

STRATEGY OF REFORMATION OF THE CARABINEERS TROOPS FOR 2017-2020

I. DESCRIPTION OF THE SITUATION

1.1. Context

The ample process of reformation of the Ministry of Internal Affairs and of its subordinated and deconcentrated structures, initiated in the context of the European aspirations of the Republic of Moldova, has as goal to build an integrated, interoperable and compatible system of public order and security, able to ensure qualitative public services for the protection of the person, safety of the society and state, as well as the increase of the confidence level of the population in the law enforcement authorities.

1) In this regard, the Conception of reformation of the Ministry of Internal Affairs and of its subordinated and deconcentrated structures, approved by the Government Decision no 1109 from December 6, 2010, represents the basic public policy document which identified the main problems of the public order and security system, inclusively within the Carabineers Troops, established the objectives of the reformation process, as well as the normative acts to be modified.

2) According to the document „...*The profound analysis of the situation made possible to find out that:*

a) the legal framework which regulates the activity [...] of the carabineers is outdated and does not correspond to the actual requirements.[...] The Law on the carabineers troops (internal troops) of the Ministry of Internal Affairs, in its actual configuration, does not correspond to the requirements and objectives which stay in the front of this structure. For these reasons, it is necessary the elaboration and adoption, urgently, of the legislative acts which would regulate, based on the modern and democratic principles, the activity of the structures competent in maintaining public order and in fight against crime.

b) the relating methods with the population of the [...] carabineers [...] are, also, obsolete, generating the necessity of revision both forms of cooperation with civil society, as well the modification of the evaluation criteria of the MIA subdivisions` activity ...”.

3) A part of the objectives and measures set within this Conception of reformation were already accomplished. Thus, by the Law no 283 from 28.12.2011 the Border Police was created, by restructuring the Guard Service, and in 2013, following the adoption of the Law no 320/2012 on Police activity and policeman status, was realised the Police reform and were delimited the functions of the

Ministry of Internal Affairs subdivisions according to their specialization, being identified and established clearly their attributions.

2. The necessity of reformation the public order and security system, and implicitly the Carabineers Troops, is stipulated also within the National Security Strategy of the Republic of Moldova, approved by the Parliament Decision no 153 from 15.07.2011, which provides in the chapter no 5 „The National Security Sector and its reform” the following:

1) reformation of the Carabineers Troops into forces able to accomplish missions during peacetime and in the crisis situations;

2) review of the component operational structures of the military units existing during peacetime for the efficient allocation of financial resources, maintaining of the combined military service system, by gradually increasing the share of contract military service;

3) examination and adoption, on the basis of the results of the strategic defence review, of the actual system of Carabineers Troops mobilization in order to correspond to the approved structure and to the available resources;

4) adaptation to the actual requirements of the initial training system and professional training of the NCOs of the Carabineers Troops;

5) review the composition of the forces designed to take part to the actions in crisis situations and in case of emergency situations, antiextremist (antiterrorist) actions;

6) improvement of the Carabineers Troops` subunits by battle and logistics insurance;

7) take over by the Carabineers the responsibilities of ensuring and restoring public order throughout the country.

Despite of all these normative acts, it was not possible to succeed completely the implementation of the reform of the public order and security system, which is characterized by lack of an unitary concept in this field, inconsistency and unevenness of the regulatory framework, organizational and operational capacity deficit, all these deficiencies being aggravated by the insufficient resources allocated.

3. At national level, the main public order and security structures are Police and Carabineers. In their activity there are parallelisms, overlappings and duplication of competences, making difficult to organize and conduct missions, to establish precisely the responsibilities, cooperation and resource allocation. For these reasons the whole development of the public order and security system, as well as reception of different forms of international support is jeopardized.

4. It is noticeable the relative break between the public order and security authorities and population, both in the context of crises, protests, large public events, as well in the current situations, also the decrease of their reputation, generated especially by public perception which says that the public order and security authorities have a predominant repressive role.

5. During the last years, the state conception regarding the place and role of the Carabineers Troops oscillated radically.

1) From „...*fully takeover from the police authorities the functions of maintaining and restoring public order*”(National Security Strategy of the Republic of Moldova, approved by the Parliament Decision no 153 from July 15, 2011), to „...*reorganizing the carabineers troops and integrating them into Police*” (Law no 320 from December 27, 2012). Even in these circumstances, the proposed measures were not applied and, consequently, till nowadays the institutional reform was not started.

