

Public Administration Education in Moldova

1. Historical Framework

Looking back, today it is very hard to define exactly any kind of training and study activities in Public Administration being developed within the territory of current independent state called the Republic of Moldova. It is because of the very changeable historical evolution of the country with plenty of invasions, wished adhesions and forced annexing to neighbor states taking place during the last two centuries, if to speak about the period before and after 1850. The events were exchanging each other as fast as it was practically impossible for an adequate and enough competent institution in the field to be established. Nevertheless, if such kind of programs have been provided it has been done either in Russia or in Romania.

Public Administration is a quite recent subject in the Republic of Moldova since, on one hand it is relatively new independent country which formerly had, as many CIS countries, a very limited government machinery, all policy decision being made within the Communist Party structure, and on the other hand there is only one major institution providing academic programs in the field of Public Administration, also very young one - the Academy of Public Administration under the Government of the Republic of Moldova.

The Academy of Public Administration (APA) was created by Presidential Decree no. 73 of 21st of May, 1993, as an entirely new organization to help fill a complete void in provisions for civil service management and human resources development in Moldova. To be more precise the goal of the Decree was to create an institution capable of training local and central civil servants to work in the framework of a market economy and a democratic society.

Creation of APA was considered by Moldova as early as 1992 and was endorsed then by Paul Light (represented the National Academy of Public Administration of the United States) when he visited the country. He and others sought to identify priority actions to facilitate constitutional democracy and a market economy. At that time, in sharp contrast to Hungary, Poland and other Eastern European countries outside from the former Soviet Union, the Republic of Moldova had no general institution for training of civil service cadres (other than police) at any level, and, in fact, it lacked a comprehensive basic civil service system. In the past, training for middle and upper level cadres and officials had generally been performed in Moscow and Kiev, except for fragmented lower echelons in various agency routines. Civil service cadres were likewise identified with their separate, insulated ministries, departments or other organizations, subject principally to the Party control and coordination outside Moldova. In short, little sense of Moldovan government service existed, and there was no institutional framework to change that situation. With such preconditions of stable and effective government lacking, prospects for privatization and market mechanisms were not bright.

In January - February, 1993, Nesta Gallas and Edward Gallas, both Senior Fellows at the National Academy of Public Administration in the United States studied Moldovan conditions. They found an urgent need in government for institutional support oriented to informed decision making and coordination. They were practically concerned with the absence of an institutional responsibility for human resources management, beyond the administration of civil service compensation by the Ministry of Labor. They urged prompt actions to strengthen the State Chancellery's roles as a coordinator, including creation of an Academy of Public Administration, and they noted needs for prompt international assistance to support the Academy.

Moldova moved ahead vigorously to create the Academy of Public Administration, making intensive use of recommendations provided in various needs assessments. Without any help, beyond such advice, the Academy started the first session of classes in September 1993. Moldovan officials and APA leaders have attempted to follow recommendations and other advice of consultants who have come principally as needs assessors. Despite absence of follow-up aid, after nearly two years of such external evaluation of needs, the APA embraced some designs that were remarkably contemporary in terms of successful public administration in Western constitutional democracies.

Because the Republic of Moldova has formerly no institution in the field, in contrast to former Soviet bloc countries in Central and Eastern Europe, an exceptionally contemporary approach to institutional building and curriculum had been possible. With only a limited understanding of Western Public Administration, Moldova has been seeking to develop institutional capacities for training and education in policy analysis, development and evaluation of specific public policies, and disciplined responsiveness to economic, business, social and general citizens' needs. It has been also attempting to focus on policy-program implementation and on key disciplines of administrative management, including finance and budgeting, human resources management, general services (property, supplies, equipment, logistics, etc.), information systems and communication. Most crucially, the Academy seemed to aspire to become a facilitator of high-quality management that is responsive to citizens and consistent with the rule of Law.

