Project Document

Republic of Moldova

Project Title: Supporting the e-transformation of policing processes related to contravention cases

Project Number: Award (, Output (

Implementing Partner(s): Ministry of Internal Affairs, General Police Inspectorate

Start Date: October 2022   **End Date**: September 2025 **PAC Meeting date**:

Brief Description
Acknowledging the importance of digital transformation in ensuring effective policing activity and delivery of justice for all, the Project will contribute to creating the necessary enabling conditions and developing the capabilities required for modernizing police operations in contravention cases. Building upon the MIA's aspirations to e-transform internal processes and enhance the quality of services delivered, the Project will strengthen institutional capacities, update (to the extent necessary) the regulatory framework and develop a modern and scalable software solution to enable an environment for nurturing next-generation police operations, supported by skills, knowledge and tools compliant with the demand for modern-style policing. The support in accelerating e-transformation of police operations in contravention cases, targeted through this Project, should also lead to improved quality of policing services in Moldova. As a result of digitally enabled engagement between the police and the individual, the general trust to the police system could increase. Taken together, these results can increase public confidence in and support for law enforcement and justice processes, enhancing system performance and, ultimately, the integrity of the law.

Contributing Outcome (UNDAF/CPD): UNDAF 2018-2022 Outcome 1 CPD 2018-2022 Output 1.4	Total resources required:		$935,678	
Indicative Outputs with gender marker: GEN1	**Total resources allocated:**	**UNDP TRAC:**	N/A	
		Sweden/Sida:	$935,678	
Management Arrangements:		**Government:**	N/A	
Support to National Implementation Mechanism (Support to NIM)		**In-Kind:**	N/A	
	Unfunded:	N/A		

Agreed by (signatures):

Ministry of Internal Affairs of the Republic of Moldova (MIA)	UNDP Moldova
Ana Revenco Minister A – 34 din 05.12.2022	Andrea Cuzyova Resident Representative a.i.

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I. DEVELOPMENT CHALLENGE

An effective, professional and accountable law enforcement system is an important element for the sustainable development. Acknowledging the importance of this issue, the Government of Moldova engaged since 2010[1] in a complex reform of home affairs and law enforcement systems. The reform aimed at strengthening the professionalism, the effectiveness and the neutrality of law enforcement institutions that perform their functions in the interest of people for both men and women, including those belonging to vulnerable, minority and marginalized groups, ensuring the respect of rule of law, equality and protection of human rights.

Over the past years, the law enforcement system was engaged in a number of structural changes and reforms to comply with best EU practices in this field (e.g., new regulatory framework, internal restructuring, reform of carabineer troops, developing a dual public order system and the creation of the National Inspectorate for Public Security, delimitation of Police from the Ministry of Internal Affairs (MIA) and creation of a new police structure – General Police Inspectorate (GPI)) and to improve the quality of services delivered to men and women in Moldova. Despite some progress, there is room for more decisive and profound actions. The 2018 Association Implementation Report on Moldova[2] states that the independence of justice, law enforcement as well as national anti-corruption authorities need substantial improvement. On the same note, the 2019 Association Implementation Report on Moldova[3] highlights the need for robust progress on judicial reform, on compliance with the rule of law and democratic standards. Furthermore, the 2021 Report on Moldova[4] links the provision of EU support to satisfactory progress on reforms and the respect of rule of law, effective democratic mechanisms and human rights.

To date, Police registers a higher trust of population (31%) in comparison to the Government (19%), the Parliament (15%) or the justice institutions (19%).[5] The 2021 WJP Rule of Law Index[6] shows an above the global (0.72) and regional (0.78) average score for Moldova (0.81) for Order and Security factors. Despite this progress, Police suffers from a reputation of being affected by corruption: 36% of respondents consider that Police is the most corrupt institution.[7]

Considering the above, the Government of Moldova puts a special emphasis on advancing structural changes in the home affairs area, aiming at building a modernized and resilient

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[1] *Concept Paper on the Reform of the Ministry of Internal Affairs and its Subordinated and Decentralized Units (06 December 2010),* https://www.legis.md/cautare/getResults?doc_id=31772&lang=ro#

[2] *Association Implementation Report on Moldova (03 April 2018),* https://cdn4-eeas.fpfis.tech.ec.europa.eu/cdn/farfuture/Bsw7bS5h390fCujCmGRX1jA5BgDcARI6Z_E_fG86JZA/mtime:1522915732/sites/eeas/files/association_implementation_report_on_moldova.pdf

[3] *Association Implementation Report on Moldova (11 September 2019),* https://eeas.europa.eu/sites/default/files/swd_2019_325_f1_joint_staff_working_paper_en_v10_p1_1045191.pdf

[4] *Association Implementation Report on Moldova (13 October 2021),* https://eeas.europa.eu/sites/default/files/swd_2021_295_f1_joint_staff_working_paper_en_v2_p1_1535649.pdf

[5] Institute for Public Policies (IPP), *Barometer of Public Opinion (June 2021),* https://ipp.md/wp-content/uploads/2021/07/Raport-BOP-2021_.pdf

[6] World Justice Project, *2021 Rule of Law Index – Moldova,* https://worldjusticeproject.org/rule-of-law-index/country/2021/Moldova/Order%20and%20Security/

[7] UNDP Moldova, *National Integrity and Anticorruption Strategy impact Monitoring Survey – Moldova 2021,* https://www.md.undp.org/content/moldova/en/home/library/effective_governance/studiu-de-evaluare-a-impactului-strategiei-naionale-de-integrita1.html

home affairs system by 2030, able to respond promptly and professionally to the needs of the people it serves [8]

Digitalization is one of the key enablers to support these endeavors. The Government has made substantial efforts to deploy e-services in areas commonly demanded by citizens, such as identity-related documents, property and taxes. Further digitalization of services related to judiciary procedures are amongst the 'most desirable e-services'[9]. Many essential services are not yet digitalized in the home affairs sector. Only 13 out of 69 public services[10] provided by the Ministry of Internal Affairs can be accessed on-line.[11]

Digital transformation is essential for the police service to stay relevant, effective and responsive in its approach to protecting and serving the public. Digital transformation has the potential to touch every part of the policing process, changing the way police work, harness data, exploit available technologies, collaborate with partner organizations and organize themselves.[12]

The national police service has not fully unlocked the potential of digital solutions to enhance the promptness and completeness of its operations. Many processes are still paper-based, consuming critical time, effort and resources needed to respond to a specific situation. Documentation and investigation of contraventions (misdemeanors) is one of Police operations where digital transformation efforts are at a nascent stage. As part of maintaining public order and security mandate, the Police is the main law enforcement agency dealing with detection and investigation of contraventions. In 2021, the Police registered 623,092 contraventions, out of which 68.8% were road traffic contraventions and 30.2% referred to violations of public order and security. A desktop software solution (conventionally called 'Contraventions Register') is used to record and track contraventions by the MIA institutions. Beside MIA institutions, only few (National Anticorruption Centre, National Probation Inspectorate, bailiffs, National Agency for Auto Transport)[13] out of 44 entities and state agencies, with a mandate to detect and sanction contraventions, have access to and use the Contraventions Register for reporting purposes.

Being a desktop solution, the Contraventions Register reduces the mobility of a state agent and promptness of filling in the documentation related to a contravention case. This process is affected by a number of flaws, including intentional or negligent errors in data provided in the contravention minutes, increased time for processing the data, lack of possibility to attach georeferenced evidence, limited options to interconnect and exchange relevant data with other databases, limited reporting and analytic capabilities, etc. As a result, many contraventions cases are dismissed by the courts, while Police's institutional performance is affected.

