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# *Impact of corruption on women's career development opportunities in the Central Administration of the Republic of Moldova*

**Sociological Research**

Chisinau, 2016

The research and writing of the report was a collaborative effort of UNDP *Global Anti-Corruption Initiative* (GAIN) based in New York, UNDP Regional Hub for Europe and the CIS based in Istanbul, and United Nations Development Programme (UNDP) in Moldova in the framework of the project “Strengthening the Corruption Prevention and Analysis Functions of the National Anti- Corruption Center”, implemented with the financial support of the Norwegian Ministry of Foreign Affairs

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The data and opinions presented in the study are those of the respondents. Statements and recommendations have been formulated by the authors and do not necessarily reflect positions of the Institute for Public Policy, UNDP Moldova or National Anticorruption Center.

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## Executive Summary

Gender equality is a fundamental human right in any democratic society that contributes to the empowerment and socio-professional integration of women. In this context, assurance of equality between women and men depends on the normative and legal framework efficiency in the given area and elimination of traditional stereotypes with regard to the gender roles that disadvantage women. Statistical data of the Republic of Moldova show that women represent only 19% of all the Parliament members and only 17% of those working in local municipal councils, which is below the standard level and international commitments assumed by the Republic of Moldova.

Women continue to be largely discriminated in participating in public life and politics, as well as in central public administration. This fact establishes a hierarchical structure that is unbalanced from the gender perspective, with women being placed at lower professional decision-making positions comparing to men. The study emphasizes different barriers faced by women (with regard to family responsibilities, economic, cultural, and other issues) in the process of their career development at the central public administration level.

The **goal of the survey** consists in analyzing perceptions and experiences of civil servants in central administration with regard to the level of corruption, its forms, transparency of the decision-making process and impact of these phenomena on the career development practices among men and women.

**The survey methodology** is based completely on the assessment of corruption risks and vulnerabilities in public service in relation to gender equality developed by UNDP<sup>1</sup>, with minor adjustments considering the national context. There were undertaken sociological quantitative and qualitative studies, being applied the following research techniques: questionnaires, in-depth interviews, focus-group discussions and statistical documentation. The target group included civil servants of the State Chancellery of the Republic of Moldova, Ministry of Labor, Social Protection and Family and Ministry of Youth and Sports of the Republic of Moldova

The survey was carried out within the framework of the UNDP Project on *Strengthening the Corruption Prevention and Analysis Functions of the National Anti-Corruption Center*.

### **The major conclusions of the survey are as follows:**

- Respondents consider that corruption phenomena are common occurrence in public administration and civil service. 62.7% of respondents state that corruption is widespread and largely occurring in the State institutions; however only 11.1% of the respondents consider that corruption is widespread or largely occurring in their own institutions. According to the respondents' perception, the biggest risks of corruption exist in the Legal Administrative Control Department, in departments that own or are managing financial resources; respondents also showed an awareness of the main factors contributing to corruption vulnerabilities in institutions, namely lack of transparency and discretionary

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<sup>1</sup> [http://www.undp.md/media/tender\\_supportdoc/2015/1103/Survey\\_Methodology-addressing\\_gender\\_equality\\_related.pdf](http://www.undp.md/media/tender_supportdoc/2015/1103/Survey_Methodology-addressing_gender_equality_related.pdf)

power concentrated in one person, existing procedures supposing direct contacts with beneficiaries.

- Women perceive more acutely than men the phenomenon of corruption, both in the Civil Service of the Republic of Moldova and in the institutions where they are working (64.5% of women think that corruption is spread to a large or a very large extent within the Public Administration compared to 55% of men; respectively 10.3% of women think that corruption is manifested to a large or very large extent in the institution they work, while none of men agrees with that). *According to the respondents' opinions, the most frequent manifestations of corruption can be found in the Central Public Administration (CPA). They include protectionism, nepotism and favoritism (94.4%), abuse of power (90.7%) and bribery (87.4%).* At the same time, the survey reveals an insufficient level of knowledge among civil servants regarding the manifestations of corruption and related corruption practices, which increases their participation in corruption activities, diminishing the reporting of corruption cases from the public institutions. Thus, about 40% of civil servants do not know about the situations that involve corruption activities. *One third of civil servants having participated in the survey do not consider as cases of corruption the following situations: turning to influential friends for getting favors at the work place (26.2%) and having relatives working as their higher-rank chiefs (27.3%). About 40% of respondents do not consider as manifestation of corruption the use of assets they are provided with at work outside of their institution.*
- Women's perception /interpretation of corruption differ from that of men. Thus, women consider that the following situations do not refer to cases of corruption: *relying on influential friends for getting favors at the work place (26.9% women compared to 25% men), use of work time and service computers for their own needs (41.5% women compared to 40% men), non-declaration of the conflict of interests when awarding a contract (10.9% women compared to 5% men), non-declaration of the conflict of interests in the process of recruitment/offering a job (12.7% women compared to 5% men), offering or accepting sexual favors to be promoted or to receive money (12.3% women compared to 10% men);* but in the same time *asking for unjustified remuneration in different situations (7.1% women versus 10.5% men), having close relationships (relatives, friends, etc.) as superiors or subordinates (21.8% women versus 42.1% men), failure to work the number of hours stipulated in the labor contract (56.6% women versus 63.2% men).*
- Despite the fact that the interviewees insist that they never participated in the acts/cases of corruption, they still admit that there might have been cases of corruption in the subdivisions of the institution they work. Within the survey, 12 employees (13.5%) out of 108 have noted that they witnessed different cases of corruption within the Central Public Administration (CPA), while one civil servant (woman) stated that she had been requested to participate in a case of corruption. The interviewees told of about 37 cases of corruption that they had witnessed and mentioned cases of *protectionism* (10 cases), *use of working time and public assets for their own purposes* (8 cases) and *abuse of power* (7 cases). To a lesser extent, respondents also mentioned cases of *influence peddling* (4 cases), *bribery* (4 cases), *embezzlement and fraud* (2 cases), *request for sexual favors* (1 case), *extortion of money* (1 case).

- Only 2 out of 12 civil servants reported the corruption cases that they had witnessed, while the others did not do it because of the *involvement of influential persons holding high positions, fear to lose their job and the fact that the person in question enjoyed protection.*
- One major corruption vulnerability that was identified by the study is the discretionary power of Central Public Administration (CPA) managers to distribute bonuses or benefits. 50% of respondents noted no transparent criteria existed to determine the basis for extending benefits to specific categories of employees. In the respondents' opinion, the major criteria for extending such benefits (additional payments) to civil servants in the Central Public Administration (CPA) are as follows: *meritocracy (75%), having small children (42.9%), state of health (33.3%), age of employees (28.6%), political affiliation and existence of relatives among managers or other high-rank officials in the institution (28.6%), etc.* Women (66.7%) experience more than men the use of discretionary criteria in the subdivisions where they work and note the lack of transparency in relation to the criteria serving as a basis for extending benefits to respective categories of employees. At the same time, according to the respondents, gender does not serve as a significant criterion for extending discretionary benefits.

The respondents consider that protectionism<sup>2</sup> does exist in the Central Public Administration (CPA), but they do not note any gender differences in this respect.

- The survey data shows that male employees from Central Public Administration (CPA) participate more often than women in different training events, business trips abroad, with exception of the trainings and seminars taking place, mainly, at the local level. The observed reasons for women not to be given the opportunity to be trained or travel were usually suggested as both 1) the societal assumptions on the roles and ambitions of women<sup>3</sup> and, 2) the lower proportion of female employees occupying high level positions in civil service.<sup>4</sup> The level of transparency in public institutions seems to have a great impact on the extent of perceived corruption related practices, and as well on women's career progress.
- The specific gender attributes and expectations seem to constitute greater constraints on women's career progress.

**Major recommendations of the survey are as follows:**

- To combine anticorruption policies with efforts aimed at the consolidation of women's role in the institutional management, including their broad involvement in planning and monitoring of anticorruption activities.

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<sup>2</sup> Protectionism is an action or lack of action of the decision making person offering protection to interested persons in resolving certain issues by showing favorable attitude towards them, regardless of the reasons which led him or her, and that contains no elements of crime. (Law Nr. 900 of 27.06.1996)

<sup>3</sup> As affirmed in the depth interviews

<sup>4</sup> In the researched institutions the proportion of women in higher positions is 40%. This factor was mentioned in both in depth interviews and focus groups.

- To revise the procedures related to the integrity and reporting of corruption cases and to adapt them to specific areas of activity. To set up internal structures aimed at coordinating and promoting policies in combating corruption and reporting of corruption cases in institutions, in a secure and confidential context, in order to ensure equal access for women and men, while taking into account their respective specifics.
- To establish internal regulations concerning measures for combating corruption in the Central Public Administration (CPA), or to include in the existing internal regulations the respective provisions (for example, explicit measures restricting direct contacts with beneficiaries to avoid in this way exposure to different manifestations of corruption).
- To organize systematic and continuous training workshops for the Central Public Authorities (CPA) representatives regarding the diversity of existing corruption forms in the public service, as well as the proceedings of notification and reporting about such cases.
- To draft explicit provisions in the internal regulations, to develop internal regulations or to disseminate the internal procedures (or other options depending on the institution) with regard to the protection measures related to the disclosure of corruption cases noticed in the institution.
- To develop explicit provisions for the regulations aimed at guiding and reinforcing the standards for recruitment, promotion and management of Human Resources. To increase the level of transparency related to the recruitment and promotion of staff via diversification of the ways to inform the Central Public Administration employees.
- To encourage and facilitate women's participation in professional development opportunities through institutional policies aimed at ensuring equal access to training and travel opportunities; and flexible arrangements for employees with personal obligations.

## CONTENTS

<b>Executive Summary</b> .....	<b>3</b>
<b>Chapter 1. Background and National and International Best Practices</b> .....	<b>9</b>
Gender Dimension and Corruption .....	9
<b>Chapter 2. Methodology of the Survey</b> .....	<b>12</b>
General information about the CPA institutions involved in the survey .....	13
<b>Chapter 3. Opinions, Perceptions and Practices Referring to the Phenomenon of Corruption in Civil Service of the Republic of Moldova</b> .....	<b>18</b>
Knowledge and attitudes of civil servants in the CPA regarding the corruption phenomenon .....	18
Practices and risks of corruption manifestation in Central Public Administration .....	25
Methods of promoting civil servants within CPA from the gender perspective.....	33
Business trips and events .....	38
Actions and measures implemented to prevent and combat manifestations of corruption within CPA .....	41
<b>Chapter 4. Conclusions and Recommendations</b> .....	<b>49</b>
General conclusions and recommendations of the study .....	49
Conclusions and recommendations on the impact of corruption on promotion of women.....	51
Recommendations on ensuring gender mainstreaming.....	53
<b>Chapter 5. Annexes</b> .....	<b>57</b>
Annex I. Questionnaire .....	57
Annex II. The interview guide.....	63
Annex III. Moderation Guidelines.....	65
Annex IV. Survey Form .....	67
Annex V. Correlation Tables .....	71

### ***List of Acronyms***

CPA – Central Public Administration

*BOP* – Public Opinion Barometer

NAC– National Anticorruption Center

CEDAW – Committee on the Elimination of Discrimination against Women

CPI – Corruption Perception Index

I – In-Depth Interview

FG – Focus group, group discussions

MFAEI – Ministry of Foreign Affairs and European Integration

MLSPF – Ministry of Labor, Social Protection and Family

MYS – Ministry of Youth and Sports

SDG – Sustainable Development Goals

MDG – Millennium Development Goals

NAS – National Anticorruption Strategy for 2011-2015

TI – Transparency International

EU – European Union

UNCAC – UN Convention against Corruption

## Gender Dimension and Corruption

Corruption is considered as one of the major barriers in the way of societal development throughout decades that is why fighting corruption is present in the governments' reforms agenda all over the world. Although society suffers from corruption in general, it is well known that its impact on different social groups varies. This specifically refers to low-income people and women, who are being considered the most frequent victims. Although these empirical facts are well known, neither researchers, nor political actors or civil society pay sufficient attention to this phenomenon in order to analyze the differential impact of corruption on women and men and to find sensitive solutions and policies in order to redress the situation.

The questions still having no answers are numerous with some of them being, "Are women more affected by corruption than men? If yes, then why? If not, then is it possible for the anti-corruption measures to be similar for both genders, or there exist some specifics? What are the corruption forms do women mainly face? Do women holding public positions have different patterns regarding the involvement in corruption, or do they face corruption situations and challenges different from those faced by men, etc.?" Answers to these and other similar questions could determine the major changes in anti-corruption measures and respective policies in this sphere, as well as in advocacy strategies and awareness campaigns among population.

During the last decade, some development and technical assistance agencies have started undertaking research in order to understand the relationship between gender equality and corruption-related problems. Initially, they focused on the perceived gender differences in the tendencies of getting involved in various activities and cases connected with corruption, as well on the impact of the latter on the well-being of women and men and their opportunities. Some of the studies brought to light the emerging evidence proving that corruption phenomenon can disproportionately affect poor women and girls, especially regarding their access to basic public services, justice and security, as well as their involvement in the public decision-making process.

The researches, undertaken on the global level<sup>5</sup> highlight the fact that bribery has become a predominant condition for getting access to services, rights and resources; and given that women have more restricted access to personal resources and control over them results in their frequent denial of access to these services. At the same time, insufficient knowledge of laws and rights to getting public services evidently makes women very vulnerable, especially those from rural areas.

Besides, some international studies<sup>6</sup> show that in many countries corruption takes places mainly based on the model of "man-to-man" or via networks, platforms and environments, from which women are oftentimes excluded, such as commerce and politics. Thus, men more often become victims of corruption than women do. At the same time, men more than women are predisposed to initiate cases of corruption or to get involved in them.

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<sup>5</sup> UNIFEM; UNDP, 2010 *Corruption, Accountability and Gender: Understanding the Connections*

<sup>6</sup> [www.u4.no/document/showdoc.cfm?id=124](http://www.u4.no/document/showdoc.cfm?id=124).

However, the same studies show that in cases when work becomes more feminized, or when women hold top management positions it cannot be accepted the default assumption that women will be less corrupt or will not form their own networks in the interest of corruption. The institutions with unnatural atmosphere and reduced institutional culture are able to distort the people working there, regardless of their gender,

In this sense, one can presume that bigger numbers of men involved in corruption is also due to the fact that some of the women, especially those engaged in the areas of commerce or politics, use their men acquaintances (relatives, friends or colleagues) to unfold corruption activities.

International studies in the area of corruption and its gender aspects<sup>7</sup> reflect that the attitude towards corruption can be rather related to culture than to the gender criterion. Respective studies have shown that women perceive their country as less corrupt than their men fellow citizens; at the same time, other findings show that both men and women have similar perceptions of corruption phenomenon. In some cases, women can be more concerned with the issue of corruption than men, which fact follows from the Corruption Barometer research undertaken by TI and other quantitative surveys on the gender dimension

***Best practice example: massive involvement of women in civil service (Brazil)***

In spite of the statements of contradictory and mixed nature, some governments, interested in combating corruption, have revised their HR policies by increasing the number of women engaged in civil service, and especially in the sectors related to delivery of public services. In Brazil, for example, municipal governments undertook this kind of experiment having recruited only women (100%) to work in road police in order to eradicate petty corruption.

While the registered results were rather positive, some of the observers noted the fact that this quick change could also result from other modifications that went parallel with the HR reforms. These involved increased stimulation (financial benefits or other bonuses) to make employees proud of their work places and creation of accountability mechanisms based on the monitoring of performance results.

Most of anti-corruption strategies are based on the internationally recognized measures, with revision of existing norms, after holding surveys of perceptions on corruption, but they do not treat corruption in terms of its impact on citizens, women and men, girls and boys. Besides, because these measures are not developed and implemented in a targeted way aiming at different groups (disaggregated by gender or income, place of residence, etc.), they are unable to capture the gender and poverty dimensions related to corruption and anti-corruption strategy.

For example, standard instruments do not measure how often poor women have to pay bribes for getting jobs, health services, or the size of such bribes versus those paid by poor men. Nor do they assess, for example, the frequency and size of bribes paid by people from rural areas versus those paid by the people from urban areas.

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<sup>7</sup> [www.transparency.org/news\\_room/latest\\_news/press\\_releases/2007/2007\\_12\\_06\\_gcb\\_2007\\_en](http://www.transparency.org/news_room/latest_news/press_releases/2007/2007_12_06_gcb_2007_en).

Current research is insufficient to formulate arguments necessary for development and implementation of public policies that would address different corruption experiences of women and men or to be responsive to the needs of specific sub-groups of women and men; for example men and women from single-parent families, women and men with disabilities or those having children with disabilities, elderly women and men, women and men representing minorities (ethnic, sexual, etc.). However, none of the four internationally used corruption measurement tools includes gender dimensions in their criteria. Thus, in the context of the current socio-economic situation it is obvious that new indicators are needed to capture gender the dimension of corruption at the global level, in order to adapt, improve and use them at the national level.

Another finding of global researches<sup>8</sup> has shown that there are significant gender differences in the degree of tolerance to corruption, with women perceiving this phenomenon more intensely, which resulted in the conclusion saying that a larger number of women engaged in public administration and governance will reduce corruption phenomenon. This argument still provokes international disputes even now, more than 15 years after this idea was formulated.

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<sup>8</sup> UNIFEM; UNDP, 2010 Corruption, Accountability and Gender: Understanding the Connections

Taking into consideration the seriousness and extent of corruption in the Republic of Moldova, as well as its impact on women's self-actualization opportunities, particularly in the Central Public Administration, UNDP initiated a survey of sociological impact of corruption on the opportunities for women's career development in the Central Public Administration of the Republic of Moldova within the project on Strengthening the Corruption Prevention and Analysis Functions of the National Anti-Corruption Center. The survey was conducted based on the methodology developed by UNDP in relation to corruption risks and vulnerabilities in public agencies due to gender equality issues<sup>9</sup>, with small adjustments conditioned by the national context.

**Goal of the Survey** is to analyze attitudes, perceptions and knowledge of the CPA civil servants in relation to the impact of corruption on equal opportunities for career development.

### **Objectives of the Survey:**

- Analysis of civil servants' perspectives for career development depending on their gender;
- Development of recommendations with regard to ensuring equal access to career growth of women in the CPA.
- Assessment of civil servants' knowledge with regard to corruption phenomenon and mechanism for disclosure of corruption cases in identified in the CPA;
- Analysis of opinions and attitudes regarding the mechanism aimed at strengthening the CPA civil servants' integrity;
- Identification of gender differences in the evaluation of civil servants' perceptions on different forms of corruption;
- Analysis of internal procedures of ensuring transparency in the CPA;
- Identification of forms, in which corruption in the CPA can be manifested;
- Identification of risk factors predisposing the CPA civil servants to participate in different forms of corruption.

The survey was conducted in three Central Public Administration institutions: State Chancellery of the Republic of Moldova, Ministry of Labor, Social Protection and Family (MLSPF) and Ministry of Youth and Sports (MYS) selected according to the criteria of existence of institutional structures for women's rights promotion and gender distribution of employees. The survey has an exhaustive character for the investigated institutions and involved all the civil servants working in them, except for those who were absent due to health or personal related reasons.

The sociological survey includes qualitative and quantitative research techniques to ensure data triangulation principle, which made it possible for us to study in detail and in a descriptive way the issues of promotion and career development of women in the Central Public Administration.

Thus, the study was conducted by using the following **methods and research techniques**:

- **Questionnaire-based survey.** The survey was carried out among civil servants of different levels in respective institutions. The questionnaires were completed using an online

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<sup>9</sup>[http://www.undp.md/media/tender\\_supportdoc/2015/1103/Survey\\_Methodology-addressing\\_gender\\_equality\\_related.pdf](http://www.undp.md/media/tender_supportdoc/2015/1103/Survey_Methodology-addressing_gender_equality_related.pdf)

platform, to ensure anonymity and higher level of honesty of responses. For this reason, it was not possible to control socio-demographic variables, which remain incomplete.

- **In-depth interview.** 12 interviews with Heads of Departments/Divisions of respective institutions were carried out in the course of the survey.
- **Focus group.** In the course of the survey, there were conducted four focus-group discussions with civil servants of the respective institutions. The main criteria for selection were position held (consultant, senior consultant, chief consultant), gender (women, men), field of activity (legal, economic, social, etc. identified according to the division/subdivision, where the interviewee is working) age (29-60), work experience (length of service).
- **Statistic documentation,** which became possible by filling in the institutional questionnaire (see Annex IV).