A great problem was, while these "cutting edge practices" were evident in the seven parts of the Academy's curriculum plan, this new institution experienced faculty, an enough reach library and classroom resources to develop training activities and to provide outreach assistance to practitioners. Thoughtful people at APA readily noted that they barely understand some of the basics and few of the complex ideas and practices - and that they lack expertise and experience to implement them.

Since the very beginning of 1994, the Academy of Public Administration of the Republic of Moldova has benefited from various projects financed and implemented by foreign donor-organizations (such as Eurasia Foundation, USAID, Soros Foundation, Greece Government, CNFPT, etc.), the largest being a four-years project implemented within the frame of TACIS Program. It has made the Academy to be at present a still young, but quite strong higher educational institution, with a well designed structure, an adequate faculty and administrative personnel, capable to perform all its tasks and accomplish the foreseen objectives in the field of public administration training, studies and consulting.

Nevertheless, and especially in this period, the Republic of Moldova undertakes great economic difficulties which in their turn generate impediments of political, social, cultural and other nature. In such circumstances, even the APA is a well equipped institution, having a good, Western-style designed infrastructure, to continue its activity successfully, there is still a need for an external assistance. If such assistance does not come too late and if it is reasonable sustained for a several years period, the Academy of Public Administration can emerge as a unique example in Central and Eastern Europe.

2. Institutional setting

As we has mentioned above, the subject of Public Administration as well as training programs in the field are quite new areas of concern in Moldova. The need to set up and develop such programs was defined not earlier than the middle of 1993, the time when the Academy of Public

Administration under the Government of the Republic of Moldova was created. Thus, currently, beside this specialized institution, practically, there are no other institutions to provide academic degree programs in Public Administration in the country. To be more precise, one can find a variety of training activities more or less related to governance issues oriented towards professional practice in Public administration, but they are short-time, tailor-made courses provided to central, regional and local authorities within different projects financed by international donors organizations such as Tasic Program, USAID, EURASIA, Soros Foundation etc. In the same respect we can speak about courses of lectures included in curricula of Law, History and other departments in humanities of State and other universities undertaking their activities on the territory of the Republic of Moldova. Thus, undoubtedly, the major and the only provider of academic degree programs in the field was and still remain the Academy of Public Administration.

This is first of all because of the usual for our country higher educational institution, such as Universities and Academies (called formerly institutes) have been changing slower their habitual in former soviet times style to organize their training activities and curricula. It is enough to remember that only several years ago even political sciences, in the Western sense of the notion, were given too little attention, let alone Public Administration.

2.1. The overview of the type of institution

The Academy of Public Administration under the Government of the Republic of Moldova, as an educational State institution has accumulated during more than 6 years of its activity a certain expertise and experience in the field of training and upgrading of public servants, as well as in area of central and local Public Administration theory and practice study and researches.

Within this period of time, they have undertaken concrete measures to develop and strengthen the didactic-methodical basis of the institution, built a faculty responding to nowadays requirements and needs.

Currently the training process within the Academy includes four levels:

- university graduate level of training (5 years);
- post-graduate full-time (2 years) and part-time (3 years) training;
- doctorate full-time (3 years) and part-time (4 years) programs;
- short-time vocational training courses (1 - 4 weeks).

The training process at both graduate and post-graduate levels is ensured by 7 departments:

- Public administration;
- Management;
- International Relations;
- Juridical Sciences;
- Modern languages;
- Social-classical sciences;
- Informational systems.

Both, graduate and post-graduate curricula have been designed by the Academy's faculty involving directly experts from Great Britain, Belgium, Netherlands, Portugal, USA, Romania,

etc., aiming to prepare managers deemed to rule being guided by new principles and considering governed communities interests as the major ones. Training programs and courses are in accordance with the current desiderata of the Republic of Moldova, and are structured taking into account the experience of Public Administration bodies from advanced countries as well as conceptual principles of some prestigious training institution in the field (i. e. EIAP from Maastricht, CNFPT, INA from Portugal, CSC from Great Britain, PMI of the University of Brussels, etc.)

