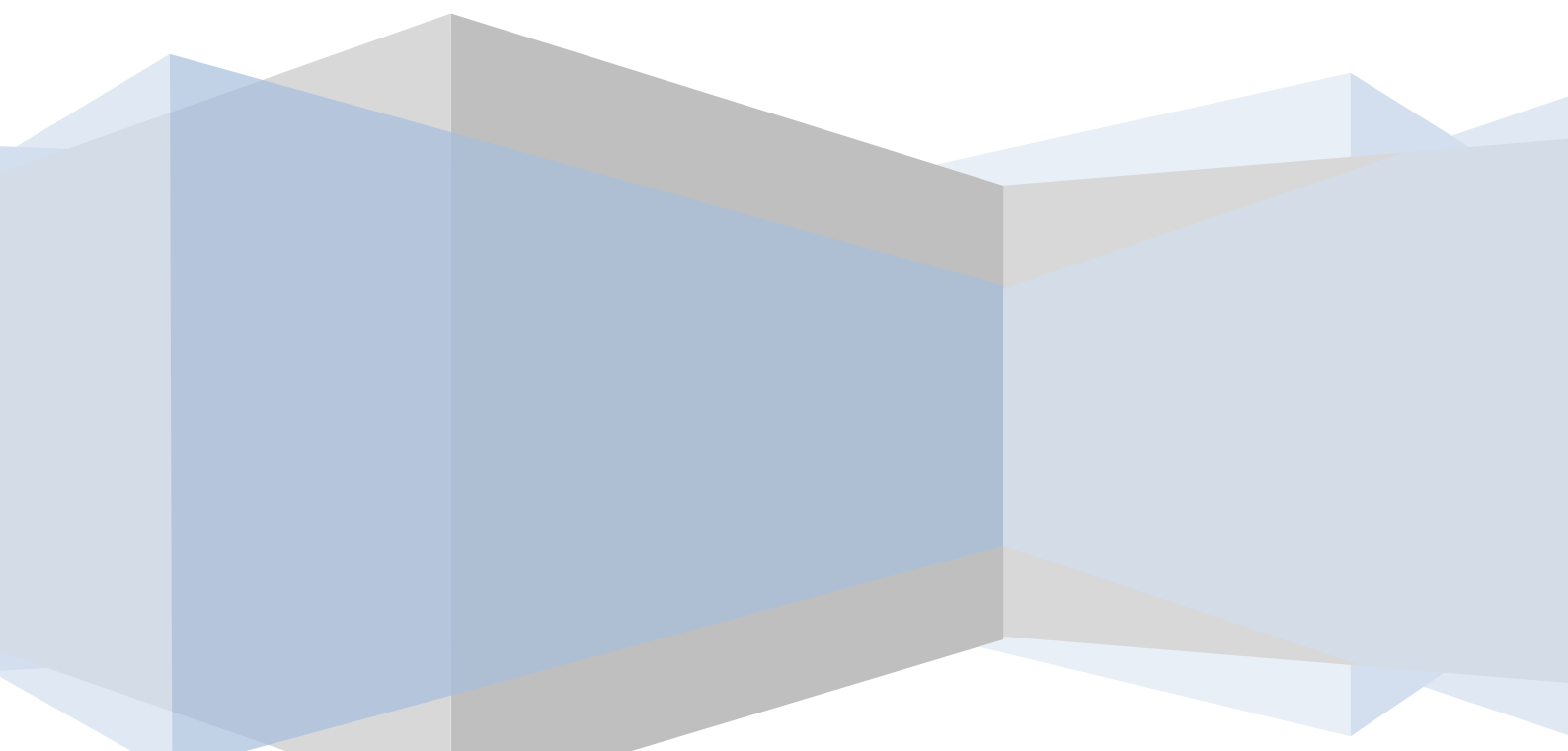


THE EVALUATION OF LOCAL PUBLIC BUDGETS: THE COMPOSITION OF YOUTH ACTIVITIES (2015 YEAR)

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Content

The list of abbreviations	3
INTRODUCTION	4
Chapter 1. Methodological issues.....	5
Chapter 2. Budgetary Analysis of Local Public Administration Units.....	6
Chapter 3. The Implementation of “Youth Activities”	9
Conclusions and Recommendations	14

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The list of abbreviations

ALPA - The Authority of Local Public Administration

ATU - Administrative Territorial Unit

LPA - Local Public Administration

NYCM - National Youth Council of Moldova

ME - Ministry of Education

MF- Ministry of Finance

MYS - Ministry of Youth and Sport

RM - The Republic of Moldova

NSDYS - National Strategy of Developing the Youth Section

INTRODUCTION

National Youth Council of Moldova (NYCM) is a non-political and non-governmental youth organisation that represents 46 youth organisations on both the local and national level. NYCM represents the interests of young people in Moldova and serves as a unique national platform for the youth sector. To promote youth interests in Moldova, NYCM contributes to the development of youth engagement structures by developing programs and activities for training, educating, lobbying and consultations.

