

PROJECT DOCUMENT
MOLDOVA



Project Title: "Strengthening capacities of the Ministry of Internal Affairs and its subdivisions for the effective implementation of the sector reform agenda"

Project Number: 00101611

Implementing Partner: Minister of Internal Affairs (MIA) of the Republic of Moldova

Start Date: February 2017

End Date: 31 December 2017

PAC Meeting date: 3 February 2017

Brief Description

The project is designed to address the needs of the MIA for the implementation of the sector reform, in particular by establishing effective systems ensuring human security and a rapid coordinated response to the crisis situations, and by the modernization of internal ICT tools, networks and equipment to achieve better efficiency, transparency and accountability. The project will further build on the previous joint interventions, including Strengthening institutional capacities of the MIA in the field of fighting crime with particular focus on improving the information analysis function and Small Arms and Light Weapons (SALW) control (2012 – 2013).

The project will support the implementation of the Government of Moldova's Program 2016 – 2018, that places a strong focus on the continuation of the reform in the MIA in line with the EU-Republic of Moldova Association Agreement. Development of the institutional capacities of MIA and its subdivisions will also contribute to achieve a progress in meeting Moldova's nationalized SDGs targets 16.6 "Develop effective, accountable and transparent institutions at all levels" and 16.a "Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime".¹

The project will be implemented in line with strategic priorities of the United Nations in Moldova and the relevant national strategic documents. Both men and women, including those belonging to vulnerable groups, will be engaged in the implementation of project and will benefit from its results.

UNPF OUTCOME 22 Institutional Strengthening: Increased transparency, accountability and efficiency of central and local public authorities.
SP OUTCOME 2: Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance
OUTPUT 2.2: Institutions and systems enabled to address awareness, prevention and enforcement of anti-corruption measures across sectors and stakeholders

Total resources required:	USD 3,500,000.00	
Total resources allocated:	UNDP TRAC:	
	Donor:	
	Donor:	
	Government:	USD 1,232,980.00
	In-Kind:	
Unfunded:	USD 2,267,020.00	

Agreed by (signatures):

Implementing Partner: Ministry of Internal Affairs of the Republic of Moldova	UNDP
Mr. Alexandru Jizdan, Minister of Internal Affairs of the Republic of Moldova	Mrs. Dafina Gercheva, UN Resident Coordinator, UNDP Resident Representative
Date: 02.03.17	Date: 02.03.17

¹ <https://sustainabledevelopment.un.org/sdg16>; <https://sustainabledevelopment.un.org/sdg16>

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I. DEVELOPMENT CHALLENGE

Institutional development of public institutions is one of the key objectives for the Government of Moldova and the United Nations in Moldova Partnership Framework for 2013–2017 Towards Unity in Action that identifies “increased transparency, accountability and efficiency of central and local public authorities” as one of the key objectives in enhancing Democratic Governance, Justice, Equality and Human Rights.

The main objective of the complex process of the reform of the internal affairs system in Moldova is to strengthen professional, efficient, and politically neutral institutions that exercise their functions in the interest of people – both men and women, including those belonging to vulnerable, minority and marginalised groups, ensuring the respect of the rule of law, equality and protection of human rights.²

The Government Decision No. 1109 “On the adoption of the Concept on the Reform of the Ministry of Internal Affairs and its subordinated sub-divisions”³ represents the first public policy document that had identified the main problems within the system and established the reform objectives. The reform is based on national strategic documents, such as the National Development Strategy “Moldova – 2020”, National Justice Sector Reform Strategy (2011 – 2016), National Anti-Corruption Strategy (2011 – 2016), and the National Action Plan on the implementation of the EU – Republic of Moldova Association Agreement (AA) 2017–2019.⁴ Targeted reform frameworks had been developed for the subdivisions of the Ministry and the particular areas under its responsibility:

- National Strategy on prevention and combating of money laundering and financing of terrorism (2013–2017);
- National Strategy on prevention and combatting of the organised crime (2011–2016);
- National Strategy on the integrated border management (2015 –2017);
- National Plan on prevention and combatting of the traffic in human beings (2014–2016);
- National Strategy for Information Society Development "Digital Moldova 2020";⁵
- National Programme on cyber security of the Republic of Moldova for 2016-2020.⁶

The strategic documents are aimed at ensuring the continuity of reform launched by the Ministry of Internal Affairs in line with European standards and the best international practice. Moreover, the scope of the reform is to achieve the enhanced capacities and strengthened integrity of the staff and the institutionalisation of the activity approach based on the implementation of human rights of women and men. They pay particular attention to the implementation of the effective and efficient methods of work, development of capacities and professional competencies, and to offering modern instruments and tools to the staff, including modern ICT, as well as of the infrastructure for the effective implementation of their functions.