Applied and conceptual training are based upon subjects which belong to such areas as History, Public Administration Theory and Practice, Jurisprudence, Economics, Social-classical sciences, International Relations Theory and Practice, Public and Private Management. Studying informational systems and modern languages, the Academy's graduates are offered large opportunities to perform their practical job and have access to the information in the field from other countries.

Until now, 517 persons graduated the Academy, from which 47,1% - full-time training program, and 52,9% - part-time training program, receiving specialization as follows:

- Public Administration: 298 persons;
- Management: 77 persons;
- International Relations: 142 persons.

During its activity, the Academy has provided to Public Administration bodies servants the country needs urgently nowadays. Thus, 192 graduates from the Academy are today civil servants in central administration bodies, and 325 - in local public authorities.

Since 1997-1998 academic year within the Academy, graduate studies program in Public Administration has been developed. At the moment the Academy has 164 university students.

For a list of programs in Public Administration, Please, see Annex 1.

3. Positioning academic programs in Public Administration in relations to the disciplines to which they are most closely related

As we have mentioned above, the Academy of Public Administration is quite a new institution for Moldova, not only in the sense of years of activity but also as a type of training institution. It was specially set up six years ago to cover the absolute gap in the field of training and researches in Public Administration, having from the very beginning the following main functions and objectives:

- to provide university, post-graduation and specialized post-graduation training of civil servants for local and central Public Administration bodies, vocational training and upgrading courses according to current demands of the society;
- to undertake scientific researches in the field of Public Administration theory and practice;
- to train scientific and teaching highly qualified staff in the field of Public Administration theory and history, State and local public administration bodies' management through training for the Doctor's degree;

- to draft, in collaboration with the Personnel Policy Directorate under the Government of the Republic of Moldova, the main objectives of the Personnel policy in the field of the administration and the scientific methodology for the training of permanent leading staff, the forms and methods of public administration authorities' activity;
- propagation of knowledge in the field of public administration and of scientific achievements in order to facilitate the resolution of social-economic and cultural challenges, the encouragement of further development of central and local public administration.

In order to perform these functions properly and achieve foreseen objectives there was a real need to design unprecedented Curricula and teaching and research plans. The Academy's top management and faculty did their best and in collaboration with foreign experts and practitioners during several years have succeeded to develop and implement several, close to Western patterns, training programs in Public Administration, Public Management and International Relations. Nevertheless, since the lack of expertise and experience as well as the local scientific and methodological developments in the field the overall aspect of the Curricula reveals a mixture of approaches, with more or less equal distribution of hours between Public Administration Economic, Managerial, Law and Humanities disciplines.

To be more specific we will give a brief description of all programs provided by the Academy as follows:

3.1. Graduate Program in Public Administration

The Curriculum designed for Graduate, full-time studies in Public Administration is foreseen for 5 years period, consisting of 34 weeks of lectures per year, 9 examinations terms, one term to hold Diploma thesis and two State Examinations, four types of practical work in the field and four annual written papers.

The Curriculum includes 6 blocks deemed to contribute to conceptual-theoretical and applied training of students.

The first block includes 10 disciplines focused on the matters of Public Administration History, Theory and Practice and has a total number of 582 hours; In order to consider thoroughly and to accustom students to practical abilities in the field there are foreseen four kinds of practical work as follows:

- cognitive practical work, 4th term;
- introductory in central public administration practical work, 6th term;
- introductory in local public administration practical work, 8th term;
- promotion practical work, 10th term.

Another block includes Law disciplines with a volume of 898 hours, oriented to give students the relevant juridical expertise needed to qualitative performing of various functions within the system of public administration.

The fifth block includes 12 disciplines concerned with economic and managerial issues in public administration.

The block of disciplines which deals with humanities and cultural issues includes 14 subjects, more than 35% of credit hours are distributed to "Modern Languages" as a component of

requirements applied to a civil servant. Some 15% of time is devoted to “Computer sciences” and “Informational technologies within the public administration system”.