NYCM not only has the role of promoting youth policy, but also monitors and evaluates how young people from different regions benefit from public budgetary allocations for youth activities.

The following report was compiled by the National Youth Council to achieve the organisation's strategic objectives for the years 2014-2018 and to continue previous efforts in evaluating local public budgets, as seen in similar reports for 2011, 2012, 2013, and 2014.

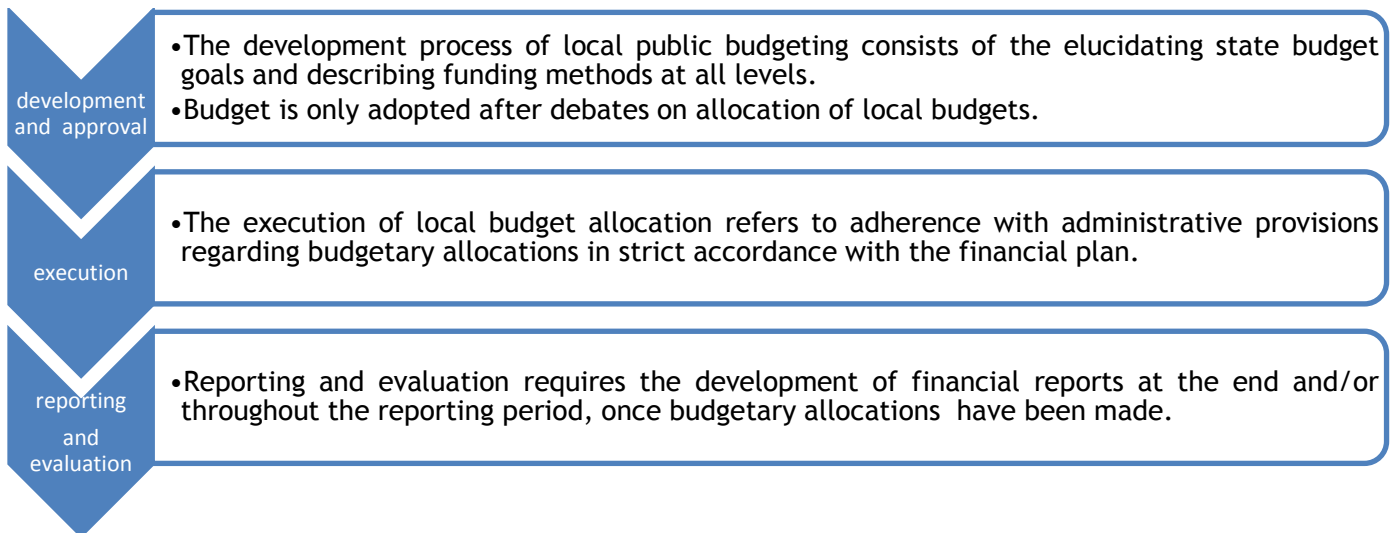
The purpose of this report is to analyse the allocation and use of local public resources in the youth sector. Research objectives include determining the factors in improving local funding efficiency for youth policy implementation and creating a transparent process for consulting young people in local budget allocation. This report does not only follow a quantitative evaluation of local public budgets, but also discusses how to best manage allocated resources and what kind of youth activities to plan. Simultaneously, we present a qualitative evaluation of the structural composition of a youth budget, local policymakers' perceptions on the nature of "youth activities" and local priorities in the youth section sector and their alignment with the National Development Strategy of the Youth Section Sector 2020.

In the process of strengthening local autonomy and youth policy decentralization, and taking into consideration that in 2015 the Ministry of Finances did not establish a percentage of local budgets to be allocated for youth development, there must be focus on the importance of funding in local youth policy development. Changes in the law regarding local public finances increases the vulnerability of the youth sector to funding shortages.

Chapter 1. Methodological issues

The Republic of Moldova set as a primary objective to strengthen budgetary discipline and improve transparency in public finance management, to align with international best practice. Budget monitoring is a tool to promote better value for public money and increase transparency in public finance.

All three stages of the budget must be monitored:



This report has the following objectives:

1. To evaluate the success and effectiveness of activities funded through the local budget;
2. To evaluate whether the purposes of the budget plan were realised or are in the process of realisation;
3. To identify the reasons behind unused budget money (e.g. poor resource management, corruption) and to determine whether local authorities remedied the situation;
4. To develop recommendations to ensure implementation of the Local National Strategies of Youth.

