



MONITORING REPORT

**on Developments of level I and level II Local Governments
regarding their Openness to Citizens**

Viorel Pîrvan



OCTOBER 2018

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The report was developed within the project "Promoting transparency and financial sustainability of regional policies, state-owned enterprises and local authorities in Moldova". The initiative is being implemented by the Institute for Development and Social Initiatives (IDIS) "Viitorul", in partnership with the Institute for Economic and Social Reforms in Slovakia (INEKO), with the financial support of the Official Development Assistance of the Slovak Republic (SlovakAid). The initiative aims to increase the transparency, financial accountability and quality of regional policies, state-owned enterprises and local authorities in Moldova.



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SUMMARY

During the three-year monitoring period we have noted the developments of level I and level II Local Governments in terms of their openness to citizens. Hence, the overall mean of transparency increased by 4.95 percentage points for level I Local Governments and by 7.34 percentage points for level II Local Governments.

Although the overall mean for localities is 28.50% out of 100, while the overall mean for districts is 37.28%, most level I and level II Local Governments improved continuously the degree of transparency, managing to accumulate higher score and hold better positions in comparison with the previous years. Bălți Municipality shall be highlighted among positive examples as it holds the first place for two consecutive years, with an average of over 80% (A+), followed by Strășeni Municipality, which has shown the best progress in terms of scoring (+50.2 points) and ranking (+39 positions). For the district level we shall mention Strășeni District, which ranked the first for two consecutive years with an average over 78% in 2018 (A), while Cahul District showed the best upswing in 2018 (+46.6 points) and ranked the third (+26 positions).

The average value of each area of transparency evolved during the monitoring period, except for the Administration of Public Property, which showed a decline for localities and districts, and the Human Resources for districts, which preserved the ranking held in 2016.

There is a large number of level I and level II Local Governments that comply with the legislation on access to information. Amongst the localities, 55% responded to the Questionnaire prepared by IDIS “Viitorul”, 50% responded to the request sent out by a third natural person and only 28% did not respond at all (35% of them did not respond in 2017). As for the districts, the percentage is higher: 75% responded to the Questionnaire, 60% provided the information requested by the natural person and only 12.5% of districts did not respond at all, with the mention that in 2017 there were 6% that failed to comply with the Law on Access to Information.

Local Governments of level I and level II started to increasingly use their web pages to bring public information to the knowledge of citizens, including: notices about holding public meetings; draft decisions/dispositions prior to the planned meeting; video/audio records made during the meetings of Local/District Councils; decisions made by the Local/District Councils; reports on decision-making transparency; calls to participate in public procurement bidding events; the results of public procurement biddings; draft budgets; approved budgets; the number and name of candidates participating in the contests to fill vacant positions; the results of Protocols produced by candidate Selection Panel; financial reviews of municipal undertakings.

Although this requirement is not binding in the Republic of Moldova, three Local Governments of level I and one Local Government of level II published, in full or in part, the procurement contracts on their Website, being a good example for other localities and districts of the country to follow.

Two localities were identified in the last ranking to publish on their Website all assets and personal interests declarations of Mayors, Deputy Mayors and civil servants/public officials. None of the districts had published an Ethics Code for their employees in 2016; as for 2018, there are eight such Ethics Codes published on

the Websites. At the same time, the 2018 monitoring has ascertained the first example of developing and publishing Ethics Codes for local elected representatives on the Website.

Increased openness of Local Governments has been noticed during the monitoring period. Hence, the Local Governments publish information related to social community services needed for the vulnerable categories of citizens. Likewise, the District Public Authorities started to publish the number of recipients of social assistance and of aid provided during the cold period of the year and the amounts paid.

INTRODUCTION AND REPORT GOAL

Having relied on Slovak experience, the Institute for Development and Social Initiatives “Viitorul”, with the support provided by Slovak Institute for Economic and Social Reforms (INEKO), monitored the level I and level II Local Governments to **determine their activity transparency** during 2016 – 2018.

Hence, 32 districts, 38 towns (municipalities) and 12 largest villages (communes) of the country were monitored in 2016, and 32 districts, 40 towns (municipalities) and 20 largest villages (communes) of the country were monitored during 2017 and 2018.

The monitoring process was carried out on the basis of Sociology Questionnaires addressed to level I and level II Local Government Authorities, on the basis of a request to access public information, on the basis of evaluating the Websites of those authorities and on the basis of reviewing the sources of information available to the public.

Areas (Transparency Criteria)		Share in%
I	Access to Information	16
II	Participation in Decision-making	32
III	Public Procurement	12
IV	Administration of Public Property	7
V	Budgeting	12
VI	Human Resources	5
VII	Professional Ethics and Conflict of Interests	6
VIII	Social Services	4
IX	Investments, Municipal Undertakings and participation in Commercial Companies	6

The locality public authorities were assessed and assigned to nine areas (criteria of transparency), comprising 53 indicators. The areas subject to assessment covered the competences/duties and obligations legally assigned to the locality public authorities, as well as the areas considered as important for good governance, which, as per the international standards, belong to public information.

The results are based on the publicly available data, which are easy to measure and verify. The maximum score a locality could gain, all areas inclusive, was equal to **100 points (%)**.

Following the monitoring, **the rankings of most transparent localities** of the Republic of Moldova was determined and presented to the public during 2016 – 2018. These rankings are available on the Website at: www.localtransparency.viitorul.org.

The overall ranking of a Local Government varies from 0% (the lowest) to 100% (the highest). For a more rapid comparison, the authorities of localities were classified according to a progressive scale (from F to A+).

Likewise, **recommendations aimed to improve transparency** of Local Governments' activity for each transparency indicator subject to review were posted on the Website.

The outcomes of this Report show the **progress and developments** of level I and level II Local Governments in terms of their **openness to citizens**.

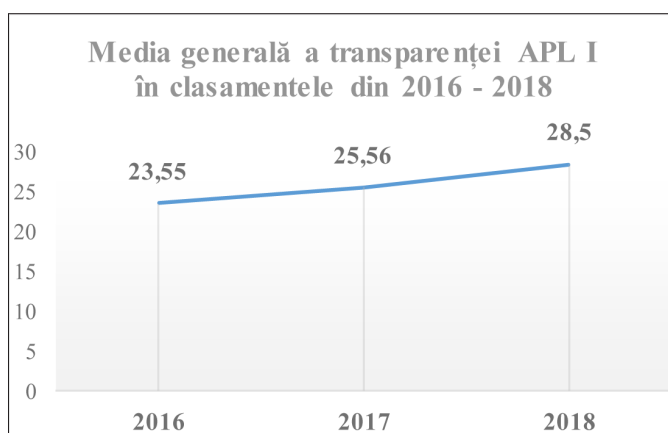
Classes	%
A+	80-100
A	75-79
A-	70-74
B+	65-69
B	60-64
B-	55-59
C+	50-54
C	45-49
C-	40-44
D+	35-39
D	30-34
D-	25-29
E+	20-24
E	15-19
E-	10-14
F	0-9

I. TRANSPARENCY DEVELOPMENTS IN LEVEL I LOCAL GOVERNMENTS

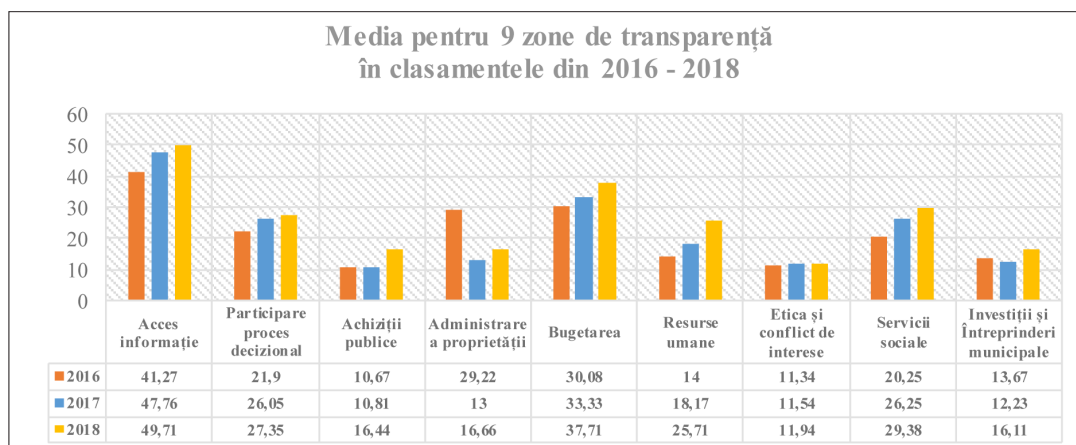
1. Background Information

Over the three-year monitoring period we notice an **increase in the transparency overall mean** of level I Local Governments by **4.95 percentage points**. If in 2016 the ranking overall mean was equal to 23.55%, then it reached 28.50% in 2018.

Although the annual overall mean represents only ¼ of the maximum number of points that can be accumulated, there is some noticeable progress at the level of localities. In the 2016 ranking only two Local Governments managed to obtain a score slightly over 50% (C+) out of 100%, two localities obtained a score slightly over 50% in the 2017 ranking, of which one locality accumulated 80% out of 100%, and we have ten Local Governments in the 2018 ranking that obtained an overall score exceeding 50%, of which three managed to obtain over 60% and one – over 80% (A+).



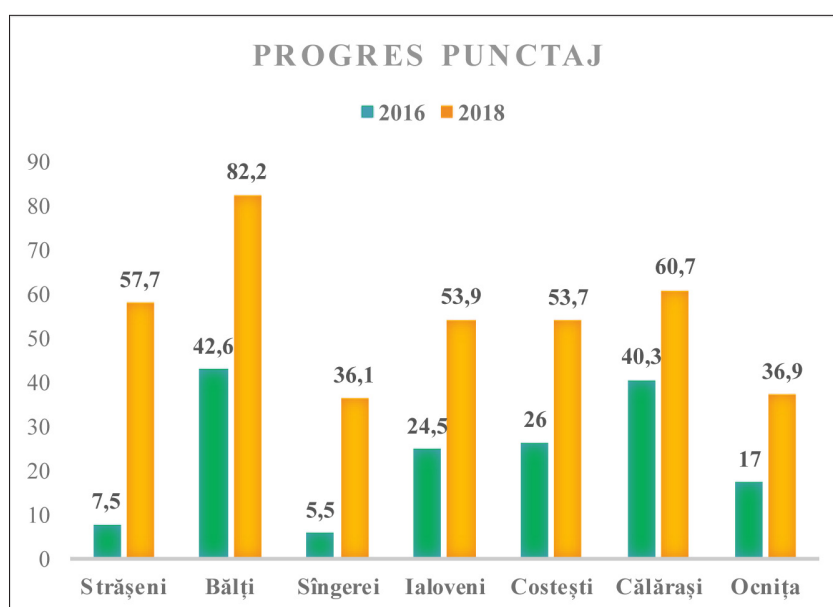
Regarding the mean value for each area of transparency, we notice a percentage increase in eight areas, namely: Access to Information (+ 8.44%), Participation in Decision-making (+ 5.45%), Public Procurement (+ 5.77%), Budgeting (+ 7.63%), Human Resources (+ 11.71%), Professional Ethics and Conflict of Interests (+ 0.6%), Social Services (+ 9.13%), Investments, Municipal Undertakings and Participation in Commercial Companies (+ 2.44%). We should mention the only decline in the area of Administration of Public Property (-12.56%). This negative development was affected by the changes and improvements brought to the Methodology of monitoring and scoring the transparency indicators in the area of Administration of Public Property, carried out in the 2017 ranking. The 2018 ranking shows already an increase relative to 2017 (+ 3.66%).



Most level I Local Public Authorities (LPAs) improved continuously the level of transparency, and such fact led to their advancement in transparency ranking and excelling the positions held in the previous year rankings. There are changes also in the ranking of top three Local Governments during 2016 – 2018. While Cimișlia and Cahul have held permanently the top positions in the ranking, Bălți Municipality was the leader in the 2017 and 2018 rankings, although it was not there in the 2016 ranking.



