

DEMSTAR – Ministry – The Republic of Moldova

Questionnaire for ministers, deputies (or other top level officials) in ministries of The Republic of Moldova

Questions about policy-initiation and formulation

The bureaucracy

1. Does the following description fit the role of your ministry?

This indicator tries to capture the strength of the particular ministry in terms of deciding its own policy.

- (1) Mostly, the ministry itself initiates policy relevant proposals
- Agree Disagree

Interviewer: If the respondent agreed, proceed to question 2.

1.a If disagree: Who formulates policies?

Interviewer: Multiple marks allowed

- (1) The President & President's office
- (2) The Prime Minister & Prime Minister's office
- (3) The Cabinet of ministers
- (4) Political Parties
- (5) Interest organizations
- (6) International organizations
- (7) Other – please specify

2. How would you characterize the legislation initiated by your ministry?

Interviewer: Single answer question

- (1) Mostly general and open statements/frameworks with wide margins for bureaucratic discretion
- (2) More general and open statements/frameworks than precise formulations
- (3) More precise formulations than general open statements/frameworks
- (4) Mostly precise formulations on individual rights and obligations

2a. Please comment on your answer - especially in relation to the international context if relevant for your answer (harmonization with international laws, etc.).

3. In most cases could/can you trust your ministerial officials to provide reliable and relevant/useful information?

This indicator is to capture the nature of the work of ministerial officials and the extent to which ministers use their ministerial officials for political advice.

- (1) Yes, mostly
- (2) Yes, sometimes
- (3) Rarely
- (4) No, not at all

3a. In most cases could/can you trust your ministerial officials to provide reliable and relevant/useful policy related advice? (Open answer)

4. If you needed external advice, whom would you prefer to rely on, or have you relied on, to get the information you need?

Interviewer: Multiple marks allowed

- (1) Political advisors
- (2) Political Parties
- (3) Academic specialists
- (4) NGO specialists
- (5) Others: (specify)

4a. To what extent are external advisors used in the policymaking process? (the question refers to the ministry in general)

- (1) Always
- (2) Often
- (3) Sometimes, concerning important issues
- (4) Rarely

4b. Please, provide examples (when and in which cases did your ministry use external advisors, and if so, who were the advisors?)

5. Concerning ministries, would you say that the professionalism of civil servants has improved or declined since independence regarding ability to provide advice?

By professionalism we refer to education, but also to independent problem solving ability, attitude to responsibility and efficiency.

- (1) Significant improvement
- (2) Some Improvement
- (3) No change
- (4) Declined

5a. Has the change of government in 2001 influenced this evaluation? (Please, comment)

5b. Interviewer: If the respondent did not mark “declined”, proceed to question 6a.

6. If declined, what are the main reasons?

Interviewer: Multiple marks allowed

- (1) They are not qualified to handle new tasks
- (2) They have second jobs for economic reasons
- (3) The best have left for jobs in the private sector
- (4) The best have left for jobs in international organizations or are working abroad
- (5) They are not motivated to perform a good job
- (6) Other:

6a. If you think that the quality of civil servants has improved or did not change, please explain why?

7. In your own ministry, is/was it common practice that ministerial officials have close working relationships with significant organizations (business, NGO, or state) within the field of the ministry?

“Working relationship” understood as cases in which organizations are invited to comment on policy proposals or when they assist by contributing information on the specific policy area in question.

- (1) Yes :
- (2) No :

7a. If “yes” or “no”, why?

8. In other ministries, is/was it common practice that ministerial officials have close working relationships with significant organizations (business, NGO, or state) within the field of the ministry?

(1) Yes :

(2) No :

Do not know :

9. During your term of office, how many of your top officials (vice/deputy ministers, assistants, advisors, press secretary, state minister) were members of a governing coalition party?

(1) More than two-thirds

(2) About half

(3) Less than a third

(4) None

(5) Do not know

10. In general, how many of the ordinary administrative staff are/were replaced when a new minister from another party appears/-ed in the ministry?

(1) Most

(2) About half

(3) Less than half

(4) None

(5) Do not Know

10a. What are the main reasons for replacements:

10b. Besides replacements of civil servants due to political considerations and changes in government, are there frequent replacements in your ministry?

(1) Yes :

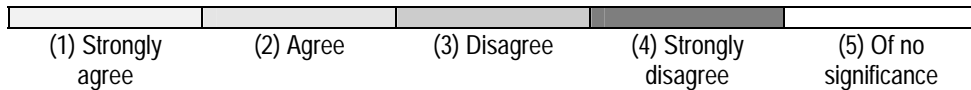
(2) No :

Do not know :

If yes, what are the main reasons?