Besides the functional limitations, there are also a number of issues and vulnerabilities at the level of technologies used to operationalize the Contraventions Register: limited options for

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[8] https://mai.gov.md/ro/consiliul-strategic-privind-dialogul-de-politici-together4home
[9] UNDP, *Digital Readiness Assessment Moldova (2021)*, https://www.undp.org/moldova/publications/digital-readiness-assessment
[10] HG670/2020 (legis.md)
[11] Strategy on the Development of the Home Affairs Sector 2022-2030, https://mai.gov.md/sites/default/files/QR%20Code/subiect-12-nu-484-mai-2022.pdf
[12] Damon Ugargol, *Overcoming barriers to digital transformation in the police force (14 May 2022)*, https://www.caci.co.uk/insights/opinions/overcoming-barriers-to-digital-transformation-in-the-police-force/
[13] InfoTrust Consulting, *Report on the Analysis of Key Information Systems of the Ministry of Internal Affairs (2018)* (available in hard copy)

scalability of system architecture, security vulnerabilities, compatibility issues with the operating system, use of a shared VPN account limits the traceability of users, etc.[14]

Overall, this software solution is linked to the automation of paper-based operation model of Police and other entities in contravention cases and is mainly focused on storing statistic data about the contraventions, contravention cases, persons committing contraventions and sanctions applied. At the same time, there is no e-case management system in place, which would store and track all data in one location, facilitate accessing and exchanging data in real time for a prompt response to contravention cases.

To enable a digital contravention process/e-case there is a need to rethink the business model associated with the contravention case (including reviewing the legislation governing the contravention process to allow the implementation of e-case, use of digital documents and electronic signature). This will imply developing and implementing a new system architecture with functionalities and modules, which will both provide and consume structured data, as well as clearly defining roles and access rights for different types of users. The introduction of a new e-case management system can help Police meet its investigative needs in contravention cases by managing critical operations, documents and data through one comprehensive solution, as well as increase the transparency, integrity and efficiency of the organization.

Acknowledging these challenges and needs, the Government of Moldova's 2021 Activity Program sees advancing digital transformation as one of the key national priorities, looking at amplifying the implementation of informational technologies to reduce the use of paper-based documents in administrative procedures.[15] Furthermore, the Government Action Plan for 2021-2022[16] highlights the e-transformation of MIA's processes, operations and internal activities (including the digitalization of the contravention processes) as an objective (24.4) to be pursued under the Home Affairs Chapter. The recently approved[17] Strategy for the Development of the Home Affairs Sector (2022-2030) indicates digitalization among the key priorities for the sector.

To date, the Ministry of Internal Affairs managed to advocate for the approval of a legal framework[18] which regulates the digital record keeping of contraventions, contravention cases and persons who have committed contraventions. A specialized subdivision (IT Service) was set up as a separate entity and is mandated to manage the digital tools used by the home affairs system. Modest, but constant investments are done by the Ministry to improve the hardware ecosystem of the home affairs system in support of digital transformation efforts. At the same time, partnerships were actively sought by the MIA to expand the hardware infrastructure and computing capabilities of the institution and subordinated structures, including in the context of introducing the e-contraventions case management system. Thus, further efforts and investments are required to advance the e-transformation of processes related to contravention procedure and implementation of e-file concept in policing activity, based on modern and secure technologies.

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[14] Idem.

[15] https://gov.md/sites/default/files/document/attachments/programul_de_activitate_al_guvernului_moldova_vremurilor_bune.pdf

[16] https://gov.md/sites/default/files/document/attachments/pag_2021-2022_ro.pdf

[17] https://gov.md/ro/content/cu-privire-la-aprobarea-strategiei-de-dezvoltare-domeniului-afacerilor-interne-pentru-anii

[18] https://gov.md/sites/default/files/document/attachments/subiect-07-nu-314-mai-2021.pdf

The MIA faces a number of difficulties that are hampering its progress in the implementation of this transformational endeavor, including insufficient human capacity to conceptualize the 'To Be' model of the e-file tool and develop relevant technical specifications, budget constraints to develop a scalable and technologically modern software solution, insufficient hardware to support the first-line implementation of the software solution to be developed. This indicates that targeted assistance is needed to support the Ministry of Internal Affairs and the General Police Inspectorate in strengthening institutional capacities, reengineering business processes, and putting in place modern software solutions and tools, which will help advancing digital transformation of Police's processes, boost efficiency and increase transparency of the organization for the benefit of men and women in the Republic of Moldova.

II. STRATEGY

Proposed approach

Digital transformation is a new reality Police service needs to adhere to. Policing does not operate in a vacuum and cannot stand still in the increasing digital world. To stay relevant, it must modernize and develop capabilities to address the digital challenge through the exploitation of new technologies. Otherwise, the Police risks becoming overwhelmed by the demand the new technologies create and lose the chance to enhance and modernize the services delivered to people.[19]

Acknowledging the importance of digital transformation in ensuring effective and transparent policing activity and delivery of justice for all, the Project will contribute to creating the necessary enabling conditions and support developing the capabilities (at managerial and user levels) required for modernizing police operations in contravention cases. Building upon the MIA's aspirations to e-transform internal processes and enhance the quality of services delivered, the Project will strengthen institutional capacities, facilitate interinstitutional dialogue and interoperability, update (to the extent necessary) the regulatory framework and develop a modern and scalable software solution to enable an environment for nurturing next-generation police operations, supported by skills, knowledge and tools compliant with the demand for modern-style policing.

This intervention will, to the extent possible, build on the development assistance previously provided through UNDP and Sida interventions in the law enforcement field and will seek to further support the police reform in Moldova. The results and activities of the Project are designed to help the law enforcement system to advance the internal modernization efforts and achievement of strategic objectives set.

The support in accelerating e-transformation of police operations in contravention cases, targeted through this Project, should also lead to improved internal working processes and quality of policing services in Moldova. As a result of digitally enabled engagement between the police and the individual, the general trust to the police system could increase. Taken together, these results can increase public confidence in and support for law enforcement and justice processes, enhancing system performance and, ultimately, the integrity of the law.

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[19] UK, National Policing Digital Strategy 2020-2030: Digital, Data and Technology Strategy,
https://www.apccs.police.uk/media/4886/national-policing-digital-strategy-2020-2030.pdf

The project will also focus on possible gender imbalances or influences. Efforts will be made to ensure that Project activities engage both men and women and reflect balance and inclusion.

Strategic framework

This intervention will respond to one of the priority areas established within the Republic of Moldova-United Nations Partnership framework for Sustainable Development (2018-2022) (UNDAF)[20], which highlights the need for continuous support in promoting democratic people-centered governance, justice, equality and human rights – Outcome 1: *The people of Moldova, in particular the most vulnerable, demand and benefit from democratic, transparent and accountable governance, gender-sensitive, human rights- and evidence-based public policies, equitable services, and efficient, effective and responsive public institutions*. The same is further supported and elaborated in the UNDP Country Programme Document for the Republic of Moldova (2018-2022)[21] in the Output 1.4: *Women and men, including from minority and marginalized groups, are enjoying rule of law and protection of human rights ensured by inclusive institutions*.

Guided by the "leaving no one behind" principle, this intervention will also contribute to advancing the fulfillment by the Republic of Moldova of SDG #16 "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels", focusing particularly on target 16.3 "Promote the rule of law at the national and international levels and ensure equal access to justice for all". An accountable, effective, and professional police service in the Republic of Moldova will help building a more secure and safe society and will ensure the access of everyone to justice and legal remedies.

