

## Final Report



# **THE FUNCTIONAL REVIEW OF THE ADMINISTRATION OF THE PARLIAMENT OF THE REPUBLIC OF MOLDOVA**

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*Note:*

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**This report was developed by two independent experts in the framework of the UNDP project „Strengthening the institutional capacity of the Parliament of the Republic of Moldova”. Opinions expressed therein do not necessarily reflect the official views and policies of the United Nations Development Programme.**

# Report on Functional Review of the Administration of the Parliament of Moldova

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## **I. EXECUTIVE SUMMARY**

The Functional Review of the Administration of the parliament of Moldova is a part of component of UNDP project which aims to improve internal management of the Parliament. The review was carried out by Latvian experts Ms. Anita Dudina, the Director of the Information Department of Saeima of the Republic of Latvia and Mr. Maris Sprindzuks, former Member of Latvian Parliament, who have been invited by the UNDP Moldova to review the structure of the Administration of the Parliament, the policy documents and existing procedures and provide recommendations based on the experience of other parliaments in the EU member countries.

The objective of the project “The functional review of the Secretariat of the Parliament of the Republic of Moldova” is to carry out a functional review of the Parliament, with emphasis on restructuring the Parliament’s Secretariat and increasing its administrative capacity.

The key problems which indicated the Functional Review were mostly related to the distorted status of civil servant in the Parliament, lack of targeted human resource policies and information systems, and vague organizational culture caused by unclear organizational mission among the employees. Human resource allocation and their functional distribution did not appear to be the key problem as it was anticipated in the TOR of the assignment.

The interviews of Members of the Parliament and representatives of staff were performed in spring of 2006 (February 21, 2006 to May 24, 2006) in the three installments of two week periods.

The Functional Review indicated the key problems and areas for improvements defining recommendations and proposals for concrete actions to be taken:

1. The Administration of the Parliament needs the Secretary General – the non-political chief of the staff, whose primary task should be overall strategic planning, human resource management and financial management.
2. There is a need to define new and common mission for Administration in order to develop common set of values and principles necessary to consolidate employees for coordinated and targeted activities in serving the client – the Member of Parliament. New mission should be developed by intercommunication between the chief of the staff and the heads of structural units.
3. There is a need to strengthen independence and professionalism of the Administration of the Parliament by implementation of the principles of the Law on Civil Service, i.e. competitive hiring rules of personnel, human resource management policy, respecting the key principles – professionalism, political impartiality, loyalty.

4. In order to respect the right to information as a basic right in the democratic society and to avoid essentially different interpretations of these rights within Parliament, it is advisable to define the information policy of the Parliament of Moldova, setting general principles and objectives for access to the information both within the Parliament and outside. To succeed this task needs political support and coordination at the highest level therefore information policy of the Parliament of Moldova should be discussed in all political factions and adopted by the Bureau.
5. The Information system strategy should be developed in line with the information policy of the Parliament of Moldova. In formulating such strategy the first step should be the assessment of the needs of Members, staff, society at large and other specific target groups, like Government, public officials, local government etc.
6. Parliament as well as other public institutions and society at large can benefit if client-server based document handling system would be designed, implemented and managed. Such system could serve as an efficient tool for handling, storing and searching draft laws and other documents processed by both the Government and the Parliament of the Republic of Moldova. In order to ensure the efficient exchange of legislative documents between the Government and the Parliament in electronic form, common technical standards should be set and agreed. Such system must guarantee full control of the complete document flow including standardized input from personal computers and flexible output, both in printed and electronic forms.
7. Following the user needs assessment the content of intranet should be discussed and decided and implementation plan elaborated. As the internal information is important and necessary also for the external information activities, the development of the internal information in digital form therefore is a warrant for success of parliamentary website.
8. The top management of the Administration of the Parliament of Moldova in cooperation with Human Resource Service should develop sound human resource policy. Policy has to define basic principles for recruitment, selection, workplace, salaries and benefits, reward system and staff development principles securing equal opportunities for every applicant and preventing discrimination on the basis of age, gender, political affiliation, ethnic or religious identity. To guarantee that this policy is equally comprehended and implemented, provisions should be made for ensuring dissemination and understanding of important elements of human resource policy in all structural units of Parliamentary Administration, as well as in Parliamentary Committees.
9. Training should be established for the top managers and middle level managers to meet the qualifications the new situation dictates. Training courses for employees on leadership, decision-making, communication, conflict resolution, time management, stress management, team building skills etc. could help them to achieve their best potential. Reflecting the ongoing process of European

integration, the opportunities for parliamentary staff to undertake courses on European issues (European institutions, basic principles, international tasks, relations with partner states, information retrieval systems etc.) and foreign language training are increasingly important.

10. Human Resource Service specialists have to have training to develop ability to analyze and integrate the complex political, cultural and organizational factors influencing human resource planning and staffing in the parliamentary context. The process of human resource planning, linking human resources planning with strategic planning, job analysis and job design, recruitment and selection of employees, as well as competence development are important topics that should be covered.
11. The Regulations of the structural units should describe relevant parliamentary support functions of every Department and subunits taking into account the Parliament's mission and defined objectives. The Regulation of the department and job description of every employee should be separated and drafted as two different kinds of documents. The aim of the Regulation of the department is to define the functions and competencies of structural unit and subunits. The aim of the job descriptions is to define the content of performed activities of every employee. However there should be clear link and correlation of competencies and activities mentioned in the Regulation and job descriptions. It is advisable to draft both types of document in parallel.
12. The introduction of the personal assistant institute for the Members of Parliament will provide more qualitative information Members need to make informed choices and knowledge-based decisions as well as technical support for office work and meetings with electorate. Taking into account the limits of the parliamentary budget, at first the part-time assistants can be allocated to every Member. Perhaps, it is rational to consider the implementation of internship, involving best students from the University or other appropriate higher education institute.
13. It is highly advisable to organize Induction program for new Members of the Parliament after parliamentary elections and before the first session of the newly elected Parliament, supplemented by comprehensive written material about Parliament with necessary technical and administrative details.

## II. OBJECTIVE

The objective of the project “The functional review of the Secretariat of the Parliament of the Republic of Moldova” is to carry out a functional review of the Parliament, with emphasis on restructuring the Parliament’s Secretariat and increasing its administrative capacity.

The Functional Review is a part of wider UNDP Moldova project which aims at improving internal management of the parliament’s administration, including set up of information systems, IT hardware support and EU integration advice.

The Functional Review was prepared by the Latvian experts Ms. Anita Dudina, the Director of the Information Department of Saeima of the Republic of Latvia and Mr. Maris Sprindzuks, former Member of Latvian Parliament, who have been invited by the UNDP Moldova to review the structure of the Administration of the Parliament, the policy documents and existing procedures and provide recommendations based on specific experience of other “new” parliaments from former transition countries, which have undergone restructuring process and recently have become the EU member countries.

The aim of the Final Report of the Functional Review is to lay down the key problems and issues identified during the review and indicate areas of recommendations to provide reform roadmap to the Administration of Parliament. The Final Report will also indicate instruments and best practices of institutional strengthening and human resource policies applied in Latvia during 1990-2006.

The Final Report will be presented to the Members of Parliament of the Republic of Moldova, the employees of the Parliament’s Administration, UNDP Moldova and other international donors.



### III. METHODOLOGY

#### Experts

To conduct the Functional Review of Moldova's Parliament two Latvian experts were selected by the Corporate and Public Management Consulting Group (CPM).

Ms. Anita Dudina, the Director of the Information Department of Saeima of the Republic of Latvia, who has extensive experience in developing parliamentary services in Latvia since 1990, especially in the areas of information support, IT, human resource management, internal audit. She has Master's Degree in Public Administration. Since 1999 she is a Member of Standing Committee of the IFLA Section of Library and Research Services for Parliaments;

and

Mr. Maris Sprindzuks, former Member of Latvian Parliament, who has previous civil service experience (1994-1997) and as well as political experience (1998-2006). He has been involved in institutional strengthening work and preparing Latvia's accession to the EU both in the setting of government's institutions and in the Parliament, especially in the area of legislation harmonization with the EU *acquis communautaire*.

The work of the experts was facilitated by the UNDP Moldova staff: Angela Dumitrascu, Iulian Rusu and Cornelia Vintilova.

#### Methods

The review was performed in the Parliament setting of the Republic of Moldova in the spring of 2006 (February 21, 2006 to May 24, 2006) in the three installments of two week periods.

The review of administrative mechanisms, procedures and processes was undertaken as part of this analysis, focusing on following aspects:

- legal framework of the work of the parliament of Moldova,
- needs and expectations of the internal clients – the Members of the Parliament of Moldova,
- regulations for parliamentary procedures and processes,
- internal regulations of structural units,
- correlation between practice, needs and regulations,
- understanding of parliamentary specifics,
- information flow.

This analysis did not cover such aspects as detailed human resource analysis, process efficiency analysis, performance audit, analysis of work and functions of political factions, political activities of the Parliament. Conclusions and recommendations were grounded on experience and best practices from other national parliaments, particularly Latvian Saeima, and theory of parliamentary work.

For the methodology of the functional review a qualitative research approach was used combining different methods for data collection and analysis:

- documentation analysis (legal acts, internal regulations and strategic planning documents (Annex 1. provides *the List of Reviewed Documentation*)
- face-to-face interviews with the key stakeholders. Qualitative interviews were conducted with the Members of the Parliament (n = 19) and with parliamentary staff (n = 15). Interviews addressed functions, regulations and operational policies, as well as client expectations and quality of received service. The main interview questions were prepared in advance but the format of the actual interview was carried out in a flexible setup as some questions required more in-depth discussions. Annex 2. provides *the List of Interviewed Persons*. Annex 3. provides *table with problems and expectations indicated during the interviews with MPs*.
- meetings with the IT assessment team
- synthesis of the information during three periods and feedback sessions with the presence of beneficiary representatives – the counselor of the speaker and UNDP team.
- Seminar for the Permanent Bureau of the Parliament was agreed with the UNDP and was prepared during the second phase of the functional review, but was cancelled due to extraordinary plenary session of the Parliament, which took place in the same day in the Parliament of Moldova. It was postponed for June.

