



Citizen Report Card

Republic of Moldova

A Survey Conducted with the Support of the World Bank, Swedish International Development Cooperation Agency, and UNDP Moldova

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Executive Summary

Getting a good understanding of whether public services are meeting the needs and expectations of the public is valuable both for mapping out the strategic path for the development of services, and for solving everyday problems faced by the public when accessing public services. The Citizen Report Card survey is a first step in understanding whether or not public services in the Republic of Moldova are delivered in ways which meet people's needs and expectations accessibility and quality, and to elicit from the public ideas on how to improve the delivery of services. The survey assesses the level of utilisation of services, how the public accesses them, perceptions of the quality of services, and identifies difficulties faced in accessing services, including the level of corruption.

The Citizen Report Card survey uses a methodology developed by the World Bank which has been applied in a number of countries. It was conducted in Moldova for the first time in 2010 and gives comprehensive information on services provided by 30 public institutions. Respondents were asked to assess their experiences relating to each of the services they had used in the 12 months prior to the survey date.

Sample. The survey included a representative sample of 3 000 respondents randomly selected from 12 towns and 161 villages throughout the country. With a 95% confidence level the survey has a $\pm 1.7\%$ margin of error, making it representative at a national level except in Transnistria, an area not controlled by the Government of the Republic of Moldova.

Utilisation of public services. Three out of four respondents had used public services at least once over the previous year, with polyclinics and family health centres, the mayor's office, public hospitals and population documentation offices the most used. There were no major differences in the level of demand for services between men and women, nor between urban and rural populations.

Nearly two thirds of respondents felt that the *quality of public service provision* was satisfactory. A larger proportion of urban than rural respondents expressed dissatisfaction with the quality of services. Nearly half of respondents expressed dissatisfaction with services provided by the Police, National Archives, the National Employment Agency and social assistance offices.

Accessibility and comprehensiveness of information. Nearly two thirds of respondents felt that information about public services was accessible and comprehensive, although male and urban respondents expressed more negative opinions on the accessibility of information. Nearly half of respondents considered the information on services provided by Cadastral offices, the National Archives and the Police as not comprehensive and inaccessible.

Difficulties and problems faced while accessing public services. Nearly one third of respondents noted problems in accessing services, with respondents in urban communities more frequently noting problems than respondents in rural areas. The major problems were lengthy waits and long queues, staff indifference, disorganization in service provision, and corruption. The main strategies respondents used to overcome these obstacles were persistence and/or insistence, an appeal to acquaintances or to give a bribe.

Respondents were most likely to report difficulties in accessing the services of the National Archives, Fire and Rescue services, the National Energy Regulatory Agency, and the Police. Also noted, though less frequently, were difficulties in accessing Cadastral services, Social Assistance offices, and the National Employment Agency.

Corruption. Bribery was noted in 24 of the 30 public institutions included in the survey. The largest proportion of respondents who paid a bribe were applicants for Standards and Metrology services, Vehicle Documentation and Driving Licence offices, public health services, and hospitals. Bribery was also prevalent in Fire and Rescue services, education institutions, the Police, Cadastral offices and the Customs Service.

Use of computers and the internet. Nearly two fifths of respondents had used a computer and the internet in the previous year. Among computer users, there are gender disparities – women use computers less than men – and geographical disparities with the share of rural respondents using a computer and the internet only half that of the share of urban respondents. Digital inequality is most pronounced between different income groups and between different age groups: 84% of those with a household monthly income of more than 5000 lei used computers and 83% in that group used the internet, whilst the comparable figures for respondents with an income of less than 1000 lei are 17% and 15%. Similarly, 83% of 16-25 year olds had used a computer and 79% the internet, but only 2% of those over 65 had used a computer or the internet.

Despite the fact that over a third of respondents were aware that information about certain public services is available on the internet, only one in ten respondents accessed the websites of public institutions, and these were in the main urban respondents. Respondents usually access online services for job searches, to solve health problems, or to consult public libraries.

Computerization of public services. Almost half of respondents support the idea of providing public services via the internet or mobile phone. This view was more frequently expressed in urban communities than in the rural areas and among younger people. The proportion of respondents supporting the computerization of public services increases as household income increases. Respondents were most interested in online provision of health services, employment services, issue of personal documents, and enrolment in education institutions.

Quality of health care services. An additional in-depth analysis of services provided by health institutions showed a high level of demand for health services, and a positive perception by respondents of the quality of health care services, and the accessibility and comprehensiveness of information concerning such services. One fifth of respondents noted problems accessing health services, including lengthy waits and long queues, staff indifference and incompetence, and corruption. One in five respondents who had used health services stated that they had given a bribe. Bribery was most likely among young people and people with a high income.

Quality of population documentation services. These services are, in general, given a positive assessment by respondents, although respondents noted problems of lengthy waits and long queues, staff indifference and incompetence, corruption and staff rudeness.

Suggestions to improve public services. More than half of respondents made suggestions for improving services including: improving the attitude of staff towards the public; raising the level of staff qualifications; improving management; making service provision more client

oriented; implementing performance-based remuneration for public servants; dealing with service requests in the order received; and digitisation of public documents and more computerization of public service provision.

For a comprehensive analysis of each institution, visit the website www.ipp.md.

1. Introduction

1.1. Citizen Report Card surveys

Citizen Report Card surveys collect and analyze information on the public's level of satisfaction with the quality, efficiency and accessibility of public services, and can identify problems faced by users in their interaction with public institutions including hidden costs and corruption. The surveys are also a useful tool for delivering users' feedback on ways to improve public service provision.

If the results of the survey are to be generalised to the whole population, it is important to use rigorous methods and to ensure that the respondents are representative of the population as a whole. Citizen Report Card surveys use stratified random sampling to identify respondents who are representative of the population as a whole, and whose opinions represent those of the population as a whole. Citizen Report Card surveys use rigorous procedures for developing the questionnaire, conducting the interviews and for data analysis. As a result, we can be confident that the Survey provides an accurate picture of the public's views.

1.2. The Citizen Report Card survey in the Republic of Moldova

The Citizen Report Card (CRC) survey in the Republic of Moldova is the first attempt to gauge public opinion on the quality, effectiveness and accessibility of public services. At a time of significant reform of the public sector in Moldova, the study provides a useful input to the discussion of best practices for reform of the sector. Through the survey, respondents were asked to assess 30 public institutions, and additionally to provide more detailed feedback on health care services and population documentation services.

1.3. Objectives of the Survey

The main objectives of the survey are:

- to increase transparency and accountability in the public sector by providing client feedback on services
- to strengthen the capacity of civil society to monitor the performance of public institutions
- to provide a baseline for the E-Governance project funded by the World Bank.

The survey assesses the level of utilisation of public services, the views of users of the accessibility and quality of services, and their levels of satisfaction with service provision. It elicits information on difficulties faced in accessing services, and the incidence of bribery and informal payments when using public services. Respondents were also asked to make suggestions for improvements in service provision. The survey also investigates the availability and quality of information about public services and how the public usually

contact public authorities, including through technologies such as the internet or mobile phones. Respondents were asked to identify which services they would prefer to access via the internet or mobile phone.

1.4. Institutions included in the survey

The institutions and services were selected in accordance with the Terms of Reference presented in Annex 1. The following institutions were included in the survey:

1. State Tax Office and local branches (Serviciul Fiscal de Stat al Republicii Moldova și Inspectoratele fiscale de stat teritoriale)
2. Social Insurance Office and local branches (Casa Națională și Casele teritoriale de asigurări sociale)
3. Social Assistance and Family Protection Office and local branches (Direcțiile /Secțiile de asistență socială și protecția familiei în cadrul Consiliilor Raionale)
4. National Health Insurance Company and local branches (Compania Națională de Asigurări în Medicină și agențiile teritoriale)
5. Population Documentation Offices and local branches (Subdiviziunile teritoriale de evidență și documentare a populației ale Direcției de documentare a populației din cadrul Întreprinderii de Stat „Centrul Resuselor Informaționale de Stat „Registru” (Oficiile de Documentare a Populației)
6. Civil Status Offices (Oficiile Stare Civilă)
7. District Councils (Consiliile Raionale)
8. Mayor’s Office, borough offices in Chișinău Municipality (Primăriile, Preturile în cazul Municipiului Chișinău)
9. Local Offices of the State Chancellery (Oficiile Teritoriale ale Cancelariei de Stat)
10. The Police Service (Subdiviziunile Departamentului Poliție al Ministerului Afacerilor Interne, Comisariatele de poliție, sectoarele de poliție (Poliția))
11. National Employment Agency and local branches (Agenția Națională de Ocupare a Forței de Muncă și agențiile teritoriale)
12. Polyclinics/ Family Health Centres (Policlinicile/ Centrele Medicilor de Familie)
13. Public Hospitals (Spitalele publice)
14. Public Education institutions (Instituțiile publice de învățământ)
15. Public Libraries (Bibliotecile publice)
16. National Statistics Bureau and local branches (Biroul Național de Statistică și direcțiile/secțiile teritoriale)
17. State Registration Office (Camera Înregistrării de Stat și oficiile teritoriale)
18. Licensing Office (Camera de Licențiere)
19. Standards and Metrology Office (Instituțiile ce prestează servicii de standardizare și metrologie (infrastructura calității))
20. The Customs and Border Guard Services (Serviciul Vamal și Serviciul Grăniceri)

21. Cadastral Offices (Oficiile Cadastrale)
22. The National Energy Regulator (Agenția Națională pentru Reglementare în Energetică (ANRE))
23. The National Electronic Communications and Information Technology Regulator (Agenția Națională pentru Reglementare în Comunicații Electronice și Tehnologia Informației (ANCRETI))
24. Fire and Rescue services (Direcția Salvatori și Pompieri a Serviciului Protecție Civilă și Situații Excepționale al MAI și subdiviziunile teritoriale ale acesteia)
25. Public health offices (Centrele de Medicină Preventivă)
26. Environmental Protection Office and its local branches (Inspectoratul Ecologic de Stat și subdiviziunile teritoriale ale acestuia)
27. The Sanitary-Veterinary Agency (Agenția Sanitar-Veterinară și pentru Siguranța Produselor de Origine Animală)
28. The National Archives (Arhiva Națională a Republicii Moldova)
29. Vehicle Documentation and Driver Licensing Office and local branches (Direcția Documentare Mijloace de Transport și Calificare a Conducătorilor Auto din cadrul Întreprinderii de Stat „Centrul Resuselor Informaționale de Stat „Registru” și subdiviziunile teritoriale ale acesteia)
30. District Agriculture offices (Direcțiile agricole raionale).

1.5. Survey Methodology

The 3000 respondents in the survey were selected using a stratified random sampling methodology such that they were representative of Moldova's population as a whole. Respondents were aged 16 or more, 29% were from the North of the country, 50% from the Centre and 21% from the South. 38% of respondents lived in urban areas, 62% in rural areas, with women constituting 57% of respondents.

The survey was conducted in 173 locations including 12 urban communities and 161 rural communities. Interviews took place in all the country's districts, except those temporarily beyond the jurisdiction of the Republic of Moldova (Transnistria). Annex 2 shows the distribution of respondents based on age, gender, language, occupation and household income. Given the rigorous sampling, with a confidence level of 95%, the survey has a margin of error of $\pm 1.7\%$.

Data was gathered through face to face interviews undertaken during the period 2nd–23rd July 2010 by 55 teams of interviewers with experience of similar surveys. All interviewers were trained in the questionnaire content and were briefed on the survey's goal. Following the face-to-face interviews, a test-questionnaire was administered in order to check the reliability of the data. The test-questionnaire was conducted through telephone interviews (450 respondents) and follow up visits to the homes of respondents (150 respondents). In the case of six institutions (Licence office, Energy Regulator, District Agriculture office, Environmental protection, State Registration office and the Standards and metrology office) very few respondents had utilised the service and so the main survey was supplemented by a

booster survey undertaken at offices where these services are provided, with respondents selected as they came to use the service.

The questionnaire was developed (in English) by Magenta Consulting based on the methodology and experience of CRC surveys elsewhere in the world. After approval by the Institute for Public Policy and the World Bank, the survey was translated into Romanian and Russian, such that the interview could be conducted in the language requested by the respondent. A draft questionnaire was pre-tested on 50 respondents.

Using both closed and open-ended questions, respondents were asked to assess services they had used in the 12 months prior to the date of the interview. These assessments are based on the user's own perspective and expectations in terms of accessibility, availability and quality of public services. Therefore the findings of the survey and any classifications of the quality of public services are based on the respondents' subjective opinions.

The survey results were analysed for each public service both at the aggregate level, and separately. Given the importance of the health sector and Population Documentation offices, the results relating to these services are presented in separate chapters.

Types of services the public might seek from the institutions included in the survey

For a full list of the official functions of the institutions, see the relevant Government regulations.

State Tax Inspectorate: income taxes

National Social Insurance Office: state pensions

Social Assistance and Family Protection Office: social assistance and welfare payments

National Health Insurance Office: health insurance

Population Documentation offices: issue certificates confirming the personal status of individuals e.g. birth certificates, marriage certificates and issue passports

Civil status offices: record the personal status of individuals e.g. births, marriages, divorce, death

District Councils, Mayor's offices and borough offices: provide services at local level if there is no local office for the specific service required

Local State Chancellery offices: represent national government at local level; deal with public complaints or concerns about local level decisions

The Police Service: reporting crime

National Employment Agency: unemployment benefits

Polyclinics/ Family Health Centres: health services provided by General Practitioners

Public Hospitals: specialist health services, referrals from Family Health Centres, emergency care

Public Education institutions: tertiary education (in this survey)

Public Libraries: access to information

National Statistics Bureau: allocate statistical codes to enterprises to enable businesses to report data on enterprises

State Registration office: registration of companies and other legal entities

Licensing office: issue licences for trade/ sale of regulated goods and services e.g. selling alcohol, providing education services

Standards and Metrology office: monitoring weights and measures for businesses, monitoring of household water, electricity and gas meters.

Customs Service and Border Guards: international travel and movement of goods

Cadastral offices: land registration and building permits

National Energy Regulator: certification of businesses' compliance with energy regulations; dealing with customer queries or complaints regarding billing and service provision by energy companies

Electronic Communication and IT Regulator: regulation of businesses within the sector; addressing customer queries or complaints regarding billing and service provision by communications and IT companies

Fire and Rescue services: emergency response

Public health offices: health and hygiene standards in restaurants, schools etc, water quality monitoring

Environmental Protection Office: advice on and compliance with environmental standards

Veterinary Services offices: advice on and compliance with veterinary standards

National Archives: hold certificates (e.g. birth, marriage, death) over a certain age. The services of the National Archives are often used in relation to applications for citizenship of other countries.