In the first phase of the reform the Ministry of Internal Affairs and its sub-divisions made substantive progress achieving a radical change in the optimisation of structures towards compliance with similar structures in the EU Member States and also in the improvement of the quality of services offered to men and women in Moldova. The Government of Moldova’s Program 2016 – 2018⁷ places a strong focus on the continuation of the reform in the MIA through further structural and functional change for enhancing the institutional capacities and delivering quality services. In this context, the MIA has to continue the reform process and to implement necessary measures for ensuring the protection of life, health, dignity, rights, interests and property of men and women from crime. This means prevention and curbing of the crime, maintaining the public order and ensuring human security, strengthen the civil protection system and protection of the population from the natural and

² Strategia de dezvoltare a poliției pentru anii 2016-2020, <http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=364882>
Governmental Decision 1109 /2012 with further amendments,
<http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=337008>

⁴ National Action Plan on the implementation of the EU – Republic of Moldova Association Agreement (AA) 2017–2019,
http://gov.md/sites/default/files/document/attachments/intr07_98.pdf

⁵ Government Decision no. 857 of 31 October 2013 <http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=350246>

⁶ Government Decision no. 811 of 29 October 2015 <http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=361818>

⁷The Government of Moldova’s Program 2016–2018,
http://gov.md/sites/default/files/document/attachments/government_of_republic_of_moldova_-_action_programme_of_the_government_of_republic_of_moldova_for_2016-2018.pdf

human-made disasters, as well as manage the border in an integrated manner to combat illegal immigration and cross-border crime. The need for the continuation of the reform is suggested, *inter alia*, by the existing population's perceptions about the services provided in the sector. Despite relatively high trust (25,4 %) in Police in comparison with the Government as a whole (9,2%),⁸ still both the MIA and the subordinated institutions including Police, suffer from a reputation of being affected by corruption and politicisation.

The situation is partially due to the fact that many of the reform targets are not achieved yet and not all the activities are implemented, while the reform shall address also emerging needs and priorities. The MIA and its subdivision are still in need of capacity development, development of their infrastructure, endowment with the modern instruments and tools, including ICT-based ones.

II. STRATEGY

Supporting the government's modernization efforts, implementation of the Association Agreement/Deep Comprehensive Free Trade Agreement and Visa Liberalization Action Plan is adding extra challenges for MIA to address.⁹ At the same time, there is a well accentuated need for continued capacity building and support to ensure further institutionalization of the processes and procedures introduced and sustainability of the investment and changes made over previous years.

The MIA and UNDP have agreed to address particular challenges in the implementation of the reform strategy, particularly focused on the following:

- 1) The Government Decision nr.1206 as of 11.02.2016 on the National Coordination Center for the Public Order Integrated Actions (Crisis Center)¹⁰ requires the MIA to establish such a Center. Despite the existence of the normative basis on the Crisis Centre, MIA still needs to establish and institutionalize it in line with modern standards and develop capacities of the staff for its effective use in crisis situations;
- 2) Presently, there is a lack of an adequate policy and a normative framework on preventing cases of drowning, as well as of an appropriate training facility for rescuers and divers, while according to recent global studies, Moldova ranks 44 globally on cases of drowning:¹¹ in 2014 there were 144 cases (118 adults, including 96 males, 22 females and 26 minors), in 2015 - 144 cases (130 adults, including 126 males, 4 females and 14 minors);¹²
- 3) Through the MIA order nr.18 of 22 January 2013 the Development Strategy of Information Technology and Communications (ICT) in the MIA for 2013-2015 and the Action Plan on its implementation were approved. As required by these documents, an internal audit on the situation of ICT and architecture definition in MIA central apparatus and in all subordinated subdivisions (Information Technologies Service, General Police Inspectorate, Department Border Police, Civil Protection and Emergency Situations Department, Bureau of Migration and Asylum, etc.) has been carried out. The assessment found that the ICT infrastructure at MIA is unevenly developed, while significant deficiencies were detected in several MIA subdivisions, especially in the segment of end users and the corporate network;
- 4) MIA and its subdivision still have underdeveloped capacities in project management and in procurement of goods and services and the need to support developing those has been addressed to UNDP.

The present Project Document is designed to address the MIA and its sub-divisions priority needs, as specified above. The project's activities will address some of the newly emerged needs of the MIA, by providing an appropriate Crisis Centre set up, drowning prevention activities, local ICT network improvement, special equipment for the prevention of corruptive behavior at the main

⁸ BOP, October 2016 http://ipp.md/public/files/Barometru/BOP_10.2016.pdf

⁹ The Republic of Moldova signed the EU-RM Moldova Association Agreement (AA) coupled, with a Deep and Comprehensive Free Trade Area (DCFTA) agreement, on 27 June 2014. The European Parliament gave its consent to the AA on 13 November 2014 and the agreement is now ratified by all EU members and officially came into force.

The actions included in Visa Liberalization Action Plan were also completed. The Plan envisions steps in the improvement of border management, migration and asylum policy and practice; and strengthening of the rule of law in the country. Recognizing the Republic of Moldova's progress, the EU granted Moldovan citizens biometric passports for visa-free travel on 28 April 2014

¹⁰ The Government Decision nr.1206 as of 11.02.2016 , <http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=367395>

¹¹ <http://www.worldlifeexpectancy.com/cause-of-death/drownings/by-country/>

¹² MIA information.