<i>Method/ Gender of Interviewees</i>	<i>Category</i>	<b>Women</b>	<b>Men</b>	<b>Total</b>
<b>Focus group</b>	Mixed, consisting of the CPA representatives, women and men	1 FG		4 FG
	CPA representatives, women	1 FG		
	CPA representatives, men		2 FG	
<b>Interview</b>	Head / Deputy Head of Department / Subdivision in the respective institutions	7	5	12 I
<b>Questionnaire-Based Survey</b>	Civil servants of different levels in the respective institutions	58	20	108 Q
		30 unidentified		
<b>Institutional questionnaire</b>		3		3 Sheets

**Table 0.1. Survey Design**

The survey was carried out in November 2015 – February 2016, data collection in the field was undertaken in the period of 23 November – 4 December.

**Survey Limitations:**

- The survey results cannot be extrapolated onto the situation of Moldova’s public administration in general, as the sample is not representative;
- Correlation analysis is performed based on incomplete socio-demographic data because the questionnaires were completed in the online mode.

**General information about the CPA institutions<sup>10</sup> involved in the survey**

Initial analysis of institutional survey forms (institutional fact sheets) of the three entities having participated in the CPA survey revealed the following general characteristics of the selected institutions:

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<sup>10</sup> The data refers to the situation as of January, 2016

## **I) State Chancellery**

- ✓ In the State Chancellery, there are working 313 persons including 186 women and 127 men; most of the employees (102) are young people (25-34), 142 persons have children (including 50 men and 92 women) mostly at the age of 6-14 (78 children). 3 persons working in the institution (women) have disabilities, one woman is on maternity leave and 26 persons are on childcare leave including 5 men. Out of the total number of persons holding managerial positions of the first level (43 persons), only 12 are women, while 23 out of 46 persons are women holding managerial positions of the second level.
- ✓ Those responsible for filling in the institutional fact sheet state in the latter that the institution is committed and concerned on the issues related to gender, transparency and anti-corruption, providing the following example – *one of the competences of the State Chancellery is to establish methodological and organizational framework for development, implementation, monitoring and evaluation of public policies and to provide advisory and informational support to public administration authorities in relation to the rules of drafting and presentation of policy documents and normative acts, including holding of public consultation procedures with civil society and citizens in decision making process. (Government Decision No 657 of 6 November 2009 On Approval of Regulation on Organization and Functioning, Structure and Staff Limit of the State Chancellery). As objective of the State Chancellery Strategic Development Program is indicated establishment of control mechanism of ensuring transparency in decision making in drafting decisions by the authorities.*
- ✓ At the same time, it is noted that although, *“The State Chancellery has no special professional who would deal with the issues of gender, corruption and transparency, there still is a subdivision vested with the responsibility to facilitate promotion and implementation of state policy in the social sphere, including in gender equality. One of the employees in this subdivision is a member of the Governmental Commission for Equality between Women and Men.” It is also stated, “That when promoting draft legislation, it is mandatory to subject it to anticorruption expertise”,* while regularly holding trainings on the mentioned topics (e.g., training session on implementation of Law No 325 of 23 December 2013 on Verification of Professional Integrity).
- ✓ It is noted that although the criteria for delegation and selection of people who are to participate in different events (delegations, press conferences, study visits, etc.) are transparent and based on clear procedures known by the employees, it does not necessarily mean that gender representation in such activities is always respected. It is noted that, *“Delegations or representation of the institution is based on professionalism, usefulness, timeliness, etc. The qualities necessary for representing the institution are listed in the job description.”*
- ✓ There were mentioned the following acts and provisions effective in the institution in relation to the respective area: *Regulation on the Cases of Exerting of Improper Influence in the State Chancellery; Code of Conduct for Civil Servants; Information Notice on Professional Integrity Testing; Commission on Receipt of Gifts; Register of Conflicts of Interest Reported by*

*the State Chancellery Employees; Register of Notices Regarding Potential Unlawful Actions Committed in Public Administration Bodies.*

- ✓ The decision-making process in the institution is transparent and participatory with opinions of women and men / different age groups, etc. being treated equally. It is also mentioned that, *“Decisions are taken in accordance with the legal framework and following expert consultations and expert judgments, after respective conclusions were reached by the working groups, and, depending on the level of the decisions to be taken, they have to be coordinated with stakeholders of the decision-making process.”*

## **II) Ministry of Labor, Social Protection and Family**

- ✓ At the Ministry of Labor, Family, and Social Protection 98 persons including 72 women and 26 men are employed; most of the employees (44) are young people (25-34); 65 persons have children (including 50 women and 15 men) – majority of these children belong to the age group of 6-14 (78 children). 4 persons in the institution have disabilities (three men and one woman); two women are on maternity leave and 18 women are on childcare leave. Out of the total number of people in senior managerial positions (24), only nine are women. 15 out of 23 persons holding managerial positions of Level II are women.
- ✓ Those responsible for filling in the institutional fact sheet state that within its institutional structure there is commitment and concern on gender, transparency and anti-corruption issues. The comment provided says that *a lot is being done in the field of equality thanks to the Policy Department for ensuring gender equality, while the Department of Policy Analysis, Monitoring and Evaluation of Policies ensures the transparency of processes.*
- ✓ The institution notes that although its staff includes persons with expertise in the field of gender equality, anti-corruption and transparency hired through open competition as members of the ministry team, it is desirable to have more specialists with this kind of experience.
- ✓ When asked if in the processes of planning, development, implementation, monitoring and evaluation of policies, programs and projects run by the institution requires to get some expertise of organizations or experts with respective experience in gender, anti-corruption and transparency, the specialists, responsible for filling in the institutional fact sheet, answered affirmatively, stating that this kind of work *is performed with relation to all draft laws and legislative acts developed by the Ministry.*
- ✓ The institution undertakes a range of activities to increase gender awareness of its employees, to inform them on good practices in anti-corruption and transparency. Employees (staff and managers) have participated in the outreach activities related to these issues; these mostly included *round tables, seminars and trainings held outside of the institution.* These activities are considered useful and necessary as they facilitate the compliance of the Ministry’s activities with the European requirements.
- ✓ MLSPF manifests clear understanding of the problems related to discrimination, equality, anti-corruption and transparency, while responsibility for gender equality explicitly belongs to the Gender Equality Assurance Policies Department.

- ✓ Although the delegations' visits abroad, study tours and different public events take place with respecting gender equality of the institution employees (e.g. conferences, international events, etc.), these decisions are not taken transparently or there do not exist clear procedures and norms stipulating the procedures of delegation and representation.
- ✓ Such documents as Code of Conduct for Civil Servants and Law on Transparency in Decision Making are mentioned as the ones stipulating commitments assumed by civil servants to respect gender equality, ethics and transparency; nevertheless there are no explicitly developed institutional policies (either independent or as chapters inserted in the internal regulations) insuring gender equality, ethics and transparency.

### **III) Ministry of Youth and Sports**

- ✓ At the Ministry of Youth and Sports there are working 39 persons including 21 women and 18 men; most employees (22) are young people (25-34); 15 employees have children (including 7 women and 8 men), majority of children refer to the age group 0-3 years (8 children). There are no persons with disabilities working at the institution and no women on maternity leave, while four persons are on childcare leave including one man. Of the total number of people in senior managerial positions (3) only one is a woman. 4 of 10 persons holding managerial positions of Level II are women.
- ✓ The institution is concerned and committed to gender, transparency and anticorruption issues, however there is no explicit specification related to these in the institution's mission description, but it is prescribed in the strategy of the institution and respected in the activities it carries out. An example of this is the fact that *youth and sports policies that the MYS promotes are focused on transparency, access to information and gender aspects, especially in youth programs and projects.*
- ✓ Although the institution is not staffed with experts in gender equality, anti-corruption and transparency, MYS believes it does need such specialists.
- ✓ The planning, development, implementation, monitoring and evaluation of policies, programs and projects the institution runs does not require expertise of organizations or experts with expertise in the areas of gender, anti-corruption and transparency.
- ✓ The institution's activities are aimed at increasing gender sensitivity of employees, at informing on good practices in anti-corruption and transparency. Its employees (staff and management) participated in outreach activities on these topics. *Ministry employees received trainings on good practices in anti-corruption, on the rules regulating the receipt of gifts, prevention and resolving of conflicts of interest, procurement of goods and services and management of funds. The Ministry of Youth and Sports also developed a plan with recommendations on integrity aimed to eliminate failures with regard to existing vulnerabilities and the deadlines for their elimination.*
- ✓ This type of trainings is considered necessary and useful, *because information disseminated among employees will lead to prevention of corruption among staff and ensure that the work process becomes transparent; it will increase accountability in public finance management, contribute to declaration of income and assets, improve ethical standards and eliminate conflicts of interest.*

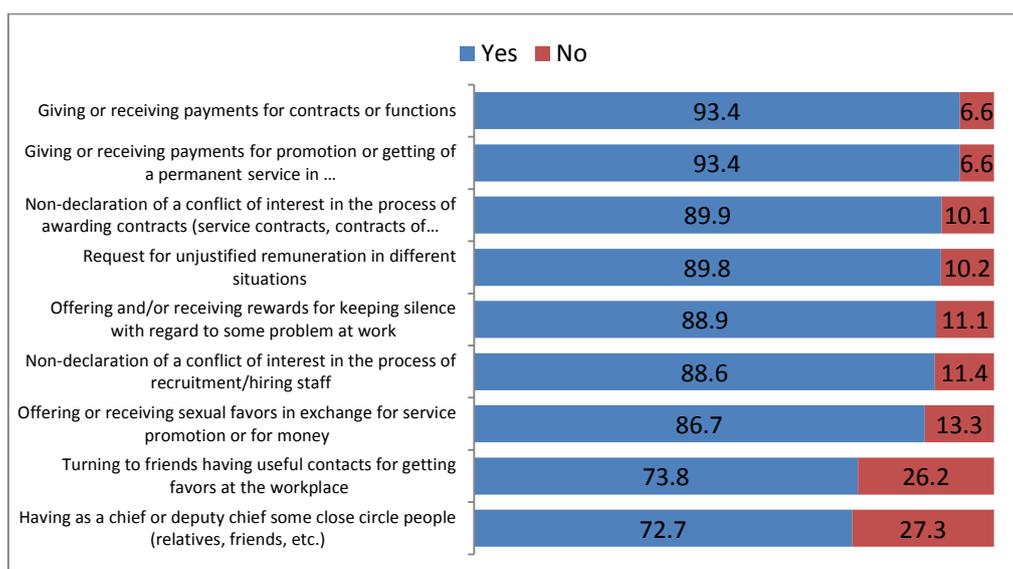
- ✓ At the institutional level, there exists a clear understanding of the need to combat corruption and ensure transparency, as well as consensus on the importance of addressing these issues. *Civil servants from the Ministry of Youth and Sports rely on the principles of legality, professionalism, transparency, impartiality, independence, accountability, stability and loyalty as proscribed by Law No 158 On the Public Function and the Status of the Civil Servant; however at the institutional level there is no clear understanding regarding the gender issue. An internal regulation on the implementation of the National Anticorruption Strategy and the enforcement of the Law on Transparency in Decision Making was approved to promote the anti-corruption and transparency policies.*
- ✓ Delegations visiting other countries, going on study tours, participating in public events and other kinds of different activities are based on gender representativeness of participants (e.g., press conferences, international events, etc.), with all decisions being taken transparently and *based on the principle of delegating competent persons in the field.*
- ✓ At the institutional level, there exist internal regulations of the Ministry regulating the procedures for combating corruption and ensuring transparency. Decision-making process within the institution is transparent, participatory, with opinions of women and men/different age groups, etc. being treated equally.

## Chapter 3. Opinions, Perceptions and Practices Referring to the Phenomenon of Corruption in Civil Service of the Republic of Moldova

### Knowledge and attitudes of civil servants in the CPA regarding the corruption phenomenon

The presence of different forms of corruption in the Central Public Administration is determined, to some extent, by the level of knowledge and the degree of acceptance of corruption related practices by public officials. Corruption and corruption-related acts are described in Law No 90 of 25.04.2008 On Prevention and Combating Corruption<sup>11</sup>, Article 16. Representatives of Central Public Authorities annually benefit from awareness-raising seminars where they familiarize themselves with the terms and key legislative amendments in the field of corruption, as well as ways of reporting corruption cases identified in the workplace.

Although all interviewees said they participated in awareness-raising seminars organized by the NAC representatives and know the internal mechanism for combating corruption and reporting procedures with regard to corruption cases, some APC representatives still have difficulties in identification and defining corruption cases and corruption-related acts.



**Fig. 0.1. Knowledge of civil servants in Central Public Administration regarding corruption cases at the work place (part 1)**

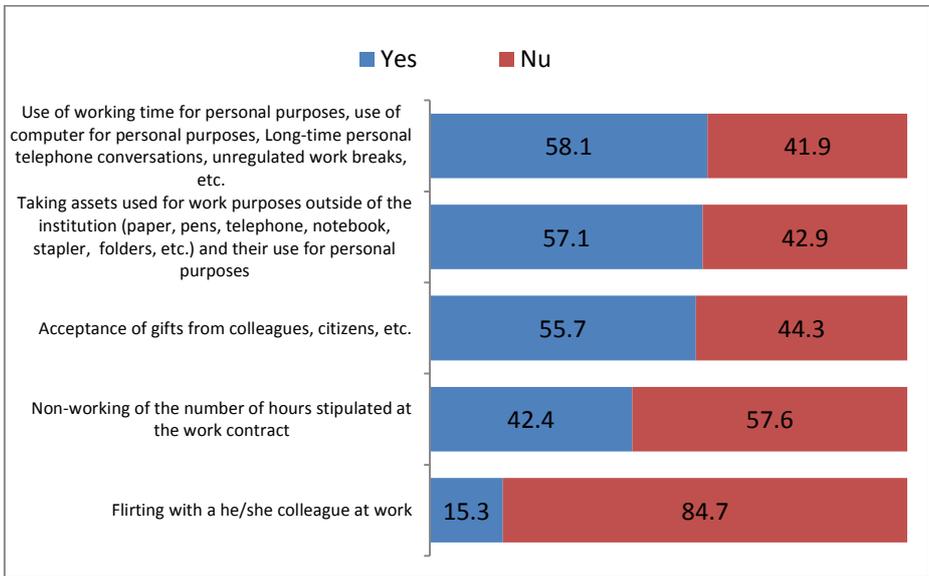
Thus, the survey data show that 6.6% of civil servants having participated in the survey believe that paying or receiving payments for contracts or positions, and promotion or provision of a permanent job in the CPA is not a case of corruption. Every tenth civil servant within 3 surveyed institutions stated that the following cases do not refer to corruption: *nondisclosure of conflict of interest in the process of awarding contracts (10.1%)*, *requests for unjustified remunerations in different situations (10.2%)*, *giving or receiving money for non-disclosure of problems at work (11.1%)*, *non-disclosure of*

<sup>11</sup> <http://lex.justice.md/md/328131/>

conflict of interest in the process of recruitment and hiring of staff (11.4%), offering or receiving sexual favors in exchange for service promotion or for money (13.3%).

Confusion among the CPA representatives with regard to the manifestation of corruption at the work place is twice as high in the assessments of nepotism/support offered by close relatives. Thus, every fourth civil servant having participated in the survey believes that *turning to friends for favors in relation to work (26.2%) or having relatives, as heads of some departments/high-rank officials (27.3%)* is not related to corruption.

Knowledge of the CPA employees regarding the use of assets offered and used for work purposes outside of the institution is limited. Thus, every second civil servant in the respective surveyed institutions said that the use of working time for personal purposes, use of computer for personal work, unregulated work breaks (41.9%) and use of service assets for personal goals (42.9%) should not be treated as cases of corruption.



**Fig. 0.2. Knowledge of Central Public Administration employees with regard to manifestation of corruption at the work place (part 2)**

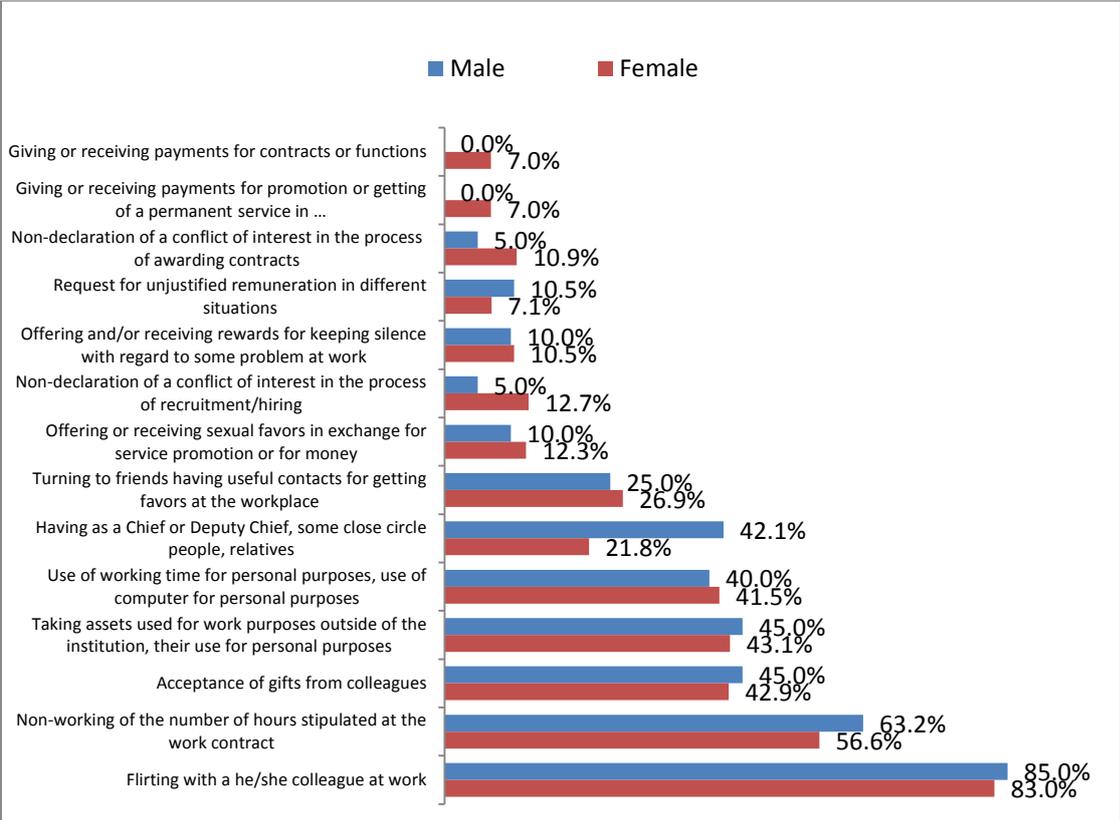
At the same time, it is worth noting that 44.3% of officials participating in the quantitative survey consider that accepting gifts from co-workers or citizens does not constitute corruption. Confusion regarding the right to accept gifts by CPA employees results from the adoption of Government Decision No 134 of 02.22.2013 on Establishment of Permissible Value of Symbolic Gifts, of Gifts Offered by Courtesy or on Occasion of Protocol Actions<sup>12</sup>. According to the mentioned document, the maximum permissible value of such symbolic gifts, of gifts offered by courtesy or on occasion of protocol actions is of 1000 MDL. Any gift worth less than 1000 MDL shall not be considered an act of corruption if it is reported to the Commission for Evaluation and Registration of Gifts within 7 days.

42.4% of officials having participated in the survey consider that the non-working of the number of hours that are stipulated in the employment contract, is a form of corruption, and 15.3% say that flirting with a he/she colleague at work also falls under the notion of corruption in the CPA. Although

<sup>12</sup> <http://lex.justice.md/viewdoc.php?action=view&view=doc&id=346892&lang=1>

the abovementioned actions contravene the Labor Code<sup>13</sup> and the Code of Conduct for Public Servants,<sup>14</sup> they still do not represent manifestations of corruption.