The SDG target, addressed through this project, is important for the implementation of many other targets, such as target 5.1 (end gender discrimination), target 5.2 (end family violence), target 8.7 (eradicate work exploitation), target 8.8 (protect labour rights), target 10.2 (promote inclusion), target 10.3 (eliminate discriminatory practices), target 11.2 (access to transport system), target 11.4 (preserve heritage), target 14.4 (eliminate illegal fishing), target 15.7 (end poaching), target 16.1 (reduction of violence), target 16.2 (end children abuse), target 16.4 (reduce organized crime and arms trafficking), target 16.5 (reduction of corruption), target 16.6 (open institutions), target 16.10 (access to public information).[22]

Furthermore, the proposed development intervention responds to the priorities established in the Strategy for Sweden's Reform Cooperation with Eastern Europe for 2021-2027[23] by contributing to the main objective focusing on 'Human rights, democracy, the rule of law and gender equality'.

Comparative advantages

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[20] https://moldova.un.org/sites/default/files/2019-10/UNDAF%20Moldova%20EN.pdf
[21] https://www.undp.org/sites/g/files/zskgke326/files/migration/md/6e6a7a826192fb1a611f200d283b6dfec6 1c8aec5e9e1fb90f07268f26f36c83.pdf
[22] Adapting the 2030 Agenda on Sustainable Development to the Context of the Republic of Moldova, https://moldova.un.org/en/23601-adaptation-agenda-2030-context-republic-moldova
[23] https://www.swedenabroad.se/en/about-abroad-for-swedish-citizens/moldavien/development-cooperation/strategy-for-reform-cooperation-for-20212027/

UNDP has relevant experience and expertise in engaging in this type of interventions. The productive experience of working with the Ministry of Internal Affairs and the General Police Inspectorate since 2014, reaching positive and sustainable development results, demonstrates UNDP's comparative advantage in further advancement of the reform in this area. Through its impartiality and commitment to the principle of long-term engagement, UNDP helped facilitate transition activities and is able to achieve sustainable results on the ground.

UNDP has also strong capacities in applying innovation, being a pioneer in implementing new solutions for sustainable development. In the Republic of Moldova, UNDP has been working on the niche of innovation for the past several years and has accumulated experience and lessons learned to further improve programme delivery.

UNDP's track record of delivering quality results through effective project management is well recognized. According to an EU Results-Oriented Monitoring report, UNDP's logistical and management capacities are among its strongest assets. UNDP's legal framework and capabilities in place in Moldova allows the organization to provide significantly better value for money, due to savings produced by efficient procurement mechanisms, low overhead costs, as well as tax exemption (e.g. VAT) for development activities.

Clear and transparent procurement procedures underpin UNDP's capacities to engage in digital transformation interventions. UNDP has extensive experience and knowledge in developing and introducing various e-tools and e-services across the government institutions (e-admission in the National Institute of Justice, various e-modules in the Elections Information System, e-case management system in Prosecution Service, etc.). Considering the peculiarities of developing software products, specialized expertise is contracted to ensure the procurement and contract management processes (business analysis, definition of specifications, evaluation of offers, technical monitoring of contract execution, etc.) meet the needs and comply with the industry requirements.

Theory of Change

The **overall objective** of the Project is to foster a more effective, professional and accountable police service by accelerating the digital transformation of police operations in contravention cases.

The overall theory of change of the Project is that,

> **if**
>
> digitalisation and modern IT solutions are used to support the transformation of police service delivery model in contravention cases, ensuring interconnectivity with other justice related e-systems and increasing the transparency and accountability of police operations,
>
> **then**
>
> men and women in Moldova will benefit from a more professional, effective, accountable, and human-centered Police service,
>
> **because**

premises for a digitally enabled police-community engagement will be created, contributing to ensuring the rule of law, enhanced public order and security and protection of human rights.

Implementation approaches

While implementing the planned interventions, the Project will pay due attention to specific crosscutting approaches. Having a gender-neutral load, the project will consider bringing **gender** aspects in many interventions increasing their potential to contribute to gender equality. When viewed through a gender lens, the project emerges as a potential platform for inter-institutional transformation, opening the door for deeper engagement with systemic gender issues, such as women's representation in the targeted institutions (only 20.5% of Police staff are women[24]), including in decision-making positions, sex disaggregated data collection, gender sensitive peculiarities related to access to justice for GBV survivors in contravention cases, gender-sensitive public awareness events, etc.

From the **environment** perspective, the Project will support digital transformation of workflows related to contravention cases, which will lead to using less paper and contribute to reducing the carbon footprint of police activity. Whenever practicable, the Project will use online tools to communicate, present, share and collect feedback, validate processes, etc., further supporting the efforts to reduce the impact on environment. The procurement performed by the Project will comply with UNDP's green procurement standards, while all related processes will be carried out using e-tendering tools. The Project will also be screened against the Social and Environmental Standards, which is a standard practice for all UNDP projects, and will be implemented in conformity with UNDP policies to ensure environmental sustainability, as well as ensure there is minimal negative impact on the environment.

The Project will be mindful of **conflict** perspective in the implementation of its interventions, monitoring the changing context to ensure that all Project activities "do no harm". This project goes hand in hand with internal improvement of working processes within the Moldovan police. Introducing digital services tackles multiple issues, like trust, anticorruption and integrity, performance and efficiency, etc. These changes might trigger internal resistance at institutional and individual level, prone to misunderstandings and misinterpretations. Project interventions will factor in all these aspects, providing tailored responses mindful of different group dynamics.

The **Human Rights Based Approach** is the key normative and conceptual basis for the UNDP's development assistance. In this respect, project will seek to ensure that e-contravention case management system offers relevant instruments to further facilitate access to personal data of the right holder while keeping the duty bearers accountable for their actions. The project will engage with the Police and other authorities to emphasize their responsibility across the digital transformation process, including enhancing integrity and efficiency, ensuring transparency and data protection.

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[24] https://politia.md/sites/default/files/raport_privind_activitatea_politiei_6_luni_2022.pdf

Expected Results

Enhanced capabilities to accelerate e-transformation of policing processes related to contravention cases

The achievement of Project's overall objective will be sought by engaging with the Ministry of Internal Affairs, the General Police Inspectorate, e-Governance Agency and other key stakeholders in digitalizing the processes related to contravention cases, aiming at developing and implementing the e-contravention case management system, building on the capabilities and tools existing in the MIA's software ecosystem. The new software solution will equip the police service with digital tools to underpin a more effective and transparent work across the public safety system, while harnessing the opportunities of digital technologies. It will seek to increase the level of quality and simplify the work of Police service and other state agents in the contravention cases by eliminating or significantly reducing the flow of paper documents used or produced as part of the contravention procedure

The new e-contravention case management system, developed through this intervention, will support the optimization of policing activities in contravention procedure, will improve discipline and institutional control over the contravention cases, will enhance the quality of data produced during the documentation of contraventions, will facilitate the exchange of data between MIA and other justice chain institutions with responsibilities in contravention cases (e.g. prosecution, courts). Furthermore, the new e-contravention case management system will harmonize and enhance collaboration among the 44 state institutions/agents with a mandate to detect and investigate contraventions.

To ensure the interoperability of the e-contravention case management system, a dialogue platform, engaging key state institutions/agents with a mandate to investigate contravention cases, e-Governance Agency and other stakeholders, will be set up to facilitate inter-agency discussions on the new e-tool and prepare the ground for its adoption and implementation once the system will be ready for use. This dialogue platform, led by the Ministry of Internal Affairs, will meet periodically (for instance, every two-three months) to take stock of the progress in development of the e-contravention system, exchange views and suggestions on operationalization of the new e-tool, recommend legal/regulatory amendments required to ensure its proper use, etc.

Considering the applicable legal provisions and procedures, the e-contravention case management system will ensure the interoperability with case management systems of prosecution and judiciary through the M-Connect e-service. Relevant categories of metadata to be exchanged will be determined during the conceptualization of the e-contravention system.