The purpose of monitoring process towards objectives established the previous year is not to chastise public authorities on lack of performance, but rather to allow remedial steps when deficiencies are noted. The evaluation begins every year when the budget cycle ends.

For an impartial and efficient monitoring of local budgets a number of monitoring and evaluation areas are defined for each budgetary stage. A number of indicators are established within each monitoring area, grouped into four levels of development: Incipient, Intermediate, Consolidate, Advanced.

Chapter 2. Budgetary Analysis of Local Public Administration Units

At the request of NCYM, the Moldovan Ministry of Finance presented information regarding budget approval and spending from all administrative-territorial units, including spending on “Youth Activities” for 2015. The table below includes each district’s total annual budget, annual budget allocated towards youth activities specifically, and the budget actually spent on youth activities during the second quarter of 2015.

Table: Approved and Allocated Financial Resources Spent on Youth Activities

No.	District	Approved	Allocated	Executed total (q. II year 2015)	No.	District	Approved	Allocated	Executed total (q. II year. 2015)
1	Anenii Noi	357,7	143,6	95,2	19	Leova	89	60,5	33
2	Basarabasca	28,9	17,9	9,2	20	Nisporeni	14,6	12,8	9,3
3	Briceni	88,1	62,6	28,5	21	Ocnița	59,8	35,2	18,6
4	Cahul	213,6	126,8	33,6	22	Orhei	155	93	16,5
5	Călărași	203,6	104,7	20,4	23	Rezina	60,6	25	8,5
6	Cantemir	104,1	66,2	38,2	24	Râșcani	146,5	91,5	88,9
7	Căușeni	152,6	103,3	31,9	25	Sângerei	120,7	64,8	38,2
8	Cimișlia	22,9	16,4	2,5	26	Șoldănești	96,3	61,6	25,3
9	Criuleni	149,2	79,6	32,9	27	Soroca	431,7	302,1	250,1
10	Dondușeni		2	0,1	28	Ștefan Vodă	63,3	52,4	23,5
11	Drochia	86,8	57,2	35,8	29	Strășeni	690,6	591,8	471,2
12	Dubăsari	40,6	18	5,3	30	Taraclia	42	21,9	13
13	Edineț	81,1	69,3	23	31	Telenești	90,7	53,2	33,9
14	Fălești	110	84,5	8,4	32	Ungheni	619,8	416,1	336,5
15	Florești	172,8	104,7	91,4	33	mun. Chișinău	2413	908,5	771,8
16	Glodeni	4,4	4,4	1,7	34	mun. Bălți	104,2	96,8	96,8
17	Hâncești	291,6	247,2	103,2	35	UTA Găgăuzia	571,8	421,8	211,5
18	Ialoveni	270,0	157,2	131,1		Total	8147,6	4774,6	3139,0

The diagram below presents data for each local public authority at the district level. Here we notice a substantial difference between approved, allocated and ultimately executed funds, in nearly all districts.