3.2. Post-graduate full-time (2 years) and part-time (3 years) Programs in “Public Administration”, “Public management” and “International Relations”

The Post-Graduation Course in Public Administration, according to changes introduced in the Academic Year 1998/1999 has 20% of hours set aside for practical work , 3% for the finalisation of the “Diploma Thesis”, and about 75% of the total time occupied by classroom training. This classroom training is largely dominated by “General Courses”.

The two-years regime is divided into four terms and the three-year training regime into six terms. The course is essentially aimed at training directors and senior staff of the Public Administration at Central and Local levels.

The Post-Graduation Course has three specialization areas: Public Administration, Management and International Relations.

Under the full-time regime there is a common branch which takes up the first term. Under the part-time regime this common branch takes up the first three terms.

The classroom lecturing is distributed in the following way: 65% dedicated to the general training area (General Courses) and 35% oriented towards specialization areas. The classes are organized into Lectures and Seminars.

Under the full-time regime the first term which is common, has a total of 428 hours of lecturing. On average with the exception of the Modern Language teaching whose 90 hours are integrated and lectured in Seminar (Language Laboratory), about 45% of the lecturing time is taken up by lectures and 55% by Seminars. In the first term, the following general courses are to be lectured:

The second term initiates specialization teaching which takes about 20% of the total lecturing time. In this second term the specialization courses are only two: “central Public Administration” and “Evolution of administrative systems in Moldova”. The “General Courses” have a very diversified hours load.

4. Comparative analysis of the contents of Public Administration programs

As it has been mentioned before the Academy of Public Administration is the only training institution in Moldova, providing graduation and post-graduation programs in Public Administration. Thus this section can not exceed several rows as one could desire.

Academia de Administrare Publică pe lângă Guvernul Republicii Moldova - Academy of Public Administration under the Government of the Republic of Moldova

Table 1: basic information on programmes

Type of programme	Anme of the degree in Molodvan language	Entry requirements	Minimum duration
Public Administration	<i>Specialist în teoria și</i>	11 - 12 years of education	Five years

Graduate Programme:	<i>Practica Administrării Publice</i>		
Public Administration Post-Graduation Program:	<i>Specialist în teoria și Practica Administrării Publice</i>	University Diploma	2 years for full-time students 3 years for part-time students
Management	<i>Manager în Administrarea Publică</i>	University Diploma	2 years for full-time students 3 years for part-time students
International Relations	<i>Referent în Relații Internaționale</i>	University Diploma	2 years for full-time students 3 years for part-time students

5. The European and Comparative dimension

The European and Comparative dimension practically does not exist in any of existing courses or program. Obviously, students at both levels - graduation and post-graduation programs can get some basic information from some of courses they are taught but it depends entirely of the lecturer, of his/her knowledge and expertise. Another source of such kind of information could be short-term courses of lectures, seminars and conferences organized either within the frame of different technical assistance projects or at the international level. Thus it is, undoubtedly a very field to be explored in the future.

6. Research

One of the priority activities of the Academy is the organic joining of the training process with the scientific and research activity in the field of Public Administration. With this aim, at the Academy there has been set up the Center of Applied and Theoretical Researches, deemed to organize, coordinate and make scientific investigations in the field of Public Administration theory and practice, administration and ruling within the state central and local institutions.

Until now, the faculty has actively committed itself into a process of modern scientific and methodical - didactic researches from different areas of Public Administration. As a result there have been published 32 courses of lectures covering such kinds of fields like Public Administration, Public Finances, Administrative Management, Computer Sciences, Statistics and Data Analysis, Sociology, Modern Languages. These works have completed the informational gap in the field of Public Administration Theory and Practice. Very soon a new work "The History of Public Administration in Moldova" which represents a joint effort of the Academy's professors will be published. The work covers a long period of evolution starting with ancient times and finishing with our days.