2) For this reason, the Carabineers` capacity to accomplish public order and security missions is diminished, especially from the territorial point of view. The causes consist in the insufficiently delineated competences, outdated legal framework (Law no 806-XII from December 12, 1991 on carabineer troops (internal troops) of the Ministry of Internal Affairs), lack of the police attributions, maintaining the actual pattern of missions accomplishment, of the completion system with conscripts. Also, delaying actions of professionalization, lean police training, inadequate and inappropriate endowment show undoubtedly the necessity of the Carabineers reform.

3) Law no 806-XII from December,1991 establishes that Carabineers Troops „*are intended to ensure, jointly with Police or independently, the public order*”. Between main tasks of the carabineer troops are mentioned: „*watch continuously, according to the law, jointly with Police, in ensuring of the measures for maintaining the rule of law*”. Also, Carabineers support Police authorities or work independently in maintaining public order and in combating crime, take part in maintaining public order during socio-political mass character actions, sport events and other, cooperate with Police authorities in suppressing infringements of the public order, if these acts have mass character, ensure protection of some state objectives of special importance and of special carriages. Practically, the same tasks has Police by the Law no 320 frDecember 27, 2012 on Police activity and the policeman status.

4) Resulting from the existing provisions, there were not precisely delimited the attributions in the field of public order and security between Police and Carabineers, and there are no provisions on complementarity and interoperability in this regard. The terminology used and the manner of legal provisions elaboration are different, so do not permit to each structure to establish precise duties in the field. On the basis of the legal provisions in force, there is not possible to detemine exactly the limits of the attributions, the manner of their exercise, where the attributions begin and where they finish, who perform them and in which conditions. In the result, appear deficiencies concerning the establishment of the liability for missions, concerning the participation in maintaining, ensuring and restoring public order and security, appropriate forces and means, as well as cooperation. The problems are more obvious in case of public order crisis.

5) One of the essential vulnerabilities of the public order and security system, observed also by the EU experts within the development of the Functional Analysis of the Ministry of Internal Affairs in 2015, was that the structures of public order and

security are unequally and disproportional from organizational, staff and endowments point of view.

6) In the same time, the outdated legal framework which regulates the Department of Carabineers Troops does not correspond to the actual requirements concerning their place and role within a dual system of ensuring public order, causing shortages of capacity on this segment and diminishing implicitly the safe level of the community.

7) For these reasons, it is necessary the reformation of the Carabineers Troops, reviewing the legal framework concerning the status and the attributions of the carabineers, passing progressively to the staff professionalization in this authority and performance of the service on the contract basis.

8) The reformation process of the Carabineers Troops will not touch the capacity of national defence, the carabineers will continue to exercise the specific attributions within the national defence system, according to the regulations of the legislative-normative framework which regulates this field. The institution will take part from the national defence system, being created on military principles, and its activity will be ruled by the special legal framework, as well as by the legal framework that regulates the activity of the Armed Forces.

9) In this regard, the Conception of reformation of the Ministry of Internal Affairs and of its subordinated and disconcentrated structures, the National Security Strategy of the Republic of Moldova 2017-2020, the National Strategy on public order and security for 2017-2020, as well as the Strategy on Police development for 2016-2020, reflect exactly the situation in the field of functionality of the public order and security system in the Republic of Moldova and the necessity of its reformation, one of the key elements being the Carabineers Troops reformation.

1.2. Genesis of the legal framework

6. On December 12, 1991 the Parliament adopted the Law no 806-XII on the carabineers troops (internal troops) of the Ministry of Internal Affairs, being stipulated the legal provisions which regulate the Carabineers' activity.

1) According to the provisions of this legislative act, the Carabineers Troops (internal troops) are intended to ensure, jointly with Police or independently, the public order, protect the rights and freedoms of the citizens, owner's property, as well as prevention of the law infringements.

2) The Carabineers Troops are part of the Armed Forces and take part to actions to defend the country, according to the law.

3) The Carabineers Troops are part of the organizational structure of the Ministry of Internal Affairs, being constituted in a Department and exercising the attributions under its authority and control on the whole territory of the republic.

4) The Ministry of Internal Affairs bears the entire responsibility for leading the carabineers troops, for the organization of the missions execution, preparation of the staff, for observance of the military discipline and internal order, for material, technical, financial and medical ensurance of the units.