Border Crossing Points, endowment of the sub-divisions with modern equipment, as well as support strengthening the capacities of the MIA and its subdivisions staff for using modernized systems and tools and for transparent and efficient procurement of goods and services.

The MIA is a key central public administration institution responsible for the implementation of the constitutional prerogatives of the Government in the area of development, promotion and implementation of national policies ensuring law enforcement, public order, civil protection, the integrated management of state border, combating crime and illegal immigration, ensuring at the same time protection of human rights of men and women. The MIA consists of the central apparatus (11 divisions) and 10 subordinated institutions with 15,535 employees (12,755 males and 2,780 females) in 2016.¹³

With continued external support, the MIA and its subdivisions are steadily moving towards becoming a well-functioning, effective, modern, transparent, and inclusive institution, in line with international best practices and standards, including on gender and human rights.

Like previous assistance delivered to MIA, the project will be implemented in line with strategic priorities of the United Nations in Moldova and it will contribute to achieving the expected results under the UN Partnership Framework areas of “Institutional Strengthening: Increased transparency, accountability and efficiency of central and local public authorities”, aligned with the national strategic priorities and Moldova’s international commitments.

The project will support the implementation of the Concept on the MIA reform and of the strategic objectives for the reform of its subdivisions. All results and activities of the project will be geared towards ensuring the MIA and its subdivisions are able to fulfill its internal modernization efforts and strategic objectives in line with international best practices including mainstreaming and promotion of human rights and gender responsiveness.

The project will apply an actor-focused approach to achieve the expected results by focusing on the various actors within MIA: staff within the departments of the MIA and staff working within the MIA subdivisions. UNDP will use its regional and global network and expertise for sharing experience on issues engaging with civil society and citizen practices, good practices of anti-corruption work, human rights-based approach, and gender equality mainstreaming principles.

The project will focus on improving the institutional capacity of the MIA to meet European and international standards of gender and human rights. The project’s human rights-based approach (HRBA) will be ensured by tackling accessibility issues, including for persons with disabilities, via application of the „user safari” methodology prior-after construction/renovations/improvement of infrastructure, making these objects accessible and people centered for both beneficiaries and staff persons. The methodology can be applied for the improvement of the MIA’s Crisis Centre, sports facility, Medical Service, BMA, BPD, etc. The project will be also implemented in a gender-sensitive way taking into consideration the different needs and opportunities of men and women – both as the MIA’s staff and as direct and/or indirect beneficiaries of the project and its results. It will also take into account additional job generation, and to open opportunities for the employment of men and women belonging to underrepresented, vulnerable and marginalized groups, including persons with disabilities. Gender and human rights will be mainstreamed throughout the project activities, including in the work with MIA subdivisions and other involved stakeholders, while sex and other vulnerability criteria disaggregated data on the participants of the project activities and beneficiaries will be collected throughout the project’s timeline.

III. RESULTS, THEORY OF CHANGE, REQUIRED RESOURCES AND PARTNERSHIPS

The **Objective** of the project is to contribute to the enhancement of the operational and functional framework of MIA for the efficient, transparent and inclusive implementation of the sector reform agenda in the areas of public order, civil protection, border security, migration and asylum in compliance with the national priorities and international commitments improving the effectiveness

¹³ MIA Information

in designing and implementation of sectoral policies and services addressing the needs of men and women in Moldova. The actions of the project will facilitate the creation of the viable gender sensitive nationwide mechanism ensuring an appropriate preparedness of state authorities to respond to events that pose a direct threat to public order and national security through a coordinated interaction.

The Proposed project is focused on the achievement of the following results.

The operationalization of the MIA Crisis Centre will be supported by the Centre premises renovation/adaptation and endowment with needed equipment, including ICT. On the basis of the Government Decision nr.1206 as of 11.02.2016 on the National Coordination Center for the Public Order Integrated Actions (Crisis Center) the MIA has developed a design plan for the Crisis Centre that will be used by the project. The mission of the Crisis Center is to ensure integrated management of the public order crises by accumulation, analysis, generalization, and dissemination of relevant data and information, proper risk and threats assessment. The project will also contribute to the elaboration of the Standard Operating Procedures (SOP) of the Centre ensuring its effective functioning. In this respect, UNDP will build on good international practices, rules, regulations, and standards by accessing advanced regional expertise and using its other comparative advantages.

With project's support the MIA Medical Service will be efficiently capacitated by the procurement of urgently needed medical equipment for the service provision not only to the patients from MIA system, but also for the retired staff. The following medical equipment may serve as an example of such procurement: anesthesia unit, artificial lung ventilation machine, vital signs monitors, other surgery room equipment, etc. that is critically needed, in particular for crisis situations causing injuries among the MIA's staff and general public.