Recommendations laid out can serve as a starting point for restructuring and improvement of the Parliamentary Administration to meet the ambitious objectives and tasks adopted by the Parliament of Moldova. Some of them can be implemented easily in the near future by Parliament itself, some other can benefit from several technical assistance programs or can be planned in future. The success of the change process depends on understanding of the democratic principles behind the suggested recommendations and commitment of the implementers, but first and foremost - on political will of Parliament itself.

## Theory and Best Practices

Parliaments exist in most of the countries of the world. The international organization of parliaments of sovereign States IPU (International Parliamentary Union) was established in 1889 and it currently has 146 Members and seven Associate Members. Due to common understanding that every national parliament is sovereign and reports only to the citizens who have elected their Representatives, the unified formal regulations for work of Parliaments do not exist. At the same time centuries of the parliamentary practice, refined by the theories of public sector service, outline the widely accepted standards of representative democracy, parliamentary functions, mission and work. In its latest publication „*Parliament and democracy in the twenty-first century*”, IPU, 2006, the unique role of parliament in any democracy is underlined again and again.

“As the central institution of democracy, parliaments embody the will of the people in government, and carry all their expectations that democracy will be responsive to their needs and help solve the most pressing problems that confront them in their daily lives. As the elected body that represents society in all its diversity, parliaments have a unique responsibility for reconciling the conflicting interests and expectations of different groups and communities through the democratic means of dialogue and compromise. As

the key legislative organ, parliaments have the task of adapting society's laws to its rapidly changing needs and circumstances. As the body entrusted with the oversight of government, they are responsible for ensuring that governments are fully accountable to the people."

Although political scientists have different opinions and both academic and professional publications reveal diverse scope of parliamentary functions, the three functions, clearly mentioned in the quotation – legislation, representation and oversight of the executive – are recognized by all of them.

In countries which are in a process of democratic transition, like Moldova, the situation differs, because democratic institution building, particularly the establishment of parliamentary institution tends to be the main task. The biggest challenge and danger entails in the fact that it is not so difficult to elect the parliament of a new democratic state, to change the signboard and to set up parliamentary administration. The biggest problem is to change the understanding and mindset of citizens, politicians and parliamentary employees about the role of the parliament. Especially hard it is in the countries of former Soviet Union, where the role of Supreme Council was on the one hand more formal, as the real drafting of laws was not realized there, and on the other hand, the status of elected representatives and the institution as whole was very high. The Chairman of the Supreme Council of the USSR even acted as the head of state, accordingly influencing the attitude toward highest elected institution in all 15 Soviet Republics. High expectations from the Parliament still exist in the minds of people in Moldova, but it is not unique. Dr. Atilla Agh, who has done comprehensive research on the governance of transition countries, has the opinion that unlike the Western parliaments, which have clear functional division of labor with other politically institutions, parliaments in new democracies has a much extended role. He sees five major functions that are connected with the formation of new democratic system. The experts consider them as important for the Parliament of Moldova as well:

- Legislative function – first of all establishing basic rules of the political game and for the new social and political order. The main risk hidden in the realization of legislative function is that old fashioned mindset and limited understanding of the democratic governance of the elected representatives and their assistants can create quasi-democratic laws, rules and procedures.
- Controlling function is important in order to prevent the rise of new power monopoly. This function is difficult to carry out correctly in situations when "winner takes all" and majority party or coalition do not acknowledge the legitimate role of opposition (like Moldova where interviews with the Members of the Parliament and staff openly or in an overtone indicated cases of such attitude).
- Conflict management function, especially important in the period of deep socio-economic crisis, associated with democratic transition.
- Socialization function, involving the schooling for new elite after its recruitment process and establishing the rules for 'parliamentarized' behavior. This function is extremely important as a part of institutionalization process in Moldova, because procedures and behavior existing in parliament can and will be multiplied by other public institutions and structures.

- Legitimization function can be regarded as the most essential one, because the legitimacy gap that existed earlier between individual and the state can be overcome by building the bridge between political parties and ordinary citizens in a form of social and political dialogue. It is a parliament that should provide a forum for the major political actors to legitimize themselves and the new democratic order.

To realize all ambitious goals and expectations parliament needs not only elected representatives, who form the front line of the institution. The essence of the work of any parliament lies in the smoothness with which day-to day operations can be conducted and the depth and accuracy of information that Members and Standing Committees are provided with to make informed choices. And the key to this is for parliament to have a staff of skilled and well trained personnel and clear and comprehensive parliamentary procedures. Although the legislature is separate and independent branch of the state administration, the general public administration principles should be observed in day-by-day work of the parliament.

Parliamentary procedures tend to be complex, because they have to govern such matters as passage of legislation, the oversight of the executive, the control of state budget and taxation, the appointment and operation of Standing Committees, the allocation of debating time, the allocation of resources for the work of Members and many other important aspects. It is acknowledged as a fundamental principle that all rules and practices should protect the rights of all Members irrespective of political faction, position or experience.

Parliamentary Administration is characterized by its impartiality and total independence of individual political groupings and must provide uniform services with total impartiality to the various parliamentary organs, to all the MPs and to all the political factions. The main task for Parliamentary Administration is to create the good working conditions for the Members of the Parliament and staff and to provide the necessary resources and service to enable the work of the Parliament to operate efficiently and rationally. The principle of good governance and client orientated approach has to be imbedded in the overall management system of the parliament.

## IV. NATIONAL OBJECTIVES AND PARLIAMENTARY REFORM: SITUATION ANALYSIS, INTERVENTION AREAS AND RECOMMENDATIONS FOR IMPROVEMENT

### National Policy Objectives and Role of the Parliament in Achieving Them

The Parliament of Moldova has committed itself on achieving ambitious goals –

**Combating poverty** by strengthening governance, national economy and improving public infrastructure. The Economic Growth and Poverty Reduction Strategy Program (EGPRSP), approved by the Parliament in November 2004, provides a medium-term framework for social and economic development. The fact that such strategy is adopted on Parliament level is an evidence of serious national commitment. The Strategy comprises numerous horizontal and sectoral programs and activities to be implemented for the national development and sets up coordination mechanism. The Parliament has monitoring role over government institutions to secure successful and timely implementation of EGPRSP programs.

**Reintegration of the society.** The fact that almost a third of the Moldova's labor force is working abroad and mainly rural areas are suffering from this negative phenomenon makes the threat to the national economic development, efficient resource utilization, social balance and to some extent also to the democratization of the country. The Parliament has important role in ensuring national stability, in strengthening democracy and the rule of law in order to motivate people returning home to make use of national development potential and help to build Moldova's society and economy.

**EU Moldova Action Plan** was adopted on February, 2005, providing a medium term framework for the political dialogue with the EU and responding to the European integration aspirations of the country. The government of Moldova has started to set up first EU work coordination activities and legislation harmonization activities. However overall human resource, institutional, legislative and coordination capacity of Ministries is rather weak. Therefore Parliament has not much to do in EU work so far, since too little is coming out of the Government. If the need for EU expertise was acknowledged, then usually the advice of the Council of Europe in Strasbourg was asked for (for example in audiovisual legislation area). However the fact of receiving expertise and legal advice from the Council of Europe on the draft law did not guarantee that the guiding principles would be taken into account, like it happened during the process of adoption of the Code on Audiovisual. It seems that national correspondence checking with EU principles still fails due to political interests. There are ideas of strengthening legislation harmonization capacity in the Standing Committees as well as creating special European Affairs Committee. Today European integration affairs are submerged under the Foreign Affairs Committee of the Parliament, which is an evidence of concept that EU integration is a part of Moldova's Foreign policy. That is not wrong, however, in practical terms in other countries European Affairs committees have different

functions (coordinative, political checking, steering role etc.) and have little in common with the work and agenda of Foreign Affairs Committee. When legislation harmonization work will start and evolve in the Government, it will put increased workload on the Parliament as well. When this time comes it will be valid to open the discussion of separate European Affairs committee in the Parliament. In this respect the experience of new EU member countries, including Latvian experience, is being analyzed in the framework of other UNDP project which is carried out in parallel to the functional review.

It seems that primarily in Moldova there is a need of massive foreign assistance for government institutions in administrative capacity building, legislative expertise and human resource development. The ministries should be the nucleus of professional expertise in EU matters. The Parliament should rather have a role on defining more decisive position in placing the issue of EU integration higher in hierarchy of national agenda and explaining its meaning for the society, than trying to build EU expertise in different sectoral areas in the Parliament. Professional expertise and correspondence checking with the EU law should stay in the domain of Ministries. The Parliament and MPs should do rather political checking of laws respecting the sensitivities of different society groups.

## **Strategy of the Parliament of the Republic of Moldova**

The fulfillment of above mentioned national objectives and other strategic planning documents, for example, National Program “*Satul moldovenesc*” (2005-2015), National Plan for activities in the human rights area (2004-2008) entails a serious challenge to the Parliament as well as to the Government of Moldova. To guarantee the realization of ambitious plans Parliament has set four main priorities for its work:

- Legislative process and harmonization of laws,
- Oversight of the government,
- Parliamentary diplomacy,
- Transparency of parliamentary work.

### **Legislative process and harmonization of laws**

The current Parliament has set internal goals and committed itself as well as the Government to huge Legislative program for the period 2005-2009 adopted by the Parliament in November 24, 2005 in order to secure implementation of Moldova’s Strategic documents mentioned in previous chapter.