7. The activity of the Carabineers is still regulated by:
- 1) Law no 162 from 22.07.2005 on military status;
 - 2) Law no 1245 from 18.07.2002 on preparation of the citizens for homeland defense;
 - 3) Law no 52 from 02.03.2007 on approval of the Regulation of military discipline;
 - 4) Law no 1192 from 04.07.2002 on preparation for mobilization and mobilization;
 - 5) Law no 212 from 24.06.2004 on state of emergency, siege and war regime;
 - 6) Government Decision no 941 from 17.08.2006 „For approval of the Regulation on the manner of accomplishment of the military service in the Armed Forces”;
 - 7) Government Decision no 864 from 17.08.2005 „For approval of the Regulation on the incorporation of the citizens in military service or in reduced term military service;
 - 8) Government Decision no 104 from 06.02.2008 „On providing the Armed Forces` servicemen with equipment in peacetime”.
 - 9) Law no 218 from 19.10 2012 on the application of physical force, special means and firearms;
 - 10) Government Decision no 778 from November 27, 2009 „On the Regulation of organization and functioning of the Ministry of Internal Affairs, structure and staff-limit of its headquarters”;
 - 11) Government Decision no 650 from June 12, 2006 „On military, troops and command corps remuneration, engaged in the service of national defense, state security and public order”.

8. In the context of the Law no 806-XII from December 12, 1991, there were elaborated and approved the regulations of organization and functioning of the Carabineers Troops` subdivisions.

1.3. Public policies of development

9. The process of Carabineers Troops reformation is based on the strategic documents at national level, which include:

- 1) Conception of reformation of the Ministry of Internal Affairs and of its subordinated and disconcentrated structures, approved by the Government Decision no 1109 from 06.12.2010 (Objective no V *Reformation of the carabineers troops*);
- 2) National Security Strategy of the Republic of Moldova (pct. 5 (e)) *Reformation of the carabineers troops*);
- 3) Program of activity of the Government of the Republic of Moldova for 2016-2018 (pct.17 *Professionalisation of the carabineers troops*);
- 4) Action Plan of the Government for 2016-2018, approved by the Government Decision no 890 from July 20, 2016 (*action no17*).

10. The present Strategy of reformation of the Carabineers Troops for 2017-2020 (hereinafter – Strategy) reflects the provisions of a series of policy documents affecting the public order and security domain:

1) National Strategy on preventing and combating money laundering and financing terrorism for 2013-2017, adopted by the Law no 130 from June 6, 2013;

2) Antidrug National Strategy for 2011-2018, approved by the Government Decision no 1208 from December 27, 2010;

3) National Strategy of the integrated state border management for 2015-2017, approved by the Government Decision no 1005 from December 10, 2014;

4) National Strategy for road safety, approved by the Government Decision no 1214 from December 27, 2010;

5) Strategy of transport and logistics for 2013-2022, approved by the Government Decision no 827 from October 28, 2013;

6) National Strategy in the field of migration and asylum (2011-2020), approved by the Government Decision no 655 from September 8, 2011;

7) National Program of cybersecurity of the Republic of Moldova for 2016 – 2020, approved by the Government Decision no 811 from October 29, 2015;

11. Till 2016 the main internal policy document was the Program of Strategic Development of the Department of Carabineers Troops for 2014 – 2016.

1) The priorities stipulated in the mentioned Program derived from the national and sectorial policy documents: *National Security Strategy, Activity Program of the Government for 2012-2015, Conception of reformation of the a Ministry of Internal Affairs and of its subordinated and disconcentrated structures, Framework of Expenses for Medium Term, Individual Action Plan of the Republic of Moldova-NATO Partnership (IPAP)*, being focused on:

a) professionalisation of the carabineers troops, by creating a carabineers service with 100% professionalised staff till the end of 2016;

b) development of the carabineers troops capacities concerning the participation in international operations of stabilization and peacekeeping, by creation of an operational detachment till the end of 2016, in order to take part to the post-conflict missions under UN, EU, OSCE auspices, etc.;

c) optimizing the Carabineer Troops action capacity in order to increase the quality of the services rendered to the citizen, by the implementation of the mechanism of prevention of violations of human rights and acts of corruption committed by the servicemen of the Carabineer Troops.

2) The activities from the mentioned Program were not fully accomplished due to the budgetary constraints and of the lack of a clear decision at political and administrative level.

3) In this extremely complex context, it is imperious the development of a coherent reform strategy of the carabineers troops with goals, objectives and principles adapted to the new requirements of protection of the citizen, public and private property, as well as enforcement of the public order and security in the Republic of Moldova.