The proposed initiative also aims to contribute to a decrease in cases of drowning, mainly by a detailed design and renovation works to upgrade the MIA Training Center for life skills trainings of MIA system staff, as well as the population in the vicinity. The upgraded facility will be used for more effective drowning cases' simulation (first aid and rescue) training courses. Besides enhancing MIA's capacity, this activity includes clear benefits for youth, men and women belonging to vulnerable groups. The MIA analysis over recent years showed an alarming situation in terms of death rate, especially among youth, caused by drowning in the aquatic areas of the country.¹⁴ The Project will ensure provision of relevant expertise to develop a programme for continuous learning for rescuers and divers. Furthermore, it will support the involvement of all stakeholders, including; local public authorities (LPAs) and civil society to tackle the alarming drowning statistics in the country. To ensure the participatory approach in this intervention, a Working Group will be established consisting of representatives of the Ministry of Internal Affairs, Department for Civil Protection, Ministry of Education, Ministry of Youth and Sports, Local Public Administration, school associations of parents, CSOs and other relevant stakeholders.

Support to MIA Informational Technologies Service (ITS) will be provided by improvement of the regional and local networks in MIA subdivisions by replacement of the outdated equipment or/and set up of new network connections, procurement of workplace equipment, and continuation of the TETRA radio communication network development. Hence, the current initiative aims to increase sustainability of the results and benefits from previous and ongoing projects, by further reorganization, modernization and development of local networks within the MIA territorial subdivisions - one of the key elements for creating a unified and secured information network. The intervention will have a positive impact on police and other MIA subdivisions' service provision to all beneficiaries.

The project will support the operationalization the "One Stop Shop" for Documentation of Foreigners in Balti and ensuring the functionality of the Center for Integration of Foreigners in Balti to strengthen capacities of BMA's regional services (North and Centre). The results will be achieved through the efficient procurement of needed equipment for endowment of the "front office" for beneficiaries, "back office" for staff, training space, and development of the software (BMA Common ICT Platform).

¹⁴ For relevant MIA data see section II. Point 2 of the actual Project Document (p.3)

The Project will support setting up a system of video surveillance at the border crossing points by equipping them with video cameras or/and by equipping the border police guards with body video-cameras. This is expected to lead to a significant increase of transparency, accountability, and integrity of the Border Police Department in ensuring quality public service provision, promptitude of reaction on deviations, and decreasing the corruption risks.

The project was designed upon the request of the MIA and its sub-divisions (Bureau for Migration and Asylum, Border Police Department, and Information Technologies Service), being the **drivers for change** in line with the sectoral reform agenda. The project will benefit from the partners' strong commitment to reform and their ownership of the expected results. Lack of certain capacities within institutions to fulfil their functions will be addressed by the project as the **main constraints to change**. The project will address the identified constraints and the connected challenges turning them in intervention points that will lead to the accomplishment of the overall goal.

The expected **outcome** of the Project is to enhance the MIA and its sub-divisions capacities, equip them with instruments and tools to implement the sector reform agenda in line with the national priorities and international commitments improving the effectiveness in designing and implementation of policies addressing the needs of men and women in the Republic of Moldova.

As part of the Theory of Change, **national ownership** of the process is embedded through the following principles: participation of all stakeholders in the project design (MIA central apparatus and its sub-divisions - Bureau for Migration and Asylum, Border Police Department, Medical Service and Information Technologies Service); alignment with the Government Programme 2016 – 2018 and the strategic documents setting forward the sector reform agenda and the mutual accountability as a foundation for engagement, coordination and achievements of results.

The overall theory of change of the project is that

if,

- a.) the MIA receives support in the implementation of particular objectives of its reform agenda;
- b.) and its capacities for addressing the crisis situation and ensuring men and women's security are enhanced;
- c.) and its central apparatus and subdivisions are equipped with modern ICT-based instruments and tools;
- d.) and its staff capacity in project implementation and transparent and value for money procurement are developed,

then

the MIA and its sub-divisions will be able to achieve a steady progress in the implementation of the sector reform agenda in line with the national priorities and international commitments improving the effectiveness in designing and implementation of policies addressing the needs of men and women, including those belonging to vulnerable, minority and marginalized groups, in Moldova

because

the security of men and women in the Moldova will be better protected.

Output 1: Enhance the institutional operational capacities of the MIA for strengthening human security through effectively addressing crisis situations

If the MIA and its subdivisions receive the required support in setting up the Crisis Response Center and in developing capacities of the relevant staff in addressing human security on surface water **then** the security of the population of Moldova in crisis situations will be better protected **because** the MIA will have the required facilities, capacities and tools to address the crisis situations in a coordinated and integrated way and to protect the security of men and women, including youth, on the territory of Moldova.

Activity 1.1: Strengthen the crisis response capacities of the MIA and its sub-divisions through the establishment and operationalization of the National Coordination Centre for Integrated Actions of Public Order (**Crisis Centre**) as a platform for common integrated management of public order and security

Sub-activities:

- Renovation of premises for the National Coordination Centre for Integrated Actions of Public Order (Crisis Centre);
- Procurement of equipment for the operationalization of the Crisis Center.

Activity 1.2: Building operational management capacities of the MIA employees for the effective functioning of the Crisis Center by their professional development in operational management

Sub-activities:

- Elaboration of the Standard Operational procedures (SOPs) for the effective functioning of the Crisis Center;
- Development of MIA staff's capacities for addressing crisis situations and ensuring human security by the means of the Crisis Center.