11. Do you agree that it is desirable that civil servants are members of a governing coalition party?

Interviewer: pause before you mention the last category.



11a. Is political loyalty to you as minister more important for higher level civil servants than for lower ranked staff?

- (1) Yes :
- (2) No :
- Do not know :

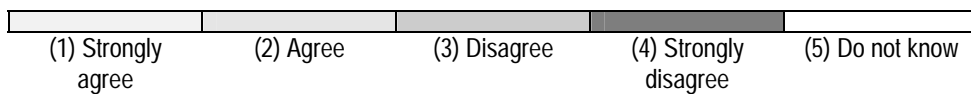
If yes, from which level in the civil servants' hierarchy is political loyalty of determining importance?

12. Ministerial officials should advise ministers:

- On technical matters? (1) Agree (2) Disagree
- On political strategy? (1) Agree (2) Disagree

13. In your opinion, it is better if the ministers themselves can appoint their officials?

Interviewer: pause before you mention the last category.



14. In your opinion should officials in one ministry be allowed to provide information to other ministries or departments without prior permission?

Interviewer: *pause before you mention the last category.*

(1) Strongly agree	(2) Agree	(3) Disagree	(4) Strongly disagree	(5) Do not know
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14a. Interviewer. *If the respondent disagreed, strongly disagreed or did not know, proceed to question 16.*

15. If you agree, was/is this a common occurrence between yours and other ministries?

(1) Yes :

(2) No :

The influence of outside actors

16. Name the three most influential domestic political players (organizations and/or persons) in The Republic of Moldova before and after independence (for example: representatives of the legislature, executive power field, political parties, “Grey Cardinals”, private business etc.).

Interviewer: *When writing the surname of the named persons, please put into brackets their position.*

Before independence:

After independence:

(1) _____	(1) _____
(2) _____	(2) _____
(3) _____	(3) _____

17. Name the three most influential political actors in your field of responsibility as minister after independence (reflect upon current or latest ministerial post).

Interviewer: *When writing the surname of the named persons, please put into brackets their position.*

(1) _____
(2) _____
(3) _____

18. Which ministry or presidential department do you consider to be the core ministry or department in terms of influence on decision-making in other ministries and/or departments?

19. If other ministries or presidential departments tried/try to influence proposals in your own ministry, causing you to lose competence or resources, how would you perceive it?

(1) Generally acceptable :

(2) Generally not acceptable :

20. Have you experienced cases where other ministries, departments or parliamentary committees tried to influence proposals in your own ministry?

(1) Yes :

(2) No :

If no, proceed to question 21

20a. In cases where other ministries, departments or parliamentary committees tried to influence proposals in your own ministry, who did it most frequently?

(1) Which ministry? _____

(2) Which department? _____

(3) Which parliamentary committee? _____

(4) Other? _____

21. From your point of view, when other ministries, departments or political circles interfered in your business, could it be that a third party outside the realm of politics has interfered in the decision-making?

(1) Agree : _____ If you agree, give an example of who this third party may be:

(2) Disagree :

(3) Do not know :

22. During your time in government, did foreign actors (governments, international organizations) try to influence policy and regulations in your ministry?

(1) Yes :

(2) No :

22a. Interviewer: if the respondent answered “no”, proceed to question 23.

22b. Name the three most important international actors.

(1) _____

(2) _____

(3) _____

23. In general, in cases when foreign actors did have influence, would you say that their influence on the decisions to be made had a positive or negative effect on the solutions of domestic problems?

(1) Always (2) Most cases (3) Rarely (4) Never

(A) Positive effect

(B) Negative effect

(C) No effect

23a. If “Positive effect”, please comment:

23b. If “Negative effect”, please comment:

23c. If “No effect”, please comment:

24. Have you ever felt under pressure from outside actors (non-state organizations, peak level business, etc.) to change the existing or initiate new legislation?

(1) Often

(2) Often, but not concerning really important issues

(3) Sometimes

(4) Rarely

(5) Never

Interviewer: *if 1-3 proceed to question 25,*

if 4-5 proceed to question 26.

25. If often, did you feel that this pressure was positive or negative for the country?

- (1) Always Positive (2) Mostly Positive (3) 50/50 (4) Mostly Negative (5) Always Negative

25a. If possible, please comment on your answer (from the perspective of society, economy, government, international position etc.).