Vehicle registration and driving licence office: car registration, driving tests and licences

District Agriculture office: advice on and compliance with agriculture standards

There were limitations in data for the booster survey relating to the National Energy Regulatory Agency and of the State Inspectorate for Environment Protection, both of whom objected to data collection near their offices. Given the small number of respondents requesting the services of District Agriculture offices, there was insufficient data to conduct a distinct analysis.

The link between the Moldova CRC and EU eGovernment Benchmarking studies

The list of institutions included within the CRC encompass services which are included in EU eGovernment benchmarking studies which are undertaken regularly to assess the quality and accessibility of services and particularly how they are delivered through electronic means. In many EU countries there is not an exact match between the institutions and the twelve services included within the EU studies. This is also the case in Moldova but this first CRC survey in Moldova will allow comparison with the EU studies. The services assessed in the EU eGovernment benchmarking studies are:

Income tax	Social Security Benefits
Personal documents	Certificates
Declarations to the police	Job search
Health related services	Enrolment in higher education
Public libraries	Building permission
Car registration	Announcement of moving

Further details are available at:

http://ec.europa.eu/information_society/eeurope/i2010/docs/benchmarking/egov_benchmark_2009.pdf

2. The profile of public services from a client perspective

This chapter focuses on:

- the level of utilisation of public services;
- perceptions of the quality of public services;
- the level of satisfaction with the way services are provided;
- accessibility of information concerning public services;
- difficulties faced by respondents in accessing services;
- the level of corruption in public service provision.

2.1. Level of utilisation of services

Utilisation of services was measured by the proportion of respondents who had accessed a service at least once during the last 12 months. 73% of all respondents had used at least one public service, with little difference in utilisation between male and female respondents, nor between rural and urban respondents. However, people aged 65 or more tend to use services slightly less, with only 67% of people aged 65 or more using public services in the last year.

The most frequently accessed services were polyclinics and family health centres (39% of respondents), municipalities (24%), public hospitals (18%) and population documentation offices (16%). The services with the least utilisation (0.5% or less of respondents) were Environmental Protection, the National Energy Regulatory Agency and Standards and Metrology services. A relatively large share of respondents – nearly 21% – had not utilised any public services in the previous 12 months.

2.2. Quality of Public Services

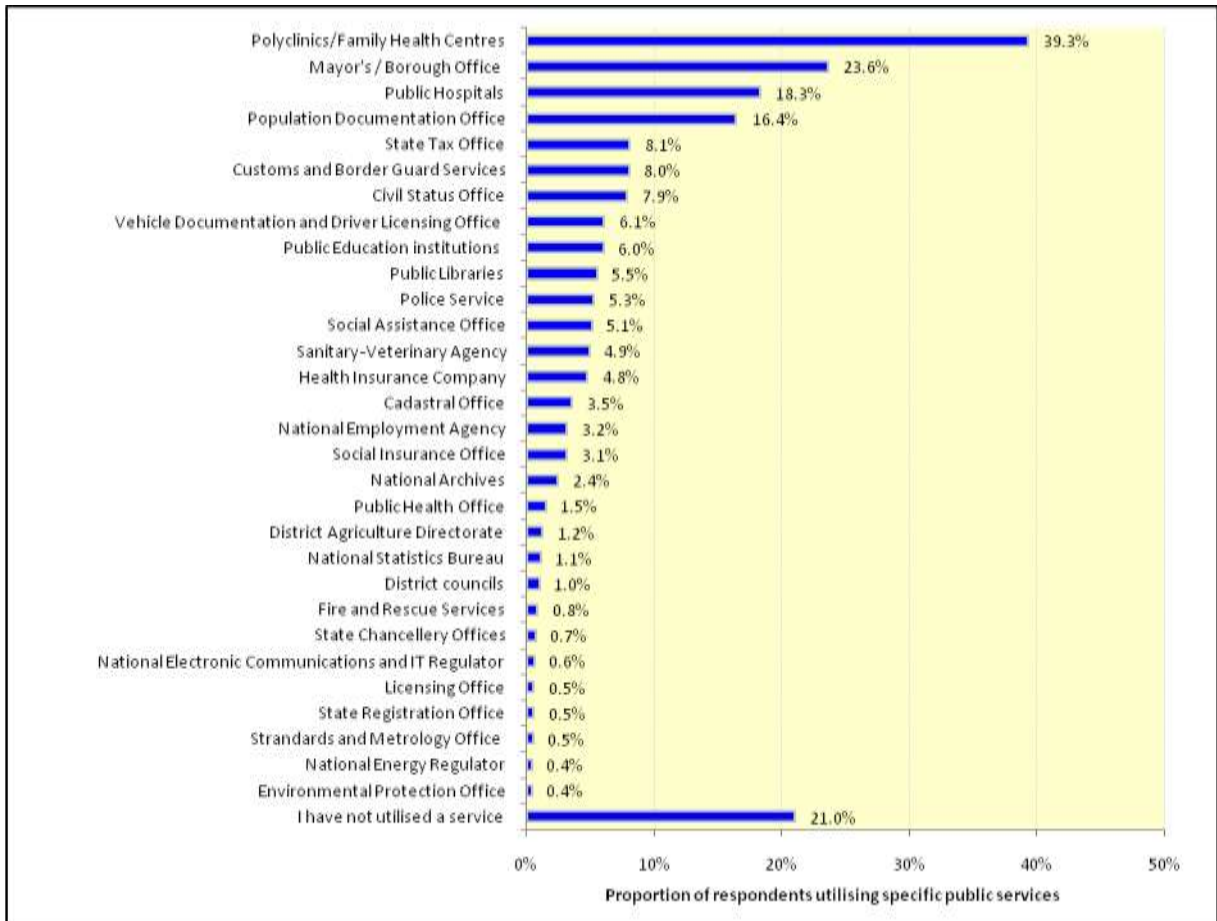
The quality of public services was measured based on the proportion of respondents who responded “yes” to the question *Are you satisfied with the quality of public services?* This question was asked for each institution the respondent had used.

In general, the majority of respondents were satisfied with the quality of services provided by public institutions. 90% of respondents expressed satisfaction with State Registration services, 89% with public libraries and 88% with Licensing offices. Local public administration – District Councils (86%), Mayor’s offices and boroughs (78%) – also received high satisfaction ratings.

Public hospitals and education institutions are in the middle of the rankings, with 65% and 67% respectively of respondents satisfied with the quality of their services. The Police (42%), National Archives (42%), and National Employment Agency (45%) are at the bottom of the ranking.

In general, both men and women gave a similar assessment of the quality of services, although there was a small gender difference of about 3 percentage points, but there was no consistency in this across the different institutions: in some cases men were more satisfied with services than women, and in other cases vice versa. There were much larger differences between rural and urban populations, with 76% of rural respondents expressing satisfaction, compared to only 60% of urban respondents.

Chart 1 Level of utilisation of public services



Respondents made a quantitative assessment of their level of satisfaction with the quality of services using a 7 point scale from 1 (totally dissatisfied) to 7 (totally satisfied). The highest levels of satisfaction were expressed for services relating to Income Tax (6.9 points), Public Libraries (6.4 points), State Registration office (6.0 points), and the Veterinary Agency (6.0 points). The lowest levels of satisfaction were expressed for the State Chancellery (3.6 points), the Police (3.8 points) and the National Employment Agency (4.0 points). Education institutions (5.3 points), public hospitals (5.2 points), Civil Status offices (5.1 points) and Population Documentation offices (5.0 points) are in the middle of the classification.

The level of satisfaction with the quality of public services is higher among rural respondents (5.2 points) than urban respondents (4.7 points). There was no difference between men and women in the level of satisfaction with the quality of services.

Chart 2 Proportion of respondents satisfied with the quality of services received

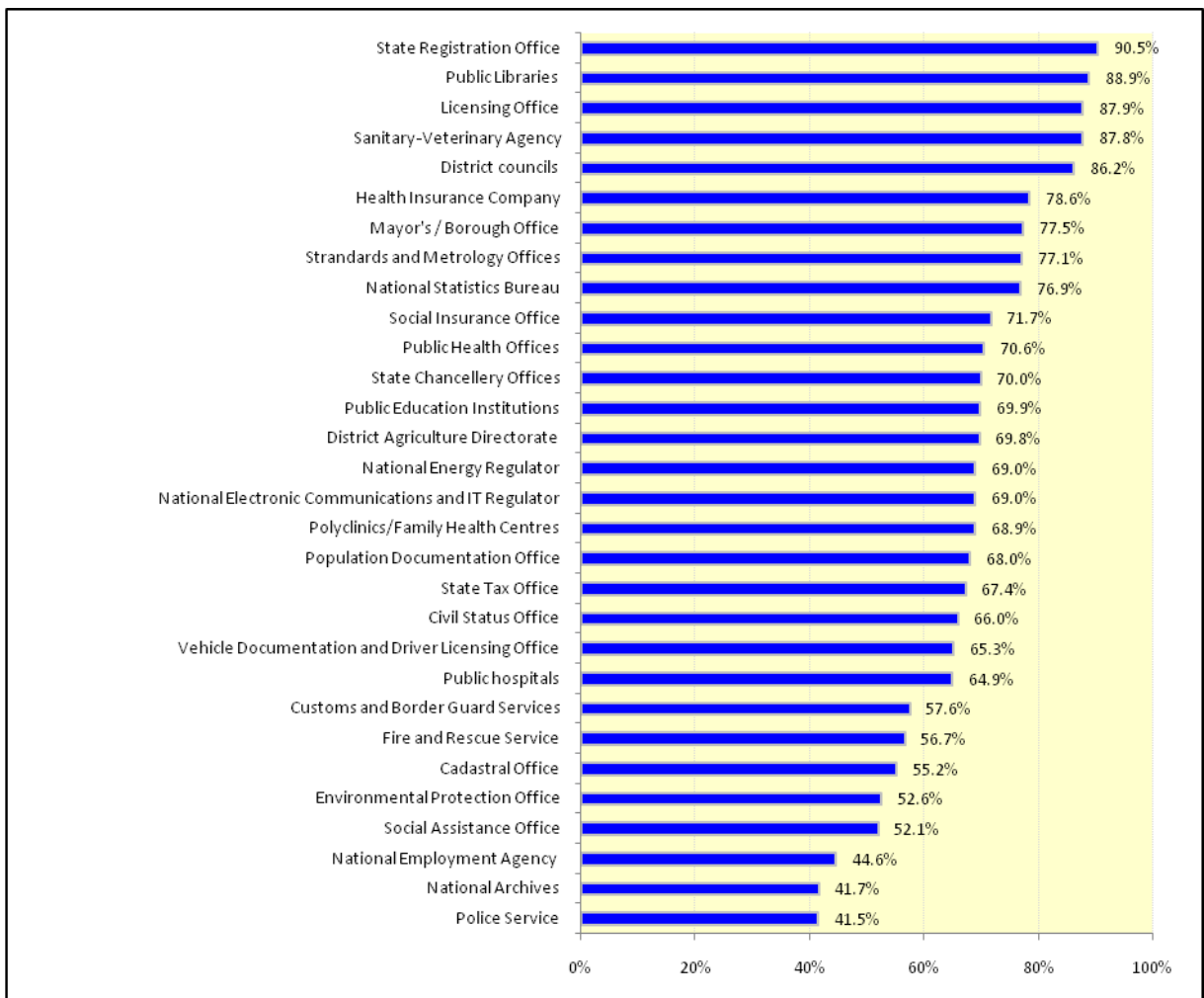
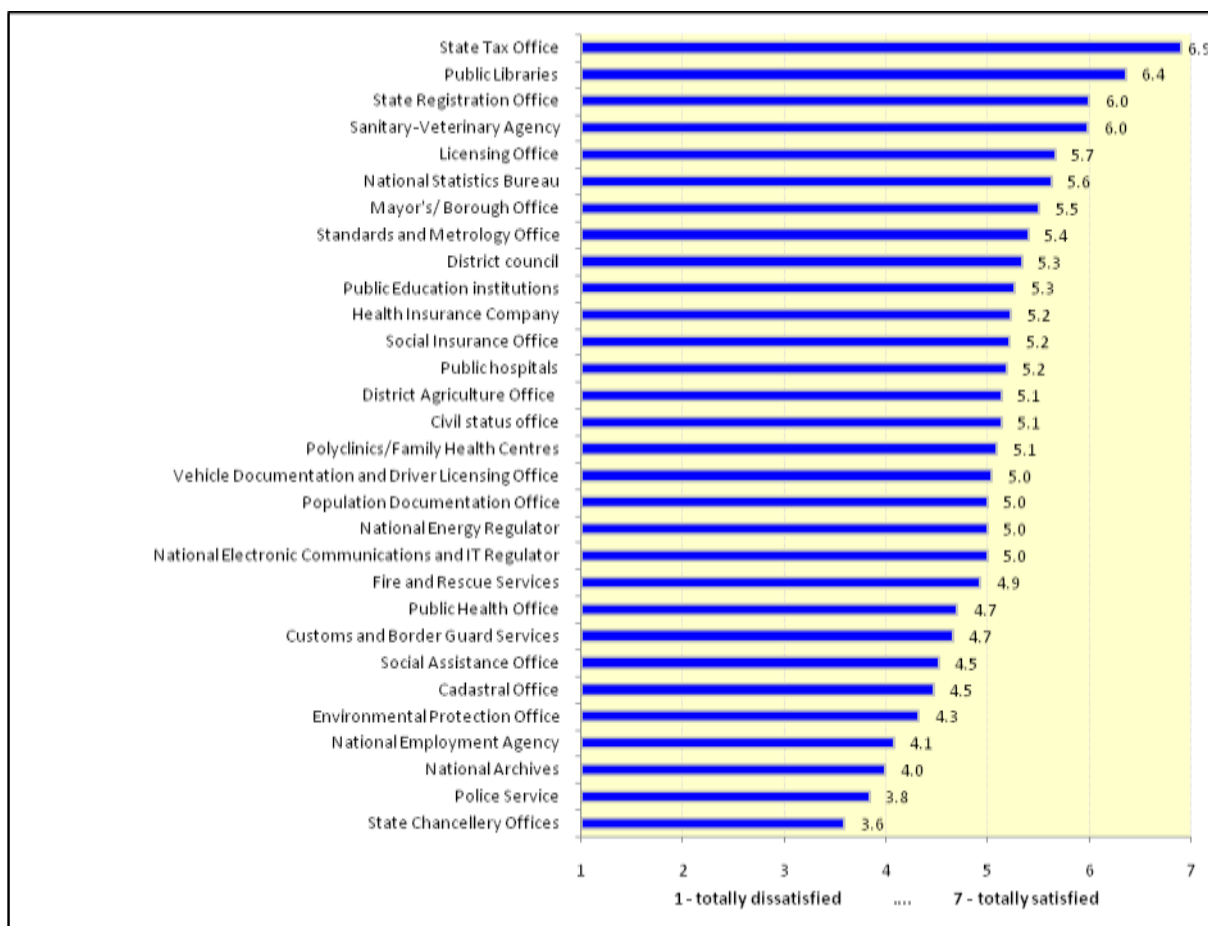