There have been made many other studies and scientific works, methodical recommendations, designed to help the training process at the Academy.

From the above mentioned emerges that the Academy of Public Administration has quite a scientific potential that could be plenary involved in solving research problems and working out some fundamental conceptions in the field of Public Administration sciences, public Law, Public Management, etc. Unfortunately, there is no a fruitful collaboration between scientists of the Academy of Public Administration and those of the Academy of Sciences and the respective bodies of the Government yet. Practically, at the moment, the Academy has no State orders

submitted either by the State Chancellery, the Parliament or the President's Office concerning the elaboration of some fundamental directions in administrative science with the respective financial support.

Since 1994 at the Academy has been organized Post-graduate training for the Doctor's Degree with three specializations: "Theory and History of Public Administration", "Organization and Ruling within State Institutions", and "Local Public Administration". Currently, there are 33 trainers for a Doctor's Degree at the Academy.

Another important trend of the Academy scientific activity is the organization of different scientific forums, seminars, conferences and symposiums. In this respect, every year they use to organize conferences where faculty, trainers for a Doctor's Degree and students have the opportunity to tote up their activity for the whole year. Conferences' papers are published in separate volumes or in "Administratia Publica" Magazine.

7. Relations with the Profession

Today is too early to speak about Public Administration university program graduates, since this program has been introduced, as we already mentioned, starting with 1997-1998 academic year. Another is the situation with post-graduation full-time and part-time programs. Until now, 517 persons have graduated from the Academy, 47,1% - full-time and 52,9% - part-time training regime, as follows by specialization:

Public Administration - 298 persons
Management - 77 persons
International Relations - 142 persons.

During his activity the Academy has provided public administration bodies with adequate personnel from which 192 graduates are now civil servants in central state bodies and 325 - in local public administration authorities.

8. In-service training and staff development

One of the main strategic direction of activity of the Academy of Public Administration in accordance with its Statute is developing of vocational training, upgrading and recycling of civil servants from both, central and local public administration bodies. Up to he day, 1767 elected representatives and civil servants have benefited of different upgrading and recycling short and medium term courses, as follows by years: 1994 - 39 persons, 1995 - 149 persons, 1996 - 386 persons, 1997 - 629 persons, 1998 - 564 persons.

The main categories of civil servants who has followed until now the above mentioned courses are:

- Heads of directions, sections and specialists from ministries and departments;
- Heads, deputy-heads and secretaries of District (Rayon) Executive Committees;
- Heads of directions, sections and specialists from District (Rayon) Executive Committees as well as municipalities mayors;

- Mayors of towns, villages (communes) and secretaries of mayoralties of towns, villages (communes).

Each year the Government of the Republic of Moldova addresses to the Academy through a special provision a State order concerning elected officials and civil servants upgrading and recycling, indicating their number, specifying their number, categories and the training duration.

Short-term courses training process consists of four basic modules: Theoretical and Practical Bases of the Administration; Juridical Bases of the Administration; Economy, Finances and Budget; Socio-humanities courses.

In order to fit better with the real wishes and requests of participants the Academy practices beforehand training needs assessment, which results are taking into account while designing different subject programs.

In the process of developing continuing training and upgrading programs, the Academy fruitfully collaborates with central and local public administration bodies - courses programs are designed and implemented in cooperation with the Public Administration, Social Problems and Petitions Direction under the State Chancellery, Personnel Policy Direction under the Government of the Republic of Moldova, Ministry of Economy and Reforms, Ministry of Finances, Ministry of Education and Sciences, Ministry of Justice, other ministries and departments. Together with the Academy's Faculty in the process of implementing upgrading process actively and systematically are involved trainers and practitioners from different public administration bodies. Only during 1998, more than 30% of training hours have been taught by 70 trainers from central and local public administration authorities, practitioners from Government, Parliament, ministries, departments and other state power authorities.