Legislative program comprises table with a list of laws (107 in total) to be drafted in all sectors as well as 38 international treaties subject to ratification. The program indicated responsible ministries and deadlines of law adoption. Usually development and adoption of such kind of programs would be domain of governments. The Parliament as a representative of legislative power should not commit itself with time tables of the ministries and potentially ill-timed implementation of working program of executive power – the Government as it usually happens. The hidden danger of conflict of interest exist which can spring out in moments when Parliament would like to realize oversight



function of the Government and monitor the execution of plan over which Parliament bears shared responsibility.

Legislative program 2005-2009 also indicates the relevant EU directives to be transposed into national legislation and lists Moldovan laws (88 in total) which have to be amended. It is an indication of Moldova's commitment and political will to start harmonization of national legislation with the EU *acquis communautaire*. However it is hard to believe that without extensive foreign assistance and twinning arrangements of the EU member States, Moldova's administration will tackle legislation harmonization challenge successfully. Latvian experience shows that at least five years are needed just to select and train the people in all sectors to be able to do the difficult law approximation work. In addition to developing human potential the huge institutional building work is required. It will be needed to restructure entire government's institutional system starting from ministries and ending by regional offices, in order to build up necessary administrative capacity for the implementation of EU *acquis communautaire*.

Despite these difficulties and failed deadlines Legislative program 2005-2009 can prove to be an effective tool to strengthen strategic planning and coordination activities of the government and oversight activities of the Parliament.

### **Oversight of the Government**

The Parliament of Moldova has established several instruments and procedures to ensure control over the Government and its institutions. Parliamentary representative (Counselor of the Speaker) participates at the Cabinet meetings with the task to keep track of events and to offer the opinion of the Parliament on the agenda (the interview revealed that in recent time it has been done twice - on legislative program and calendar plan). Also the Law on status of the Members of Parliament stipulates that Members of the Parliament may attend Cabinet meetings. If the Standing Committee wants, it has the rights to delegate their representative to Cabinet meeting as well.

The existence and responsibilities of the Government Representative in the Parliament is stipulated by the special Regulation issued by Government. Since May 2005 this position is held by Deputy Minister of Justice and his main functions are to ensure cooperation between Parliament and Government and to coordinate the support and supervision of the draft laws submitted by the Government.

In order to strengthen the oversight of the Government the Parliament of Moldova has established a procedure - so called "Government Hour". The Rules of Order determines that every Thursday at the end of Plenary Session one hour of questions and answers take place. During "Governments Hour" the Members of the Parliament may ask questions directed to the Government as the whole or to the particular Minister or the representative of respective ministry. Although this procedure is appreciated as a positive and democratic instrument securing the supervision over the Government, the interviews with Members also revealed some skepticism and critics about it. Some Members (both from the position and opposition) see it incomplete, being too short,

formalized and sometimes tolerating manipulations in order to avoid coming up with direct answers to sensitive questions.

The practice of state administration in other countries has shown the usefulness of specific position in every ministry – Parliamentary Secretary, which is to some extent administrative, to some extent political. The role of Parliamentary Secretary is to ensure the coordination - to serve as a “bridge” - between particular Ministry which has individual legislative program and the Parliament. Thus every Minister has his/her authorized agent in the Parliament who is entitled to represent the position of Ministry in every respective Standing Committee meeting and also in Plenary Session. Often Parliamentary Secretary is chosen from the Members of Parliament and therefore they are the only officials with double representation both on the legislative and executive side, thus this is the only position in the entire public administration (besides the minister) where a political person represents the ministry and political party. Parliamentary secretaries coordinate the legislative work of the ministry, what relates to the parliamentary part, mainly draft laws. In Latvian case, parliamentary secretaries receive salary from the State Chancellery, even if they are also Members of Parliament (in that case they give up parliamentary salary).

**Recommendation**

*The establishment of institute of Parliamentary Secretaries in Moldova would strengthen coordination of work both on the legislative and executive sides, improve the quality of draft laws and keep the Members of Parliament aware about policies and intentions of particular Ministries.*

**Parliamentary Diplomacy**

In generally recognized parliamentary practice - the representation of people (electorate) is considered as one of the main functions for the national parliaments. Parliamentary diplomacy or international activities of the parliament can be seen as one part of the representative function. Traditionally the main parliamentary activities in this direction are discussion on general foreign policy of the state or its components, oversight of the work of Ministry of Foreign Affairs, approval of the appointment of the ambassadors (usually done on Committee level), participation in international conferences and meetings, intercommunication with other national parliaments. According to the Constitution of the Republic of Moldova, the approval of main directions of foreign policy of the country is one of the important powers of the Parliament. In reality the international activities of Parliament are much wider. Perhaps, for the country that needs and wishes to enlarge its sphere of influence, international activities of the Parliament can facilitate the support from international organizations, other countries and potential donors. The functional and technical support for parliamentary international activities is provided by the Department for External Parliamentary Relations. The prospective way to make parliamentary diplomacy more active, at the same time keeping it in line with the best parliamentary practices, is the work of delegations in international organizations, like International Parliamentary Union, Parliamentary Assembly and development of structured cooperation groups with other national parliaments.



Also the employees of the Parliament can provide some input to the international recognition of the Parliament of Moldova by more active participation and contribution in the professional international events, like conferences and seminars of European Centre of Parliamentary Research and Documentation, annual conferences of International Federation of Library Associations (IFLA), annual conferences of Library Research Services for Parliaments Section of IFLA and other professional meetings. It would be advisable to consider joining the Association of Secretaries General of Parliaments of IPU that should give more opportunities to exchange views and experiences with highest administrative officials from other national parliaments.

### **Transparency of parliamentary work**

The challenge to involve society in policy processes is an important issue in context of good governance, but public participation cannot be successful without knowledge and understanding about the work of state institutions, particularly Parliament. Therefore transparency of the legislative process and parliamentary procedures that are orientated to public engagement are obligatory prerequisites of participative democracy. Publicly accessible legislative agenda and procedures enabling non-governmental organizations (NGOs) to participate in public hearings in Standing Committees are the key instruments securing openness and ensuring that the lobbying process is transparent to public as well. And vice versa – the lack of transparency causes misrepresentation in legislative process, where opinions of interest groups are lost. That often results in poor laws which are likely to fail in implementation and functioning properly. Lobbying and decision making behind closed doors creates a fruitful soil for corruption and undermines the reputation of the Parliament and public administration as the whole in the eyes of public.

The Parliament of Moldova has started targeted movement towards more active public involvement into legislative process. In December 2005 the parliament adopted the *Concept of cooperation between the parliament and civil society*, which definitely would lead to increased transparency, NGOs participation, and in the long run will promote the development of public society. NGOs development in Moldova is evolving, however most of the NGOs and interest groups are still weak to ensure regular screening of legislative agenda and participate in legislative process. Nevertheless it will not take long time to build their representative basis, administrative and logistical capacity. Latvian experience of NGOs participation in legislative work indicates that it took only 3-4 years for some NGOs, like farmers' associations or trade unions to become a strong lobby in the government and Parliament's work.

Parliament of Moldova has set up several tools to secure transparency of its activities. The website ([www.parliament.md](http://www.parliament.md)) is one that reveals the daily work and activities of the parliament. One of the latest developments is the Decision of the Standing Bureau of the Moldovan Parliament securing that draft laws have to be published on the website not later than one working day after the responsible standing committee received them. Such resource will assist the NGOs in more active and thoughtful involvement in legislative process at the early stages. However, it is important to take into consideration that transparency could not be reduced to just few activities delegated to just few staff

members or units. All parliamentary staff members have to understand and accept this concept and to knit it together with daily routines. More active and strategic involvement of many units into creating information in electronic form, available on parliamentary website and intranet could secure real openness.

## **Functional Distribution in the Administration of the Parliament**

### **Overall Structure of the Parliament**

The Parliament of Moldova has one chamber with 101 Members of Parliament represented by 4 parliamentary factions: Communists' Party of the Republic of Moldova Faction - 56 MPs, "Alianta Moldova Noastra" Faction - 23 MPs, Christian Democratic People's Party Faction - 11 MPs, Democratic Party of the Republic of Moldova Faction - 8 MPs and 3 independent MPs.

The Parliament exercises its powers through plenary sessions, work of 9 Standing Committees, special committees and party factions. Parliament's work is coordinated and organized by the Bureau of the Parliament, chaired by the Speaker.

The Speaker organizes the Plenary Meetings. The Speaker has two deputies – one from position party, the other from the opposition. The primary task of the Speaker is managing of plenary sessions and supervision of the Bureau of the Parliament. The Speaker performs also representative function – in the country and abroad. Accordingly to the Rules of Procedure of the Parliament, Article 12 (1), the Speaker is responsible also for financial management as well as does hiring and firing of employees which normally should be function of the Secretary General (chief of the staff).

The Rules of Procedure of the Parliament, Articles 10 and 11 prescribe that Bureau of the Parliament is formed from the representatives of all political factions and it is the main governing body of the Parliament. It is chaired by the Speaker and his deputies and meets every week. The Bureau prepares work of Plenary Sessions, drafts Parliamentary budget, adopts institutional structure of the administration.

Standing Committees and special committees provides the expertise of draft laws and also can perform parliamentary investigation.

Plenary Session is a working forum of Parliament. Its primary functions are adoption of laws and performance of parliamentary debate.

### **Functional Distribution of Administration**

#### *Top Management*

The Administration (Secretariat) of the Parliament consists of approximately 190 people. Accordingly to the Rules of Procedures of the Parliament of Moldova the Administration should be led by the Director General of the Apparatus. However for more than a year this position is vacant and administrative management is done under the leadership of the Speaker of the Parliament and his Counselor.

Despite the busy schedule, political work and numerous representative functions, the Speaker himself leads the apparatus reform strategy, organize administrative planning meetings, signs the financial checks and also job contracts of employees. The interviews of employees of different departments indicated that the Speaker is actual Chief Administrator of the Administration of the Parliament.

