



MAPPING STUDY



CIVIL SOCIETY ORGANIZATIONS FROM THE REPUBLIC OF MOLDOVA: DEVELOPMENT, SUSTAINABILITY AND PARTICIPATION IN POLICY DIALOGUE

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EXECUTIVE SUMMARY

This study: evaluates the operating environment of civil society organizations (CSOs)¹ in the Republic of Moldova; identifies key actors; examines the potential to develop, influence and monitor national and regional policies; evaluates the capacity and need to conduct policy dialogue with central and local government. Subsequently, it highlights the most important conclusions, analyses and recommendations for civil society engagement in shaping and monitoring policies in the Republic of Moldova.

The study is covering the following sections:

CSO Development and Structure in the Republic of Moldova

The legal framework in the Republic of Moldova favours CSO development and recognizes three distinct legal forms of organization: public associations, foundations, and private institutions. Most CSOs in the Republic of Moldova are registered as public associations. Following amendments in 2010, the Law on Public Associations currently lays down more permissive requirements for public associations to be awarded public utility status. In the Republic of Moldova there are over 7000 registered CSOs, but only about 25% of them have implemented projects in the last three years. Their most important areas of activity are education/training (50%), social services (40.8%), community development (36.9%), civic and advocacy (26.2%), health and youth (19.25% each), and culture (16.9%).

Fundamental rights and freedoms: Legal framework concerning CSO development

Having examined the most significant legislative acts, we can state that fundamental human rights and freedoms such as freedom of assembly, opinion and expression, the right to information, freedom of association, of expression, are guaranteed and protected by the Moldovan Constitution as well as a number of laws and legislative acts of European origin – benchmarks for assessing legislation validity.

It is worth emphasizing two closely interconnected points regarding the implementation of laws that were mentioned by two civil society representatives:

- The failure to implement laws or their only partial implementation are facts that are negatively influencing the trust in the rule of law, which is potentially the main problem the country is facing.
- Currently, the Republic of Moldova lacks an efficient mechanism to supervise the proper implementation of the adopted laws. The laws that are not implemented impede or even block the process of carrying out state policies in the areas concerned.

¹ The term 'civil society organization' corresponds to its use in the 'Civil Society Development Strategy 2012-2015 in the Republic of Moldova', whereby the United Nations (UN) definition is used: 'a not-for-profit, voluntary citizens' group, which is organized on a local, national or international level to address issues in support of the public good. Task-oriented and made up of people with common interests;', compare: <http://www.ngo.bham.ac.uk/Definingfurther.htm>

Financial sustainability

Around 80–90% of CSO activity is funded by foreign donors. The European Union and the USA are the largest providers of assistance to development and finance projects and CSOs in Moldova. Over a quarter of the organizations surveyed benefited from financial aid from the European Union. The State does not have enough financial resources to fund CSOs, and there are no partnerships between CSOs and businesses. The State provides some tax benefits for CSOs, such as income tax exemption for organizations with public utility status.

Policy dialogue quality

Public authorities at central and local level are aware of the importance of policy dialogue, and express their willingness to cooperate with civil society in the Republic of Moldova in order to solve various socio-economic problems. CSOs have gradually managed to institutionalize policy dialogue with the State, particularly following the parliamentary elections of April 2009. Civil society is actively engaged in identifying problems and in preparing and promoting policies, but has limited participation in implementation. More often than not, governmental organizations pass directly to monitoring and evaluating public authorities. Transnistrian organizations face additional difficulties in both establishing a policy dialogue and influencing policy.

The CSOs surveyed highlighted a number of constraints with regard to advocacy activities, among which: deficient legislation on advocacy; lack of clear regulations on lobbying; limited access to public information impeding the conduct of appropriate analysis and elaboration of recommendations; shortage of knowledge and expertise for performing these activities; insufficient qualification of certain officials to cooperate and establish partnerships with CSOs.

Many active CSOs across the country have been engaged in improving Moldovan legislation in accordance with best international practices, monitored governance, reported abuse of power, represented Moldovan citizens in national and international courts, and established social inclusion centers for children with disabilities and abandoned elderly citizens.

Capacity building of CSOs

The CSOs surveyed said they are interested in institutional strengthening and building capacity to participate in governance. About 90% of respondents declared that their organization (staff, members and volunteers) is interested in attending e-learning courses on organizational development, with 89% expressing an interest in organizational development concerning policy evaluation / advocacy / monitoring. The most frequently selected topics on organizational development that accumulated the highest shares of respondents were strategic planning (63.5%), developing and implementing projects and public accountability of civil society (58.3%).

The study was carried out by the Institute for Development and Social Initiatives (IDIS) “Viitorul” in cooperation with the Center for Sociological Investigations and Marketing CBS AXA within the framework of the EU-Funded project “Strengthening non-state actors’ capacity to promote reforms and increase public accountability”.

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METHODOLOGY

This study is based both on analytical research and empirical investigations involving quantitative and qualitative tools: opinion surveys, focus groups, in-depth interviews, semi-structured interviews, analysis of relevant legislation and documents, etc.

The research included the following steps:

Step 1: Screening questionnaire via telephone to a representative sample of CSOs

Specific objective: Estimate the number of active / functional CSOs in the Republic of Moldova and identify active CSOs engaged in policy dialogue.

Activity: 700 CSOs (10%) were randomly selected from the list of officially registered CSOs on www.egov.md. Contact with the selected CSOs was attempted and a short telephone survey administered.

Step 2: Conduct face-to-face interviews with civil society leaders (CSOs, platforms, alliances, trade unions, employers' organizations)

Specific objective: Evaluate the partnerships between civil society and other social actors, identify the difficulties CSOs face in cooperating with partners, measure the level of civil society engagement in developing and monitoring public policies.

Activity: 152 most active civil society leaders were selected who are engaged in policy dialogue with public administration. A theoretical sampling methodology was used, covering CSOs throughout the country, including Gagauzia and Transnistria. The main criteria for inclusion were a high level of activism, including with public administration. Several sources were used for the sample, with

random selection where necessary;² lists compiled by IDIS “Viitorul”, information from District Councils, lists provided by the EU Delegation to the Republic of Moldova, lists based on online sources (www.civic.md, www.ong.md, www.cnp.md, <http://www.eap-csp.md>, etc.) and on screening questionnaire data.

Study sample: 152 civil society leaders (Annex 1.)

Step 3: Focus groups, semi-structured interviews

Specific objective: Greater understanding of the specific issues revealed by the face-to-face interviews.

Activity: Five focus group discussions (Annex 2.), one in each of Moldova's five regions: Centre, North, South, Gagauzia, and Transnistria. Five in-depth interviews with CSO representatives that could not or did not attend the focus group discussions were also conducted in November–December 2013. (Annex 4.) The focus group participants included primarily regional CSOs (in some cases institutions) not included in the quantitative study. Representatives were selected based on the same criteria used for the face-to-face interviews, while diversity of activity and experience was also taken into consideration. The focus groups were conducted using an interview guide and averaged 2–2.5 hours in duration. A total of 45 people participated in the focus groups.

The total number of those engaged in the empirical research amounted to 202 people (opinion poll 154; focus group 45; in-depth interviews 5).

Data collection period: November–December 2013 (further information, see Annex 5).

² Selection of districts within regions and CSOs in certain districts where the lists contained several institutions.

Step 4: 3 Roundtables and 10 in-depth interviews (Annex 3) (Annex 4)

Specific objective: Understand the points of view of both civil society representatives and public authorities in relation to the existing policy dialogue.

Activity: Discussions with civil society representatives and public authorities referred to specific thematic issues: relationships between civil society and public authorities; the quality of the existing policy dialogue on different issues; advocacy initiatives and goals to be achieved in relations with authorities, etc.

Step 5: Analysis of the most relevant legislative acts, laws, documents, national and international studies

Specific objective: Analyze the environments in which CSOs operate to identify concrete solutions to problems preventing policy dialogue.

Activity: Legislative acts, laws, documents and studies were collected for analysis. The legislation and laws were compared with international best practices and norms and divergences were identified and assessed.

The comparative analysis allowed for the identification of legislative and normative acts regulating relations between the State and civil society, as well as the legal and regulatory framework for civil society activities. Acts, laws and documents developed and adopted by Parliament and the Government of the Republic of Moldova permitted us to evaluate the current situation. Documents, studies and strategies elaborated by civil society and international institutions provided the opportunity to assess the evolution of the environment in which CSOs operate.

Once all the steps had been completed, the research team was able to perform an efficient functional analysis, which contributed to the development of relevant conclusions and concrete recommendations on the issues under consideration.

This methodology and the entire evaluation of issues leading to enhanced in policy dialogue and advocacy initiatives were performed so as to respect all sensitivities and susceptibilities that might arise.

Lessons learned and recommendations on the implementation of the mapping methodology

More detailed conceptualization: It is necessary to further specify the TOR in particular regarding the connections between the empirical and the analytical part of the study.

Cooperation of analytical experts and sociological institutes: The experts in charge of drafting the analytical part of the study should be in close contact with the selected sociological institute, discussing and preparing all questions related to screening questionnaire, conducting of face-to-face interviews; focus groups; semi-structured interviews and in-depth interviews.

Geographical and regional factors: Civil society is unevenly developed throughout a country therefore geographical and regional factors have to be taken into account while conducting the sociological research. For every region questions related to regional specifics should be emphasized through the prism of policy dialogue: openness for cooperation of regional authorities; regional legislation and regulations; national composition of regional population and specific problems; capital-region relations; regional economic development and economic agents' willingness to cooperate with civil society; CSO funding at regional level; existing good practices, etc.

Intermediate and final results and shared responsibility. The results received after each of the 5 stages of the implemented methodology should be jointly discussed among the analytical experts and the sociological institute – a comparative analysis of the outcomes and tendencies identified in previous stages should be made. Both parties involved in the research should be equally responsible for the final outcome.



CHAPTER I:

EVOLUTION AND STRUCTURE OF CSOs IN THE REPUBLIC OF MOLDOVA

This section defines the CSO in a current development paradigm and highlights the particularities and structures of the NGOs in the Republic of Moldova.

1.1. Conceptualization and particularities of CSOs in the Republic of Moldova

CSOs in the Republic of Moldova were born in the context of anti-communist resistance and the national liberation movement, which were made possible with the decline of the communist regime in the late 1980s and the collapse of the Soviet Union. That period was the starting point of Moldovan civil society development, which evolved gradually and reached its consolidation stage at the beginning of the 21st century. Once the sovereignty and independence of the Republic of Moldova were proclaimed, Western public and private donors committed themselves to support democratic transition and market economy in the Republic of Moldova, as well as to support the civic engagement for such an endeavour by developing CSOs. The consolidation period started with the first National Forum of Nongovernmental Organizations from the Republic of Moldova, organized in 1997 by the CONTACT Centre with the help of Soros – Moldova Foundation and the World Bank. Other similar platforms were organized later on, while, in 2013, the National Forum of Non-governmental Organizations from the Republic of Moldova was held for the seventh time. In the framework of the fourth Forum, the National Council of NGOs from Moldova, an umbrella structure of NGOs promoting social balance and good governance, was established³.

Local civic engagement in the Republic of Moldova increased, particularly through the 1997 launch of the Moldovan Social Investment Fund Project, with the financial support of the USA, Japan, Sweden and the World Bank.

The Law on regional development (2006) and the establishment of Regional Development Agencies (RDA) spurred local civic activism in a broader framework of cross-border cooperation and European integration. Furthermore, a privatization programme led to the association of farmers, while reforms in education implemented by the Government and development partners spurred the establishment of parents associations in schools across the country.

Civil society development became a national priority reflected in the State's official programme documents. In 2008, the first civil society strategic development document, the Civil Society Development Strategy for 2009–2011, was adopted and in 2012 Parliament adopted the Civil Society Development Strategy for 2012–2015 as well as the Action Plan for implementing the Strategy. The Strategy provides for three general objectives and specific goals for each of them. See *Table 1* on the page 8.

³ Regulation of the NGOs Council functioning [On-Line]. 2013. <http://consiliulong.md/ro/page/1>.

Table 1: **The general and specific objectives of the Strategy 2012–2015**

Strengthening the framework for civil society participation in the preparation and monitoring of public policies implementation			
Develop institutional mechanisms for cooperation between public authorities and civil society	Capacity building of civil servants and CSOs on collaboration in developing and monitoring the implementation of public policies	Improve the existing mechanisms and adopt new measures to ensure the transparency of public institutions activity	
Promote and strengthen civil society financial sustainability			
Encourage the participation of citizens and private sector in supporting civil society	Increase access and participation of civil society in implementation of the state policies through social contracting	Create mechanisms for supporting CSOs by the state	Promote transparency and accountability of civil society
The development of active civic spirit and volunteering			
Adjust the legal framework, in line with European recommendations, Law on Volunteering and Regulations for Volunteering	Promote volunteering through the main national structures of volunteering infrastructure	Promote civic education	

Source: Civil Society Development Strategy for 2012–2015

This is an ambitious strategy, the declared goal of which is to ‘ensure a favourable environment for the development of an active civil society, able to contribute progressively to the democratic development of the Republic of Moldova, social cohesion, and social capital’⁴. The document contains 10 specific objectives and concrete thematic activities, for which three sources of funding are provided: the State budget; foreign donations; sponsorship and others. In the Strategy Action Plan, the expenditures are estimated at MDL 4.2 million (about EUR 240,000), all from non-budgetary financial resources⁵.

A law on non-commercial organizations – which would refer to the whole of civil society – has not yet been adopted but there is a Law on Public Associations (1996) and the Law on Foundations (1999), which are the basis for the registration of NGOs. There is also the Trade Union Law (2000), the Law on Employers’ Organizations (2000) and the Law on freedom of conscience, thought and religion (2007).

1.2. CSO structure and difficulties in activity

The consolidation of the civil society in the Republic of Moldova implies the existence of some platforms, alliances and umbrella organizations that contribute to CSO consolidation and efficiency. There are three major national platforms – the National Council of NGOs of Moldova, the National Council for Participation (CNP) and the National Platform of the Eastern Partnership Civil Society Forum. There are also a number of NGO networks involved in policy dialogue to develop the sectors they represent such as: the Alliance of Active NGOs in the Social Protection of Child and Family, the Alliance of Organizations for People with Disabilities, the Network of NGOs working in the area of HIV / AIDS, STIDs and drug addiction, the National Youth Council of Moldova, the Anti-corruption Alliance, the Forum of Women’s Organizations of the Republic of Moldova, the Forum of environmental NGOs, etc.

⁴ Law no.205 for approval of Civil Society Development Strategy 2012–2015 and Action Plan for its implementation . // Monitorul Oficial No. 1-5, 04.01.2013.

⁵ Ibidem.



The large majority of registered CSOs⁶ do not perform any activity or have only completed one or two projects during their existence. Less is known about the full scope of this phenomenon, namely how many CSOs in the Republic of Moldova actually do anything. In an attempt to answer this question, 700 CSOs, or 10% of those registered, were randomly selected for a study. To estimate the number of active CSOs, telephone interviews were conducted with the aim of acquiring general information about the activity of CSOs, their main field of activity, number of projects, number of staff, number of volunteers, technical equipment of the institution, etc.

It was possible to conduct these interviews with only 90 out of the 700 CSOs – about 13% of the sample – for various reasons (see Table 2). The discussions revealed that 30% of these institutions have not had any projects over the last three years, leading to the conclusion that only 63 CSOs of 90 interviewed are in fact active.

It also transpired that 148 CSOs are allegedly involved in some projects, but it was not possible to contact them by telephone. Based on the above assumption that only 30% are inactive (44 CSOs), we may conclude that in this group of CSOs 104 are active. We can therefore estimate that of the overall sample of 700 institutions, there are 167⁷ active. By extrapolation, we may assume that about one quarter of CSOs currently registered in Moldova have had some projects over the last 3 years.

Table 2: **Information on the sample of CSOs selected for phone interviews**

	Number	%
Screening questionnaire conducted	90	12.9
Information available, but impossible to contact the organization ⁸	148	21.1
No contacts identified, nothing is known about the organisation	439	62.7
Do not operate	18	2.6
Refuse to answer	5	0.7
Total	700	100

Source: Screening data, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

While conducting the study, 152 organizations from the Republic of Moldova and civil society representatives⁹ were included in the empirical research, including 130 organizations from the right bank (85% urban, 15% – rural) and 22 from the left bank (Transnistria). A large share – 86.2% – is officially founded, while 11.5% are umbrella organizations and two other categories were less represented in the research.

Over a third of institutions surveyed are part of an alliance – 20% a platform, 8.5% a forum. All 22 CSOs from Transnistria included in the survey are officially founded organizations, four of which are part of a platform, and six are in some alliances.

The focus group participants have differing opinions about the activity of alliances and platforms: some respondents view them simply as a means to promote their initiatives nationally and internationally, while others consider them to be more informed, more actively engaged in decision-making and activities. Others still are more sceptical, stressing that the activity of alliances and platforms is dictated by the interests of some CSOs that have 'monopolized' particular fields, thereby imposing their interests.

6 6339 non-profit organizations according to <http://data.gov.md/raw/319>, 8200 CSO according to Civil Society Development Strategy 2012-2015 and the Action Plan for implementation of the Strategy – <http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=346217>

7 63 CSOs plus 104 CSOs

8 In this category fall active organizations whose chairmen could not be contacted (other members did not assume this responsibility) or people postponing the survey; organizations mentioned in the media or known by actors in the area.

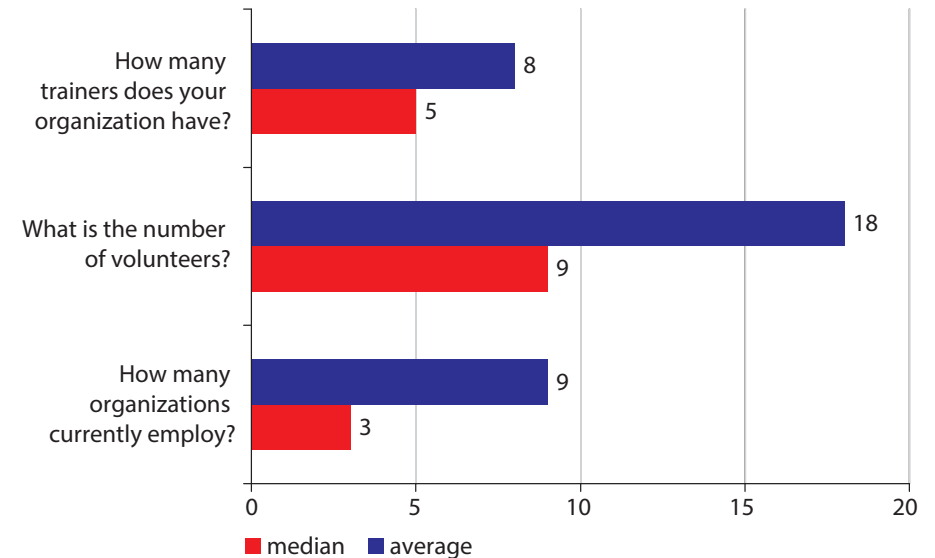
9 See methodology point II.