Diagram: Approved, Allocated, and Executed Funds

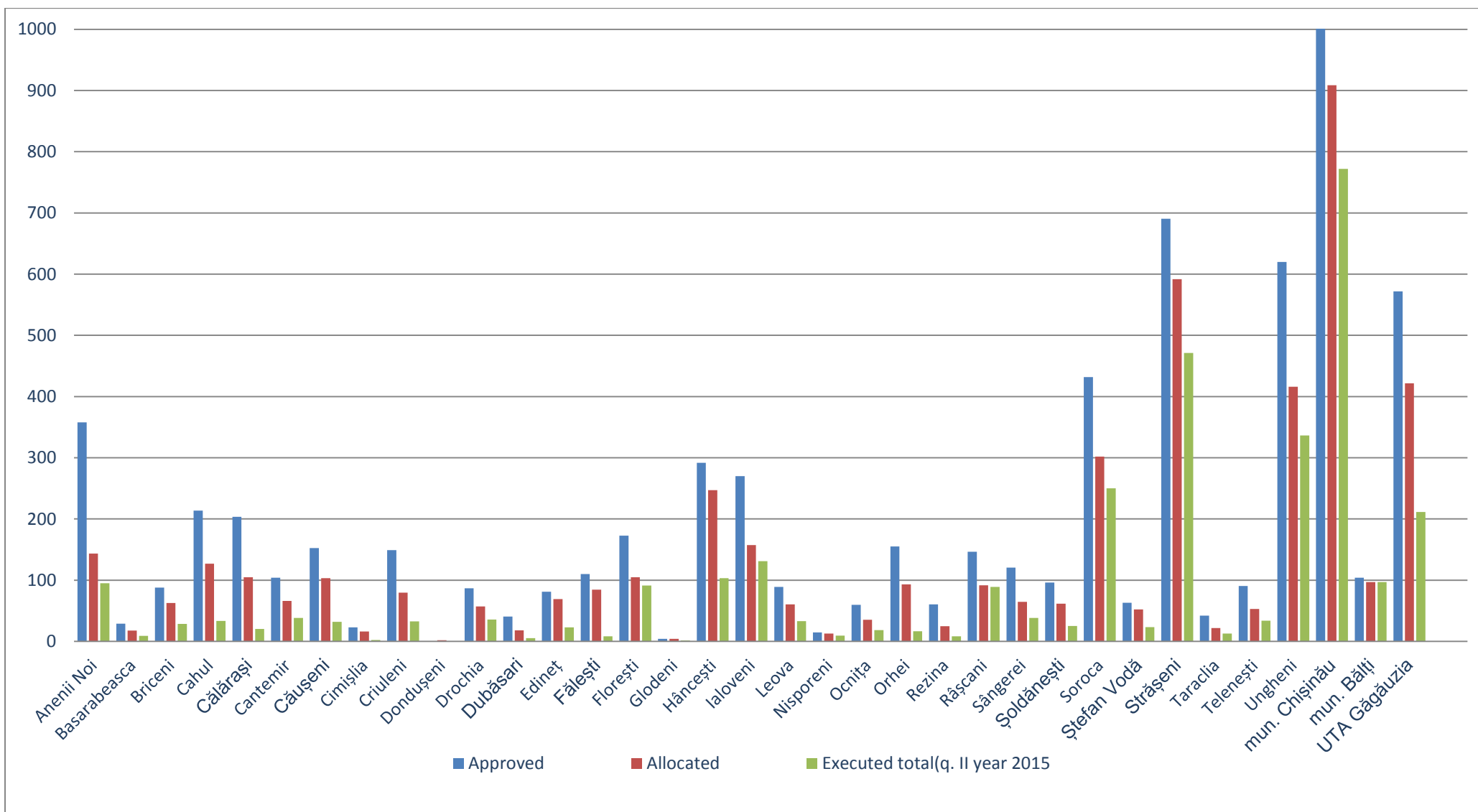
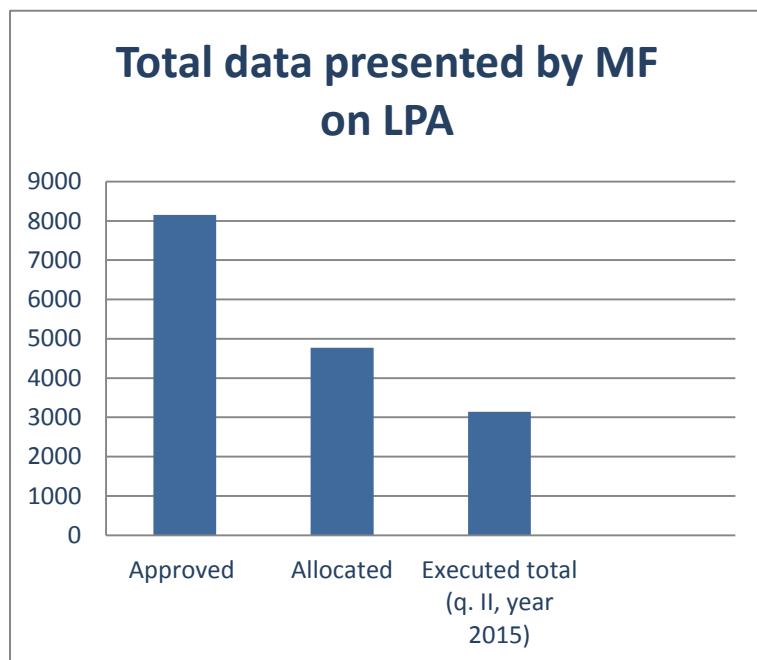


Diagram: Information on Youth Activities Provided by the Ministry of Finance



The Ministry of Finance approved a totals of 8,2 million for use on youth activities across Moldova. Only 4,8 million was eventually specified for youth, and a smaller total of 3,2 million was used by the second quarter of 2015. Specified funds of 2015 are 3,4 million lei lower than initially approved funds.