Although it seems to be functioning without big problems for a while, it cannot be seen as viable solution in long run (in more detail explained under section Unity of Staff and Non-political Leadership).

#### *Management of the Departments*

The functional distribution between departments and subunits is similar to the practice of Administrations of other national Parliaments, ensuring the main supportive functions, such as

- finance and accounting
  - human resource management
  - organization of plenary sittings and other activities determined by Regulations of the Parliament
  - document management
  - legislative expertise
  - information support
  - technical support and maintenance
  - external relations
  - protocol
- and many other.

Overall departmental activities have support function characteristics and in most cases do not raise efficiency issue since functional focus is appropriate.

The problem which emerged during the functional review was the fact that departments and other structural units in fact operate without sound legal base. The interviews revealed discordant opinions about the question “*Who is the client?*” of some units. The old regulations defining functions and responsibilities of departments are outdated and do not reflect reality anymore. However new regulations are being drafted and are not adopted yet.

The draft regulations were translated in to English and analysis indicated that functional distribution between departments and sub-units is consistent and in most cases does not raise efficiency issue. Duplication of functions or missing functions was not identified.

There are several new structures established or reformed since new Parliament started its activities - The Service for Information Analysis and Forecasts, The Press and Image Service. However their functions seem not to be sufficiently integrated in the administration yet, some of them bring up issue of “who is a client” of their service.

Interviews with the heads of structural units and MPs revealed that in some cases indications of misinterpretation of Administration’s role and mission of individual role of the employee appeared. There should be established clear linkage between

formulated mission statement of the Administration, defined functions of structural units and activities of individual employees, which should be reflected in their job descriptions.

For example it should be recognized that all MPs according to the Constitution are equal representatives of the people of Moldova and should be served in equal manner. However the interviews indicated cases of differentiated service – budget allocation, use of cars, distribution of foreign trips, access to information services, access to administrative assistance etc. The Administration must establish systems and ensure transparency over service delivery, which allows all MPs to be convinced of equal treatment. The foundation where professional parliamentary service can be built on is the clear and continuous message from the top parliamentary officials (Speaker, Presidium Members, Chairpersons of Standing Committees, Secretary General and Heads of Department) that parliamentary staff has to be politically neutral in their work. The wording of those principles must be followed by the same people, setting an example for everyone. Undoubtedly the strict response is needed on the cases when principles of impartiality, confidentiality, timeliness and accuracy are violated or personal advantage beyond official remuneration is gained. The practice from Latvian Parliament show - if clear message is given to the new staff member during the recruitment process, demanding equal service and attitude to everyone and setting the principle “your personal political or other engagement is not admitted possible during working hours”, then the wrong attitude and actions decrease to the minimum.

The practice that Administration develops structures which provide more privileged services to some MPs due to their position or political affiliation undermines principle of equality. Specific services for the Speaker would be better concentrated within united entity, like The Office or Bureau of the Speaker. The functions of such unit depends on the needs of the Speaker – in what sort of activities he/she is engaged, whether Speaker is more to parliamentary business orientated person or plays active social and political role or tries to add value to foreign policy issues etc. Advisor on foreign policy, advisor on internal policy (could be several, each covering particular fields of importance), legal advisor, Speaker’s spokesperson could be the core group. Establishing of such entity will clarify the internal rules of the Parliament and could help to build the trust and diminish feeling of inequality of parliamentary services - feeling that Members of Parliament expressed about some structures of Parliamentary Administration during conducted interviews (like “No sense to ask anything from that unit, because they always answer that they now are busy, working for Speaker”).

## **Administration of the Parliament: Overall Structure, Vision and Mission, and Functional Distribution.**

As mentioned in previous sections, interviews and analysis of draft regulations of the departments indicated a problem of unclear understanding of common organization’s goals in Administration. Lack of clear focus for activity diminishes individual performance of every employee. Weakened performance of all employees undermines efficiency of whole organization.

The successful organizational model of the Parliament's Administration is characterized by its unity. The institution is at its full capacity only if every employee, every structural unit (incl. Committees) and Administration as a whole have the same sense of mission and their activities are targeted for common goals and are complementary in their effect in achieving national objectives. In this sense, it is important to define a mission of Administration of the Parliament of Moldova - that the Administration as a whole must provide uniform service system for legal, organizational, logistical, advisory and financial matters with total impartiality to the various parliamentary organs, to all the MPs and to all the political parties.

This would be a primary task of the Head of Administration (Secretary General), who needs to establish a task force/working group comprising representatives of all departments and initiate the exercise of formulation of the mission statement for the whole administration to be in accordance with the client's expectations. The mission statement should be communicated down to departments, units and individuals. In this respect the best way of awareness building regarding common mission is reached not through formal orders or regulations, but rather through kind of management brainstorm sessions and more informal discussions, where everybody has a chance to express their views and ideas without undesired consequences.

In Moldova's situation the problem is lack of the chief of the staff of the Administration of the Parliament. Thus at present moment there is nobody who can perform this important assignment of mission statement formulation and communication since this exercise cannot and should not be done by political figure – the Speaker who is a client for the Administration.

**Recommendation**

*There is need of formulation of mission statement for all employees of the Administration. Awareness building of civil servants regarding common mission is essential part of human resource development process to improve quality of performance. A leader (normally it is Chief of Staff) and a task force, comprising representatives (heads) of all departments needs to be established to initiate the process.*

**Procedures and Regulations***Regulations of structural units*

A set of internal regulations describing functions of structural units and their staff have been developed in the Parliament of Moldova. Most of these regulations are outdated and heads of structural units of the Parliament are working on new versions with the intention to describe present-day needs and tasks more precisely. However these activities should benefit from better coordination in matter and form. The clear definition of overall priorities and mission statement of the Parliamentary Administration should be the starting point for every structural unit, for every employee. Written regulations are the instruments to ensure formalized link between the practices

and processes with the mission of Administration. Therefore regulations instead of being too sophisticated, long and formal should be short, concrete and meaningful. Every parliamentary employee has to know, understand and follow these regulations.

Analysis of draft regulations of structural units indicated several common problems:

- there is no unified format of the regulations of structural units,
- contents of the regulations of structural units in often cases are mixed with job descriptions,
- there are duplication of the norms of other regulations,
- the described functions and activities are too stretched-out and not sufficiently specific.

#### ***Recommendations on regulations of structural units***

1. *The Regulations should describe relevant parliamentary support functions of every department with its subunits and every other structural unit taking into account the Parliament's mission and defined objectives.*
2. *The Regulations of the department and job description of every employee should be separated and drafted as two different kinds of documents. The aim of the Regulations of the department is to define the functions and competencies of structural unit and subunits. The aim of the job descriptions is to define the content of performed activities of every employee. However there should be clear link and correlation of competencies and activities mentioned in the Regulations and job descriptions. It is advisable to draft both types of document in parallel. Proposed draft templates of regulations of departments and job descriptions are attached in Annexes 3 and 4.*
3. *The Regulations of the departments should not repeat norms which are stated in other legal acts, regulations or Parliament's Rules of Order, for example, the appointment and dismissal rules should not be subject of the Regulations of the department.*
4. *The information laid down should be written short, sensible and comprehensible manner.*
5. *There should be harmonization of the names (types) of the organizational structures – Department, Direction, Section, Unit, Service, Centre etc. to have unified and hierarchically harmonized organizational system.*
6. *There is need to identify the client for the function performed – the Members of Parliament, the Speaker of the Parliament, the citizens, NGOs, media etc.*
7. *It is necessary to identify the source of function performed. That should be based at least on the Parliament's Bureau Decision.*

#### ***Procedures of interdepartmental processes and general administrative procedures within the Parliament***

The existing practice of other national parliaments reveals that the regulations describing functions of every structural unit is only one group of internal regulations. The other group describes interdepartmental processes and general administrative procedures within the Parliament obligatory both for the Members and staff. It is necessary to elaborate such internal regulations for the sake of eliminating the



ambiguities and misunderstandings in day-to-day work and to set the same rules for everyone. Interviews with the Members of Parliament and staff indicated the necessity of such uniformed rules. Internal regulations can be issued by the Speaker, by the Bureau or by the Secretary General accordingly to the corresponding competency, and they should be within reach of every Member and employee of the Parliament.

#### **Recommendation**

*Set of internal regulations should be elaborated and made easily accessible for every Member and employee. The range of issues is wide and open - they can be regulations on visits and tours to the Parliament, on use of different resources of parliamentary household (cars, mobile phones, computers etc), on the rights of employees to get financial support for professional training, on system of benefits for staff motivation, on system of foreign trips, on system of visitors' passes in the parliamentary building, on labor safety matters, etc.*

### **Professionalization of the parliamentary staff and institutional adjustments**

#### *Law on Public Service and the Status of Civil Servant*

The key issue which emerged as an obstacle for building professional parliamentary staff is the status of the civil (public) servant of the Parliament's Administration. Although the Law on Public Service and the status of civil servant defines the principles of impartiality and political neutrality of public servant and continuity of performance of public functions, in reality there are applications in the Parliament which do not facilitate development of professional and politically independent staff.

Fixed-term work contracts, influence of politicians on hiring employees of Standing Committees and central Administration, lack of clearly defined selection criteria and procedure of candidates' evaluation does not provide a sense of stability in parliamentary employees, therefore weakens the overall performance of the Parliament.

That calls for the need of strengthening the status of civil servant in the Law. Currently the draft Law on Public Service is in the revision phase since it is a part of public administration reform process, which is managed by the government.