The development and operationalization of an e-case system for contravention cases and its interoperability with other related e-case systems will lead to the promotion and ensuring transparency, effectiveness and accountability of the policing activity. The digitalization of workflows will allow sharing e-contravention files and/or data with other relevant justice sector actors and will ensure interoperability with other e-case systems, thus speeding up the justice delivery in this kind of cases. The system will reduce the influence of human factor and the incidence of certain corruption risks, will make the actions trackable, timely, safer, and therefore will significantly strengthen the integrity, reliability, transparency and efficiency of

policing activity. Furthermore, the implementation of the e-contravention case management system will also contribute to the reduction of the impact on the environment by decreasing the use of paper and reducing the carbon footprint.

The new e-contravention case management system shall be built on a modern, secure, scalable and interconnectable technology/platform, which will offer various functionalities covering the expectations from a reengineered service delivery model in contravention cases. The preliminary discussions with the MIA and GPI indicated to a number of expected functionalities (to be further confirmed and fine-tuned during the conceptualization phase), which could enhance the performance and increase the effectiveness of police operations in contravention cases, including but not limiting to:

- Full digitalization of all 47 documents used in contravention cases to enable the implementation of the e-contravention file;
- Interconnection (with autocompletion features) with various databases and registers held by MIA or other state entities to allow instant exchange and consumption of necessary data;
- Possibility to attach/upload georeferenced evidence;
- Integration of various e-services offered by the e-Governance Agency (like M-Connect, M-Pay, M-Sign, M-Log, M-Cabinet and other relevant);
- Interconnection with 112 Emergency Service data, including the transfer of emergency call recording;
- Interconnection with e-case management systems used by justice chain actors (prosecution, courts, etc.);
- Integrate features which will allow third parties (lawyers, forensic experts, etc.) to access the e-contravention file;
- Offer possibilities to read identity documents and associated data (ID card, passport, driving license, etc.) and apply simplified electronic/digital signature using touchscreen devices;
- The new software solutions should have both a desktop and a mobile interface;
- The new system should define roles and provide access to all 44 state entities and state agents with mandate to deal with contravention cases to ensure a uniform approach in case management and tracking of cases;
- Robust reporting and analytic features (compliant with National Bureau of Statistics requirements to official data), offering the possibility to monitor the situation with contravention cases in real time.

The e-contravention system shall offer the access of person who committed a contravention to his/her file in light of the right to access to justice and legal remedies. Moreover, the e-contravention system will include features so that general data about contraventions and a minimum set of statistics (for instance, number of contraventions per categories, per institutions, gender distribution, sanctions applied, amount of fines imposed and paid, etc.) are available for the public.

A thorough business analysis and detailed technical specifications will further confirm and describe the 'To Be' model consistent with the discussed vision. Experiences and lessons learned from other jurisdictions will be sought through on-line consultations to ensure a proper learning and internalization of successes and failures related to the implementation of similar e-tools.

The development of the e-contravention case management system will employ various stages in an agile manner, which can be conventionally defined as.

(i) **Conceptualization** – including business analysis, development of technical specifications and requirements, engagement with relevant stakeholders, including exploration of users' expectations; reviewing/defining the regulatory framework and internal policies needed for the operationalization of the e-case system, etc.;

(ii) **Designing and configuration** – defining detailed functional specifications for the system, designing and developing the software solutions (defining goals, modelling the processes, building/configuring components and functionalities in line with the legislative/procedural and technical requirements, testing the solution deployed), developing platform administration and content management capacities of the end-users (MIA and GPI staff);

(iii) **Piloting** – the scale and duration of the piloting stage will be decided in cooperation with MIA and GPI and will focus on Police operations only;

(iv) **Stabilization and roll-out** – the Project will support the deployment of the software solution to be used by the MIA and GPI in contravention cases. The MIA will engage with other state entities/agents with a mandate in contravention cases to scale up and further deploy the software solution;

(v) **Maintenance** – envisaged for a period of up to 12 months, to be covered within the project's lifespan, addressing only corrective maintenance (bug fixing of the software solution deployed in line with the agreed technical specifications). Any request for additional configurations and development of new features or functionalities (outside of the agreed technical specifications) will be subject to a separate arrangement between MIA and/or GPI and the Contractor (or a third-party contractor), outside the scope of the current Project.

Specialized expertise will be employed by the project to conduct the assessment of needs, define the vision and technical specifications for the new e-contravention system. A qualified software development service provider will be selected through an open competition to deal with the process in a participatory and inclusive manner. Third-party quality assurance, performance and security testing will be deployed to ensure the proper functioning and compliance with applicable industry standards.

The expected software solution will be built on an open-source technologies/platform to allow for greater flexibility in case of further developments of the system. The necessary source codes, relevant documentation and copyrights will be transferred to MIA. This will help MIA further develop the system by engaging either with the Contractor which has developed the system, or a third-party contractor or using in-house capacities to this end.

Assistance will be provided to review the regulatory framework (for instance, Contravention Code, Criminal Procedure Code, relevant sectoral laws and regulations, and MIA's internal regulations) and propose amendments to ensure proper legal grounds for the usage of e-contravention case management system by the Police and other state institutions/agents, its compliance with data protection requirements, system's interoperability with other e-systems and application of e-processes and e-documents in contravention procedures. A detailed legal assessment will be prepared, identifying gaps and proposing solutions in this respect. The development of e-contravention system will be accompanied by drafting the system's technical concept and regulation to be approved as per applicable national procedures.

Capacity building and awareness activities will be implemented to strengthen the knowledge of end users (line police officers, supervisors, managers, system administrator, etc.), depending on their role and level of authorization and access, to make them better understand and use the system in their daily work. Several modalities are proposed to be employed to gradually ensure the level of knowledge and skills required to operationalize the system. A group of police staffers (for instance, two police staff from each police inspectorate) will be engaged in a ToT instruction, being capacitated to share the knowledge about the system among their colleagues and serve as focal points for further assistance and/or developments. Several criteria could be considered while identifying the potential candidates, such as digital literacy, teaching skills, gender balance, seniority, etc.

On the other hand, collaboration with Stefan cel Mare Academy of MIA will be sought to develop internal capacities and integrate knowledge about the e-contravention case management system into the training programme of newly recruited staff, as well as include training on the e-system in the continuous training offer. A copy of the e-contravention case management system will be deployed at the Stefan cel Mare Academy for hands-on training.

A dedicated training package will be developed to engage the management of targeted institutions and inform them about the digital transformation process they are part of and gain trust and ownership over the process. More focused capacity building will be delivered to support strategic budgetary planning for full operationalization and maintenance of the e-contravention case management system. Support will be provided to develop a costed e-contravention system implementation roadmap for 3-5 years after roll-out, paying due attention to budgeting resources for maintenance and development, planning interventions, defining new requirements to improve the system, etc.

To support the learning curve and extend the uptake of the new tool, user manuals/brochure and video tutorials about the e-contravention system and how to use it will be developed and shared with police officers during the inception training. Furthermore, a dedicated e-course will be developed and made available to all relevant stakeholders with mandate in contravention cases. The e-course will include topics on anticorruption, integrity, data protection and human rights to strengthen the change the new e-contravention case management system brings. In addition, a comprehensive information package will be developed to assist MIA and GPI with their communication efforts (including with justice chain actors) about the e-contravention case management system.