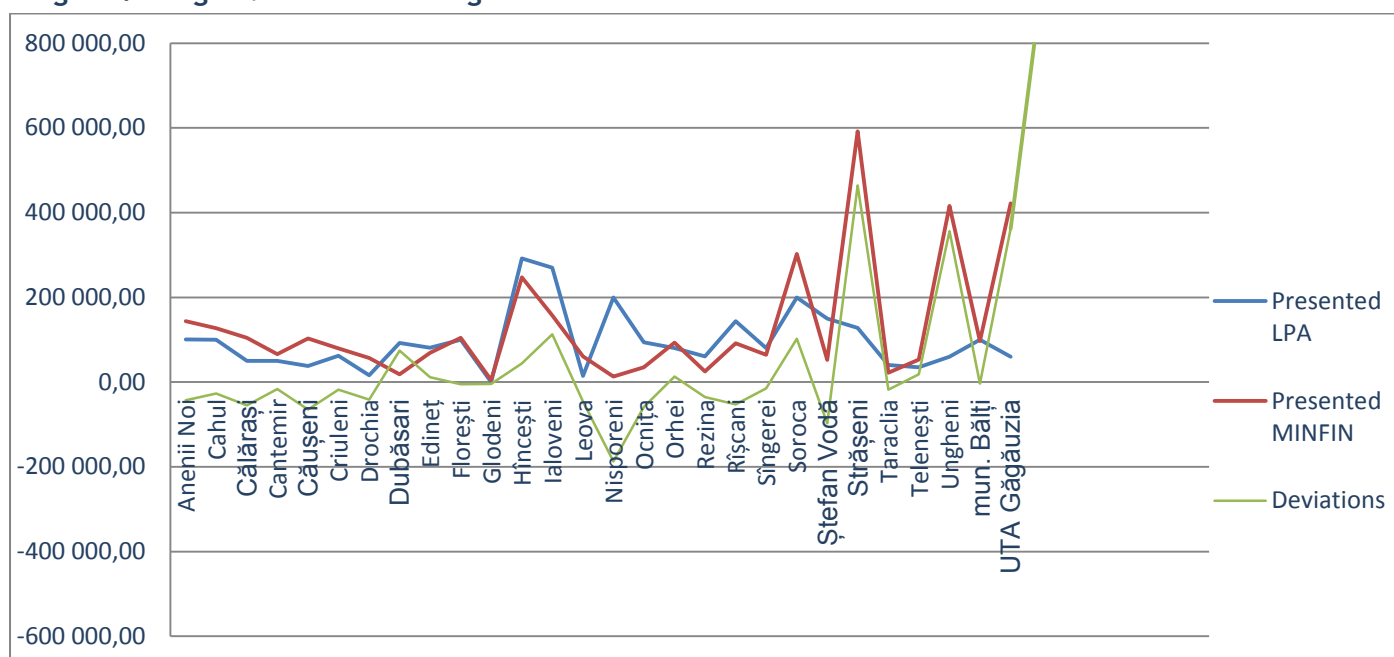
NYCM requested that LPAs present their 2015 youth action plans, along with budget allocations for activities, for monitoring and evaluation purposes. From a total of 28 LPAs, 6 did not provide this documentation and Basarabeasca District Council had not yet approved 2015 funding for youth activities at the time of request. Differences between MF and LPA budget data are shown in the table

below.

Table: Differences between Youth Budget Data from Local Public Authorities and the Ministry of Finance

District	Presented LPA	Presented MF	Deviations	District	Presented LPA	Presented MF	Deviations
Anenii Noi	100 850,00	143600	-42 750,00	Nisporeni	200 000,00	12800	-187 200,00
Cahul	99 998,00	126800	-26 802,00	Ocnița	93 600,00	35200	-58 400,00
Călărași	50 000,00	104700	-54 700,00	Orhei	80 000,00	93000	13 000,00
Cantemir	50 000,00	66200	-16 200,00	Rezina	60 600,00	25000	-35 600,00
Căușeni	38 300,00	103300	-65 000,00	Rîșcani	144 000,00	91500	-52 500,00
Criuleni	62 000,00	79600	-17 600,00	Sîngerei	80 000,00	64800	-15 200,00
Drochia	15 800,00	57200	-41 400,00	Soroca	200 000,00	302100	102 100,00
Dubăsari	92 600,00	18000	74 600,00	Ștefan Vodă	150 000,00	52400	-97 600,00
Edineț	81100	69300	11 800,00	Strășeni	128 000,00	591800	463 800,00
Florești	100 000,00	104700	-4 700,00	Taraclia	40 000,00	21900	-18 100,00
Glodeni	0	4400	-4 400,00	Telenești	35 000,00	53200	18 200,00
Hîncești	291 600,00	247200	44 400,00	Ungheni	60 000,00	416100	356 100,00
Ialoveni	270 000,00	157200	112 800,00	mun. Bălți	100 000,00	96800	-3 200,00
Leova	14 500,00	60500	-46 000,00	UTA Găgăuzia	60 000,00	421800	361 800,00
				TOTAL	2697948,0	3 621 100,00	923 152,00

Diagram: Budget Variations among Local Authorities



The largest data variations are in the following districts: Edineț, Ștefan Vodă, Strășeni, Ungheni și UTA Găgăuzia

Chapter 3. The Implementation of “Youth Activities”