1.4. International cooperation

12. The purpose of the international cooperation of the Carabineers Troops consists in assumption of the best practices in order to accomplish the service missions ascribed by law, take over the advanced experience, attract funds and foreign materials and technical support.

1) Taking into consideration the successful implementation in numerous European countries – Italy, France, Romania, Spain, Portugal, Neetherlands, Poland, Turkey, of the dual Police system where complementary work structures of civilian Police (Police) and with military status (Carabineers, Gendarmerie, Civil Guard, National Guard etc.), it is necessary the development of this system in the Republic of Moldova by deepening the cooperation between the homologous authorities, in order to take over the advanced experience in the field of ensuring the legality, public order and citizen and society security.

2) In this regard, the Department of Carabineers Troops, during 2016 intensified its efforts in order to initiate and consolidate the bilateral cooperation relations with foreign similar structures from other countries, primary with Arma dei Carabinieri from Italy, General Inspectorate of the Romanian Gendarmerie, General Commandment of the Turkish Gendarmerie, Guardia Civil from Spain, National Gendarmerie from France, as well as Armed Forces of the USA.

3) In the result of the dialogue intensification with the homologous from Arma dei Carabinieri from Italy, on October 3, 2016 was signed the Technical Arrangement of Cooperation between the Department of Carabineers Troops and Arma dei Carabinieri from Italy, document which contains clear objectives of cooperation between both authorities, focused on the support for identification of training necessities, as well as specialized assistance for the elaboration of the legislative-normative framework which refers to the Carabineers activity.

13. The approval of the Strategy of reformation of the Carabineers for 2017-2020 is essential in the context of deeping the cooperation with the partners, as well as extension of the contacts with homologous authorities from other countries, in order to improve qualitatively the national system of public order and security.

II. DEFINING PROBLEMS

2.1. General description

14. The Carabineers Troops (internal troops) of the Ministry of Internal Affairs were created after declaring the sovereignty of the Republic of Moldova, on the basis of the Law no 806-XII, adopted by the Parliament of the Republic of Moldova on December 12, 1991, in order to execute the missions of maintaining, ensuring and restoring public order, jointly with Police or independently, protect the rights and freedoms of the citizens, owner's property, prevention of law infringements, execution of the missions of protection of the objectives of particular importance and special transports, premises of diplomatic and consular missions, and other missions of the foreign countries, ensuring the legal regime of the exceptional situation, participation

during declaring the state of siege or war in preventing the acts against the independence, sovereignty and integrity of the Republic of Moldova.

15. According to the art. 9 of the Law of the Republic of Moldova no 354-XV from 25.07.2003 on the national defence, the Carabineers Troops are component part of the Armed Forces and participate in the actions of protection of the country, according to the law.

16. At the current stage of the development, in the context of the process of globalization and equalizing the limits between the external and internal dimensions of the states` security, their clashes of interests, maintains the risk of the conflicts, which, in turn, could influence the internal climate in the Republic of Moldova. In this regard, the situation in Ukraine is relevant and the possibility of extension of the conflict in the national space, directly or by means of the hybrid war and of the threats with asymmetric character.

Respectively, on the background of the regional conflicts could be generated deliberately destabilizing acts, which include instigation of the large groups of people to serious violations of the rule of law, by violence with social and / or ethnic substrate.

17. Internally, the system of public order and security feels permanently pressures as an effect of the unresolved situation in Transnistria, as well as of the problems from other areas of the Republic of Moldova. Actual secessionist tendencies, widespread distrust and division of the society on the ground of the anti-state propaganda and actions are actual.

Consequently, the Republic of Moldova must adopt proper measures concerning the management of the crisis situations and the possible consequences in the field of public order and security, protection of the individual, society and state safety.

18. The main public order and security structures at national level are Police and Carabineers.

1) In their activity there are parallelisms, overlappings and duplication of attributions, that makes difficult organizing and developing missions, establish precise responsibilities, cooperation and resource allocation. For these reasons is endangered the overall development of the public order and security system, the interoperability and the efficient capitalization of the resources. This deficiency creates difficulties in achieving the international programs and receiving different forms of international support.

2) Practically, nowadays we can't say that uniform and coherent public order and security system exists, but only separate entities that act more or less correlative, according to the situation and the level of conjectural authority of the institutional management. It did not exist the integrated conception of using the forces and means in normal, specific and crisis situations.

3) It was not studied profoundly the actual capacity and the required development of the public order and security structures, as well as the crisis management and doesn't exist a concept in this field which would ensure integration, interoperability, organizational and functional compatibility. The legal framework is not unitary and coherent and miss the specific standard operating procedures.