Almost 75% of the organizations participating in research said that they operate at local/community and regional levels, over 60% at national level and about 40% carry out activities at transnational/international level. Eight of Transnistrian CSOs operate at local/community level and eight at regional level, while thirteen are national and three transnational/international.

The main fields of activity reported are education/training (50%), social services (40.8%), community development (36.9%), followed by civic participation and advocacy (26.2%), health and youth (19.2% each), and culture (16.9%). Slightly over 10% of the institutions surveyed said that their fields of activity are good governance, environment, economy, entrepreneurship, and employers' unions, while over 60% replied European integration and foreign policy, agriculture and human rights. Other fields that were mentioned are the media, legal consultation, fighting corruption, religion, and philanthropy (number of cases ranging between one and four). As for Transnistria, of the 22 CSOs the largest share is social services (63.6%), followed by youth (50%) and community development (40%).

The average number of employees per organization is eight people, with an average eighteen volunteers and nine trainers. Over half of the organizations surveyed have five or more staff currently employed, with eight volunteers and more than three trainers. It should be noted that about 20% of organizations reported only one employee or do not employ anyone and thus operate only on a volunteer basis.

Figure 1: Staff employed and population engagement in the activity of the respondent organizations (How many staff does your organization currently employ?)



Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

Financial problems and staff professionalism were mentioned as being the greatest challenges facing CSOs. The shortage of professional staff is a stringent problem not only for the public and private sectors, but for CSOs as well. Other current problems faced by many of the civil society organizations are material and technical, as well concerning access to information of public interest or social resistance to the reform and change promoted by the organizations.

Some quotes from the focus groups;

Citizen apathy is one of the fundamental problems. People in the community believe that if there is already an CSO, it is obliged to do everything. They do not suggest doing everything together but rather think it is solely our responsibility.

Transnistrian region, F6

It is very difficult to attract and retain well-trained staff in the CSO. Volunteerism is still a long-term project for the Republic of Moldova. Those who receive funding within projects usually leave once these projects are over.

South, M3

Applications are usually written in English and it is impossible to find someone able to write in English in the whole Falesti district.

North, M4

The Law on Volunteering, adopted in 2010 by Parliament with the contribution and initiative of civil society, has so far failed to boost volunteer participation. The current legal environment does not include enough practices and provisions that would encourage it, as mentioned by most participants in group discussions along with reasons such as the 'obligatory volunteering' of the Soviet Union and transition period difficulties. Volunteering is therefore included in the 2012-2015 strategy with good reason.

Local government, business and society as a whole are not prepared to see in CSOs a serious development partner. Moreover, there are local governments considering that the CSOs, which implement infrastructure projects for example, are competing institutions likely to undermine the local government of mayor's authority.

Centre, F2,F4.

Virtually all respondents stated financial stability among the first 3 problems. Participants in the study also reported issues regarding staff qualifications and human resources as a whole (high staff turnover, low salaries). Other priority issues mentioned were:

- difficulty cooperating with public administration and other partners, including CSOs;
- citizens' indifference and difficulties in mobilizing the community;
- discrimination and violation of the rights of different categories of people;

- infrastructure problems (their own office) and technical equipment which directly depends on the financial resources available;
- political factors (political instability, political pressure, favouring a person depending on their political preferences, lack of continuity of activities after elections in case the LPA leadership is changed, etc.);
- the area of activity and/or target group is not a priority for the state and / or the donors.

I think that state bodies, local authorities are not very willing to collaborate with public associations. As a rule, authorities cooperate only if they have a benefit from this. In case we have a new initiative requiring a partnership and financial aid.... then authorities apologize for not being able to participate in such activities or invoke the lack of need for this.

Transnistrian region, F10

There is an excessive dependence on public authorities and not necessarily just in terms of financial or technical assistance. Donors' strategies include this cooperation with public authorities, while the latter take advantage of this and develop projects with CSOs pleasing them.

Gagauz Autonomy, L

During focus group discussions, CSO representatives from Transnistria and Gagauzia insisted that there are no projects designed specifically for regional CSOs, and quite often they are mere partners of CSOs from Chisinau implementing larger projects. Indeed, this aspect was also mentioned by other local CSOs from the South, North and Central regions. In this context, some civil society leaders have emphasized the limited capacity of regional CSOs to implement certain projects.

CHAPTER II:

FUNDAMENTAL RIGHTS AND FREEDOMS OF CITIZENS. LEGAL FRAMEWORK OF CSO IN THE REPUBLIC OF MOLDOVA

The Republic of Moldova, as a subject of international law, has recognized, accepted and adhered to fundamental human rights, transposing them, subsequently, in its own Constitution and national legislation.

Further, we will examine the situation of the most fundamental human rights and freedoms in the Republic of Moldova.

2.1. Freedom of assembly

Freedom of assembly is guaranteed by Article 40 of the Constitution of the Republic of Moldova: 'Meetings, demonstrations, rallies, processions or other gatherings are free and can be held peacefully, with no use of weapons'. We should point out that article 40 mentions that freedom of assembly can take the form of 'other kinds of gatherings' such as: strikes, marches, picketing, flash mobs, etc. It is certain that other types of gatherings might be identified in the future, since constitutional provisions have an open character and leave room for a wide range of types and ways of gatherings related to the freedom of assembly.

To protect and enforce the rights enshrined in the Constitution, Law No. 26-XVI dated 22.02.2008 provides for the free assembly of people if the rally gathers fewer than 50 individuals. For larger gatherings (except sport, cultural, artistic events, and entertainment and religious services) the organizers are required to submit prior notification to local authorities.

The exceptions to the notification procedure are laid down in article 12 of the Law on Assembly, which stipulates that, in case of spontaneous gatherings, written notification is not required. The organizers may notify the local government authority by any other available means (telephone, fax, e-mail, etc.). It is enough to provide information on the venue, date, time, goal and organizer of the rally.

In our study, we surveyed the most active civil society organizations engaged in policy dialogue in the Republic of Moldova by addressing them the question "How would you assess the situation in the Republic of Moldova in terms of freedom of assembly and association?" Over 67% answered that it is good and very good; while only 1% considered that the situation is bad in this area. It is worthwhile mentioning that no respondent deemed the situation in this area as being very bad.

About 29% of respondents think that the situation is satisfactory and about 4% do not know the answer or refused to reply.

Even in the existing situation, as we can see, more than 2/3 of respondents actively engaged in the policy dialogue have a good opinion about the situation of the freedom of assembly and association.

I believe that ensuring and guaranteeing the right of citizens, provided for in the current legislation, to rally in public or private meetings to express their ideas, opinions, thoughts and beliefs, create real prerequisites for the development and strengthening of civil society in our country.

F. Crețu, Association "Acasa"

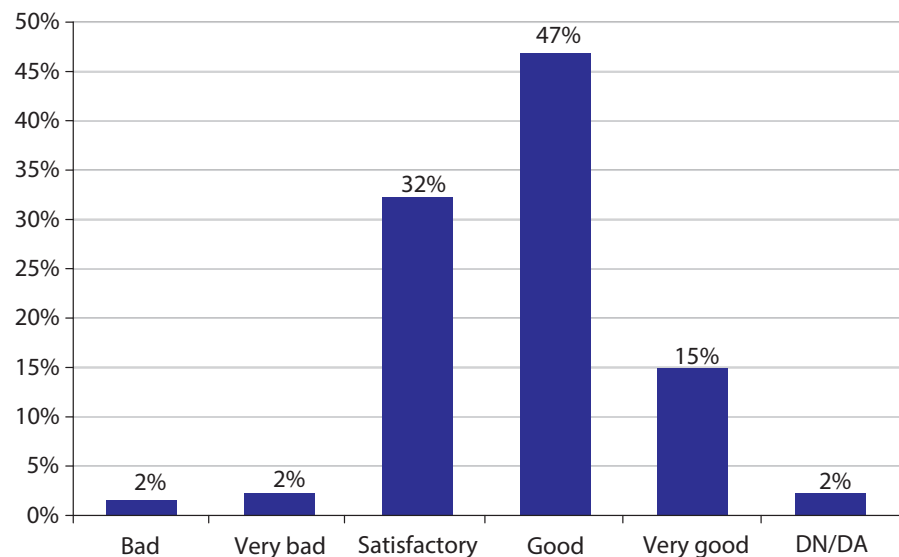


2.2. Freedom of opinion and expression

The importance of the freedom of expression is emphasized by the Constitution of the Republic of Moldova in the provisions of article 32, which stipulates that: *'any citizen is guaranteed the freedom of thought, opinion as well as the freedom of public expression by means of word, image or any other possible means'*. We note that the Law on the freedom of expression is, in our opinion, the most developed and advanced legislative act on freedom of expression, according to the Council of Europe standards: prohibition of censorship; freedom to criticize the state and public authorities; special issues of freedom of expression of the media; the right to privacy, etc.

Over 46.9% and 14.6% of the respondents interviewed defined freedom of expression as 'good' and 'very good' respectively; while 32.3% consider it to be 'satisfactory'. Only 3.8% of respondents maintain that the situation is 'bad' or 'very bad'.

Figure 2: Freedom of expression



Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

Thus, broadly speaking, we can say that CSOs that are actively engaged in policy dialogue with local and central authorities in the Republic of Moldova have a quite good opinion about the freedom of expression in the country, since 61% of them believe that freedom of expression is 'good' and 'very good'.

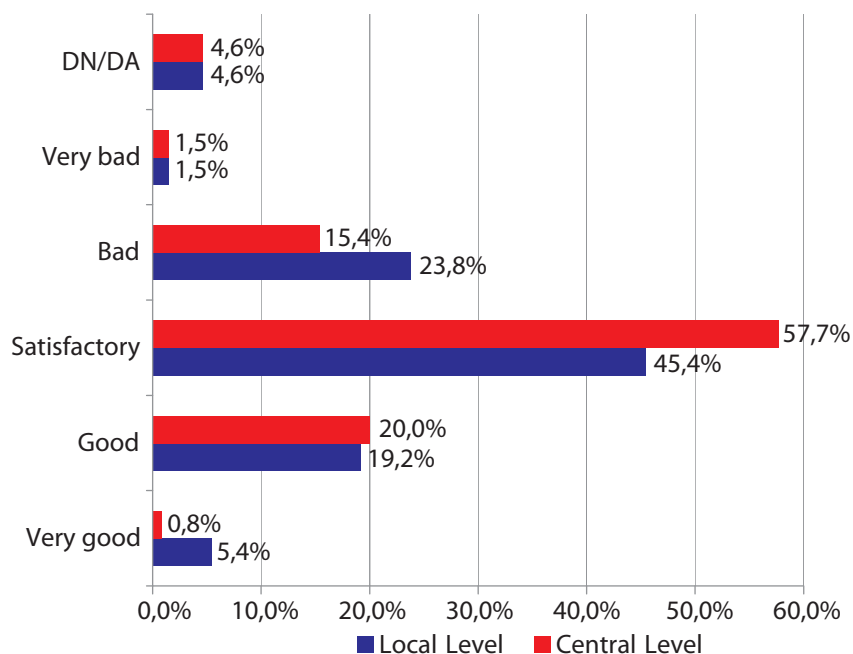
2.3. Right to information

The Constitution of the Republic of Moldova contains a range of articles pertaining to the right to information, but the most important is article 34, in which paragraph 1 states: *'the right of the individual to have access to any information of public interest cannot be curtailed'* and paragraph 2 reads: *'public authorities, according to their competences, shall ensure correct information on public affairs and matters of personal interest'*.

The Law on Access to Information stipulates in article 5, paragraph 2, that information providers, i.e. holders of official information, required to provide such information to applicants are: 'local and central public authorities; local and central public institutions; organizations founded by the state and funded from the state budget, carrying out non-commercial activities; legal entities and individuals, that under the law or contract with public authorities or public institutions, are empowered to provide some public services, collect, select, preserve and hold official information, including data with private character.'

Thus, provision of information by public authorities is guaranteed both by the Constitution of the Republic of Moldova, the Law on Access to Information and other laws implemented in the legal system of our country.

Our study showed that we cannot consider the current situation as excellent. On access to information at the central level, only 21% of respondents rated the situation as 'good' or 'very good', while at the local level 24% responding the same. Unfortunately, over 17% responded that access is 'bad' or 'very bad' at the central level while 25% indicated such at the local level.

Figure 3: **Access to information of public interest**

Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

In our country, public authorities that have official information are not always willing to cooperate with CSOs in order to ensure access to information of public interest. On the other hand, a large share of CSOs does not know how to address existing laws and procedures to obtain information of public interest.

South, M4

The access to public interest information should become a priority on the agendas of politicians at both local and central level. It could be achieved if civil society representatives join their efforts and constantly insist that officials implement efficient mechanisms of informing and educating citizens.

Centre, F6

In order to improve the situation in this respect, civil society representatives that were interviewed suggested implementing relevant measures: elaborate practical guides for CSOs and the general public on explaining the laws so that they help them in addressing problems and obtaining information of public interest; improve the legislative framework for setting up clear procedures on public and CSO access to information of public interest; improve harmonization of Moldovan legislation with European standards in this area; provide practical assistance both for the public and CSOs on writing their applications and submitting them effectively; public institutions should improve their public relations activities while CSOs should increase their awareness in the area; allocate special funds for conducting information campaigns on major issues related to access to information of public interest and suggest concrete solutions.

Currently, the Republic of Moldova lacks an efficient mechanism to supervise proper implementation of the adopted laws. The laws that are not implemented impede or even block the process of carrying out state policies in areas concerned.

Viorel Pârvan, CSO member

2.4. Freedom of association

Article 41, paragraph 1 of the Constitution of the Republic of Moldova stipulates that citizens have the right to associate in political parties and other socio-political organizations. However, the Constitution does not expressly provide for general freedom of association in public associations; this right is therefore guaranteed to citizens of the Republic of Moldova by international treaties on fundamental human rights and freedoms. The Constitutional Court of Moldova¹⁰ provides for the right to associate freely in political parties and socio-political organizations, trade unions or other types of organizations. Currently, the Republic of Moldova has a clear legal framework aimed at ensuring respect for the right to associate. The main regulations besides the Constitution guaranteeing the freedom of association are:

¹⁰ CCD no.28 of 21.02.1996 (MO no. 16/182 of 14.03.1996).



- Civil Code of the Republic of Moldova, approved by Law no. 107/2002;
- Law on Public Associations (No. 837/1996 of 17.05.1996);
- Law on Foundations (No. 581/1999 of 30.07.1999);
- Law on Philanthropy and Sponsorship (No. 1420/2002 of 31.10.2002);
- Law 178/2007 of 20 July 2007 amending Law 837/1996;
- Law No. 837-XIII of 17 May 1996 on public associations, published with the renumbering of the articles.

The overwhelming majority of CSOs are public associations, so we will examine some of the current problems related to these in more detail. Specifically, registration procedures, the requirement to obtain a unique identification number, the provision of public utility status, and reporting requirements.

According to article 1, paragraph 1 of law No. 837/1996 of 17.05.1996, a public association is classified as a unique legal entity, with all previous classifications deleted. The founders may be natural persons or legal persons. The 2007 amendment specifies that Moldovan nationals, foreigners and stateless persons may be founders and reduces the minimum number of founders from three to two. The only type of legal person that may found a public association is another public association – other public or private entities may found either public or private institutions or legal entity unions.

After the 7th of April, 2009, when young people were being chased by police on the streets of the capital, I realized that the freedom of association is a right, which even if it is guaranteed under the law, should be always promoted, supported and protected. This is the only way to build up a democratic and prosperous society.

Centre, M

2.4.1. Registration procedure

The Law on Public Associations prescribes a 30-day term for processing the registration of a public association. This term may be extended to three months if ‘the institution procedure was not respected’. Some CSO leaders that were surveyed believe that “the period for checking submitted documents is too lengthy and should be reduced. For this purpose, a set of rules may be

introduced, which, in case of non-compliance with legal provisions, establish as sanction the nullity of public association, which will be more efficient and suitable for founders as compared to the 30-day checking of submitted file.”

Public associations may be registered at both the local and national level. Leaders of local public associations deem the registration procedure as much more efficient and rapid than registration at national level. The decision to refuse registration of public associations may be appealed to the administrative court.

Survey data shows more than 41% of respondents consider local registration procedures to be ‘very good’ or ‘good’, compared to 32% of CSOs of the same opinion about registration at national level. About one third of CSOs deemed the registration procedure ‘satisfactory’, with minimal divergence between the local and national levels. More than 20% of respondents were undecided or could not answer this question – which is a much higher rate than for other questions. This could be attributed to the fact that registration is a one-time activity, often having occurred several years ago and/or by a different person.

2.4.2. Requirement to obtain the unique identification number – IDNO. Public utility status

According to the provisions of Governmental Decision No. 345 of 30 April 2009 on The State Registry of Non -commercial organizations, the state identification number (IDNO) is an important and distinct element of the organization. Associations seeking registration of their bylaws will be assigned the IDNO without additional applications during the registration procedure. The decision on the state identification number must be taken by the supreme body of the organization. At the local level, the registration authority (village administration or district council) submits the documents provided for in the Governmental Decision to the Ministry of Justice for IDNO assignment. No state tax is levied for the IDNO.

The Law on Public Associations provides for the opportunity to receive state support for associations with public utility status, through fiscal benefits, programme funding and other incentives. This law regulates the way of determining the public utility of public associations and foundations and sets up the certification procedure. For taxation purposes, public utility status is meant to differentiate public utility organizations from those pursuing mutual benefit. In the Republic of Moldova, awarding public utility status to associations and foundations falls under

the aegis of the Certification Commission of the Ministry of Justice. Article 30 of Law No. 837/1996 defines public utility status depending on the activities an association can perform and the requirements it must meet.