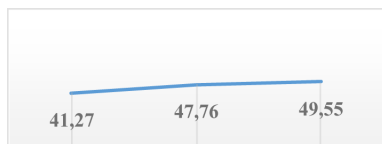
The progress attained by a number of localities is proved by their score obtained in 2018 in comparison with the 2016 ranking. The largest difference and, respectively, the greatest advancement in the ranking belong to Strășeni Municipality (+ 50.2 points). Other localities can be also mentioned to this end, namely: Bălți (+ 39.6 p), Sîngerei (+ 30.6 p), Ialoveni (+ 29.4 p), Costești (+ 27.7 p), Călărași (+ 20.4 p), and Ocnița (+ 19.9 p).



Likewise, during 2016 – 2018, a number of Local Government went up many positions in the transparency ranking. Strășeni Municipality advanced furthest in the ranking (+ 39 positions), followed by Sîngerei, Cărpineni, Ialoveni, Ocnița, Trușeni, and Costești.

Locality	2016	2018	Advancement, positions
Strășeni	44	5	+ 39
Sîngerei	45	20	+ 25
Cărpineni	48	28	+ 20
Ialoveni	23	7	+ 16
Ocnița	31	17	+ 14
Trușeni	37	23	+ 14
Costești	19	8	+ 11

2. Access to Information (+ 8.44%)

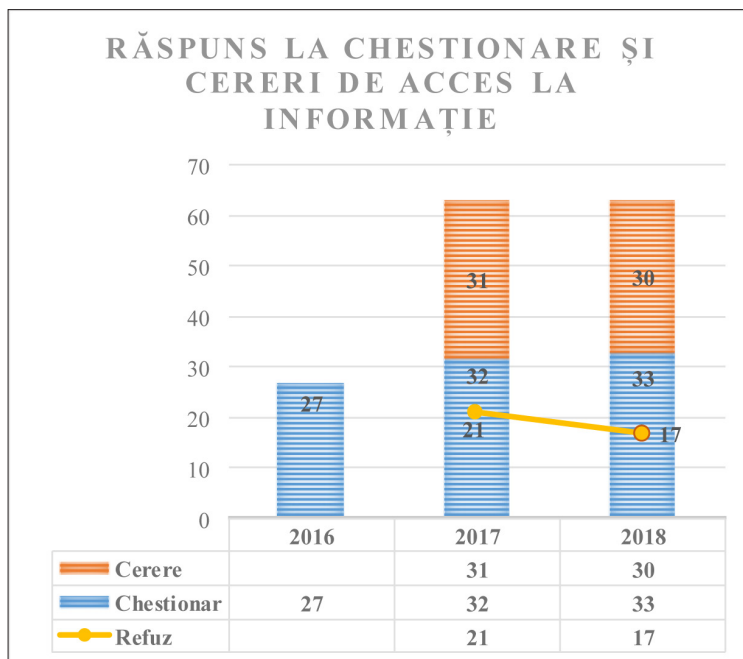


In the process of monitoring the local governance transparency, special attention was given to the extent to which Local Governments complied with the legislation on access to information.

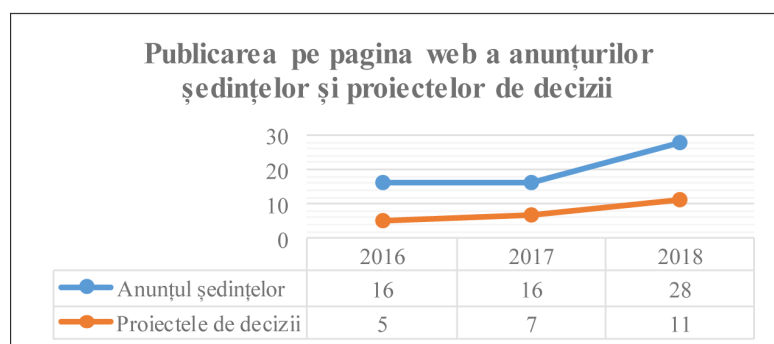
To this end, IDIS "Viitorul" sent out the Questionnaires to the localities subject to monitoring and asked them to provide a variety of public information. The Local Governments concerned filled in and returned 27 Questionnaires in 2016, 32 Questionnaires in 2017, and 33 Questionnaires in 2018.

At the same time, starting with 2017, upon the initiative of IDIS "Viitorul", a third natural person sent out requests to Local Governments (LGs), by which he/she demanded certain public information. In this way, compliance of LGs with the obligation to respond to requests on access to public information was checked. There were 31 LGs, which provided the requested information in 2017, and 30 LGs in 2018.

We noticed a decline in the number of localities that responded neither to the Questionnaire nor to the request on access to public information. Hence, there were 21 localities, which failed to provide the requested public information/to comply with the provisions of the Law on Access to Information in 2017, and 17 Local Governments in 2018.



The LGs started to increasingly use the Websites to make the citizens aware about public meetings to be conducted (at least three days prior to conducting the meeting/hearing). The 2016 monitoring showed that such notices were posted on the Web Portal by 16 localities, another 16 localities did that in 2017, while in 2018 we find that already 28 Local Governments use the Website to post such notices.



supporting materials prior to conducting the public authority meeting is on increase. Hence, there were only five such LPAs in 2016, seven LPAs – in 2017 and 11 LPAs in 2018.

Best Practices: Costești, Strășeni, and Ungheni posted on their official Website the names and political affiliation of local Councillors and their contact data (phone number), other useful information (the main job). Not all localities disclose such information on their Website, arguing that this is personal data.



The screenshot shows the website of the Strășeni Local Council (Primăria orașului Strășeni). It features a navigation bar with links to 'PRIMĂRIA', 'CONSILIUL LOCAL', 'PRESA', 'CETĂȚENI ȘI BUSINESS', 'TRANSPARENȚA DECIZIONALĂ', and 'CONTACTE'. Below the navigation bar, there is a section titled 'Consilieri' (Councillors) which displays a table of councillor information.

Nr. d/o	Numele, prenumele	Data nașterii	Domiciliu	Studii	Specialitatea	Locul de muncă	Numărul de contact	Apartenința politică
1.	Cazac Eugeniu	02.07.1987	P. Rancu, 23	Superioare	Drept	Exec. Judec. Bîrsan Al	069131227	PPEM
2.	Ceban Rodion	06.05.1987	Ștefan cel Mare, 26/37	Superioare	Admin. Publică	Direcția Statistică	069004029	PPEM
3.	Tănase Tatiana	27.11.1979	A. Russo, 3	Superioare	Medic Pediatru	Centru Sănătate	068800101	PPPM

Figure 1: Strășeni Local Councillors' contact data posted on the Web page.

The LPAs of Cahul (2016), Bălți (2017) and Cimișlia (2018) are the best examples of compliance with access to information.

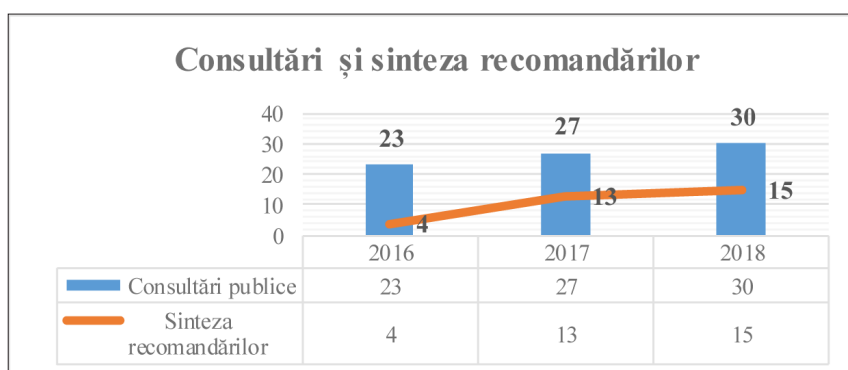


3. Participation in Decision-making (+ 5.45%)



The monitoring of Local Governments identified the extent to which they complied with transparency criteria in the process of developing, passing and publishing the regulatory documents, as well as citizens' involvement in that process.

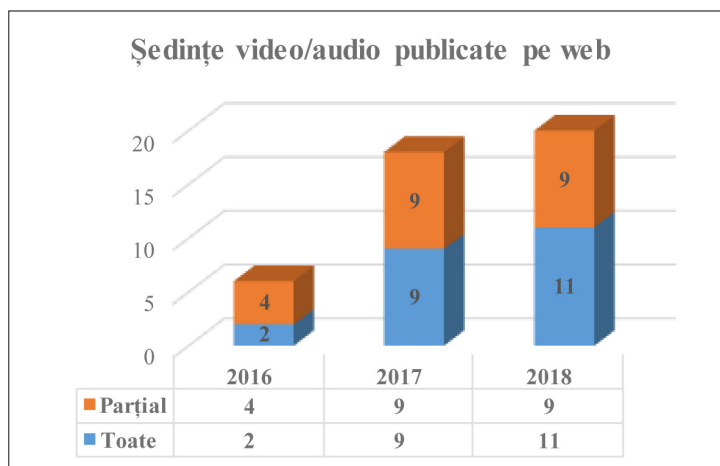
The review conducted in 2016 showed that 23 localities organised in 2015 public consultations on the draft decisions/dispositions, in some limited situations. The 2017 monitoring identified that 27 LPAs consulted their citizens in part, while the 2018 review revealed a slight increase, as already 30 localities organised public consultations on some draft decisions/dispositions.



The LPAs prefer to make the population aware of public consultations held by posting notices on the billboards, and only few localities use the Website.

The number of summarised recommendations received following the organisation of public consultations is on increase, i.e. from four to 15 in 2018. The review performed in 2016 showed that none of the LGs used the Website to publish those summaries, although in 2018 there are two localities that published such summaries on their Websites.

Over the monitoring, the number of localities that made video/audio records of their Local Council meetings was on increase. They stored the video/audio records in the Web Archive (locality site and/or on youtube.com). In 2016, there were six LGs that posted their video/audio records on the Website (two in full, and four in part), 18 Local Governments did that in 2017 (nine in full, and nine in part), and 20 localities (11 in full, and nine in part) posted their video/audio records in 2018.



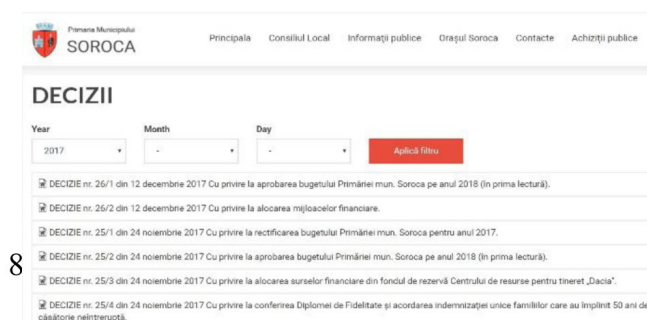
Regarding the publication of Local Council decisions, we shall mention a high degree of compliance with this obligation by the LPAs on a yearly basis. The monitoring results show that 31 localities informed the public about the adopted decisions in 2016 (14 in full and 17 in part), 34 localities did that in 2017 (21 in full and 13 in part), while in 2018, there is a slight decline in the number of localities (28), which informed the public about the adopted decisions (20 in full and eight in part).

Although many LPAs fail to prepare and make public their reports on transparency in decision-making, the number of localities complying with this legal requirement is on increase. The 2016 monitoring revealed that only one Local Government posted its Transparency Report on the web page, in 2017 there were three localities that did that, and five localities in 2018.

Best Practices: Amongst the localities that posted publicly the video/audio records made during the Local Council meetings we shall mention Ialoveni Town, which published all video/audio records on its Website, and Strășeni Municipality that posted all video/audio records on its www.youtube.com channel. Moreover, only Soroca Town has several browsers on its Website to search for public documents, including the decisions adopted by the Local Council.



Picture 2: Video/audio records of meetings on the Website, Ialoveni.



Picture 3: Web Browser to search for decisions, Soroca.