From a gender perspective, we can note the following differences in the knowledge of civil servants with regard to the forms of corruption. Men, to a greater extent than women, consider that the following situations do not fall under the definition of corruption: *to have close relatives as superiors or subordinates at the work place (42.1%), request for unjustified remuneration in different situations (10.5%), flirting with a he/she co-worker e (85%), non-working of the number of hours stipulated in the employment contract (63.2%), taking assets used for work purposes outside of the institution (45%) and accepting gifts from colleagues (45%).*



**Fig. 0.3. Distribution by gender of civil servants not considering the mentioned actions as manifestations of corruption**

The surveyed women, to a larger extent than men, consider that the following situations do not fall under the definition of corruption: *turning to influential friends for favors at work (26.9%), use of working time and computers for personal purposes (41.5%), non-reporting of a conflict of interest in the process of awarding of contracts (10.9%), non-reporting of a conflict of interest in the process of recruitment/hiring (12.7%), offering or receiving sexual favors for the purpose of promotion or for money (12.3%).*

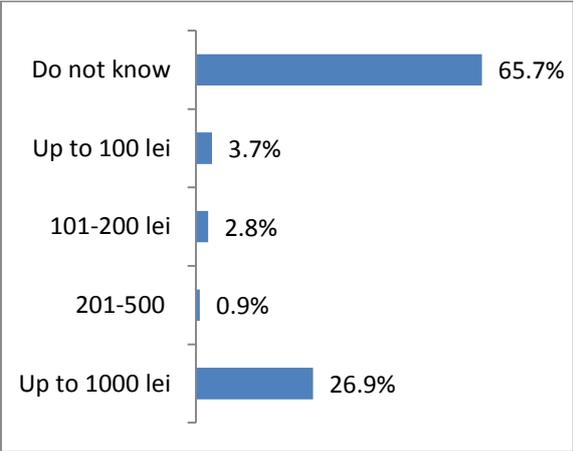
More than half of civil servants having participated in the survey (65.7%) say that they do not know what is the value of a symbolic gift that a public official can accept according to the law. 3.7% of respondents stated that the value of a gift should not exceed 100 MDL 2.8% – 200 MDL, 0.9% think

<sup>13</sup> <http://lex.justice.md/md/326757/>

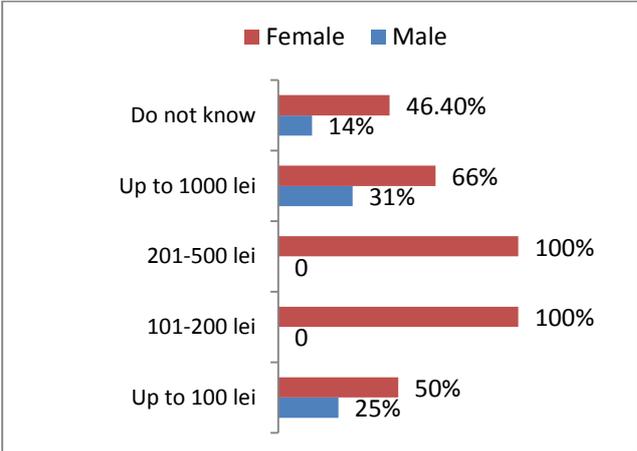
<sup>14</sup> <http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=327607>

they can accept a gift worth up to 500 lei and 26.9% of respondents argue that, under the law, the symbolic value of a gift shall not exceed 1000 MDL.

Lack of knowledge about actions and situations falling under the definition of corruption in the workplace can result in their involvement in various corrupt actions without realizing the seriousness of what they are doing. Therefore, it is necessary to hold awareness raising workshops for the CPA representatives to familiarize them with the diversity of corruption forms in the CPA and to include explicit provisions in the internal regulations of the institutions.



**Fig. 0.4. Civil servants’ knowledge regarding the cash value of a gift that can be accepted under the law**



**Fig. 0.5. Gender distribution with regard to civil servants’ knowledge regarding the cash value of a gift that can be accepted under the law**

From the gender perspective, we found out that, on the one hand, more women (46.4%) than men (14%) said that they do not know what the cash value of a symbolic gift accepted by a civil servant can be, but on the other hand, the share of women who are knowledgeable about cash value of accepted gift under the law (66%) is twice as big as that of men (31%). From the point of view of their job positions, we find that civil servants with the status of consultants have a lower level of knowledge and 70% of them state that they do not know the cash value of gifts that can be accepted by a CPA employee compared with other categories of respondents.

All interviewees stated that they had been informed about the procedure of reporting corruption cases and know the respective internal mechanism. Thus, under the effective legislation, they mandatorily declare their annual incomes and fill in a statement of conflict of interest in the public service. Interviewees noted that information regarding the reporting procedure is clear and transparent. Information on the declarations specified previously is available and is posted on the website of the respective institution.

*“There exist income declarations and statement of conflicts of interest that we have to fill in, as well as under the effective law there is also a registry clearly prescribing the procedures that were recently... we have also undergone trainings organized by the respective responsible people from the NAC, we’ve really had these trainings.” (Woman, 17)*

*“Integrity in RM is ensured by the adopted laws that are rather good and correspond to the European standards; you know. They were drafted by the National Anticorruption Center.” (Man, 112)*

In case of identification of corruption or conflict of interest, as interviewee say, they will report about the identified act of corruption in a written form, respectively, to the HR department/Minister/Head of Department. Some interviewees stated that within the institution there are Departments vested with the responsibility to record, monitor and evaluate cases/manifestations of corruption. Some group-discussion participants said they would bring the matter directly to the anti-corruption structures in order to initiate investigation and make a statement on the act of corruption or conflict of interest.

*"We have participated in seminars, discussed income declarations, we also have registries. If we receive chocolates, flowers and gifts, we have to report to the HR Department (Woman, 12)*

*"There has been set up a commission, but it examines the declarations of gifts. There is established such a commission and we approach it, or our chief, depending on the situation, but until now we have not had such a situation." (Woman, 18)*

*"We approach directly the Anticorruption Center. They investigate. One of our employees complained that a person had been illegally promoted. An officer from Anti-Corruption came. He checked very thoroughly, but it appeared that the promotion had been given rightly." (Woman, FG)*

Some respondents feel that the legal framework for combating corruption is bureaucratic and involves too many responsibilities for the Heads of the CPA Departments to the detriment of their responsibilities directly related to work. For this reason, the interviewees stated that procedures related to the integrity and method of corruption cases reporting need to be reviewed and adapted to the specific activity context.

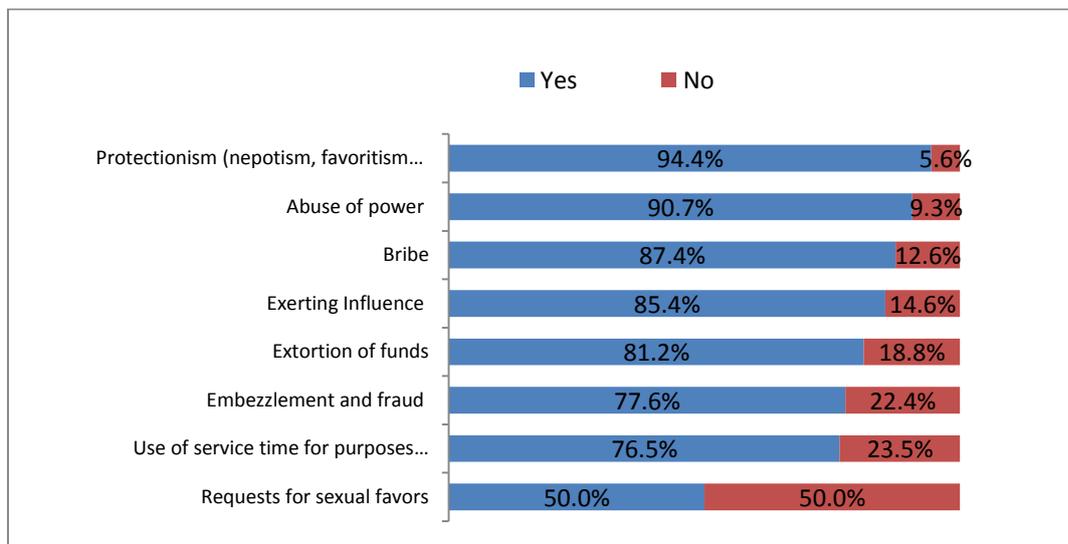
*"I think that legislation should be a little bit changed as it is very bureaucratic at the level of legal framework; the part related to the evaluation of integrity not only at the level of specific employees but also at that of the collective in general, because the part related to integrity and corruption is a little bit – I do not know – very confusing. I think that this refers to other aspects as well, as long as they borrowed the law from somewhere, copied something from other parts of legislation, and applied all these here, while the procedures are so numerous that I have no time to do other things, and this is just one component. However, there also are other reforms: financial management and control, the parts related to transparency, integrity. In this case I would not have time to do my direct work that I am responsible for." (Man, 111)*

Even though there exist specialized structures registering cases of corruption and there are organized awareness raising seminars on the procedure for reporting corruption manifestations, some interviewees still consider that some cases should not be reported due to the lack of knowledge and intentions of sincere gratitude on the part of ordinary citizens. In this case, there will not be reported the following cases: *offerings of gifts/goods by the citizens from rural areas, offerings of chocolate boxes / cognac, etc.*

*"In our Ministry, audit deals with such cases, it is necessary to take all these and report there... In every Ministry, there is a person to whom it is necessary to report. If somebody attempts to bribe me,*

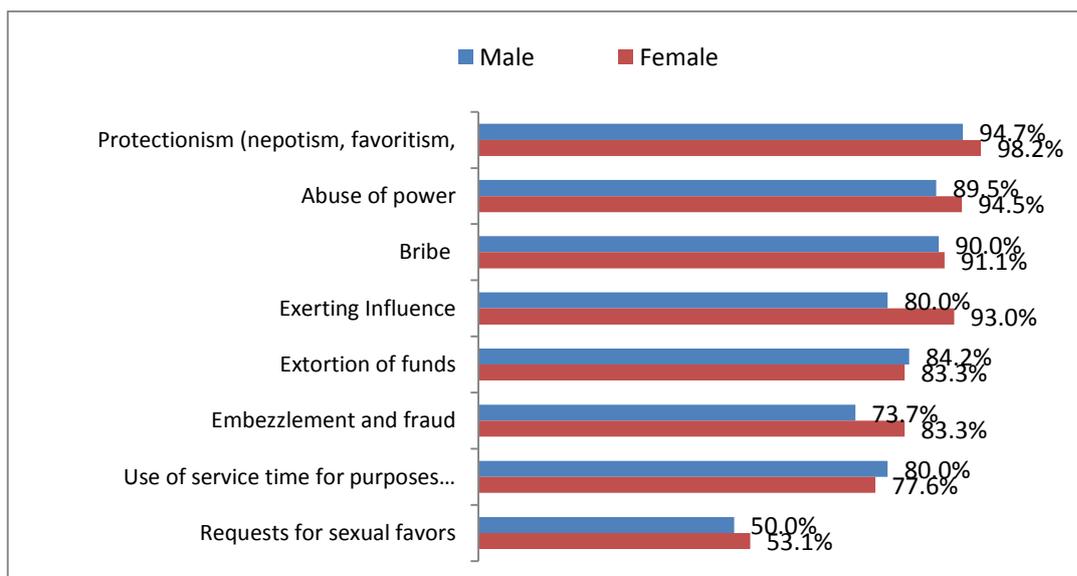
*I say “thank you and good bye”, I would not officially report ... if the matter in question is a person from the rural area coming with bags ....” (Woman, I1)*

In the respondents’ opinion, corruption cases are common and practiced within Moldova’s Public Administration. Thus, almost all the surveyed respondents noted that the most common corruption cases practiced in the CPA include *protectionism, nepotism and favoritism* (94.4%), *abuse of power* (90.7%) and *bribery* (87.4%). There are other also quite frequent forms of corruption, such as *exerting of influence* (85.4%), *extortion of funds* (81.2 %) *embezzlement and fraud* (77.6%) *use of service time and service assets for personal purposes* (76.5%), *requests for sexual favors* (50%).



**Fig. 0.6. Opinions of civil servants regarding manifestations of corruption existing in the Public Administration of the Republic of Moldova**

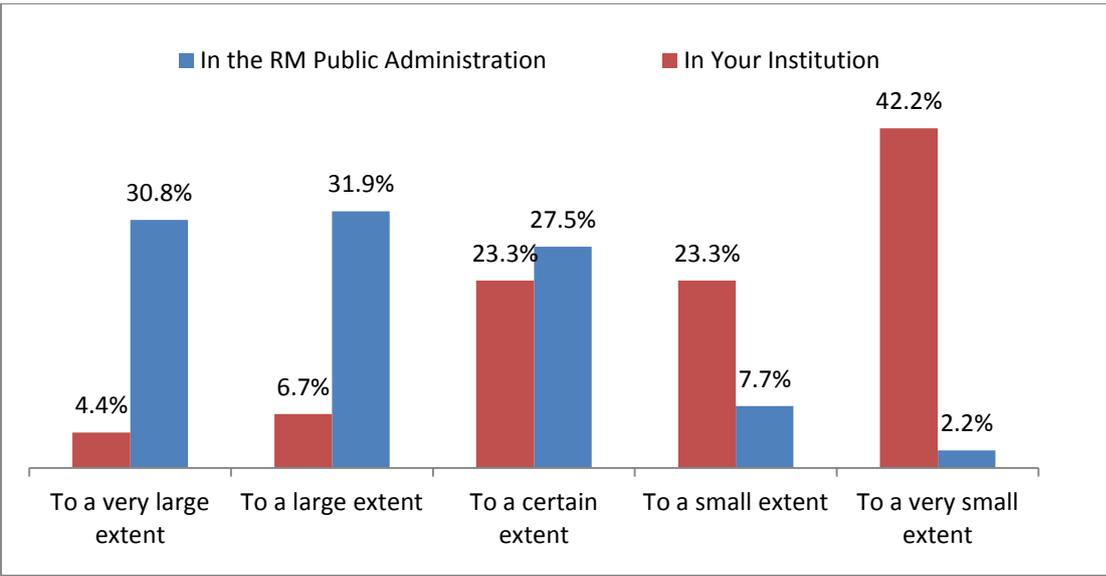
From a gender perspective, we state differences in the perception of respondents regarding manifestations of corruption encountered in the Public Service of Moldova (Fig. 3.7).



**Fig. 0.7. Distribution by gender of civil servants with regard to the manifestations of corruption existing in Public Administration of the Republic of Moldova**

Thus, compared to men, a larger number of women consider that the following types of corruption are practiced in the Public Administration: *exerting of influence* (93%), *abuse of power* (94.5%), *bribery* (91.1%), *protectionism* (98.2%), *requests for sexual favors* (53.1%), *embezzlement and fraud* (83.3%).

In the opinion of respondents, the degree of existence/spread of corruption in the Public Administration generally is inversely proportional to the "distance" between the respondent and the institution estimated: thus, the respondents consider that the cases of corruption are widespread in the Public Administration of Moldova (62.7% of respondents said that corruption cases very frequently/frequently take place there), and much less widespread within the institution, in which they work (only 11.1% of respondents believe that corruption is present very frequently/ frequently).

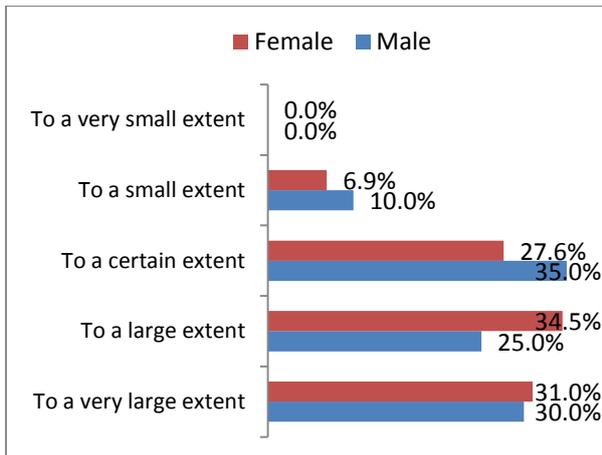


**Fig. 0.8. Opinions of civil servants regarding the degree of manifestation /spread of corruption in the Public Administration and Institution where they work**

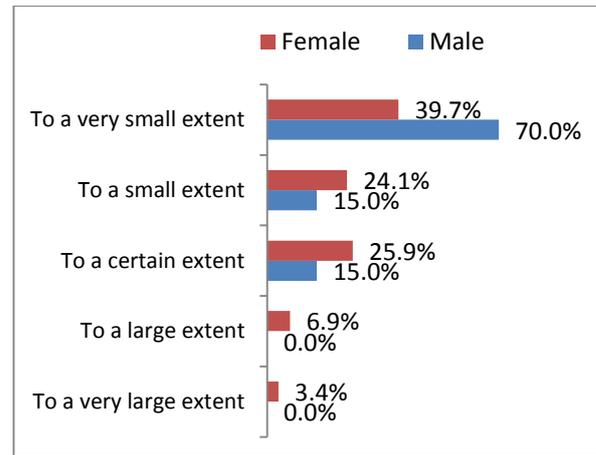
From a gender perspective, we find that women perceive at a larger extent corruption manifestations than men both within the Public Administration of the Republic of Moldova and within the institution, in which they work, allowing us to notice that women are more affected than men by corruption manifestations. Thus 64.5% of women think that corruption is spread to a large extent or a very large extent within the Public Administration compared to 55% of men; respectively 10.3% of women think that corruption is manifested to a large or very large extent in the institution they work, while none of men agrees with that. This result is in accordance with general tendencies identified in other studies, see<sup>15</sup> or <sup>16</sup>.

<sup>15</sup>Dr.Naomi Hossain, Dr. Celestine Nyamu Musembi, Jessica Hughes, Corruption, Accountability and Gender: Understanding the Connections, UNDP and UNIFEM, 2010

<sup>16</sup> Natalia Melgar, Maximo Rossi, Tom W. Smith, Perception of Corruption, International Journal of Public Opinion Research, Volume 22, Issue 1, p. 120-131.



**Fig. 0.9. Distribution by gender of civil servants with regard to the degree of manifestation/spread of corruption in Public Administration**



**Fig. 0.10. Distribution by gender of civil servants with regard to the degree of manifestation/spread of corruption in the institution they work**

### Practices and risks of corruption manifestation in Central Public Administration

Involvement in corruption acts depends on several factors identified by interviewees, including: *education, personal background, moral principles and values shared in the family, immediate social environment, poor economic situation etc.* Low salaries and poor living standards in Moldova equally affect civil servants from the CPA, regardless of their belonging to the respective gender. Even if respondents believe that women belong to a more vulnerable group, which may result in a larger degree of participation in corruption related practices, given the associated traditions, stereotypes and professional/low social status, respondents share the opinion that currently corruption phenomenon in the CPA is determined by factors other than gender.

*"I think that corruptibility is equally characteristic of both genders; actually, everything heavily depends on the standard of living and wages people receive. Although surveys in this area show that women are less corruptible than men because they are more responsible and are more fearful – I do admit this – but not in our context, not in the context of our country. In our case, I think that all depends on the economic situation. Woman is affected by corruption because of the associated traditions, stereotypes and her socially low status; she can be more vulnerable, due to all these, taking into consideration that she stays with the child at home and has a lot of expenses." (Woman, 12)*

*"I think that everything depends on the nature of a person, education, background, environment in which he/she operated before, depends on who taught him/her to be corrupt; if I could now think hypothetically and take an absolutely sterile woman and man, then I would think that a man would be more disposed to have an entrepreneurial mindset and seek some schemes due to his instinct to be head of family; a woman would rather have certain expectations from a man; in this case I would think that a woman is more fearful." (Man, 13)*

*"It depends on the education of a person. The one, who is honest and was educated in a proper way, will not take or give a bribe. And it does not depend if this is a woman or a man, it depends on his/her level of morals." (Woman, 110)*

According to the interviewees, involvement in corruption or in the corruption-related activities depends on the position the person holds in the institution, political allegiance of the employee and personal relationships/connections with the heads of the institution. Thus, the interviewees consider that there are positions that are characterized by increased risk of involvement and predisposition towards manifestations of corruption, for example, possibility to take or to influence decisions and to be in favor of a respective person or a situation. From this point of view, respondents identify structures that present greatest risks of involvement/ participation in manifestations of corruption (see below).

*"A person is affected by corruption, in our case, this does not depend on gender, any citizen can be affected/provoked to engage in corruption acts." (Woman, 17)*

*"I think that, in general, it is in our culture that women are used to gifts, etc. It is a normal thing, but there is a difference in the kinds of gifts; for example, a man would easily accept a bottle of cognac, while a woman – a box of chocolates. As to the rest, everything depends on the personality. In the RM, we do not have a representativeness of women in management positions and in Parliament, and respectively, if we judge percentagewise, such cases may happen, but this tendency does not depend if those are men or women who are more corrupted or less corrupted; everything depends on the position. When talking about positions, certain positions are more vulnerable to corruption, due to the fact that these people, just having the right of signature or decision-making, in general, have the opportunity to corrupt and to be corrupted, but I do not think that this depends on gender." (Man, 15)*

The process of professional growth and career advancement of women is different from that of a man, regardless of the social environment and sphere of activity. Thus, it is not only in the CPA, but also in other spheres, that women's professional advancement depends on their political affiliation, relations with hierarchically higher bosses (including kinship relations) and assumption of responsibility in decision-making positions. Therefore, women are perceived as more vulnerable, not from the point of view of legal and institutional vulnerability, but because of family obligations and responsibilities. Thus, before accepting a hierarchically superior position, women, unlike men, examine their ability to cope with it in the context of all their social and family obligations. This situation frequently results in the women's rejection of career advancement, long-term business trips or longer periods or internship abroad, which can hinder their professional development.