19. The Department of Carabineers Troops evaluated relatively poor comparing the moment of its creation.

1) The main cause was the lack of the modern conception regarding their place and role as a component part of the public order and security system. Particularly, the Carabineers Troops did not have till now a Strategy which could ensure transformation of the authority into a professional police structure with military status, modern, efficient, transparent, able to accomplish a qualitative public service in the benefit of the community and to ensure the high level of individual and collective safety according to the European standards, to act professionally in the interest of the citizen and state both in the crisis situations, as in ensuring public order by police means and methods.

2) Actually, the Carabineers` capabilities for accomplishing in the same the public order and security missions is diminished, especially at territorial level. The causes consist in insufficient delimited attributions, outdated legal framework (Law no 806-XII from December 12, 1991 on the carabineers troops (internal troops) of the MIA), police competences limited at ensuring and restoring public order, preventing and combating crime, ensure the security of citizens and law at national level.

3) The analysis of the legislative framework that regulates the Police activity (Law no 320 from December 27, 2012) and of Carabineers Troops (Law no 806 from December 12, 1991) denotes lack of clear delimitation of the attributions in the field of public order and security between Police and Carabineers Troops, the manner of missions execution and ensuring the structures interaction, overlapping of the competences.

4) The Law no 806 from 12.12.991 stipulates that Carabineers Troops „...are intended to ensure, jointly with Police or independently, the public order”. Among the main tasks of the Carabineers Troops are mentioned: „watch permanently, according to the law, jointly with Police, in ensuring the measures for maintaining the rule of law...”. Also: „support Police authorities or act independently in maintaining public order and in fighting against crime”. Regarding the attributions of the Carabineers is mentioned: „participate in maintaining public order during the actions of socio-polical mass character, sport events and other actions „cooperate with Police authorities in suppressing public order infringements, if they have mass character”, „ensure protection and defence of some objects of state importance and special transports according to the list established by the Government”.

5) In same time, the Law no 320 from December 27, 2012 on Police activity and policeman status stipulates that: „Police is a specialized public authority of the state, subordinated to the MIA, that has the mission to protect the fundamental

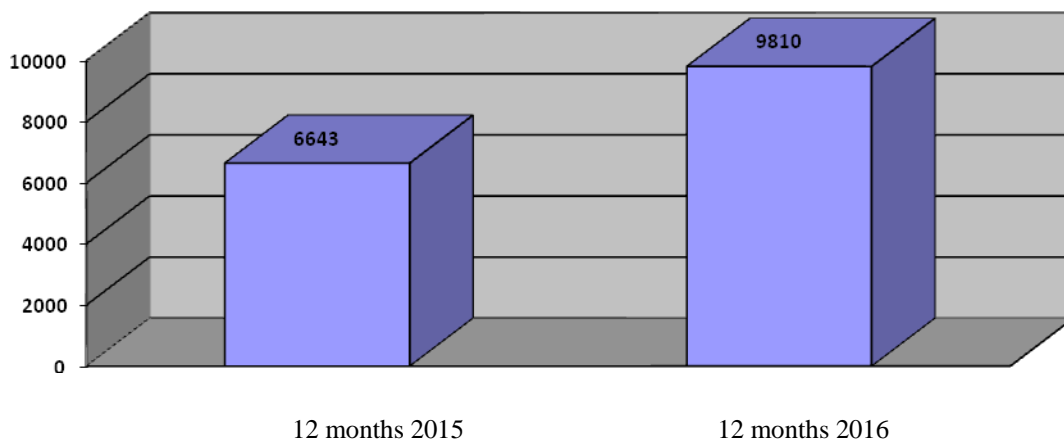
human rights and freedoms by activities of maintaining, ensuring and restoring the public order...”. Among Police attributions are specified: „develops activities of maintaining public order and security”; „develops actions of ensuring public order on the occasion of the meetings, cultural and sport manifestations and of other similar activities, as well as restoring public order in the situations foreseen by the legal framework in force”; „ensures, according to the law, the protection of the objectives, goods and values of special importance, whose list is approved by the Government”.

6) Although in the Republic of Moldova was created the dual system of order forces that accomplishes the process of maintaining, ensuring and restoring public order and security, it is unbalanced, meaning that Carabineers Troops do not have the appropriate capacities to the role that they must have according to the institutional destination. Also, the operational capacity of the Carabineers in the areas is limited.