2.4.3. Submission of annual financial reports

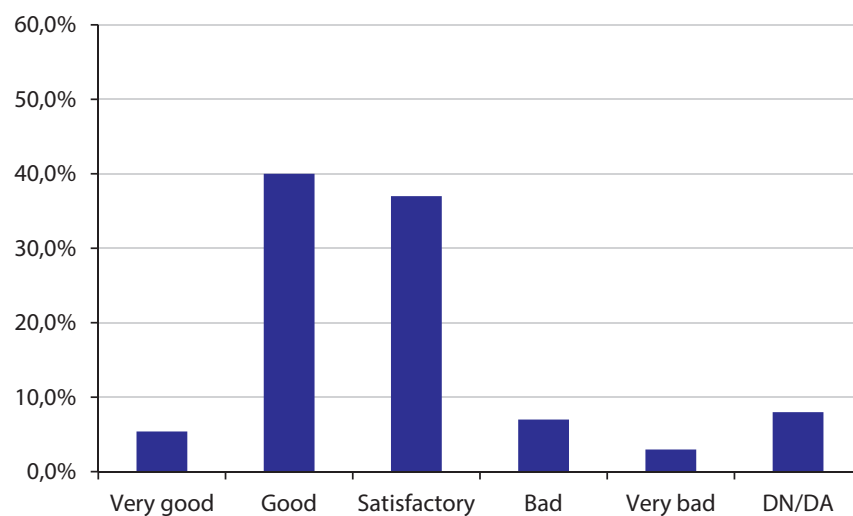
A new and very important provision is that the public utility association is required to submit an annual activity report to the Certification Commission, together with a copy of the income statement it submitted to the State Tax Service and a copy of the reports submitted to the National Bureau of Statistics for the previous fiscal year. Submission of these documents to the Certification Commission exempts the public utility association from the obligation of submitting its annual report to the Ministry of Justice.

The public association keeps accounts and prepares financial reports in accordance with the fundamental principles and rules as set out in the Law on accounting, accounting standards and plans of accounts and legislative acts, except for situations regulated by legislation. The executive body of the public association is in charge of keeping accounts and drawing up financial statements.

About 46% of respondents surveyed have a 'good' or 'very good' attitude towards the obligation to prepare and submit annual financial reports. About 36% have a 'satisfactory' attitude to these obligations – we would like to point out that over 8.5% of respondents either do not know the answer or are not able to answer this question.

In general, financial management is a topic of great importance for most CSOs in the Republic of Moldova. In this respect, many of the public associations' leaders interviewed through in-depth interviews stressed that 'knowledge and skills related to financial management have to be continually updated and, from this point of view, it would be useful to elaborate, particularly for CSOs, some practical guidelines focused on the pressing problems facing associations'.

Figure 4: **The requirement to submit annual financial reports**



Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.



CHAPTER III:

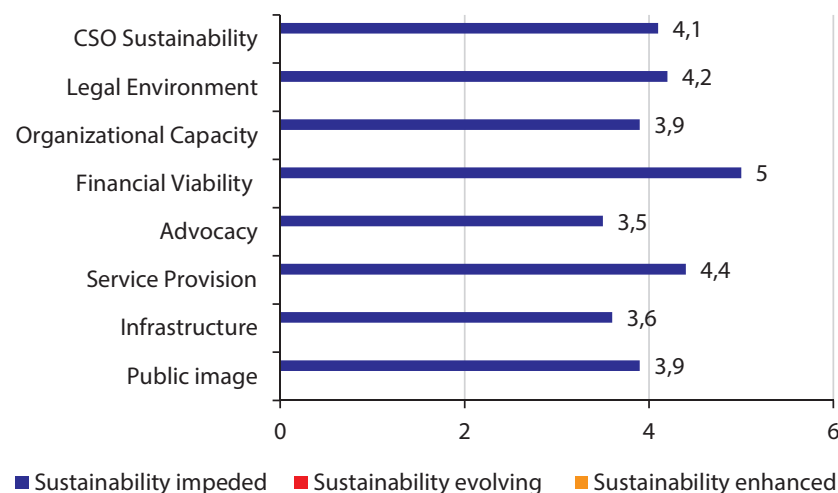
CSO FINANCING IN THE REPUBLIC OF MOLDOVA

Funding is defined as a major problem of the civil society organizations and, therefore, one of the priorities of Civil Society Development Strategy for 2012-2015 and the Action Plan for implementing the Strategy is promotion and strengthening of financial sustainability of civil society organizations.

3.1. Financial sustainability of civil society organizations

The annual USAID Index lists financial sustainability as the main problem of civil society in the Republic of Moldova.

Figure 5: **2012 Civil Society Organizations Sustainability Index in the Republic of Moldova**



Source: 2012 Civil Society Organization Sustainability Index – the Republic of Moldova, June 2013.

The state provides some fiscal benefits to the civil society. Following an amendment to the Tax Code in July 2012, income tax exemptions were extended to all non-commercial organizations. Prior to this, only associations and foundations with public utility status were exempt from income tax. Currently, to be eligible for this exemption a CSO must submit a request to the local subdivision of the State Tax Inspectorate for subsequent approval by the Ministry of Finance. Neither public associations nor foundations enjoy fiscal benefits on VAT and, with few exceptions regulated by law, do not benefit from other fiscal benefits.

Moldovan legislation allows income-generating activity by and within CSOs only if this action meets the organization's statutory goals. Otherwise, it requires that CSOs register themselves as economic agents. The legal framework on philanthropy and sponsorship is made up of the relevant provisions of the Constitution of the Republic of Moldova, the Civil Code, the Law on Philanthropy and Sponsorship (2002) and other legislative acts. Article 36 of the Tax Code provides that the resident taxpayer is entitled to the deduction of any donations made during the fiscal year for philanthropic or sponsorship purposes of up to 10% of his taxable income¹¹. However, studies carried out within civil society show that the legislation on the civil society funding: '... does not encourage philanthropy and sponsorship by economic agents'¹².

11 Tax Code of the Republic of Moldova. Republished in Monitorul Oficial of the Republicii Moldova Special issue, 08 February 2007, Art. 36.

12 Caraseni Gh., Transparency and financial sustainability of NGOs in Moldova. Chisinau: CONTACT, 2011. [On-Line]. 2011. http://www.contact.md/transparency/index.php?option=com_content&view=article&id=45&Itemid=27.

The legislation allows sponsorship, but economic agents claim that they lack a well-developed mechanism and in order not to take risks they prefer not to give money at all. Discussions with fiscal authorities were held, aiming at establishing a clear, transparent and efficient mechanism. However, the problem has not been solved yet.

South, F2

The Government of the Republic of Moldova does not award grants to CSOs, with the exception of three ministries: the Ministry of Youth and Sports funds CSO projects, the Ministry of Ecology operates the Environment Fund, and the Ministry of Culture provides some grant programmes for public associations. Local public authorities do not award grants to CSOs but have begun to award contracts to CSOs for certain services such as feasibility studies or regional development strategies. Amendments made in 2012 to the Law on Public Procurement allow CSOs to provide social services along with State institutions, while the Law on Accreditation of Social Service Providers (2012) facilitates this participation.

We have carried out activities entirely sponsored by the town hall, Department of Education, Centre for Culture and Sport.

South, M3

Excessive politicization of policy dialogue has become a major impediment for financial assistance from local public authorities. We implemented the first cross border project in the district and the District Council voted to provide 3% of co-financing but after the local elections a new Council was elected, which said it was not interest in the project and its financing.

North, F3

For the time being, foreign donors are the main sources of income for CSOs in the Republic of Moldova. Official data from ODA show that between 1 January 2009 and 1 October 2013 Government and civil society implemented projects amounted to over EUR 400 million from various donors¹³. The statis-

tics do not differentiate between government and civil society expenditures, making it impossible to calculate the figure for civil society organizations separately. Clearly, the share of these types of income varies within civil society and is difficult to estimate, especially since there is no database on the income volume and structure in the non-profit sector. Generally however, foreign donations amounted to 80% of the income of CSOs interviewed.

Table 3: Sources of civil society organizations funding¹⁴

	I		II		III		Multiple	
International organizations, foreign donors	91	70.0%	9	9.8%	7	10.8%	107	82.3%
Membership fees	16	12.3%	13	14.1%	15	23.1%	44	33.8%
Public administration funds	5	3.8%	19	20.7%	6	9.2%	30	23.1%
Economic agents	3	2.3%	10	10.9%	11	16.9%	24	18.5%
Donations	6	4.6%	18	19.6%	12	18.5%	36	27.7%
Service provision	5	3.8%	18	19.6%	9	13.8%	32	24.6%
Their own account	4	3.1%					4	3.1%
Grants			2	2.2%	4	6.2%	6	4.6%
National environmental fund			2	2.2%			2	1.5%
National organizations			1	1.1%			1	0.8%
Assistance projects					1	1.5%	1	0.8%

Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

This table shows not only a significant difference compared to other countries, where incomes are balanced between own resources, government support and philanthropy¹⁵, but also a sustainability problem of the civil society

¹⁴ Respondents were asked to name the three main sources of funding. The table is grouped according to the answers (I = Percentage of respondents naming international organizations/foreign donors as main source of funding, etc.); multiple is the cumulative value and represents all respondents mentioning the respective option among the three main sources of funding.

¹⁵ Lester M. Salamon. The state of Global Civil Society and Volunteering. // Comparative non-profit sector working paper, Johns Hopkins University: CCSS, March 2013, p. 10.

¹³ State Chancellery of the Republic of Moldova. Projects launched on external financing instruments (situation on 01 October 2013).



in the Republic of Moldova. Financial sustainability issues are invoked by CSOs in self-evaluations. Over 66% of organizations surveyed consider the legal framework on CSO-funding as 'bad' or 'inexistent' in the Republic of Moldova, with only 7.7% deeming their financial sustainability as 'good'.

Table 4: **Assessment of CSOs financial sustainability in the Republic of Moldova**

	The legal framework on CSO funding in the Republic of Moldova		Financial sustainability of CSOs in the Republic of Moldova	
Very good	1	0.8%		
Good	29	22.3%	10	7.7%
Bad	34	26.2%	57	43.8%
Virtually inexistent	52	40.0%	48	36.9%
DN/DA	14	10.8%	15	11.5%

Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

The USAID Sustainability Index reveals large discrepancies between the organizational capacity of CSOs in Moldova and Transnistria, though this gap has decreased slightly in recent years. There are limited opportunities to attract grants in Transnistria, while local fund-raising potential is virtually inexistent. The financial sustainability of CSOs is therefore reduced, particularly when Transnistrian banks charge CSOs an additional fee for receiving international grants. In 2012, Transnistrian CSOs developed a legislative initiative for the allocation of funds from regional budgets for small initiatives at local level. Although this initiative has not yet been approved by the authorities, in 2012 many social CSOs obtained small grants and support from local public administrations¹⁶. For now, Transnistrian CSOs depend significantly on support from foreign donors.

¹⁶ USAID. CSOs Sustainability Index 2012– Moldova, June 2013.

Table 5: **CSO funding sources in Transnistria**

	I		II		III		Multiple	
International organizations, foreign donors	20	90.9%			1	12.5%	21	95.5%
Membership fee	2	9.1%	3	20.0%			5	22.7%
Public administration funds			2	13.3%			2	9.1%
Economic agents			4	26.7%	3	37.5%	7	31.8%
Donations			3	20.0%	2	25.0%	5	22.7%
Provision of services			2	13.3%	2	25.0%	4	18.2%
Grants			1	6.7%			1	4.5%

Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

3.2. CSO funding by foreign donors: the case of the European Union

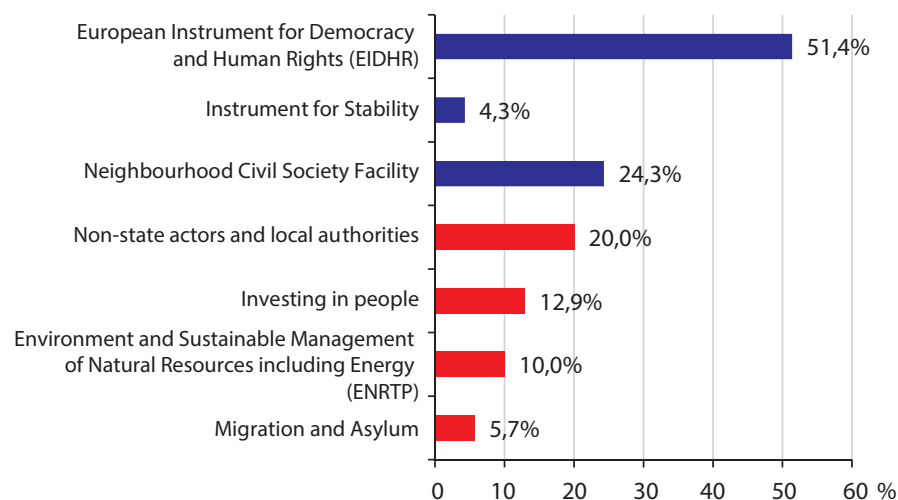
18 development partners of the Republic of Moldova¹⁷ were among the main donors of organizations interviewed. The USA, the Czech Republic, Sweden and the Netherlands provided support for more than half of the CSOs surveyed. A third of those surveyed stated PNUD Moldova among the first three donors. Other important donors named were: East Europe Foundation, Soros Foundation, UNICEF, World Bank, ILO, IOM and other international organizations and foundations from different countries operating in particular areas. 25% of surveyed CSOs received financial assistance from the European Commission; nearly one third of organizations interviewed said they had applied as the main applicant, while just over one third (35.4%) participated as a partner in EU -funded projects. Almost half (43.8%) had never applied for

¹⁷ Austria, Czech Republic, Denmark, European Union, Estonia, EBRD, IMF, Hungary, Germany, Japan, Liechtenstein, Poland, Romania, Sweden, UN, Switzerland, United States, World Bank. See: State Chancellery. Development Partner Profiles.[On-Line].2014. <http://www.ncu.moldova.md/index.php?l=en#idc=542&>.

any EU funding, and less than half of the organizations surveyed said they had been invited by the EU Delegation to participate in consultations, with about 40% invited several times.

The most popular programme – *European Instrument for Democracy and Human Rights (EIDHR)* – involved over half (51.4%) of the organizations surveyed. Significant shares of respondents reported participating in the *Neighbourhood Civil Society Facility* calls (24.3%), in EU thematic programmes: *Non-state actors and local authorities* (20%), *Investing in people* (12.9%), *Environment and Sustainable Management of Natural Resources including Energy (ENRTP)* (10%) and *Migration and Asylum* (5.7%). A range of other programmes with the participation of one or two organizations were also mentioned¹⁸.

Figure 6: **Participation in programs funded by the EU**



Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

18 ENP EUROPEAN NEIGHBOURHOOD POLICY, Technical Assistance Project, Regional projects, ECHO, TACIS, Project to develop rural extension service, Thematic program in preventing trafficking, Program with Austria, Partnerships with international organizations, Program with Romania, Ukraine and Moldova, TEMPUS, EASTINVEST, Voice of the people, Governance in education, PHARE, Integration into society, Vocational Training, CBC Program, Joint Operational Programme, Contests of the Foreign Ministry, Youth in Action.

It should be stated that 5 of the 22 CSOs from Transnistria never applied for EU funding. Those that did apply submitted a total of 21 applications and received funding for 14 of them. The most popular program was the *Neighbourhood Civil Society Facility* (9 applications), followed by *European Instrument for Democracy and Human Rights (EIDHR)* and *Investing in people* (3 applications each).

It is difficult for a newly established CSO to apply for EU programmes because they are big projects with large budgets, and therefore, co-financing is often beyond the financial capabilities of local CSOs.

South, F2

Representatives of active local CSOs participating in group discussions largely perceive the grants provided by the EU as inaccessible to them, though there were civil society representatives that received funding, mainly in cross-border projects. The main barriers to accessing funds from EU programmes mentioned by respondents were: complicated application procedure (the need for thorough completion of forms, a detailed description of the project, the necessity of partnership) requiring much time and human resources; request of financial contribution; rigorous mechanisms of assessment and reporting; poor knowledge of English.

3.3. Prospects of CSOs funding in the Republic of Moldova

Almost all respondents pointed out that foreign donors will gradually withdraw as the Republic of Moldova advances in its European integration. Undoubtedly, non-governmental organizations in the European Union are eligible for funding from structural instruments such as the European Social Fund or other European financial funds. However, it is another kind of funding with much more rigorous tenders for which the CSOs from the Republic of Moldova must be prepared. Moreover, this is just another external source of funding, while sustainable funding should aim mainly at internal sources.



Table 6: How do you see the improvement of the legal framework regarding CSOs funding?

Reducing VAT ceiling	37	28.5%
Tax deductions for economic agents	48	36.9%
Improving the sponsorship law (specify what)_____	41	31.5%
2% Law	68	52.3%
Funding by LPA/CPA	51	39.2%
Co-funding by the state in the framework of projects	79	60.8%
The legislation is too bureaucratic	1	0.8%
Research and development sector reform	1	0.8%
Excluding VAT	1	0.8%
Contracting CSOs for services by the state	1	0.8%
Exemptions when renting office space	1	0.8%
DN/DA	2	1.5%

Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

The table above shows that the organizations surveyed have the highest funding expectations from public authorities, through direct support or deductions and fiscal changes. On 23 December 2013, Parliament passed the 2% Law by amending Article 88 of the Tax Code and other relevant laws. The 2% Law provided individuals the right to divert 2% of their income tax to non-commercial organizations of public utility or religious institutions. The draft of the law passed was different from the version negotiated by civil society and the Cabinet, and so on 13 February 2014 the Constitutional Court declared it unconstitutional. The prospect of fiscal redistribution of citizens' income to CSOs remains uncertain.

Civil society will have the opportunity to participate in tenders for the provision of social services funded from the public budget, and the experience of CSOs in providing social services entitles them to obtain contracts with the State. However, the capabilities of CSOs also reveal other types of services that can be provided to the State: analytical centres, for example, can assist in the development and implementation of sector policies in the Republic of Moldova, just like foreign experts advising Government or other public insti-

tutions. Competitive analytical centres could also participate, together with the Academy of Sciences and higher educational institutions, in research and innovation programmes financed from the State budget or by the European Union¹⁹.

The ability to participate in bids for public services provision will substantially contribute to increasing the CSO financial sustainability. We believe that we are competitive enough to obtain contracts with the state.

North, M7

The private sector should become another important source of funding for the non-profit sector, for the benefit of both sectors and society as a whole. Prospects of cooperation also imply a wide range of opportunities for cooperation, from initiation of joint projects to contracting certain services. Interventions following Western examples in the legal environment, philanthropy, and sponsorship mechanisms are required, since these tools are not functional in the Republic of Moldova.

Relations within the sector are equally important for funding CSO activity. The consolidation of the sector implies joint projects with political parties, employers' organizations, trade unions, even the Church, as well as mechanisms of interaction with different social groups. For example, a source of funding for local organizations providing social services could be donations from Moldovan citizens who work abroad and have children, parents or other relatives in their care at home. Efficient mechanisms for supporting CSOs that would engage children without parental care in extracurricular activities could be established, or small local centres might be created for providing aid to the elderly with offsprings working outside the country.