Activity 1.3: Support MIA in developing systems and capacities for addressing human security on water and decreasing the rate of deaths caused by drowning

Sub-activities:

- Implement a detailed design for the refurbishment and renovation of the Training Centre for continuous all year rescue training and certification of the relevant MAI staff;
- Carry out renovation works for the modernization of the Training Center (in case sufficient resources are mobilized);
- Provide support to MIA in the elaboration of the programme of the continuous training for rescuers and divers;
- Provide support to MIA in the elaboration of the normative framework to address human security on water and to decrease the rate of deaths caused by drowning and facilitate its implementation by the central and local public administration institutions, including through the engagement of the Civil Society in drowning prevention and swimming skills development.

Activity 1.4: Procurement of the medical equipment for the MIA Medical Service

Sub-activities:

- Provide support to MIA in the procurement of medical equipment for the Medical Service.

Output 2: Improve the operational and functional capacities of the MIA and its subdivisions by endowment with modern ICT tools

If the MIA and its subdivision are endowed with modern ICT based tools, **then** they will be able to modernize their systems and services ensuring their transparency and efficiency **because** the modern equipment and tools provide opportunities for the simplification and streamlining of business processes. The project seeks to achieve the Outcome by means of two Outputs:

Activity 2.1: Support enhancing the capacities of MIA and its subdivisions by upgrading, reorganization and modernization of the network infrastructure.

Sub-activities:

- Upgrading, reorganization and modernization of the local ICT network infrastructure, according needs assessment and elaborated relevant architecture;

Activity 2.2: Support strengthening of the Bureau of Migration and Asylum (BMA) capacities by the endowment with ICT equipment and software.

Sub-activities:

- Modernization of BMA equipment, information systems and software, according to the needs of the beneficiary;

Activity 2.3: Support strengthening the Border Police Department (BPD) institutional integrity through endowment with the specialized equipment.
Sub-activities: Modernization of BPD equipment and information systems.

Required Resources and Partnerships

Strong national ownership of the process is embedded through the following principles: participation of the main stakeholders in project design (MIA, ITS, BMA, MS and BPD); alignment with the national and sector priorities; ensuring that the stakeholders are not only beneficiaries but also active contributors to the reform process; ensuring participation of men and women in the project implementation; the national partners are the main donors of the project; ensuring mutual accountability as a foundation for engagement, coordination and achievement of development results.

Risks and Assumptions

The key risks assessment and social and environment screening procedure that can threaten the achievement of results are attached in the Annexes.

Sustainability and Scaling Up

The MIA national ownership of the Project (the MIA's dual role as Implementing Partner and the Donor), application of the UNDP management and monitoring arrangements along with ensured synergies between other ongoing initiatives supported by development partners will lead to sustainability of the results and/or further possibilities of scale-up results of the project. The project through its activities is designed to strengthen national capacities.

IV. RESULTS FRAMEWORK¹⁵

Project title and ID (00101611): “Strengthening capacities of the Ministry of Internal Affairs and its subdivisions for the effective implementation of the sector reform agenda”

Country Programme Results and Resource Framework Outcome:

- UNPF OUTCOME: Institutional Strengthening: Increased transparency, accountability and efficiency of central and local public authorities.
- SP OUTCOME 2: Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance

Outcome Indicator:

Level of confidence in Police.

Outcome Baseline:

2016 the level of confidence in Police 25,4% (Source: Public Opinion Barometer, Institute of Public Policies, October 2016)

Outcome Target:

An increase of the level of confidence in Police to 28 % by 2018 (Source: Public Opinion Barometer, Institute of Public Policies, April 2018)

Impact: The Government of the Republic of Moldova has advanced in the implementation of the EU – Moldova Association Agreement and the Global Agenda 2030.

Impact Indicator 1: Progress in the implementation of the EU – Republic of Moldova Association Agreement

Impact Baseline: Institutional capacity of the Government of Republic of Moldova is a major challenge (2016).

Impact Target: Continuous progress achieved toward Institutional capacity of the Government of Republic of Moldova (2017, 2018).

Means of Verification: Annual EU Commission Working Document on implementation of the EU – Republic of Moldova Association Agreement.

Impact Indicator 2: Progress in the implementation of the nationalized SDGs Target 16.6

“Develop effective, accountable and transparent institutions at all levels” and target 16.a

“Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime”

Impact Baseline: 2017 SDGs targets nationalized, implementation started

¹⁵ UNDP publishes its project information (indicators, baselines, targets and results) to meet the International Aid Transparency Initiative (IATI) standards. Make sure that indicators are S.M.A.R.T. (Specific, Measurable, Attainable, Relevant and Time-bound), provide accurate baselines and targets underpinned by reliable evidence and data, and avoid acronyms so that external audience clearly understand the results of the project. To be mentioned that gender specific indicators will be integrated in the monitoring framework

Impact Target: Progress achieved in the implementation of SDG 16.b and 16.a

Means of Verification: 2018 SDGs National Report

Project Outcome:

The enhancement of the operational and functional framework of MIA for the efficient, transparent and inclusive implementation of the sector reform agenda in the areas of public order, civil protection, border security, migration and asylum in compliance with the national priorities and international commitments improving the effectiveness in designing and implementation of sectoral policies and services addressing the needs of men and women in the Republic of Moldova.