It is important for the employees of the Parliament Administration to define their stand on the scope of civil service. Parliament's employees can be part of broad civil service, which is usually coordinated through government institution or they can form their own – special civil service, not being under control of government's coordination unit. There are pros and cons for both choices. Parliaments in every country choose the model for their administrations they prefer. The survey of parliamentary practice in 19 European countries reflects the different approaches regarding status of parliamentary employees. In 8 countries the parliamentary staff is part of the civil service and regulated by the general law, but in 11 countries the status of the parliamentary staff is regulated by separate legislative act. Undoubtedly the principles and conditions set in special laws and regulations correlate with the general law on civil service, at the same time such

specific approach underlines the autonomy of parliament as one of the elements of power in democratic state.

It is important to distinguish between the need for common features of all public officials – professionalism, political neutrality, loyalty and need for certain flexibility which should be given to every particular type of public service (police, diplomatic service, customs etc.) or institution, like parliament, in order to allow its manageability. For example all public officials should be subject to set of unified rules defined by the conflict of interest and anti-corruption laws.

However each of specialized public services might have specific rules on

- appointment system
- dismissal rules
- promotion mechanisms
- degree of discretion in decision making
- pay system
- social benefits.

Given that there is no universal civil service model equally suitable for all countries, every country seeks to use mechanisms which allow managing public administration in all its unity and complexity. Moldova should choose its approach especially in the light of EU integration challenges to public administration.

### ***Recommendations***

- 1. The new Law on Civil Service should strengthen independence and professionalism of civil servants in Moldova's public administration.*
- 2. The Parliament should decide on its administration's civil service model either it is formed as separate public service or within the borders of broad civil service together with the government institutions and local governments. In case the Parliament's administration develops separate public service, the special legislative act should be drafted on their status.*

### ***Establishment of career system***

The personnel policy should be oriented towards attracting professionals who do not come to work only for limited time until next elections, but rather see their personal career in Parliament's Administration for longer term. The employees should be required to state their political neutrality in their professional work, regardless of their political sympathies or political affiliation. In case the employee cannot be impartial, he/she should leave the civil service.

### ***Loyalty and Impartiality***

Impartiality is not only an ethical and professional duty incumbent on the individual staff members, but it is essential condition for organization of their work and setting the working methodology. The task of the Parliamentary Administration - to guarantee at each new legislature the fast and efficient service regardless of the composition of Parliament can be executed only by the permanent i.e. experienced staff. This implies



that the officials serve – without any political consideration – a political institution (Parliament), the political organs of which it is composed (Committees, political factions and groups) and the politicians there. Even more important is the understanding that successful execution of their official duties presupposes the trust of all political parties represented in the Parliament.

#### *Unity of staff and apolitical leadership*

The administration of parliament will not be able to perform its duties and provide quality service to all MPs if there is no key person responsible for the total performance of the administration thus ensuring accountability towards Parliament as the whole and towards all MPs as individuals.

Lack of the Director General does not allow strategic planning of activities and sufficient exchange of information. Instead of mutual cooperation among different departments each department is rather closed. System as the whole does not have sharing culture, there is little tradition of ad hoc meetings, working group formation on specific issues, brainstorm sessions etc. Each department lives as a separate “family”, has its internal culture and traditions. In their manner departments are rather protective and introvert than open and oriented towards common organizational goals. Some interviews even indicated a sense of competition with the other departments and attitude of not sharing information what is definitely a negative symptom and the cause of organizational inefficiency.

Therefore to ensure the efficiency of the complex work of different structural units, human resource management and coordination there is an urgent need of non-political chief of staff. In the existing parliamentary practice such position is usually called the Secretary General and he/she reports directly to the Speaker and/or the Presidium/Bureau/Council of Elders. His/her function is mainly technical-administrative and not political, and he/she is responsible for overall general management of the Administration, including personnel management, budget management and liaison with political representatives of the Parliament and the Government. Many day-to-day decisions are made by the executive officers, nevertheless the Secretary General is formally responsible for all activities, therefore the regular meetings with heads of structural units is one of his duties.

The Secretary General also performs a filter function on the one hand respecting the needs of the Members of the Parliament and safeguarding the quality of service, on the other hand, limiting direct political interventions and protecting parliamentary employees from political influence.

One of the most difficult aspects in the context of chief of staff is the selection and appointment of Secretary General. One problem is the personal and professional qualities desired for person to meet necessary qualifications. The candidate has to be highly competent, with managerial skills, specific professional capabilities – not only in public administration, but first and foremost in parliamentary and institutional affairs and matters. As the review of the Association of General Secretaries of Parliaments

(October, 2000) reveals, the specialist knowledge of parliamentary law is often required as desirable.

The other problem, sometimes even more complex, is to reach the agreement with all political groups represented in the parliament about particular candidate. Consensus is much better than formal decision made by majority because the trust from all Parliamentary factions is important. Therefore the open competition with clear requirements is considered as the best procedure, where one or several candidates can be selected after proper and impartial assessment. It is advisable to ask every candidate to elaborate strategic vision of the mission, goals and development of Parliamentary Administration. The formal appointment can be executed in different ways.

The survey of parliamentary practice in 19 European countries reflects the different approaches in confirmation of appointment of Secretary General. In 5 countries the head of staff is appointed by the Speaker, in 7 countries by the Presidium (or similar governing body of the Parliament), in 7 countries the appointment is decided by voting in plenary meeting by all Members.

The functions and tasks of Secretary General have the common features between national parliaments of different countries.

- Secretary General is recognized as representing the administration of the Parliament. (It is important to understand the fundamental distinction between the representation of the parliamentary administration and general representation of Parliament as a constitutional body. The power of general representation is related to constitutional functions and is authorized to the Chairperson/Speaker of the Parliament).
- Secretary General is responsible for the organization of the administration. As a head of the organization he/she normally has a certain degree of discretion when deciding on management issues.
- Secretary General is generally accountable to the political bodies governing the parliamentary institution. The form and relationship of accountability depends on the traditions of particular national parliament.
- Usually Secretary General is assisted by one or several senior officials who have deputizing powers.
- Secretary General normally has personnel management responsibilities and is empowered to appoint and to dismiss personnel and may impose sanctions as well as appreciations.
- Secretary General is responsible for financial management and expenditure control, though in most cases he doesn't make the final decision about parliamentary budget; he/she is responsible for producing of the draft budget for the parliament, which is approved by the whole Parliament.

### **Recommendation**

*To announce the public competition for the post of Secretary General and select the best candidate for this position. The nominee should be a non-political person. As the Secretary General must perform a dual role – to act as a main advisor on parliamentary law and procedures and to ensure the efficient functioning of the parliament, the candidates for this position must meet certain standards. Desirable qualifications are*

*higher education in public law, working experience in the parliament, working experience as a top or middle level manager with responsibilities for personnel, budget and interdepartmental coordination, personal qualities, such as leadership potential, openness, independence, foresight, confidentiality etc. Service orientated mind and commitment to democracy are important as well.*

## **INFORMATION SYSTEM OF THE PARLIAMENT**

In the international parliamentary practice the use of information technologies have become increasingly important to the Members and Administration both as a working tool and as a medium for external information. Internet nowadays is the most important source of direct information from the Parliament to public, and the current activity of the Parliament of Moldova - publishing the draft laws on parliamentary website – is a courageous and up to date decision. Though personal computers and e-mail are an integral part of daily routines in the Parliament of Moldova, a huge potential of IT is still unused. The systemic approach to computerize the working process in the Parliament – draft laws, legal proposals, information notes, documents produced for Members correspondence with citizens and organizations outside the Parliament etc. - has to become a compulsory framework. All documents relevant to Parliament's work must be entered in the databases of the information system of the Parliament of Moldova with adequate searching potential, not just saved on the hard disk of personal working station. The creation and maintenance of common system of servers with security and back-up support will ensure the integrity and authenticity of parliamentary documents, what are not possible only by using individual workstations.

### **Strategic approach and incremental implementation of the Information system**

The parliamentary work very much can benefit from developing internal electronic communication system – represented by intranet. The intranet has to become the Parliament's central information platform which is used by the Members of the Parliament and Parliament's Administration. Creating such system will give the opportunity to all in-house authorized users to access all necessary documents in a common and user-friendly environment, enabling fast and simple insight into different databases, registers, and other services. Through the intranet all Members and staff will benefit from special national and international databases (*Moldlex, Eurolex*, legislative databases of different countries, press agencies, dictionaries, encyclopedias etc.) which can be subscribed and accessed through the intranet on the equal basis and without violation of copyright.

Such ambitious, but necessary and inevitable goal has two main obstacles – the budget limitations and human factor. The time factor has to be taken into account as well; creation of such system demands a deliberative judgment, based on professional IT knowledge and in-house experience and know-how. The development of such project can take several years. In reality, the development of Information System of such organization as Parliament is a never ending process. Perhaps, the most efficient way to make this complex project successful is to set up the real working Project Steering Group with all interested parties involved – parliamentary professionals from Committees, relevant departments, IT specialists. It is obvious that the upgrade of

technically outdated computers is the urgent need, but to eliminate the risks of low profit investment into parliamentary IT infrastructure, parallel to the procurement of computers for the needs of users, at least some common parliamentary databases have to be created and made available for those users. That task could be one of the first steps in the realization of large scale Information System project. The creation of databases should be in line with general information policy of the Parliament of Moldova and Information system strategy to avoid potential non-compliance in the future. Therefore the systemic and gradual approach: Information policy – Information system strategy – assessment of the user needs – perspective plan of Information system – comprehensive implementation plan etc. is recommended.