The Provision of the Government of the Republic of Moldova No. 418-d of November 4, 1997 had a real importance for the Academy. According to it 16 town, commune and village mayoralties were approved as methodical centers for training participants within the frame of upgrading programs implementation. Unfortunately the current financial situation in the country does not allow to perform entirely all foreseen activities of the respective Provision.

Starting with 1998 academic year along with traditional upgrading programs the Academy develop and implement new forms of short-term training activities, such as pilot-courses a joint effort of local trainers and international experiences and expertise gained from different technical assistance projects and other international contacts. Basically, such courses are concerned with subjects like: public relations in public administration institutions; communication and negotiation techniques, human resources management; etc. One of the strong point of such courses is their andragogical character and application of different participative methods, meters highly appreciated by the participants themselves.

9. Conclusions

Being in front of the task to write this report I found myself a little bit worried about several moments. First of all I was aware of the fact that I should report about quite new things happening in quite a complicate environment, in a country which had experienced only with a decade ago a radical changing in all spheres of its life and becoming independent. Having the opportunity to go trough several similar works arrived from Western Europe, I felt some kind of positive envy, looking at big lists with names of well known all over the World institutes and

universities, providing training and researches in Public Administration. I was thinking “What can I write about?”. We are far to be so rich in this sense. Nevertheless I answered to “the challenge”, keeping in mind that the lack of result is already a result. It might be I have missed something, but the truth is that at the moment there is no other institutions than the Academy of Public Administration providing degree academic programs in Public Administration in Moldova.

In the view of the insufficiency of set priorities as far as training is concerned, the Academy has a vast field of opportunities to propose and organize training actions, in the area where there is no training institution, university or otherwise, in the country with intervention in the area of Public Administration.

Considering that there are still the majority of civil servants who, despite their level of schooling, do not have specific vocational training to carry out adequately their functions in a new organizational framework of the State and the economy in transition to a market economy, the Academy has a vast field of intervention in the area of university education, post-graduate training and vocational upgrading. In this sense one can identify the following strong and critical points as far as the Academy is concerned:

Strong Points

1. A growing recognition of the capacity and quality of the training means at the disposal of the APA;
2. The only institution on a national level, with training experience in the area of Public Administration, particularly the training of directors and senior staff;
3. Availability of the country’s most qualified teaching staff in the field of training in Public Administration;
4. Experience in the management of international cooperation programs and projects.
5. Existence of well-defined leadership of the Academy and of a directing team with a vast experience, competency and dedication to its functions;

Critical points

1. Absence of a stable Government organization model, with a clear definition of competencies between the different ministries and the public administration at their various levels; unclear definition of the institution responsible for the public administration reform and modernization;
2. Absence of adequate regulations on the Civil Service Law, there being no regulation on the process of recruitment and professional careers and of the respective role of the school and vocational training.
3. Precarious human resources management system at the level of public administration, in this context there being no study on training needs or a vocational training strategy that would permit the Academy to define properly its intervention in the field;
4. Difficulties in recruiting teaching staff qualified in fields which until recently were not lectured in the country, such as Administrative Law and Public Management;
5. Great insufficiency of resources, particularly at the financial level, for a strict performance of the functions attributed to APA, which causes the Academy to become strongly depended on international cooperation.

All these critical points, the list of each could be easily continued make clear and justify in some dimension all lacks or insufficiencies either it concerns European dimension or Research

activities. Nevertheless, nothing is to be strong and work perfect from the beginning. And we are relatively at the beginning. And we hope for the better.

Annex 1.ⁱ

List of programs in Public Administration in the Republic of Moldova

Name of institution	Name of the program	full-time/part-time	year established
Academy of Public Administration under the Government of the Republic of Moldova	Graduate program in Public Administration (5 years)	full-time	1997
	2 years Post-graduate program: Public Administration Management International Relations	full-time	1994
	3 years Post-graduate program: Public Administration Management International Relations	part-time	1994

Annex 2

Researchers in Public Administration

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