19 Cadru de cheltuieli pentru știință și inovare din bugetul de stat sau Programul "Horizon 2020".

CHAPTER IV:

POLICY DIALOGUE – CSOs AND DEVELOPMENT PARTNERS

Policy dialogue in the Republic of Moldova is evolving in the context of transition to democracy and a market economy, with the inherent corresponding difficulties. State and social partners have gradually institutionalized dialogue, intending to streamline public policies and boost sustainable development of the Republic of Moldova.

4.1. Policy cycle, social dialogue and CSOs interaction with the state

The Accra Agenda (AAA 2008) states that developing country governments will work more closely with parliaments, local authorities and civil society organizations (CSOs) in preparing, implementing and monitoring national development policies and plans²⁰. Such a commitment implies a wide range of activities, such as official fora and platforms; informal discussions and media campaigns; public hearings and research projects; advocacy and lobbying, etc. The diagram below explains the cyclical nature of this process and postulates that civil society engagement can occur at any stage.

²⁰ Accra Agenda for Action (AAA, 2008), 13.a.

Policy dialogue implies direct or indirect communication and seeks to develop consensus among public, private and non-profit sectors on recommendations for improving public policies.

Social dialogue in the Republic of Moldova was institutionalized recently, in the year 2000s. This implied tripartite interaction between the state, employers' organizations and trade unions, aimed at reshaping the social and economic policies of the Republic of Moldova. Law no. 245 from 2006 on The Organization and Functioning of the National Commission for Consultation and Collective Bargaining provided for the development of social partnership by establishing a legal framework for national, regional and industry commissions. According to this law, the objectives of the National Commission, sector commissions and territorial commissions are: *tripartite consultations between social partners on issues related to labour and socio-economic problems of national, business and territorial interest, promotion of social partnership at all levels; maintaining cohesion, peace and social stability in the Republic of Moldova; support for the participation of civil society in promoting national policies*²¹.

²¹ Law no. 275 of 21.07.2006 on organization and functioning of the National Commission for consultation and collective bargaining, committees for consultation and collective bargaining at industry and local level. // Monitorul Oficial No. 142-145 of 08.09.2006.

Figure 7: Policy Cycle showing possible entry points for CSOs engagement





Social dialogue in the Republic of Moldova suffers from two major constraints: one conceptual and the other structural. In terms of conceptual constraints, it does not include organisations that actually consider themselves as part of civil society and it lacks a range of policy dialogue topics. It is restricted to labour organization and the related social and economic policies thereof. In terms of structure, social dialogue includes only the Government, the National Confederation of Moldovan Employers and the National Trade Union Confederation of Moldova.

These conceptual and structural constraints impose functional limits on social dialogue. Trade unions rarely succeed in changing policies in the Republic of Moldova, while economic agents often resort to informal and non-transparent mechanisms of negotiating the individual or collective rights of labourers with politicians. Certainly, the existing social dialogue satisfies neither employees nor employers. Thus, the Strategy of the National Trade Union Confederation of Moldova for 2012–2017 sets as a priority the amendment of Law no. 245 of 21.07.2006 on the Organization and Functioning of the National Commission for Consultation and Collective Bargaining, in order to ensure compliance with the principles of equality and parity of the parties, as well as with the implementation of decisions assumed by partners²².

Social dialogue between employers and governance is a formal and superficial one. In some industries, namely agriculture and transport, the dialogue is slightly better, but overall the dialogue is just simulated. Employers' proposals are rejected, and moreover, every year new changes which do not suit business people are made.

Alexandru Slusari,

Vice President of the National Confederation of Moldovan Employers

At the same time, according to the study *Major constraints on the business environment in Moldova*²³ about 70% of Moldovan business people consider that the Government does not cooperate sufficiently with its dialogue partners. Furthermore, four out of five companies that voiced their opinion said that

22 CNSM Strategy for 2012–2017. <http://sindicat.md/programe/>. P.6.

23 National Confederation of Moldovan Employers. *Major constraints on business in Moldova*. Chişinău: CNPM, 2013, p.5.

the social dialogue carried out through tripartite commissions is inefficient at national, industry and local level.

CSOs excluded from this social dialogue have gradually imposed themselves in public debate and established a separate dialogue with public authorities. The early years of transition were not accompanied by an institutionalized dialogue between the two sectors. This was despite public authorities being regularly invited to attend the NGO Fora held periodically since 1997 and despite initiatives such as the Social Pact in 2002, through which the President of the country tried to establish a common platform with all social partners.

Policy dialogue has become more relevant for the Republic of Moldova as relations with the European Union have consolidated, following the launch of the European Neighbourhood Policy and the strategic reorientation of the entire Moldovan political class immediately after the parliamentary elections in the spring of 2005²⁴. Thus, in December 2005 the Parliament of the Republic of Moldova opened the prospect for institutionalized cooperation with civil society by adopting the *Concept on Cooperation between Parliament and Civil Society*. The document provides for a complex mechanism of cooperation: expert councils attached to permanent parliamentary committees, permanent consultation, ad-hoc meetings, public hearings and annual conferences²⁵.

The 2009 change of government and the intensification of relations between the Republic of Moldova and the European Union in the framework of the Eastern Partnership have brought about changes in the relationship of the State with civil society. The Government of the Republic of Moldova implemented a series of reforms with the European Commission and institutionalized relations with civil society by creating the National Council for Participation (CNP). This council aims to develop and promote strategic partnerships between public authorities, civil society and the private sector to strengthen

24 See for example: DECLARATION of Moldovan Parliament on political partnership for achieving European integration objectives. [On-Line]. 2005. <http://old.parlament.md/news/25.03.2005/>; Activity program of Government for 2005-2009 "Modernization of the country, the welfare of the people". [On-Line]. 2005. <http://www.gov.md/doc.php?l=ro&idc=445&id=2688>.

25 CONCEPT on cooperation between Parliament and civil society. [On-Line]. 2005. <http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=314906>

participatory democracy in the Republic of Moldova and contribute to public policy decisions consistent with the interests of society²⁶.

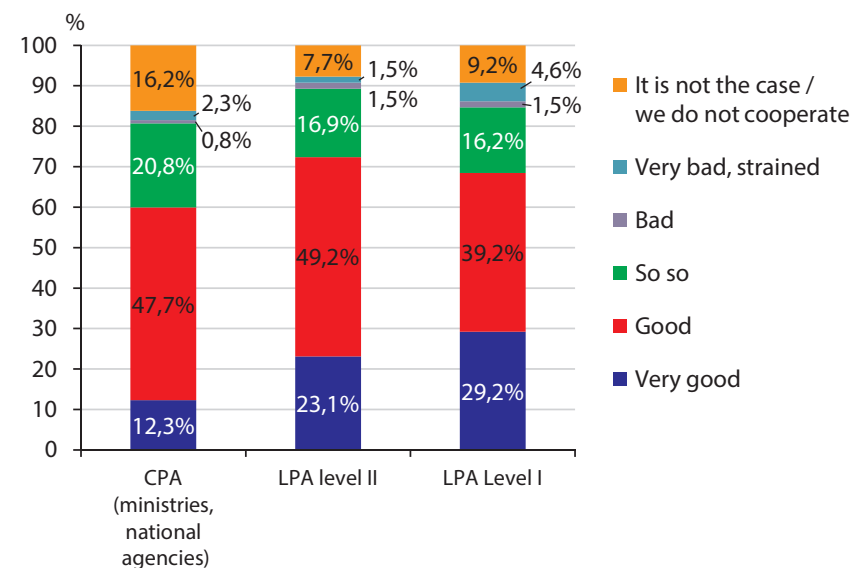
Also, the Law on Transparency in Decision Making Processes No. 239-XVI of 13.11.2008 came into force on 5 March 2009, and Decision No. 96 of 16.02.2010 on implementing the law was issued, which regulates procedures for ensuring transparency in the process of developing and making decisions.

In addition to mechanisms of cooperation with the Government and Parliament, permanent relations with local public authorities (LPA) are generally good. The survey found that cooperation with public administration of all levels is deemed by respondents as being 'rather good'. Over 70% considered their relations with LPA of 1st and 2nd levels²⁷ as 'good' or 'very good', while less than 10% declared that it did not refer to them or failed to cooperate. Cooperation with central public authorities (CPA) is more reduced: 60% of respondents considered it 'good' or 'very good' with 16.2% saying the question does not apply to them. 'Bad', 'very bad' and 'strained' relations were reported by just 3–6% of respondents.

For us, policy dialogue is CSO participation in the socio-economic development of community, citizens' engagement in decision making locally and not only promotion of governance transparency.

Nord, F2

Figure 8: **How would you appreciate the relationships of the organization you represent with LPA / CPA?**



Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

Only one of the 22 CSOs surveyed in Transnistria indicated strained relations with the public administration. CSOs from Chisinau are involved in cooperation with Central Public Administration to a greater extent, while regional and local ones have better cooperation with Local Public Administration. Regional CSOs that have operated for a longer period of time also have more achievements in this field and are more active in their relationships with state institutions (consulting legislative acts, provision of services, etc.).

CSO representatives are aware that good cooperation with public administration is crucial, and these partnerships were the most debated issue during focus group discussions. While it is one of the major problems facing CSOs (see Chapter 1), cooperation was also a decisive success factor for these projects. The main problem encountered – mentioned in almost all focus groups discussions – was ensuring project continuity following a change of power

26 Government of the Republic of Moldova. Decision no. 11 of 19.01.2010, on the establishment of National Council for Participation. [On-Line]. 2010. <http://www.cnp.md/images/stories/doc/hotarare%20de%20guvern%20privind%20crearea%20cnp.pdf>.

27 See explanatory note on page 59



after the elections. Quite often, newly elected officials abandoned projects supported by their predecessor, even if the project was of a social character²⁸.

The table below shows a range of relations that have developed between CSOs and State institutions over two decades of democratic transition, more consistent at the level of LPA.

Table 7: **Types of relations between CSOs and LPA / CPA**

	LPA, level I	LPA, level II	CPA
Initiate joint projects	64.6%	60.8%	46.2%
Consultation on different issues	59.2%	57.7%	56.9%
Participate in decision making	42.3%	40.0%	37.7%
Consultation while developing policies and strategies	49.2%	40.8%	53.8%
Participate in discussions on public budgets	27.7%	23.8%	25.4%
Contract for some services, activities	43.8%	43.8%	31.5%
Have financial support for implementing programs	34.6%	27.7%	23.8%

Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

CSOs use a wide range of tools and mechanisms to influence government policies and programmes. Indirect mechanisms are used most often, such as national conferences and debates, research or awareness-raising and promotional campaigns. Legal mechanisms such as cooperation with Government and Parliament (participation in parliamentary committees and the National Council for Participation) or participation in local and district councils are used less frequently. National Council for Participation members interviewed in the study declared that the establishment of the council increased CSO presence in decision-making in the Republic of Moldova²⁹ and that there is an acceptable degree of satisfaction about cooperation with central authorities³⁰.

28 For a more detailed description see Appendix x.

29 See the reports and bulletins of the National Council for Participation.

30 Tugui E. Nongovernmental organizations in Moldova: evolution, activities and prospects of development. Chisinau: IDIS, 2013.

Table 8: **Mechanisms for influencing government policies and programs by the CSOs**

Participation in national meetings, conferences, debates	89.2%
Elaboration of studies, strategies, draft laws	66.9%
Media coverage of key issues in the field	78.5%
Conduct national campaigns, together with other CSOs	52.3%
Conduct local / regional campaigns, together with other CSOs	57.7%
Participation in the Parliamentary Committees	19.2%
Through National Council for Participation	21.5%
Participation in the local councils	39.2%
Participation in district councils	26.2%

Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

Beyond the tools and mechanisms used, the organizations reported an improved ability to influence the decisions of public authorities at all levels.

Table 9: **The extent to which CSOs can influence the decisions that are made ...**

	at the level of LPA I	at the level of LPA II	CPA (ministries, agencies)
To a very large extent (always)	4.6%	2.3%	0.8%
To a large extent	13.8%	10.8%	13.8%
To a certain extent	52.3%	54.6%	46.2%
Not at all	24.6%	27.7%	34.6%
DN/DA	4.6%	4.6%	4.6%

Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

The existing policy dialogue between CSOs and public institutions or the private sector does not meet the expectations of the civil society. There are cases

of problematic cooperation (non-institutionalized) between political and non-governmental organizations. Most often however, the problem is that the State still ignores the right of public associations 'to participate in the development and implementation of public policies'³¹. Civil society participates actively in identifying problems and developing and promoting policies, but not in their implementation. There are not yet effective control mechanisms of the state and most of the time CSOs miss the implementation stage, moving directly to monitoring and evaluation of public authorities. For example, the Law on the Specialized Central Public Administration, in force since March 2013, makes civil society consultation a right of the central public authorities, but not an obligation.

Table 10: **CSO engagement in the public policy cycle**

	Permanently	Often	Rarely	Not at all	DN/DA
At the initiation stage	18.5%	24.6%	33.1%	20.0%	3.8%
At the elaboration stage	18.5%	26.2%	30.8%	21.5%	3.1%
Implementation stage	18.5%	26.2%	33.1%	18.5%	3.8%
Monitoring and evaluation stage	17.7%	29.2%	28.5%	19.2%	5.4%

Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

A lot of examples of authorities ignoring appeals by civil society may be found³², when Parliament votes on hastily drafted laws without making them public in advance or without any civil society consultation (as was the case of spring-summer session in 2013), when the electoral threshold was raised to 6% despite publicly expressed dissatisfaction by the Civic Coalition for Free and Fair Elections and when the Government does not implement good strat-

egies and legislation developed jointly with civil society. The most obvious example is probably the 'Law of 2%', when the Parliament voted the legislative changes with a slightly different text from that negotiated by the Government with civil society.

Studies revealed serious shortcomings in the Law on Transparency in the Decision Making Process no. 239-XVI of 13.11.2008³³, particularly with regard to Article 14 (paragraph 1). Amended in September 2012³⁴, this article currently stipulates that in case of exceptional situations, as well as in the case of the legislative acts that have to be subsequently adopted by the Central Electoral Commission during the election period, the drafts of urgent decisions can be developed and adopted without respecting the procedure established by this law. The National Council for Participation's study 'Solving the decisional transparency deficiencies of the Government of the Republic of Moldova', revealed that just 50% of the issues related to transparent decision-making procedures were addressed, while transparency during privatization and public tenders continues to be very defective³⁵.

However, civil society is not always sufficiently active in promoting certain policies or reforms, including within the National Council for Participation and with the Parliament of the Republic of Moldova. Nevertheless, apart from occasional "breakdowns" in the communications with state authorities, and society's general resistance to change, civil society has used all available legal mechanisms to institutionalize the policy dialogue and contribute to the proper functioning of state institutions.

4.2. The advocacy capacity of CSOs – sectorial achievements

In total over 68% of respondents replied that their organisation uses advocacy and activism in order to achieve their goals. Of these 30% confirmed the use of advocacy 'permanently' and 38.5% replied they use it 'often'. Additionally,

31 Law no. 837/17.05. 1996 on public associations, Art. 31. 1 (a). [On-Line]. 2013. <http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=325424>.

32 For example: Appeal of civil society, in August 2009, to liberal-democratic political class to establish a democratic and accountable governance; Appeal for review of some acts adopted by the Parliament of Moldova on 3 May 2013, by which are compromised efforts to reform the justice sector.

33 ADEPT. Monitoring report on decision-making transparency. July-September 2010, p.6–9.

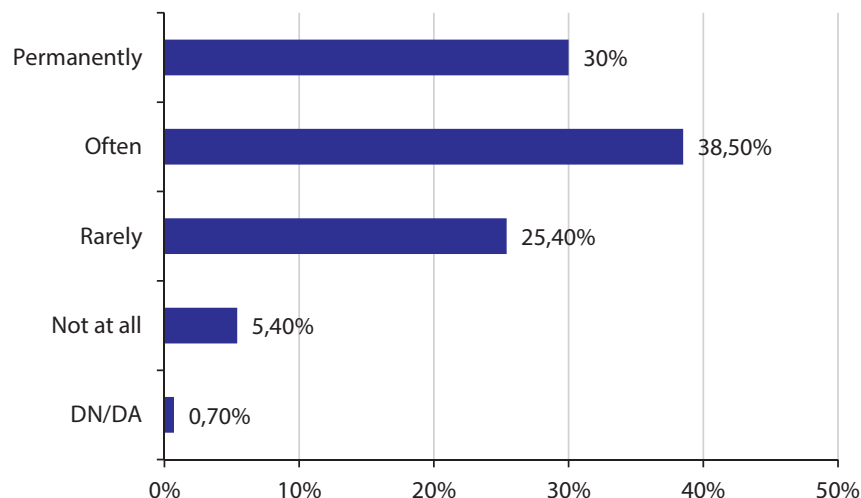
34 Law no. 239-XVI of 13.11.2008 on transparency in decision-making. //Monitorul Oficial No. 215–217.

35 CNP. Resolving decisional transparency shortcomings of the Government of the Republic of Moldova. Period 04.2012–12.2013. Chisinau: CNP, 2014.



72% of respondents considered there are no legal constraints on the advocacy activities of CSOs, and about 9% answered that such constraints do exist.

Figure 9: “To what extent do you use advocacy and activism to achieve your goals?”



Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS ‘Viitorul’, 2013.

During the focus groups and interviews, CSO representatives considered legislation on advocacy to be inadequate/insufficient and superficial – that is, covering only general issues and not providing in-depth regulation (there are no laws on lobbying). Other challenges were mentioned such as: limited access to information needed for analysis and recommendations, and insufficient knowledge and expertise to perform these activities.

Despite these challenges, good examples of advocacy by CSOs in Moldova do exist. Many were launched after the signing of the EU–Moldova Action Plan in 2006 and stand as proof of the advocacy capacity of CSOs.

4.2.1. Good Governance

Two types of public associations operate in public administration:

- *Professional associations of local elected officials and civil servants.* These associations are comprised of mayors, district chairmen, exponents of

other associations representing local elected officials and civil servants, etc. Examples include the Congress of Local Authorities from Moldova (CALM); the Association of district chairmen (APR); the Association of Women Mayors (AFP); the National League of Associations of Mayors from Moldova (NLMA); District associations of mayors, and so on.

- *Public associations that have advanced expertise in public administration.* These organizations provide public administration and community development services as well as promoting public opinions based on analysis and research. Examples include the Institute for Development and Social Initiatives ‘Viitorul’ (IDIS ‘Viitorul’), the Business Consulting Institute (BCI) and the Urban Development Institute (IDU).

Advocacy initiatives tackled issues such as the legislation on fiscal decentralization, the law on local public administration, the laws on the status of local elected officials and the status of civil servants, as well as the remuneration mechanisms for mayors.