In these conditions, the current operational and public order crisis management capacity is incomplete, thus it is not possible to accomplish jointly the competences of public order and security.

2.2. Operative situation in the field of public order

20. During 2016 in the country were registered **9810** crimes committed in the public places, being registered **an increasement of criminality with 47,67%**.



1) An increasement was registered concerning the following types of crimes:

Seriousness of crime	Increasement	2015	2016
Exceptionally serious	+155,56%	9	23
Extremely serious	+10,48%	105	116
Serious	+37,46 %	1324	1820
Less serious	+51,95%	4693	7131
Minor	+40,62%	512	720

2) Also, it was observed an increasement at the types of the crimes connected to the field of public order: homicides cu + 88,24% (2016 - 32; 2015 - 17), causing

intentional less severe bodily injuries with +68,78% (2016 - 319; 2015 - 189), robberies with +42,99% (2016 - 632; 2015 - 442), thefts with +57,5% (2016 - 4547; 2015 - 2887), thefts of means of transportation with +45,35% (2016 - 125; 2015 - 86); hooliganism with +18,12% (2016 - 1656; 2015 - 1402).

21. During 2016, on the territory of the Republic of Moldova were organized and developed **20 834 assemblies**, where took part about **7 294 810 persons**, and in maintaining the public order and ensuring security of the road traffic were involved about 118 728 employees of the MIA.

From the total amount of the assemblies:

- a) with social-politic character 7 949 (2015 – 7 073);
- b) meetings 1 538 (2015 – 1 739);
- c) reunions of the country leadership with the population 158 (2015 - 119);
- d) official delegations 79 (2015 - 83),
- e) cultural-artistic actions developed 4 978 (2015 – 3 734);
- f) sport events 756 (2015 - 526);
- g) religious measures 5 376 (2015 – 5 306).

22. The features of the operative situation show the necessity of advancement of the public order formation in order to eliminate the dysfunctionalities which encourage the maintenance of the high street criminality. The contribution in improving these indicators will be determined by the consolidation of the Carabineers Troops` competences and capabilities.

23. Taking into consideration the existing potential, during 2016, the Carabineers Troops servicemen executed 138 missions of ensuring public order, including:

- a) protest manifestations - 43 missions;
- b) cultural-artistic and commemorative manifestations – 38;
- c) sport events - 49 (including 3 international football matches);
- d) missions during official delegations` visits - 8.

2)As a result of the activities of public order maintaining and ensuring, protection of the diplomatic missions and objectives of special importance, the servicemen of the Carabineers Troops detained 850 persons for committing contraventions and 17 for committing crimes.

3) The Carabineers Troops developed patrol and public order monitoring activities in the area of the objectives of special importance, as well as in public places with major agglomeration of people.

In the context, there were accomplished the next activities:

a) maintaining public order on the territory of the Scientific Research Institute „Mother and Child” from Chisinau (726 involvements/employees) and within the International Airport Chisinau (569 involvements/employees);

- b) maintaining public order and travelers` security on the territory of the Centre bus station from Chisinau (1583 involvements/employees);
- c) maintaining public order, prevention and combating illegal street commerce in Chisinau (2160 involvements/employees);
- d) patrolling in Causeni town (924 involvements/employees);
- e) patrolling jointly with Police in Balti municipality (6704 involvements/employees);
- f) patrolling in Comrat municipality (6172 involvements/employees) and in Cahul town (494 involvements/employees).

4) In order to ensure public order during the elections of the President of the Republic of Moldova, during October 29-30, and November 13, 2016, 264 Carabineers were involved and operative intervention reserves were created, totally 1797 servicemen.

5) Also, 9 mixed detachments were involved and they took part to the missions of maintaining public order, being 4104 involvements/employees (previous year 2598 involvements/employees), in districts: Falesti, Taraclia, Anenii Noi, Glodeni, Otaci, Vadul lui Voda, Riscani.

6) During 2016, Carabineeres Troops ensured the protection of 41 diplomatic missions and 29 objectives of special importance, being involved daily, in average, 290 carabineers.

7) In patrolling in the sectors of the Chisinau municipality (Botanica, Buiucani, Ciocana, Riscani, Centru) were involved daily, in average 90 servicemen.

24. During 2016 were initiated and developed pilot-projects in the field of maintaining public order, in this way being tested the capabilities of the carabineers in exercising the patrol activities in some sectors by replacing the police forces.

1) The main goal of these activities consisted in ensuring the maximum degree of territorial coverage and of performance of a qualitative service to the citizen.