The project seeks to achieve the Outcome by means of two Outputs and seven Interventions:

Outcome Indicator: The MIA has improved capacities and is better equipped for implementing effective and efficient measures in the areas of public order, civil protection, border security, and migration and asylum in gender sensitive and people-centered manner

Outcome Baseline: Insufficient capacities

Outcome Target: The MIA has established a Crisis Response Centre and equipped its subdivisions with the modern equipment, including ICT, for more effective implementation of its functions

Means of Verification: MIA 2017 Annual Report

INTENDED OUTPUTS	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p>Output 1: Enhance the institutional and operational capacities of the MIA for strengthening human security through effectively addressing crisis situations</p> <p>Indicator 1.1: Crisis Center Operationalized Baseline 1.1: No Crisis Center at the MIA Target 1.1: Crisis Center created and operationalized Means of Verification 1.1: MIA Report 2017</p> <p>Indicator 1.2: Detailed design of the MIA Training Center for rescuers on the open water developed Baseline 1.2: No MIA Training Center for rescuers</p>	<p>Activity 1.1: Strengthening the crisis response capacities of the MIA and its sub-divisions through the establishment and operationalization of the National Coordination Centre for Integrated Actions of Public Order (Crisis Centre) as a platform for common integrated management of public order and security</p> <p>Activity 1.2: Building operational management capacities of the MIA employees for the effective functioning of the Crisis Center by their professional development in operational management</p> <p>Activity 1.3: Support MIA in developing systems and capacities for addressing human security on the water and decreasing the rate of deaths caused by drowning</p> <p>Activity 1.4: Procurement of the medical equipment for the MIA Medical Service</p>	<p>UNDP MIA MS</p>	<p>International Consultants, National Consultants, Companies/Goods and Services, Project management costs</p>

<p>Target 1.2: Detailed design of the MIA Training Center for rescuers on the open water in place Means of Verification 1.2: MIA Report 2017</p> <p>Indicator 1.3: Medical equipment procured and installed Baseline 1.3: Insufficient set of medical equipment at the disposal of the MIA Medical Service Target 1.3: Medical equipment procured and installed Means of Verification 1.3: Documentation on the transfer of the medical equipment from UNDP to MIA</p>			
<p>Output 2: Improve the operational and functional capacities of the MIA and its subdivisions by endowment with the modern ICT tools and systems</p> <p>Indicator 2.1: MIA subdivisions, including GPI endowed with the modernized ICT network, other participating subdivisions soft-and hardware (BMA and BPD) and other needed equipment Baseline 2.1: insufficient ICT capacities of the MIA and its subdivisions Target 2.1: Enhanced operational and functional capacities of the MIA and its subdivisions (ITS, BMA, BPD) through endowment with the modern ICT equipment, MIA ICT network enhanced Means of Verification 1: Documentation on the transfer of the ICT equipment from UNDP to MIA, ITS, BMA, and BPD</p>	<p>Activity 2.1: Support enhancing the capacities of MIA and its subdivisions by upgrading, reorganization and modernization of the network infrastructure</p> <p>Activity 2.2: Support strengthening the Bureau of Migration and Asylum (BMA) capacities by endowment with the ICT equipment and software</p> <p>Activity 2.3: Support strengthening the Border Police Department (BPD) institutional integrity through endowment with the specialized equipment</p>	<p><i>UNDP MIA ITS BMA BPD</i></p>	<p>National Consultants, Companies/Goods and Services, Project management costs</p>

V. MONITORING AND EVALUATION

Monitoring is a continuous function that aims primarily to provide the main stakeholders of this project with early indications of the quality, quantity and timeliness of progress towards delivering intended results. Therefore, all project activities will be subject to continuous monitoring by project implementers and beneficiaries against the indicators determined in the project plans. Effective monitoring requires assessment of project progress against the plan and management of any exceptions. The Project Document and any detailed work plans provide a basis for progress assessment. In carrying out such monitoring activities, the following tools are set up and should be regularly updated in different timeframes.

A detailed Annual Work Plan (AWP) will be developed containing the information on the schedule of deliverables, timeframes, responsible parties, and estimated detailed costs of the actions.

The project will be monitored through the following:

- A mid-year narrative and financial progress report capturing inputs, results, challenges and potential required changes;
- A final (annual) narrative and financial report capturing inputs, results, challenges and potential required changes.