Chart 3 Degree of satisfaction with the quality of services

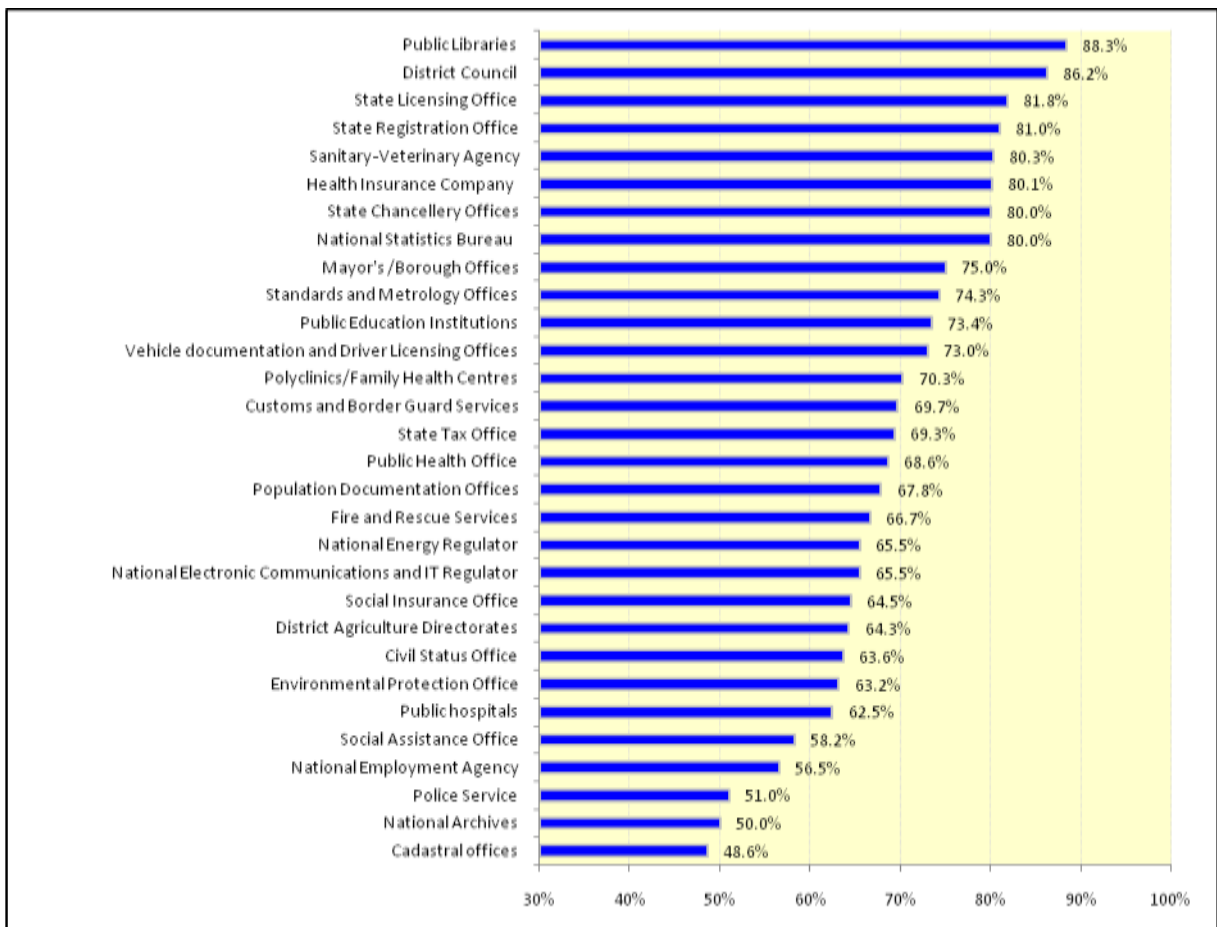


2.3. Accessibility of Information concerning Public Services

To assess the level of accessibility and comprehensiveness of information concerning public services, respondents were asked the question *Is the information about the services of this public institution comprehensive and accessible, in your opinion?* for each of the services they had used.

Respondents ranked as the most accessible and comprehensive the information about services provided by Public Libraries (88% of respondents), District Councils (86%), and the Licensing office (82%).

Chart 4 Share of respondents agreeing that information on specific public services is accessible and comprehensive



Institutions whose services are used relatively often are in the middle of the ranking: Mayor's offices and Boroughs (75% of respondents agreeing that information is comprehensive and accessible), public education institutions (73%), Polyclinics/Family Health Centres (70%), and Population Documentation offices (68%). Cadastral offices (49%), National Archives (50%) and the Police (51%) are at the bottom of the ranking.

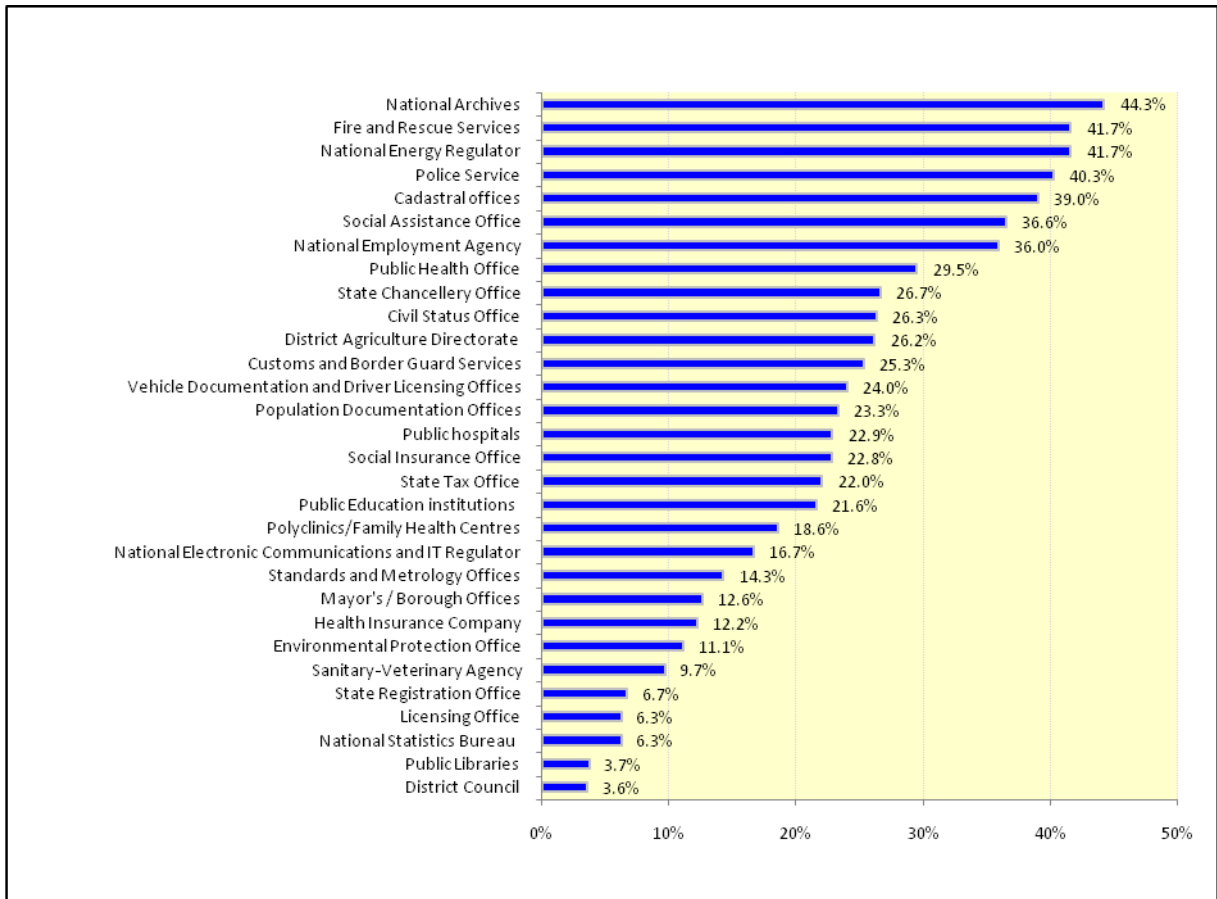
For all public services taken together, only 60% of urban respondents agreed that information about public services is comprehensive and accessible, in comparison with 68% of rural respondents. Since urban inhabitants generally have better access to information, the difference of 8 percentage points could be due to urban residents' higher expectations of public services.

There was also a small gender difference, with 61% of men and 68% of women agreeing that information on public services was comprehensive and accessible.

2.4. Difficulties faced in accessing public services

Respondents were asked to identify whether they had faced any difficulties and problems in accessing public services, and, if so, to identify the nature of the problem.

Chart 5 Share of respondents reporting difficulties in accessing public services



Taking all services together, more than a quarter (28%) of respondents noted difficulties and problems in the process of accessing services. The National Archives (44%), Fire and Rescue services (42%), Energy Regulator (42%), and Police service (42%) generated the highest proportions of respondents identifying problems.

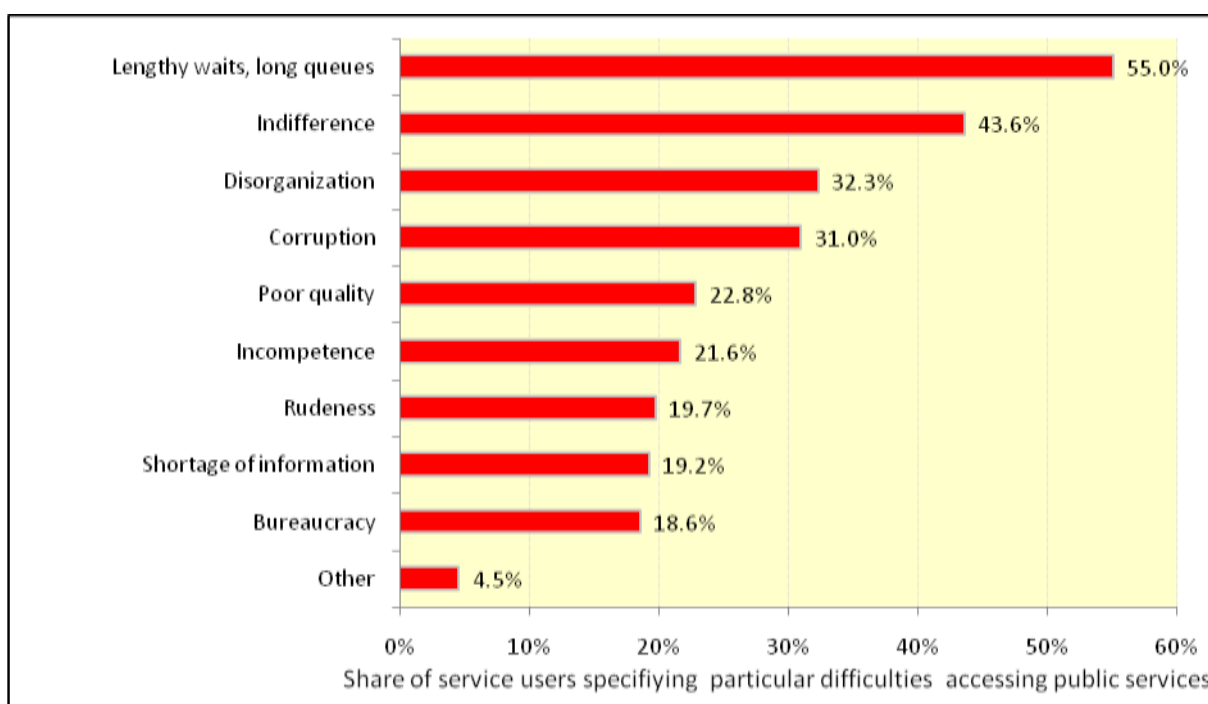
For several services which are in relatively high demand, there are also relatively large shares of users noting difficulties and problems in accessing services: 39% of respondents using Cadastral offices, 37% of users of Social Assistance offices and 36% of respondents using the National Employment Agency said they faced problems.

Much lower proportions of respondents noted difficulties while accessing the services of District Councils (4%), public Libraries (4%), and the National Statistics Bureau (7%).

There were no gender differences in reports of problems, with 28% of men and 28% of women reporting problems in accessing services. However urban residents were more likely to report difficulties (33%) than rural residents (23%).

Respondents were asked to define the problems they faced, and identified nine key issues (see Chart 6). Most of the problems identified were related to the professional qualifications and behaviour of staff, rather than material resources of the institutions. The problems were lengthy waits and long queues (reported by 55% of respondents), staff indifference (44%), disorganization in service provision (32%), corruption (31%), poor quality (23%), incompetence (22%), rudeness (20%), shortage of information (19%) and bureaucracy (19%).