26. Do the civil servants in your ministry have close working relationships with major interest organizations within the ministry's resort?

"Working relationship" understood as cases in which organizations are invited to comment on policy proposals or when they assist by contributing information on the specific policy area in question.

- (1) Yes, most of the time :
(2) Yes, but only concerning important issues :
(3) No :

27. Concerning lobbying, that is, when outside interests attempt to influence the decision making process, would you in most cases agree or disagree with the following statements?

Interviewer: Multiple marks allowed

- (1) Agree (2) Disagree
- (A) Lobbying is positive because it provides the information you need to make the right decision
(B) Lobbying is negative because the information you receive is biased
(C) Lobbying is positive because you get support from the concerned groupings
(D) Lobbying is negative because it erodes the impartiality of the ministry

27a. If possible, please comment on your answer and provide examples of positive lobbying:

27b. If possible, please comment on your answer and provide examples of negative lobbying:

28. Do you believe that decisions are improved when concerned interests are incorporated or heard in the process of policy formulation?

- (1) Yes, mostly
- (2) Yes, sometimes
- (3) No, only rarely
- (4) No, worse

If the answer is no, proceed to question 29

Comments:

28a. If any concerned interests are/were incorporated or consulted in the process of policy formulation, in which form are/were they incorporated or consulted?

- (1) We have an Institutional forum for discussion and co-operation.
- (2) Institutional forums are formed on an ad hoc basis.
- (3) There can be informal forums depending on the character of the case.

Decision-making process

29. Try to rank the most important formal decision-makers affecting decisions in your ministry: for example, yourself, the President, the Prime Minister, minister, vice ministers, formal ministerial advisers, administrative advisers, departmental directors, chairmen of parliamentary committees, individual members of parliament.

The list contains only suggestions. The respondent should be encouraged to reflect upon his/her own experience.

(1) _____

(2) _____

(3) _____

(4) _____

(5) _____

(6) _____

30. Try to rank the following fora with regard to decision-making of relevance for your ministry: the President, the cabinet, the council of ministers, cabinet committees, parliamentary committees, courts.

(1) _____

(2) _____

(3) _____

(4) _____

(5) _____

(6) _____

31. Name the most important informal decision-making forum affecting your ministry.

**32. During your term of office, how important was your party (for example party leader meetings, party organization, donors) for government decision-making?
(If the respondent is not a party member, proceed to question 34)**

(1) Very important

(2) Important

(3) Of little importance

(4) Of no importance

33. If you have chosen the answer “very important” or “important”, how would you rank the following categories in your party for decision-making?
(Assign a number for each category according to the ranking by the respondent)

- (1) Party leaders
- (2) Party organization
- (3) Rank and file members
- (4) Party parliamentary group
- (5) Financial donors

34. What is the most common financial party structure or, if you are a non-member, of parties in general?
(Mark and rank answers)

- (1) Membership fees
- (2) Donations by organization
- (3) Donations by private individuals
- (4) Income from business activities
- (5) State support
- (6) Other

35. In your opinion, ought parties to be financed by the state?

- (1) Yes :
- (2) No :

36. Based on your experience, what are the three most important issues that complicate decision-making?

(1) _____

(2) _____

(3) _____

37. If solutions to problems are not applicable due to current legislation, what do you believe to have been the general response in various ministries?

- (1) To solve the problems by administrative measures, regardless of current legislation
- (2) To solve the problem by administrative measures, and at the same time initiate revision of the relevant legislation
- (3) To initiate a change of legislation before addressing the problem
- (4) Other. Please comment:

Implementation

38. Were you generally confident that decisions made in your ministry would be implemented as intended by your staff?

- (1) Yes :
- (2) No :

38a. Please indicate whether situations often arise, that make it necessary to control the work of your ministerial staff so as to ensure that decisions are implemented in accordance with the political intentions?

- (1) Yes, often
- (2) Seldom
- (3) Practically never

39. Some people claim that there are many obstacles to implementing a policy effectively and efficiently. I am now going to read out some of these obstacles. Please specify whether you have experienced these in your ministry:

Interviewer: Multiple marks allowed

- (1) Inadequate resources (time and finances)
- (2) Lack of understanding and agreement on objectives by the involved officials
- (3) Poor policy design (no or inappropriate relation between cause and effect)
- (4) Lack of co-ordination
- (5) Lack of monitoring and evaluation activity on decision-making process and implementation
- (6) Tasks were insufficiently specified
- (7) Outside interference in the program (please specify)
- (8) Staff insufficiently motivated

39a. If possible, please, provide other examples (open answer).