*"I do not think corruption renders a major influence on the professional growth of women and this is true not only for the CPA, but also for other areas. Besides professionalism, there are other aspects that prevail, and I believe there are three main areas: 1) Wish – and here we must recognize that many women would like to have fewer additional responsibilities, while men are those who assume them and so they end up in having leading positions more often; 2) Promotion based on the political criterion: men are more interested and involved in politics, and therefore they are promoted to different positions; 3) "Nepotism" is everywhere, it has nothing to do with gender" (Woman, 19)*

Another factor determining the involvement/participation of women in corruption activities, according to the interviewees, is related to the generalized view or preconception about attributes or characteristics and behaviors that are or ought to be possessed by women. From this point of view, respondents believe that women can be characterized as emotional, fearful of getting involved in certain situations related to corruption, more balanced in risk assessment, which can result in a corruption act, etc. Compared to women, men are "bolder" with regard to engaging and participation in acts of corruption, which they characterize as *"something normal"*.

*“Women are more fearful, there is a difference in reaction; men are different, for them it is quite normal to take a bribe, while women are asking themselves a lot of questions.” (Woman, I4)*

*“Nature has put its stamp on women so that they would be more emotional, and therefore they can be more affected by this phenomenon.” (Woman, I7)*

*“Women are just more prone to follow the rules, but men are more driven towards breaking the rules and taking risks than women, they can «walk on the broken hot glass”. This is especially obvious in certain institutions where there is a large opportunity to influence on the rules of the game or contact with citizens when it comes to providing a public service.” (Man, FG1)*

*“I believe that men are more prone to corruption, they are more brave and stringent, they have the obligation to ensure their families and man is always the one who takes a risk, I think so. If we talk about the CPA, I would agree that men are more prone to corruption, but as such, I believe that this phenomenon has no gender.” (Woman, FG)*

Although all the interviewees stated that they have not participated in acts/manifestations of corruption, though they admit the existence of corruption phenomenon in the subdivisions of the institution where they work. Thus, in the State Chancellery, a major risk of corruption is perceived to be in the Legal and Administrative Control Department and departments that have financial resources and opportunity to manage these resources. According to the interviewees, this phenomenon persists due to low level of transparency, where decision-making is the responsibility of a single person.

In the Ministry of Labor, Social Protection and Family, corruption is felt less notable in the central apparatus and more – in the subdivisions of the Ministry. Thus, according to the interviewees, the most corrupt subdivisions are National Council for Determination of Disability and Labor Capacity, Labor Inspectorate and subdivisions that are responsible for distribution of passes to health resorts. However, it must be noted that in order to combat corruptive practices there have been developed specific internal mechanisms (video cameras installed in the offices).

In the Ministry of Youth and Sports, the most corrupt departments, in the opinion of the interviewees, are Legal Department, department responsible for financial resources management, as well as the department directly contacting with beneficiaries.

*“Transparency is missing in the departments where financial resources are managed at the discretion of only one or two person(s), where only you can decide what to do, and where you can favor certain people whom you either personally know or have a material interest in” (Man, I5)*

*“Legal and Administrative Control Department is more likely to commit such acts of corruption, because people there may exert influence on decisions. They are engaged in the court system, they do not belong to it, but actively interact with it, and they can impact on, for example, cancellation of some administrative acts, etc. even now; especially now.” (Man, I6)*

*“Those who deal directly with the beneficiary, for example the Legal Department, which signs contracts with a beneficiary or with an economic entity. At the departments where they are working directly with people, federations, direct beneficiaries, man-to-man contacts are one of the generators of corruption.” (Man, I11)*

*“Risks are in the places where important decisions are made, where they run control.” (Man, FG2)*

*“Those from the CPA who issue different authorizations, permits. Those who interact with citizens, with legal entities, individuals. Not those who sit in the offices all day long in the four walls, where nobody comes in. Those who are taking decisions with respect to a particular problem. Where they issue some certificates, draw some agreements, where they can facilitate in resolving some issues - these are the places.” (Woman, FG)*

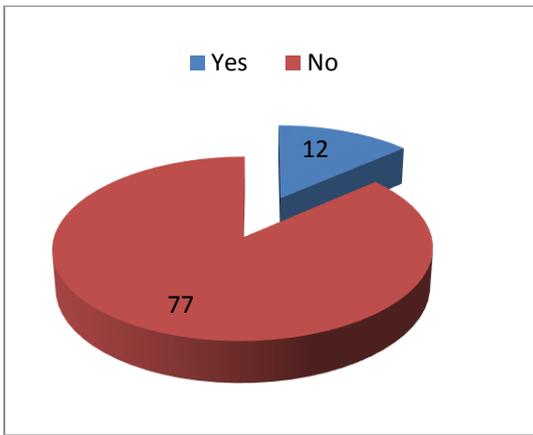
During their work in the Central Public Administration, some interviewees identified more situations related to corruption. In such cases, pressure was exerted on the CPA representatives in favor of certain structures/NGOs so that they could obtain international projects and financing. The fact of existence of such situations led to the setting up of internal mechanisms to combat corruption and promote internal professional ethics.

*“I had a situation where people approached me and asked that I work only with certain organizations, for them to be able to win more projects. Therefore, during the last year we had many conflicts with civil society, conflicts of interest, because they were somehow trying to use my name to win projects. They demanded from me that I work only with them and not with others. I'm a civil servant and I have to work with everyone, but not the way they want.” (Woman, I2)*

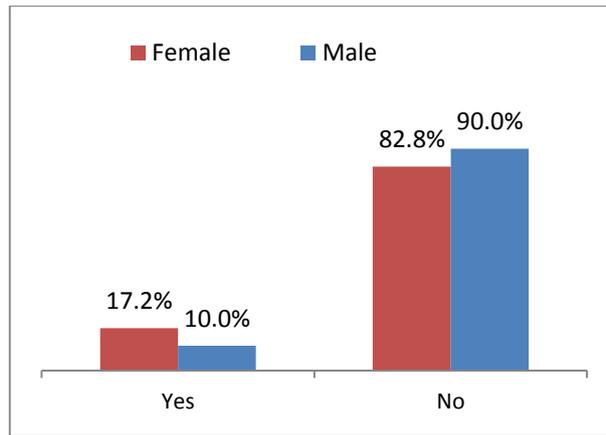
*“There was such a case, about 4 years ago, after a new law on adoption was adopted, but as the new law was to enter into force within six months, during this period everything worked under the old system... That was the time of numerous pressures exerted by many organizations at different levels. After this situation, measures were taken to combat and prevent corruption acts: there had to be present, at least, two people in the office, it was disallowed to leave alone a stranger in the office, discussions with subordinates regarding the risks and ways of reporting attempts of corruption.” (Man, I3)*

Quantitative survey data showed 12 civil servants (13.5%) out of 108, who stated that they had witnessed different acts/manifestations of corruption in the CPA, and one civil servant (woman) claimed to have been asked to participate in corruption-related activities. In terms of gender, we state that women (17.2 %) were twice as heavily affected than men by this phenomenon, finding themselves in the situations of witnessing corruption-related acts (10%).

Depending on the age and employment status, we find that those most affected by corruption are respondents aged 20-29, and those having the status of chief consultant compared to other categories of respondents.



**Fig. 0.11. Number of civil servants having witnessed corruption acts in the surveyed institutions (cases)**

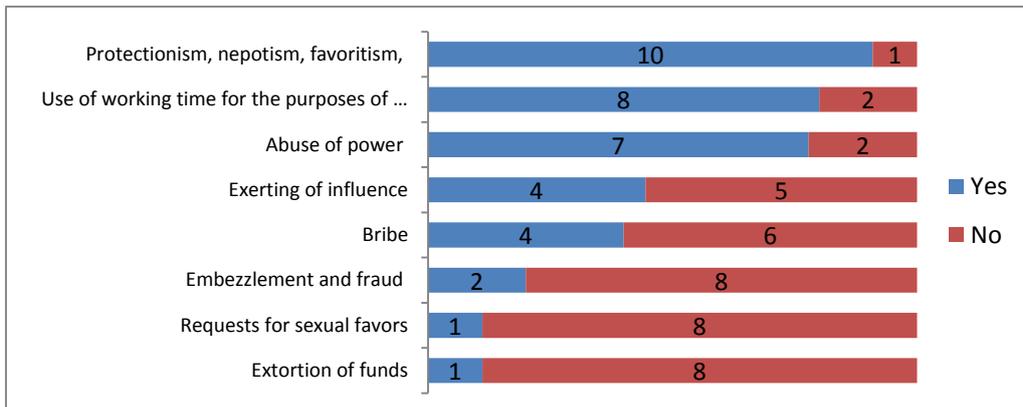


**Fig. 0.12. Distribution by gender of civil servants having witnessed corruption acts in the surveyed institutions**

Only 2 out of 12 civil servants reported corruption acts they had witnessed; others did not report giving the following considerations: involvement in corruption of influential persons holding high rank positions, fear to lose job and protection on the part of such persons.

During their professional activity, 12 witnesses of corruption acts/manifestations reported 37 cases of corruption encountered in different forms. Therefore, the most widespread form of corruption within the CPA is *protectionism* (10 cases), *use of work time and service assets for personal purposes* (8 cases), *abuse of power* (7 cases).

In a lesser extent, respondents witnessed *exerting of influence* (4 cases), *bribery* (4 cases), *embezzlement and fraud* (2), *requests for sexual favors* (1 case), *extortion* (1 case).

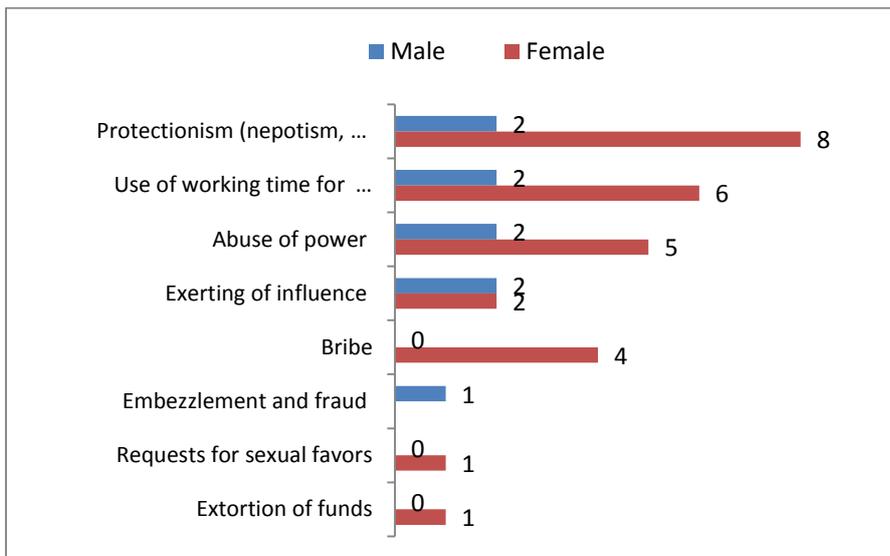


**Fig. 0.13. Total number of corruption cases witnessed by the CPA civil servants, depending on the forms of corruption manifestation**

Depending on the gender dimension, we can state that women, unlike men, are more affected by corruption in the CPA, witnessing multiple forms of corruption: *protectionism* (8 cases), *use of working time and service assets for personal purposes* (6 cases), *abuse of power* (5 cases), *bribery* (4 cases), *requests for sexual favors* (1 case), and *extortion of funds* (1 case).

The survey has also identified 5 cases of corruption reported by the public official (woman) who said she was asked to participate in the corruption case. Thus, in the CPA there have been identified the

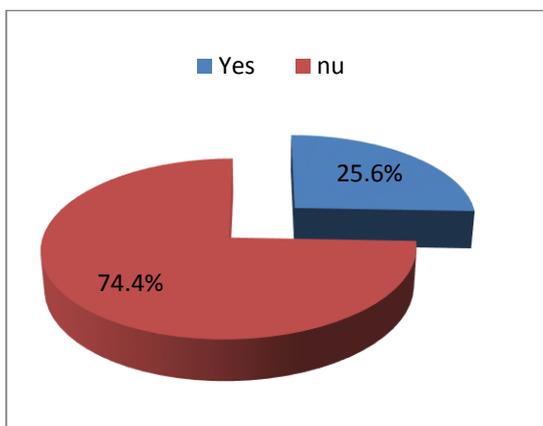
following forms of corruption: *protectionism* (2 cases), *bribery* (1 case), *abuse of power* (1 case), *exerting of influence* (1 case).



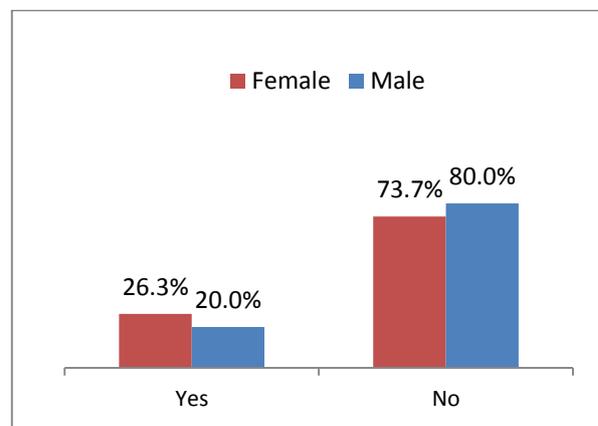
**Fig. 0.14. Gender distribution of civil servants having witnessed different forms of corruption in surveyed institutions.**

Every fourth public official stated that in the CPA and its subdivisions where they work the managers use discretionary powers in granting additional rewards or benefits to other employees.

In terms of gender differences, we can state that the CPA women perceive, to a larger extent, the use of discretionary criteria applied towards them in the subdivisions where they work.



**Fig. 0.15. Existence of discretionary competences in subdivisions through which a manager can grant additional awards or benefits to respective employees**

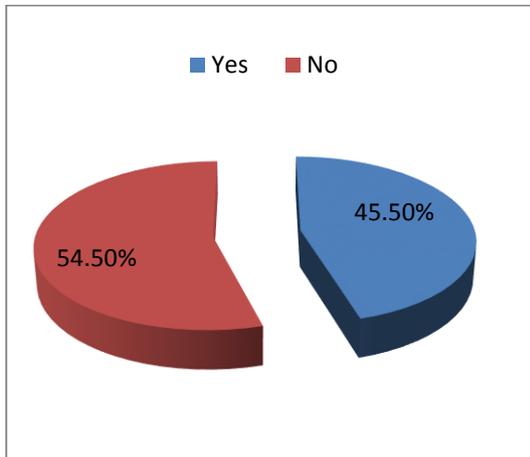


**Fig. 0.16. Gender distribution with regard to existence in subdivisions of discretionary competences, through which a manager can grant additional awards or benefits to respective employees**

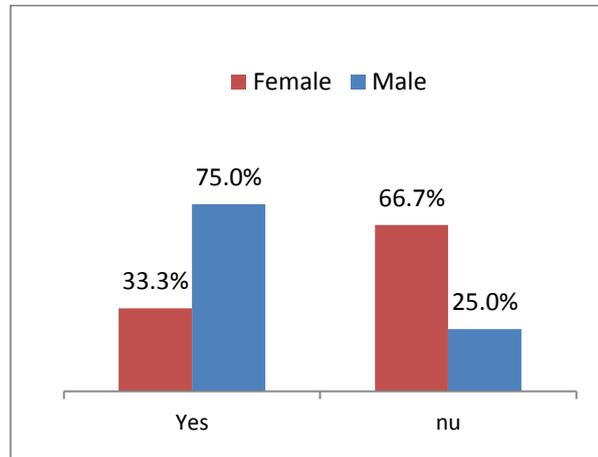
More than half of respondents stated that in the CPA there is no transparency with regard to criteria, under which benefits are granted to certain categories of employees. Depending on the gender of respondents, we can state that women (66.7%) more often mentioned that such a criterion as the

use of discretionary powers in the subdivision, in which they are working, does not cover all the staff members.

Although interviewees stated that mechanisms ensuring transparency in the CPA do exist, more than half of respondents, however, believe that there is a limited access to certain types of information, which fact contributes to growing risks of corruption manifestation.



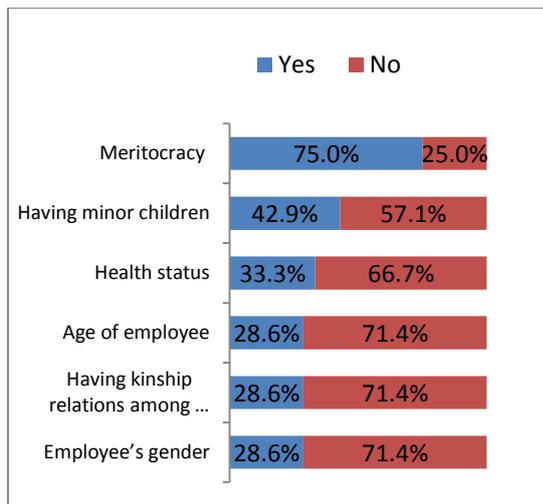
**Fig. 0.17. Respondents' opinions in relation to transparency criteria, on the basis of which discretionary criteria are applied**



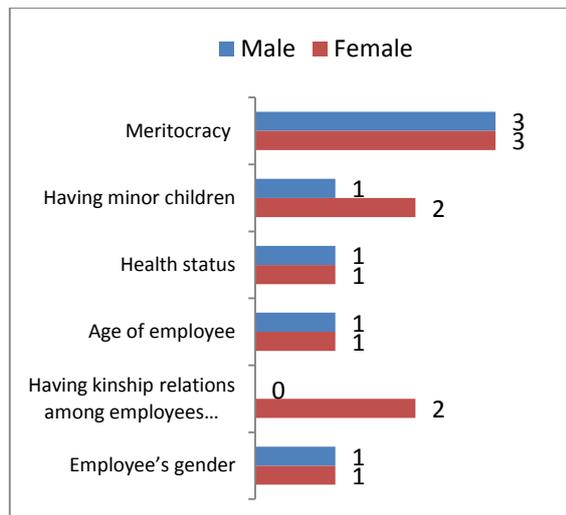
**Fig. 0.18. Distribution by gender regarding transparency criteria, on the basis of which discretionary criteria are applied**

The main criteria, under which benefits (additional payments) are granted to civil servants in the PCA include *meritocracy* (75 %), *having minor children in the family* (42.9%), *health status* (33.3%), *employee's age* (28, 6%), etc.

Gender is not a criterion commonly applied under the discretionary criteria, are used. We found out that due to gender dimension women have much more of certain benefits with account of their minor children and the degree of kinship relationship with a manager/chief.



**Fig. 0.19. Types of discretionary criteria used in the CPA**



**Fig. 0.20. Gender distribution with regard to discretionary criteria used in the CPA**

*"Meritocracy, professionalism, competence, knowledge and integrity are the elements needed in any kind of work in the public system or in private system – these are the criteria for career advancement. I can speak about myself. When I came to the Ministry, I was hired as a senior specialist. Half a year later I was promoted to the position of senior consultant and after more than 2 years – Deputy Head of Section, i.e. my career growth was due to the qualities that we discussed at the beginning: professionalism, success in achieving the goals set by the management, conformity to the position requirements." (Man, FG1)*

Some respondents stated that there are discretionary differences depending on political affiliation and the kinship relationship with managers or other persons hierarchically superior in the institution. Thus, regardless of the aptitudes, diligence and efforts vested in doing the job, people who are members of a respective party and those in kinship relationship (nepotism, cronyism) with managers are privileged and enjoy additional benefits.

*"You must be a party member, political affiliation matters. Even if they have no particular merits, they are promoted. There has come to our subdivision a whippersnapper to hold position of Deputy Chief. His kinship relationship with influential people is obvious. This is a specific of our country: if you know someone of influence, this one can influence the decision for you to get a respective function." (Man, FG2)*

*"Political criteria and kinship relationship go first, nepotism; cronyism, etc. are also favored." (Woman, FG)*

Another criterion identified by the representatives in group-discussions is the desire to provide voluntary services by providing different kinds of additional work, not just the functions specified in the job description, but working a bigger number of hours, etc. Thus, the interviewees stated that civil servants' career promotion depend on the degree of their involvement in doing the job related tasks, opportunity and desire to work a bigger number of hours per day, competitiveness in performing the responsibilities included in the job description and those that are not included in it.

In this respect, married women are disadvantaged due to multiple social barriers they face and family bonds that they have assumed or that are imposed on them. Thus, the promotion of married women depends not only on meritocracy and professionalism, but also on the support and encouragement on the part of the family regarding her employment and career advancement, the ability to cope both with family situation (especially with children) and service obligations. The main barriers to woman's advancement are family, maternity and childcare leaves up to 3 years, as well as the stereotype that the woman's place is "in the kitchen".