As a result of the measures accomplished in Botanica sector from Chisinau municipality, it was observed a decrease with 60% of the crime situation. This positive situation was observed in all the sectors which have been the objects of the pilot-projects.

2) Another aspect determined by the carabineers` patrols presence was the decrease, during the pilot-project implementation (one month), with 11% the number of the citizens` calls, with 42% robberies and with 50% hooliganism acts.

3) One of the pilot-project conclusions was that the good results obtained in the field of crime prevention and public order maintaining registered due to the use in patrolling, prevailingly, of the professional staff.

25. In order to ensure the execution of the missions referred, daily are involved in average 1400 carabineers, actually this being the maximum of the staff possible to be used. The existent staff, due to the allocated and dislocated number of staff, is not able to ensure the efficient coverage of the territory.

5) In the result of studying the above mentioned informations, as well as the territorial arrangement of the Carabineers structures, arise the follow conclusions:

a) capacity of the Carabineers to fulfill public order and security missions is diminished, especially at territorial level;

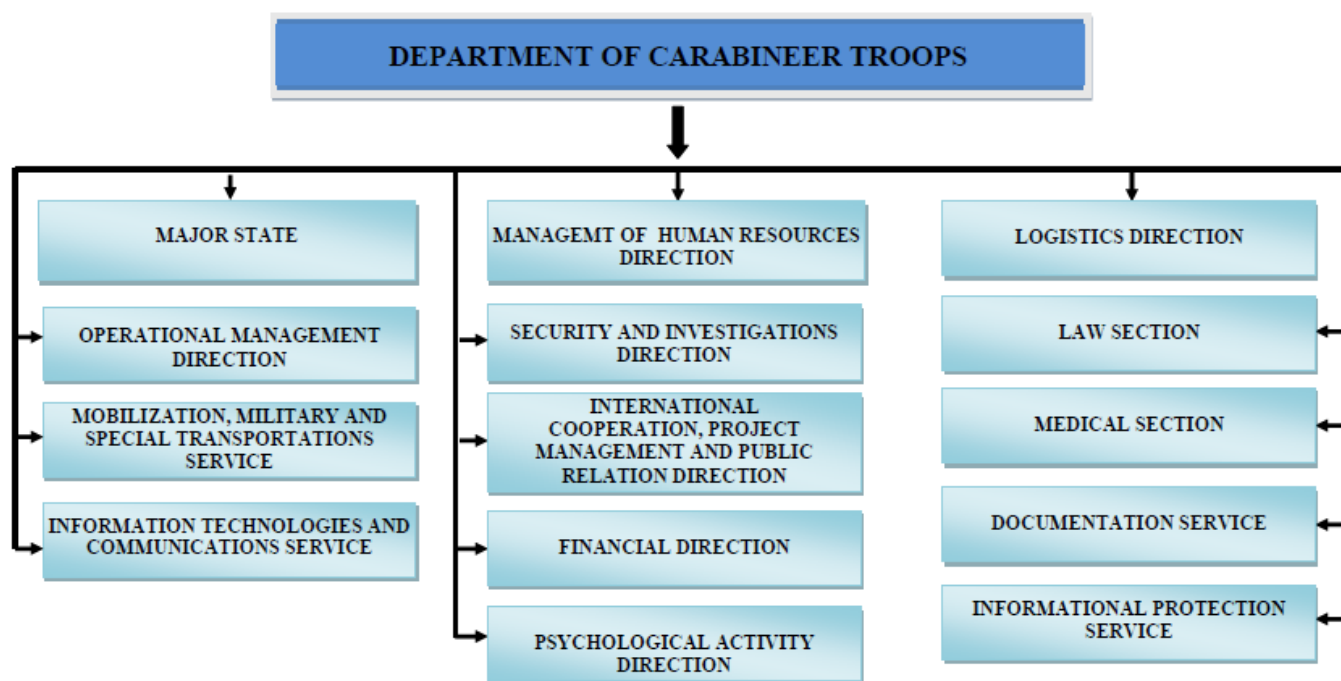
b) obvious lack of proportionality between the number of the profesionalised employees and conscripts;