Chart 6 Difficulties and problems faced by respondents when accessing services



2.5. Level of Corruption in Public Service Provision

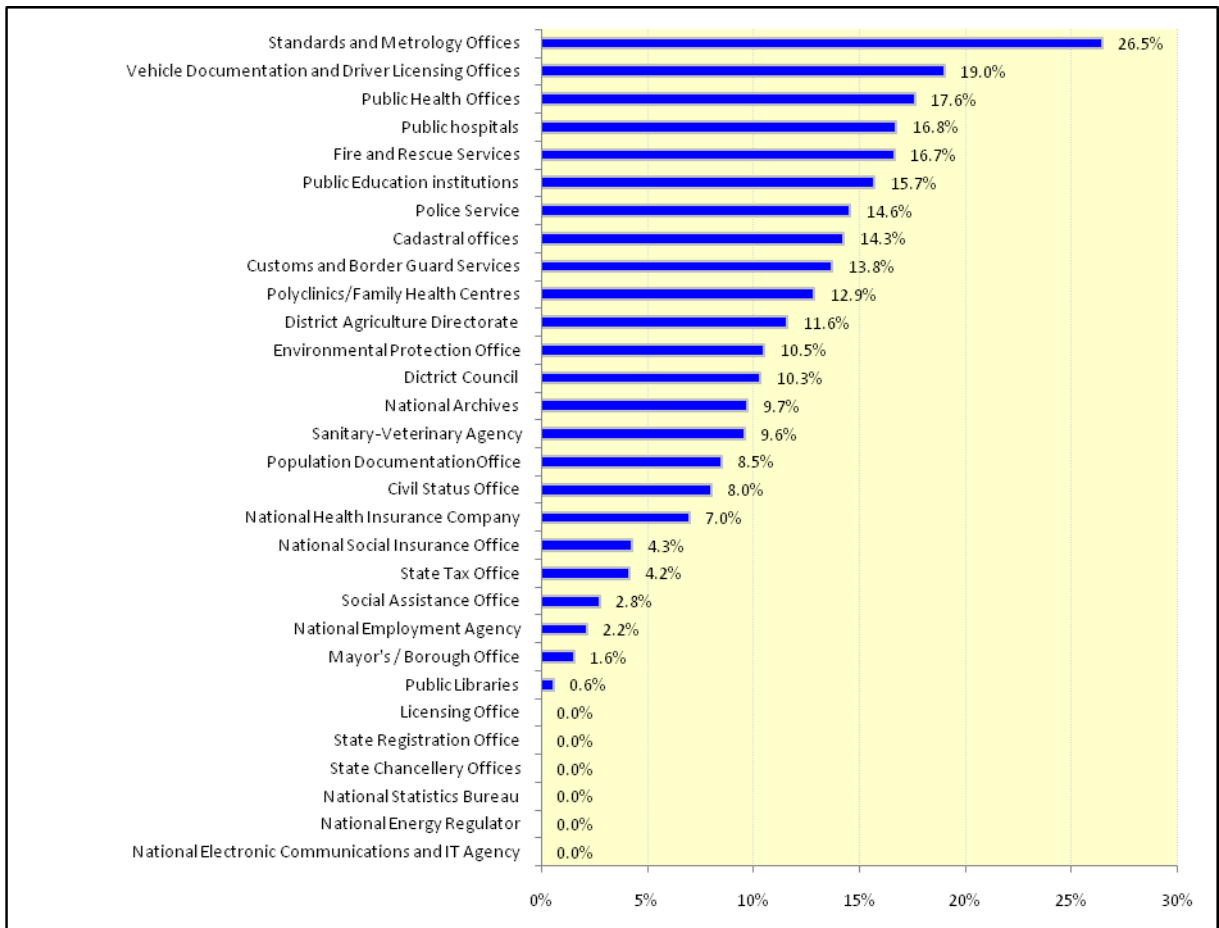
Levels of corruption in public service provision were assessed based on the proportion of people using a specific service who gave an affirmative response to the question *Have you ever given a bribe in order to get this service?*

Only six of the thirty institutions in the survey had no reported cases of bribery: the Energy Regulator, the Electronic Communications and IT Regulator, the National Statistics Bureau, State Chancellery offices, Licensing offices and State Registration offices.

For the other institutions, the largest incidence of bribery in return for service was amongst users of Standards and Metrology offices (26%). Lower rates, but still more than 10% of

users, were reported for other services – Car Registration and Driving Licence offices (19%), public health offices (18%), hospitals (17%), Fire and Rescue services (17%), education institutions (16%), the Police (15%), Cadastral offices (14%), the Customs Service (14%), Family Health Centres (13%), District Agriculture offices (12%), Environmental Protection services (10%) and District Councils (10%).

Chart 7 Share of respondents reporting giving a bribe to access services



3. Access to Information and Services via the Internet (e-Access)

The Citizen Report Card survey investigated the possibilities for the public to access public services electronically, in particular via computers and the internet. The survey identified:

- respondents' access to personal computers and the internet;
- current levels of utilisation of the internet to access public services;
- respondents' attitudes to the computerization of public services.

3.1. Access to computers and the internet

3.1.1. Use of Computers

41% of respondents had used a computer over the previous 12 months, but there were major variations based on gender, location, income group and age:

- Men were more likely than women to use computers – 45% compared to 38%.
- 62% of the urban population reported using a computer – much more than the 28% of the rural population.
- Residents of the Central zone were more likely to have used a computer – 49% in comparison to residents in the Northern (33%) and Southern (33%) zones
- A very large proportion of young people use computers – 83% of the 16–25 age group, but only 13% of the 56–65 age group.
- Usage rates are similarly skewed based on income: 84% of respondents whose monthly household income exceeded 5000 lei but only 17% of respondents with monthly household incomes of less than 1000 lei had used a computer

Chart 8 Proportion of respondents using a computer and the internet by gender and location

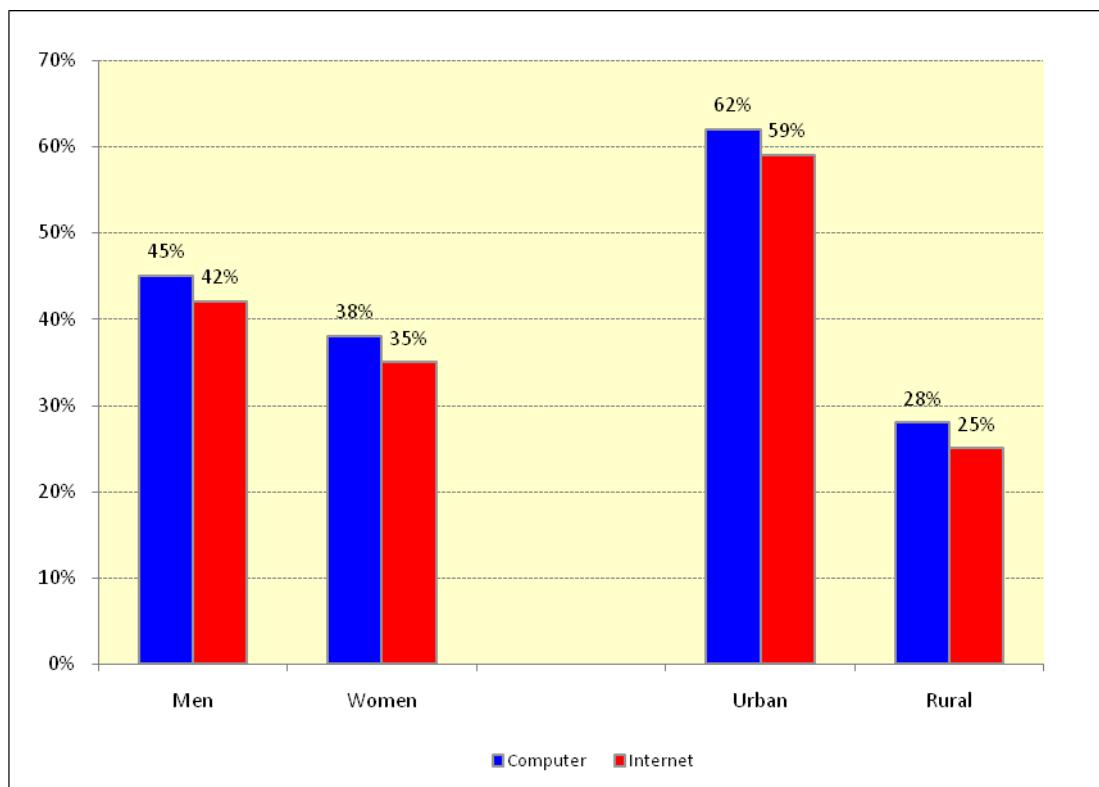
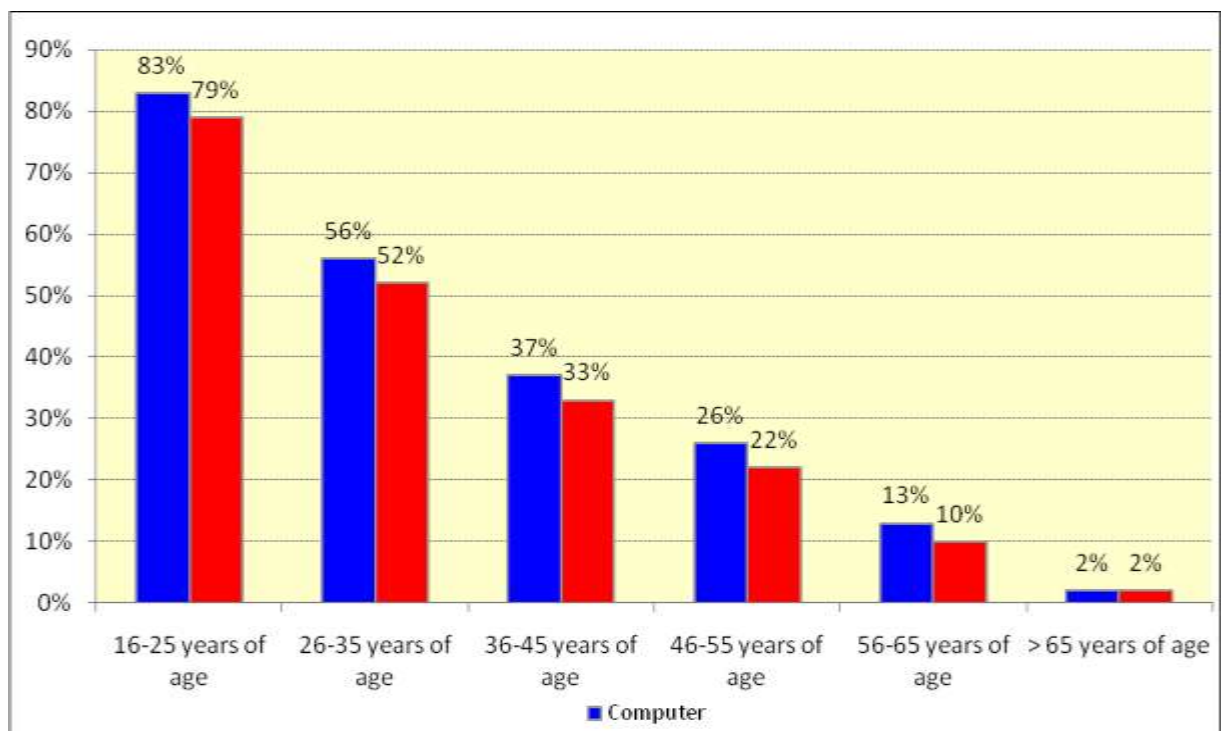


Chart 9 Proportion of respondents who use a computer and the internet, by age-group



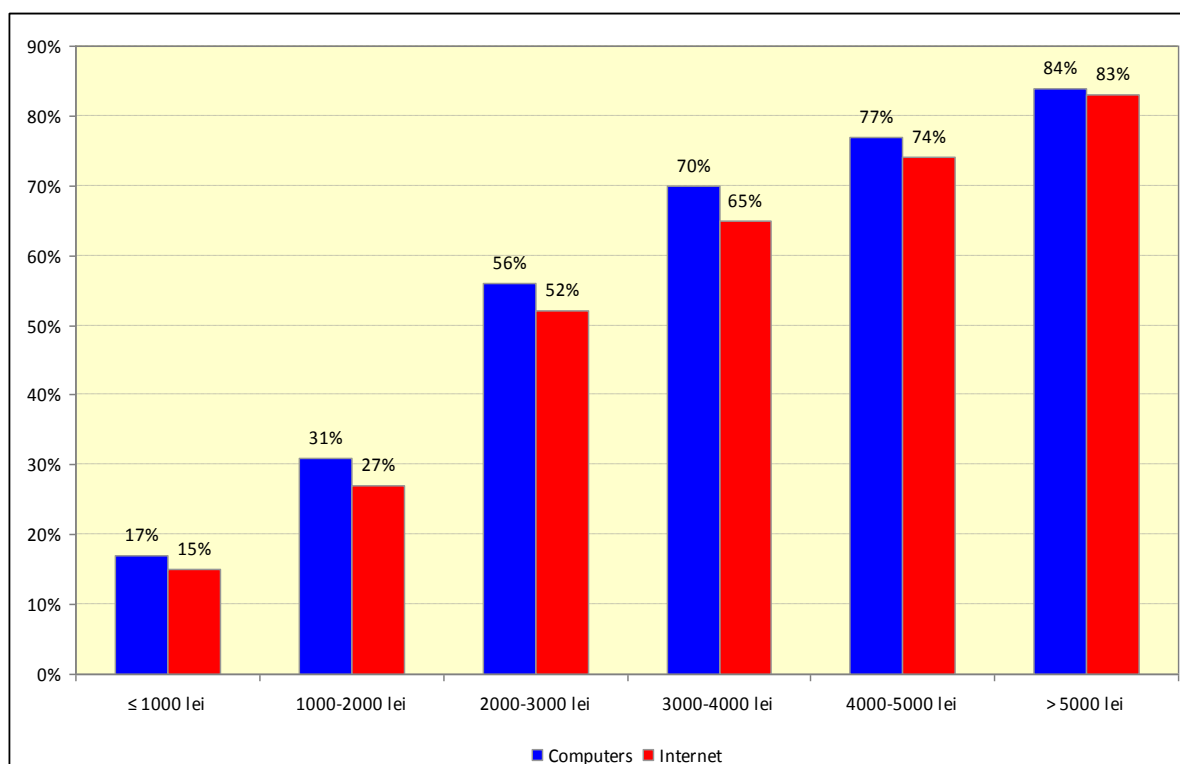
3.1.2. Use of the internet

Overall, the proportion of respondents who had used the internet over the past 12 months was 38%. Levels of utilisation reflected the same characteristics as use of computers:

- the internet had been used by 42% of men and 35% of women;
- 59% of urban respondents had used the internet in comparison with 25% of rural respondents
- 46% of respondents in the Central region, 30% in the North and 29% in the South had used the internet;
- Internet usage was much more likely among the young with 79% in the 16-25 age-group, in comparison with only 22% in the 46-55 age-group, and only 10% in the 56-65 age-group;
- 83% of respondents with a monthly household income of more than 5000 lei had used the internet in the last 12 months; only 15% of respondents with household monthly incomes of less than 1000 lei had used the internet in the last 12 months.

There were some small differences in computer and internet access based on respondents' predominant language. 41% of the total number of Romanian-speaking respondents had used a computer, while the proportion of Russian-speakers using computers was 43%. The situation is similar with regard to internet usage – 37% of Romanian speakers in comparison with 40% of Russian speakers.