Table: Financial Resources on Youth Activities Planned by Local Public Authorities for 2014 and 2015

District	LPA 2014	LPA 2015	DEVIATIONS	District	LPA 2014	LPA 2015	DEVIATIONS
Anenii Noi	55000	100 850,00	45 850,00	Leova	51700	14 500,00	-37 200,00
Basarabeasca	20000	0	-20 000,00	Nisporeni	158000	200 000,00	42 000,00
Briceni	75000	0	-75 000,00	Ocnîța	35000	93 600,00	58 600,00
Cahul	0	99 998,00	99 998,00	Orhei	80000	80 000,00	0,00
Călărași	50000	50 000,00	0,00	Rezina	70000	60 600,00	-9 400,00
Cantemir	79500	50 000,00	-29 500,00	Rîșcani	0	144 000,00	144 000,00
Căușeni	36700	38 300,00	1 600,00	Sîngerei	80000	80 000,00	0,00
Cimișlia	100000	0	-100 000,00	Șoldănești	15000	0	-15 000,00
Criuleni	48000	62 000,00	14 000,00	Soroca	350000	200 000,00	-150 000,00
Dondușeni	0	0	0,00	Ștefan Vodă	15000	150 000,00	135 000,00
Drochia	15000	15 800,00	800,00	Strășeni	50000	128 000,00	78 000,00
Dubăsari	103280	92 600,00	-10 680,00	Taraclia	36650	40 000,00	3 350,00
Edineț	66100	81 100,00	15 000,00	Telenești	35000	35 000,00	0,00
Fălești	99000	0	-99 000,00	Ungheni	55800	60 000,00	4 200,00
Florești	50000	100 000,00	50 000,00	mun. Chișinău	2100000	0	-2 100 000,00
Glodeni	0	0	0,00	mun. Bălți	101000	100 000,00	-1 000,00
Hîncești	110000	291 600,00	181 600,00	UTA Găgăuzia	0	60 000,00	60 000,00
Ialoveni	250000	270 000,00	20 000,00	Total	4 390 730,00	2 697 948,00	-1 692 782,00

Table: Types of youth activities developed in local public authorities

No.	District	Grants	Awards	Civic contests	Sports	Ecology	Education	Editorial	Youth forum	Tourism	Cultural	Enhancing education	International days	Total activities on LPA
1	Anenii Noi	1	2	1	2	1	2	2	1	3	2	2	1	20
2	Basarabeasca													0
3	Briceni													0
4	Cahul		1	2		1	2		3	1	2	1	3	16
5	Călărași	1	3	5	1	1			2		1	1	2	17
6	Cantemir											1	6	7
7	Căușeni			5						1	2		4	12
8	Cimișlia													0
9	Criuleni													0
10	Dondușeni													0
11	Drochia	4					1					1	4	10
12	Dubăsari		2	12	6	3	2		1	2	3	1	7	39
13	Edineț		2		5	2	2		1	2	1	2	4	21
14	Fălești				1	1	2		1		2	2	8	17
15	Florești					1	3		1	1	2	3	21	32
16	Glodeni										1			1
17	Hîncești			4	2	2	1			2	3	1	2	17
18	Ialoveni		4	5	4	4	6		1	4	6		4	38
19	Leova			7	1					1	2	4	4	19
20	Nisporeni			7	12	1			1			3	4	28
21	Ocnîța			2	2	1		1	1	1	1	1	2	12
22	Orhei			5					1		3		3	12
23	Rezina			6	4	1					5	3	6	25
24	Rîșcani			18							2	4	3	27
25	Sîngerei			16	9	2	1		2	1	1		2	34
26	Șoldănești													0
27	Soroca			6				1	1	1	2	2	3	16
28	Ștefan Vodă				7		8	5			21		15	56
29	Strășeni			5			2					3	2	12
30	Taraclia			1	5		1				1			8
31	Telenești			1	2		1		1		1		1	7
32	Ungheni			5					1		12	5	9	32
33	mun. Chișinău													0
34	mun. Bălți			13			1				15	3	5	37
35	UTA Găgăuzia			6	2				1	1			2	12
Total		6	14	132	65	21	35	9	20	21	91	43	127	584

Among the contests are Brain Rings (a team trivia competition), a young talent fair and Joyful Starts (a district-wide sport competition event). One of the districts with the most and diversified activities is Călărași, which planned a mini grant program for NGOs, supported its local youth press and organised District Council youth sessions and a National Day of Youth.

Below are some of the activities organised by local public authorities:

- ✚ Căușeni introduced the Festival “United by Art”, which includes an exhibition by young popular artists.