The best examples of participation in decision-making are the LPAs of Orhei (2016) and Bălți (2017 and 2018).



4. Public Procurement (+ 5.77%)



The monitoring of transparency in public procurement covered all public procurement stages, considering if the LGs made public the public procurement calls, the public procurement outcomes, including the procurement contracts, as well as the monitoring reports on contract implementation.

There were 19 localities in 2016, which made public the public procurement calls (two in full on the Website, and 17 in part or in other ways), in 2017, we had already 26 localities (3 in full on the Website, and 23 in part or in other ways), while in 2018, 29 localities made public the public procurement calls (five in full on the Website, and 24 in part or in other ways).



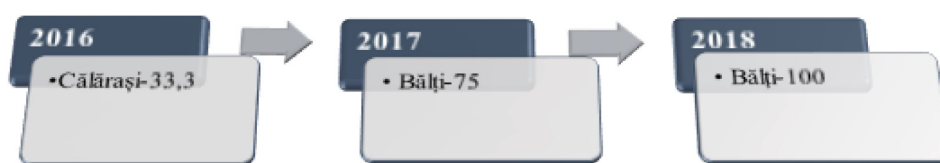
The number of LGs that made public the public procurement results increased, including those Local Governments that published such results on their Websites. In 2016 there were 15 localities that made public the public procurement results (one in full on the Website, and 14 in part or in other ways), in 2017 – 14 localities (two in full on the Website, and 12 in part or in other ways), while in 2018 – 22 localities (five in full on the Website, while 17 in part or in other ways).

Best Practices: although this provision is not binding in the Republic of Moldova, some Local Governments publish, in full or in part, the procurement contracts on their Website. The 2016 monitoring results revealed no such example, in 2017 – only Bălți Municipality, and in 2018 – Bălți Municipality, Costești Village and Varnița Village.



Figure 4: Public Procurement Contracts on Costesti Web page.

The best examples in the area of public procurement are the LPAs of Călărași (2016) and Bălți (2017 and 2018).



5. Administration of Public Property (-12.56%)

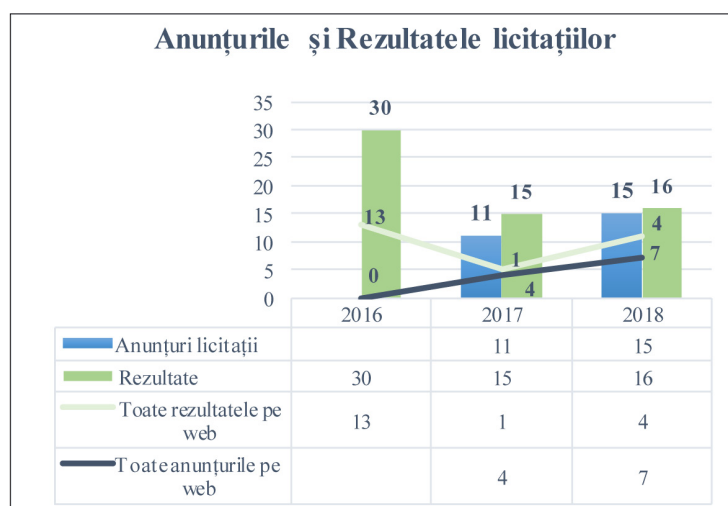


The monitoring covered the stages of publishing the calls for actions on sale/lease/rental of assets owned by the administrative-territorial units on the Website by LGs and the outcomes of those public auctions.

Notices on public auctions were subject to monitoring as of 2017. Hence, as per the 2017 ranking, we identified 11 localities that published such notices on the Website (four in full and seven in part). The 2018 ranking identified 15 localities publishing such notices on the Website (seven in full and eight in part).

As for the auction outcomes and making them public, a regression occurred due to the adjustments brought to the Methodology of monitoring and scoring. If in the 2016 ranking we had 30 localities, then in 2017 we had 15 localities, and in 2018 – 16 localities.

Best Practices: Bălți Municipality published on the Website the outcomes of public auctions, having stated the immovable property, its address and use, area, initial price and sales price, the number of the Local Council decision taken with respect to the public auction outcome.



PRIMĂRIA MUNICIPIULUI BĂLȚI

CONSILIUL PRIMĂRIA TRANSPARENTA CONSULTĂRI PUBLICE SERVICII PUBLICE INVESTIȚII ARHITECTURA RELĂȚII CU PUBLICUL

Informația privind rezultatele vânzării la licitația funciară „cu strigare” din 08.11.2017

Data: 06 dec. 2017 / Comentariu: 0

Nr.	Nr. lotul	Adresa	Nr. cadastral	destinația lotului de teren	supr.	preț. inițial	preț de vânzare (lei)	DCM
1	R 17/13	str. Decembal colț str. L. Franco	0300201.1032	Teren pentru construcții	0,0985	500 000,00	550 000,00	14/18 din 22.12.2016
2	R 17/17	str. Nekrasov, 80	0300308.185	Teren pentru construcții, 1/2 pârți din 536 m.p. (268 m.p.)	0,0268	55 000,00	62 000,00	9/21 din 28.09.2017
3	R 17/18	str. Caragiale (reg. canal localitate nr. 15)	0300108.373	Teren pentru construcții	0,0503	90 000,00	105 000,00	9/21 din 28.09.2017
4	R 17/19	str. P.Boju (reg. canal localitate nr. 83)	0300210.422	Teren pentru construcții	0,0024	8 000,00	20 000,00	9/21 din 28.09.2017

Picture 5: Outcomes of public auctions, Balti.

Anexa Nr.1
la decizia Consiliului
ordănesc Leova
2.22 din 26.02.2017

LISTA
familiilor nou-formate care au dreptul de a primi lot de teren
pentru construcția casei de locuit

la situația 01.01.2017

Nr. d/o	N.P.P. solicitantului	data depunerii cererii	Inregistrarea căsătoriei	evidență în or. Leova	domiciliu la data depunerii cererii
1	Oblomcov Vitalie	11.02.08	26.02.05	27.06.95	str.B.Glavan, 18
2	Eremia Tatiana	22.07.08	12.01.08	31.07.02	str.Unirii, 90
3	Pasteia Adrian	20.08.08	19.07.08	21.01.98	str.Cimpilor, 63
4	Gurmeza Sergiu	26.09.08	04.05.07	29.08.00	str.Marinescu, 2/19
5	Cerneș Dumitru	18.11.08	14.06.08	21.07.00	str.Tighiceanului, 131
6	Buga Ion	24.11.08	30.09.08	23.08.01	str.M.Eminescu, 105

Figure 6: Name of people in the waiting list to be assigned land plots in Leova.

Bălți Municipality, Leova Town and Sîngera Town published on the Website the name of people in the waiting list to improve their living conditions / be assigned land plots to build individual dwellings – an indicator that enhances transparency in the administration of public property.

The best examples in terms of transparency in administering public property are the LPAs of Făleşti (2016), and Bălți (2017 and 2018).

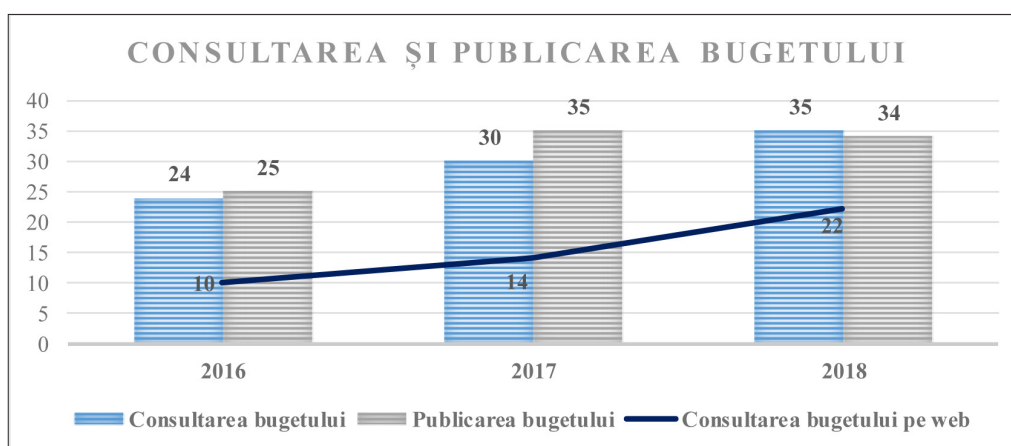


6. Budgeting (+ 7.63%)



The monitoring covered all stages of budget planning and implementing, reviewing the degree of Local Government openness and the extent to which it grants the possibility to the public to get involved in planning the locality budget, as well as to make public the adopted budget and the information on the use of public money.

The monitoring of Local Governments shows that the budget process is becoming more open and participatory, as the draft budget is brought to the knowledge of people, using to this end the Website, and making it subject to public consultations. The 2016 review identified 24 localities that complied with those legal requirements, 30 localities in 2017, and 35 localities in 2018.



The number of administrative-territorial units that published their budget on the Website increased. Hence, in 2016, 25 Local Governments published their budget on the Website; 35 Local Governments did so in 2017, while in 2018 34 localities published their budget on the Website.

Best Practices: Costești Village Administration developed and used fliers describing briefly the basic components of the draft budget and explaining to its citizens and economic operators how public money would be accumulated and spent, having stated the time and venue where public hearings on the draft local budget would be held.

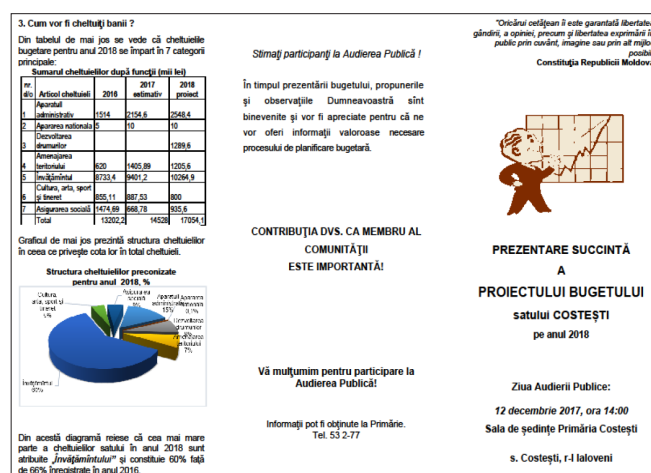
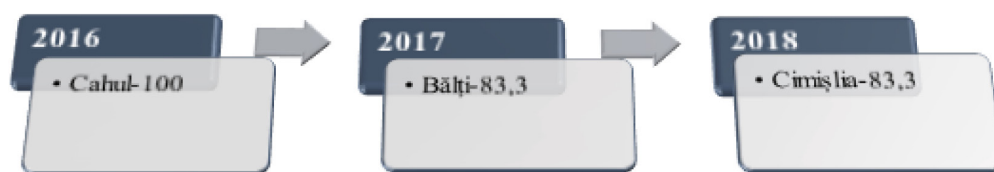


Figure 7: Flyer about Costești budget

The best examples of transparency in developing and implementing the budget are the LPAs of Cahul (2016), Bălți (2017) and Cimișlia (2018).

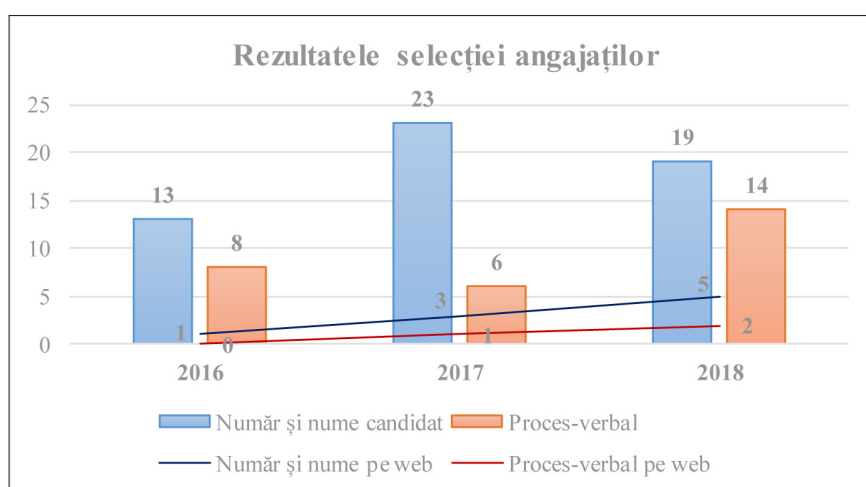


7. Human Resources (+ 11.71%)



The monitoring of this area was focused mainly on the extent to which Local Governments ensure public access to all information related to the selection and employment of people in public service, which shall be competition-based and transparent.