*"Volunteering means that besides the job functions, we have to perform all kinds of assignments. You need to stay after workday. You need to be engaged in doing such assignments without remuneration, to show that you can do them that you can succeed, you need to show that you want to do them." (Woman, FG)*

*"A woman can confront with obstacles in accessing to higher positions, I just think so: 1) let us imagine a situation that a woman suddenly becomes pregnant, let us say she is in the 3rd month of pregnancy, but she still works and if she applies for a higher position and she possibly can or cannot get it, but the boss can be unwilling to promote her because he knows that she would soon go on maternity leave and, maybe, he's right." (Men, FG1)*

*"I believe that due to the stereotype that used to exist previously, woman had to make more efforts to show that she can cope with the work, that she is capable and c will manage it; however, men can do it from the start, while a woman must prove and demonstrate it." (Woman, FG)*

Another factor that determines differences in the promotion and granting of benefits in the CPA relates to the manager's preferences. Thus, some participants of group discussions, noted that there are managers/chiefs/ bosses who prefer to work only with men civil servants, which discriminates women employees.

*"A lot depends on the preferences of the chief, if it's easier for him/her to work with women, he will be choosing women; everything depends, mainly, on the chief, as exactly this is the person who forms up the team." (Man, 2FG)*

## Methods of promoting civil servants within CPA from the gender perspective

In the opinion of those interviewed in the qualitative study, **political affiliation and nepotism** are the main factors ensuring promotion to various functions within the CPA. Some respondents believe that in the past three years politicization of the CPA has toned up even more. If previously the functions of ministers, deputy ministers were distributed based on political affiliation criterion only, in recent years this criterion has been applied at the level of Heads of Directorates, and in some cases even at the level of Heads of Departments.

*"Political affiliation, nepotism, "backing", as the man says, it does not matter whether you are a specialist, whether you have experience, or you do not have experience." (Man, 2FG)*

Some respondents believe that promotion within the CPA is **meritocracy based**. If you demonstrate your skills and loyalty – you will be noticed and promoted. Other important criteria are: work experience in the field, knowing foreign languages, etc.

Some interviewed civil servants emphasized in group-discussions that remuneration of work in the public sector is not attractive now and therefore there is no competition for vacancies, even for hierarchically superior positions. Promotion is not viewed as an incentive, because of the fact that responsibilities increase significantly, while the difference in pay is insignificant. Therefore, in their opinion, it is better to stick to the status of "executor". Still, there is political affiliation; there is influence of politics on decisions related to positions that offer "opportunities" for gaining additional income.

*"Currently public service is not an attractive area, given that the salary is very low, challenges are numerous, responsibilities, problems ... There is no competition for appointments in positions. However, there are key positions that make it possible to receive bribes, there are such positions in the civil service domain where you have some areas of influence, where you can influence, get favors; well, there are some questions that can be discussed, but not everyone can get such positions, there will be political criteria involved. "* (Man, mixed FG)

**Availability of a vacancy** creates a favorable environment for promotion. Most of the officials who were promoted specified that there had been a vacancy and they either had been appointed or suggested to participate in competitive selection.

Although the vast majority of those interviewed in the qualitative study stated that there were no gender discrepancies in the process of hierarchical promotion, there is a background of more persistent factors that contribute to promoting the CPA employees based on protectionism - *"it should be of political, relational, nepotism or some other nature"*. Some interviewed men consider that protectionism is a key factor for promotion, and, in their view, beautiful women are at more advantage in this sense, a fact confirmed half-jokingly, half seriously by other men with sexist stereotypes.

*"If you are a party member and you're beautiful then o-ho-ho!"* (Man, 2FG)

*"If a woman is beautiful it is an opportunity (for promotion) ... with whom the party boss will go on a business trip (all laugh) if he doesn't have a couple of beautiful women there?!"* (Man, 2FG)

In addition, there is a perception, both among men and women, that the hierarchically higher position will imply a more intense involvement of women in professional activities, while this could lead to neglecting the family. Thus, in this sense, the **traditional perception regarding women's role in the household persists**.

*"When we analyze the promotion proposals and acceptance of positions, men accept more easily. Why? Because they are not so burdened with family obligations. There is no such thing in men, because they know that wife will take care of everything: feeding the baby, preparing homework, cooking etc. Family obligations are exhausting because they do not leave time and space for*

*professional growth.* " (Woman, I2)

Some respondents noted that **women are disadvantaged by the fact that for a certain period of time during the maternity and childcare leave they are not active professionally** and respectively, are outside the system. This aspect has been confirmed by the experts in the field who believe that a long childcare leave is detrimental to the professional development of women, including those employed in the CPA. At the same time, however, it has been specified that there should be a wider range of services for preschool children, especially for children up to 3 years, such as the nursery type facilities.

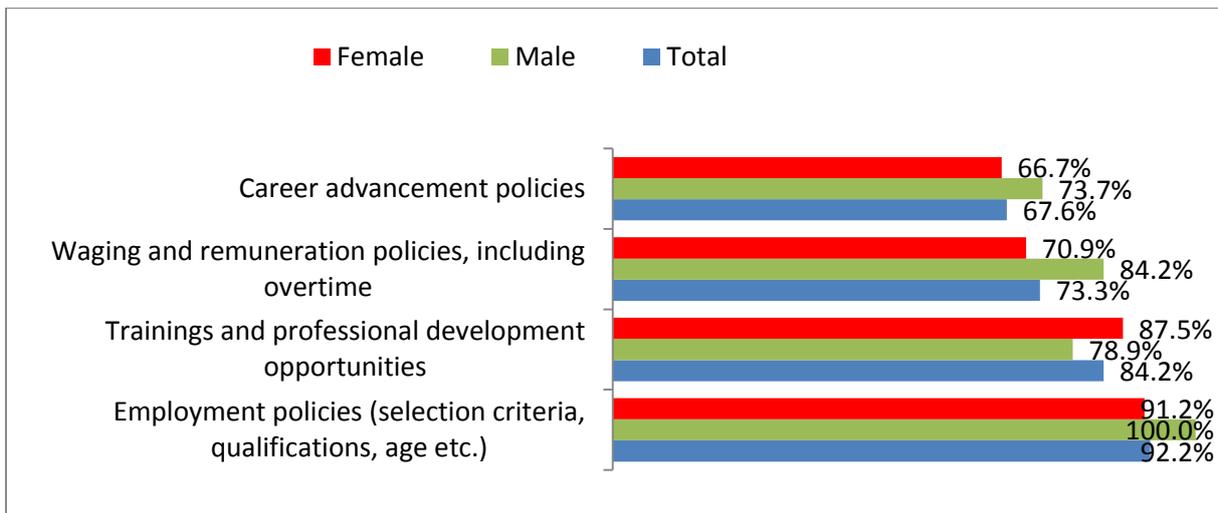
*"I think the only difference is that women go on maternity and childcare leave and lose much of capacities during this time ... Men work constantly, they gain experience and it is easier for them to integrate and grow; I think this is the only approach."* (Woman, Mixed FG)

*" (...) there are gender related protectionist aspects still maintained in labor legislation, giving women the choice of having an up to 6 years child-care leave, which in fact only hinders her professional career ... And secondly - the up to 3 years child-care leave is still too long, as we are an exception to the internationally established rules, especially if referred to the European Charter and European Code of Social Security which stipulates 12 months of leave.»* (Woman, I2)

Employees from the Human Resources departments mentioned that in the CPA more women went on a childcare leave in recent years. However, in the opinion of those interviewed, men take childcare leave because it is a legal way to keep their job while looking for a better paid unofficial job or departing to work abroad.

However, nine of ten surveyed civil servants mentioned the employment policies as the most accessible. Professional development opportunities and trainings are considered less accessible than employment policies.

At the same time, these are perceived as "clearer" than waging and promotion policies (see Fig. 3.21). Seven out of ten respondents asserted that career advancement policies are accessible; in the same time, the share of men appreciating accessibility being greater (73.7%) than the share of women (66.7%), which is an indicator that men have better knowledge and/or access to these policies.



**Fig. 0.21. The access to policies on employment, waging and career development in the Central Public Administration (based on affirmative answers - "Yes")**

Two out of ten CPA civil servants noted that *men and women are not promoted hierarchically on the basis of the same internal procedures*. Thus, almost all (95%) of those who said that there was no respect for gender equality in connection to career advancement, mentioned that men are at advantage (see Annex V, Table 1). Meanwhile, one out of ten respondents consider that *different criteria are used for selecting women and men as part of the hiring process (based on the examinations results, qualifications etc.)* Most of the respondents mentioned that men have an advantage in this respect. There is a gender discrepancy as regards the *opportunities of participating in projects, to missions abroad and business trips*; in the opinion of a quarter of respondents, men are advantaged in this regard as well. Two out of ten respondents consider that *women and men do not enjoy the same possibilities in obtaining additional income (from research projects, business trips)*, underlining that men have an advantage (see Annex V, Table 1).

In the opinion of the civil servants from within the CPA, the biggest gender discrepancy relates to retirement and is dictated by the legislation framework<sup>17</sup>. Thus, 72% of those surveyed consider that *women and men do not enjoy the same retirement conditions*, women being advantaged. This perspective is a circumscribed one, the apparent and immediate benefit being early retirement. In essence, however, these legal provisions disadvantage women in the long run, given that the pension income amount is lower for women than for men.

The opinions of those who consider that *different discipline rules apply to women and men at work* are divided. A similar answer was given by respondents when asked about the *number of hours worked by women and men*. Thus, on the one hand, some think that women are advantaged; on the other hand, others mentioned that men are more privileged in this regard. This was confirmed by the group-discussions and the in- depth interviews. The heads of directorates and departments stated that they allow themselves to be tougher and more severe with men and are more careful and forgiving with women, given that women are perceived as more sensitive.

On the other hand, it is believed that men are more reluctant to criticism. Regarding the working hours, it has been mentioned that when necessary, men are those who usually work overtime, while

<sup>17</sup> The retirement age for women is 57 years and for men is 62 years - Law no. 156 on State Social Insurance Pensions, of 14.10.1998, <http://lex.justice.md/md/313291/>

women have argued that they have family responsibilities - "take children from kindergarten, school", "cook dinner", etc.

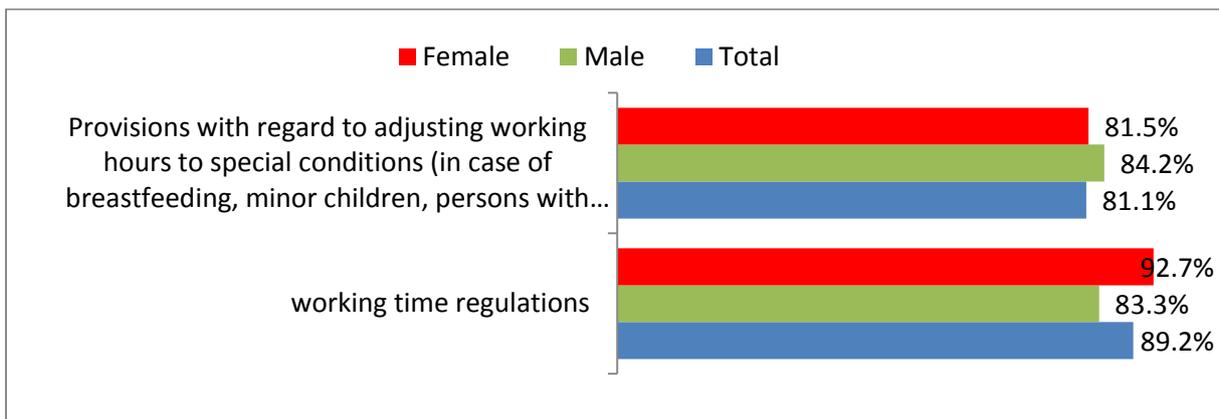
"Mothers have to stay home when children get a cold, and it's a bit different with men who can have a cold and still come to work." (Man, mixed FG)

"Perhaps, I observe this only in our department/unit - usually we, men, work late, while ladies, and we understand it, have obligations, family, children and they leave work at 5 o'clock sharp. » (Man, mixed FG)

"Personally, I leave the Ministry work at 5.00 pm - 5.15 pm because I have to pick my child from school and even so, I still make him wait for me." (Woman, Mixed FG)

"On the eve of holidays, women leave work earlier than men, but this is unofficial. » (Woman, Mixed FG)

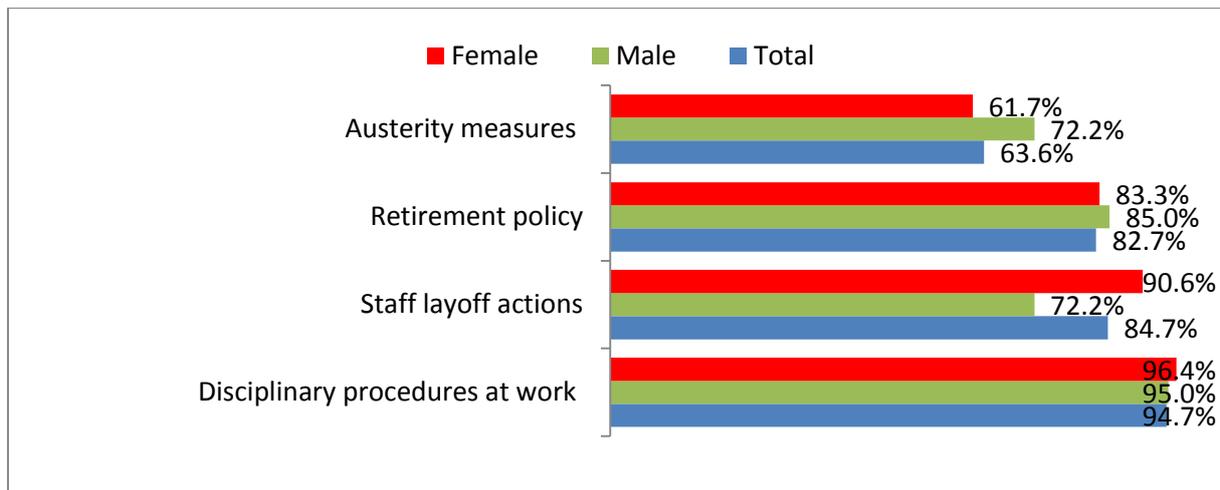
Those who stated that men are more advantaged in terms of working hours, consider that men are preoccupied with other matters during the working day.



**Fig. 0.22. Working time regulations existent at the level of CPA (based on affirmative answers - "Yes")**

The working time regulations are perceived as accessible by nine out of ten respondents, while the more specific aspects referring to adjusting the working hours to particular circumstances are perceived as being less acceptable by the CPA civil servants.

Nine out of the ten respondents mentioned that disciplinary procedures at work are accessible. Eight out of ten respondents also mentioned in this context the staff firing and retirement policies as being accessible. Six out of ten respondents noted that the austerity measures are acceptable (see Fig. 3.23).



**Fig. 0. 23. Existence of other disciplinary measures and policies at work within the CPA (based on affirmative answers - "Yes")**

### Business trips and events

Participation at various international events was appreciated by the CPA civil servants as an advantage both in terms of professional growth through achieving new knowledge and obtaining new practices, and also, in terms of financial benefits, when a payment of remuneration is offered (per diems, etc.) However, the delegation process is characterized by a high degree of subjectivity from managers; the decision on who should be delegated<sup>18</sup> is made by the Head of Directorate in most cases. At the same time, the respondents mentioned three basic principles guiding the delegation process of CPA civil servants to various events:

- ✓ the area of activity, knowledge of the event topic;
- ✓ the position level required by the organizers - "*the Heads of Departments level*"
- ✓ "Rotation" – giving the opportunity to all employees to participate.

*"I try not to monopolize the trips, though as a chief, I am more entitled to participate due to the position held and in accordance with the format of the events where I have to go. » (Woman, 21A)*

The persons involved in the present research also mentioned other criteria which have been taken into account during the selection process of those who are to attend the events held abroad, such as work experience and the domain knowledge; knowledge of the event-related language, especially when it is necessary to have presentations, to develop country reports; the availability to participate, etc. According to some respondents, some CPA employees are overloaded (or too much involved in projects) and travelling is problematic for them. Therefore, they either reject to go on a trip or are not allowed to go.

<sup>18</sup> Business trips meaning travelling abroad.

*"If there are offers, we accept them. However, there were situations when we had to refuse to go because there was a lot of work to do and in this case had to go a person who, in fact, did not deserve it, but could go "* (Man, 31A)

*"I refused to go on business trips, twice. The first time I refused because I just returned from a trip and I had to leave again, consecutively, while there was a large amount of work to be done.. The second time, I had to manage an activity here and I was afraid not to succeed in time if I was going."* (Woman, 91A)

In some cases, Heads of Directorates have admitted that longer trainings also create certain difficulties, especially when the person is highly qualified and has a series of responsibilities.

According to some civil servants who participated in group discussions, business trips should be divided into two categories:

- ✓ remunerated (including per diems, honoraria, etc.), which are less available;
- ✓ unpaid – to which the principle of rotation is applied.

*"Under circumstances of being paid a wage equivalent to 216 Euros. After the latest events taking place in Moldova, I believe that any trip that brings you at least 200 Euros a week is a motivation."* (Man, 16)

The process of delegating employees to participate to the events held abroad is often discussed among the CPA staff, and some respondents believe that it lacks transparency, and in some cases, managers avoid giving details to their subordinates about participation to various events.

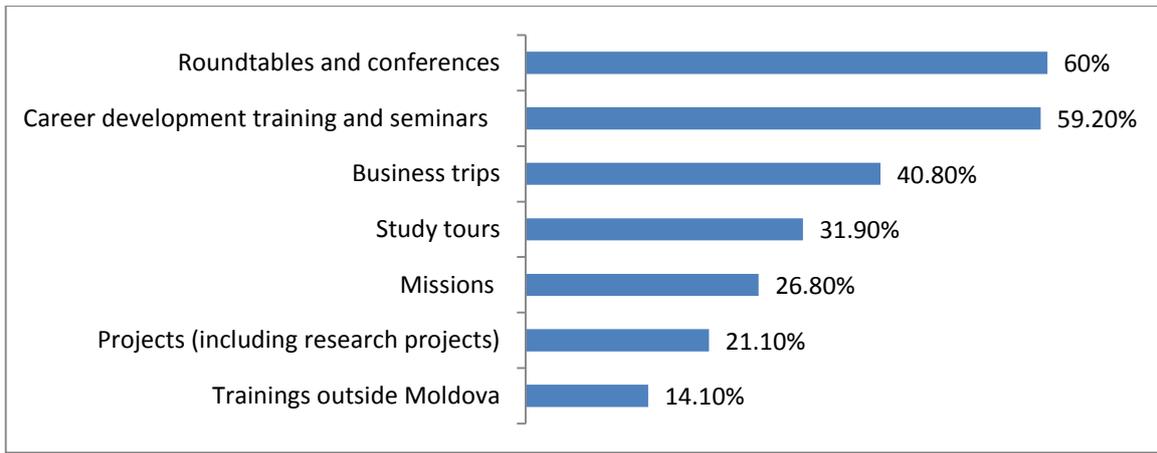
*"(...) the reality is that it is not made public, the information becomes available to the management staff in the first place, and to the head of the department, and if they see something interesting and attractive..."* (Woman, FG women)

*"Sometimes we do not even know where the Head of the Directorate left, to what country and on what occasion. «I will be gone for a week..." - and nothing more. "* (Woman, FG women)

One-fifth of the interviewed civil servants noted that in 2015 they did not participate in any of the activities listed in Fig. 3.24, and those who participated (79.7%) were mostly involved in a number of activities.

Roundtables and international conferences are the most common events to which six out of ten civil servants participated in 2015, while three out of ten civil servants participated in study tours and missions.

The survey revealed significant differences by gender in terms of civil servants participation in various events.

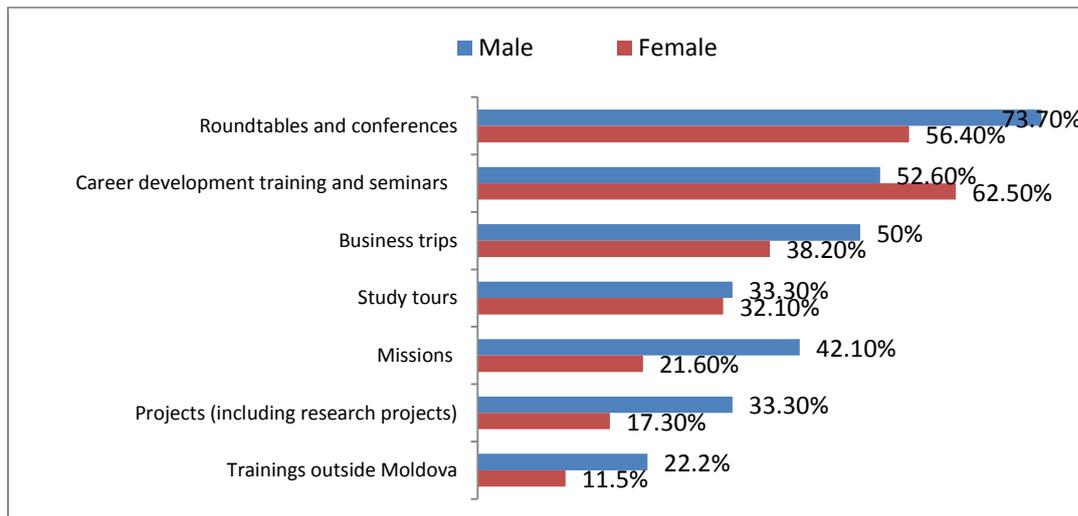


**Fig. 0.24. Share of CPA civil servants who participated in various career advancement activities in 2015 (%)**

Thus, in all the mentioned categories, men are more advantaged (see Fig. 3.25.), except for trainings and career development seminars, which usually are held locally.

