120	600	600	598	2			
Premiums for the winners	3	person s				900	900	841	59			
Editing and publishing the yearbook "Journalists against Corruption", vol.8 with the articles presented for the contest	50 0	Copies				2000	2000	2589	-589			
Award ceremony, media event	30	People				1000	1000	1002	-2			
Total C						29200	21400	21422	-22	7800	7781	19
Total Budget						46720	30000	30000	0	16720	16720	0

Annex 3

Success story 1

Numerous studies conducted by Transparency International – Moldova over the past years confirm that the education system is identified by the population as one of the top corrupted structures in the country. In 2011, TI-Moldova led a project with the support of Partnership for Transparency Fund and Soros Foundation – Moldova on “Supporting the implementation of the National Anticorruption Strategy”. As the education system was one of the focus areas, TI-Moldova conducted a poll among the students of five major higher education institutions in the country (Academy of Economic Studies, Moldova State University, Moldova Technical University, Free International University of Moldova, and Pedagogical University). The results attested to the existence of mass plagiarism and bribery, which was not a new finding, but was enough to alarm the Ministry of Education and the Ministry of Internal Affairs and persuade them to take some concrete actions.

As a follow-up measure, TI-Moldova requested the two ministries to take action by revoking the licenses of two major private businesses that focus on supplying thesis papers and exams to their customers. “These kinds of businesses currently freely advertise their services on school campuses, and in the media”, said Lilia Carasciuc, Executive Director of Transparency International – Moldova.

TI-Moldova published its appeal to the two ministries in a number of media outlets and received an immediate reply from the Ministry of Internal Affairs stating that a criminal file has been opened against the heads of the above mentioned companies and that their activity will be subject to much higher scrutiny.

Success story 2

In 2011, Transparency International-Moldova conducted a project on “Supporting the Implementation of the National Anticorruption Strategy”, funded by Partnership for Transparency Fund and Soros Foundation – Moldova. One of the objectives of the project was to monitor the implementation of nine anticorruption policies:

- Improving the quality of information placed on the websites of public institutions;
- Creating and maintaining mechanisms that allow citizens to report cases of corruption, particularly via telephone hot-lines and petition systems;
- Ensuring transparency of public procurement procedures;
- Improving the mechanism for the declaration of incomes and assets by public servants;
- Implementing the Law on conflict of interests;
- Ensuring transparency of the recruitment procedure;
- Ensuring the functionality of the internal corruption prevention mechanism;
- Conducting regular corruption risk assessments in public institutions.

The monitoring report stated that the legal framework for the implementation of the National Anticorruption Strategy (NAS) was adopted; the monitored authorities created facilities to prevent corruption, and in principle, assigned persons in charge of implementing the anticorruption measures, as it was foreseen in the Action Plans of the NAS. However, the process also revealed multiple shortcomings, including the following:

- In a number of cases, the persons responsible for corruption prevention measures were either not appointed, or appointed in a low-ranking position, which in some institutions lead to conflicts of interest.

- The activity of the public hot-lines varied from those with well-functioning lines operating in a live regime, to those using automatic answering machines, and finally those with inexistent numbers.
- The monitoring of the petitioning system revealed infringements in the petition examination process. These included: registration of crime denunciations as petitions, forwarding complaints to the clerk that the petitioner complained about, failure to forward corruption case denunciations to the competent institutions.
- A part of the monitored authorities presented contradictory statistics regarding the declaration of incomes and assets by public servants. Monitoring states the creation of a systemic nonfunctional mechanism and missing implementation mechanism.
- The monitoring of the conflict of interests policies proved that the majority of public servants did not submit their personal declarations of interest. Also, the model of declaration of interest was not yet adopted; those in charge of supervising conflict of interest situations in the monitored authorities were not yet assigned; and finally, the legislation did not foresee sanctions for breaking the law on conflict of interest.
- Two out of four monitored authorities offered details regarding the development of the self-evaluation process, yet none of these authorities had finalized the process, nor offered information on the self-assessment report and the institutional integrity plan.
- The recruitment process is not sufficiently transparent.
- The web pages of the monitored public authorities, to a large extent, function in accordance with the regulatory framework. However, there is a clear insufficiency and even absence of some information, as well as lack of updates on data regarding the activity of public authorities.

To improve the quality of anticorruption policies, TI-Moldova presented a set of proposals that were incorporated in the 2012 Action Plan for the implementation of the National Anticorruption Strategy. This action gave the proposals a compulsory character, and the following proposals have already been implemented.

- Adoption of sanctions for not presenting the declaration of incomes;
- Adoption of sanctions for not presenting the declaration of interests;
- Elaboration of the draft Regulation on the activity of the telephone hot-lines in public institutions;
- Elaboration and adoption of a model for the declaration of personal interests;
- Incorporation of a requirement that public authorities have to designate a person responsible for the collection and registration of declarations of incomes and interests;
- Elaboration and adoption of a register for declarations of interests and incomes;
- Cancellation of the clause of confidentiality on matters pertaining to the declaration of incomes and assets by public servants. Requirement that the National Commission for Integrity should publish online the declarations of incomes and assets.