Information system of any organization has 4 essential and integral parts – hardware, software, content (i.e. information and its provider) and user. Successful implementation of the system depends on strength and capacity of every particular element. To minimize the risks for the Information system in the future, from the very beginning of the implementation, clear regulations should be set for all structural elements of this system. Security of information is important critical consideration in deploying new technology in the parliamentary environment

### **Recommendations**

- 1. In order to respect the right to information as a basic right in the democratic society and to avoid essentially different interpretations of these rights within the Parliament, it is advisable to define the information policy of the Parliament of Moldova, setting general principles and objectives for access to the information both within the Parliament and outside. To be successful this task needs political support and coordination at the highest level therefore information policy of the Parliament of Moldova should be discussed in all political factions and adopted by Bureau.*
- 2. To develop the Information system strategy in line with the information policy of the Parliament of Moldova. In formulating such strategy the first step should be the assessment of the needs of Members, staff, society at large and other specific target groups, like Government, public officials, local government etc.*
- 3. To design, implement and manage a client-server based document handling system that will be efficient tool for handling, storing and searching draft laws and other documents processed by both the Government and the Parliament of the Republic of Moldova. To ensure the efficient exchange of these documents between the Government and the Parliament in electronic form, common technical standards should be set and agreed. Such system must guarantee full control of the complete document flow including standardized input from personal computers and flexible output, both in printed and electronic forms.*
- 4. Personal computers used for information processing for common Information system, as well as printers should be standardized to safeguard more efficient use and technical support. The vast diversity of technical items (like existing printer amount) enlarges the expenses for maintenance and support. The procurement of hardware should be*

*organized in accordance to the Law of public procurement with wisely developed technical specification to avoid waste of resources.*

*5. Standard set of legally purchased software necessary for parliamentary work should be installed on computers, allocated to users – Members and employees. To limit the risk of infection and inappropriate use of Information system it is advisable not to give any user the Administrator rights on allocated computer. The rights to administer should be conferred to IT specialists of the respective structural unit.*

*6. Set of regulations ensuring the authenticity, confidentiality and integrity of information available in the system should be developed. These regulations should describe rights and obligations for every user of the Information system – IT administrator, hardware and software specialist, parliamentary information provider, the Member of Parliament, regular user. It is advisable to make short 'User rules' which could be signed by Member and employee when he/she becomes a user of Information system.*

*7. The in-house user training program for members of Parliament and the staff should be developed to facilitate usage of new IT with the focus on client needs.*

*8. Following the user needs assessment (Recommendation 2) the content of intranet should be discussed and decided and implementation plan elaborated. As the internal information is important and necessary also for the external information activities, the development of the internal information in digital form therefore is a warrant for success of parliamentary website.*

*9. A group of employees from different structural units of the Parliament should be trained so they will be able to take responsibility for daily information support and further development of the intranet to adjust web information in line with recent legislative, political and organizational developments.*

## **Evolution of the Parliament**

Information technology will provide opportunity for the Administration of the Parliament to develop new ways of conducting everyday business. At the same time it will create new challenges in terms of adapting traditional practices and procedures to new environment and the expectations of Members of Parliament and the public. To handle successfully all developments the traditional strictly hierarchical organization, where information needs are predefined and information is pushed from top to bottom and not shared, have to be transformed and new knowledge needs to be acquired. Incremental changes in parliamentary routine, considerably more relying on electronic exchange of documents and information and step by step developments of Information system will facilitate the increase the level of computer literacy and information literacy of Members and staff. As the creation of the logistics and content of the information system demand coordinated input from many structural units, the positive side-effect can be the better understanding and acceptance of team work within parliamentary Administration contrary to currently dominating cleavage of Administration and even



competition between its structural units. The ultimate aim is to exploit Information system so that it provides parliamentary and public users with ready access to a wide range of parliamentary information, when they want it and without having to know where it is held.

***Recommendations – see HRM chapter***

### **Library as a part of Information system of the Parliament**

One of the roles of every parliamentary Library and Parliamentary information services in general is to reduce the inequality in access of information by legislative and executive bodies. The draft laws normally are prepared by Government, who has much more professional and qualified experts in ministries and other state institutions, while Parliament has to rely on internal expertise of lawyers and Standing Committee consultants. An easy and simple access to various sources of information is essential to make knowledge-based and independent decisions, especially for opposition Members, who usually have little resources in Parliament and almost none on the executive side. Currently the Library information resources are inadequately poor and outdated to support high ambitions of the Parliament of Moldova. During the interviews with Members 17 of them were asked about their interest in Library and only 2 of them acknowledged that they are using it. Such statements, like “No sense to go there - either they will tell that there is no time or will provide unusable information” or “I can not find anything valuable there”, or “I do not need to go for information, information must come to me” clearly indicates that interests of the client – the Member of the Parliament are not considered as noteworthy.

Another – and even more important – role of the parliamentary Library is to facilitate information literacy within the Parliament. The concept of information literacy is rather new for state institutions, therefore it is important to understand the qualities imbedded in this concept. Information literate person can

- recognize when information is needed
- find relevant information
- evaluate the information he/she have found
- understand the information and incorporate it within the existing knowledge
- use the information to create new knowledge
- understand the broader issues related to the use of information and how to use it ethically and legally.

No doubt that all skills mentioned above are important for the Members of Parliament and staff to put efficiently into practice all parliamentary functions. Therefore the training activities and pro-active work of information specialists should become a part of daily routines in the Informational, Analytical and Forecast Service, where parliamentary Library is incorporated. These tasks should be prescribed in the Regulations of the structural unit, as well as fixed in job description of the particular employees. Though nowadays the Library is marginal both organizationally and physically, in the future when the pressure for information both from Members and staff will increase and information support, put into practice by intranet, several on-line

databases, newswires, e-library as well as printed materials will grow extremely, its role will sufficiently change.

### **Recommendations**

*10. The collection of Library should be increased and updated with a focus on needs of Members and staff in line with functions and priorities of the Parliament. The electronic catalogue should be developed with the prospective to be made available for users on the parliamentary intranet.*

*11. The clear Regulations of the Library should be elaborated both for management needs and as the guidance for Members and staff on the nature and scope of the services offered by the Library.*

*12. The training program for Members and staff should be developed. Such program can include general introduction to Library use and information finding, specialized training (information for specific subject areas, specific types of information, difficult information sources), systematic offers of structured courses and ad hoc reactions to individual needs, 'consultancy' activities delivered in the client's office etc.*

*13. Creation of special Library Committee, representing all political factions by Members who are really interested in improving information services in the Parliament could be good support for future development of the parliamentary Library. Such Committees exist in many Parliaments and can be very efficient if they do not become politicized and formally stiff.*

*14. It is advisable for Library of the Parliament of the Republic of Moldova to join International Federation of Library Associations (IFLA) and participate in annual IFLA General Conferences and Conferences of Library Research Services for Parliaments Section of IFLA.*

### **Information system as a tool in supporting integration into the EU**

The ambitious goal to ensure integration of the country into the European Union creates demand for rapid and accurate information on the EU matters. In order to facilitate the harmonization of laws and regulations and to better understand the process of change and development within the EU, extremely important for Members and staff of the Moldovan Parliament is to have the easy access to the EU information. That implies that Parliament must define the information needs regarding access to the EU information – what databases, what general information, what books and periodicals should be made accessible and for whom. The proper and suitable technical solutions for access and search of relevant EU information should be created in the Parliament. Obviously the Internet is good information tool for general purposes and wide circle of users, but for designated specialists of the Parliament who should have access to EU databases for legislative and informative purposes it can be inadequate especially for the limited speed, therefore other information mediums, like CDs, are more advisable. The financial constraints usually limit the amount of users of particular databases, at the same time the

information is needed for many Members and employees of the Parliament. Therefore it is important to set a procedure how this information will be shared with the Members and staff, ensuring their demand. To secure full benefit from valuable sources, the training for specialists in searching different the EU databases should be provided. Participants of the training program should achieve necessary knowledge and skills in information retrieval as well as be able to further train the Members of the Parliament and other employees.

### **Recommendations**

*15. Information Strategy regarding access to EU information for different purposes within the Parliament should be created and the implementation plan elaborated, including the real needs, the setting of information sharing procedure, the list of necessary information sources.*

*16. Specialists of the Parliament (from central Administration and Committees) should be trained to access, search and use EU information, databases and documentation in the most efficient way.*

*17. To develop program securing information resources on EU issues available in the Library and parliamentary intranet.*

## **HUMAN RESOURCE MANAGEMENT**

### **Distinction between Human Resource Management and Management of Personnel**

The integral element of large size organizations always has been its Personnel Department, these days sometimes called the Human Resource Department. Even if the name of the structure often is the same, its functions have experienced significant transformations. First of all, a clear distinction must be made between Human Resources Management and Personnel Management. Contemporary organization theory states that Human Resource Management is a specialized function which provides back-up services for other managers in the organization, to enable them also to make optimal use of their subordinates. The ultimate goal of Human Resource Management is to create working environment that encourage staff commitment, accurate performance and high quality output, as well as to accomplish such strategy of staff recruitment, development and motivation that makes a contribution to organization's functioning and development. The human resource planning, development and policy are the main areas of activity of present day Human Resource Department in addition to the traditional execution of documents. Personnel Management mainly is the responsibility of every functional manager – head of the department or other structural unit is responsible for the management of his/her immediate subordinates, setting objectives, delegating responsibilities, measuring their performance and providing feedback, encouraging underachievers, planning the necessary training etc.