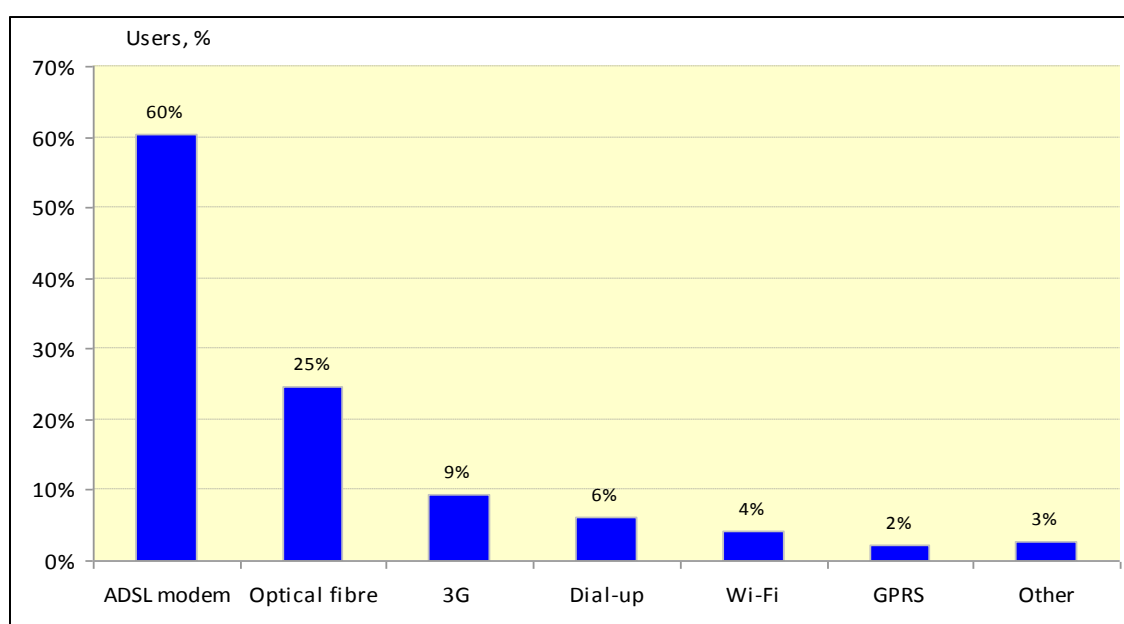
Chart 10 Proportion of respondents who use a computer and the internet, by monthly household income category



3.1.3. Means of accessing the internet

The most common internet access technology is ADSL, used by nearly 60% of respondents, with 25% of respondents using optical fibre connections. 3G (wireless) technology was used by 9% of respondents, and other types of connections by less than 6% of respondents. The most advanced technology (3G) is available in urban areas and in districts in the Central region, and, unsurprisingly, respondents on higher incomes are the major users of this technology.

Chart 11 Internet Access Technologies



3.2. E-Access to Public Services

3.2.1. Using the websites of public institutions to access information

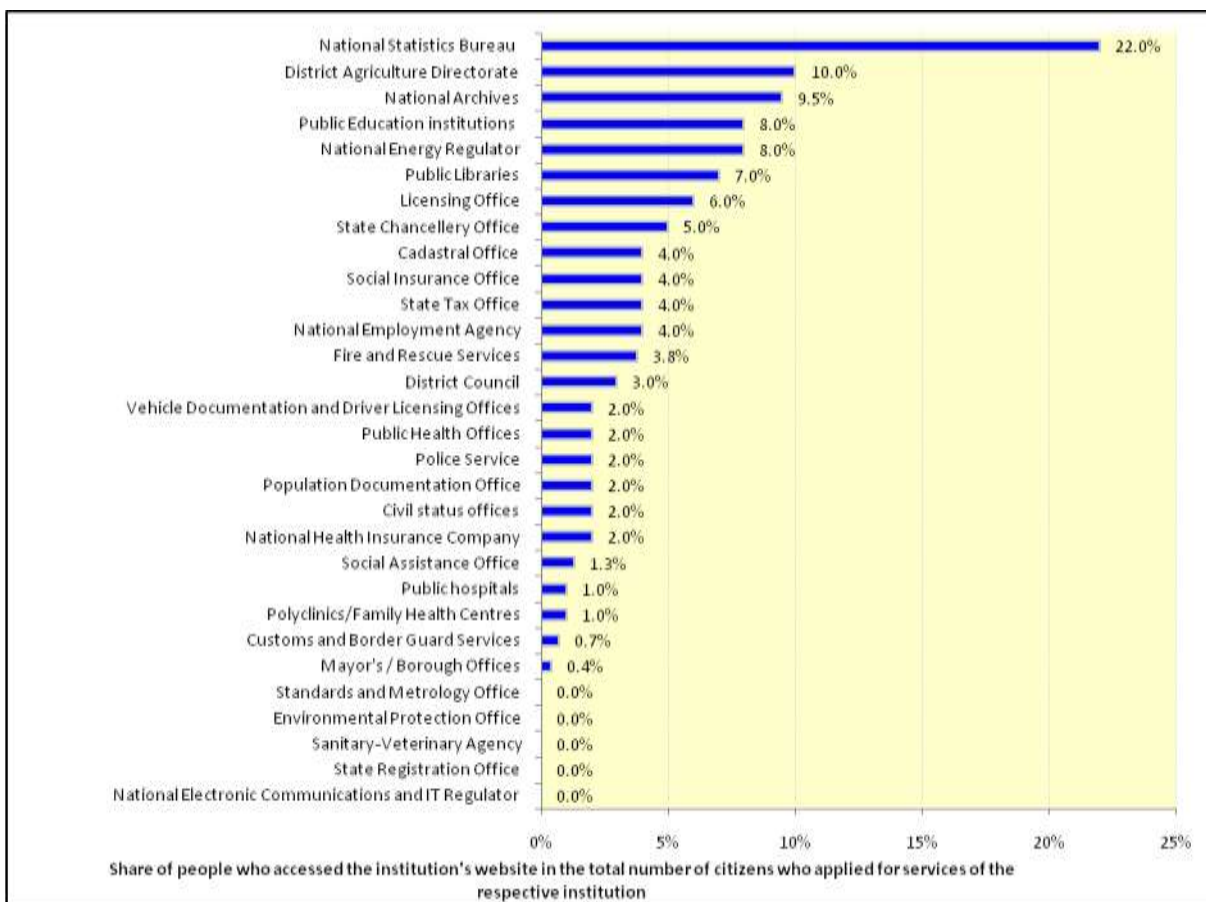
Nearly 39% of respondents were aware that information about public institutions is available on the internet, but only 7% had accessed a public authority website at least once over the previous 12 months. Again, there are differences in utilisation reflecting geography, age and income. Urban residents were more likely (14%) to have done so than rural residents (3%). Young people aged 16-25 (12%) were also more likely to access these websites than those aged over 65 (1%). Only 1% of respondents whose monthly household income was up to 1000 lei had used the websites of public institutions, in comparison to 28% of those whose income was greater than 5000 lei.

Respondents were asked the question *How did you contact this public institution?* with one possible response being *Website which allows you to leave a message*. The institution most

frequently accessed via the internet was the National Statistics Bureau with 22% of respondents using the internet to access their services. Lower figures for access via the internet were given for District Agriculture Directorates (10%), the National Archives (10%), National Energy Regulatory Agency (8%), public education institutions (8%), and public libraries (7%).

For several institutions which are utilised by a large proportion of the public, the share of users who access them via the internet is relatively small: National Employment Agency (4%), Police (2%), Population Documentation offices (2%), public hospitals (1%).

Chart 12 Proportion of respondents contacting a public institution through its website

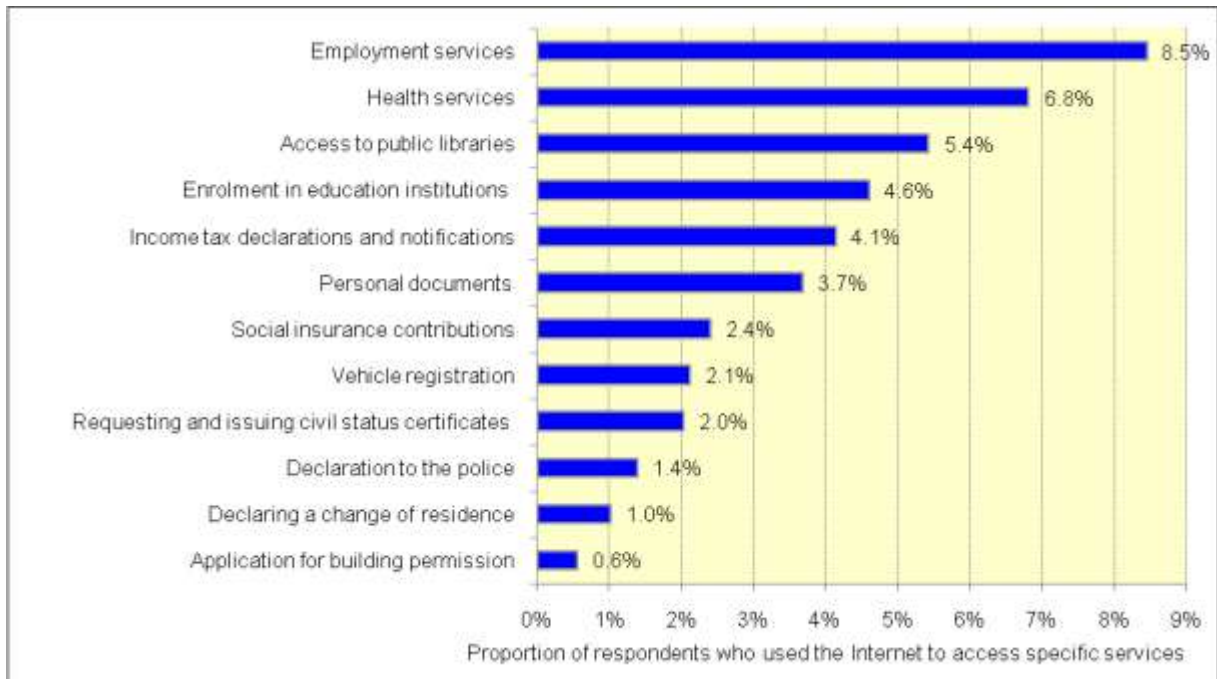


3.2.2. On-line access to public services

There are twelve public institutions which allow users to access services – not just information about services – via the internet. Utilisation rates for these services were gauged by asking the question *Have you applied for services available on the internet*, followed by a list of the 12 public services. 84% of respondents have never accessed any public service by the means of the internet. 16% had accessed at least one services on-line..

The National Employment Agency (8% of the total number of respondents) is the most frequently used on-line service, followed by health services (5%), public Libraries (5%), and enrolment in education institutions (5%).

Chart 13 Proportion of respondents accessing public services on-line



3.3. Respondents' attitudes towards the electronic provision of public services

Respondents were asked two questions to gauge their attitude towards the computerization of public services, firstly whether they would like services to be provided electronically (i.e. via information and communication technologies such as the internet or mobile phone), and secondly which public service they would like to be provided via the internet or mobile phone.

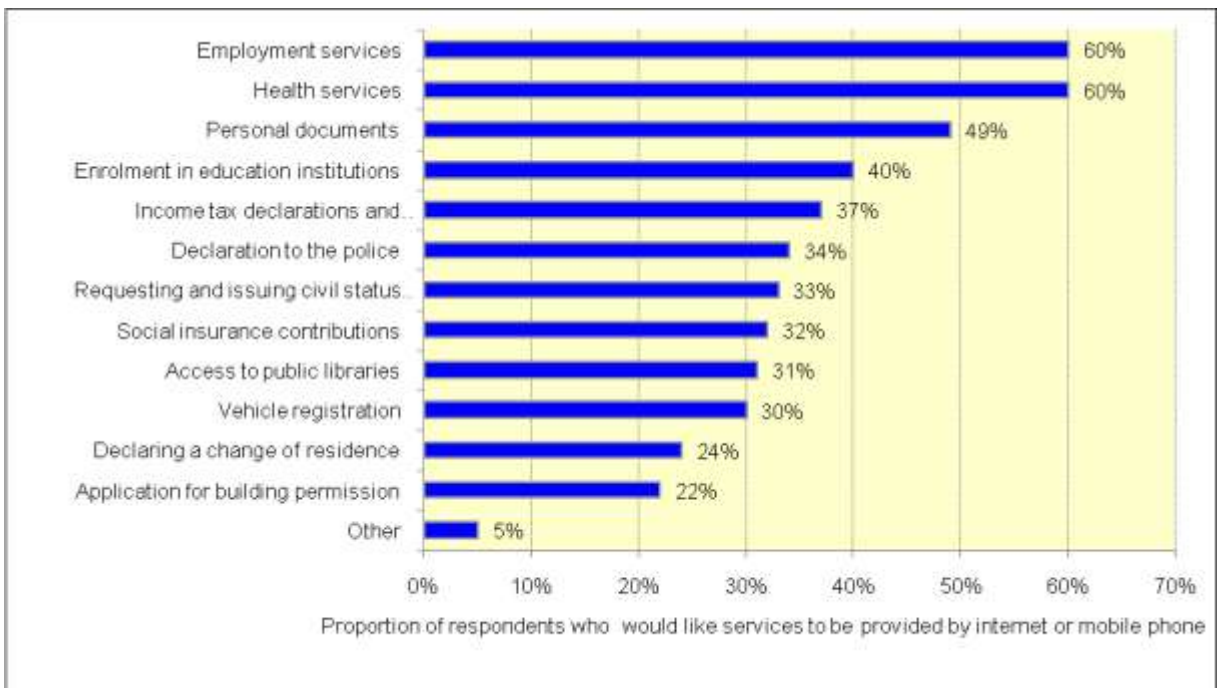
53% of all respondents throughout the country stated they would like to be provided public services via the internet or mobile phone, although 35% of respondents felt this was undesirable.

Differences in attitude based on geography, age and income were evident, but not as extreme as those relating to computer and internet access. 65% of urban respondents expressed a favourable opinion of computerization of public services in comparison to 45% of rural respondents. Respondents aged 16-25 years were more likely (71%) than those over 65 (19%) to be open to the implementation of information and communication technologies in public service provision.

Support for computerisation of public services was positively correlated to income; with 32% of respondents on a monthly household income below 1000 lei up to 85% of people on an income of more than 5000 lei having a favourable attitude to computerised access to services.

Respondents who supported the idea of computerisation of public services were asked to choose the services they would like to be provided via the internet or mobile phone. Health services (60%), employment services (60%), issue of personal documents (49%), enrolment in education institutions (40%) were the most frequently specified.

Chart 14 Public services which respondents would like to be provided via the internet or mobile phone



4. In-depth analysis of services provided by health care institutions

This chapter gives a more detailed analysis of services provided by Polyclinics/Family Health Centres and by public hospitals, showing levels of utilisation, perceptions of quality, access to information, difficulties and problems faced by respondents in accessing the services and levels of corruption.

4.1. Level of utilisation of health services

Of all the institutions included in the survey, services provided by Polyclinics/Family Health Centres were the most frequently utilised by survey respondents, 39% of whom had used them. 18% of respondents had utilised public hospitals. Of all the respondents who had accessed health services, utilisation is quite frequent, with 55% of respondents who use health services doing so every month.

Women are more likely to utilise health services – 25% of the total number of female respondents – compared to 19% of men, and there are slightly higher utilisation rates in urban areas (24%) than rural areas (21%). There appears to be a slightly higher level of utilisation in the Northern region (54%) than in the Central (50%) and Southern (50%) regions. Those on a lower household monthly income (up to 1000 lei) were more likely to use health services than those on an income of more than 5000 lei, with 51% of respondents in the lower income group using health services in comparison to 41% of those in the higher income group.