Currently, key issues being discussed in the policy dialogue between public associations and public authorities relate to the following topics: *administrative decentralization; financial decentralization; local democracy in the context of decentralization; local development through patrimonial decentralization and public services decentralization; administrative-territorial reform; conflict of interest and incompatibilities in public administration institutions.*

4.2.2. Human rights, justice and the fight against corruption

CSOs advocating human rights have made essential contributions to the development of legislation and strategic frameworks for the protection of human rights and certain social categories in the Republic of Moldova. Some examples are: the Helsinki Committee for Human Rights; the League for the Defence of Human Rights of Moldova (L.A.D.O.M.); the Human Rights Resource Centre (CReDO); Lawyers for Human Rights; the Promo-Lex Association; the Information Centre for Human Rights (CIDO); the Institute for Human Rights (IDOM); the Centre for Child Rights; the Centre for Information and Documentation on Child Rights (CIDDC); the Centre for Rehabilitation of Torture Victims ‘Memoria’; the Centre for Legal Assistance for People with Disabilities; the International Centre for Women’s Rights Protection and Promotion ‘La Strada’; and the Women’s Political Club 50/50. These pub-

lic organizations have implemented projects that monitor respect for human rights and have submitted alternative reports on the human rights situation in the Republic of Moldova. They have also reported human rights violations and criticized the Government for its selective implementation of the recommendations made following the Universal Periodic Review (UPR) of the UN Human Rights Council³⁶.

Judicial reform and fighting corruption are major issues on the public agenda in the Republic of Moldova and organizations such as Transparency International-Moldova and the Centre for Analysis and Prevention of Corruption (CAPC) have brought expertise to the anti-corruption legal framework. They have also promoted policies and strategies in line with European legislation, monitored the integrity of politicians and quality of governance and opened the Anti-Corruption Hotline. The Anti-Corruption Alliance was created in 2006 and supports the fight against this social phenomenon, operating a range of national campaigns.

The relation with the state in eradicating corruption in the Republic of Moldova has evolved cyclically over twenty years. During the communist governance the relation with state institutions was tenser; sometimes we were even threatened or warned that our activities damage the state image. During the governance of pro-European alliance, the relationship with state institutions has a higher quality; we have adopted together a range of legislative amendments and relevant strategic documents. However, we have to say that cooperation with state institutions was determined particularly by European institutions, while many of the commitments undertaken by public authorities by changing the regulatory framework are not implemented.”

Lilia Carașciuc, Director Transparency International-Moldova

36 Moldova replies uncertainly to UPR recommendations. [On-Line]. 2013. http://www.cido.org.md/index.php?option=com_content&view=article&id=76%3Amoldova-rspunde-nesigur-la-recomandriile-rup&catid=10%3Acido-general&Itemid=5&lang=ro.

4.2.3. Economic development and entrepreneurship

Business associations have operated and developed mechanisms of interaction with the State and social partners somewhat separately from classic non-governmental associations. Agro-food sector associations, such as the National Farmers Federation of Moldova, the Agricultural Producers' National Federation of Moldova, AGRO inform or Uniagroprotect are among the most representative. Other associations, such as the National Association of Manufacturers of Moldova (ANPM), the Small Business Association or the National Association of Private ICT are equally relevant for the sectors they represent. Many of these associations meet their members' expectations, contribute significantly to periodic changes of the Land Code and the Tax Code, have initiated and participated in the elaboration of legislation on customs regulations and the protection of domestic manufacturers, promoted the opening of micro-credit lines, participated in the development of SME development strategy and promoted the Law on copyright and related rights (2010).

On the other hand, classic non-governmental organizations have conducted a series of projects on regional and local development. For over twenty years they have 'mediated' relations between economic agents and local public authorities, encouraged the development of savings and credit associations and set up national platforms to support sustainable development such as the Coalition for Rural Economic Development (CDER). CSOs have held various training seminars and courses, boosting private initiative and supporting start-ups such as the Business Consulting Institute and JCI Moldova – Chamber of Young Entrepreneurs, which organized the National Business Plan Competition (CBP 2012) receiving over one thousand applications.

The Coalition for Rural Economic Development initiated advocacy initiatives on issues such as subsidies patterns in agriculture or export taxes on agricultural producers.

The Government of the Republic of Moldova lists 13 priorities promoted by the NBA in its Action Plan for 2013–2014 – evidence of the considerable success of its network members. The actors engaged in this process are convinced that through civilized, sensible and persistent political dialogue, the desired objectives can be achieved.



We wish to establish an effective Public Private Dialogue. The NBA mission is the development of the private sector in Moldova by promoting the constructive, permanent and efficient Public Private dialogue. The associations and experts are open to communication with authorities. The improvement of this environment requires additional funding.

Tatiana Lariuşin, Executive Coordinator of the NBA

4.2.4. Education, health and youth

There are numerous educational, health and youth organizations whose activity often provides services or direct support to beneficiaries and target groups. However, there has not necessarily been any institutionalized dialogue with the State and it has proven very troublesome to promote reforms of policies and strategies. Thus, educational organizations have focused more on training students and teachers than on elaborating policies with the Ministry of Education.

Obviously there are also some examples of strategy level participation and good practice of cooperation with State institutions in this area. Organizations such as PRO-DIDACTICA succeeded in modernizing pre-university education and contributing to the development of the national curriculum for high school together with the Ministry of Education, while the Professional Capacity Building Institute (IFCP) has promoted a range of reforms in Vocational and Technical Education. The Centre for Health Policies and Studies (PAS Centre) advocates for the promotion of national legislation at the Framework Convention on Tobacco Control, and created the National Coordinating Council for Tobacco Control. Youth organizations have managed to launch national platforms and coalitions representing young people in relation to central public authorities as well as promoting national laws and policies.

For example the National Youth Council of Moldova and Coalition to promote law on volunteering and volunteering activities was involved in the drafting of the law on volunteering.

4.2.5. Media and transparency

The situation of the press in the Republic of Moldova has evolved, but the press cannot be said to be completely free. CSOs such as the Independent Journalism Centre (CIJ), the Association of Independent Press (API), the Electronic Press Association from Moldova (APEL), the Young Journalist Centre from Moldova (CTJM), the Centre for Investigative Journalism (CIJ), and the Press Freedom Committee (CLP) have all supported young journalists, advocated for the adoption of the Audio-visual Code and monitored reforms at IPNA 'Teleradio-Moldova'. Several organisations were involved in advocacy initiatives on the new law on public television, the new audio-visual code, the law on executive and decisional transparency, etc.

4.3. CSO interaction with the private sector, the media and foreign development partners

Apart from their institutionalized relationship with the public sector, CSOs have a long-lasting dialogue with other development partners of the Republic of Moldova, including economic agents, the media and foreign partners. As mentioned in the previous section, business associations have operated somehow separately from classic CSOs and have developed their own more or less formal means of interacting with the State. However, as yet there are no institutionalized, sustainable relations between CSOs and economic agents; previous studies have found that there is a low level of satisfaction among CSOs about their relations with the private sector³⁷.

Almost half of the CSOs interviewed said they were 'satisfied' or 'very satisfied' with their relations with economic agents, although a significant proportion of 18.5% refused or could not answer this question. As for Transnistria, representatives were less satisfied, with only a quarter of respondents saying they were 'satisfied' with the cooperation with economic agents while 55% indicated 'not very satisfied' or 'not satisfied at all'. In group discussions, many respondents expressed dissatisfaction with the level of cooperation with economic agents. There is a belief that legislative mechanisms are needed to make

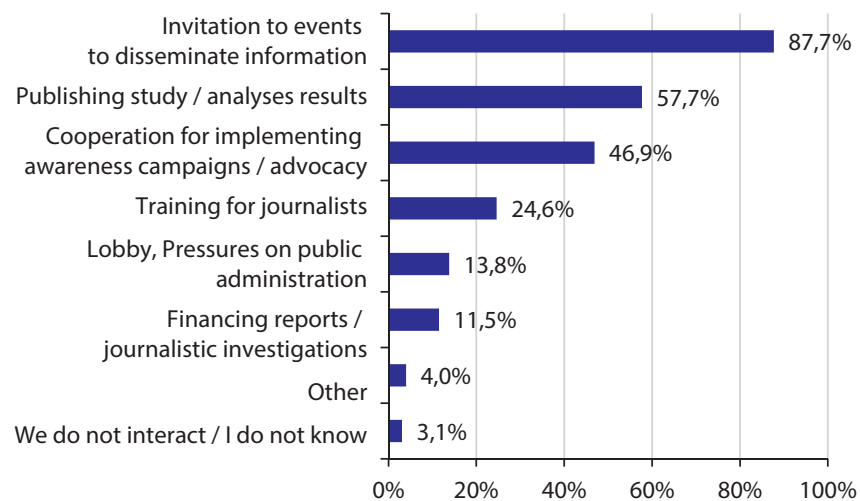
³⁷ Ţugui E., Nongovernmental organizations in Moldova: evolution, activities and prospects of development. Chisinau: IDIS, 2013.

businesspeople interested in cooperation. CSO leaders stated that the current legislation does not motivate people from the business world to engage in or support charity activities. According to those interviewed, the Law on Sponsorship is too vague and can generate problems for businesspeople – as such many prefer informal donations.

Nonetheless, there is also a belief that civil society representatives lack initiative, ambition, and the communication skills required to interact with business people or engage them in the activities and projects carried out by CSOs. Some respondents hold that cooperation should not be focused only on attracting funds, but also on mutually advantageous partnerships and exchange of services. Current cooperation is based greatly on interpersonal relations, making economic agents interested in certain groups of beneficiaries and promoting them through high-profile charity activities and projects with broad impact.

Media cooperation is very active, with almost all respondents using it at least to some extent. The most popular media interaction methods are events to disseminate information (87.7%), publishing studies/analyses results (57.7%), and cooperation in implementing awareness/advocacy campaigns (46.9%).

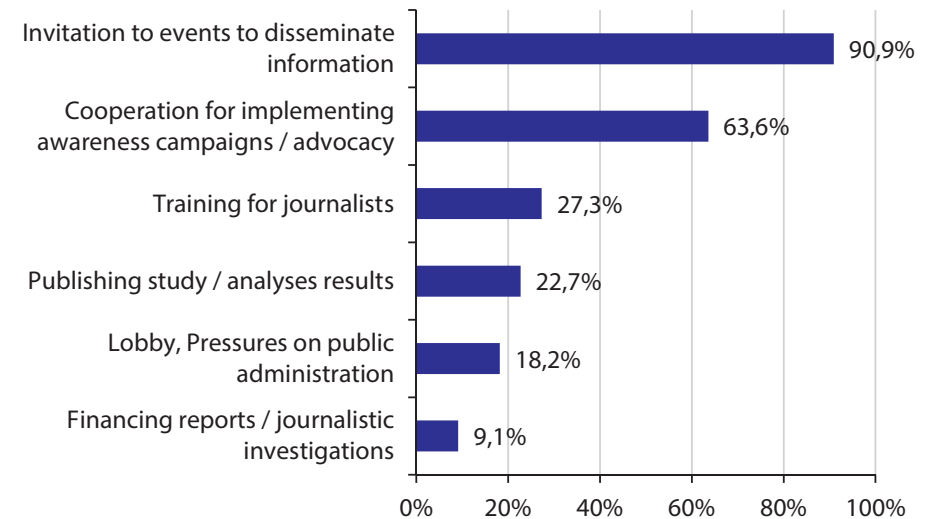
Figure 10: What are the main tools to interact with the media?



Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

In Transnistria, the most popular method of interacting with the media was information dissemination events, mentioned by 90% of respondents. Cooperation on implementing awareness campaigns/advocacy was used by 63.6% of respondents. The lowest score went to funding reports / journalistic investigations (9.1%); no one reported a complete lack of media interaction.

Figure 11: What are the main tools to interact with the media? – Transnistria



Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

Almost all focus group participants had cooperated with the media and believed it to be one of the most important tools for disseminating information, sending messages to beneficiaries and informing public opinion on activities and implemented projects. About 47% of the CSOs declared the media a trustworthy tool in cooperating on the implementation of public awareness campaigns / advocacy. Cooperation was easiest when financial resources were allocated for mass media (articles, advertising, etc.); when there is a financial incentive there are no barriers to cooperation, but without these incentives difficulties arose:

- lack of interest in social activities without 'shock-factor information';



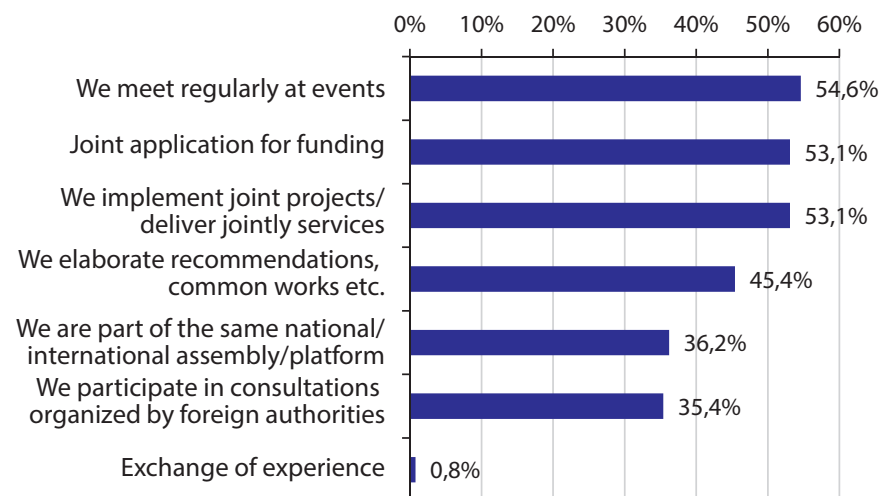
- political interference and in certain newspapers refusal to publish articles that are not favourable to certain parties;
- insufficient knowledge or time to write an article, and inability of civil society leaders to draft a press release.

In these situations the tactics of civil society representatives differ:

- establishing lasting partnerships and remunerating media representatives whenever possible, so when a particular project does not provide for these rewards, there is still media coverage;
- using TV channels and radio stations with broader coverage and specific particularly to those in the region. According to many respondents, TV and radio in the capital is more effective than local stations;
- benefiting from personal relationships;
- identifying free channels for disseminating information: placement on free sites (most often mentioned) and news portals, posters; directly contacting several local leaders, etc.

Most of civil society cooperates with international organizations through regular meetings at events, participation in consultations organized by foreign authorities, elaboration of recommendations, common projects, joint funding applications, etc. Over 37% of respondents named four or more types of interactions and activities, while 14% indicated no cooperation with international organizations. Over a third is part of common national/international platforms and participates in consultations organized abroad.

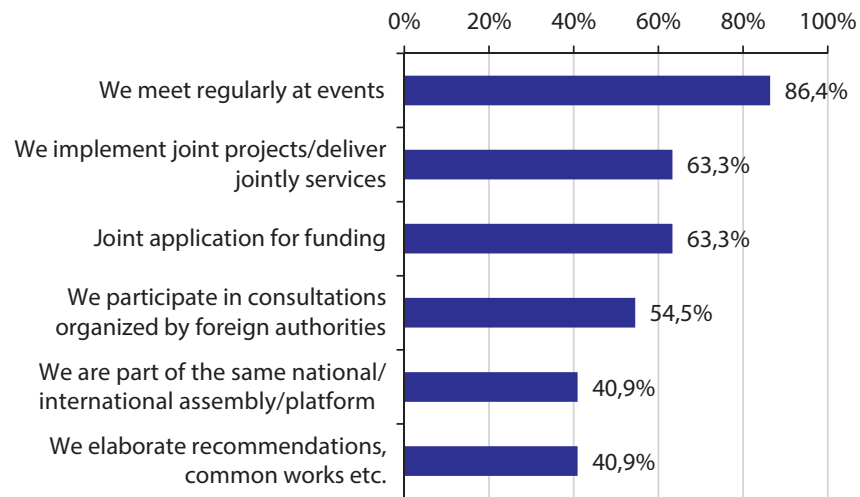
Figure 12: **Ways of cooperation with international structures**



Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

All CSOs surveyed from Transnistria said they cooperate with international organizations. Regular participation in events ranks first (86.4%), followed by implementation of joint projects and joint application for funding (63.6% each). The lowest share is participation in assemblies / joint platforms and development of recommendations and joint works (40.9%).

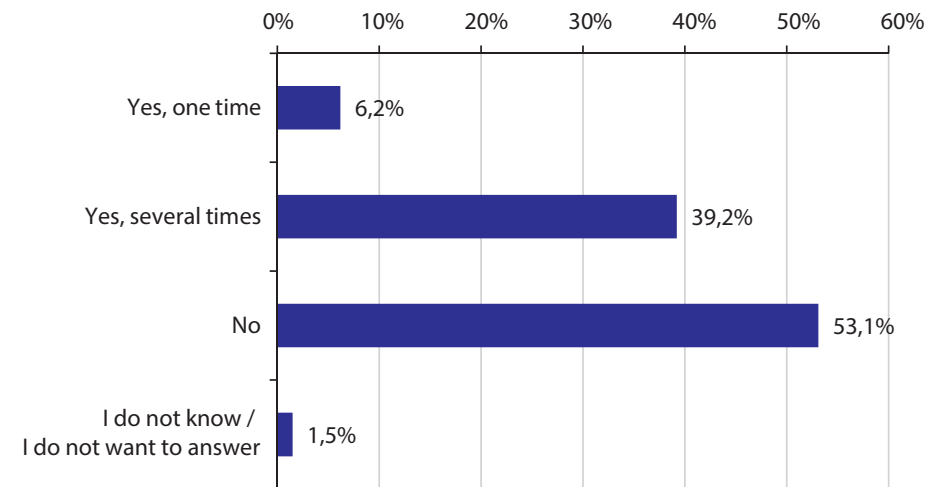
Figure 13: **Ways of cooperation with international structures – Transnistria**



Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013

Almost half of respondents reported meeting with EU Delegations for consultations. The topics addressed primarily referred to: the relationship between the Republic of Moldova and the EU; the Moldova–EU Association Agreement; funding priorities for the Republic of Moldova in the period 2014–2017; other aspects relevant to EU dialogue such as migration, human rights, justice, and corruption. Other topics mentioned were environmental issues, community development, Transnistria, public budget transparency, fiscal policy, Eastern Partnership, developing public–private partnership, etc.

Figure 14: **Have you ever been invited by the EU Delegation to participate in consultations?**



Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

Half of the surveyed Transnistrian CSOs (11) were invited by the EU Delegation to participate in consultations. Most (8) deemed the information received as 'useful' or 'very useful.'