### **Recommendations**



*1. Human resource management has to be differentiated from personnel management. It is the main duty of every manager to manage (supervise) his/her staff. That means that every manager has to give instructions to subordinates, like - setting the goals; distributing the tasks; assessing their performance; ensuring the exchange of information between manager and staff, encouraging those who do not perform at their best, safeguarding proper working environment. Adequate authority with certain discretionary power and autonomy over resource allocation should be assigned to manager to ensure that his/hers duty can be executed effectively.*

*2. Training for top managers and middle level managers should be established. The goal of such training could be twofold – to get overview of current trends of human resource management (they differ very much from those principles which were used in non-democratic society) and to exchange experience – best practices and problems – in issues related with human resource management. Training could be composed of several parts, recommendable both passive and active learning forms, for example seminar(s) and workshop(s). The program could be focused on factors that influence human resource management today, particularly in the parliament; the role of human resource management in the parliamentary environment; the increasing role of human resource management, planning and development; the distribution of duties between Human Resource Service and line managers etc. Development of action plan can be a practical output of such training.*

### **New role of the Human Resource Service**

It seems that human resource management as an important personnel development tool in the Parliament of Moldova has been neglected for a longer period of time. The Human Resource Service has a very limited role and influence over the personnel policy in the Parliamentary administration. Its role has been reduced to personal file keeping, rather than being the strategic centre of human resource development. The performance of the Parliament's Administration will definitely benefit from clear awareness and recognition of main human resource management functions, like staff planning, staff recruitment, staff development and regulation, and in this respect the role of Human Resource Service have to change from re-active to deliberately pro-active. The new Regulations of the Human Resource Service of the Secretariat of the Parliament that have been elaborated (though not approved yet) envisage wide array of competencies, rights and obligations. At the same time the document is too heavy and disintegrated and would benefit from more structured and strategic approach, perhaps, even sacrificing some paragraphs lesser importance. The Human Resource Service mission should be developed in line with Parliament's overall mission statement in order to reflect the Parliament's direction towards achieving its ambitious goals.

### **Recommendations**

*3. New Regulations of the Human Resource Service has to be elaborated more advisedly, avoiding use of formal and general paragraphs without clear focus, instead new Regulations should concentrate on main human resource management functions.*

*4. Human Resource Service specialists have to have training to develop ability to analyze and integrate the complex political, cultural and organizational factors influencing human resource planning and staffing in the parliamentary context. The process of human resource planning, linking human resources planning with strategic planning, job analysis and job design, recruitment and selection of employees, as well as competence development are important topics that should be covered.*

*5. The competence from other democratic parliaments could be helpful to strengthen the capacity of Human Resource Service and develop up-to date vision of human resource management. The practical form to get familiarized with new experience could be either visit to some national parliament or to invite human resource specialist from this parliament to Moldova to conduct seminar and/or workshop. Sweden can serve as a good example.*

### **Human resource policy**

Interviews with Members of the Parliament and parliamentary employees reveal divergent opinions on staff recruitment, motivation, assessment issues and practices in the Parliament of Moldova. The lack of clear human resource policy supports such relativity of principles and creates a potential danger of politicization of parliamentary staff. Different interpretation of the system of values can lead to uncertainty in the client- personnel relations, partiality and even favoritism. Human resource policy should be written, understandable and comprehensive, covering all aspects of employment of parliamentary staff. Such policy should be consistent with general objectives of Parliament, existing legislative framework of civil service in the Republic of Moldova and democratic practice, securing the autonomy of parliamentary administration.

### **Recommendations**

*6. The top management of the Administration of the Parliament of Moldova in cooperation with the Human Resource Service should create human resource policy. Policy has to define basic principles for recruitment, selection, workplace, salaries and benefits, reward system, staff development principles securing equal opportunities for every applicant and preventing discrimination on the basis of age, gender, political affiliation, ethnic or religious identity. To guarantee that this policy is equally comprehended and implemented, provisions should be made for ensuring dissemination and understanding of important elements of human resource policy in all structural units of Parliamentary Administration, as well as in Parliamentary Committees.*

*7. In order to ensure that every staff member is aware about common principles of good working practice of the parliamentary employee, the regulations governing the parliamentary staff could be broaden by the Code of Conduct. Traditional administrative regulations usually prescribe obligations and restrictions, whereas the Code of Conduct should set out the system of values and common principles, like independence, impartiality and professionalism, contain principles of conduct that qualifies the good staff member.*

## Human resource planning and management

The planning process is a systematic way of organizing the future. Purpose of human resource planning is to make sure that the Parliament has the right number of people of the right profile at the right time. Law-making is regarded as one of the most significant tasks of the Parliament therefore it is not surprising that the legislative process takes up a major portion of Parliament's time and resources. The technical support of plenary sittings, Committee sittings and processing draft legislation involve many staff members, however some rationalization of current procedures and implementation of computerized system could help to restructure human resources and find vacancies. These vacancies could be used to establish the system of personal assistants for Members of Parliament; the support for Members is particularly important to secure their effective work in the Parliament and with constituents. During the interview process, most of responding Members of Moldovan Parliament expressed the need of such assistance.

### **Recommendations**

*8. To develop and carry out Job analysis process, that could secure adequate human resource planning, job and organizational restructuring, evaluation of employee training needs and designing training objectives and course content. The project team should be composed of professionally skilled job analyst(s), expert(s) in parliamentary administration and representative(s) from Parliament of Moldova.*

*9. The introduction of the personal assistant institute for the Members of Parliament will provide more qualitative information the Members need to make informed choices and knowledge-based decisions as well as technical support for office work and meetings with electorate. Taking into account the limits of the parliamentary budget, at first the part-time assistants can be allocated to every Member. Perhaps, it is rational to consider the implementation of internship, involving best students from the University or other appropriate higher education institute.*

*10. To develop clear and transparent procedure of recruitment, setting precise division of roles and obligations between the Human Resource Service and immediate superior. Such procedure should comprise description of all necessary activities and provisions, like advertisement, interviews, examinations, references, probation period and assessment. The program for introducing into working environment and new tasks should be elaborated.*

## Human resource development

Nowadays national parliaments operate in the fast-moving environment – global interdependence, development of communication and information technologies and increasing demand from society to participate in decision making create new challenges both for politicians and administration. Parliamentary procedures have become more complex because they have to be linked to a wide variety of external law-making authorities (the EU, the law-making power of the Government, the local government law-making bodies) and society at large, especially non-governmental organizations.

Parliamentary officials should upgrade their skills time after time; managers – to be capable to use modern administrative methods and techniques, staff – to be competent and efficient in providing adequate services to Members of Parliament.

Training courses – upgrading management skills, computer skills, language skills or learning in more specialized professional areas are necessary for increasing administrative capacity and efficiency of every individual and Parliamentary Administration as the whole. It seems that the learning process in the Parliament today has a sporadic character, sometimes even influenced by political position of direct supervisor, and – at least formally – has not been coordinated with the Human Resource Service. The systemic approach corresponding to the direction in which the Parliamentary Administration would like to proceed and general policy for human resource development would help to set organizational values consistent with knowledge based organization and to improve efficiency and effectiveness of parliamentary services.

Extremely important is the staff exchange with other Parliamentary Administrations and study visits to other Parliaments as well as the participation in international parliamentary conferences and seminars. From the interviews with Members of Parliament and employees one can get a taste that range of staff members included in such trips is rather limited and sometimes based more on the loyalty or position than to the professional adequacy. Such misstatement can be improved if the procedure of staff selection for professional trips would be more transparent, planned in advance and written reports about gained experience made public internally.

Considering the budget limitations of the Parliament, it is advisable to use the opportunities to participate in ECPRD (European Centre of Parliamentary Research and Documentation) international seminars and workshops, paid by the European Parliament more active. The analysis of ECPRD activities reveals that participants from Moldova attended only 50% of all parliamentary seminars in 2004-2006, therefore timely planning for professionally appropriate participation in meetings of the Macroeconomic research working group and Information and communication technology working group, Seminar on the role of parliamentary administration, Seminar on the exchange of national legislative information and Annual Conference of correspondents would be rational. Participation in parliamentary conferences and seminars should be considered not only as the source of new information and experience, but also as a opportunity to build professional relationship with staff members from other national parliaments, that can facilitate efficient cooperation and information exchange in the future.

### **Recommendations**

*11. Competence development has to be linked with overall objectives of parliamentary administration and job description, therefore common human resource development policy and deliberative training programs should be coordinated and managed centrally. That task could be entrusted to Human Resource Service, and within that framework every structural unit should develop annual learning plan for its employees.*

*12. The capacity building for managers and staff members in order to provide increased and improved services to the Members is the driving force to make work of the*

*Parliament more efficient. The top and middle level managers could benefit from special courses on change management, project management, team building, workshop about practical issues, like recruitment, job description, staff appraisal, newcomers' program, staff development plan etc.*

*13. Parliamentary employees in central Administration and Standing Committees need regular and specific training to meet the qualifications the new situation dictates. Reflecting the ongoing process of European integration, the opportunities for parliamentary staff to undertake courses on European issues (European institutions, basic principles, international tasks, relations with partner states, information retrieval systems etc.) and foreign language training are increasingly important.*

*14. The written reports about any international participation both by the Members and staff should be accessible to every interested professional in the Parliament. In case of staff visits and participation in international conferences open discussion would be recommended afterwards where all interested parliamentary employees could participate.*

*15. To use more actively the opportunities to participate in different conferences, seminars and workshops for parliamentary staff, particularly organized by ECPRD (European Centre of Parliamentary Research and Documentation), IFLA (International Federation of Library associations and Institutions) Library Research Services for Parliaments Section and ASGP (Association of Secretaries General of Parliaments).*

### **Induction program for the new Members of the Parliament**

After parliamentary elections always a group of new Members enter the Parliament, having little experience and knowledge on parliamentary democracy, practice and procedures. Some training usually is organized by particular political parties, with focus on the techniques of the work of political faction and relations with the mass media and electorate, but the overall work of the Parliament very often is not covered there. For that reason the practice of so called "golden opportunity" - the induction program for newly elected Members – is generally accepted in most of national parliaments. Such program usually is prepared by the Administration of the Parliament under direct supervision of the Secretary General and encompass both theoretical part, like history of parliamentarism, comparative studies of parliamentary systems and the structure and powers of the state institutions, the legal part, like elementary information on legislative system, the principles of legislation procedure, and practical part about the functioning of parliament, the rights and duties of the Members and services, provided by the Parliamentary Administration. In the interviews with the Members of Parliament of Moldova, several times the need of such induction course was expressed. The course can be supplemented with series of seminars on political science, parliamentarism, economic and social policy problems and EU matters during the whole election period. Such seminars are recommended to be of short duration of 1-2 days, except if organized during the parliamentary recess, and they can be directed to both the Members and staff.