Over the monitoring period, we have noticed certain progress in terms of communicating the number and names of candidates who participated in the contest to fill vacant positions. To this end, billboards were used more frequently than Websites of public authorities. Following the review performed in 2016, we identified 13 Local Governments disclosing such information, out of which only one LPA published full information on the Website. In 2017 we identified 23 localities, of which only three LPAs published full information on the Website. In 2018 there were 19 Local Governments that disclosed such information (of which only five LPAs published full information on the Website), with the mention that five localities failed to conduct competition-based employment.



At the same time, we have noticed that more LPAs disclose the protocols produced by the Panels selecting the candidates to fill vacant positions, including the evaluation made by the Panel and the candidates' ranking, although, per general, the openness of such data remains limited. There were eight examples identified in 2016 and 14 examples in 2018, with the mention that the LGs did not use the Website to communicate those protocols (2016), while during the 2018 monitoring we revealed two localities that used the Website to communicate such information.

Best Practices: Bălți Municipality and Călărași Town use the web page to communicate the results of protocols produced by Selection Panels of candidates to fill vacant positions, including the evaluation made by the Panel and the candidates' ranking.

PRIMĂRIA MUNICIPIULUI BĂLȚI				
CONSILIUL	PRIMĂRIA	TRANSPARENȚA	CONSULTĂRI PUBLICE	SERVICII PUBLICE
INVESTIȚII	ARHITECTURA	RE		
Rezultatele la interviu și nota finală la funcția publică temporară vacantă de specialist principal al Direcției economie, prognozare și administrare a veniturilor în cadrul DGFE				
Data 11 aug. 2017 / Comentariu 0				
Nr. d/o	Numele, prenumele	Nota finală obținută la interviu	Nota finală la concurs	Comentarii
1	Cuțușab Iana	8,06	7,53	A promovat concursul
2	Dubceac Liuba	6,56	6,28	A promovat concursul
3	Corcevala Inna	4,75	-	Nu a promovat concursul
4	Șepeli Natalia	4,5	-	Nu a promovat concursul

Picture 8: Results of employment contest, Balti.

The best examples of transparency in the selection and employment of people in public service are the LPAs of Chișinău (2016), and Bălți (2017 and 2018).



8. Professional Ethics and Conflict of Interests (+ 0.6%)

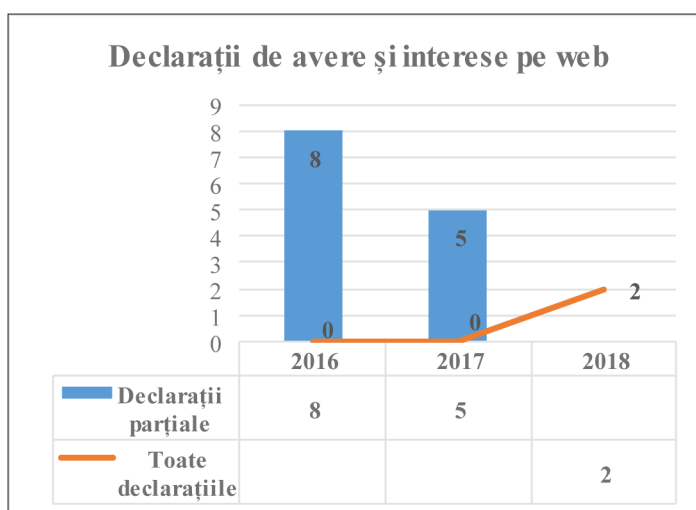


The LPAs were subject to verification if they developed, published and implemented certain documents and tools, which would ensure integrity, prevent conflicts of interests and corruption deeds, ensure ethical behaviour of officials and employees as per the ethic rules and standards.

Professional Ethics and Conflict of Interests is one of the areas that accumulated the lowest mean value over the three-year monitoring period, showing very slow developments.

In this context, we shall mention 21 LPAs subject to monitoring in 2016, which published the Mayor's CV on the Website, containing data on education background, work experience, previous affiliation with commercial companies and not-for-profit organisations. In 2017 there were 27 such Local Governments, and we have 24 such Local Governments in 2018. A number of LPAs publish incomplete data on the Mayor's CV.

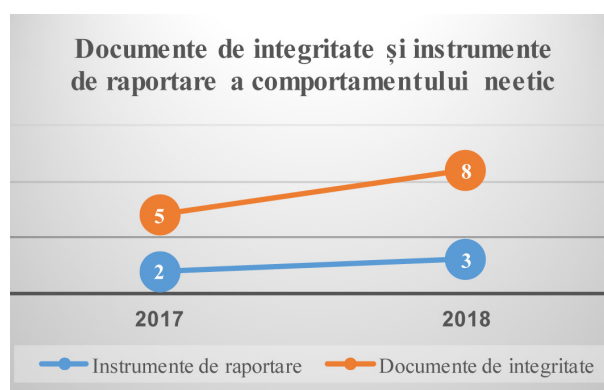
Although, as of the end of 2016, Mayors, Deputy Mayors and Civil Servants/Public Officials have no obligation to post their assets and personal interests declaration on the Local Government Website (according to the previous law, they were required to submit the declaration on income and assets/property), we consider appropriate to publish a scanned copy of the Statements submitted to the National Integrity Agency on the Website



(having complied with all exemptions covered by law), or showing the Web links to www.declaratii.cni.md displaying the corresponding statements. The publication of this information on the Website shall ensure public administration integrity, avoiding any existing or potential situations of incompatibility, conflicts of interests, other situations, while any citizen would be able to monitor and, where appropriate, notify either the public entity leadership or the National Integrity Agency.

The review performed over the three-year period shows that only few Local Governments published some statements on the Website, and two localities were identified only in the last ranking that published all declarations of Mayors, Deputy Mayors and Civil Servants/Public Officials on the Web.

Although some Local Governments claim they developed Codes of Ethics and posted them on the billboard, we shall mention that no Ethics Code for local elected representatives has been published on any locality official Website. Likewise, there is no Ethics Code for the LPA employees and for the employees of budget entities, public undertakings, as well as enterprises founded by the LPA or where the latter has the majority shareholding.



Following the monitoring of Websites, in 2017, we identified five documents on ensuring integrity within the LPA (plans, handbooks, strategies), eight such documents in 2018, as well as two tools for reporting misconducts in 2017 and three tools in 2018.

Best Practices: Cimișlia Town and Cahul Municipality publish on the Website all assets and personal interests declarations of locality Mayors, Deputy Mayors and Civil Servants/Public Officials.



Figure 9: Declarations Cimișlia.

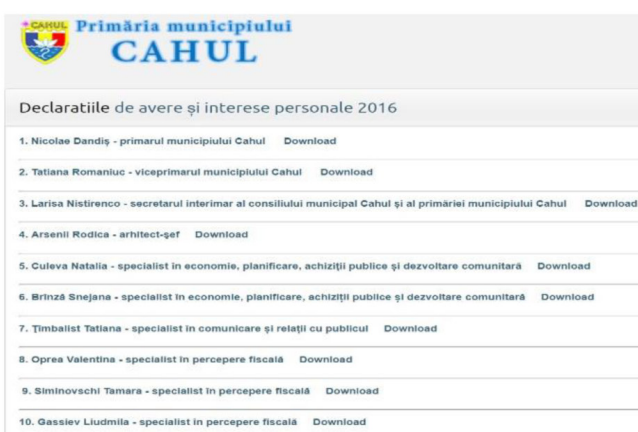
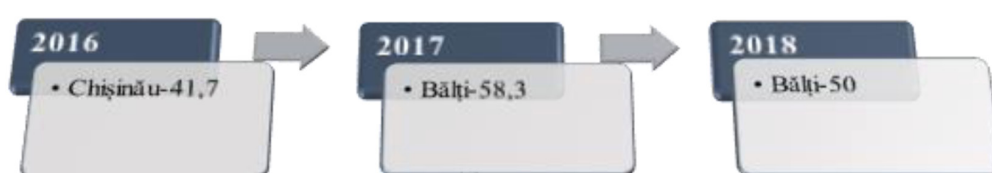
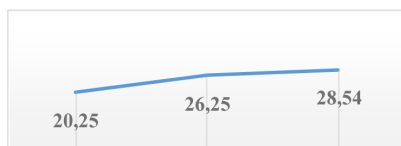


Figure 10: Declarations Cahul.

The best examples of professional ethics and managing the conflict of interests are the LPAs of Chișinău (2016), and Bălți (2017 and 2018).

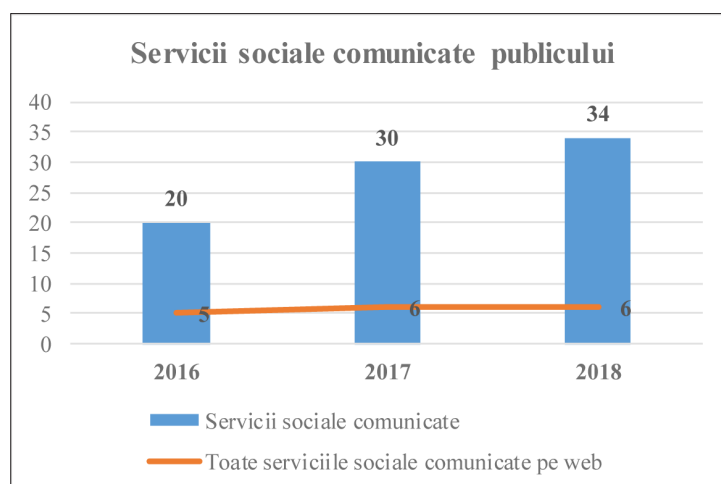


9. Social Services (+ 9.13%)



The monitoring of social services focused on the disclosure of information on vulnerable people/families from the community regarding the existing types of social services in the administrative-territorial unit, the way of rendering them and granting access to potential recipients.

Over the monitoring we observed greater openness of Local Governments that published information related to community social services necessary for the vulnerable categories of citizens. The 2016 review revealed that 20 localities made the public aware about such information, having described the services and the way of rendering them to recipients. In 2017 we identified 30 such localities, while in 2018 we have 34 LPAs.

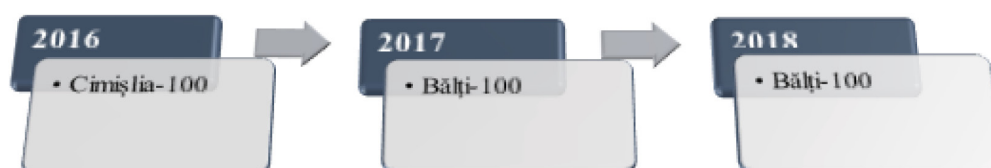


Best Practices: Cimișlia Town, Bălți Municipality, Pelinia Village, Măgdăcești and Zaim Communes published detailed information about the social services available in the locality, explained what they represented with reference to legal provisions, indicated who could be a recipient of those services, what conditions were set and what documents the recipients should provide, other useful information for the socially vulnerable people/families.

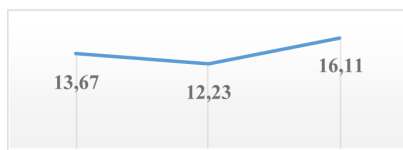
BENEFICIILOR SOCIALE ȘI AJUTOARE	
Ajutorul social	Ajutorul material
Ajutorul de șomaj	Puncte medicale locale
Pensionarea și ajutorul social	Ajutorul de deces

Picture 11: Social Services Cimișlia.