The biggest, 20.5%, gender discrepancy was observed in relation to participation in missions abroad. This large discrepancy can be explained by the fact that men, mainly, have high ranking positions and in result, are delegated to participate in a higher proportion than women.

However, the fact that women are overloaded with family work and responsibilities, mainly perceived as "feminine" in their private space, may also serve as a plausible explanation for this large gender discrepancy.



**Fig. 0.25. Gender distribution of CPA civil servants who participated in various career advancement activities in 2015 (%) (based on affirmative answers - "Yes")**

Round tables and conferences were mostly attended by men (in a proportion of 17.3 % more than women), similar differences were noted with regard to participation in projects (16%) which, in most cases, present opportunities for additional financial gains.

At the same time, the study confirmed that there are no statistically significant gender differences when it comes to the participation of CPA men and women in study tours (see Fig. 3.25.).

In group discussions, most respondents asserted that no gender differences have been identified when delegating civil servants to certain activities and business trips. However, several factors limiting women's participation to international events were identified:

- ✓ personal reasons (young children, sick family members, preparation for some family events; husband objections, etc.);
- ✓ concerns, fears - "*avoid traveling alone*", "*concerns regarding the language of the event*";
- ✓ feminization of occupations that do not imply international business traveling (e.g. Human Resources Department).

### **Actions and measures implemented to prevent and combat manifestations of corruption within CPA**

Over the last years, Moldova has promoted certain public anticorruption policies by means of a series of laws and regulations (see Chapter Context and Best National and International Practices). Some of these are aimed at preventing and combating corruption in the CPA. The modest results of anti-corruption policies were mainly realized by the civil society<sup>19</sup> and other internal and external players, and recognized by the Moldovan politicians.

Public authorities differently perceive the necessary actions to be undertaken for preventing and combating corruption within the CPA. Some believe that these are formal and declarative. Others are convinced that the anti-corruption actions should explicitly target the high ranking officials and those who directly interact with the public, because these persons are exposed to a higher risk of corruption. A higher percentage of those interviewed considers that the department where they work faces no risk of corruption.

*"It is not the case of this Ministry, there is nothing to gain here; it serves the poor and vulnerable people. It sometimes happened that we felt sorry for some people and personally, I would buy some food or give money from my own pocket or I served them with coffee and biscuits etc., but there have been no cases when people would come and offer you money. We are approached by tormented and abused women, with no money, carrying children in their arms ... having nothing to eat ... "* (Woman, 12)

The actions and measures meant to prevent and combat corruption practices within the CPA aim the following aspects:

- ✓ transparency;

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<sup>19</sup> Carasciuc L. ; Cojocar C. ; Spinei I. - *Monitoring anticorruption policies, Case Study, Soros Foundation Moldova, 2011*

- ✓ institutional mechanisms for prevention: informing on various procedures, self-assessment of risks, internal audit, etc.;
- ✓ encourage corruption-related complaint and reporting of acts of corruption;
- ✓ examples of sanctioning corruption, hold accountable those who have committed acts of corruption;
- ✓ the exercise of constant constraints and pressure by the civil society and other actors outside the organization.

#### a) Transparency

The transparency in the activity of the CPA shall not be preserved only in the context of the CPA relationship with its citizens, which in fact is an obligation envisioned by the civil servant status, but also at institutional level, in its relationship with the employees. By conducting activities in an open manner through providing free access to information contributes to an increase of employees' trust and loyalty, making them more responsible in relation to other colleagues and beneficiaries.

*The decisions made by the departments where they work are viewed as transparent by six out of ten respondents. The process of professional advancement in a subdivision is perceived as nontransparent by 42.7% of CPA employees. As more specific the work gets and the activities more concrete, the less is the share of those who view these processes as being transparent (see Fig. 3.26). Thus, only half of the respondents (46.7%) see career opportunities as being transparent. In this context, the involvement of civil servants in projects, missions and trips abroad is considered transparent by 46.7% of the surveyed CPA officials. Opportunities for additional income (from research projects, trips) are considered transparent by one third of respondents (see Fig. 3.26).*

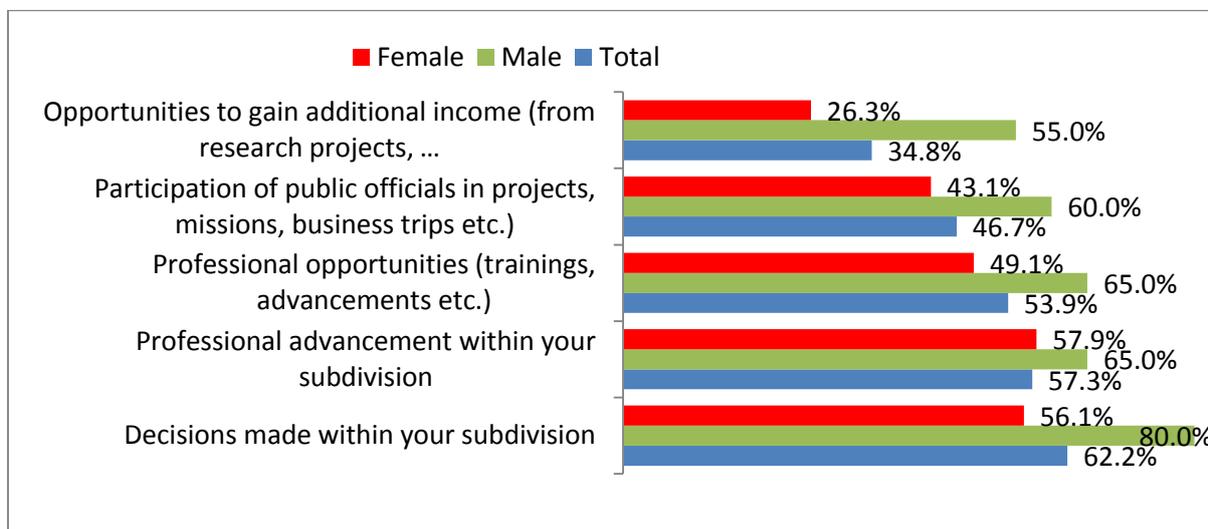


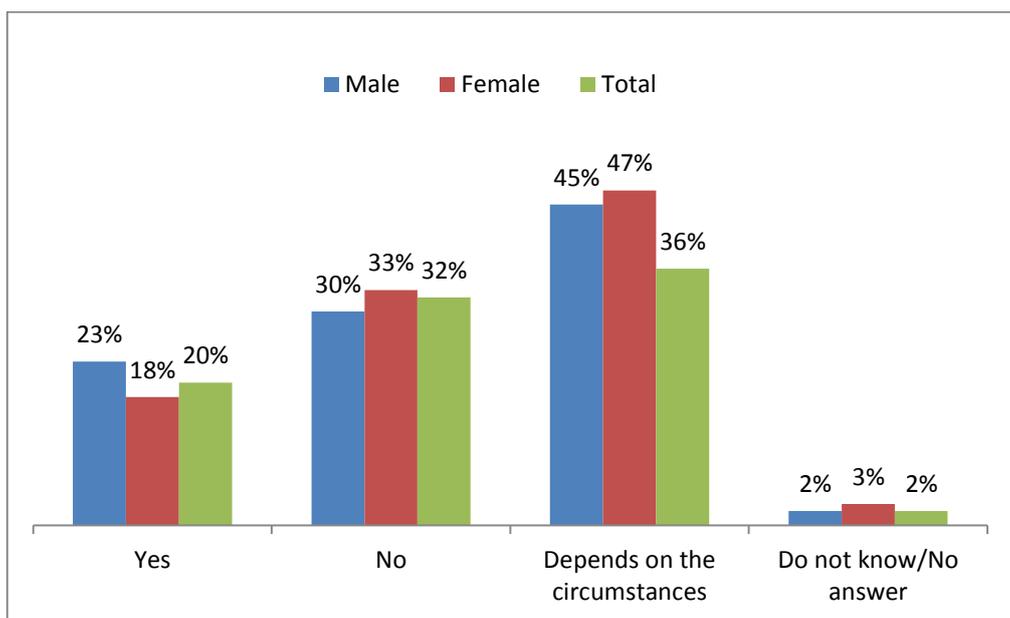
Fig. 0.26. Respondents' opinion on transparency in the CPA (based on affirmative answers "Yes")

#### b) Institutional actions aimed at preventing corruption

The Transparency International Moldova<sup>20</sup> studies show that the propensity to bribe is present in the society as a whole, with seven out of ten citizens being willing to pay bribes in a situation considered

<sup>20</sup> Sociological research Corruption in Moldova: their perceptions and experiences of businessmen and households sample 1099 persons, 2 to 8 October

somewhat delicate. The proportion of men thinking that they can resolve problems by bribing is bigger than the proportion of women (23% versus 18%) (see Fig. 3.27).



**Fig. 0.27. Propensity to bribe (Will you pay a bribe if you were in a delicate situation?)** Source: *Study of Corruption in Republic of Moldova: Perceptions and Experiences of Businessmen and Households, Transparency / CBS-AXA*

In order to "solve" problems related to the CPA, 14.1% of citizens believe that they should always make use of money, gifts, personal connections, the difference of such an approach being significant between men (18.5%) and women (10.5%).

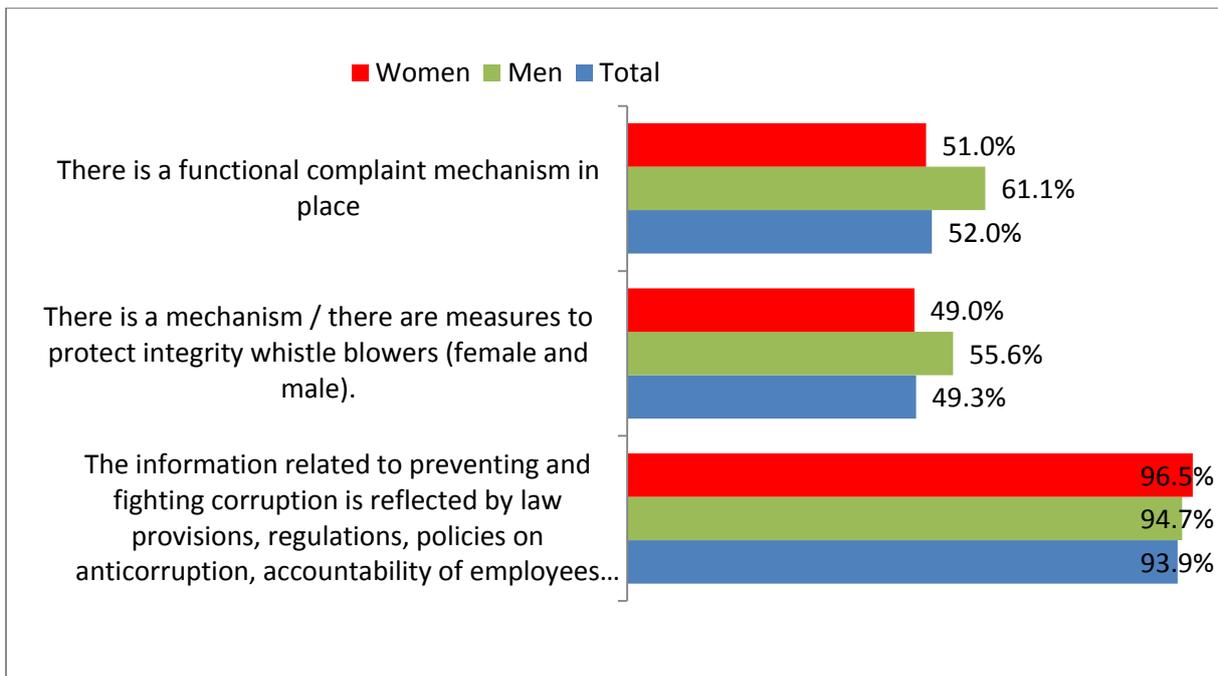
Moreover, most of the respondents said they have to make use of such practices *often or very often* (see Annex, Table 27).

However, the study on corruption among population, conducted by Transparency <sup>21</sup> highlighted that all those who claimed to have unofficially paid money to "solve" the CPA-related problems, are men, and most of them (81%) mentioned that it was at their own initiative.

In these circumstances, it is very important to have in place, at the institutional level, clear mechanisms minimizing the employees' exposure to corruption risks. Nine out of ten officials, interviewed in this research, stated that *information related to preventing and fighting corruption is reflected by law provisions, regulations, policies on anticorruption, accountability of employees (women and men) and good governance*.

Concerning the existent complaint mechanisms and the protective measures, only half of respondents mentioned that these encourage public service employees to talk about manifestations of corruption or lack of transparency in the management system.

<sup>21</sup> Sociological study "Corruption in Moldova: Own Perceptions and Experiences of Businessmen and Households", a Sample of 1099 Persons, 2 - 8 October 2015; Transparency / CBS-AXA



**Fig. 0 . 28 . Access to information and corruption prevention and control mechanisms and the lack of transparency in the management system (based on affirmative answers - "Yes")**

During the group-discussions and the in-depth interviews, most respondents referred to a number of aspects:

- ✓ declaration of personal interests, which is often called ‘integrity declaration’, submitted annually-mostly perceived as a formal regulation;
- ✓ income declaration, submitted annually;
- ✓ gift disclosure statement, if any; such forms of statements exist in the CPA, but officials do not mention the received gifts, recognizing that they would rather reject the gift than mention it somewhere;
- ✓ conflicts of interest statement, when it is the case, are approached by civil servants with more seriousness and concern.

*"There are procedures prescribing gifts acceptance, we were informed about the procedures concerning gift disclosure, but we have not faced such situations. We were informed ... one representative from each directorate attended and then the information was disseminated to the entire staff ... a box of chocolates, I would not report. A box of chocolates does not mean corruption. Therefore, I accepted such gifts. " (Man, 15)*

**c) Encourage people to report corruption and disclosure of corruption manifestations**

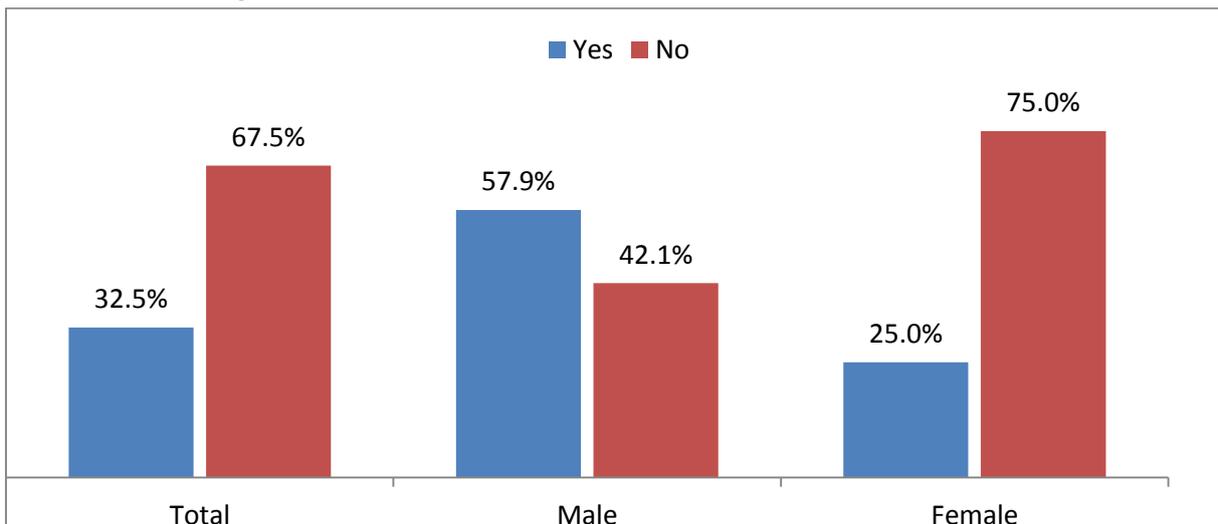
In the opinion of eight out of ten civil servants, senior management is supportive of the public service employees, women and men alike, to talk about the manifestations of corruption or lack of transparency in the management system.

When asked separately by gender, the correlation of opinions changed by 20 %, thus only six out of ten respondents believe that men and women are equally encouraged in this process (see Fig. 3.29).



**Fig. 0.29. Respondents' opinion on senior management being supportive of employees' disclosure of manifestations of corruption**

The research has highlighted that three out of ten respondents assert that a gender sensitive anti-corruption policy exists at the workplace. A bigger share of men (57.9%) believes that such a policy is in place, while the share of women is just a quarter (25%). However, most respondents (67.5%) reported that such policy did not exist. During group-discussions, civil servants revealed that, in their view, such a policy is not even necessary given that manifestations of corruption relate to other factors rather than gender.



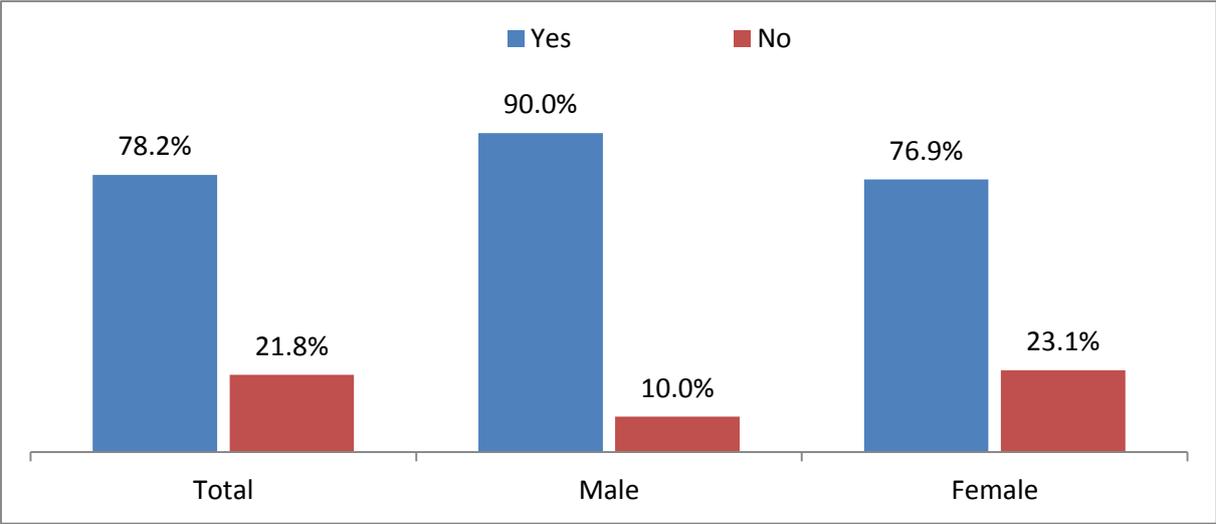
**Fig. 0. 30. Respondents' opinion on effectiveness of gender sensitive policies at the workplace («Is there a gender-sensitive anti-corruption policy at your workplace?»)**

This aspect was highlighted in group-discussions as well, where participants emphasized that there was no gender difference in manifestation of corruption.

*"There are two persons, a man and a woman; both want to get promoted to a higher level position. The person responsible for promotion to this position is corrupt. To get the position, both of them have to pay. If they don't, the corrupt person will promote someone who is willing to pay. In this case, I cannot say that I less affected compared to the lady, or that the lady was affected more than I was, it is absolutely equal and there is no difference. " (Man, 2FG)*

On the other hand, eight out of ten officials involved in the research, mentioned that gender-equality-related aspects are included in all internal workplace policies (Fig. 3.31). This belief is shared

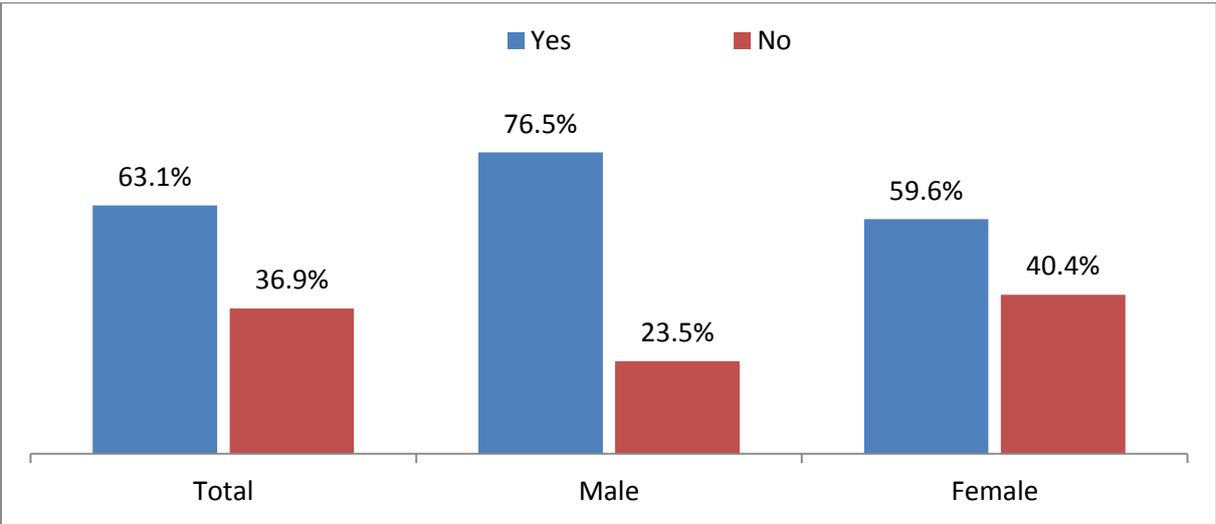
by two out of ten male civil servants, compared to seven out of ten female civil servants (see Annex V, Table 2).