The MIA and GPI will be the main partners for the implementation of this initiative. A Memorandum of Understanding (MoU) between MIA, Sida and UNDP will be concluded as a first step to underline the openness and readiness of the partners to support this initiative, as well as define the level of efforts and engagement sought for this system to become fully operational and scalable. To streamline the planned activities, the MIA and GPI will appoint technical focal points/project managers, authorized to take operational decisions throughout the process on behalf of MIA and GPI. Strategic decisions will be consulted and agreed upon in higher-level meetings. The MIA and GPI will advocate for the regulatory amendments/changes (regulations, SOP, etc.) enabling the use of the e-contravention case management system. The national partners will provide the hardware (laptops, mobile devices, etc.) and storage space, required for carrying out the piloting and deployment of the software solution, as well as will undertake measures to ensure proper funding for maintenance and further development and upgrade of the e-contravention case management system and corresponding hardware infrastructure. Efforts will be deployed by the MIA and

GPI to extend the learning, communication and outreach about the new system by making use of the tools and materials developed with Project support. The MIA and GPI will also engage and will facilitate the dialogue with other national stakeholders (e.g., e-Governance Agency, STISC, Public Services Agency), relevant for advancing the implementation of the Project.

Resources Required to Achieve the Expected Results

To achieve the expected results, the Project will engage qualified national expertise, as well as specialized suppliers that will provide technical advice and services required for the implementation of Project activities.

The project team structure is designed to cover all intervention areas of the project. UNDP Country Office will provide programmatic support (planning, monitoring, reporting to Donor) and Project's quality assurance, as well as support to procurement processes, management of the Project budget and finance, human resources and administrative matters on a cost recovery basis.

The resources required are documented in the project budget, as necessary for delivering the above described assistance and achieving the expected results, as well as project administration and quality assurance.

Overall, the project budget is estimated at USD 935,678 to be provided by Sweden. A detailed breakdown of costs is presented in the attached Multi-Annual Work Plan. UNDP will undertake further resource mobilization efforts through the engagement with other Donors, as necessary.

Partnerships

The Project will engage with the Ministry of Internal Affairs and the General Police Inspectorate as the main project beneficiaries for the achievement of objectives set and ensuring national ownership over and sustainability of the results achieved. The Project will build on the already existing successful partnership that UNDP has with MIA and GPI, including the conceptualization and operationalization of e-tools (e.g., Police Intranet Concept, modernized software solution for the recruitment and evaluation of human resources (SIA RERU)).

Coordination with projects and interventions in the sector, supported by other development partners (EU, INL, etc.), will be sought to ensure synergies in achieving sector wide transformation. Synergies with other UNDP interventions focusing on acceleration of digital transformation agenda in the Republic of Moldova will be also facilitated through this intervention to capitalize on practical experiences gained and lessons learned, to the extent relevant for the Project.

Risks and Assumptions

Risks have been identified as part of the formulation process and captured in the risk log, attached herewith as an Annex. The Project implementation shall span over 36 months that might coincide with important events and reforms in the country, some of which can be anticipated and carefully factored into Project plans, while others will require the Project to adjust as unfolding.

The Project team will consider the specific circumstances (e.g., political context, Covid-related situation, regional humanitarian and security crisis, flow of refugees etc.) existing at the moment of implementation, and will plan and implement the activities with caution, including

the timing and feasibility of activities. As discussed during the mapping of beneficiaries' needs and expectations, time is a critical parameter for this Project. However, the industry standards and practices indicate that development of a software solution require a certain sequencing of steps, which cannot be skipped or altered in a different way without consequences over the quality of delivered products. The Project team and beneficiaries acknowledge this and will undertake all possible actions to advance the implementation of project activities without undue delay. To mitigate the eventual related risks, a Technical Working Group, gathering representatives (with managerial roles) of MIA, GPI, E-Governance Agency, UNDP and Donor, will be set up as a dialogue and decision-making platform for operational issues.

Throughout the implementation period, the Project shall maintain an apolitical focus, which ensures the possibility to continue the operation and interaction with all the stakeholders during and after the politically charged elections periods. The Project Risk Log shall be maintained throughout the Project implementation to capture potential risks and associated mitigation measures.

The Project's success depends upon a long-term commitment of Project partners to patiently work over the course of an extended period of time to find the most effective and sustainable solutions. It is assumed that internal factors such as Project design or Project team will perform at the highest level. It is also assumed that external factors, such as experts' quality, and stakeholder effort will all be strong. The Project results depend also on the assumptions that:

1) There is a strong political will to advance the digitalization of home affairs sector to improve the quality of services delivered and enhance the professionalism, transparency, accountability and inclusiveness of policing activity;

2) Implementing partners (MIA and GPI) have a strong ownership over the Project and effectively engage in its implementation and offer its time, staff and potentially financial (or in-kind) resources;

3) Project partners commit to sustain and further develop the results achieved with Project support;

4) A strong donors' coordination mechanism in the law enforcement sector is in place;

5) Project resources are sufficient to meet the identified needs and implement the activities agreed.

Stakeholder Engagement

Effective stakeholders' engagement is one of the key success factors for the Project's implementation and UNDP will capitalize on the wide experience and methodologies that exist in the organization to ensure "no one is left behind". The project envisages strong coordination among different stakeholders to achieve the expected results.

The Ministry of Internal Affairs and the General Police Inspectorate are the main stakeholders engaged in the Project implementation. They will act both, as core actors, contributing to the sustainable implementation of the project activities, as well as beneficiaries – reaping the benefits of achieved results.

The institutions will undertake specific responsibilities, meant to facilitate Project implementation (as described above in *Expected Results* compartment), including by ensuring the necessary regulatory coverage, allocation of resources (human resources, hardware, post-implementation maintenance, etc.) and swift decision taking on matters important for Project's progress.

South-South and Triangular Cooperation (SSC/TrC)

The Framework of operational guidelines on UN support to South-South and triangular cooperation defines South-South cooperation (SSC)[25] to be "a process whereby two or more developing countries pursue their individual and/or shared national capacity development objectives through exchanges of knowledge, skills, resources and technical know-how, and through regional and interregional collective actions, including partnerships involving Governments, regional organizations, civil society, academia and the private sector, for their individual and/or mutual benefit within and across regions. South-South cooperation is not a substitute for, but rather a complement to, North-South cooperation".

Triangular cooperation (TrC) involves Southern-driven partnerships between two or more developing countries supported by a developed country(ies)/or multilateral organization(s) to implement development cooperation programmes and projects.

The Project will seek to use, to the extent possible, the SCC/TrC to achieve and sustain the expected results by ensuring transfer of best available knowledge and experience, as well as, by communicating about and inspire other interested countries/entities to take over the Moldovan experience gained as part of this project. The SCC/TrC shall be applied in various forms that shall be deemed best suited for achieving the desired results, from peer-to-peer support and exchange, study visits, peer-reviews and international expertise to support the policy/legislation formulation process.

Knowledge

A specific focus shall be dedicated to developing and disseminating knowledge products to be used for knowledge sharing and replication of project methodologies by interested entities beyond the timespan of the project. Various knowledge products shall be produced as part of project implementation, namely user guidelines, subject-matter reports, activity reports and progress reports, public awareness materials. Experiences and achievements in the operation areas will be documented, to the extent possible, and shared to inform sector-wide policy change and reform initiatives at the national and/or sub-national levels. At the same time, the project shall produce and disseminate through media outlets and social networks various media products, to inform and educate the public through vivid examples about the Projects methodologies and results.

Sustainability and Scaling Up

The process initiated by the Project will have systematic and significant implications at institutional and service provision levels, having a sustainable impact both at the national and sub-national levels.