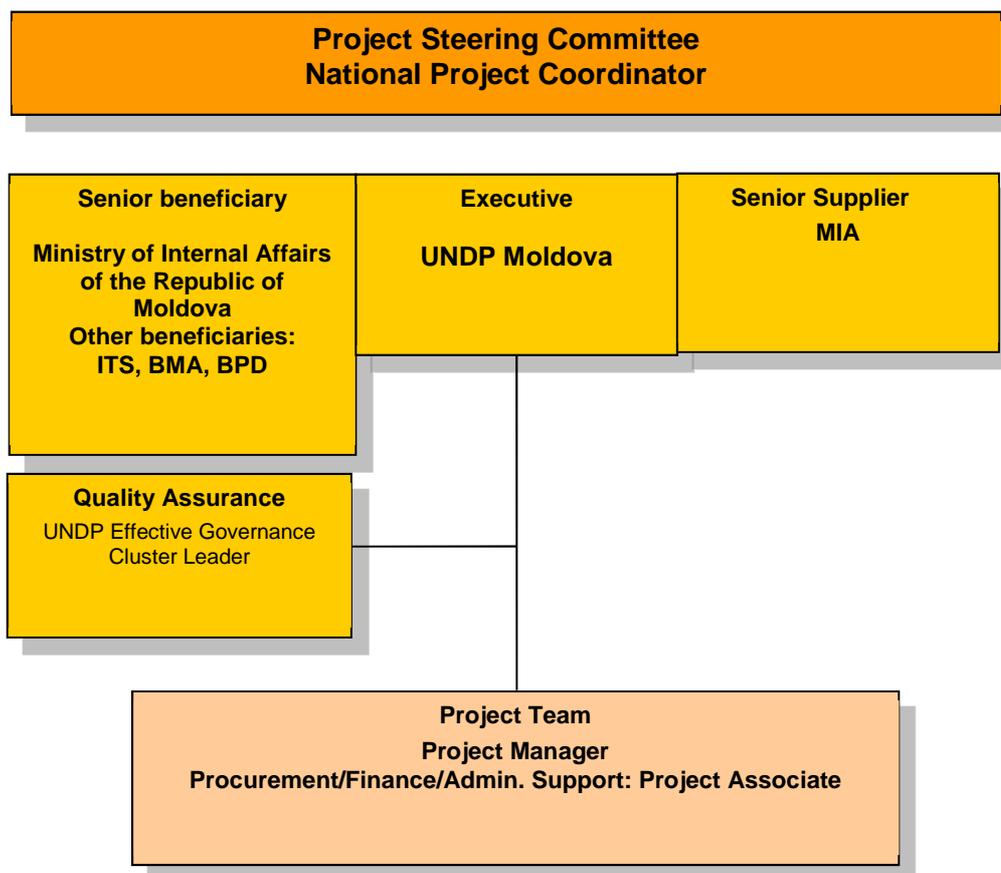
Specifically, within the annual cycle:

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods.
- An Issue Log shall be activated in Atlas and updated by UNDP to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted, a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted to the donor and to the Project Steering Committee using the standard report format.
- A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project.
- A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events, including integration of the Gender specific indicators.
- An annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. This review is driven by the project Steering Committee and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to the outcome.

At the end of the project:

- Final Project Review Report. A Final Project Review Report shall be prepared and shared with the Project Steering Committee. As a minimum requirement, the Final Project Review Report shall consist of the Atlas standard format for the Quarterly Progress Report (QPR) covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- Final Project Review. Based on the above report, a final project review shall be conducted during the fourth quarter of the last year of the project implementation, to assess the performance of the project. This review is driven by the Project Steering Committee and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs and the outcome.

VI. PROJECT GOVERNANCE AND MANAGEMENT ARRANGEMENTS



UNDP Moldova will be responsible for the 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 etc., in order to ensure the timely and expedient implementation of project activities, including the provision of continuous feedback and information sharing among stakeholders.

A 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 Plan prepared by the project and take decisions on mid-year changes in project activities or financial allocations, if any.

The Project Steering Committee shall be made up of:

- the Minister of Internal Affairs of the Republic of Moldova or a person delegated by the Minister;
- the Secretary of State of the MIA of the Republic of Moldova;
- UNDP Deputy Resident Representative;
- ITS Representative;
- BMA Representative;
- BPD Representative;
- MIA MS Representative;
- Department of Civil Protection and Exceptional Situations (DCPES) Representative;
- Representative of the EU Delegation;

- USA Embassy Representative;
- National Association of Women from MIA system representative;
- International Centre “La Strada” representative;
- other stakeholders and partners.

The Project Steering Committee will hold meetings on a semi-annual basis, or more frequently if deemed necessary. The Committee will monitor project’s progress, decide on strategic directions to ensure continued coherence between the project implementation and the project goals and objectives, decide on the annual work plans and budgets, revise annual plans and budgets and approve Project Progress and Annual Reports. Amendments to the budget will be subject to the approval of the Project Steering Committee.

Day to day coordination between UNDP Project Team and the beneficiary will be facilitated by a designated focal point from the MIA.

The execution of the project will be carried out by UNDP under “Support to the National Implementation Mechanism (Support to NIM)” modality.