The most common method of accessing health services is directly at a health facility – 91% of those who had used health services did so at a health facility. Of those respondents not required to attend a health facility directly, 19% of them contacted the facility by phone and only 2.4% did so via the internet.

One of the most important factors influencing the level of utilisation of health services is the distance to the nearest health facility which varied from 10 metres to 18 km, with an average of 1403 metres, and a median of 800 metres for all survey respondents.

The distance to a health facility was shorter in rural areas than in urban areas. In rural areas the distance to a medical institution varied from 10 metres to 18km, with an average of 1248 metres and a median of 700 metres. Rural respondents usually walked to medical facilities (85% of respondents), took public transport (6%) or used their personal transport (5%).

In urban areas, the distance varied from 20 metres to 6km, with an average of 1643 metres and a median of 1000 metres. Urban respondents in the main walk to health facilities (53%), while others take public transport (28%) or their personal transport (15%). The shorter distances for rural respondents are likely to be due to the fact that most villages have a Family Health Centres.

4.2. Quality of services provided by health care institutions

Two thirds (67%) of all respondents throughout the country who utilised health care institutions felt that the quality of services received was satisfactory. There were no gender differences in this view, with 67% of men and 66% of women holding this view.

Rural respondents were more likely to be satisfied with the quality of service – 75%, compared to 57% in urban communities. There were also similar differences in opinion between those on a low monthly household income (less than 1000 lei), 73% of whom were satisfied with the quality of health services, and those on a high income (over 5000 lei per month), only 56% of whom felt the quality of services was satisfactory.

Nationally, the level of public satisfaction with the quality of health services was 5.1 points on a scale from 1 (totally dissatisfied) to 7 (totally satisfied). This puts health services in the middle of this ranking amongst all 30 services included in the survey.

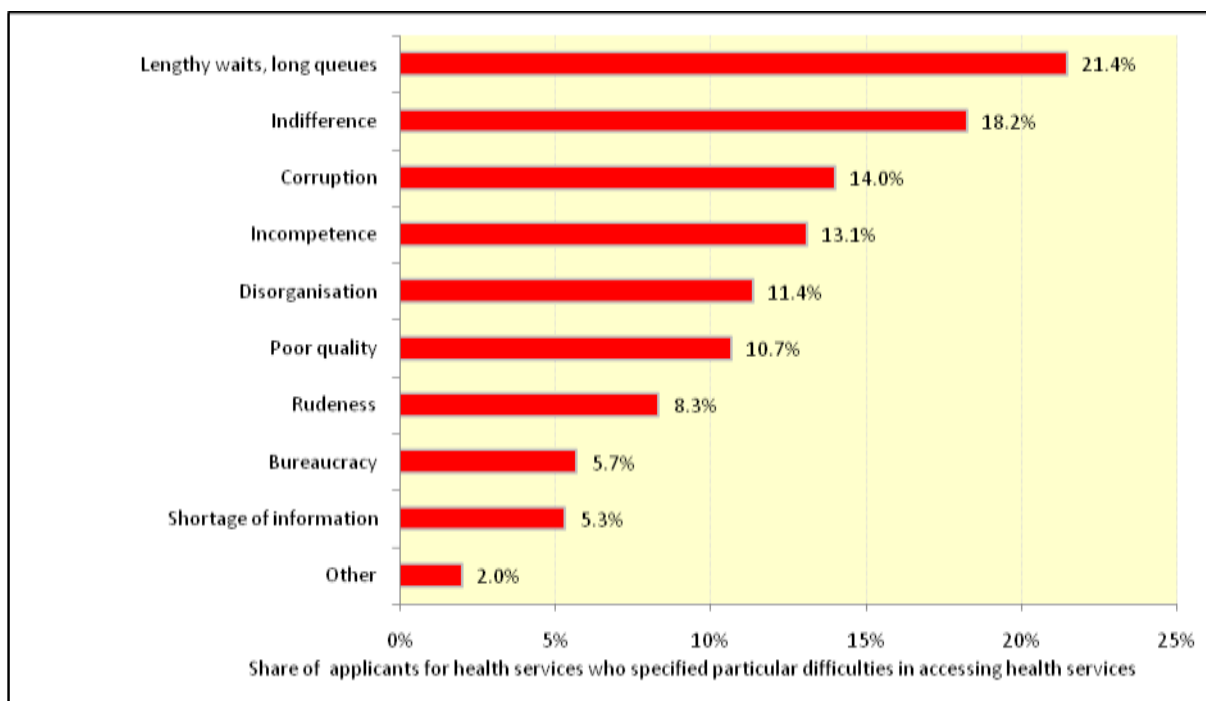
4.3. Access to public interest information on health care institutions

Nearly 67% of respondents stated that information about the services provided by health care institutions is comprehensive and accessible. Again there was little difference by gender (68% of men in comparison to 67% of women) but obvious differences between rural residents (72%) and urban residents, only 60% of whom felt information was comprehensive and accessible. This was similar to the differences between respondents on a lower income (up to 1000 lei per month), 74% of whom felt information was comprehensive and accessible, and those on higher incomes (more than 5000 lei per month), only 56% of whom agreed with this view.

4.4. Difficulties faced by the public in accessing health care

Nationally, nearly 24% of respondents reported difficulties in accessing health services, the major problems being: lengthy waits and long queues (22%), staff indifference (18%) and corruption (14%). Other problems included staff incompetence (13%), disorganization in the provision of services (11%), poor quality (11%) and staff rudeness (8%).

Chart 15 Difficulties and problems faced by the public in accessing health care



To address these difficulties, of those respondents who reported difficulties 40% had used the tactic of persistence, whilst 26% appealed to acquaintances, and 20% gave a bribe. A relatively small share of respondents opted for an official way to overcome the difficulties they faced, with only 3.5% appealing to a manager or higher authority. 7.8% of respondents submitted a complaint, and 5.5% of them preferred to go to another institution.

4.5. Level of corruption in health care institutions

About 13% of respondents who used Polyclinics/Family Health Centres stated that they had paid a bribe. The figure was higher for public hospitals at 17%. There was little gender difference in these figures, with 16% of all women who utilised health services making an unofficial payment, in comparison to 17% of men. Urban residents were somewhat more likely to have paid a bribe (18%) than rural residents (15%), and 22% of those on monthly incomes of 5000 lei or more reported paying a bribe in comparison with 14% of those on monthly incomes of 1000 lei or less. The younger the respondent, the more likely they were to have paid a bribe, with 20% of those aged 16–35, 15% aged 36–55, and 12% of those over 55 reporting making such payments.

5. In-depth analysis of services provided by Population Documentation Offices and Civil Status Offices

This chapter analyzes the services provided by Population Documentation Offices and Civil Status Offices (shortened here to Population Documentation offices/services) in terms of level

of utilisation, perceptions of quality, access to information, difficulties and problems faced by the public in terms of accessing services, and level of corruption.

5.1. Level of Demand for Services of Population Documentation Institutions

Population Documentation offices provide a wide range of services to the public. 21% of all survey respondents had used population documentation offices in the last 12 months. Both men and women utilised the services equally (21% in both cases). There are differences in the proportion of urban users (28%) than rural users (17%) and in those respondents on a higher household income (≥ 5000 lei per month), 33% of whom had used the services in comparison to 13% of respondents on a low income (≤ 1000 lei per month).

The most commonly requested population documentation services are:

- issuing passports – 57% of all respondents who applied to population documentation offices;
- issuing birth certificates – 52%;
- issuing identity cards – 43%;
- issuing marriage certificates – 29%.

Services related to changing personal data which do not require changing documents (2%) and issue of certificates of adoption/paternity (1%) were the least utilised.

Almost all users of Population Documentation services (97%) did so through a direct visit to the office. 9% of respondents noted that they used the phone (presumably in addition to direct visits). Only 1% of respondents who used Population Documentation offices did so via the internet.

Amongst all users of Population Documentation services, the distance from home to the Population Documentation office varied from 20 metres to 15 km, with an average of 1927 metres, and a median of 1000 metres. In rural areas, the distance to population documentation offices ranged from 20 metres to 15 km, with an average of 1734 metres and a median of 800 metres. More than three quarters (76%) of rural users of such services walked to the Population Documentation office, with only 10% using public transport and 7% using their own personal transport.

In urban areas, the distance to Population Documentation offices varied from 20 metres to 5 km, with an average of 2232 metres and a median of 1500 metres. People travelled to the office either on foot (39%), public transport (38%) or their personal transport (17%). In rural areas, population documentation services are provided through the Mayor's office, which explains the shorter distance to these services in rural areas.

5.2. Quality of Population Documentation services

About 68% of all respondents who utilised Population Documentation offices were satisfied with the quality of services, though women were more likely to be satisfied (71% of all

women who used the services) than men (63%). Similar differences were evident between rural populations (73% of whom were happy with the quality of services) and urban populations, of which only 62% expressed satisfaction. Overall, the level of public satisfaction with the quality of population documentation services was 5.0 on a scale from 1 (totally dissatisfied) to 7 (totally satisfied). This score ranks Population Documentation offices in the middle of the 30 institutions assessed in the survey.

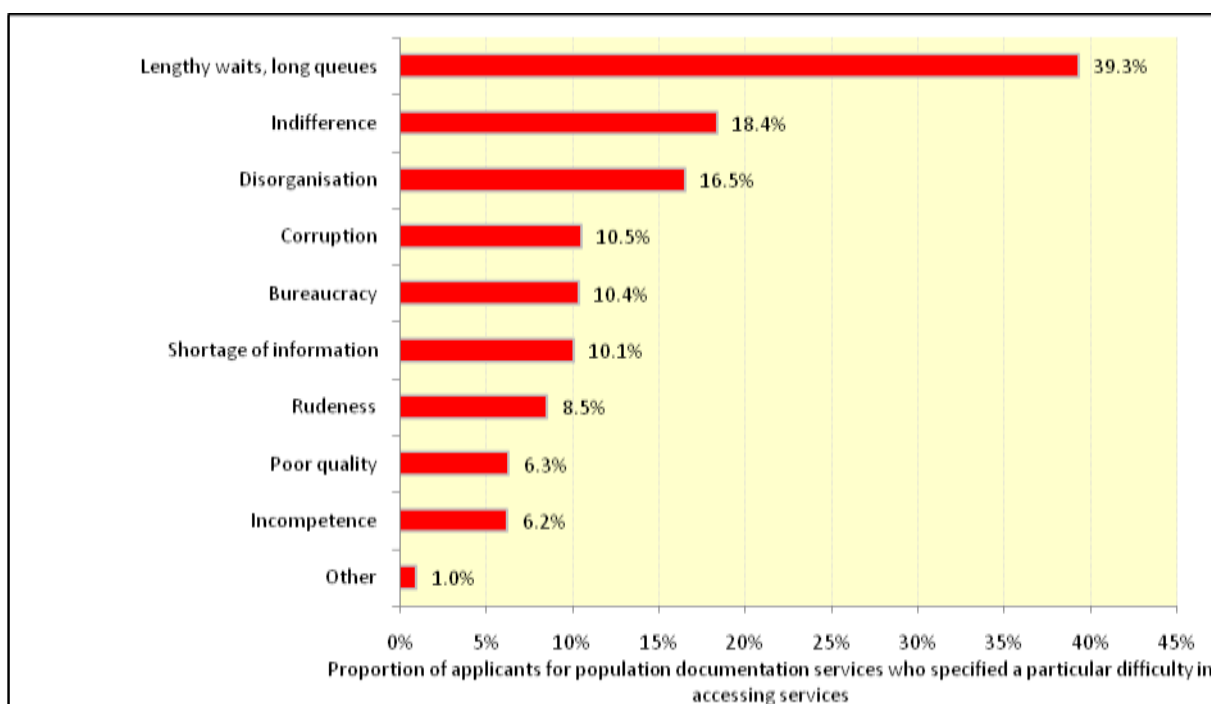
5.3. Access to information on Population Documentation Institutions

Nearly 68% of all respondents stated that information about population documentation services was comprehensive and accessible, with rather more rural respondents (73%) than urban respondents (61%) holding this view. 69% of women felt that information was comprehensive and accessible, in comparison to only 63% of men. Bigger differences in respondents' views on access to information were found between those on a monthly income of less than 1000 lei (78% considered information comprehensive and accessible), and those on monthly incomes of more than 5000 lei, of whom 53% considered information comprehensive and accessible. Limited access to information on population services was noted by 10% of respondents to be a problem in accessing Population Documentation services.

5.4. Difficulties faced in accessing Population Documentation services

Nearly 23% of all respondents who used Population Documentation services reported difficulties and problems in accessing services. The main difficulties were lengthy waits and long queues (39% of respondents who noted problems), staff indifference (18%), disorganisation (16%) and corruption (10%). Lengthy waits and long queues were particularly noted in relation to issuing passports (42%) and the modification of personal data which does not require the change of documents (50%). Respondents also noted problems of bureaucracy (10%), shortage of information (10%), rudeness (8%), staff incompetence (6%), and poor quality of services (6%).

Chart 16 Difficulties and problems faced by respondents in accessing population documentation services



To overcome these problems, the tactics reported by respondents who had noted problems were insistence and persistence (40%), with 22% of respondents appealing to acquaintances for assistance, while 13% of respondents gave a bribe. As with other services, a relatively small proportion of respondents used official channels to resolve problems with access: 7% had appealed to a higher body, 5% had submitted a complaint and 4% had applied to another authority.