The intervention strategy shall focus on ensuring the lasting effect of the results achieved at all stages of work, by:

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[25] https://digitallibrary.un.org/record/826679

- *working through existing institutions and building proactive institutional partnerships* – all Project activities will be implemented with well-established partners (Ministry of Internal Affairs, General Police Inspectorate) whose institutional and professional capacities will be further enhanced to improve the overall quality of work of involved institutions. The Project will ensure a full and active engagement of targeted stakeholders at all stages of project implementation, thus ensuring the transfer of relevant experience and good practices to beneficiary institution. The efforts to enhance institutional capacities of project beneficiaries will contribute to establishing stronger and digitally enabled law enforcement bodies in the long-run;

- *fostering ownership and internalization of Project results* – as the Project aims to support the acceleration of digital transformation of policing activity and will introduce a new service delivery model, underpinned by institutional and professional capacity and changed behaviors, the investment will stay with the partner institutions and staff, as well as will be transformed into skills for more active sector-wide engagement. The Project will build capacities by implementing activities in a calibrated way, considering national capabilities for Project implementation and creating conditions for context-specific solutions to emerge, which can be shared, all increasing the sustainability of the Project interventions;

- *gearing self-multiplication mechanism* – the Project will work to leave behind a core group of professionals who are well prepared to continue the work and ensure that results do not only hold up, but that additional progress is made. Hence, the Project builds the multilateral capacity of stakeholders, transferring knowledge and skills rather than theories, and ensuring their buy-in and holding them accountable from the Project onset. All trainings to be provided as part of this Project will provide institutional knowledge for future interventions and will be accompanied by practical tools for replication;

- *rooting the results of the Project in national legal and policy frameworks* – the Project assistance shall produce new or revised pieces of legislation concerning the usage of e-contravention case management system to be approved and assumed by the national stakeholders, hence extending their validity beyond the Project's lifetime.

IV.   PROJECT MANAGEMENT

Cost Efficiency and Effectiveness

The proposed strategy is expected to deliver maximum results while making the best use of available resources, offered by Sweden. Further resource mobilization efforts through the engagement with other Donors will be undertaken as necessary. The Project will look for synergies with other projects in the democratic governance, justice and human rights, digital transformation fields (or beyond) that might allow for joint activities and for cost-sharing of activities to achieve higher value for money. The Project will also use the cost-saving Long-Term Agreements with providers of certain goods and services, available for the UN Country Team agencies due to existing arrangements within the UN Moldova Country Office. The Project will ensure sharing relevant expertise and implementing joint procurement with other UNDP projects.

Throughout the project implementation, the Project team shall maintain primary attention on other ongoing and planned initiatives (inside and outside of UNDP) and actively explore possible synergies and opportunities for co-ordination and co-operation to ensure complementary rather than overlapping activities. Consultations with key public authorities, other donors and financing entities will be conducted throughout the implementation in

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combination with required adaptive management, thereby seeking to ensure the most cost-effective and results oriented use of the Donor's resources assigned for the Project

Project Management

The implementation and monitoring of the project activities will be carried out by UNDP in accordance with its applicable regulations, rules, directives and procedures. UNDP Moldova will assume the overall management responsibility and accountability for project administration, including organizing implementation of Project activities, procurement of goods and services, recruitment of Project personnel and national and international consultants, connecting to national and international expertise and knowledge networks, and the quality assurance, ensuring the timely and expedient implementation of Project activities, including the provision of continuous feedback and information sharing among stakeholders.

UNDP Country Office will provide programmatic, quality assurance, procurement, financial management, human resources and other operational support services. The cost of support services provided will be charged to the Project budget, as described in the table below:

Support Services	Schedule for the Provision of the Support Services	Cost to UNDP of providing such Support Services	Amount and Method of Reimbursement of UNDP
Payments, disbursement and other financial transactions, including direct payments, budget revisions, etc.	As agreed in the Annual Workplan (AWP) from the inception to closure of the project	Cost-recovery based on UNDP Universal Price List and Local Price List[26]	Periodic billing based on actual staff costs and agreed percentage
Recruitment of staff, project personnel and consultants, including creation of vendors, selection and recruitment of I-PSA/N-PSA holders, personnel management services and banking administration, etc.			
Procurement of services and goods, including evaluation, proceeding through CAP, contracting, disposal and/or transfer of equipment and assets, customs clearance, etc.			
Travel support, including travel arrangements and authorization, ticket, visa and boking requests, F10 settlement, etc.			
Organization of conferences, workshops and trainings, etc.			
Communication support, ICT support, etc.			

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[26] https://popp.undp.org/SitePages/POPPSubject.aspx?SBJID=184&Menu=BusinessUnit

The Project Team will require office facilities and equipment to ensure functionality and operability of the Project, including computers, copy machine, phones, maintenance and utilities costs, etc. The Project Team will have a possibility to take part in staff development activities in country or abroad, as well as to accompany representatives of beneficiary/partner institutions in the study visits ensuring their good and efficient organization and also building their capacities for the effective performance and efficient project implementation.

Audit arrangements

The Project is subject to the standard UNDP audit arrangements. Being a subsidiary organ of the UN General Assembly and fully a part of the United Nations, UNDP enjoys a special status deriving from the UN Charter, the general legal framework of the UN, including the privileges and immunities enjoyed by the organization pursuant to the Convention on the Privileges and Immunities of the UN adopted by the General Assembly in 1946. In accordance with this status, audits of UNDP are guided by the 'single audit' principle. Under that principle, any review by any external authority, including any governmental authority, is precluded under regulation 7.6 of the Financial Regulations and Rules of the United Nations, which provides that "the Board of Auditors shall be completely independent and solely responsible for the conduct of audit." This principle was reaffirmed by the General Assembly in its resolution 59/272: "The General Assembly [...] 11. Reaffirms the role of the Board of Auditors and the Joint Inspection Unit as external oversight bodies, and, in this regard, affirms that any external review, audit, inspection, monitoring, evaluation or investigation of the Office can be undertaken only by such bodies or those mandated to do so by the General Assembly".

The last audit of UNDP Moldova conducted by the UNDP Office of Audit and Investigations (OAI) in March-April 2018, covered the period 01 Jan 2017-31 Jan 2018. OAI assessed[27] the UNDP Moldova office as 'satisfactory' (the highest rating), which means "The assessed governance arrangements, risk management practices and controls were adequately established and functioning well. Issued identified by the audit, if any, are unlikely to affect the achievement of the objectives of the audited entity/area". Satisfactory performance was noted in the following relevant areas: governance, human resources management, procurement, financial resources management.

Financial management

Financial management of the project will be conducted under UNDP Financial Regulation and Rules (FRR). FRR are regulations that govern the financial management of the United Nations Development Programme and shall apply to all resources administered by UNDP and to all the Funds and Programmes administered by the Administrator. They ensure acceptable levels of controls, as well as separation of duties. The new FRR are issued effective 1 January 2012 and govern the broad financial management of UNDP and the funds administered by UNDP, including the budgeting and accounting of resources. They have been updated to reflect the adoption of IPSAS and its terminology; and the revised harmonized cost classifications of the Joint report of UNDP, UNFPA and UNICEF on the road map to an integrated budget. Financial reporting mechanisms for the Project will follow UNDP rules and procedures and will comply with the reporting requirements of the Donor.

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[27] Audit of the UNDP Country Office in the Republic of Moldova, Report no. 1928 (23 May 2018), http://audit-public-disclosure.undp.org/view_audit_rpt_2.cfm?audit_id=1928

Anti-corruption

UNDP applies the UN Convention against Corruption and strictly follows the UNDP Policy of Fraud and Other Corrupt Practices at the country level. UNDP will provide mandatory capacity building for project staff and personnel to ensure compliance with the UNDP M&E Rules and Regulations, including on anti-corruption. The last internal audit of UNDP Country Office in Moldova (2018) has been satisfactory and there were no corruption cases identified at UNDP Moldova.

All Project staff will undertake the UNDP mandatory training courses on anti-corruption and on ethics during the project inception phase.

Accountability of managers at the country level is prescribed in UNDP's Programme and Operations Policies and Procedures (POPP) and the Internal Control Framework (ICF).