- + Members of Drochia District Council of Youth participate in radio and TV shows, and organise conferences informing young people about reproductive health, juvenile delinquency and human trafficking.
- + Dubăsari developed the School of young leader, its local youth council participates in civic contests and there are organised visits to museums on the Museums Day.
- + World Theatre, Tourism and Volunteer Days are celebrated in Făleşti.
- + Floreşti cooperates with Pro Community Centre, thereby participating in study visits, exchange programs and information session and campaigns for increased youth involvement.
- + Hânceşti has support measures for young people with disabilities and also promotes cultural traditions through youth participation during the National Festival of Wine. There is also a district championship in football, volleyball and other sports.
- + The „NGOs youth café,, recently opened in Ialoveni, and organised a contest called “What? Where? When?” a forum for young entrepreneurs and community tree-planting.
- + In Leova, Europe Day is organised by the Information and Documentation Centre for Youth.
- + Ocnița celebrates Youth Week.
- + A Volunteering Gala is organised in Orhei.
- + Rezina organises the Contest of Young awarding prizes to young people for exceptional efforts in fields such as volunteer work, grassroots organization and entrepreneurship.
- + In Râșcani young people attend road and fire safety classes, and career information sessions.
- + Young people in Sângerei receive information about the ERASMUS program.
- + Soroca appoints Miss Town.
- + Young people in Ștefan Vodă go on cultural excursions to learn the history and traditions and geography of their region.
- + Outdoor movies are organised In Strășeni.
- + Taraclia has chess and boxing championships.
- + Telenești offers a summer camp for young people.
- + Ungheni prepares workshops with young people.
- + Bălți celebrates Humour Day.
- + ATU Găgăuzia celebrates International Child’s Book Day.