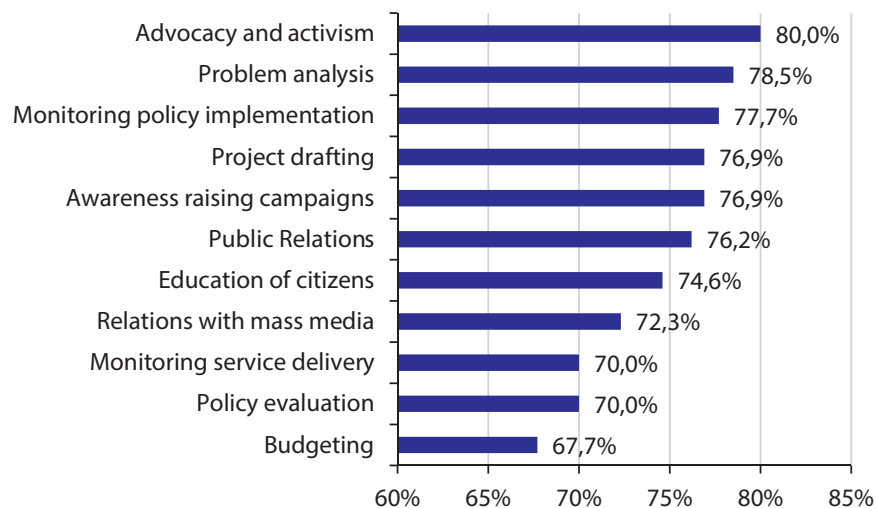
CHAPTER V:

CSO CAPACITY BUILDING – NEED FOR TRAINING

Training is one of the main elements of CSO capacity building in the Republic of Moldova and the sociological research within the study has focused mainly on this dimension.

Respondents expressed intense interest in training, with each training topic being requested by about 70–80% of the respondents. The topics most often mentioned were: Advocacy and activism (80%); Problem analysis (78.5%); Monitoring policy implementation (77.7%). Even the least requested topics were still in high demand: Budgeting (67.7%), Policy evaluation (70%) and Monitoring service delivery (70%).

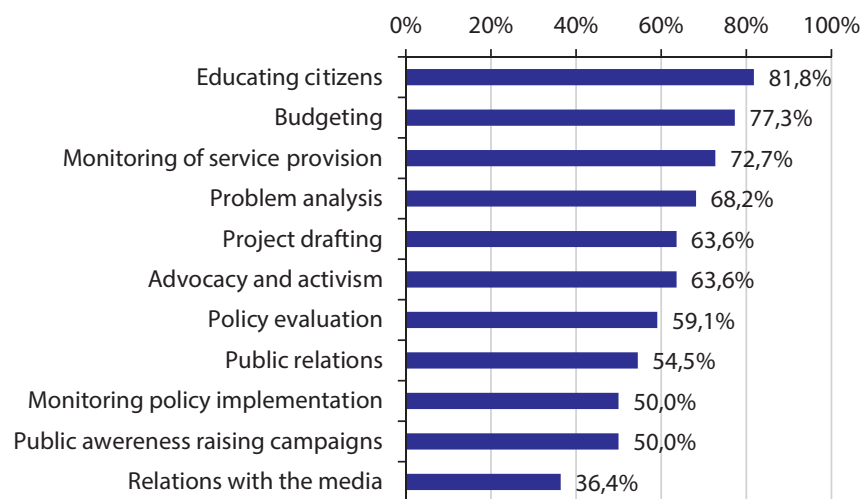
Figure 15: **Please list the topics your organization is interested in and would like to see in capacity building training courses?**



Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

In the case of Transnistria, the most requested topics on capacity building were *Educating citizens* (81.8%), *Budgeting* (77.3%), *Monitoring of service provision* (72.7%). The least requested were *relations with the media* (36.4%).

Figure 16: **Please list the topics your organization is interested in and would like to see in capacity building training courses? – Transnistria**



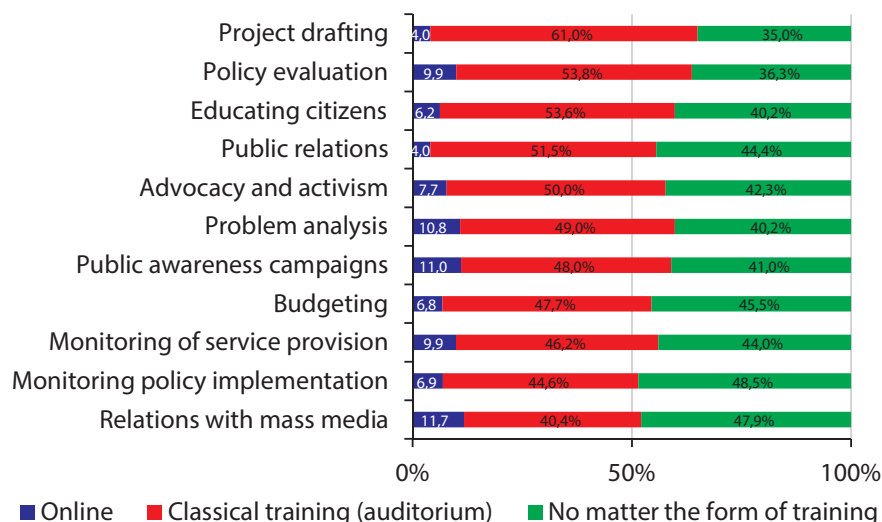
Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

Although rather large shares (35–48%) said that the type of training is not that important, the classical trainings are most preferred by respondents. On-line trainings were mentioned by only 12% of respondents. Depending on the topic, we can notice the most obvious differences are for topics like *Relations with mass media* and the smallest *Public relations* and *Project drafting*.

Our training needs relate to project management, report writing, strategic planning, and attracting investment in communities. All of them are top priorities for our organizations

Centre, F3, F6

Figure 17: **Please state what form of training would you prefer for each selected topic?**



Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

A significant share (88.5%) of respondents said their organisation (staff, volunteers, members) would be interested in participating in an e-learning course on organizational development, while 89.2% said they would be interested in courses in the areas of policy evaluation/advocacy/monitoring.

Organisations not showing any interest in these topics either participated in such training sessions previously and/or the organizations they represent are already well developed, have their own experts in the field of organization development and policy evaluation/advocacy/monitoring and some of them actually are trainers in these areas.

Asked about specific aspects of organizational development, respondents showed the most interest in “Strategic Planning: Why should we plan in advance?” (63.5%) and “Elaboration and implementation of projects and Public accountability of civil society: how to engage target groups in the decision-making process in society” (58.3%). The topic of least interest was “How to initiate the activity of non-governmental (non-profit) organizations: Target groups, mission, and vision” (28.7%), which may reflect the fact that respondents were already members of an established CSO.

We already have experience of participating in different trainings on institutional capacity building and we are willing to further participate in such trainings. We are interested in all the topics that would strengthen and streamline CSOs, in particular the capacity to interact with the private sector and economic agents.

Vitalie, Găgăuzia

Transnistrian organizations reported the most interest for “PR in a non-profit organization, successful communication using online and offline tools” and “Public accountability of civil society: how to involve target groups in the decision-making process in society”, both garnering 84.2% of answers.

Table 16: **Topics related to organizational development of a specific interest for the organization**

Topic	Moldova		Transnistria	
	No.	%	No.	%
How to initiate the activity of a nongovernmental (nonprofit) organization. Target groups, mission, and vision.	33	28.7%	5	26.3%
Standards, policies, procedures and regulations in the activities of nonprofit organizations. Quality management, including internal assessment tools.	63	54.8%	12	63.2%
Strategic Planning. Why should we plan in advance?	73	63.5%	14	73.7%
Leadership skills. Human resource management, planning, delegation and performance of goals.	57	49.6%	15	78.9%



Topic	Moldova		Transnistria	
	No.	%	No.	%
Volunteer management, volunteer program planning.	48	41.7%	10	52.6%
Finance management, outsourcing, fund raising for civil society	65	56.5%	12	63.2%
PR in a non-profit organization, successful communication, using online and offline tools.	54	47.0%	16	84.2%
Public accountability of civil society: how to involve target groups in the decision-making in society.	67	58.3%	16	84.2%
Elaboration and implementation of projects.	67	58.3%	11	57.9%

Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

Each of the specific topics related to “Organizational development in the area of policy evaluation/advocacy/monitoring” was interesting for the organizations surveyed, chosen by more than 40% of respondents. In Transnistria, the highest share went to “Negotiations – a constructive dialogue” (84.2%), followed by “Lobby and protection” (73.7%). 19 of the 22 CSOs interviewed expressed an interest in participating in an e-learning course on organizational development, as well as in training of trainers (ToT) on “The role of civil society in decision-making.”

Table 17: **Topics related to organizational development in the area of policy evaluation/advocacy/monitoring of a specific interest for the organization**

Topic	Moldova		Transnistria	
	No.	%	No.	%
Informing civil society about its role in reform policies;	58	50.0%	13	68.4%
Eastern Partnership and reform processes: goals, mechanisms and platforms, major initiatives, the potential role of civil society in society's reform processes;	61	52.6%	9	47.4%
Analysis of the main stakeholders, the power structure;	39	33.6%	6	31.6%
Negotiations – a constructive dialogue ;	64	55.2%	16	84.2%
Public monitoring and evaluation: measuring the quantity and quality of public services and other activities of the Government;	76	65.5%	10	52.6%
State budget: from analysis to impact;	57	49.1%	9	47.4%
Coalition building and networking;	48	41.4%	9	47.4%
Lobby and protection;	52	44.8%	14	73.7%
Monitoring public policies at all levels.	60	51.7%	7	36.8%

Source: Data of survey and face to face interviews with civil society leaders, conducted by CBS AXA, in cooperation with IDIS 'Viitorul', 2013.

Other training areas considered useful for civil society according to participants in the focus groups were:

- Methods of increasing community involvement and boosting volunteering;
- Increasing capacity to attract European funds (ways to apply, priority issues, project evaluation mechanisms, etc.);
- Promoting and developing Social Entrepreneurship;
- Specific technical training according to the organization's field of activity (ex: agricultural technology, psychosocial assistance to victims; etc.)

CONCLUSIONS

The Republic of Moldova is party to international and European agreements guaranteeing and protecting fundamental human rights and freedoms. The Constitution of the Republic of Moldova as well as its national laws and legislative acts guarantee and protect the freedom of assembly, freedom of opinion and expression, the right to information and freedom of association.

CSO sustainability in the Republic of Moldova has seen a steady increase, and the sector has undergone a qualitative change due to significant legislative reforms, strengthening of technical skills and enhanced advocacy capacity. Moldovan CSOs still face a number of problems that greatly impede the efficiency of the entire civil society, the most relevant being limited financial sustainability and a lack of social confidence and civic engagement among the population.

The State does not have enough financial resources to fund CSOs, and there is no detailed partnership between CSOs and businesses. The State provides some tax benefits for CSOs, such as income tax exemptions for organizations with public utility status, but CSO activity is 80-90% funded by foreign donors, mostly the European Union and its member states: over a quarter of the organizations surveyed in the study received financial aid from the EU.

Policy dialogue has become institutionalized in the Republic of Moldova through reforms related to democratic consolidation and European integration. CSOs in the Republic of Moldova have developed into important social partners, forging various public sector relationships and participating in the public policy cycle. Surveyed CSOs deemed cooperation with public administration as 'rather good', while about 70% rate their relations with LPA of levels I and II as 'good' or 'very good'.

CSOs have established dialogue with other development partners of the Republic of Moldova, including economic agents, the media and foreign part-

ners. Almost half of the CSOs interviewed said they are 'satisfied' or 'very satisfied' with their relationships with economic agents. Civil society cooperates with foreign development partners through regular meetings at events, participation in various consultations and implementing joint projects.

CSO capacity building is perceived as a necessary process for increasing sustainability, with most respondents aware of the need for training as crucial to the consolidation process. The topics selected most often for training are advocacy and activism, problems analysis and monitoring policy implementation.



RECOMMENDATIONS

Strengthening CSOs for participation in a complex dialogue on sustainable development policies requires a lasting commitment focused on five major activities:

CSO institutionalization

- Promote a new 'social contract' ensuring social cohesion in the Republic of Moldova and clearly defining public, private and non-profit sector competences, as well as legitimizing non-governmental organizations in the collective consciousness.
- Improve the legal framework regulating CSOs, including by simplifying the registration procedure of organizations and reducing the term from 30 to 15 days.
- Implement the objectives of the Civil Society Development Strategy 2012–2015, under the related Action Plan adopted by the Republic of Moldova's Government.

Strengthening the financial sustainability of CSOs

- Return to the Law of 2%, which is negotiated between CSOs, Government and the Parliament of the Republic of Moldova.
- Grant CSOs access to governmental programmes on science and innovation.
- Negotiate and establish lasting partnerships between CSOs and the private sector to achieve corporate social responsibility.
- Establish partnerships between CSOs, universities and local and European research institutions to apply for Horizon 2020 innovation and EU research programmes.

Strengthening CSO engagement in policy dialogue

- Improve the legal framework for CSOs engaged in policy dialogue, including:
 - Law 64/2010 on freedom of expression;
 - Law 239/2008 regarding transparency in decision-making and its implementation regulation;
 - Law 98/2012 on specialized central public administration;
 - Law 436/2006 on local public administration;
- Develop institutional mechanisms for cooperation between public authorities and CSOs.
- Develop institutional mechanisms for cooperation between CSOs and the business sector.
- Improve national and sector platforms to strengthen CSOs and increase intra-sector collaboration.
- Implement a training programme for CSOs on topics such as advocacy and activism, problem analysis and policy implementation monitoring.

Improving CSO dialogue with foreign development partners

- Develop institutional mechanisms of cooperation between foreign development partners and CSOs.
- Establish a platform for dialogue that brings together foreign development partners, public authorities, the business sector and CSOs.
- Set up a separate expenditure category in the State Chancellery, which would accurately reflect external assistance to civil society.

Promoting the public image of CSOs and increasing communication with citizens

- Conduct a nationwide campaign to promote CSOs and disseminate information about their activities.
- Develop national and regional strategies on improving communication between CSOs and citizens.
- Engage citizens in CSO activities and decision-making at the local and central level.



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ANNEXES

ANNEX 1. Sample stratification

Sample	Number of respondents
Chişinău	61
North Region	20
Center Region	20
South Region	20
Transnistria	22
GAGAUZIA	9
	152

ANNEX 2. Focus groups and interviews

Focus group	Number of participants	Date of research
ONG leaders Center	8	4.12.2013
ONG leaders South	7	5.12.2013
ONG leaders North	7	12.12.2013
ONG leaders ATUG	7	17.12.2013
ONG leaders Transnistria	11	18.12.2013
Interviews	5	14–20 December
Total of participants	45	

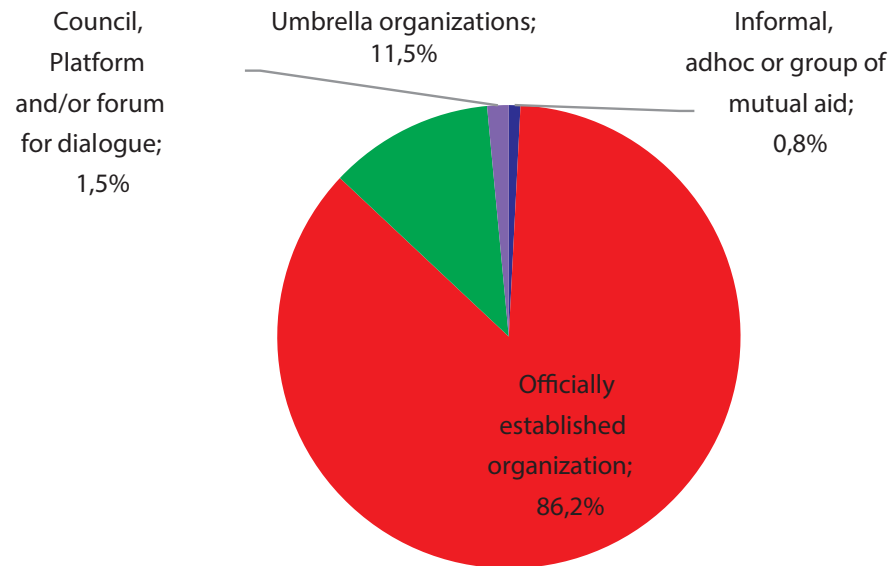
ANNEX 3. The persons interviewed during the analytical part

The persons interviewed	Function/Position
Grinic Tatiana	Auditor, member NBA
Creangă Ion	Head of Legal Department of the Parliament Secretariat
Prohniţchii Valeriu	Main adviser of Prime Minister Iurie Leanca
Caraşciuc Lilia	Director Transparency International-Moldova
Gonţa Aneta	Expert APEL
Lariuşin Tatiana	Executive Coordinator of the NBA / IDIS "Viitorul"
Popa Victor	Chairman of Legal Committee of the Parliament
Tornea Ion	expert of NBA/IDIS "Viitorul"
Manole Ion	Executive Director Promo-Lex
Ioniţa Veaceslav	Chairman Committee on Economy, Budget, Finance of the Parliament of the Republic of Moldova

ANNEX 4: Additional empirical information

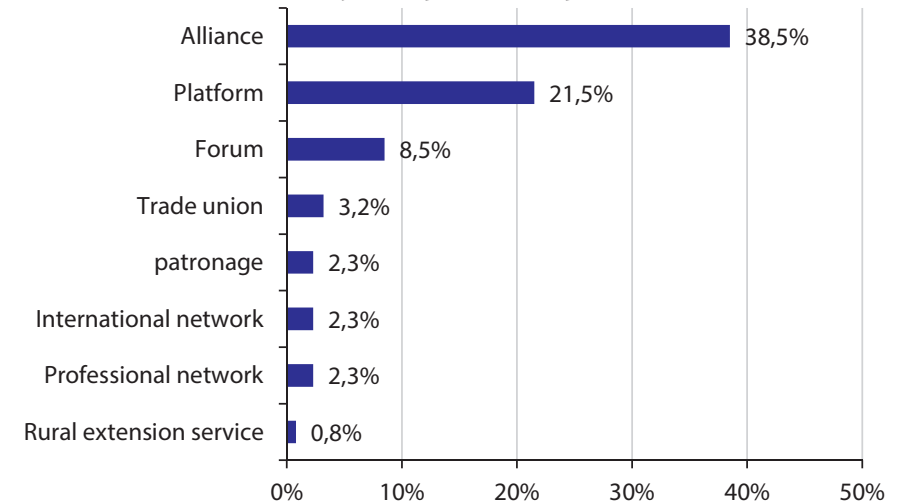
152 organizations from Moldova³⁸ participated in this study, including: 130 organizations from the right bank (85% urban, 15% – rural) and 22 from the left bank (Transnistria). A large share of them, which accounts for 86,2%, are founded officially, while 11,5% are umbrella organizations, council. Two other categories were less represented in the research.

Figure 18: Into which of the four categories would you include the organization that you represent?



Over a third of researched institutions are part of an alliance, 1/5 – a platform, 8.5% – forum.

