

**DEMSTAR – The presidential Administration –
The Republic of Moldova**

**Questionnaire for head of departments, deputies (or other
top level officials) in the presidential administration of The
Republic of Moldova**

Questions about policy-initiation and formulation

The role of the bureaucracy

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

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

- Agree Disagree
- (1) The department itself initiates the political proposals

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

1a. If you 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 department?

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 (harmonization with international laws etc.).

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

This indicator is to capture the nature of the work of departmental officials and the extent to which departmental heads use their departmental 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 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?

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

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

5. Concerning departments in the presidential administration, would you say that the quality of civil servants has improved or declined since independence regarding ability to provide advice?

By quality we refer to education, but also to the independent problem solving ability, the 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 department, is/was it common practice that departmental officials have close working relationships with significant organizations (business, NGO, or state) within the field of the department?

“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 departments, is/was it common practice that ministerial officials have close working relationships with significant organizations (business, NGO, or state) within the field of the department?

(1) Yes :

(2) No :

Do not know :

9. In your time as head of the department, how many of the top officials in the presidential administration 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 president is/was elected?

(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 department?

(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.

(1) Strongly agree	(2) Agree	(3) Disagree	(4) Strongly disagree	(5) Of no significance

11a. Is political loyalty to the president 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. Departmental officials should advise their political or administrative superiors:

On technical matters? (1) Agree (2) Disagree

On political strategy? (1) Agree (2) Disagree

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

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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14. In your opinion, should officials in one department 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 or did not know, proceed to question 16.

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

(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 head of department after independence. (reflect upon current or latest post)

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

(1) _____

(2) _____

(3) _____

18. Which department in the presidential administration do you consider to be the core department in terms of influence on decision-making in other departments?

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

(1) Generally acceptable :

(2) Generally not acceptable :

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

(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 department, 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 departments, ministries or parliamentary committees 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 the department, did foreign actors (governments, international organizations) try to influence policy and regulations in your department?

(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:

27. Concerning lobbying, that is when outside interests attempt to influence the political 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 department

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 department: for example, yourself, the President, the Prime Minister, ministers, 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 department: 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 department.

**32. During your term of office, how important was your party (for example party leader meetings, party organization, donors) for presidential 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) PPG
- (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 in your department?

(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 departments?

(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 department 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 departmental 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 department:

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 and information
- (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 regional interests are a major obstacle to implementing a policy effectively and efficiently – what is your opinion?

- (1) Agree
- (2) Disagree

Please, elaborate:

40. In cases where either implementation or a policy-program faced difficulties, did you or the management of the department take 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.

(1) Strongly agree	(2) Agree	(3) Disagree	(4) Strongly disagree	(5) Do not know

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, individuals etc.) can escape regulatory measures.

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

a) individuals

(1) Strongly agree	(2) Agree	(3) Disagree	(4) Strongly disagree	(5) Do not know

b) interest organizations

(1) Strongly agree	(2) Agree	(3) Disagree	(4) Strongly disagree	(5) Do not know

c) business actors

(1) Strongly agree	(2) Agree	(3) Disagree	(4) Strongly disagree	(5) Do not know

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.

(1) Strongly agree	(2) Agree	(3) Disagree	(4) Strongly disagree	(5) Difficult to say

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 question 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

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

The attitude and role of the public

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

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 the department, 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 the department, have you heard of such attempts in other departments?

- (1) Yes
- (2) No

47. During your time in the department, 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 department, 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?

Interviewer: pause before you mention the last category

(1) Strongly agree	(2) Agree	(3) Disagree	(4) Strongly disagree	(5) Do not know

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 the department, 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 department
- (2) Yes, in other departments
- (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 “cumatrizm” 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?

- (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

- (1) The Republic of Moldova
 - (2) Other communist country
 - (3) Western Europe
 - (4) USA
 - (5) Other: (specify)
- _____

After independence

- (1) The Republic of Moldova
 - (2) Other previous communist country
 - (3) Western Europe
 - (4) USA
 - (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 the department?

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).