Diagram: Number of Activities per Local Authority

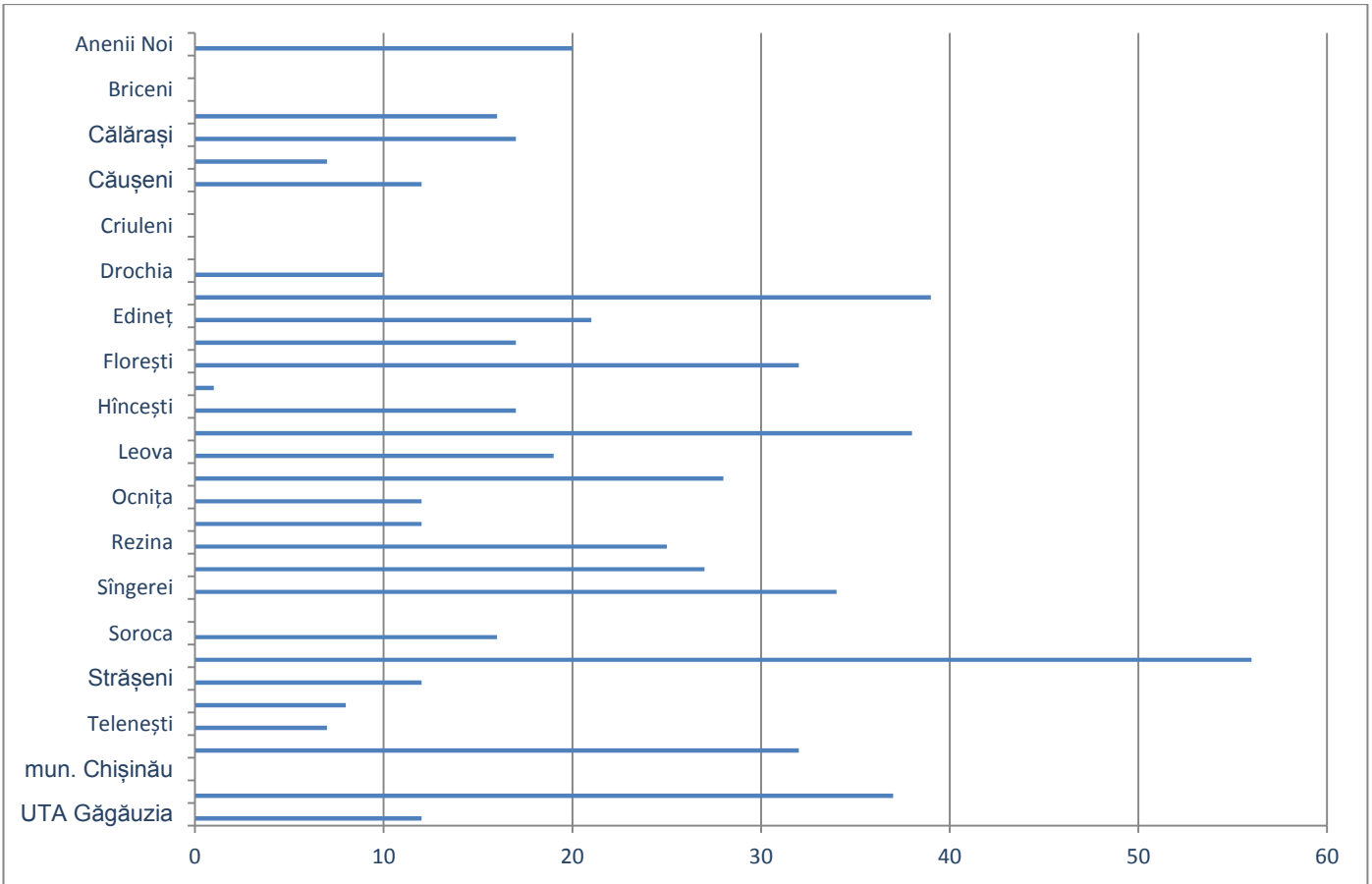


Diagram: Composition of Youth Activities

Strășeni, Drochia, Bălți, Ialoveni, Ungheni and Sîngerei districts have the greatest number of activities planned for youth. In 2015, Sîngerei city was named the National Capital of Youth, due to its high level of youth action compared to other districts with equivalent population size. The fewest activities were developed in the cities Telenești, Glodeni, Cantemir and Taraclia.

The most common activities are civic contests, international days, sport and cultural events. The rarest initiatives are grants, editorial and schooling activities.



- 23% of planned youth activities are cultural events (festivals, workshops, recitals, concerts with foreign and local artists, film contests, etc.);
- 22% of activities are international days (National Youth Day, Europe Day, Museums Day, Children's Day, etc.);
- 16% of activities are cultural and include concerts, museum visits, expositions by popular artists, poetry recitals, etc.);
- 11% of activities are sports-related (district and inter-district championships in wrestling and volleyball, football tournaments, chess and checkers competitions);
- 7% are editorial activities or informative campaigns;
- 6% of activities are training-related, such as conferences, seminars and workshops that aim to develop leadership, intellectual and organisational skills, teamwork, communication, foreign languages, etc.
- Only 1% of activities involve grants and awards.

Conclusions and Recommendations

In the process of data collection, we noticed reservation and/or a lack of capacity on the side of LPAs in supplying data and data analysis regarding budgets and resources capitalization. The majority of LPAs merely publish relevant documents on local youth policy, such as local youth action strategies, annual plans for activities, budget available for youth activities, etc. In some districts LPAs fail to respond to requests for public information infringing on law of petition and transparency.

LPAs do not have communication strategies for contact with other public authorities, citizens and Moldovan civic society. This results in a lack of coherence and coordination both in the actions and message of local public authorities. Making use of existing communication channels and simplifying and organizing LPAs online presence would bring about better interaction between local authorities and the public.

Youth action in non-urban areas is a priority as funding tends to be low. Lack of transparency and of strong local youth structures are obstacles to achieving non-urban youth involvement. LPAs do not consult young people in the process of budget development or activity planning. The majority of planned activities are annual and reoccurring and are not flexible to changing needs or youth climate.

Directors appointed to local youth programs often do not have experience in the youth sector and are occasionally by-products of local nepotism.

Local government funding for youth activities lacks transparency. According to the Ministry of Finance each LPA must complete a detailed budget form containing a gross budget and an approved monthly budget and specifying which budget components will cover the youth activity fund. However, not all LPAs submitted this budget form.

In addition, the districts of Dondușeni and Glodeni did not present data from 2014 and 2015. Other districts, through their data, showed no change or improvement in youth action. Some districts their budget for youth activities.

Most districts do not plan a range of youth activities instead focusing only on cultural and sport events.

To ensure the realisation of priorities and objectives under NSDYS 2020, we propose the following:

- ❖ The inclusion of young people in the process of budget development and amendment, in yearly activity planning, and in the development of a district wide strategy for youth action, as well as in all youth related documentation. The tailoring of local youth sector documents to align with NSDYS 2020 priorities and the need of young people. LPAs that do not have strategic documents for the youth sector should develop at least one medium-term strategy that addresses region specific youth issues;
- ❖ The financial and logistical support of youth infrastructure, youth initiatives and community organizations to foment a strong and independent future youth sector;
- ❖ The development of educational and professional training programs to increase youth employability;
- ❖ The introduction of new participation, information and consultation tools for youth as well as the use of existing tools to ensure their quality and compliance with the needs of young people for a greater impact on the local community;
- ❖ Ensuring budget transparency and the public's easy access to information through updated district, municipal and ATU Gagauzia web pages, as well as timely responses to citizens request for public documents;
- ❖ Ensuring the formation and functionality of Local Youth Councils and PLA-NGO co-management as structures for increasing transparency, youth participation, advocacy and lobbying, in accordance with NSDYS 2020.