The best examples of transparency and access to information regarding the social services available for the population within the administrative-territorial units are the LPAs of Cimișlia (2016), and Bălți (2017 and 2018).

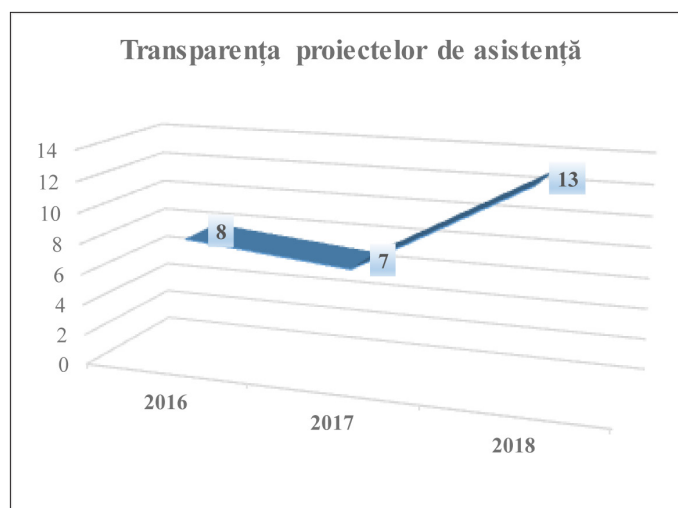


10. Investments, Municipal Undertakings and Participation in Commercial Companies (+ 2.44%)

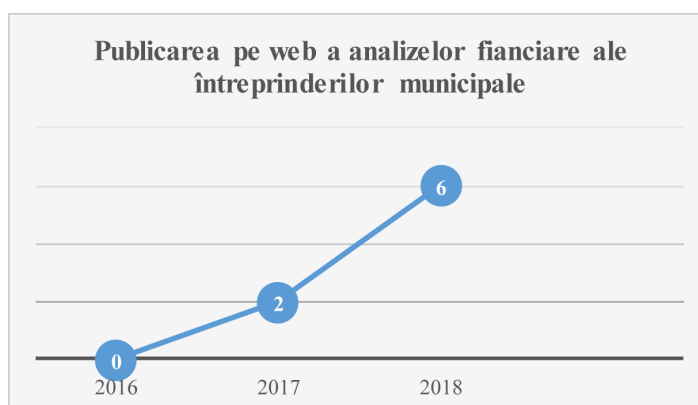


Over the three-year monitoring period, the transparency of activities has been reviewed, as well as the results achieved following the implementation of technical assistance projects, the LPAs being among recipients or implementers. Moreover, we monitored the LG openness to corporate administration of municipal undertakings and commercial companies with LG majority shareholding.

The performed review shows that few LPAs display the information on programmes and projects, including technical assistance programmes and projects, on the Website, stating the name, goals and basic targets, the main recipients and core programme implementers, the deadlines and expected results, the volume and funding sources. In 2016 we identified eight localities that published the information about all assistance projects on their Website, in 2017 – seven localities, and in 2018 – 13 localities. At the same time, a number of localities communicate in part some information about the activities carried out and the outcomes achieved following the implementation of assistance projects.



Likewise, the localities have low openness in terms of disclosing the information about the activity of municipal undertakings and commercial companies where they have majority shareholding. In 2016 some partial economic and financial information was identified, in 2017 there were two localities that published all annual financial reviews of the aforementioned entities, while in 2018 already six Local Governments have published all activity reports of municipal undertakings on the Website, including their annual financial reviews.



Best Practices: Cahul and Strășeni Municipalities published annual activity reports of municipal undertakings on their Website, including their reviews and economic and financial outcomes in the light of the core indicators (net profit, sales revenues and other indicators that take into account specific work conditions of the respective undertakings).



Picture 12: Reports of Municipal Undertakings, Cahul.



Picture 13: Reports of Municipal Undertakings, Straseneni.

The best examples of transparency on investment projects and activities carried out by municipal undertakings are the LPAs of Călărași (2016 and 2017) and Costești (2018).

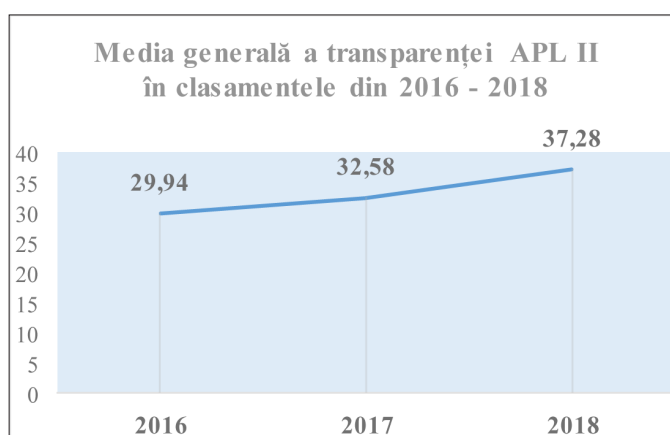


II. TRANSPARENCY DEVELOPMENTS IN LEVEL II LOCAL GOVERNMENTS

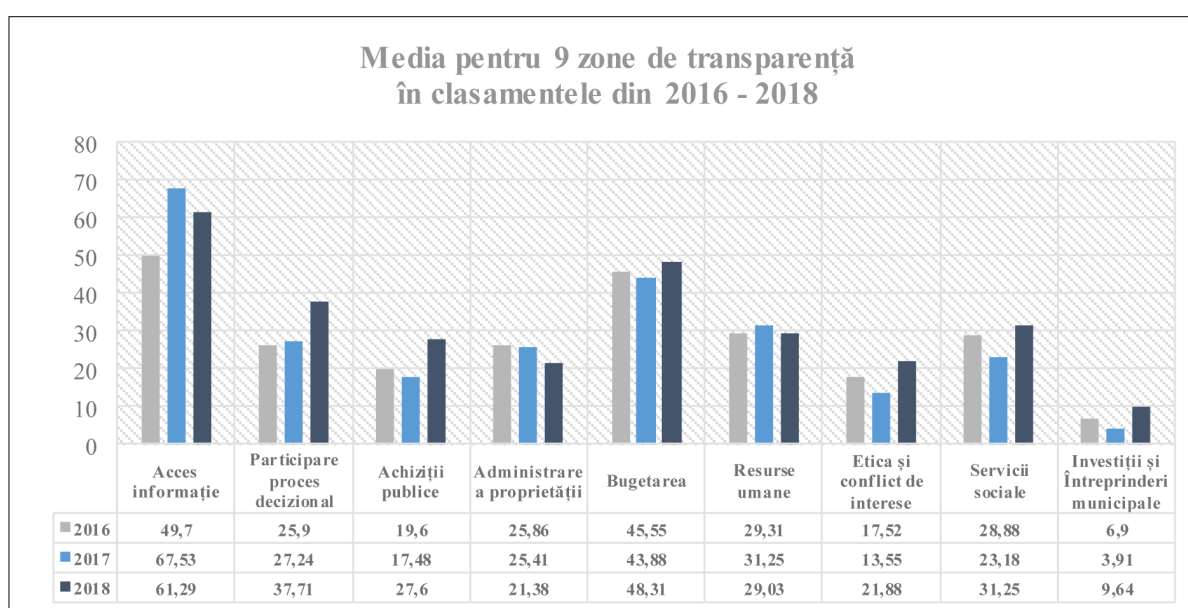
1. Background Information

Over the three-year monitoring period we have noticed a **7.34 percentage point increase in the overall transparency mean** of level II Local Governments. If in the 2016 ranking, the overall mean was 29.94%, then in the 2018 ranking the overall mean is 37.28%.

Although the annual overall mean represents circa 1/3 of the maximum points that can be accumulated, certain progress has been noticed at the level of districts. In the 2016 ranking only three District Public Authorities (DPAs) obtained slightly more than 50% out of 100%, while in the 2018 ranking there are six DPAs that obtained a total score higher than 50%, of which one DPA – over 60% and one DPA – over 70% (A).



Regarding the mean value for each area of transparency, we notice percentage increases in seven areas, namely: Access to Information (+ 11.59%), Participation in Decision-making (+ 11.89%), Public Procurement (+ 8%), Budgeting (+ 2.76%), Professional Ethics and Conflict of Interests (+ 4.36%), Social Services (+ 2.37%), Investments, Municipal Undertakings and Participation in Commercial Companies (+ 2.74%). There is a decline in the area of Administration of Public Property (- 0.28%).

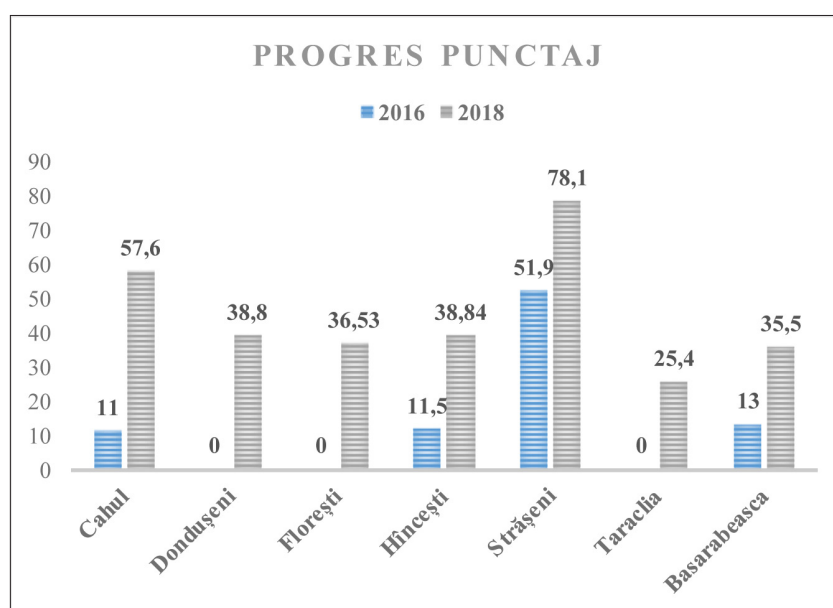


Most level II Local Public Authorities improved continuously the level of transparency, and this enabled them to move up in transparency ranking and hold a better position relative to the previous years. There are also changes in the top three District Public Authorities in the 2016 – 2018 rankings. While Strășeni, Fălești and Soroca were permanently leading the ranking, Cahul Municipality, without holding a leading position in the 2016 – 2017 ranking, was the third in the 2018 ranking.



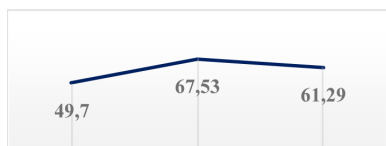
The progress achieved by a number of districts is proved by the score obtained in 2018 relative to the 2016 ranking. The largest difference and, respectively, the most significant jump in the ranking belongs to Cahul Municipality (+ 46.6 p). Other localities, such as Dondușeni (+ 38.8 p), Florești (+ 36.5 p), Hîncești (+ 27.3 p), Strășeni (+ 26.2 p), Taraclia (+ 25.4 p), Basarabasca (+ 22.5 p), can be also mentioned here.

Likewise, within the period of 2016 – 2018, a number of LGs advanced many positions in the district transparency rankings. Cahul District moved up furthest in the ranking (+ 26 positions), followed by Dondușeni, Hîncești, Florești, Cantemir, Criuleni, and Basarabasca.