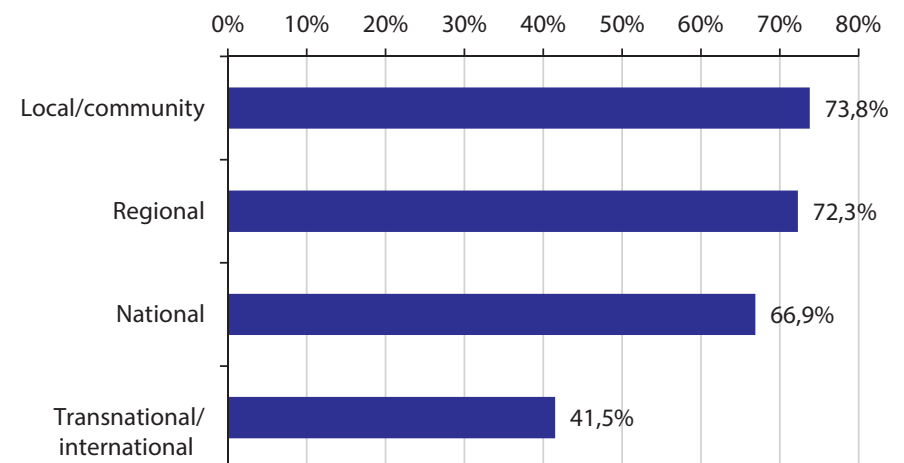
Figure 19: The institution you represent is part of ...?



All 22 CSOs from Transnistria included in the survey are officially established organizations, 4 of them are part of a platform and six are in some alliances.

Almost ¾ of the organizations participating in research said that they operate at local / community and regional levels, about ⅓ at the national level and about 40% carry out activities at transnational / international level as well.

Figure 20: Do you operate at ... level?

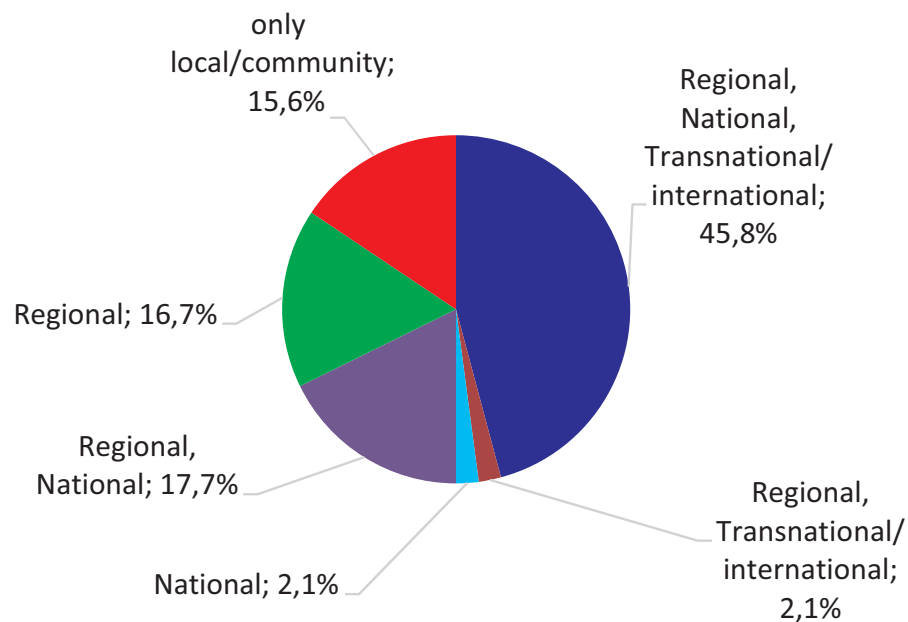


38 See methodology point II



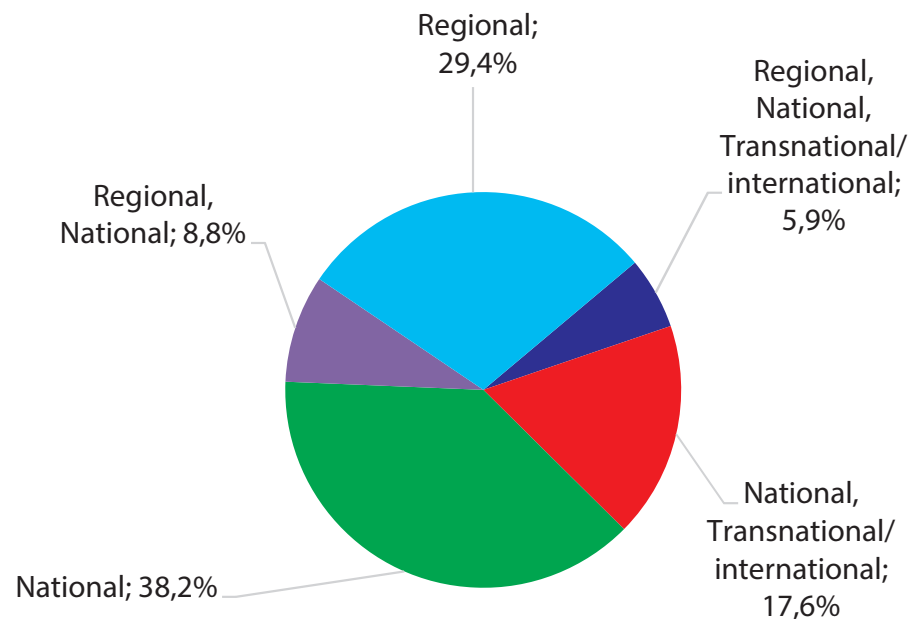
Over ⅓ of interviewed institutions declared that they carry out activities only at local/community or regional level.

Figure 21: **Distribution of community CSOs according to additional levels of activity**



About ¼ of respondent organizations operate at levels different from that local / community. Most of them operate at regional or national level, while a share of 23.5% said they have carried out activities at transnational/international level.

Figure 22: **Distribution of non-community CSOs according to activity levels reported**

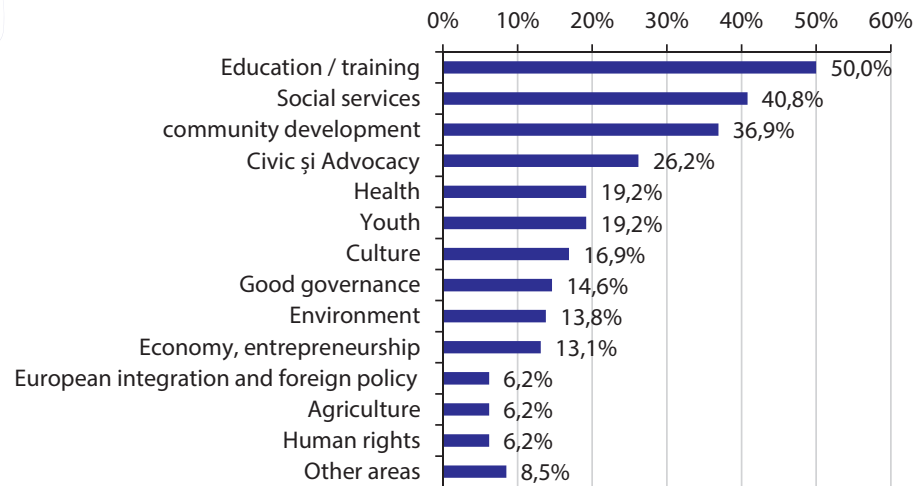


8 of Transnistrian CSOs operate at local / community level and 8 at regional level, 13 – national, 3 – transnational/international.

The main activity domains mentioned are education / training³⁹ (50%), social services (40.8%), community development (36.9%), followed by Civic and advocacy (26.2%), health and youth (19.2% each), culture (16.9%). Slightly over 10% of the institutions surveyed, said that their fields of activity are good governance, environment, economy, entrepreneurship, patronage unions, while over 60% – European integration and foreign policy, agriculture, human rights.

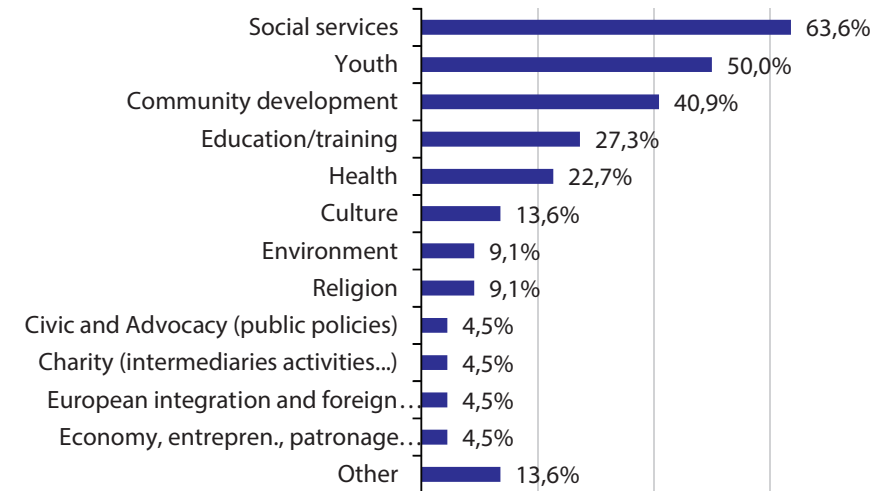
39 Also were included ONGs conducting training activities in different fields

Figure 23: What are the three main areas of activity of your organization? (3 options are possible)



For Transnistria the answers of the 22 CSOs were as follows: the largest share is social services (63,6%), then youth (50%) and community development (40%).

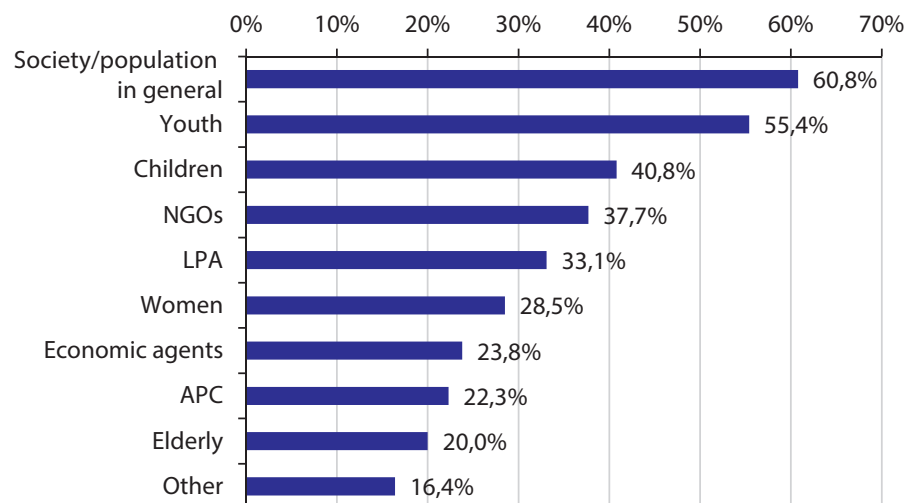
Figure 24: What are the three main areas of activity of your organization? (3 options are possible)



The beneficiaries of organizations are different and they are the most vulnerable groups of population (youth – 55,4%, children – 40,8%, women – 28,5%, elderly – 20%) but also other social categories such as CSOs (37,7%), LPA (33,1%), CPA (22,3%), economic agents (23,8%). Among other target groups/beneficiaries were mentioned different groups at risk: people with disabilities, HIV positive people, prisoners (the number of reported cases ranging from 1–4).

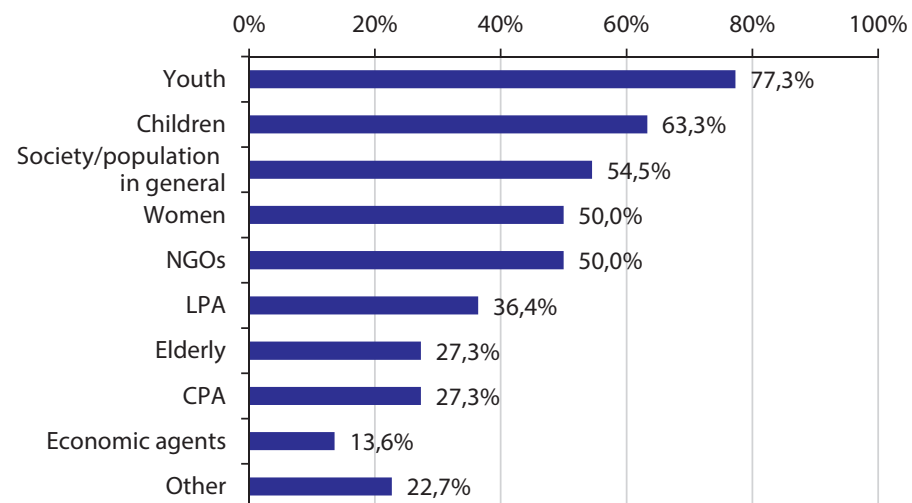


Figure 25: **Who are your target groups / beneficiaries? (multiple answers)**



The groups of beneficiaries of CSOs in Transnistria were mainly the youth (77,3% of answers), children (63,6%), followed by society / population in general (54.5%), women and CSOs (50% each). As in the case of CSOs on the right bank, among other groups of beneficiaries were mentioned people with disabilities, HIV positive people, prisoners (1–2 answers).

Figure 26: **Who are your target groups / beneficiaries? (multiple answers)- Transnistria**



Interviewer's Code: |_|_|_|_|_|_|_|_|

Date: |_|_|_|_| Month: |_|_|_|_| 2013

Questionnaire No: |_|_|_|_|_|_|_|_|

Interview start time: |_|_|_|_|_|:|_|_|_|_|

Interview end time: |_|_|_|_|_|:|_|_|_|_|

QUESTIONNAIRE

CBS Axa, in cooperation with the Institute for Development and Social Initiatives IDIS “Viitorul” with financial support of the EU conducts a study “Involvement of Civil Society in the Development and Monitoring of State Policy Implementation in Armenia” within the Project “Strengthening non-State actors’ Capacities to Promote Reform and increase Public Accountability”. Within the framework of the study we conduct a survey of public opinion among the civil society of Armenia. Please answer several questions about the activities of the organization that you represent. Please note that you have been chosen in the course of a rigorous selection process, and that our selection is based on quotas and covers, primarily, the most active CSOs in Armenia. We guarantee that your opinion will not be disclosed to other parties and will be used solely for statistical purposes.

I. GENERAL INFORMATION

A1. Name of the organization: _____

A2. Website: _____

A3. Contact person _____

A4. Telephone number _____

A5. Address (incl. e-mail) _____

A6. Legal status _____

A7. Which out of the 4 categories below does your organisation belongs to?

1. Informal, ad hoc or self-help group
2. Formally established organisation
3. Umbrella organisation, assembly
4. Platform and/or dialogue forum

A8. Is your organisation a member of ...?

	Yes	No	Please specify
1. Alliance	1	2	
2. Forum	1	2	
3. Platform	1	2	
4. Other _____	1	2	



A9. Do you carry out your activities on ... level?

	Yes	No
1. Local	1	2
2. Regional	1	2
3. National	1	2
4. Transnational/international	1	2

A10. What are the three main activity areas of your organisation? (3 options are possible)

Activity Areas	Options (no more than 3)
1. Culture	1
2. Education	2
3. Healthcare	3
4. Social services	4
5. Environment	5
6. Development of local communities	6
7. Civil society and public campaigns (state policy)	7
8. Good governance	8
9. Philanthropy (support of /carrying out charity events)	9
10. European integration and a foreign policy	10
11. Religion	11
12. Economics, entrepreneurship, employer's unions	12
13. Farming	13
14. Youth	14
15. Other – please specify _____	15

A11. How many people are employed in your organization at present time? ☐☐☐☐

A12. How many volunteers do you have? ☐☐☐☐

A13. How many trainers does your organization have? ☐☐☐☐

A14. What were the 3 main funding sources of your organization over the past three years? (please place them depending on the funding amount)

	I place	II place	III place
1. International organisations, foreign donors	1	1	1
2. Membership fee	2	2	2
3. Government funds	3	3	3

4. Economic agents	4	4	4
5. Donations	5	5	5
6. Provision of services	6	6	6
7. Other – please specify _____	7	7	7

A15. What is the mission / main goals of your organisation?

A16. Who does your target group/beneficiaries consist of? (*multiple answers*)

1. Children
2. Youth
3. Elder people
4. Women
5. Society/ population in general
6. CSOs
7. Local public administration
8. Central public administration
9. Economic agents
10. Other _____

A17. To what extent are your organization's activities/projects determined by: ...? (*only one answer per column*)

A18. Among the strategies listed below, please choose one that is the most important to you and that determines your activities in the best way (*one answer*)

	To a very large extent	To a large extent	To a small extent	Not at all	A18. The most important
1. Needs / requirements of the organisation's beneficiaries	1	2	3	4	1
2. Strategies of development of the Republic of Moldova	1	2	3	4	2
3. Donors' / sponsors' priorities	1	2	3	4	3
4. Organisation's development strategy	1	2	3	4	4
5. Other (specify) _____	1	2	3	4	5



A19. To what extent do you use the following instruments to achieve your goals?

	Regularly	Often	Seldom	Do not use at all	Do not know/ Not aware of
1. Problem analysis and drafting analytical documents, researches, reports	1	2	3	4	99
2. Dissemination of information	1	2	3	4	99
3. Education of citizens (through trainings, public campaigns etc)	1	2	3	4	99
4. Public campaigns and events/actions	1	2	3	4	99
5. Policy dialogue	1	2	3	4	99
a) At the initial stage of the policy	1	2	3	4	99
b) At the stage of policy development	1	2	3	4	99
c) At the policy implementation stage	1	2	3	4	99
d) At the stage of policy monitoring and evaluation	1	2	3	4	99
e) Creation of partnerships	1	2	3	4	99
f) Organization of round tables	1	2	3	4	99
g) Formation of working groups	1	2	3	4	99
h) Unscheduled meetings	1	2	3	4	99
6. Provision of services	1	2	3	4	99
7. Other _____	1	2	3	4	99

A20. What mechanisms does your organisation have to influence state policy and programs? (specify 5 in order of priority)

1. Participation in national meetings, conferences, debates	
2. Development of studies, strategies, draft laws	
3. Dissemination of information about key problems in a certain area	
4. Carrying out national campaigns together with other CSOs	
5. Carrying out local/regional campaigns together with other CSOs	
6. Participation in the work of parliamentary commissions	
7. Through National Participation Council	
8. Participation in local councils' work	
9. Participation in district councils' work	
10. Other (please specify)	

A21. To what extent does your organisation cooperate with the following institutions? Assess the extent of cooperation on a scale of 1–10, where 1 means no cooperation at all, and 10 – a very close cooperation.