**Fig. 0. 31. Respondents’ perceptions on including gender-equality-related aspects in all workplace policies**

Protection from various forms of persecution of those who report cases of corruption is an important factor that may encourage disclosure of corruption manifestations. In this regard, the opinions of those interviewed are divided: half of respondents believe that both women and men who report corruption cases are protected from persecution. The research has revealed that the interviewed men are more confident than women, that both men (66.7%) and women (66.7%) are protected when reporting cases of corruption. Women, however, are more reserved in this regard, concerning both the protection of women disclosing cases of corruption (46.5%), and the protection of men (45.5%) reporting such cases.

Six out of ten surveyed persons stated that **whistleblower protection measures** are available in the organization.



**Fig. 0 . 32 . Whistleblower protection measures availability**

*d) Examples of sanctions against corruption*

The CPA civil servants, who participated in the group discussion, mentioned that sanctions against corruption would not be effective until there are examples of sanctions against those who have committed acts of corruption with serious consequences, despite the "benefits" that they have gained. The research has revealed that currently there is no trust for the manner in which the corruption combating system is functioning and therefore citizens, including CPA officials are reluctant to declare such acts.

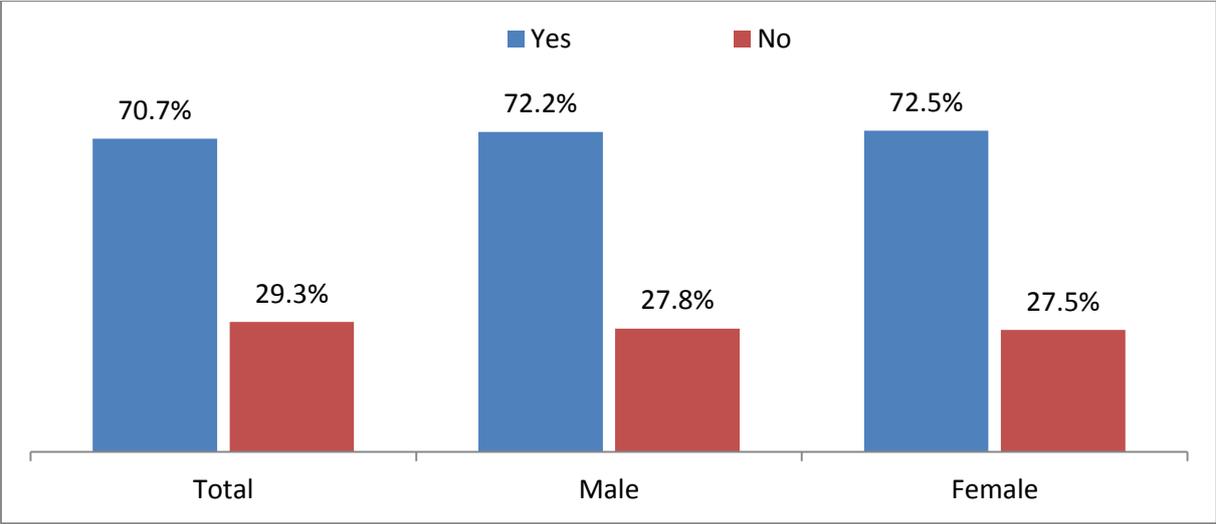
*"Because the law does not work in our country, it is undesirable ... if you do not declare – you will not be punished. Those involved have interest and the circle is narrow; no one knows how the situation will evolve. Those who know about such cases have an interest and why should they disclose if they have an interest in it. "* (Woman, FG women)

*"We don't have the leverage to make the law work. Even if you declare, you cannot be sure that the sanction will be applied. "* (Woman, FG women)

Other research studies in this domain confirm that the main reason for the corruption phenomenon in Moldova is the failure to sanction the corrupt persons. The fact that those guilty are not held accountable, is very important (67.4%) and quite important (27.7%)<sup>22</sup> – according to nine out of ten citizens.

**e) Constraints and pressure on behalf of civil society and other actors outside the institution**

This research showed that seven out of ten civil servants state that there is a collaboration / partnership between NGOs and governmental organizations, active in the field of combating and preventing corruption, while other participants state that there is no such collaboration (see Fig. 3.33). It should be noted that people who asserted that there is collaboration between NGOs and governmental organizations that are active in this area, declare themselves more informed about corruption acts and other related policies.



**Fig. 0.33. There are collaborations / partnerships between NGOs and governmental organizations, active in the field of combating and preventing corruption**

<sup>22</sup> Sociological survey among population, sample of 1099 persons, data collection period 2 -8 October 2015; Transparency / CBS-AXA

Some public officials noted that the *Declarations of Interest* are rather formal and it is well known that those who derive income from informal sector activity find various methods to shirk. Thus, the owned properties are most frequently registered as property of other persons, who are closely related to the CPA officials.

In accordance with the opinion of some respondents, if payments were made only via credit cards instead of using money, the expenditures made by the civil servants could be better monitored. The participants in the research believe that significant progress could be achieved in combating corruption if indirect taxation would be applied to those who declare small income, but have much higher expenditures than the officially declared income would afford.

On the other hand, according to some CPA officials, fight against corruption can be used as a method of coercion and intimidation of some employees who are not liked by some of their colleagues and / or superiors. In this regard, in respondents' opinion, employees should protect themselves: more persons should be present when certain decisions are made, declare the gifts and attempted corruption, respect the law. However, the participants in the research claim that remuneration within the CPA is very low and insufficient to provide for the minimum acceptable standard of living, and this makes them extremely vulnerable to corruption.

### General conclusions and recommendations of the study

- The study reveals an insufficient level of knowledge, in terms of defining and identifying the acts of corruption and corruption-related acts, among civil servants from within the surveyed organizations. Thus, up to 40% of civil servants are unaware of the situations representing manifestations of corruption. One third of civil servants who participated in the survey do not regard the following situations as manifestations of corruption: *turning to well-connected friends for certain work-related favors (26.2%), and relatives occupying such positions as heads of departments/ high ranking position in the same institution (27.3%)*. About 40% of respondents do not qualify *the use of goods, offered by the employer and used at work, outside the organization*, as a manifestation of corruption.
- Women and men perceive/ interpret manifestations of corruption differently. Thus, women to a larger extent consider that the following situations are not manifestations of corruption: *turning to well-connected friends for certain work-related favors (26.9%), use work time and office's computer for personal needs (41.5%), non-declaring a conflict of interest during the process of signing a contract (10.9%), non-declaring a conflict of interest during the process of recruitment / hiring (12.7%), offering or receiving sexual favors in exchange for promotion or money (12.3%)*.
- More than half of the civil servants who participated in the survey (65.7%) said they did not know about the value of a symbolic gift that a public official can lawfully accept, 7.4% of respondents asserted that the value of a symbolic gift varies between 10-500 MDL, while 26.9% of respondents sustained that the symbolic value of a gift, according to the law, shall not exceed 1000 MDL.
- The survey clearly indicates a lack of knowledge on behalf of the public officials on ways to report cases of corruption. Thus, to report a case of corruption, interviewees will go, depending on the case , to the Human Resources/ Minister / Head of a Directorate.
- The most frequently, forms of corruption manifestations in the CPA, according to respondents' perceptions, are: *protectionism, nepotism and favoritism (94.4%), abuse of power (90.7%) and bribery (87.4%)*. According to respondents' perceptions, other forms of corruption are frequently manifested as well, including *influence peddling(85.4%), extortion (81.2%), embezzlement and fraud (77.6) the use of work time and the goods at workplace for personal needs (76.5%), requests for sexual favors (50%)*.
- Although all interviewees declared that they have never participated in acts / manifestations of corruption, however, they recognized that there might be manifestations of corruptions in their organization's sub-divisions.
- Respondents believe that the greatest risks of exposure to various corruption manifestations are in the Legal and Administrative departments, within departments which are responsible

for managing financial resources, within departments with low levels of transparency, where decisions are made exclusively by one person and also, within the departments where they directly interact with the beneficiaries.

- The survey identified 12 civil servants (13.5%) out of 108, who asserted that they had witnessed various acts / manifestations of corruption in the CPA and one civil servant (woman) who claimed that she was asked to take part in acts of corruption. They reported 37 cases of corruption that they had witnessed including *protectionism* (10 cases), *the use of work time and the goods at workplace for personal needs* (8 cases) and *abuse of power* (7 cases). To a lesser extent, respondents reported having witnessed *influence peddling* (4 cases), *bribery* (4 cases), *embezzlement and fraud* (2 cases), *requests for sexual favors* (1 case), and *extortion* (1 case).
- Only 2 out of 12 civil servants reported acts of corruption that they had witnessed, others did not report for the following reasons: the *involvement of high ranking and influential people*, *the fear of losing the job* and *the fact that the person concerned was protected*.
- Every fourth public official involved in the research stated that in the CPA and in the subdivisions where they worked, the manager had discretionary competencies to grant additional payments or benefits to other employees. At the same time, more than half of respondents asserted that in the CPA there was no transparency on the criteria for granting benefits to certain categories of employees.
- Although, interviewees stated that the mechanisms to ensure transparency were in place within the CPA, more than half of respondents believe that there are restrictions in accessing certain types of information, which increases the risk of corruption manifestation. In respondents' opinion, the main criteria for granting benefits (additional payments) to CPA civil servants are: *meritocracy* (75%), *existence of minor children* (42.9%), *health status* (33.3%), *age* (28.6%), *political affiliation and family ties with managers or other hierarchically superior employees of the organization*, etc.
- *In the opinion of civil servants involved in the research*, the main criterion for career advancement *within the CPA*, perceived as important, is the political one. The close links between the political elite and the CPA managers significantly limit the effectiveness of anti-corruption measures and policies.
- Respondents mentioned the need to ensure transparency in the CPA concerning the decisions on someone's participation to various events, projects, study tours, in particular international ones, the need to implement clear selection criteria, as well as to disseminate information about participation opportunities and the delegation criteria applicable to employees.
- The officials involved in the research think that previous positive experience related to taking measures against corruption cases within the CPA are necessary throughout the information and counseling activities concerning the integrity of public officials.

**Recommendation:** It is necessary to carry on systematic and continuous awareness raising seminars for the CPA representatives on the diversity of corruption manifestations within the CPA and how corruption can be identified and reported. Some interviewees stated that the legal framework to combat corruption is bureaucratic and implies too many responsibilities for the heads of the CPA Departments, to the detriment of their statutory professional responsibilities.

**Recommendation:** Reviewing the integrity and corruption reporting procedures and adapting them to the specifics of the activity domain. Establishment of internal structures meant to coordinate and promote combating corruption -related and reporting corruption - related policies within the organization, in a secure and confidential context, in order to ensure equal access of women and men, taking into account the specific features.

**Recommendation:** Establishment at the CPA level of internal anti-corruption regulations or streamlining the respective provisions into the existing internal regulations (e.g. explicit measures to reduce direct contact with beneficiaries and thus, avoid exposure to various manifestations of corruption).

## Conclusions and recommendations on the impact of corruption on promotion of women

- The answers provided in the research show that the recruitment and promotion of women in the CPA structures is marked by the patriarchal mentality of the society. Thus, the respondents consider that, for some of them, the traditional role of women in the household, is a barrier in the way of being promoted to high-ranking positions or accepting such a position due to the fear of having to neglect certain family roles and responsibilities.
- Women are perceived as vulnerable, not in terms of legal or organizational vulnerability, but due to being overloaded with family obligations and responsibilities. Before accepting a hierarchically superior position, more often, women analyze more carefully, compared to men, their ability to cope with the professional requirements in the context of all the social and family obligations they have. This situation determines a frequent refusal by women to accept career advancement, longer business trips or trainings abroad, what may, in the end, limit their professional development.
- The survey data show that women, to a larger extent, identify the existence of corruption manifestations both within the public service of the Republic of Moldova, and within the organization where they work, which brings us to the conclusion that women are more affected by corruption than men.
- Involvement of women in corruption is lower given their emotive nature. Thus, women are characterized as being more fearful in accepting corruption situations; better estimate the risks that may entail an act of corruption, etc. Compared to women, men are considered to be bolder in terms of involvement and participation in acts of corruption, perceiving it as "*something normal*".

- Women, involved in the research, were nearly twice as much affected by corruption than men, having witnessed acts of corruption (17.2% versus 10%).

**Recommendation:** Development of explicit provisions reflected in the internal regulations, drafting internal regulations or the dissemination of internal procedures (or other options, depending on the organization) on the measures of protecting whistleblowers that raised issues related to corruption.

- Women from the CPA perceive to a greater extent that some discretionary criteria are applied in the subdivision where they work and it is believed that these criteria are not applicable to all the staff of the subdivision. However, *gender*, in respondent's opinion, is not a significant criterion that underlies discretionary criteria.

**Recommendation:** Support transparency and accountability measures within the institution as a way to ensure fair and equal access to information and opportunities. Ensure notably that strict procedures are in place with regards to 1) anonymous and easily accessible corruption reporting, 2) whistleblowers' protection, 3) appeal mechanisms for Human Recourses Department, 4) financial benefits decisions. Develop clear guidelines on conflict of interest and nepotism, ensure the fair and equal access to them; consider establishing of a specific commission reviewing related cases. Consider the possibility of integrity testing/checks/declarations from employees in holding high risk or power monopoly positions;

- Institutional anti-corruption measures and activities are viewed by respondents mostly as formal. There also is a lack of trust regarding the effectiveness and efficiency of anticorruption measures due to the fact that current legislation is not being enforced. Respondents noted that currently the corruption reporting system is not functional and credible
- Respondents mentioned that monitoring the lifestyle of civil servants and their expenditures relative to their declared income is a necessary tool in fighting corruption. Meanwhile, the interviewed officials declared that wages in the APC should guarantee a decent standard of living in the first place, with further effective measures to combat corruption.

**Recommendation:** Increased transparency regarding employment and career advancement opportunities through diversification of ways to inform the CPA employees.

- Respondents believe that a form of protectionism exists in the CPA but it does show gender differences.
- The data of the research revealed that the proportion of men employed within the CPA and participating to various training events, business trips abroad, is higher than the proportion of women, except for training and seminars held locally. Women are disadvantaged because of personal reasons, usually associated with traditional gender roles related to raising and caring for children, but also because often positions held by women do not imply business trips and / or do not correspond to the level of the event.

**Recommendation:** Development of organizational policies to encourage and stimulate the married women and women with children or those who take care of the elderly to participate in self-actualization activities: business trips, study tours, conferences, trainings etc.

- The study reveals that professional growth and career advancement for women and men is different, regardless of the social environment and area of activity. Thus, not only within the CPA, but also in other areas women's professional advancement depends on political affiliation, relationships (including family ties) with the leaders and superiors, as well as assuming the responsibility when accepting decision-making positions.

**Recommendation:** Revise and implement supportive human resources policies: ( i.e. reform performance evaluation processes , establish transparent recruitment processes, promote work-life balance for women and men (e.g. paternity leave, etc) provide targeted support to capacity building of women professionals, establish and support professional mentoring networks for female civil servants, include in all manager’s performance evaluations an assessment of measures taken and progress made to secure women’s equal participation and decision-making.

**The above findings make it possible for us to conclude that the period of professional self-actualization for women in the CPA is much longer than for men because of social barriers (gender stereotypes), family obligations and roles, as well as low level of involvement in various career advancement opportunities. For women it is much more difficult to hold higher management positions than for men, which contributes to rapid and continuous advancement of men, who in turn more frequently get involved in corruption activities, foster, and promote male employees. Thus, corruption indirectly affects women's career in combination with the social, family and situational factors.**

### **Recommendations on ensuring gender mainstreaming<sup>23</sup>**

When decision makers are well informed about various ways, in which corruption affects men and women (and other groups), they can, in different ways, acquire competencies to develop public anti-corruption policies which are more effective and better targeted towards specific key-groups. Mainstreaming gender or special gender emphasis into the fight against corruption ensures that both genders equally benefit from the interventions of anti-corruption public policies. To be effective, the design, implementation and monitoring of anti-corruption initiatives should take into account specific concerns and unique experiences of men and women, when defining a path for action. Recent efforts of other states in gender mainstreaming highlighted three good practices in promoting this approach:

- I) Policymakers need specific information (e.g. disaggregated data, qualitative studies, specific analysis by areas, etc.);
- II) Policymakers should combine targeted anticorruption policies with the efforts to strengthen women’s role in government;
- III) Effective gender sensitive approaches in anti-corruption activity should include planning and monitoring of participatory activities by involving women.

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<sup>23</sup> These recommendations come to supplement the conclusions and recommendations resulting directly from the content of sociological research.

The key entry points for integrating gender considerations in the design and implementation of anticorruption strategies were highlighted by the most important bilateral and multilateral organizations, including the Council of Europe (CE), German Agency for Technical Cooperation (GTZ) and United Nations Development Programme (UNDP). In many cases, the prioritization process is divided in more stages and steps. The UNDP has developed a path consisting of 10 steps<sup>24</sup> to develop a policy cycle to include gender concerns. One of these steps is developing gender equality arguments (Step 6) to promote a cultural shift in norms and behaviors. Another important consideration is how to include efficiency calculations in gender mainstreaming efforts: for example, a cost-benefit analysis of the effectiveness of the public policy interventions. As part of this evaluation, policy makers and civil society partners should determine the extent to which the gender mainstreaming objective can be achieved, social justice can be addressed (including gender equality), and costs (social, political, financial and cultural) be minimized.

Based on these calculations, gender-sensitive approach that focuses on women's participation tends to be one of the most effective alternatives to ensure gender mainstreaming. GTZ has demonstrated through its work in the field that the participatory budget and planning activities aimed at increasing transparency and accountability can serve as good means for including women in efforts to combat corruption.

Irrespective of the type of implemented gender mainstreaming, institutional changes, rules and practices at the workplace are essential if these initiatives are aimed to be durable, sustainable and successful.

***Specific recommendations for gender consideration related to corruption:***

*Policies and public awareness*

- Advisory support for capacity building on gender mainstreaming in combating corruption for government stakeholders (interventions, activities, national plans and strategies);
- Engaging the institution in a wide consultation with employees on rules and accountability, through a participatory corruption risk assessment and consultations with grass-roots beneficiaries;
- Support for development of instruments disaggregated by gender for measuring and identifying corruption at national level;
- Increasing the engagement of local women's groups in advocacy, campaigns and analysis of local policies and budgets aims at strengthening the delivery of services to women and men in local communities and initiate campaigns, advocacy and policy dialogue on anti-corruption;
- Planning, development, implementation, monitoring and evaluation of policies, programs and projects run by the organization should be supported by the expertise of organizations or experts with knowledge and skills in gender issues, anti-corruption and transparency.
- Developing the methodology to mainstream both corruption and gender in development processes, such as the United Nations Development Assistance Framework and MDG

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<sup>24</sup> [http://www.undp.org/women/docs/RBEC\\_GM\\_manual.pdf](http://www.undp.org/women/docs/RBEC_GM_manual.pdf)

based Development Strategies, in assessments and strategic documents of the country (the Framework Strategy, government programs, poverty reduction etc.);

- Building up the capacity of civil society and media (e.g. supporting a network or a sub-group of women-journalists in civil society anti- corruption network);
- Organizing gender awareness campaigns against corruption;
- Promote gender equality principles in Public Administration in addition to overall gender mainstreaming recommendations, by introducing brief courses for senior civil servants on gender equality generally and women's participation and leadership role (e.g. a curricula at the Academy of Public Administration);
- Create awards and incentives for departments that promote gender equality in the innovative way (e.g. gender seal for public institutions);
- Engagement of male civil servants in gender equality initiatives to widen the critical mass promoting gender equality and women's participation and decision-making in public administration;
- Development and dissemination of information and awareness products about how corruption differently affects women and men (for example, corruption in public services).