39b. Some people claim that local interests are a major obstacle to implementing policy effectively and efficiently – what is your opinion?

- (1) Agree
- (2) Disagree

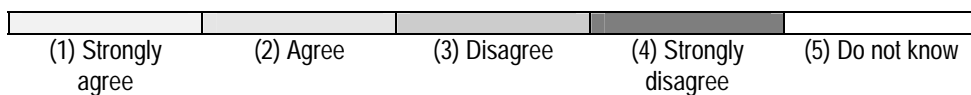
Please, elaborate:

40. In cases where either the implementation or a policy-program faced difficulties, did you or the management of your ministry take the political responsibility?

- (1) Yes
- (2) No

41. To what extent do you agree with the following proposition?

To ensure compliance in the process of implementation, it is better when organizations, private business or other concerned interests assist in formulating the implementation design.



41a. If you strongly agree or agree, please provide examples:

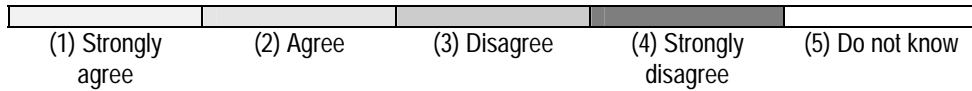
41b. If you disagree, please explain why:

42. To what extent do you agree with the following proposition?

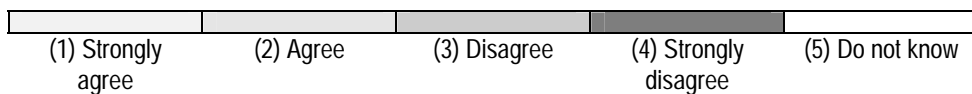
Powerful non-state actors (companies and individuals) can escape regulatory measures.

Please evaluate the above statement in the case of the following actors:

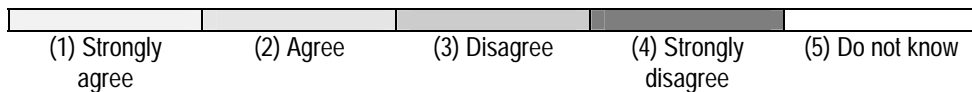
a) *individuals*



b) *interest organizations*



c) *business actors*

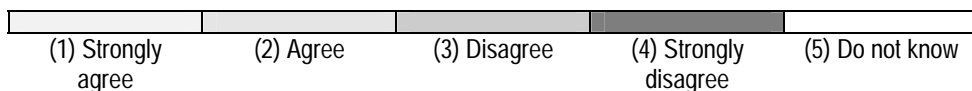


d) *other; please specify*

42a. If “strongly agree” or “agree” (for each of the categories), please provide some examples:

43. In your opinion, did the civil servants implement political decisions more efficiently under the communist system than they do now?

The question should be understood in a very strict manner, in the sense that we ask the respondent to evaluate only whether the bureaucracy was more efficient in a non-democratic context, regardless of the effect on society.



43a. If you disagree, please explain why:

Questions about State – society relations

We are now going to ask you a number of questions about state-society relations. We would like you to keep in mind that this survey is comparative and applied in a number of countries. Some questions may therefore seem less relevant in the Moldovan context, but this is exactly the purpose of comparative surveys – to demonstrate the uniqueness of individual countries and to show where some countries or a group of countries share certain characteristics.

44. What is your preferred degree of state involvement in the economy?

(1) Much more state involvement than now	(2) More state involvement than now	(3) Current balance	(4) More individual initiative	(5) Much more individual initiative	(6) Do not know
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44a. What is your preferred degree of state involvement in the society?

(1) Much more state involvement than now	(2) More state involvement than now	(3) Current balance	(4) More individual initiative	(5) Much more individual initiative	(6) Do not know
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The attitude and role of the public

45. What role should the public primarily play in politics and government?

Single answer question

(1) The public should elect representatives and let them run the country.

(2) The public should take an interest in politics and communicate their views to the representatives.

(3) The public should become actively engaged in parties, associations, local government, etc. in order to gain greater influence on politics.

46. During your time in office, did you experience attempts to bribe you into favoring specific groups or individuals?

- (1) Often
- (2) Sometimes
- (3) A few times
- (4) Never
- (5) No answer

46a. During your time in office, have you heard of such attempts in other ministries?