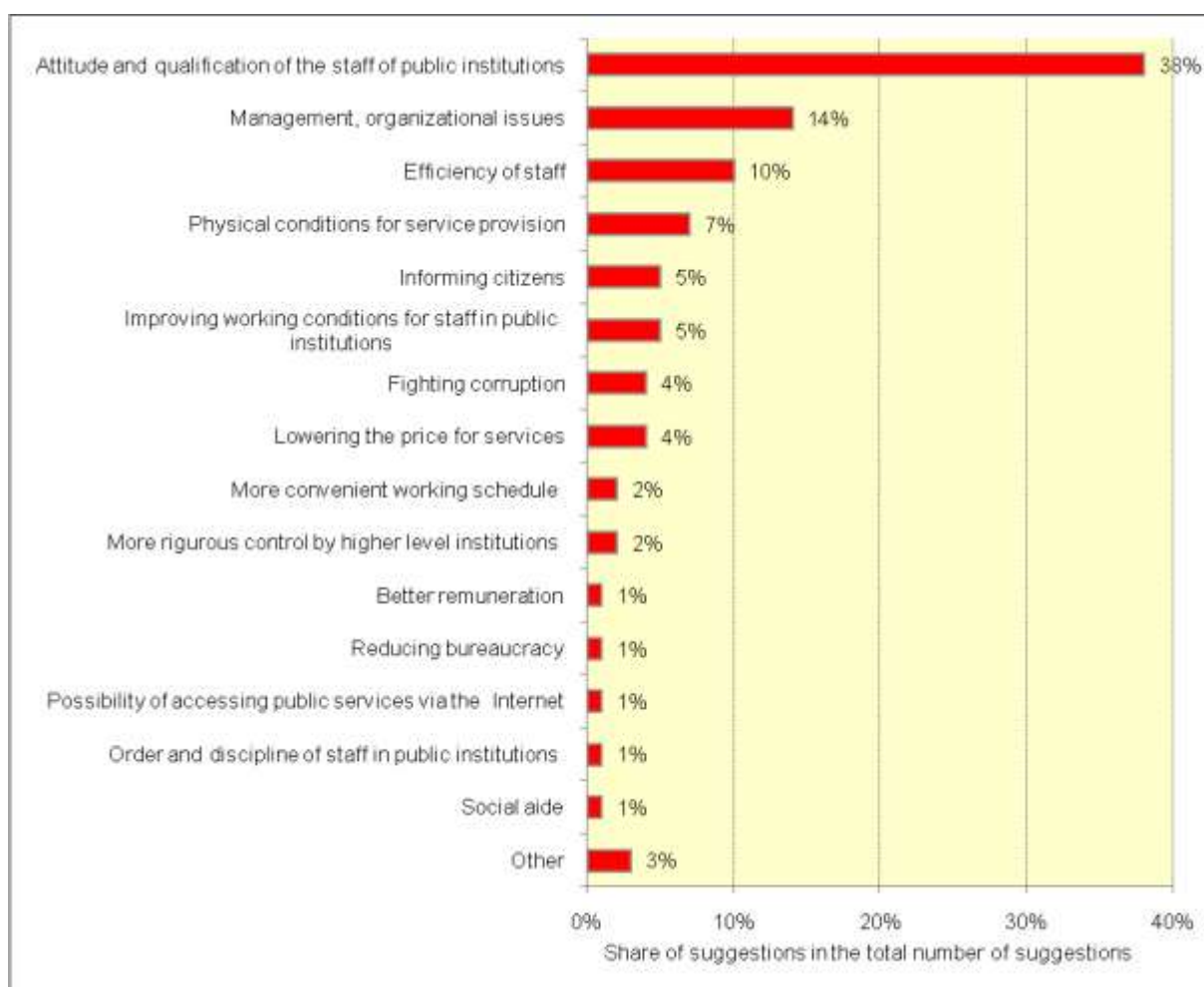
5.5. Levels of corruption in Population Documentation services

8.5% of respondents nationwide stated they had paid a bribe in the process of getting population documentation services. Men were more likely than women to offer a bribe – 12% in comparison to 7%, with urban residents marginally more likely to pay a bribe than rural residents – 11% in comparison to 7%. As with health services, those on higher incomes were more likely to have paid a bribe than those on lower incomes – 21% of those with monthly incomes exceeding 5000 lei had paid a bribe to get services, but the comparable figure for those on monthly incomes of less than 1000 lei was 6%. Ten percent of respondents aged 16-55 had paid a bribe, in comparison with 5% if those aged over 55.

6. Respondents' opinions on how to improve public services

Respondents were asked to make suggestions for ways to improve public service provision and 1244 respondents, i.e. nearly 57% of the total of 2190 respondents who had requested at least one public service over the past 12 months, did so. Suggestions were grouped into 16 categories, shown in Chart 17. The most commonly mentioned suggestion was to improve staff qualifications and their attitudes towards the public.

Chart 17 Suggestions for interventions to improve public services



Respondents felt that many staff of public authorities do not have the necessary professional qualifications for their job and they have a poor attitude towards the public. This was commonly mentioned in connection with Population Documentation services, for example when respondents identified grammar or spelling errors in documents but staff reacted rudely to requests to modify them. Respondents who had faced problems accessing services and were persistent in their attempts to get them mentioned that requests for supplementary information were met with staff indifference and rudeness.

Survey responses suggest that in all of the institutions included in the survey, the public have encountered civil servants who they feel act unprofessionally: not paying adequate attention to clients, undertaking work unrelated to their job, and putting the public in an uncomfortable or humiliating position.

Nearly a quarter of proposals made by respondents were aimed at improving the management and provision of services. Respondents also noted the complexity of procedures, lack of clarity concerning the organization of public institutions, the division of responsibilities among different offices and branches of the same service, and the difficulties in identifying which official can actually solve their problems. Citizens living in small towns and rural communities would prefer to be provided the most commonly used services directly in their communities through local branches of district institutions.

10% of respondents suggested that service provision needs to be more efficient. They noted that public servants lack motivation and have little incentive to improve service delivery. Service delivery is slow, causing lengthy queues, especially in the most frequently utilised services.

Proposals for improving public information mostly relate to posting information about human rights in general, and about the rights of the public in relation to the specific service in particular. Respondents also suggested that information be available on complaints procedures including where and to whom to submit complaints.

7% of respondents proposed improving the physical conditions of public offices, especially in rural communities and some district towns where public institutions are located in old buildings needing renovation. Many waiting rooms are small, dark and have insufficient chairs. Respondents noted that improving the physical conditions would make offices more pleasant for the public and could also improve the efficiency of service provision. About 5% of respondents suggested that public offices should be equipped with office furniture, modern computers, office supplies and aids for posting information. Some respondents suggested digitizing documents and computerization of procedures.

In terms of tackling corruption, 4% of respondents suggested strengthening and enforcing legislation, raising salaries of civil servants and eliminating procedures which facilitate bribery.

Nearly 4% of respondents suggested reducing the prices for some services, and 2% of respondents suggested making the work schedule of public institutions more flexible. Respondents in towns proposed that public institutions are open in the evening and on Saturdays. Rural respondents would like public services provided at district level, for example, medical consultations, to be provided in their village at least once a week.

A small number of respondents (2%) suggested that public service provision could be improved by extending controls such as inspections or audit both at institutional level and at the level of each public servant. Respondents also proposed that public services should follow more private sector operating principles: to be more client-centred, to use performance-based remuneration, more incentives for staff, and increased targets for service provision to ensure timely delivery of services.

Proposals to counteract bureaucracy included simplifying and reducing the number of forms, large-scale implementation of the principle of “one stop shop”, and simplifying procedures for delivery of documents.

7. Conclusions

1. The Citizen Report Card survey, conducted for the first time in the Republic of Moldova in 2010, provides comprehensive information on services delivered by 30 public institutions. The survey's results are representative at national level, except in Transnistria, an area not controlled by the Government of the Republic of Moldova. At the 95% confidence level, the survey has a margin of error of $\pm 1.7\%$.
2. Key issues investigated by the survey were the level of utilisation and means of accessing and contacting public institutions, perceptions of quality of service provision, and difficulties faced by clients in accessing services.
3. Three out of four respondents had used at least one public service over the previous year, with polyclinics and family health centres, the mayor's office, public hospitals and population documentation offices the most used. There were no major differences in the level of utilisation of services between men and women, nor between urban and rural populations.
4. Nearly two thirds of respondents felt that the *quality of public service provision* was satisfactory. A larger proportion of urban than rural respondents expressed dissatisfaction with the quality of services. Nearly half of respondents expressed dissatisfaction with services provided by the Police, National Archives, the National Employment Agency and social assistance offices.
5. *Accessibility and comprehensiveness of information.* Nearly two thirds of respondents felt that information about public services was accessible and comprehensive, although male and urban respondents expressed more negative opinions on the accessibility of information. Nearly half of respondents considered the information on services provided by Cadastral offices, the National Archives and the Police as not comprehensive and inaccessible.
6. *Difficulties and problems faced while accessing public services.* Nearly one third of respondents noted problems in accessing services, with respondents in urban communities more frequently noting problems than respondents in rural areas. The major problems were lengthy waits and long queues, staff indifference, disorganization in service provision, and corruption. The main strategies respondents used to overcome these obstacles were persistence and/or insistence, an appeal to acquaintances or to give a bribe.
7. Respondents were most likely to report difficulties in accessing the services of the National Archives, Fire and Rescue services, the National Energy Regulatory Agency, and the Police. Also noted, though less frequently, were difficulties in accessing Cadastral services, Social Assistance offices, and the National Employment Agency.
8. *Corruption.* Bribery was noted in 24 of the 30 public institutions included in the survey. The largest proportion of respondents who paid a bribe were applicants for Standards and Metrology services, Vehicle Documentation and Driving Licence offices, public health services, and hospitals. Bribery was also prevalent in Fire and Rescue services, education institutions, the Police, Cadastral offices and the Customs Service.

9. *Use of computers and the internet.* Nearly two fifths of respondents had used a computer and the internet in the previous year. Among computer users, there are gender disparities – women use computers less than men – and geographical disparities with the share of rural respondents using a computer and the internet only half that of the share of urban respondents. Digital inequality is most pronounced between different income groups and between different age groups: 84% of those with a household monthly income of more than 5000 lei used computers and 83% in that group used the internet, whilst the comparable figures for respondents with an income of less than 1000 lei are 17% and 15%. Similarly, 83% of 16-25 year olds had used a computer and 79% the internet, but only 2% of those over 65 had used a computer or the internet.

10. Despite the fact that over a third of respondents were aware that information about certain public services is available on the internet, only one in ten respondents accessed the websites of public institutions, and these were in the main urban respondents. The most commonly accessed services via the internet were the National Statistics Bureau, District Agriculture Directorates, National Archives, National Energy Regulatory Agency, Education institutions and public libraries. Respondents usually access online services for job searches, to solve health problems, or to consult public libraries.

11. *Computerization of public services.* Almost half of respondents support the idea of providing public services via the internet or mobile phone. This view was more frequently expressed in urban communities than in rural areas, and among younger people. The proportion of respondents supporting the computerization of public services increases as household income increases. Respondents were most interested in online provision of health services, employment services, issue of personal documents, and enrolment in education institutions.

12. *Quality of health care services.* An additional in-depth analysis of services provided by health institutions showed a high level of demand for health services, and a positive perception by respondents of the quality of health care services, and the accessibility and comprehensiveness of information concerning such services. One fifth of respondents noted problems accessing health services, including lengthy waits and long queues, staff indifference and incompetence, and corruption. One in five respondents who had used health services stated that they had given a bribe. Bribery was most likely among young people and people with a high income.

13. *Quality of population documentation services.* These services are, in general, given a positive assessment by respondents, although respondents noted problems of lengthy waits and long queues, staff indifference and incompetence, corruption and staff rudeness.

14. *Suggestions to improve public services.* More than half of respondents made suggestions for improving services including: improving the attitude of staff towards the public; raising the level of staff qualifications; improving management; making service provision more client oriented; implementing performance-based remuneration for public servants; dealing with service requests in the order received; and digitisation of public documents and more computerization of public service provision.

15. In conclusion, the study has revealed that there are levels of dissatisfaction in the delivery of public services which should be further investigated if improvements are to be made. Qualitative studies would be useful to identify further the causes of such

dissatisfaction, as well as to identify in further detail how the public feels that service provision might be improved.

Annexes

Annex 1. Terms of Reference

Background

Governance is a significant challenge to growth and poverty reduction in Moldova. Weak governance, uncompetitive private sector, and fragmented civil society together create a dynamic circle where a large part of the population migrates abroad instead of being agents for wealth creation at home. The World Bank's Moldova Country Governance and Anti-Corruption Strategy emphasizes that the Bank should put incremental efforts and resources into measures to strengthen the demand side for good governance.

The Government of Moldova emphasizes the need for a more efficient and transparent public administration in its most recent policy document (Rethink Moldova 24 March 2010): *“Our strategic objective is to create an efficient, professional, honest and transparent public administration aligned with democratic principles and enabled to provide high value services to Moldova's people”*.

Both Government and donors believe that E-Government will be an important instrument to improve governance in Moldova. E-Government is about using the tools and systems made possible by Information and Communication Technologies (ICTs) to provide better public services to citizens and businesses. ICTs are already widely used by government bodies, just as in enterprises, but E-Government involves much more than just the tools. Effective E-Government also involves rethinking organisations and processes, and changing behaviour so that public services are delivered more efficiently to the people who need to use them.

“The Government sees ICT as a new engine of sustained growth and citizen-centric government transformation” (Rethink Moldova 24 March 2010).

UNDP is implementing a project to assist the Government in the implementation of the e-Governance component of the National Strategy on Building of Information Society in Moldova. As a part of the project UNDP commissioned a survey “Population priorities needs assessment in public services” in 2007 (see attachment). The World Bank is currently preparing a USD 15 million project (Moldova governance e-transformation) that aims to increase availability and quality of a selected range of public services to citizens and businesses through innovative use of ICT in the public sector. The present assignment will build upon UNDP's previous survey and will serve as a key input in the design of the new e-governance project, as well as a baseline to measures changes over time and enable systematic feedback from stakeholders.

Citizen report card

Evolved from the pioneering experience of Bangalore and disseminated in many countries such as the Philippines, Vietnam, Ukraine, Ethiopia and Tanzania, the Citizen Report Card (CRC) is an international best practice tool for improving service delivery. By means of

collecting citizen feedback on the performance and quality of public services from actual users, CRC provides a rigorous basis and a proactive agenda for communities and local governments to engage in a dialogue to improve the delivery of public services.

The Citizen Report Card (CRC) is a simple but powerful tool to provide public agencies with systematic feedback from users of public services. CRCs are client feedback surveys that provide a quantitative measure of user perceptions on the quality, efficiency and adequacy of different public services. CRCs facilitate prioritization of reforms and corrective actions by drawing attention to the problems highlighted. Beyond the process of executing a survey, CRCs involve efforts at dissemination and institutionalization that make them effective instruments to exact public accountability.

Scope of consultant work

The objectives of the assignment are to:

- increase transparency and accountability in the public sector by providing client feedback on services
- strengthen capacity of civil society to do performance monitoring
- provide a baseline for the new World Bank e-governance project

The main task is to do a quantitative survey (a so called citizen report card) with a representative sample of the Moldovan population regarding selected public institutions – how satisfied are citizens with service delivery, what are the means of contacting the authority, have they experienced unofficial payments for public services? The outputs are 1) a report, 2) report cards where services are ranked by citizen satisfaction, 3) public hearings with dissemination of findings.

The selection of services and methodology could be based on the UNDP study from 2007 (see attachment 1) which will enable a longer view, but the final selection of services will be decided in collaboration with World Bank. The vulnerable, excluded groups in society should be given specific attention in the survey, knowing that these groups are more dependent on the public services but at the same time generally have less access to them.