Intellectual property rights and use of logo

Project materials, publications, print or digital deliverables will be branded by the relevant UNDP logo and typography (subject to corporate brand-book) and donor's logo. All intellectual products produced under the Project will be equipped with a standard UNDP intellectual property right disclaimer and, at discretion and agreement with donor(s), may be placed into creative commons.

UNDAF 2018-2022 Outcome 1: The people of Moldova, in particular the most vulnerable, demand and benefit from democratic, transparent and accountable governance, gender-sensitive, human rights- and evidence-based public policies, equitable services, and efficient, effective and responsive public institutions

Outcome 1 indicators as stated in the Country Programme Document 2018-2022, including baseline and targets:

Indicator: % of people who trust in governance institutions (Parliament, Government, Justice) by sex and urban/rural status;
Baseline (April 2016): Justice: total: 7.8%; Men/Women: 9.1%/6.7%; Urban/Rural: 7.5%/8.0%;
Target (2022): Justice: total: 25% Men/Women: 25%/25%; Urban/Rural: 25%/25%.
Means of verification: Barometer of Public Opinion

Applicable Output(s) from the UNDP Strategic Plan 2022-2025:

2.1 Open, agile, accountable and future-ready governance systems in place to co-create and deliver solutions to accelerate SDG achievement

3.1 People and institutions equipped with strengthened digital capabilities and opportunities to contribute to and benefit from inclusive digital societies

Project title and Atlas Project Number: Supporting the e-transformation of policing processes related to contravention cases (Award (...) Output (...)

EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE	TARGETS (by frequency of data collection)		
			Value (2022)	Year 1	Year 2	Year 3
Enhanced capabilities to accelerate e-transformation of policing processes related	1. Level of progress made in developing amendments to the regulatory framework to	Project reports, external testimony	Gaps in the regulatory framework regarding the implementation of the e-contravention case management system	Review of the regulatory framework completed	Amendments to the regulatory framework to operationalize the implementation of the e-contravention case management system	N/A

	Indicator	Means of verification	Baseline	Target	Target	Target
to contravention cases	operationalize the usage of the e-contravention case management system			developed and submitted for endorsement	e-Contravention case management system	
	2. Level of progress made in developing and implementing the e-contravention case management system	Project reports, external testimony	No e-contravention case management system exists	e-Contravention case management system developed and piloted	e-Contravention management system stabilized and rolled-out	e-Contravention case management system operational and in use
	3. Number (w/m) of police staffers trained to use the e-contravention case management system	Project reports, external testimony	0	50 (including 20% women)	200 (including 20% women)	250 (including 20% women)
	4. Number of people reached cut through the awareness raising activities about the e-contravention system	Project reports, external testimony	0	500 (50% men, 50 % women)*	1500 (50% men, 50 % women)*	1000 (50% men, 50 % women)*

* Gender-disaggregated data will be collected to the extent possible from lists of attendance and/or other sources which will allow desegregation of data

VI. MONITORING AND EVALUATION

The implementation and monitoring of the Project activities will be carried out by UNDP in accordance with the applicable corporate regulations, rules, directives and procedures to ensure regular feedback on implementation, early identification of potential problems to facilitate timely adjustments to on-going activities. This framework will include M&E arrangements at different stages of implementation and different levels of intervention, aimed at ensuring a more comprehensive evidence of activities planned and results delivered, based on specific qualitative and quantitative data. Also, the Monitoring efforts, with emphasis on systematic assessment at the project level, will provide the basis for making decisions and taking actions, and shall provide indispensable information and data for evaluations. Both quantitative and qualitative data will be collected in order to track implementation progress. These data will be disaggregated for gender, youth, people with disabilities, geographic areas (in line with the specifics of project components) to assess the impact of the project. This information shall be used to enhance focus on vulnerable groups and ensure that each of them are contributing to and benefiting from the project interventions.

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plan:

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Annually, or in the frequency required for each indicator.	Slower than expected progress will be addressed by project management.	N/A	Project Management and Project Quality Assurance costs
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log (Annex 4). Audits will be conducted in accordance	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to	N/A	Project Management and Project Assurance costs

	Description	Frequency	Expected Action		Cost
	with UNDP's audit policy to manage financial risk.		keep track of identified risks and actions taken.	N/A	Project Management and Project Quality Assurance costs
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project	At least annually	Relevant lessons are captured by the project team and used to inform management decisions.	N/A	Project Management and Project Quality Assurance costs
Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.	N/A	Project Management and Project Quality Assurance costs
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project Steering Committee and used to make course corrections.	N/A	Project Management, Project Quality Assurance and the Project Steering Committee meetings costs
Project Report	A progress report will be presented to the Project Steering Committee and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project	Annually, and at the end of the project (final report)	Project Reports will be drafted by the project management, reviewed for quality assurance purpose, presented to, discussed and voted by the project Steering	N/A	Project Management and Project Quality Assurance costs

	quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.		Committee, and used for project progress documentation and decision making.	N/A
Project Review (Project Board)	The project's governance mechanism (project Steering Committee) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Steering Committee shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Biannually, or more frequently if deemed necessary	Any quality concerns or slower than expected progress should be discussed by the project Steering Committee and management actions agreed to address the issues identified.	Project Management, Project Quality Assurance and Project Steering Committee meetings costs

Evaluation Plan

Evaluation Title	Partners (if joint)	UNDAF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
Programme Evaluation	N/A	N/A	N/A	N/A	N/A

VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

The project will be implemented under the Support to the National Implementation Modality (Support to NIM). This means that the Project beneficiaries (Ministry of Internal Affairs and General Police Inspectorate) will be responsible for the general decision-making and implementation of Project activities, while UNDP Country Office (CO) will provide quality assurance and support services to the Project. In addition, UNDP CO will ensure project accountability, transparency, effectiveness and efficiency in implementation. The support services provided by the project may include: (i) identification and/or recruitment of project personnel; (ii) procurement of goods and services; (iii) financial services.

The Ministry of Internal Affairs of Moldova will act as the National Coordinator of the Project and will be responsible for the overall implementation of the Project. The National Coordinator's role is to ensure that the project is focused throughout its life cycle on achieving its objectives and delivering outputs that will contribute to higher level outcomes. The National Coordinator should ensure that the project provides value for money, ensuring a cost-efficient approach to the activities, balancing the demands of the beneficiary and supplier. In addition, the National Coordinator is responsible for convening and chairing the Project Steering Committee meetings, certifying the Project Annual Work Plans and Budgets approved by the Steering Committee, certifying the Budget Revisions generated by UNDP financial system, as necessary, and certifying Quarterly and Annual Project Combined Delivery Reports (CDR) generated by UNDP financial system.

A Project team will assist the Project beneficiary in the implementation of the Project.

A Project Steering Committee shall be set up and function as an overall management structure for the Project to oversee transparency, accountability and efficiency of the Project operations as well as assess opportunities, risks and political challenges and link the project to other relevant Government and development partners' initiatives. Most importantly, the Steering Committee will approve the Annual Work Plans, the Progress Reports and the Final Report prepared by the Project team and will take decisions on changes in Project activities or financial allocations, if any.

The Project Steering Committee will hold meetings twice a year. More frequent meetings of the Project Steering Committee may be organized, if deemed necessary. The Committee will monitor the Project progress, will decide on strategic decisions to ensure continued coherence between the implementation and the goals and objectives, will decide on the annual work plans and budgets, will revise and adjust the annual plans and budgets, as necessary. All the other matters will be decided by the UNDP Project team on a daily basis.