UNDP shall be responsible for the overall management and administration of the project, primarily with regard to the responsibility for the achievement of the outputs and the stated outcome. The project activities will be implemented by UNDP, in coordination with the UN Country Team. UNDP will ensure that communication; consultations and review discussions are held on an on-going basis. During the project implementation, synergies and linkages with other on-going projects, in particular in the areas of gender and human rights implemented by UN agencies will be maintained and strengthened. Similarly, UNDP will be accountable to the Project Steering Committee for the use of project resources. UNDP will delegate managerial duties for the day-to-day running of the Project to the Project Manager, selected by UNDP through a competitive and transparent selection process. The Project Team will monitor progress towards the Programme’s objectives and report accordingly.

The Project Manager has the authority to run the project on a day-to-day basis on behalf and within the constraints laid down by the Project Steering Committee. The Project Manager is responsible for day-to-day management and decision-making for the project. The Project Manager’s prime responsibility is to ensure that the project produces the results specified in the project document within the specified constraints of time and cost. The Project Manager will be in charge for preparing progress and final reports to be submitted to the donor. The Project Manager is responsible for the implementation of Monitoring and Evaluation framework. The Project Manager will report to the UNDP Effective Governance Cluster Lead.

The Civil Engineer (*IC*) will provide technical support to Outcome I activities related to construction works.

The project team shall have the capacity to motivate people and to build relationships with colleagues, partners, beneficiaries, government authorities, donor organizations and other stakeholders.

Organizational, HR, procurement, IT and other related issues will be provided by UNDP Moldova through *Project Associate*.

Detailed descriptions of duties of project management and technical staff shall be reflected in their terms of references.

VII. AUDIT ARRANGEMENTS, FINANCIAL MANAGEMENT AND LEGAL CONTEXT

Audit arrangements

The Project is subject to 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".

Additionally, the Gender audit could be integrated in the project to identify the real gender impact of the project.

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 UNDP Project will be in compliance with the UNDP rules and procedures and also in conformity with the reporting requirements of the donors.

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 (2012), has been satisfactory and there were no corruption cases identified at UNDP.

All project staff will undertake the UNDP mandatory training course on anti-corruption during the project inception phase.

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 the Ministry of Internal Affairs of the Republic of Moldova 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 the Government of the Republic of Moldova may be placed into creative commons.

This Project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement (SBAA) between the Government of the Republic of Moldova and UNDP, signed on October 1, 1992 and the Amendment of the same of July 5, 1997.

Legal context

Consistent with the Article III of the SBAA, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the implementing agency's custody, rests with the implementing agency.

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 this agreement.

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.

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the 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 established pursuant to resolution 1267 (1999)¹⁶. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document”.

¹⁶ The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>

VIII. ANNEXES

1. Project Quality Assurance Report

To be accomplished and attached in course of implementation of the Project, according UNDP rules and regulations

2. Social and Environmental Screening Procedure *(NOTE: The SES Screening is not required for projects in which UNDP is Administrative Agent only and/or projects comprised solely of reports, coordination of events, trainings, workshops, meetings, conferences, preparation of communication materials, strengthening capacities of partners to participate in international negotiations and conferences, partnership coordination and management of networks, or global/regional projects with no country level activities).*

3. Risk Analysis

PROGRAMMATIC AND INSTITUTIONAL RISKS							
#	Risk factor	Likelihood	Background to assessment	Impact	Background to assessment	Risk response if applicable / potential effect on development cooperation in context	Date identified/status
1.	Prices for goods and services obtained through the open competition significantly surpass the allocated budget	Likely	This risk is based on lessons learned through similar projects	Moderate	The lists of goods and services to be procured are open-ended and based on a preliminary market research	<p>The tenders will be announced in lots in priority order that would allow to procure the critical equipment and services while continuing further resource mobilization</p> <p>The project will serve as a facilitator of the dialogue and regular communication between all relevant stakeholders related to project activities, and improved reporting procedures.</p> <p>Communicate clearly and openly the advantages of cooperation to all project partners. Inform Project Board and decide over adjusted activity design.</p>	January 2017

						The Project will set up regular meetings with project focal points. Develop and submit timely the ToRs and technical specifications to the project partners. Organize meetings for provision of clarifications.	
2.	Delays in implementation of project activities due to long coordination of ToRs and technical specifications with the project partners	Likely	Limited capacities of the project partners in drafting TORs and technical specifications	Moderate	The project Procurement Plan will be elaborated with the consideration of the capacities	The Project will contract consultants for the development of the technical specifications and will hold regular meetings with project focal points from the partner institution to coordinate the TORs.	January 2017
3.	Insufficient budget for the implementation of all activities	Likely	Some of major works, such as the renovation of the Training Center , is not fully funded by the available project budget	High	In case of the funding gap is bridged, not all of the planned project results will be achieved	The activities related to the renovation of the Training Center will be designed in phases. The estimation of the full costs will be done through a detailed design of the facility to ensure additional necessary resources are mobilized.	January 2017

4. Annual Work Plan 2017

5. Capacity Assessment: Results of capacity assessments of Implementing Partner

6. Project Steering Committee Terms of Reference and TORs of Project staff.