### **Recommendation**



*16. To organize Induction program for new the Members of the Parliament after parliamentary elections and before the first session of the newly elected Parliament, supplemented by comprehensive written material about Parliament with necessary technical and administrative details.*

### **Employee empowerment**

Interviews with the Members and top level staff clearly show the willingness to reform the Parliamentary Administration. Gaining the support of supervisory and management personnel and employee empowerment are critical aspects to the success of reorganization of the Administration. Employee empowerment is one of the most effective ways to use human resources, but management of empowerment involves different set of management skills than traditional supervision. Supervisors (managers) should learn about how to ensure that their staff members have clear understanding about their job duties, that they get information they need to do a good job and that they receive the authority to do what they are given responsibility to do without extra checking from supervisor.

Empowering employees will facilitate the shift in Parliament's culture from hierarchical to more flattened structure. It means that authority related to position will change to authority related to knowledge and competence, at the same time keeping clear lines of authority. Interpersonal and interdepartmental trust will increase, employees will feel free to use their knowledge and skills and managers will have more time for strategic issues instead of technical matters. Essential element for empowerment of staff is providing open discussion and quick feedback on problem areas. Finding fault, griping and blaming can destroy any attempts to implement changes because staff will be defensive and employee involvement will fail.

### **Recommendations**

*17. Supervisors and managers need to learn new communication skills, new methods of decision making, like brainstorm, SWOT or force field analysis and group exercises, different techniques to guide employees in problem solving rather than solve the problem themselves, how to implement and use performance appraisal system, that will help them to become facilitators, guides, keepers and distributors of information instead of being supervisors and controllers.*

*18. Training courses for employees on leadership, decision-making, communication, conflict resolution, time management, stress management, team building skills etc. could help them to achieve their best potential.*

### **Job descriptions**

Job description should define the overall purpose of the job and list the specific activities required of the person holding particular position. As described before there should be established clear linkage between formulated mission statement of the Administration, performed functions of structural units and activities of individual employees, which should be reflected in their job descriptions.

The qualitative job description formulation usually requires several repetitive attempts until it is mutually agreed between the employee, the head of the Department and harmonized with the regulation of the department which defines competencies and functions of the structural unit.

The job description has important role because it is a part of job contract. It describes the duties for employee, and performance of the employees is measured on the basis of what is written in job description. One copy of job description should be kept in the Human Resource Service in the personal file of the every employee, the other should be on hands of employee. Thus job description has twofold effect – it is written evidence of duties for the employee – what he/she must do, and it is written indication for the management – what is expected from the employee.

Also when the vacancy for a post is announced for the recruitment needs, the professional qualities for the position should be derived from the job description.

In case the functions of the department changes, subsequently job descriptions should reflect the change. In cases when some functions become redundant or less important, for example due to technology change, IT innovations etc, the job descriptions also should reflect the change or people should be given other duties.

#### ***Recommendations***

*19. Job Description for every parliamentary employee – staff of Administration, Standing Committees and Factions - should be elaborated by joint efforts of direct supervisor (Chairperson of the Standing Committee or Faction, head of structural unit) and the Human Resource Service. The Job Description should be signed in 2 copies by the head of Administration and respective employee, each of them getting his/her copy. The Job Description of the Secretary General should be signed by the Speaker.*

*The proposal for the template of job description is laid down in Annex 4.*

## V. Annexes

### *Annex 1*

#### **LIST OF REVIEWED DOCUMENTS**

##### **Strategic Planning Documents**

1. EU-Moldova Action Plan
2. The Economic Growth and Poverty Reduction Strategy (EGPRSP)

##### **Legal Acts**

1. The Constitution of the Republic of Moldova
2. Legislation Programme 2005-2009, N 300-XVI, 24.11.2005,
3. Parliament's Reglament (The Rules and Procedures of the Parliament) N 797 02.04.1996
4. the Law on Legislation N 780-XV, 27.12.2001
5. the Law on the Status of the Member of Parliament N 39-XIII 07.04.1994
6. the Law on Civil Servant
7. The Government's Act of Personnel Services of Central and Local Public Administrations N 724, 13.06.2003
8. The Act of the Parliament on setting Calendar Plan of legislative program and actions to be implemented in accordance to Resolution and Recommendations of the Implementing Commission of Countries – members of The Council of Europe N 284-XVI, 11.11.2005
9. Parliament Decision on the structure and personnel of the Secretariat N 22-XV 29.03.2001 with amendments N 118-XVI 16.06.2005
10. Law on Government N 64-XII 31.05.1990
11. The Government's Act on Government's Representative in the Parliament, N 429, 16.05.2005
12. The Act of the Parliament on Parliament's expenditures for 2006, N 360-XVI, 23.12.2005
13. The Act of the Parliament on Structure of the Parliament's Administration, list of Administration's and parliamentary staff-roll ... N 22-XV, 29.03.2001
14. The Act of the Parliament adopting Conception of the personnel policy in the area of civil service, N 1227-XV, 18.07.2002

##### **Other Documentation**

1. UNDP project "Strengthening Institutional Capacity of the Parliament of the Republic of Moldova"
2. Assessment Report on Moldovan Parliament, Geoff Dubroff, Eastern Europe, Parliamentary Centre
3. Draft Regulations of the Departments:
  - Regulations of the Informational, Analytical and Forecast Service of the Parliament of the Republic of Moldova
  - Regulations of the structure and functioning of the Petitions and Complaints Services
  - Regulations of the Press and Image Service of the Parliament



- Regulations of the External Parliamentary Relations Unit
- Regulations on the organization and functioning of the Administrative Directorate
- Regulation on organization and functioning of the Directorate of Parliamentary Documentation
  - Regulations of the legal Directorate of the Parliament Apparatus
  - Regulations of Human Resource Service

## *Annex 2*

### **LIST OF INTERVIEWED PERSONS**

#### **INTERVIEWS WITH THE MEMBERS OF THE PARLIAMENT OF MOLDOVA**

##### **Members of the Standing Bureau of the Parliament of Moldova**

Dumitru Bragish	Alliance “Moldova Noastra”	18. April
Dumitru Diacov	Democratic Party of the RM	18. April
Vladimir Eremciuc	Communist’s Party of the RM	13. April
Maria Postoico	Communist’s Party of the RM	28. February
Iurie Rosca	Christian Democratic People’s Party	28. February
Oleg Serebrian	Alliance “Moldova Noastra” Social Liberal Party	12. April
Victor Stepaniuc	Communist’s Party of the RM	19. April
Serafim Urechean	Alliance “Moldova Noastra”	11. April

##### **Chairpersons of the Standing Committees of the Parliament of Moldova**

Vladimir Turcan	Committee for legal issues, appointments and immunities	Communist’s Party of the RM	19. April
Iurie Stoicov	Committee for national security, defense and public order	Communist’s Party of the RM	12. April
Stefan Secareanu	Committee for human rights	Christian Democratic People’s Party	14. April
Victor Stepaniuc	Committee for culture, science, education, youth, sports and media	Communist’s Party of the RM	19. April
Valentina Buliga	Committee for social policy, healthcare and family	Democratic Party of the RM	11. April
Valeriu Cosarciuc	Committee for agriculture and food industry	Alliance “Moldova Noastra”	18. April

##### **Chairpersons of the Parliamentary Factions of the Parliament of Moldova**

Serafim Urechean	Alliance “Moldova Noastra”	11. April
Vlad Cubreacov	Christian Democratic People’s Party	18. April
Dumitru Diacov	Democratic Party of the RM	18. April

### Members of the Parliament of Moldova

Anatol Taranu	Alliance “Moldova Noastra”	13.April
Adriana Chiriac	Christian Democratic People’s Party	11.April
Gheorghe Susarenco	Christian Democratic People’s Party	12.April
Vladimir Filat	Democratic Party of the RM	11.April
Igor Klipii	Independent/Social Liberal Party	12.April

### INTERVIEWS WITH STAFF OF THE PARLIAMENT OF MOLDOVA

Aprodu Lucia	Head of Department for External Parliamentary Relations	23. February
Creanga Ion	Head of the Legal Department	23. February
Zolotco Mariana	Counselor of the Chairman	24. February 21. April 10. May
Puscariov Nelli Palii Elisaveta	Head of the Human Resource Service	24. February
Jantuan Stela	Head of the Service for Information Analysis and Forecast	24. February
Jicul Maxim Nunu Svetlana	Head of the Audience and Petitions Service	27. February
Ganaciuc Maxim	Head of the Department for Parliamentary Documentation	27. February.
Barbov Alexandr	Head of the Press and Image Service	01. March
Vremis Aurelian Crasovschi Angela	Head of IT unit Head of Finance and Accounting Unit	02. March
Galina Osadcii	Consultant of the Committee for economic policy, budget and finance	10.April
Simion Marandici	Consultant of the Committee for agriculture and food industry	10.April
Galina Chirinciuc	Deputy head of the Legal Department	11.April

### VISITED MEETINGS

Budget and Finance Committee sitting	01. March
Plenary sitting	02. March

*Annex 3*

**The proposal for the template of the Regulations of Departments**

The Regulation of Department should comprise:

- 1) Functions (competencies) of the department and subunits.
- 2) The source of functions (the Bureau's decision, regulations).
- 3) Management structure (subordination and division of responsibilities) of the Department.
- 4) Institutional structure of the department.

#### ***Annex 4***

### **The proposal for template of the Job Descriptions**

The Job Description should comprise:

- 1) the Name of the Institution,
- 2) the Name of the Department and subunit,
- 3) the position (post) and category,
- 4) the subordination of post,
- 5) duties,
- 6) rights,
- 7) required education for the post,
- 8) required experience for the post,
- 9) coordination necessary for the execution of the function,
- 10) the responsibility of the employee over execution of duties and performance