The Project Steering Committee shall tentatively include representatives of:

- Ministry of Internal Affairs (National Coordinator);
- UNDP;
- Sweden/Sida;
- General Police Inspectorate;
- IT Service/Ministry of Internal Affairs;
- E-Governance Agency;
- Civil society organizations;
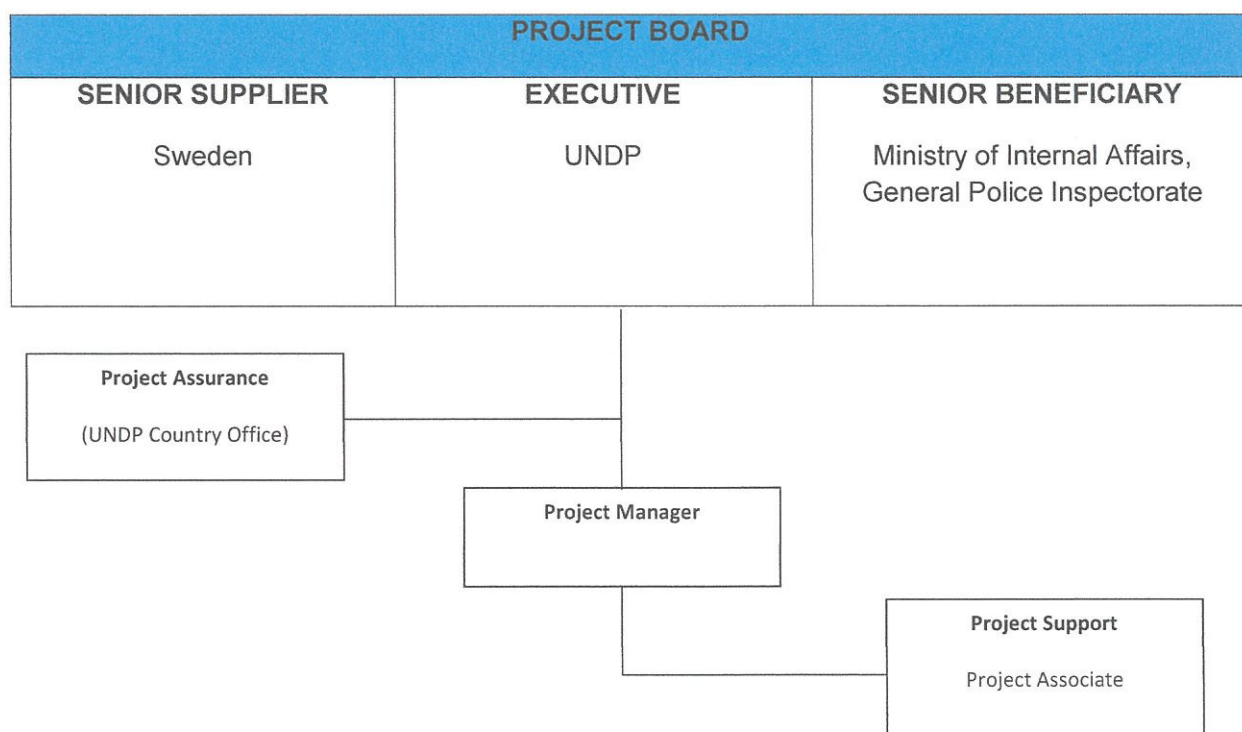- Other multilateral or bilateral partners (EUD, U.S. Embassy/INL, etc.).

The effective and efficient implementation of all activities will be ensured through a Project Team that will be staffed in line with UNDP policies, rules and regulations. The Project Team will include:

- Project Manager – has the authority to run the Project on a day-to-day basis on behalf and within the limits laid down by the Project Steering Committee;
- Project Associate – responsible for performing financial, administrative, procurement and other duties related to the implementation of Project activities.

The Project Team will ensure close coordination of the project activities with other relevant programmes, projects and initiatives to avoid possible duplication. The Project Team will ensure results-based project management and successful implementation of the project, close monitoring and evaluation of project progress, observance of procedures, transparency and efficient use of funds, quality of works, and the involvement of national and local stakeholders in the decision-making processes. The Project Team will have a full engagement during Year 1 and Year 2 of the Project (active project implementation phase), and a reduced engagement (20%) during Year 3, when the responsibility of the Team will reduce to ensuring monitoring of the e-Contravention system's maintenance period and performing final reporting and closure of the Project as per UNDP rules.

Project Quality Assurance is a key element of the PRINCE2 management method, upon which the Project Management Arrangements are based. 'Assurance' is essentially an independent audit function, whereby the Project Steering Committee is able to monitor progress against agreed work plans. The Project Quality Assurance role supports the Project Steering Committee by carrying out objective and independent project oversight and monitoring functions. This role ensures appropriate project milestones are managed and completed. On behalf of UNDP, the UNDP Effective Governance Programme Analyst and Programme Associate will have the project quality assurance role, by, inter alia, checking the Project performance and products and ensuring that organizational standards and policies are followed in the Project.

UNDP will carry out monitoring and assessment of risks, as well as provide narrative and financial reporting to project donors on a regular basis as determined by specific agreements.

PROJECT BOARD		
SENIOR SUPPLIER	**EXECUTIVE**	**SENIOR BENEFICIARY**
Sweden	UNDP	Ministry of Internal Affairs, General Police Inspectorate

Project Assurance

(UNDP Country Office)

Project Manager

Project Support

Project Associate

IX. Legal Context

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of the Republic of Moldova and UNDP, signed on 02 October 1992 and the Amendment of the same of 05 July 1997. All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner."

This project will be implemented by the UNDP in accordance with its corporate financial regulations, rules, practices and procedures.

X. Risk Management

1. Consistent with the Article III of the SBAA, the responsibility for the safety and security of the Implementing Partner and its personnel and property, and of UNDP's property in the Implementing Partner's custody, rests with the Implementing Partner. To this end, the Implementing Partner shall:
   a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
   b) assume all risks and liabilities related to the Implementing Partner's security, and the full implementation of the security plan.

2. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the Implementing Partner's obligations under this Project Document.

3. The Implementing Partner agrees to undertake all reasonable efforts to ensure that no UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml.

4. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (http://www.undp.org/ses) and related Accountability Mechanism (http://www.undp.org/secu-srm).

5. The Implementing Partner shall: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.

6. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.

7. The Implementing Partner will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, responsible parties, subcontractors and sub recipients in implementing the project or using UNDP funds. The Implementing Partner will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.

8. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to the Implementing Partner: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. The Implementing Partner agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.

9. In the event that an investigation is required, UNDP has the obligation to conduct investigations relating to any aspect of UNDP projects and programmes. The Implementing Partner shall provide its full cooperation, including making available personnel, relevant documentation, and granting access to the Implementing Partner's (and its consultants', responsible parties', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with the Implementing Partner to find a solution.

10. The signatories to this Project Document will promptly inform one another in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.

    Where the Implementing Partner becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, the Implementing Partner will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). The Implementing Partner shall provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

11. The Implementing Partner agrees that, where applicable, donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities which are the subject of this Project Document, may seek recourse to the Implementing Partner for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

    Where such funds have not been refunded to UNDP, the Implementing Partner agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Project Document, may seek recourse to the Implementing Partner for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

    Note: The term "Project Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

12. Each contract issued by the Implementing Partner in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from the Implementing Partner shall cooperate with any and all investigations and post-payment audits.

13. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.

14. The Implementing Partner shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to each responsible party, subcontractor and sub-recipient and that all the clauses under this section entitled "Risk Management Standard Clauses" are included, *mutatis mutandis*, in all sub-contracts or sub-agreements entered into further to this Project Document.

XI. Annexes

1. **Multi-Year Activity Plan and Budget**

2. **Project Quality Assurance Report – in UNDP on-line internal system**

3. **Project's Social and Environmental Screening**

4. **Risks Log**

5. **Project Board Terms of Reference and TORs of key management positions**