	Not at all									Very close
1. Central public administration	1	2	3	4	5	6	7	8	9	10
2. Local public administration of 1 level	1	2	3	4	5	6	7	8	9	10
3. Local public administration of 2 level	1	2	3	4	5	6	7	8	9	10
4. International organisations	1	2	3	4	5	6	7	8	9	10
5. Other CSOs of the Republic of Moldova	1	2	3	4	5	6	7	8	9	10
6. Other CSOs outside the country	1	2	3	4	5	6	7	8	9	10
7. CSOs of the Transnistria	1	2	3	4	5	6	7	8	9	10
8. CSOs of the Gagauzia	1	2	3	4	5	6	7	8	9	10
9. Mass media	1	2	3	4	5	6	7	8	9	10
10. Economic agents	1	2	3	4	5	6	7	8	9	10

A22. What are 3 main difficulties that your organisation faces?

1. _____
2. _____
3. _____

A23. What are 3 main achievements of your organisation?

1. _____
2. _____
3. _____

A24. What are 3 main quality results for civil society (draft laws, strategies, policies developed) in the area(s) of your activity?

1. _____
2. _____
3. _____



II. RELATIONS WITH PUBLIC ADMINISTRATION

A25. How would you assess relations of your organization with local public administration (LPA) / central public administration (CPA)?

	LPA, I level	LPA, II level	CPA (ministries, national agencies)
1. Very good	1	1	1
2. Good	2	2	2
3. Average	3	3	3
4. Bad	4	4	4
5. Very bad, tense	5	5	5
6. Not applicable / no cooperation	99	99	99

A26. What are the types of relations that your organisation has with LPA/CPA?

	LPA, I level		LPA, II level		CPA	
	yes	no	yes	no	yes	no
1. Initiating joint projects	1	2	1	2	1	2
2. You provide consultation to them on certain problems	1	2	1	2	1	2
3. You participate in the decision-making process	1	2	1	2	1	2
4. You provide consultation to them in the process of strategy and policy development	1	2	1	2	1	2
5. You participate in discussions on budget	1	2	1	2	1	2
6. You are hired to render certain services, carry out certain activities	1	2	1	2	1	2
7. You are financially supported for implementation of certain programs	1	2	1	2	1	2
8. Other relations	1	2	1	2	1	2

A27. To what extent can your organization influence decisions taken by ... ?

	by LPA of I level?	by LPA of II level?	by CPA (ministries, agencies)
To a very large extent (always)	1	1	1
To a large extent	2	2	2
To some extent	3	3	3
Not at all	4	4	4
Do not know/not aware	99	99	99

A28. What are the main obstacles that arise during your interaction with public administrations?

1. We do not know how to approach authorities and get involved in the policy making process
2. State authorities do not trust our organisation

3. Local authorities do not possess sufficient resources / potential for the dialogue with civil society
4. Our organisation does not trust the authorities
5. Authorities do not wish to cooperate with us
6. Corruption is an obstacle to interaction with authorities
7. We do not have sufficient information
8. We do not have enough staff
9. Our staff does not have necessary expertise and skills in relevant areas
10. Other (specify) _____

A29. In your opinion, what factors can describe your success in the policy dialogue?

	LPA I	LPA II	CPA
1. We have good relations with the authorities	1	1	1
2. We have good technical experience on ...	2	2	2
3. We have exerted political pressure through public campaigns	3	3	3
4. Our idea complies with the country's legislation	4	4	4
5. Our idea had international support	5	5	5
6. Members / former members of our organization work in state administration	6	6	6
7. Other (specify) _____	7	7	7

III. COOPERATION WITH INTERNATIONAL ORGANISATIONS

A30. In what ways do you interact with Civil Society Organisations located outside the country?

1. We meet regularly at events
2. We participate in consultations held by authorities outside the country
3. We draft recommendations, joint papers, etc
4. We apply for funding together
5. We implement joint projects and/or render services together
6. We are part for the same national/international assemblies/platforms
7. Other (specify) _____

A31. Has your organisation applied for EU grants/funding?

1. Yes, in the capacity of a principal applicant
2. Yes, in the capacity of a partner
3. No
4. Do not know / not aware



A32. If the answer is yes, please specify within what programme?

European Initiative for Democracy and Human Rights (EIDHR)	1
Instrument for Stability	2
Calls for proposals under the EU thematic programmes:	
– Non-state actors and local authorities	3
– Investing in people	4
– Migration and Asylum	5
– Neighbourhood Civil Society Facility calls for proposals	6
– EU Thematic Programme for Environment and Sustainable Management of Natural Resources including Energy (ENRTP)	7
Other _____	8

A33. Did you receive funding on the above applications?

1. Yes, for one project
2. Yes, for multiple projects
3. No
4. Do not know / not aware

A34. Have you ever been invited by the EU Delegation to participate in consultations?

1. Yes, once
2. Yes, several times
3. No
4. Do not know / not aware

A35. If the answer is yes, please specify the topic/topics.

A36. How would you assess usefulness for your organization of the information received in the course of these consultations?

1. Very useful
2. Useful
3. Of little use
4. Not useful
5. Do not know / not applicable

A37. Please specify main donors/investors for the organization over past 3 years.

1. _____
2. _____
3. _____

IV. COOPERATION WITH ECONOMIC AGENTS

A38. How do you cooperate with economic agents? (multiple answers)

1. Initiation of joint projects
2. They consult with you on certain problems
3. Funding of CSOs' activities
4. Moneyed assistance (equipment, premises)
5. You are hired for certain services, activities
6. Volunteer activity (company provides grants to organisations where company's employees work as volunteers)
7. Education of CSOs' members at company's expense
8. Other relations (specify) _____

A39. To what extent are you satisfied with your relations with business?

1. Very satisfied
2. Satisfied
3. Not very satisfied
4. Not satisfied at all
5. Do not know / not aware

A40. In your opinion, what would make relations between CSOs and economic agents more effective?

1. Development of strategy of cooperation between the non-state actors and economic agents
2. Holding joint meetings and events
3. Coverage of CSOs' activities within the business environment
4. Introducing CSOs and economic agents to principles and forms of partnerships between private sector and non-state actors sector
5. Implementation of joint projects
6. Ensuring existence of legislation, favourable for donations and sponsorship through provision of certain tax exemptions for economic agents
7. Other (specify) _____



V. RELATIONS WITH MASS MEDIA

A41. How do you inform the general public about your work?

1. Flyers / leaflets
2. Public campaigns
3. News, press releases (newspapers, radio, television, internet)
4. Reports in mass media
5. Invitations to public events (round tables, conferences)
6. Other (specify) _____

A42. What are the main ways of your interaction with mass media?

1. Invitation to events for coverage
2. Collaboration in the implementation of awareness campaigns / public campaigns
3. Trainings for journalists
4. Funding of reports / investigations by journalists
5. Publication of results of studies / analyses
6. Lobbying, putting pressure on public administration using mass media as an instrument of a campaign
7. Other (please specify) _____

A43. To what extent are you satisfied with how mass media covers your organisation's projects/activities?

1. Very satisfied
2. Satisfied
3. Not very satisfied
4. Not satisfied at all
5. Do not know / not aware

A44. If the answer is either "not very satisfied" or "not satisfied at all", what is the reason to that? (multiple answers)

1. Our mission and activities are incompletely described
2. Mission / purpose of our organisation's activities are explained insufficiently
3. False information is being disseminated about our organisation
4. There is an obvious tendency of disseminating certain news about our organisation
5. There were attempts to intimidate our organisation
6. Other (please, specify) _____

VI. EDUCATION AND TRAININGS

A45. Please specify topics for capacity development trainings that your organisation would be interested to attend?

A46. Please also specify forms of education that you prefer for each selected topic (*The operator should ask questions only about topics that are of interest*)

Topic	A42. Interest			A43. Forms of Education		
	Yes	No		Online	Classical training (in-class)	Form of education does not matter
1. Problem analysis	1	2		1	2	3
2. Policy evaluation	1	2		1	2	3
3. Education of citizens	1	2		1	2	3
4. Raising awareness of citizens	1	2		1	2	3
5. Relations with mass media	1	2		1	2	3
6. Public relations	1	2		1	2	3
7. Public campaigns and activism	1	2		1	2	3
8. Monitoring of policy implementation	1	2		1	2	3
9. Monitoring of provision of services	1	2		1	2	3
10. Budget literacy/ budgetary processes and budget monitoring	1	2		1	2	3
11. Proposal writing	1	2		1	2	3
12. Other _____	1	2		1	2	3

A47. Is your organization (staff, volunteers, members) interested in participation in an e-learning course on organizational development?

1. Yes (*proceed to question A49*)
2. No

A48. If the answer is “No” , please explain:

A49. If the answer to question A47 is “Yes”, please choose topics that are of particular interest for your organisation

1. How to start a non-governmental (non-profit) organisation. Target groups, mission, vision.
2. Standards, policies, procedures and instructions in the activities of non-profit organisations. Quality management, including internal assessment tools.
3. Strategic planning. Why is it necessary to plan in advance?
4. General leadership skills. Human resources management, planning, delegation and achieving the set goals.



5. Volunteer management, planning volunteer programs.
6. Finance management, outsourcing services, fundraising for civil society.
7. PR in a non-profit organisation, successful communication, use of online and offline tools.
8. Public accountability of CSOs: how to involve target groups into the decision-making process in the civil society.
9. Project design and project implementation.
10. Other (specify) _____

A50. Is your organisation (staff, volunteers, members) interested to participate in an e-course on organisation's development in the areas of policy assessment / public campaigns / monitoring?

1. Yes (*proceed to question A52*)
2. No

A51. If the answer is "No", please explain the reason:

A52. If the answer to question A50 is "Yes", please choose topics that are of particular interest for your organisation:

1. Informing civil society about its role in policy reforms;
2. "Eastern partnership" and the reform processes: goals, mechanisms and platforms, major initiatives, potential role of civil society in the reform processes;
3. Analysis of stakeholders, the structure of power;
4. Negotiations – a constructive dialogue;
5. Public monitoring and evaluation: measuring the quantity and quality of state services and other activities of the government;
6. State budget: from analysis to action;
7. Building coalitions and networking;
8. Lobbying and protection;
9. Monitoring of public policies at all levels;
10. Other (please specify) _____

A53. Is your organisation (staff, volunteers, members) interested to participate in a training of trainers (ToT) on the role of civil society in decision-making?

1. Yes
2. No

A54. Please explain your answer:

VII. ASSESSMENT OF THE ENVIRONMENT WHERE CIVIL SOCIETY EXISTS

A55. How do you assess the state of affairs in the Republic of Moldova on the following aspects?

	Very good	Good	Satisfac- tory	Bad	Very bad	Do not know/ Not aware
1. Ensuring main civil liberties, in general	1	2	3	4	5	99
2. Freedom of assembly and association	1	2	3	4	5	99
3. Freedom of speech	1	2	3	4	5	99
4. Access to any information of public interest at the level of local authorities	1	2	3	4	5	99
5. Access to any information of public interest at the level of central authorities	1	2	3	4	5	99
6. Right to private property	1	2	3	4	5	99
7. State takes steps to ensure that every person has a decent standard of living, which guarantees health and well-being for him/her and his/her family	1	2	3	4	5	99
8. Registration procedure of CSO on the local level	1	2	3	4	5	99
9. Registration procedure of CSO on the national level					5	
10. Tax exemptions and advantages for promotion of charity	1	2	3	4	5	99
11. CSO's obligations to fill out annual financial reports	1	2	3	4	5	99

A56. In your opinion, are there any legal restrictions as regards public campaigns held by the CSOs in the Republic of Moldova?

1. Yes
2. No
3. Do not know / not applicable

A57. If you answered "Yes", please name some significant legal obstacles you face in the course of your activities.



A58. From your perspective, to what extent do the following aspects influence civil society in the Republic of Moldova?

	To a very large extent	To large extent	To some extent	Slightly	Do not influence
1. Widespread poverty	1	2	3	4	5
2. Economic crisis	1	2	3	4	5
3. Political context	1	2	3	4	5
a) Political stability	1	2	3	4	5
b) Excessive bureaucracy	1	2	3	4	5
c) Limited access to information	1	2	3	4	5
d) Pressure from the authorities	1	2	3	4	5
4. Social crisis	1	2	3	4	5
5. Social and economic inequality	1	2	3	4	5
6. Susceptibility of the society	1	2	3	4	5
7. Conflict on the left bank of the Dniester	1	2	3	4	5
8. Corruption	1	2	3	4	5

A59. What is your assessment of the legislation on sustainable development of human resources for non-governmental sector?

A60. And what about the support from the state agencies?

	A59. Legislation	A60. Support from the state agencies
1. Very good	1	1
2. Good	2	2
3. Satisfactory	3	3
4. Bad	4	4
5. Very bad/ Does not exist	5	5
6. Do not know / not aware	99	99

A61. What is your assessment of the legislation on CSOs' funding in the Republic of Moldova?

A62. What is your assessment of financial sustainability of CSOs in the Republic of Moldova?

	A61. Legislation on CSOs' funding in the Republic of Moldova	A62. Financial sustainability of CSOs in the Republic of Moldova
1. Very good	1	1
2. Good	2	2
3. Bad	3	3
4. Practically does not exist	4	4
5. Do not know / not aware	99	99

A63. What is your assessment of the law on charity and sponsorship?

1. Very good
2. Good
3. Satisfactory
4. Bad
5. Very bad
6. Do not know / not aware

A64. In your opinion, what are the ways to improve the legislation on CSOs' funding in the Republic of Moldova?

1. Reduction of the VAT rate
2. Tax exemptions for economic agents
3. Improvement of the law on sponsorship (specify areas for improvement) _____
4. 2% Law
5. Funding from LPA / CPA
6. Co-funding from the state within projects
7. Other _____

VIII. INFORMATION ABOUT THE RESPONDENT**Q1. For how long have you been employed with the organisation?**

1. Less than 1 year
2. 1–3 years
3. 3–5 years
4. 5–10 years
5. More than 10 years

Q2. What is your position in the CSO?

1. Chairman / Director
2. Vice-chairman
3. Secretary
4. Member of the CSO

Q3. Area of your residence is ... :

1. Urban
2. Rural

Q4. Name of the operator: _____**Q5. City: _____ | | | | |****Q6. District: _____ | | |**



ACRONYMS

AAA – Accra Agenda for Action
AFP – Association of Women Mayors
APEL – Electronic Press Association from Moldova
API – Association of Independent Press
APR – Association of district chairmen
ATUG – Autonomous Territorial Unit of Gagauzia
BCI – Business Consulting Institute
CALM – Congress of Local Authorities from Moldova
CAPC – Center for Analysis and Prevention of Corruption
CCD – Decision of the Constitutional Court
CIDDC – Center for Child Rights, Center for Information and Documentation on Child Rights
CIDO – Information Center for Human Rights
CIJ – Center for Investigative Journalism
CIJ – Independent Journalism Center
CLP – Press Freedom Committee
CPA – Central Public Administration
CRED – Coalition for Rural Economic Development
CReDO – Human Rights Resource Centre
CSO – Civil society organizations
CTJM – Young Journalist Center from Moldova
EIDHR – European Instrument for Democracy and Human Rights
Embassy of the USA – Embassy of the United States of America
ENRTP – Thematic program for Environment and Sustainable Management of Natural Resources including Energy
EU – European Union
EU – European Union
F – Feminine gender
GDP – Gross domestic product
IDIS – Institute for Development and Social Initiatives

IDNO – the state identification number
IDOM – Institute for Human Rights
IDU – Urban Development Institute
IFCP – Professional Capacity Building Institute
ILO – International Labour Organization
IMF – International Monetary Fund
IOM – International Organization for Migration
KAS – Konrad-Adenauer-Stiftung
L.A.D.O.M. – League for Defence of Human Rights of Moldova
LPA – Local Public Administration
M – Masculine gender
MDGs – Millennium Development Goals
MJ – Ministry of Justice
NBA – National Business Agenda
NGO – nongovernmental organization
NLMA – National League of Associations of Mayors from Moldova
NPC – National Participation Council
ODA – Official Development Assistance
OSCE – Organization for Security and Co-operation in Europe
PAS Center – Center for Health Policies and Studies
RM – Republic of Moldova
SIDA – Swedish International Development Cooperation Agency
UN – United Nations
UNDP – United Nations Development Programme
UNICEF – United Nations Children's Fund
UPR – Universal Periodic Review
USAID – United States Agency for International Development
VAT – value added tax
WB – World Bank

EXPLANATORY NOTES ON TERMINOLOGY USED

The term of **civil society** used in this study corresponds to the term used in the “Civil society development strategy in the Republic of Moldova for 2011–2015”, making reference to the definition of civil society by the United Nations (UN): “a not-for-profit, voluntary citizens’ group, which is organized on a local, national or international level to address issues in support of the public good. Task-oriented and made up of people with common interests, performing a variety of services and humanitarian functions, bring citizens’ concerns to governments, monitor policy and programme implementation, and encourage participation of civil society stakeholders at the community level”⁴⁰.

Policy dialogue is the process of mutual exploration, persuasion, negotiation and influence among policy stakeholders, advisors and decision makers. **Policy dialogue** is defined in Accra Agenda for Action (AAA 2008), as “open and inclusive dialogue on development policies”⁴¹. Thus, policy dialogue involves direct or indirect communication activities and seeks to develop consensus recommendations among all three sectors – public, private and non-profit – to streamline development policies. Accra Agenda further states that developing country governments will work more closely with parliaments and local authorities and also with civil society organizations (CSOs) in preparing, implementing and monitoring national development policies and plans⁴². Policy dialogue involves a wide range of activities such as: official forums and platforms, informal conversations and media campaigns, public hearings and research projects, advocacy and lobbying, etc.

Advocacy is a political process implying the coordinated effort of civil society structures to change policies, existing practices, distribution of power and resources, prejudicial ideas and values, discouraging or ignoring people’s problems as a whole or of a certain social category⁴³.

Local Public Administration – all local public authorities established, under the law, to promote the general interests of the residents of an administrative territorial unit.

Local Public Administration Authorities of Level I – public authorities, as a whole, that are established and activate on the territory of a village (commune), city (municipality) to promote the interests and solve the issues of the local communities.

Local Public Administration Authorities of Level II – public authorities, as a whole, that are established and activate on the territory of a district, of Chisinau municipality, of Balti municipality, of an autonomous territorial unit with special legal status, to promote the interests and solve the issues of the population of that administrative territorial unit.

⁴⁰ <http://www.ngo.bham.ac.uk/Definingfurther.htm>

⁴¹ Accra Agenda for Action (AAA, 2008), 13.

⁴² Ibidem, 13.a.

⁴³ Nicolae Rață, Advocacy și influențarea politicilor publice, FPDL