#### *Gender responsive budgeting*

- Supporting development of tools for gender budgeting analyses and adapting these tools for use at national and local levels;
- Strengthening the civil society, non-governmental organizations promoting women to conduct budget analysis, so that they have the necessary knowledge and skills to carry out advocacy campaigns for budget allocations addressing gender inequalities (national and local);
- Raising civil servants' awareness on gender inequality;
- Supporting advocacy initiatives aimed at transforming budgetary policies so as to better respond to the women priorities and needs.

#### *Services for women*

- Boosting the voice of women in public service delivery;
- Implementation of a participatory monitoring of service delivery (e.g. using community evaluation questionnaires);
- Supporting public sector reforms to increase transparency and reflect performance criteria in monitoring standards for public service delivery;
- Increasing the gender awareness level both of the population and of the public service providers in order to increase a differentiated gender approach towards service delivery;
- Activities meant to raise the awareness of mass media (radio, online, TV, printed media) and other tools for communication with citizens (NGOs, other stakeholders) towards the necessity of increasing the accessibility and availability of information for women (in particular of those pertaining to vulnerable groups);
- Increasing women's representation in governing structures (central and local administrations, but also in the most important segments related to the delivery of public services).

### *Gender statistics*

- Including gender indicators related to corruption into the national measurements, public opinion polls, etc.;
- Collect and disseminate information and data on gender differences related to corruption phenomenon;
- The analysis of gender impact on public policies, especially on anti-corruption policies;
- Qualitative research on the impact of corruption on men and women.

Annex I. Questionnaire

<b>A1. Which of the following practices, in your opinion, are manifestations of corruption at work?</b>		
1. Accepting gifts from some fellow-workers, citizens etc.	Yes	No
2. Taking goods used at work outside the organization (paper, pens, phone, notebook, stapler, folders etc.) and using them for personal needs	Yes	No
3. Offering and / or receiving rewards for keeping silence about problems at work	Yes	No
4. Offering or accepting sexual favors in exchange for professional promotion or for money	Yes	No
5. Paying or receiving payments for promoting or providing a permanent job in central government	Yes	No
6. Paying or receiving payments for contracts or positions	Yes	No
7. Not declaring conflict of interest during recruitment / hiring	Yes	No
8. Not declaring conflict of interest when concluding a contract (service contracts, procurement contracts etc.)	Yes	No
9. Not working the number of hours which have been stipulated in the labor contract	Yes	No
10. Use of work time for personal needs, use of computer for personal needs, long duration personal telephone calls, unregulated breaks etc.	Yes	No
11. Flirting with a co-worker	Yes	No
12. Relying on well-connected friends work-related favors	Yes	No
13. Asking for unjustified remuneration in different situations	Yes	No
14. Having close persons (relatives, friends, etc.) as superiors or subordinates	Yes	No
<b>A2. Do you know what the cost of a gift that a public official may lawfully accept is?</b>	<b>Yes</b>	<b>No</b>
<b>A3. If Yes, indicate the cost _____</b>		
<b>A4. Do you think there exists transparency in the Central Public Administration regarding</b>		
1. Decisions made within your subdivision	Yes	No
2. Promotion in your subdivision	Yes	No
3. The way civil servants participate in projects, missions, business trips	Yes	No

4. Professional opportunities (trainings, career development etc.)	Yes	No
5. Possibilities of obtaining additional income (research projects, business trips)	Yes	No
6. Other, specify _____	Yes	No
<b>A5. What manifestations of corruption, do you think are present within the public service sector in the Republic of Moldova?</b>		
1. Embezzlement and fraud	Yes	No
2. Use of work time for personal needs, use of computer for personal needs, long duration personal telephone calls, unregulated breaks etc.	Yes	No
3. Extortion	Yes	No
4. Asking for sexual favors	Yes	No
4. Protectionism (nepotism, favoritism, clientelism)	Yes	No
5. Bribery	Yes	No
6. Abuse of authority	Yes	No
7. Influence peddling	Yes	No
8. Other forms (specify _____)	Yes	No
<b>A6. In your opinion, how widespread is the corruption phenomena within the public service sector in the Republic of Moldova? (Estimate from 1 to 5, where 1 is to a little extent, and 5 is to a large extent)</b>		
0 1 2 3 4 5		
<b>A7. How widespread is corruption within your organization? (Estimate from 1 to 5, where 1 is to a little extent, and 5 is to a large extent)</b>		
0 1 2 3 4 5		
<b>A8. Have you ever witnessed acts of corruption at your workplace? If No, go to A10</b>	Yes	No
<b>A9. If yes, which of the following you have witnessed?</b>		
1. Embezzlement and fraud	Yes	No
2. Use of work time for personal needs, use of computer for personal needs, long duration personal telephone calls, unregulated breaks etc.	Yes	No
3. Extortion	Yes	No
4. Asking for sexual favors	Yes	No
4. Protectionism (nepotism, favoritism, clientelism)	Yes	No

5. Bribery	Yes	No
6. Abuse of authority	Yes	No
7. Influence Peddling	Yes	No
8. Other forms (specify _____)	Yes	No
<b>A10. Have you reported the acts, to which you referred in the previous question (A8)?</b>		
1   Yes		
2. No, I haven't reported (specify why _____)		
<b>A11. Have you ever been asked to participate in manifestations of corruption at current workplace?</b>	Yes	No
If No, go to 13		
<b>A12. If yes, in which of the following have you participated?</b>		
1. Embezzlement and fraud	Yes	No
2. Use of work time for personal needs, use of computer for personal needs, long duration personal telephone calls, unregulated breaks etc.	Yes	No
3. Extortion	Yes	No
4. Asking for sexual favors	Yes	No
4. Protectionism (nepotism, favoritism, clientelism)	Yes	No
5. Bribery	Yes	No
6. Abuse of authority	Yes	No
7. Influence Peddling	Yes	No
8. Other forms (specify _____)	Yes	No
<b>A13. Have you reported manifestations of corruption described in Question A11?</b>		
1   Yes		
2. No, I haven't reported (specify why _____)		
<b>A14. How are public service employees (men and women) encouraged to talk about the manifestations of corruption or lack of transparency in the management system?</b>		
1. There is a functional complaint mechanism in place	Yes	No
2. There is a mechanism / there are measures for whistleblowers protection (women and men).	Yes	No
2. The information is stipulated by laws, regulations, policies in the field of corruption, accountability of employees and good governance (men and women)	Yes	No

3. The senior management supports the employees in this process, men and women alike.	Yes	No
4. The top management supports women-employees who report corruption manifestations	Yes	No
5. The top management supports men-employees who report corruption manifestations	Yes	No
6. Gender equality aspects are included in all workplace regulations	Yes	No
7. Is there a gender-sensitive anti-corruption policy in force at the workplace?	Yes	No
8. Women-employees who report corruption are protected from persecution	Yes	No
9. Men-employees who report corruption are protected from persecution	Yes	No
10. There are collaborations / partnerships between NGOs and government organizations, active in the field of combating and preventing corruption	Yes	No
<b>A15. Which of the following actions and measures at the workplace are accessible to you?</b>		
1. Employment policies (selection criteria, qualifications, age etc.)	Yes	No
2. Salary payment and remuneration policies, including overtime	Yes	No
3. Career advancement policies	Yes	No
4. Regulations on working hours	Yes	No
5. Trainings and professional development opportunities	Yes	No
6. Austerity measures	Yes	No
7. Measures for protecting whistleblowers	Yes	No
8. Provisions with regard to adjusting working hours to special conditions (in case of breastfeeding, minor children, people with disabilities)	Yes	No
9. Retirement policy	Yes	No
10. Staff layoff actions	Yes	No
11. Labor discipline measures	Yes	No
<b>A16. How do you assess the information provided in the previous question?</b>		
1. The information provided was relevant to my situation	Yes	No
2. The information was provided in a timely manner	Yes	No
3. The information was provided precisely	Yes	No
4. The information provided was understandable	Yes	No

<b>A17. Do public service employees, women and men alike, enjoy the same working conditions, in your opinion?</b>		
1. Women and men are selected based on the same criteria during the hiring process (based on the results of examinations, qualifications etc.)	Yes	No
2. Women and men enjoy equal pay / salary, including for working overtime	Yes	No
3. Women and men are hierarchically promoted according to the same internal procedures	Yes	No
4. Women and men work the same number of hours	Yes	No
5. Women and men equally benefit from the same training and career development opportunities	Yes	No
6. Men and women equally enjoy the same opportunities to participate in projects, missions, trips	Yes	No
7. Women and men enjoy the same possibilities of obtaining additional income (research projects, trips)	Yes	No
8. Women and men are subject to the same staff layoff policies	Yes	No
9. Women and men have equal retirement conditions	Yes	No
10. The same labor discipline rules apply to women and men	Yes	No
<b>In the case of each selected "NO" option, who do you think is advantaged:</b>	<b>Wom en</b>	<b>Men</b>
<b>A18. In 2015 have you participated in the following activities:</b>		
1. Career development training and seminars	Yes	No
2. Roundtables and conferences	Yes	No
3. Projects (including research projects)	Yes	No
4. Missions	Yes	No
5. Business trips	Yes	No
6. Trainings outside Moldova	Yes	No
7. Study tours	Yes	No
8. Other (specify) _____	Yes	No
<b>A19. Does the manager of your subdivision have discretionary / differentiation authority to grant additional pay or benefits to certain employees?</b>	Yes	No
<b>A20. If yes, are criteria for granting such benefits available to all the staff?</b>	Yes	No
<b>A21. If Yes, what are the criteria:</b>		

1. Gender	Yes	No
2. The degree of kinship between employee and the manager	Yes	No
3. The existence of minor children	Yes	No
4. Age	Yes	No
5. Health status	Yes	No
6. Meritocracy	Yes	No
7. Other, specify _____	Yes	No
<b>A22. Your gender</b>	Woman	Man
<b>A23. Your age</b>		
1. 20-29		
2. 30-39		
3. 40-49		
4. 50-59		
5. 60		
<b>A24. Your professional status / position</b>		
1. Consultant within the CPA		
2. Senior Consultant within the CPA		
3. Lead Consultant within the CPA		
4. Managerial position in the CPA (Head of Department / Head of Section)		
<b>A25. Your work experience</b>		
1. up to 1 year		
2. 1-5 years		
3. 6-10 years		
4. 11-15 years		
5. 15 years		

## Annex II. The interview guide

### For Heads of sub-divisions (departments / sections)

#### 1.1. Presentation of the research theme and purpose

#### 1.2. Discussion rules:

- honest answers;
- there are no wrong or right opinions, but different views;
- confidentiality;
- audio recording.

#### 1.3. Introduction (age, occupation / position, work experience in the field)

- ✓ Please, tell how transparency is ensured in your sub-division. How are employees informed on decisions and / or changes in the department / section? (How often do you have information meetings, who attends these meetings, who is usually more active: men or women)?
- ✓ What methods, techniques to promote employees accountability are used? Are these different for men and women? How?
- ✓ What are the methods to incentivize the employees in your section / directorate? Are there any specific methods for men and women? From your professional experience, can you say how often employees participate to conferences, round tables, business trips, missions, international trainings, research, projects, etc.)? How and who decides who will participate? Who goes more often on business trips, men or women? On what grounds? Based on what principles the travelling assignments are made?
- ✓ Lately, there is a lot of discussion about integrity of civil servants. How do you assess the internal regulations and procedures of your directorate / section aimed at ensuring the integrity of your employees? What mechanisms, procedures are in place in this sense?
- ✓ What do you do to promote the integrity of employees subordinated to you? Can you give an example?
- ✓ What measures, methods are used to prevent corruption?
- ✓ In what subdivisions of the organization do you think there are more corruption related risks? What makes you think so?
- ✓ Are women and men equally exposed to corruption in your department / directorate, in your opinion? Please substantiate your point of view.
- ✓ What are the corruption reporting procedures in your organization? If there were an attempt to corrupt you, what are the steps you would need to follow? What is the procedure?
- ✓ Were any acts of corruption and / or conflicts of interest reported in your directorate / department? How did you manage these situations? Were these acts of corruption disclosed? If yes, by female or male employees? What was the result of those complaints?

- ✓ If you would be in a situation of conflict of interest, what would the procedure be? Whom should you contact? How, do you think, this case would have been managed if dealt with by a man or a woman?
- ✓ Who, do you think, benefit the most from corruption and lack of transparency? Do you think that men and women equally benefit from acts of corruption? Please substantiate your answers.
- ✓ At the civil servants level, to what extent, do you think, men and women will react to corruption? What makes you think so?

## Annex III. Moderation Guidelines

### Civil servants in the CPA

#### 1.1. Presentation of the research theme and purpose

#### 1.2. Discussion rules:

- honest answers;
- there are no wrong or right opinions, but different views;
- confidentiality;
- audio recording.

#### 1.3. Introduction (age, occupation / position, work experience in the field)

##### I. Career advancement

- ✓ What are the main criteria for promoting civil servants, in your opinion? What makes you think so? / What do you rely on when you say this?
- ✓ Please think about one of your female / male colleagues who was promoted / advanced lately? What do you think were her / his merits?
- ✓ What are the steps to be made in your organization to be promoted? Are these steps the same for women and men, in your opinion? Please substantiate your point of view.
- ✓ What do you think are the barriers in the way of some civil servants promotion? To what extent, do you think, these barriers are different for men and women? What makes you think so?
- ✓ What, do you think, are the methods to quickly advance in career? Are there other factors that can contribute to advancement? Are these methods different for men and women?
- ✓ When was the last time you had a business trip? What were the selection criteria? Generally speaking, how transparent are the participation selection criteria for going to the events held abroad? Are these criteria made known in advance? How is the selection made?

##### II. Transparency, accountability and combating corruption

- ✓ What are the methods for disseminating regulations, policies and other information used by your chiefs in the organization? To what extent is this information made available to everybody? In your opinion, who are the advantaged categories in terms of access to information?
- ✓ Who are more advantaged in your opinion: men or women, in the case of the organization that you represent? What are the reasons for saying so?
- ✓ Practice shows numerous cases when decisions are made in conflict of interest situations both at central and local level. What are the main causes of non-disclosure of conflicts of interest by public officials, in your opinion?
- ✓ What are, in your opinion, the subdivisions and / or positions with the greatest risk of conflicts of interest? What are the methods used in your organization to prevent and / or detect conflicts of interest? For example, measures to identify risk zones: employment, concluding a contract, part-

timing, supervision and control, etc. Do more men or women work in these divisions? In your opinion, are women and men equally exposed to conflicts of interest in your organization?

- ✓ What do you think are the subdivisions facing more risks of corruption? What makes you think so? In your opinion, are women and men equally exposed to corruption? What makes you think so?
- ✓ What are the procedures to report corruption acts in your organization? If there were an attempt to corrupt you, what would be the steps you would need to follow? What is the procedure? Do you think this procedure is working? What are the gaps?
- ✓ Were cases of corruption also reported in your organization? How, in your assessment, these cases were managed? Who was responsible for those referrals? Where those acts of corruption reported by female or male employees? What was the result of those complaints?
- ✓ What are the methods to inform, communicate situations / cases of deviation from regulations by the employees? Who manages these situations?
- ✓ If you knew that some of your colleague is sexually harassed by a superior, what could you do? What if you appear in such a situation? What choices do you have? What exactly would you do? On what grounds?

### **III. Perspectives**

- ✓ What are your suggestions about increasing transparency in connection to the opportunities for employees in your organization? Do you think they will somehow improve the situation and make it different for men and women?
- ✓ In your opinion, does corruption within organizations affect women and men differently? What makes you think so?

## Annex IV. Survey Form

Name of the organization:

Web address:

Sphere of activity

Indicate the total number of employees in your organization, for the following categories, by gender:

	18-24	25-35	35-45	45-55	55-65	65 years
Women						
Men						
Total						

Specify the ratio of women / men working in your organization:

No of women \_\_\_\_

No of men \_\_\_\_

How many employees have children?

Total \_\_\_\_

Including, women \_\_\_\_

Man \_\_\_\_

How many employees have children of the following age groups:

0-3, F\_\_\_\_, M\_\_\_\_

3-6, F\_\_\_\_, M\_\_\_\_

6-14, F\_\_\_\_, M\_\_\_\_

over 14, F\_\_\_\_, M\_\_\_\_

Specify the number of persons with disabilities working in your organization, if any:

Total \_\_\_\_

Including, women \_\_\_\_

men \_\_\_\_

Specify the number of persons who are currently on the child-care leave (parental leave):

Total \_\_\_\_

Including, women \_\_\_\_

men \_\_\_\_

How many employees are on maternity leave? \_\_\_\_\_

Indicate the number of employees in the Human Resources Department:

Total \_\_\_\_\_

Including, women \_\_\_\_\_

men \_\_\_\_\_

Indicate the number of persons from different management structures, of different levels (specify):

Level I (Ministers, Vice Ministers, Heads of subordinated structures)

Including, women \_\_\_\_\_

men \_\_\_\_\_

Level I (Head of Directorate / Section).

Including, women \_\_\_\_\_

men \_\_\_\_\_

Indicate the number of persons who resigned or were fired from your organization in the last three years in:

At their own initiative

Total \_\_\_\_\_

Women \_\_\_\_\_

Men \_\_\_\_\_

Fired for violation of respective Labor Code Article

Total \_\_\_\_\_

Of these, Women \_\_\_\_\_

Men \_\_\_\_\_

14. If your institution has an organizational chart providing data about employees, by gender, in each directorate / department / subdivision, please provide such a chart.

15. Do there exist in your institution any concerns or commitments with regard to gender issues, transparency and anticorruption.

YES

NO

*e.g.:*

- the mission of the institution includes or is related to these issues

YES

NO

- the strategy of the institution is related to these issues

YES

NO

- the issues of transparency, corruption and gender are taken into consideration as part of the institution's initiatives (policies, projects and programs, etc.)

YES

NO

- the institution's objectives include gender perspectives, transparency and anti-corruption

YES

NO

If YES, how this concern is manifested? Illustrate

If NO, why, do you think there is no such concern?

16. Does your institution have qualified experts on gender issues, anti-corruption and transparency?

YES

NO

If YES, how were these persons trained?

17. Do you think that within your institution there should be people with such expertise?

YES

NO

18. Does your institution need the expertise of some organizations or experts with knowledge on gender, anti-corruption and transparency for activities on planning, developing, implementing, monitoring and evaluating policies, programs and projects?

YES

NO

If YES, provide an example:

19. Did your institution organize any activities to increase gender awareness of employees and inform them on good practices on anti-corruption and transparency? Did the employees (staff and management) participate in the awareness raising trainings on these subjects?

YES

NO

If YES, provide an example:

20. Do you think that such awareness raising trainings are necessary?

YES

NO

If YES, what do you think will the impact of such trainings be?

21. Is there is a clear understanding of discrimination, gender issues, anti-corruption and transparency at the institutional level? Is there consensus on the importance of addressing these issues?

YES

NO

If YES, provide an example:

22. Is gender representation ensured when delegating employees on foreign business trips, study tours or other public events (e.g. press conferences, international events, etc.)?

YES

NO

23. Are these decisions made in transparent manner? Are there clear procedures for delegating and ensuring representation?

YES

NO

If YES, provide an example:

24. Does your institution have a clear commitment -with specific provisions, stipulated in the Ethic Code, internal regulations, procedures, etc., on anti-corruption, transparency and gender equality?

YES

NO

If YES, provide an example:

25. Is the process of decision making within the organization transparent, participatory, and are the views of women and men / different age categories etc., taken into account in an equal manner?

YES

NO

If YES, provide an example:

26. Does your institution have a human resource policy (or other internal documents) that proscribes the process of selection, hiring and promotion of staff?

YES

NO

If YES, provide an example:

## Annex V. Correlation Tables

*Table 1. What is your opinion regarding the frequency of offering money or gifts, or using personal contacts in order to "resolve" problems in Central Public Administration?*

	<b>Never</b>	<b>Rarely</b>	<b>Sometimes</b>	<b>Often</b>	<b>Very often</b>	<b>Always</b>	<b>Do not know / No response</b>
<b>Men</b>	2.1%	7.1%	9.2%	26.1%	19.8%	18.5%	17.2%
<b>Women</b>	3.3%	8.7%	11.8%	23.0%	20.3%	10.5%	22.5%
<b>Total</b>	2.8%	8.0%	10.6%	24.4%	20.0%	14.1%	20.1%

*Source: Survey of general public, Transparency / CBS-AXA*

*Table 2. Are gender equality aspects included in all the domestic policies at the workplace?*

<b>Respondent's gender:</b>	<b>Men</b>	61	78.2%	17	21.8%
	<b>Women</b>	18	90.0%	2	10.0%
	<b>Not indicated</b>	40	76.9%	12	23.1%
<b>Respondent's age:</b>	<b>20-29</b>	3	50.0%	3	50.0%