District	2016	2018	Advancement, positions
Cahul	29	3	+ 26
Dondușeni	30	16	+ 14
Hîncești	28	15	+ 13
Florești	31	19	+ 12
Cantemir	20	13	+ 7
Criuleni	25	18	+ 7
Basarabasca	27	20	+ 7

2. Access to Information (+ 11.59%)

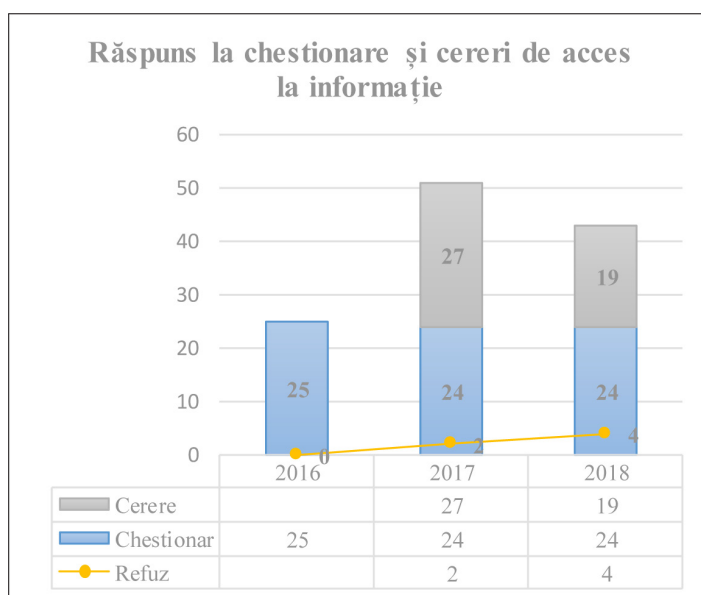


Access to Information, as a transparency area subject to three-year monitoring period, showed some developments relative to 2016; however, there is a decrease in 2018 in comparison with 2017.

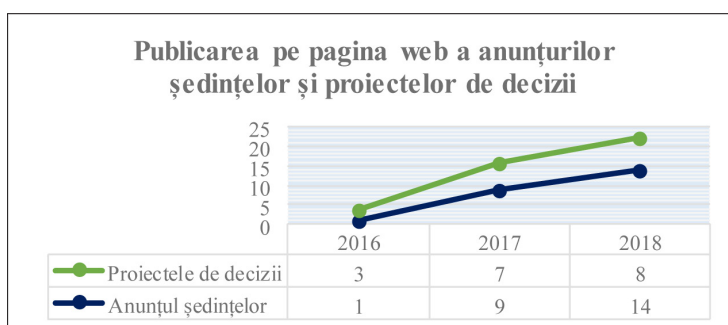
The decrease is noticeable in terms of compliance with the legislation on Access to Information by District Public Authorities. During 2016 – 2018, IDIS "Viitorul" sent out Questionnaires to the localities subject to monitoring, requiring some public information. Hence, in 2016, the District Public Authorities filled in and returned 25 Questionnaires, in 2017 – 24 Questionnaires, and in 2018 – 24 Questionnaires.

At the same time, starting with 2017, upon IDIS "Viitorul" initiative, a third natural person submitted requests to the District Public Authorities, by which he/she demanded certain public information. In this way we checked how the District Public Authorities complied with the obligation to provide responses to the requests of public information. In 2017, there were 27 DPAs that responded to the requests, while in 2018 – 19 District Public Authorities.

The number of districts that responded neither to Questionnaires nor to requests slightly increased. Thus, two DPAs failed to provide the requested information in 2017, and four DPAs failed to comply with the provisions of the Law on Access to Information in 2018.



The District Public Authorities started to increasingly use the Websites to make the citizens aware of public meetings to be conducted (at least ten business days prior to holding the meeting). The 2016 monitoring showed that all relevant notices were posted on the Web Portal by one District, in 2017 there were nine DPAs, while in 2018 – 14 District Public Authorities have used the Website to publish such notices. Many DPAs published just some notices on the Website or used other ways to this end, especially the billboards.



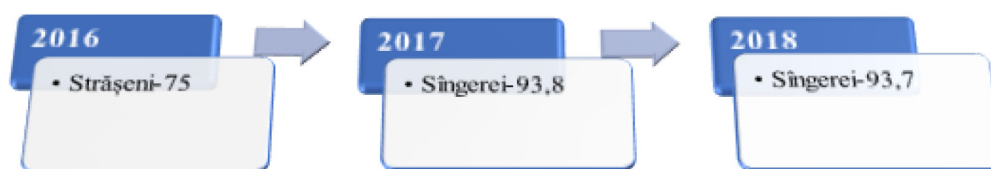
well as the supporting materials prior to the DPA meeting. In 2016 there were only three such DPAs, in 2017 – seven, and in 2018 – eight DPAs. A number of DPAs inform the public about such drafts partially via billboards.

Best Practices: Strășeni District published all draft decisions of the District Council on its Web, having offered enough time to stakeholders to review them. The deadline may vary from 20 to 30 days prior to the District Council planned meeting. At the same time, it is easy to search for and find draft decisions on the Website, as they are structured by the date of the planned District Council meeting.



Figure 1. Draft decisions published on the Web page, Strășeni.

The best examples of compliance with access to information are the DPAs of Strășeni (2016), and Sîngerei (2017 and 2018).

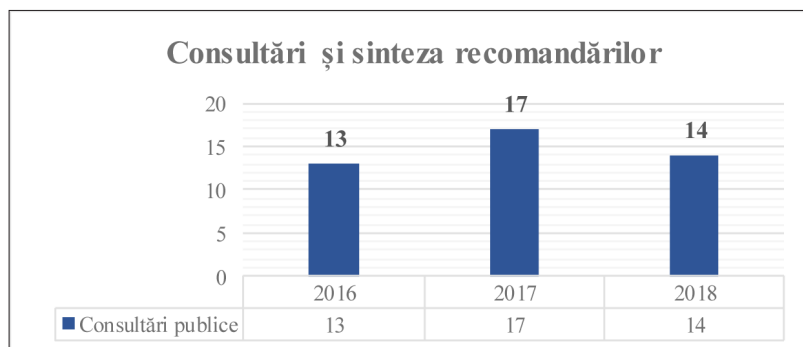


3. Participation in Decision-making (+ 11.89%)



The monitoring of Local Governments revealed increased compliance with transparency requirements in the process of developing, adopting and publishing the regulatory documents, as well as involving the citizens in this process.

The review conducted in 2016 showed that 13 districts organised public consultations for draft decisions/dispositions in 2015 for some limited situations. The 2017 monitoring stated that 17 DPAs consulted in part the citizens, while the 2018 review revealed a slight decrease, as 14 districts organised public consultations for some decisions/dispositions.

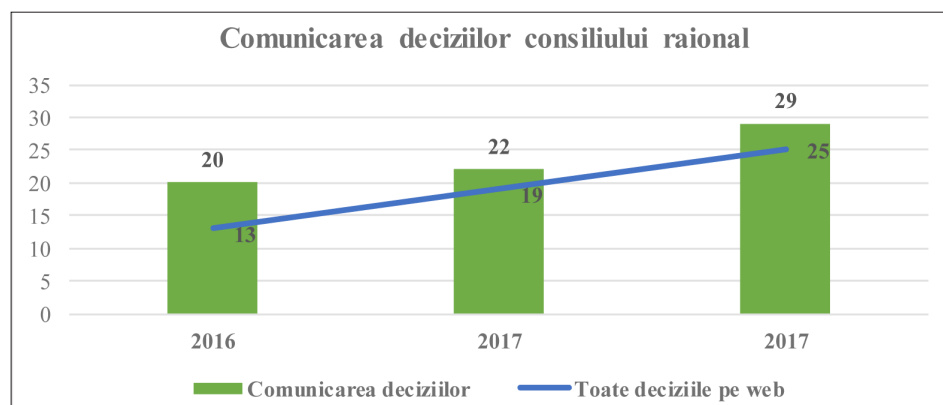


In organising public consultations the LGs prefer to inform the population by posting a notice on the billboard, and only few localities use the Website.

The number of DPAs that developed, approved and posted in-house rules for informing, consulting and involving citizens in decision-making and passing the decisions increased from five to seven in 2018.

The conducted review shows also an increase in the number of DPAs that make the public aware about the Transparency Reports on decision-making. Hence, the 2016 monitoring revealed that four districts posted their Transparency Report on their Website, eight districts did so in 2017, and also eight districts in 2018.

Few District Public Authorities made video/audio records of District Council meetings and stored them in the Web archive (on locality Website and/or on youtube.com portal). There was one DPA that published partially such video/audio records on the Web in 2016, another DPA did so in 2017, and three districts in 2018.



Regarding the publication of Local Council decisions, we shall mention an advanced degree of compliance with this obligation by DPAs on a yearly basis, with a visible improvement in the last ranking. The monitoring results showed that in 2016, 20 localities (13 in full and 17 in part) informed the public about the decisions adopted, in 2017 – 22 localities (19 in full and three in part), while in 2018 we notice 29 localities (25 in full and four in part), which informed the public about the decisions adopted.

Best Practices: amongst the DPAs that informed the public about the video/audio records made during the District Council meetings we should mention Făleşti District, which posted them on its Website.

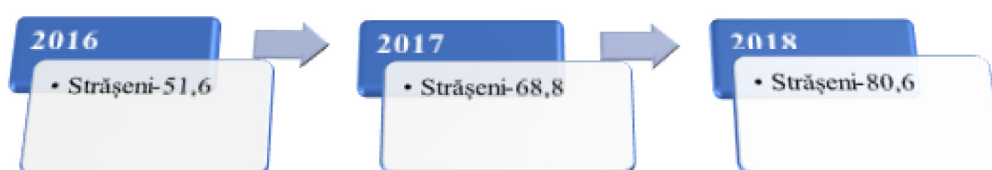
Sedința Consiliului raional Făleşti din 26.12.2017



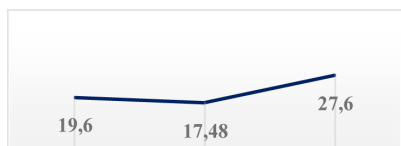
Detalii
Creat: 26 Decembrie 2017
Accesări: 210

Picture 2: Video/audio records of meetings posted on the Website, Falesti.

The best example of participation in the decision-making process is the Strășeni District (2016, 2017 and 2018).

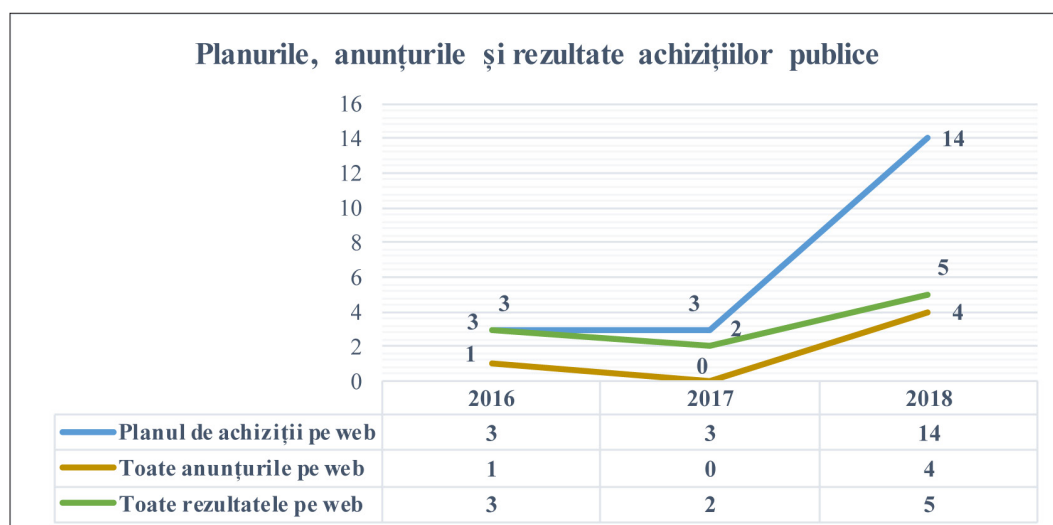


4. Public Procurement (+ 8%)



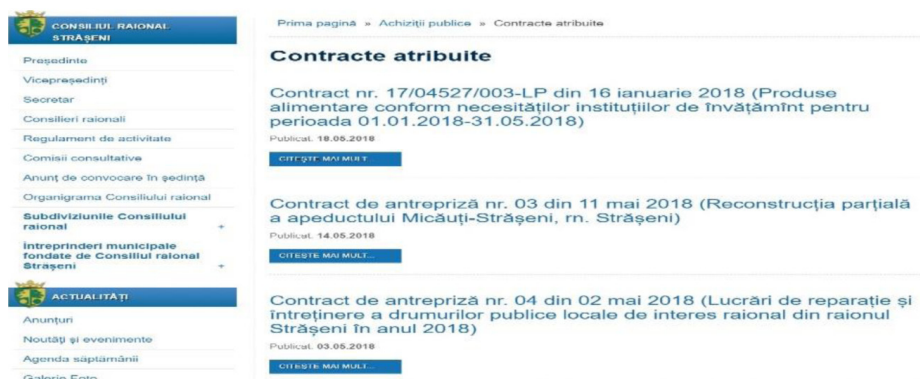
The monitoring of public procurement transparency identified some developments at the stage of public procurement planning as we have had 14 DPAs in 2018 that publish their procurement plans (notices on intentions) on the Website in comparison with the 2016 and 2017 monitoring when we identified only three districts that complied with that requirement.