- (1) Yes
- (2) No

47. During your time in office, did you receive threats from non-state actors (peak level business, interest groups, etc.)?

- (1) Often
- (2) Sometimes
- (3) A few times
- (4) Never
- (5) No answer

Interviewer: if the respondent answered “never” or “no answer”, proceed to question 48.

47a. If you did receive threats, then in which cases? (Give examples)

47b. If you did receive threats, please specify which type:

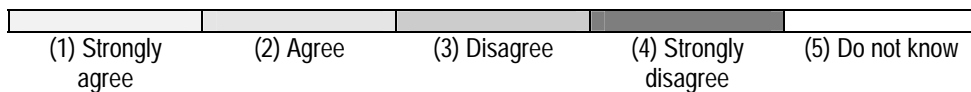
- (1) Threats from party donors to cut finances
- (2) Political sanctions
- (3) Other, please specify

48. If such pressure was applied in any ministry, did it, in your opinion, affect decisions or implementation?

(Open answer)

49. Do you agree that misuse of status positions is common in Moldovan politics?

(pause before you mention the last category)



50. At which level of government do you think that the phenomenon of misuse is most common?

Interviewer: Multiple marks allowed

- (1) Top level
- (2) Ministers
- (3) Intermediate level
- (4) Lower level officials
- (5) Parliament
- (6) Do not know

51. During your time in office, did you obtain any knowledge about persons engaged in irregular activities on the governmental level?

This question tries to establish a picture of the prevalence of this phenomenon.

- (1) Yes, in my own ministry
- (2) Yes, in other ministries
- (3) No, but I assume so
- (4) No, not at all

Your comments:

52. In your opinion, are current laws sufficient for combating corruption?
(Open answer)

52a. In your opinion, are the law-enforcement agencies effective in the battle against corruption?

- (1) Yes
- (2) Yes, more or less
- (3) Yes and No
- (4) Rather not
- (5) No

53. In your opinion, what are the main cause(s) of corruption in the state administration?

(please rank these options, if possible)

- (1) Salaries too low
- (2) Low moral quality of civil servants
- (3) Legacy of the soviet system
(nomenclature networking)
- (4) Illegal organizations (Mafia)
- (5) Other: please comment.

53b. From your point of view, does the phenomenon of “cumatism” have any influence on the level of corruption in the Republic of Moldova?

54. Which other country in the world do you think The Republic of Moldova resembles most?

Now: _____ **In 10 years:** _____

Why?

Background Questions

55. Have you ever been elected to a political post (parliament member, local government), please specify.

56. Were/are you a party member while being minister?

(1) Yes

(2) No

56a. If yes, which party.

57. What was/is your position in this party?

58. What was your occupation before independence?

60. If Moldovan resident before independence:

Were you member of a party or political organization/movement?

- (1) Yes, the Communist Party
- (2) Yes, the Young Communist League
- (3) Yes, other party/movement
Which one _____
- (4) Non-member

61. What is your education?

- (1) Primary
- (2) Secondary
- (3) Secondary, special
- (4) University (please specify below)
 - (5) Bachelor
 - (6) Master
 - (7) Ph.D.
 - (8) Doctoral
 - (9) Academic
position

62. In which field were you educated?

63. Have you supplemented your education after independence?

Yes:

No:

If yes, then which type?

64. Where were you educated, before and after independence?

Before independence

After independence

(1) The Republic of Moldova

(1) The Republic of Moldova

(2) Other communist country

(2) Other previous communist country

(3) Western Europe

(3) Western Europe

(4) USA

(4) USA

(5) Other: (specify)

(5) Other: (specify)

65. What is your age? _____ **(years)**

65a. Sex: **1. Male ()** **2. Female ()**

66. What is your marital status?

67. What is your ethnic background?

68. If married, what is the ethnic background of your spouse?

69. In which country (republic) were you born?

69a. Please, indicate where you were born (county, city, region).

69b. In what language do you mainly speak:

At home

- (1) Moldovan
- (2) Russian
- (3) Other, please specify

At work

- (1) Moldovan
- (2) Russian
- (3) Other, please specify

Interviewers' remarks

70. Has the respondent been charged with or sentenced in matters of corruption during his/her time in ministry?

71. Did you generally consider his/her answers reliable?

72. If not, which answers in particular do you think were unreliable? (please, note the number of the question)

73. Which questions did you perceive to be the most difficult for the respondent to understand? (please, note the number of the question)

74. Did you feel that some of the questions went too far terms of violating the discretion of the respondent? (If yes, please specify)