A tentative list of public authorities to be included in the survey is given below:

1. Polyclinics / public hospitals
2. Municipalities, district councils
3. State Tax Inspectorate
4. Offices for population documentation (issuance of passports, identity cards)
5. National House for Social Insurance / Territorial offices
6. Public educational institutions
7. National Company for Health Insurance
8. Cadastral offices
9. Police
10. Social assistance directorates

11. Public libraries
12. Civil status offices
13. Employment agencies
14. National Archives
15. Customs Service
16. National Bureau for Statistics
17. Boroughs (in Chisinau municipality)
18. Centre of Preventive Medicine
19. State Registration Chamber
20. Sanitary-Veterinary Agency
21. Licensing Chamber
22. Institutions providing standardization and metrology services (quality infrastructure)
23. National Regulatory Agency for Electronic Communications and Information Technology
24. Fire Service
25. State Inspectorate for Environment Protection
26. National Energy Regulatory Agency
27. Other authorities

The report should tentatively include feedback from actual users regarding:

- Availability, access & usage of services
- Quality & reliability
- Incidence of problems & responsiveness of service providers
- Hidden costs - corruption & forced investments
- Satisfaction with service
- Reasons for dissatisfaction
- Suggestions for improvements
- The availability and quality of information about services
- Citizens' means of contacting public authorities
- Services that citizens prefer to access through the internet or mobile phones

Deliverables and tentative timeline

The assignment will have an estimated duration of 2 months and commence in June, 2010. A limited number of Moldovan NGO-s are invited to tender (and the organizations can choose to liaise with market research firms). In order to fulfil the study's objectives the selected organization has to provide one senior professional with adequate experience to coordinate the entire assignment and mobilize an adequate number of field survey investigators. The

deliverables mentioned below should be delivered in English, and the final report and citizen report cards in both English and Romanian.

Date	Deliverable
By May 28, 2010	Contract
By June 4, 2010	Consultant to WB: Inception Report with a detailed description of survey methodology, questionnaire and work plan.
By June 9, 2010	WB to Consultant: Comments on the Inception Report
June 10-24, 2010	Survey implemented by consultant
June 24-29, 2010	Data processed by consultant
By June 30, 2010	Consultant to WB: Draft Report
By July 7, 2010	WB to Consultant: Comments on Draft Report
By July 21, 2010	Consultant to WB: Final Report
By July 26, 2010	Citizen Report Cards
July 27-30, 2010	Dissemination and public hearings on findings

Reporting

The consultant will report to Kristin Sinclair, Governance Operations Officer in the WB Office in Chisinau. Transactions will be processed by Diana Calugher in the WB office.

Institute/organization qualifications

- An understanding of governance and E-Government
- Sound knowledge of execution and analysis of quantitative surveys
- Experience in media and advocacy campaigns
- Superior writing skills in English
- Excellent communication skills in Romanian and Russian

Annex 2. Sample Characteristics

Total number of respondents, $N = 3000$.

Indicator	% in the total number of respondents
<i>Region</i>	
North	28.8
Centre	50.4
South	20.8
<i>Area</i>	
Urban	38.5
Rural	61.5
<i>Age</i>	
16–25 years of age	23.8
26–35 years of age	16.0
36–45 years of age	15.5
46–55 years of age	17.6
56–65 years of age	14.6
over 65 years of age	12.4
<i>Gender</i>	
Male	42.8
Female	57.2
<i>Language</i>	
Romanian	75.7
Russian	24.3
<i>Occupation</i>	
Enterprise manager	1.4
Department manager	1.0
Self-employed	5.8
Specialist	10.0
Public employee	2.9
Qualified worker	6.1
Worker	10.3
Student	13.9
Not working, nor searching a job	4.8
Unemployed	12.4
Housewife	10.0
Pensioner	21.2

Indicator	% in the total number of respondents
Other	0.1
<i>Field of activity</i>	
Heavy Industry	0.0
Light industry	1.5
Electronics	0.9
Agriculture	5.2
Trade	5.9
Constructions	3.3
Education	5.5
Transport	3.2
Services	7.3
Real estate agency	0.0
Banks and stock exchanges	0.7
Advertisement	0.0
Medical field	2.5
Other	0.0
Not working	62.2
<i>Monthly household income</i>	
Up to 1000 MDL	34.5
1000–2000 MDL	22.5
2001–3000 MDL	20.7
3001–4000 MDL	9.8
4001–5000 MDL	5.7
Over 5000 MDL	6.7

Annex 3. Questionnaire

Population's need of public services

Hello. My name is _____. I would like to invite you to take part in a sociological survey conducted by "Magenta Consulting" and the Institute for Public Policy, implemented with the support of the World Bank, Swedish International Development Cooperation Agency and the United Nations Development Programme in Moldova. We would like to inform you that this is a social survey and it is not related to political topics.

The goal of the research is to evaluate the usage of public services on behalf of citizens. Based on the information provided by you and the inhabitants of other randomly chosen households there will be determined the perspectives of further public services development.

Nr. of questionnaire	---
City	
Sector	
Operator code	
Date/month/year	
Name of respondent	
Contact number	

Demography

1.1. Age (one option)

16–25 years of age	1
26–35 years of age	2
36–45 years of age	3
46–55 years of age	4
56 - 65 years of age	5
Over 66 years of age	6

1.2. Gender (one option)

Male	1
Female	2

1.3. Current position/title (one option)

Company director	1
Department manager	2
Work on my own	3
Specialist (with higher education)	4
Public servant	5
Qualified worker	6
Worker (including driver)	7
Student	8
Unemployed, not looking for a job	9
Unemployed, looking for a job	10
Housewife	11
Retired	12
Other, specify _____	13

1.4. Field of activity (one option)

Heavy industry (auto, equipment)	1
Light industry (textile, etc.)	2
Electronics (PC/IT)	3
Agriculture	4
Retail/ wholesale	5
Construction	6
Education	7
Transportation	8
Services	9
Real estate , insurance	10
Banks, stock markets	11
Advertisement	12
Medicine	13
Other, specify _____	14
Unemployed	15

1.5. Monthly household income (one option)

< 1000 lei	1
1001 – 2000 lei	2
2001 – 3000 lei	3

3001 – 4000 lei	4
4001 – 5000 lei	5
> 5001 lei	6

1.6. Location (one option)

Urban	1
Rural	2

1.7. Region (one option)

North	1
Centre	2
South	3

Use of the internet and computers

2.1. Is there a computer in your household? (one option)

Yes	1
No	2 → go to 2.4

2.2. Do you have internet access at home? (one option)

Yes	1
No	2 → go to 2.5

2.3. What type of internet connection do you have at home? (several options)

Dial-up	1
ADSL/modem	2
Optic fibre	3
WiFi	4
GPRS (mobile phone, card)	5 – Indicate the number ____
3 G (mobile phone or other mobile device)	6 – Indicate the number ____
Other, <i>specify</i> _____	7

2.4. Have you personally used a computer during past 12 months (regardless of the location of the computer)? (one option)

Yes	1
No	2 → go to 3.1

2.5. Have you accessed the internet during the past 12 months (regardless of the location of internet access)? (one option)

Yes	1
No	2 – go to 3.1

2.6. Where did you access the internet during past 12 months? (several options)

At home	1
Friends, acquaintances	2
School, university	3
At work	4
Library, post office etc. (free of charge)	5
Internet cafe, hotel (paid access)	6
Any location via cell phone	7
Any location via mobile device for Internet access (notebook with Wi-Fi etc.)	8

2.7. Why have you used the internet? (several options)

To gain information regarding merchandise, services	1
To gain information regarding health, health services	2
To gain general information about governmental organizations, public authorities	3
To solicit information from governmental organizations, public authorities	4
To send or receive e-mail messages	5
For phone calls via Internet/ VoIP	6
To post information	7
Chat (skype, messenger)	8
To purchase or order merchandise or services through Internet	9
For banking operations via Internet	10
For training and education activities	11
For on-line games and video games downloads	12
For downloading movies, images, music, books	13
For watching TV, video and images, listening to radio and music	14
For downloading software	15

For reading news, newspapers, on-line magazines	16
To gain information related to cultural institutions (theatre, cinema, museum, concert halls' schedules etc.)	17

2.8. How often did you use the internet during the past 12 months from any location? (one option)

At least once a day	1
At least once a week	2
Less than once a week	3

Use of public services

3.1. Have you accessed any public services during the past 12 months? (one option)

Yes	1
No	2 → go to 3.16
DK/NR	3

3.2. Tick the public institutions you have contacted during the last 12 months (several options)

1	The State Tax Inspectorate
2	The National House for Social Insurance
3	Social Assistance services
4	The National Company for Health Insurance
5	Services of the Population Documentation Offices (including passport, identity card ,citizenship, address change, other data changes not requiring change of documents – ethnicity, scientific degrees etc)
6	Rayonal (District) Council services
7	Services of the Mayor's office, (or the borough in Chişinău municipality)
8	State Chancellery local offices
9	Civil Status Office (Certificates and attestations of birth, marriage, divorce, name change, death, adoption, fatherhood)
10	The Police service
11	The National Employment Agency and its local branches
12	Polyclinics/family health centres (information on services, appointments, inquiries about medical services, medical certificates, recipes, sick leave
13	Public hospitals (information on services, appointments, inquiries about medical services, medical

	certificates, recipes, sick leave, in-patient appointments)
14	Public Education Institutions
15	Public Libraries
16	National Statistics Bureau
17	State Registration offices
18	Licensing offices
19	Standards and metrology services
20	Customs Service and Border Guard Service
21	Cadastral services
22	National Energy Regulation Agency
23	National Electronic Communications and Information Technology Regulation Agency
24	Fire and Rescue services
25	Public Health offices
26	Environmental Protection office
27	Public Veterinary Services
28	National Archives
29	Vehicle Registration and Driver Licencing offices
30	District Agriculture Department
31	Other (subsidies. Merchandise compliance certificates, grants, land enhancement, equipment, public acquisition, irrigation services)
32	Other, specify_____

Operator, be careful! Tables 3.3–3.15 should be filled in for each service ticked in Table 3.2!

3.3. How did you contact these institutions? (multiple response)

Directly to the office	1
Via telephone	2
E-mail	3
Web, given the possibility of posting messages	4
Other, specify	

3.4. How often did you use the services of this institution during past 12 months? (one option, only for the ones ticked in 3.2)

Monthly	1
Once every 2-3 months	2
Once every 6 months	3

Once a year	4
When needed	5
Did not address for any	6

3.5. How long did you wait in line to get the service, both applying and receiving it? (one option)

Up to 15 min	1
Up to 30 min	2
Up to 4 hours	3
Up to 1 day	4
Over one day	5
Did not benefit of any	6

3.6. How long did the service itself last? (one option)

Up to 1 hours	1
Up to 4 hours	2
1 day	3
5 days	4
10 days	5
30 days	6
Over 30 days	7
Did not benefit of any	8

3.7. How long should service provision last? (one option)

1 hour	1
Up to 4 hours	2
1 day	3
5 days	4
10 days	5
30 days	6
Over 30 days	7
Did not benefit of any	8

3.8. Did you face any difficulties or problems in accessing the service? (one option)

Yes	1
No → go to 3.10	2

3.9. How did you solve the problem? (several choices)

Addressing a superior body	1
Addressing other bodies	2
Insisting	3
Complaint	4
Bribe	5
Acquaintances	6
Internet	7
Not solved	8
Other, specify	9

3.10. Have you paid additional, unofficial payments to receive the service? (one option)

Yes	1
No	2

3.11. Do you think that the information about public services is complete and accessible? (one option)

Yes	1
No	2

3.12. Are you satisfied with the quality of the service? (one option)

Yes	1
No	2

3.13. On a scale from 1 to 7 grade your level of satisfaction regarding the quality of services, where 1- totally unsatisfied, 7 – totally satisfied

1	2	3	4	5	6	7
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3.14. Which of the following difficulties you have come across when accessing services? (multiple response)

Unorganized	1
Lack of information	2
Rudeness	3
Carelessness	4
Lack of competence	5
Corruption	6
Poor quality	7
Bureaucracy	8
Not solved	9
Long wait	10
Other, specify _____	11
(Do not read) None	12

3.15. Improvement suggestions

Operator, be careful! Check up if you have filled in Tables 3.3–3.15 for each service ticked in Table 3.2!

3.16. To what extent is the information about public services accessible and comprehensive, in general, in your opinion? (one option)

Yes	1
No	2

3.17. From your perspective, what is the best way to interact with public authorities? (several options)

Directly at the office	1
Through telephone	2
E-mail	3
Web given the possibility of placing messages	4
Other, indicate _____	5

3.18. From your point of view are public authorities (listed above) receptive to public enquiries? (one option)

Yes	1
No	2
(Do not read) DK/NA	3

3.19. What distance do you have to travel to reach the nearest medical services?

							meters
--	--	--	--	--	--	--	--------

3.20. How do you usually reach the medical facility? (one option)

Call the ambulance	1
On foot	2
Personal car	3
Relatives/friends' car	4
Public transportation	5
Other, <i>specify</i> _____	6

3.21. What distance is the nearest office to obtain documents and certificates?

				meters
--	--	--	--	--------

3.22. What means of transportation do you use to reach the offices to benefit from these services?

By foot	1
Personal car	2
Friends/relatives' car	3
Public transportation	4
Other, <i>specify</i> _____	5
Do not address	6

3.23. Have you ever accessed the web pages of public authorities? (several options)

Yes	1 - indicate					
No	2					

3.24. Are you aware that information on certain public authorities is available on-line? (one option)

Yes	1
No	2 → go to 3.26
(Do not read) DK/NR	3

3.25. Have you ever used the services available via the internet? (several options)

	Public service	Frequency of use				
		Monthly	2–3 times per month	Once every 6 months	Once a year	As needed
	a) Public services for citizens					
1	Income taxes					
2	Job search services at employment offices					
3	Social insurance contributions/ Social Security Benefits					
4	Personal documents (passport, identity card, driver's license)					
5	Car Registration					
6	Building permission					
7	Reports/ Declaration to the Police					
8	Public libraries					
9	Civil status offices					
10	Enrolment in higher education					
11	Report about change of residence address					
12	Health services					
13	b) Other, specify _____					
14	I didn't use					

3.26. Do you think there is a need for public authorities to computerise their services (ITC implementation), meaning providing services via the internet or mobile phone? (one option)

Yes	1
No	2 – end of questionnaire
(Do not read) DK/NA	3

3.27. Which of the services below would you like to receive via the internet or mobile phone? (several options)

	Public service
	a) Public services for citizens
1	Income taxes
2	Job search services at employment offices
3	Social insurance contributions/ Social Security Benefits
4	Personal documents (passport, identity card, driver's license)
5	Car Registration
6	Building permission
7	Reports/ Declaration to the police
8	Public Libraries
9	Civil Status offices
10	Enrolment in higher education
11	Report about change of residence address
12	Health services
13	b) Other, specify _____

Thank you for participation!