In 2016 we found that three District Public Authorities disclosed the tender notices for public procurement (one DPA in full on the Website, and two in part or in other ways), in 2017 there were six such districts (in part or in other ways), while in 2018 we mention nine districts (four in full on the Website, while five in part or in other ways).



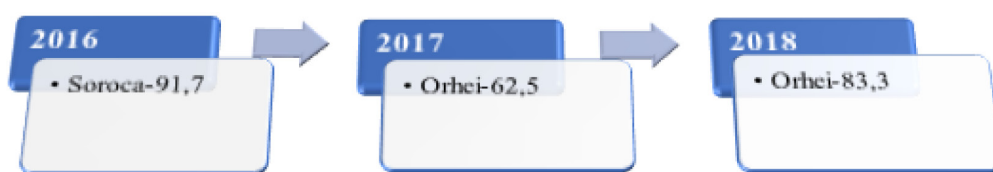
The number of LGs that make public all public procurement outcomes by posting them on their Websites slightly increased. However, more districts communicate in part such notices on their Website, using mainly other legal forms, which, in fact, do not ensure full access of citizens to such information. In 2016 we identified 19 districts that disclosed the procurement tender results (three in full on the Website, while 16 in part or in other ways), in 2017 – 17 districts (two in full on the Website, and 15 in part or in other ways), while in 2018 we stated 14 districts (five in full on the Website, while nine in part or in other ways).

Best Practices: although this is not a binding requirement in the Republic of Moldova, Strășeni District Authorities published the procurement contracts on the Website, being a good example for other country districts to follow.

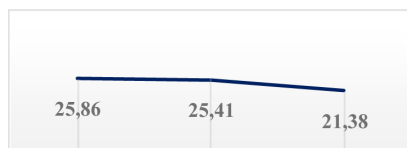


Picture 3: Public procurement contracts on the website, Strășeni.

The best examples in the area of public procurement are the DPAs of Soroca (2016) and Orhei (2017 and 2018).



5. Administration of Public Property (- 4.48%)

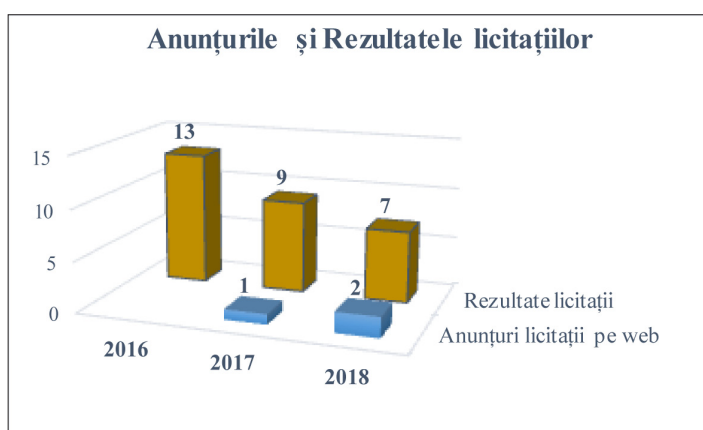


The three-year review highlights a regression in the Administration of Public Property. This is partially due to the adjustments brought to the Methodology of monitoring and scoring the transparency indicators in the area of Administration of Public Property as of 2017. Nonetheless, the DPAs shall make more endeavours to enhance transparency in the

Administration of Public Property.

The notices on conducting public auctions were subject to monitoring as of 2017, according to which only one DPA was identified to make public such notices on the Website. The 2018 ranking identified two districts that published such notices on their Website (one in full and one in part).

We identified some regression in terms of making public the auction results. Hence, if in the 2016 ranking we had 13 districts, then in 2017 we had nine, and in 2018 – seven districts.

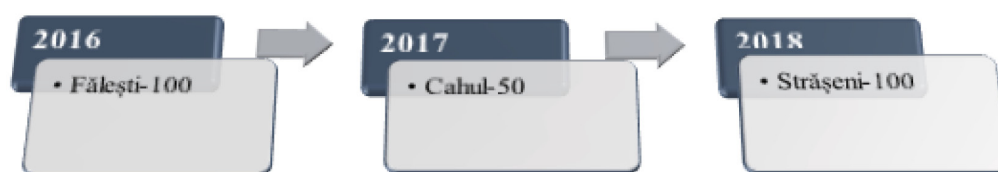


Best Practices: Strășeni District Authorities published the public auction results on the Website, having specified the immovable property, its address, area and sales price.



Picture 4: Public auction results, Strășeni.

The best examples of transparency in the area of Administration of Public Property are the DPAs of Fălești (2016), and Cahul (2017) and Strășeni (2018).



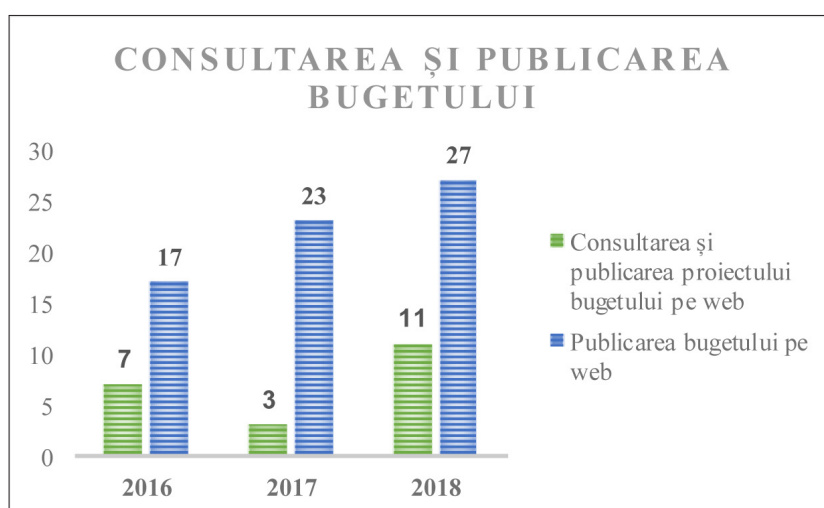
6. Budgeting (+ 2.76%)



The monitoring of Local Governments show that the budget process is becoming more open and participatory when we talk about using the Website to make public the draft budget, and subject it to public consultations.

The 2016 review found seven districts that used the Website for draft budget consultation and publication, three districts in 2017, and 11 districts in 2018, which used the Website to interact with citizens in the process of budget development.

A number of District Public Authorities mentioned they used other ways in this regard, especially billboards, to disclose the information covered by the draft budget. At the same time, some districts did not publish all data on the Website, posting some information about organising public hearings, without disclosing the draft budget or publishing just some excerpts from the draft budget with no description of budget components. The number of DPAs that used in part their Website or used the billboard is larger, as nine DPAs were identified in 2016, 18 DPAs in 2017 and seven DPAs in 2018.



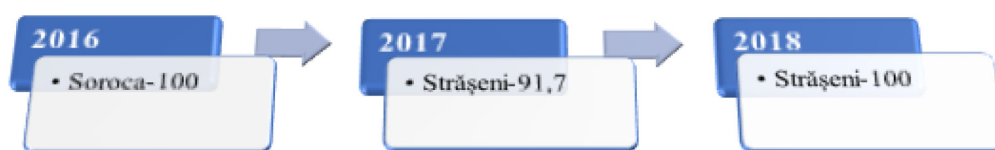
The number of administrative-territorial units that publish their locality budget on the Website increased. Hence, in 2016, 17 District Public Authorities published their budget on the Website, 23 DPAs in 2017, and 27 DPAs in 2018.

Best Practices: Glodeni District Authorities made video/audio records of the public hearing held to discuss the 2018 draft budget, having posted it on youtube.com to be accessed by any citizen interested to know the amount of revenues to be accumulated and the amount of expenditures to be incurred by the District Authorities.

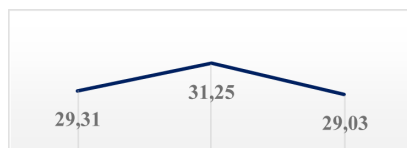


Picture 5: Video/audio recording of hearings on the budget, Glodeni.

The best examples of transparency in budget development and implementation are the DPAs of Soroca (2016) and Strășeni (2017 and 2018).



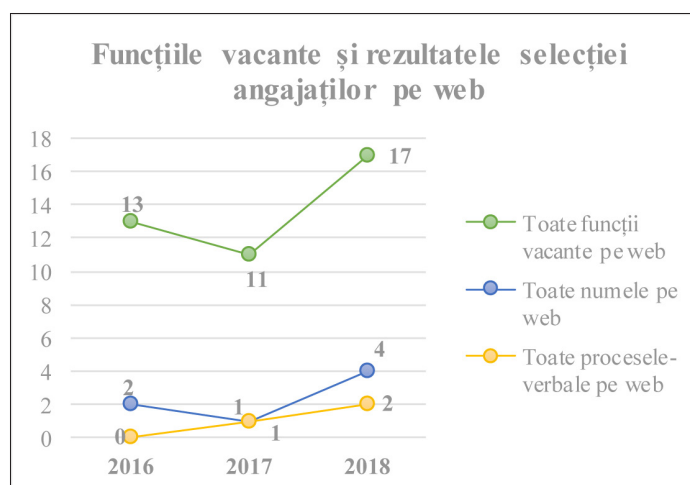
7. Human Resources (- 0.28%)



The monitoring of this area found some progress in this regard in 2017, followed by a fall in 2018, approximately to the level of 2016.

Amongst the positive outcomes we shall mention the more frequent publication on the Website of the information on vacancies existing in the public service, including the job descriptions and the qualification requirements set for the candidates to fill the vacancies. If in 2016 we identified 13 such District Public Authorities, then in 2018 we have 17 such DPAs.

Regarding the communication of the number of candidates who participated in the contest to fill the vacancies and their names, the Public Authorities used the billboards most frequently and Websites less frequently. Following the review conducted in 2016, we identified 19 District Public Authorities that revealed such information, of which only two published full information on the Website. In 2017 there were 17 District Public Authorities, of which only two published full information on the Website. In 2018 we identified 20 District Public Authorities (of which only four published full information on their Website).



At the same time, we have noticed an increasing number of DPAs that communicated the results of protocols produced by the Panels selecting the candidates to fill the vacancies, including the evaluation made by the Panel and the Applicants' ranking, although, per general, the openness level of some data remains low. We mention two examples identified in 2016 and four examples in 2018, with the mention that the LGs failed to use their Website to communicate those protocols in 2016, while the 2018 monitoring revealed just two localities using the Website to disclose such documents.

Best Practices: the Website of Sîngerei District Council holds all the information available for any person willing to know about the selection of candidates to fill a public service position. The information is displayed

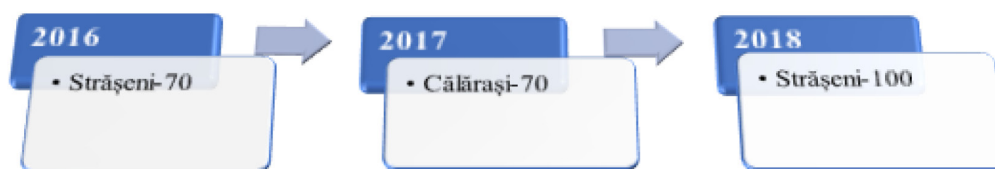
in a structured way, namely the vacancy, the deadline to submit the documents, the date of written test and its results, the date of interview and its results, the list of people who passed the tests.

Funcții vacante

Denumirea Instituției	Funcții vacante	Data limită de depunere a documentelor	Data probei scrise	Data interviului	Lista persoanelor care au promovat concursul
Întreprinderi Municipale					
Instituții Medico-Sanitare Publice	Șef IMSP "Centrul de Sănătate Bilicenii Vechi"	16 septembrie 2015	18 septembrie 2015 Ora: 10:00 Sala de Conferințe a Consiliului raional Admis	18 septembrie 2015 Ora: 10:00 Sala de Conferințe a Consiliului raional Admis	Promovat
Instituții Publice	Administrator al IP "Incubatorul de Afaceri Singerei"		03 octombrie 2017 Ora: 13:00 IP IA Singerei Sala de Conferințe et. III Admis		Promovat
	Administrator, Incubatorul de Afaceri (perioadă determinată, până la 28.06.2018)	10 septembrie 2015		14 septembrie 2015 Ora: 10:00 Sala de sedințe Incubatorului de Afaceri Singerei Admis	Promovat

Figure 6: Full information on employment, Singerei.

The best examples of transparency in selecting and employing public service officials are DPAs of Strășeni (2016 and 2018) and Călărași (2017).



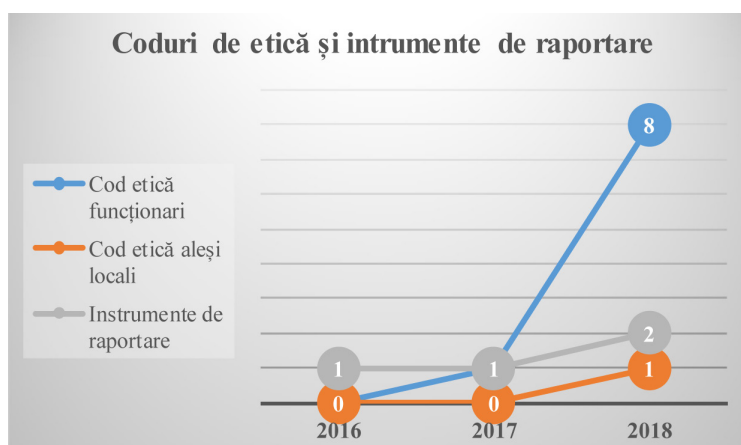
8. Professional Ethics and Conflict of Interests (+ 4.36%)



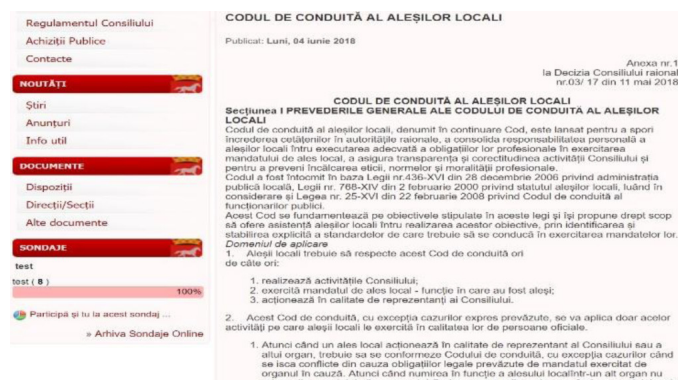
The monitoring results show more than one progress in the area of ethics and conflict of interests. If in 2016 none of the Districts managed to publish an Ethics Code for the DPA employees, then in 2018 we identified eight such Codes published on the Websites. At the same time, the 2016 and 2017 monitoring did not reveal any Ethics Code for

local elected representatives, although in 2018 Rîșcani District posted such a Code on its Website.

Following the 2018 monitoring of Websites we identified two District Public Authorities that made the public aware of the tools to report any misconduct, while in 2017, as well as in 2016 we identified just one such tool on the Website.

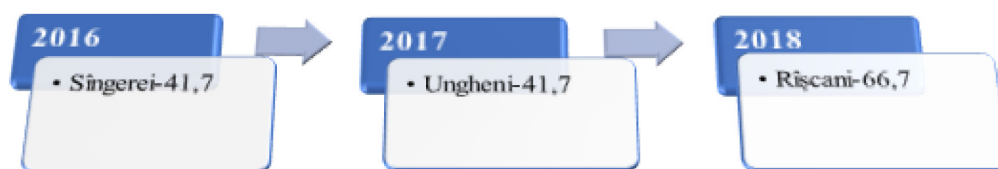


Best Practices: Rîșcani is the only District out of 32 Districts subject to monitoring that published the Ethics Code for local elected representatives on its Website. As for the Code itself, it was developed to enhance people's confidence in the District Authorities, to step up the accountability of elected politicians for proper performance of their professional duties, ensure transparency and correctness of District Council work and prevent any breaches of ethics, professional rules and morality.

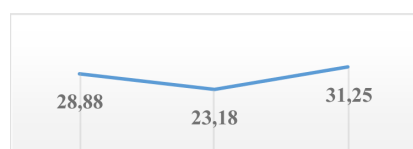


Picture 7: The Ethics Code for local politicians, Rîșcani.

The best examples of professional ethics and conflict of interest management are the DPAs of Sîngerei (2016), Ungheni (2017) and Rîșcani (2018).

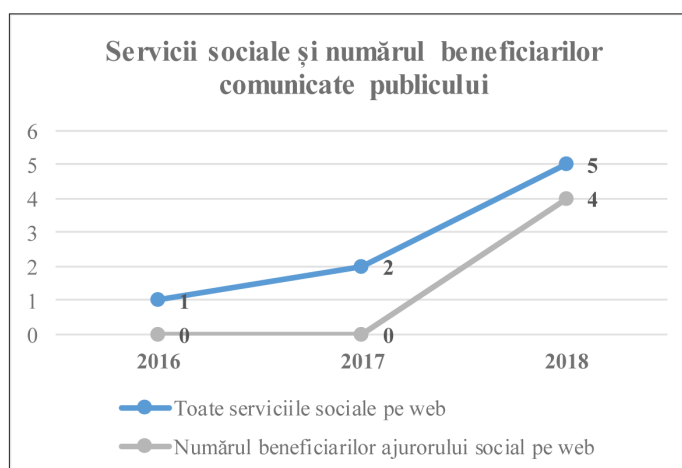


9. Social Services (+ 2.37%)



Following the monitoring we have noticed a positive trend in using the Website to make public the adopted social assistance programmes, information about the provided social services and the way of requesting such services by citizens. The number of DPAs that published such information on their Website increased from one DPA in 2016 to five in 2018. Nonetheless, more than one District Public Authorities continue using the billboard to make public the information about social services, while some of them started to publish partial or incomplete information on their Website.

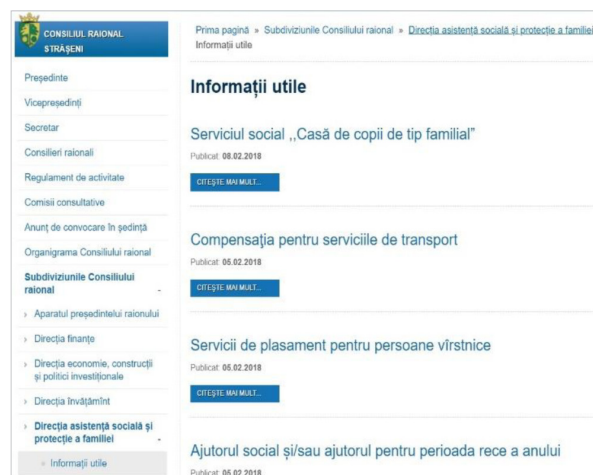
At the same time, we noticed that many DPAs started to display on their Website the data about the number of recipients of social support and aid during the cold period of the year, as well as the amounts paid. Following the review conducted in 2016, we identified 14 District Public Authorities that displayed partial or incomplete information either on their Website or on the billboard, but none of them published full information on their



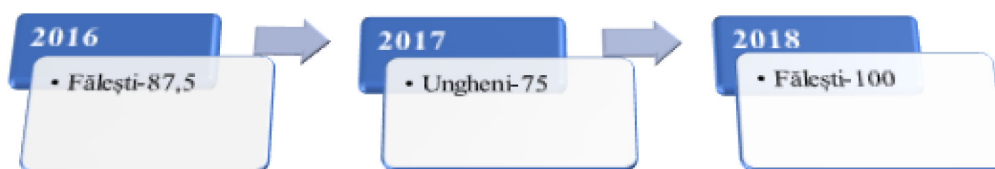
Website. In 2017 we identified ten District Public Authorities, of which none published full information on the Website, and 13 DPAs in 2018 (of which only four published full information on their Website).

Best Practices: Strășeni District Authorities published on its Website detailed information about the types of social services available in the locality, explaining what they represent and making references to legal provisions, stating the service recipients, the eligibility criteria and the documents to be submitted by the recipients, statistical data about the number of recipients of social support and aid during the cold period and the amounts paid, other useful information for the vulnerable people/families.

The best examples of transparency and access to information for the population regarding the available social services within the District are the DPAs of Făleşti (2016 and 2018), and Ungheni (2017).



Picture 8: Social services, Strășeni.

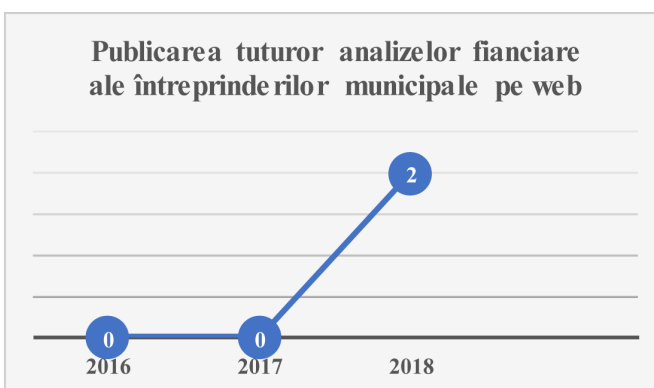


10. Investments, Municipal Undertakings and Participation in Commercial Companies (+ 2.74%)



Over the three-year monitoring period we have noticed that Investments, Municipal Undertakings and Participation in Commercial Companies is one of the areas that accumulated least average points and showed very slow developments.

The conducted review showed that few DPAs published data on programmes and projects on their Website, including technical assistance programmes and projects, and disclosed such information as: the name, the basic goals and targets, core recipients and programme implementers, deadlines and expected results, volume and funding sources. Each year, we identified only two District Public Authorities that published the information on all the implemented projects on their Website. At the same time, a number of District Public Authorities disclosed partial and incomplete information about the project activities and outcomes achieved following the implementation of technical assistance projects.



Overall, we have noticed a low level of openness in terms of disclosing the information about the work results of municipal undertakings and commercial companies with DPA majority shareholding. In 2016

only one DPA provided some incomplete economic and financial information, no DPAs did that in 2017, and just two District Public Authorities in 2018, which published on their Website all activity reports produced by municipal undertakings, including their annual financial reviews, and one DPA published incomplete information to this end.

Best Practices: Făleşti DPA published on its Website CVs of municipal undertaking directors, containing the information on their professional experience and annual financial reviews of those undertakings with indicators and economic-financial accomplishments (net profit, sales revenue and other indicators related to specific work conditions of the respective undertaking).

Picture 9: CV of Municipal Undertaking (MU) Director, Făleşti.

Picture 10: Financial analysis of MU, Făleşti.

The best examples of transparency of investment projects and activity carried out by municipal undertakings are the DPAs of Sîngerei (2016), Criuleni (2017) and Făleşti (2018).