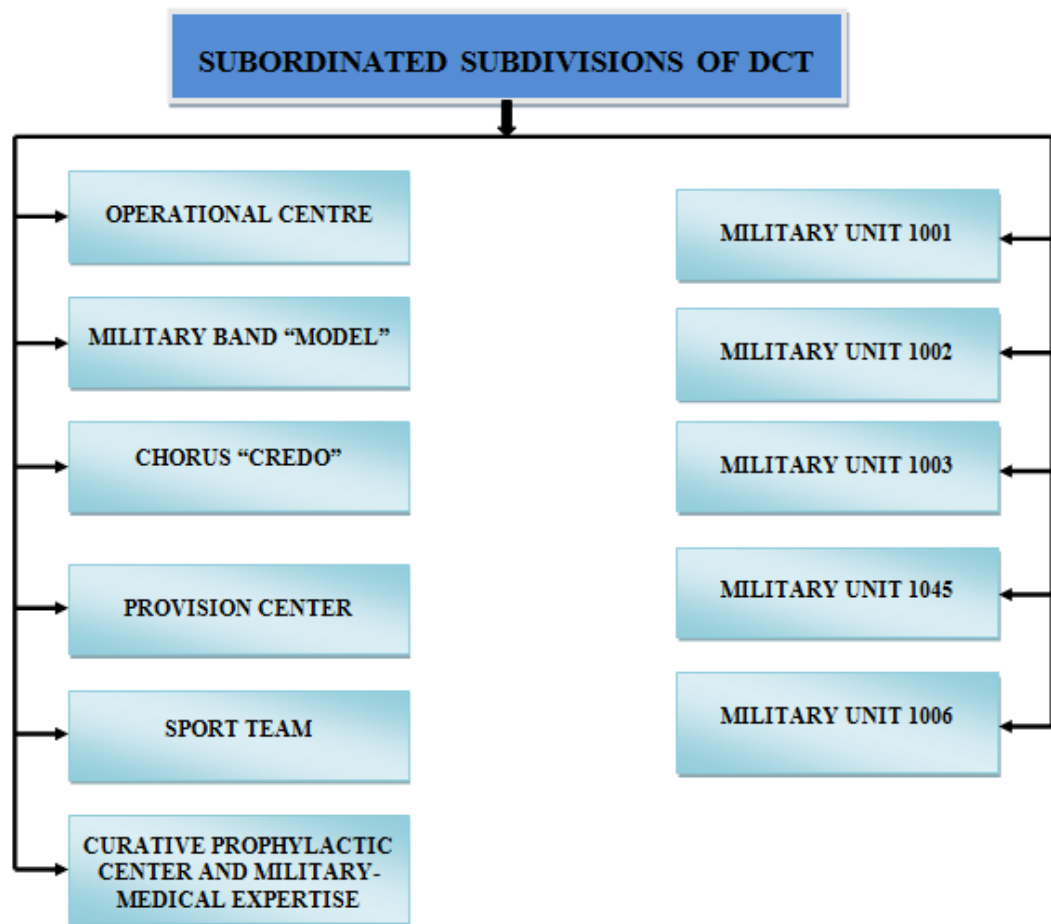
c) impossibility of reaction simultaneously in case of many public events with high risk;

d) irregular territorial coverage, the main forces being dislocated in Chisinau municipality, in the northen and southen parts of the country.

6) According to the provisions of the Law no 806 from 12.12.1991, the Carabineers Troops are built in a Department composed from the main unit of administration, operational support subdivisions and independent battalions.

7) The simple and flexible structure of organization offers the possibility to accomplish a reform process by transparent measures and easily measurable.





2.4. Insurance and endowment

27. The budgetary allocations for the Carabineer Troops in the last years (2012-2016) have allowed the possibility of insurance only to cover the priority costs, namely the current consumptions and did not permit adequate endowment with equipment, special and intervention technique for order measures, IT and communications technique, means of transportation and other equipment, to ensure functionality and interoperability to undertake daily tasks and service missions.

1) The degree of endowment with special means, transport units, inventory goods, weapons and munitions consists of the following indicators:

a) **equipment: 90%** in equipment of conscripts, according to the rules of insurance and **30%** in fitting the professionalized staff. The allocated budget sources allow the coverage only of the costs of the conscripts` endowment;

b) **special resources: 60%**, which explains the current difficulties of fulfilling missions, of which **35%** are in use over 20 years and are not useful to be used as intended;

c) **transport units: 80%**, of which **60%** are of Soviet production and the term of exploitation overrun according to the regulations in force, that determines the very

low mobility of units / sub-units and directly influence the ability to act and the type of inventory assets (inadequate to the missions), insufficient quantities, physical and moral pronounced wear are additional factors of the functional deficit of Department of Carabineers Troops;

d) **inventory assets (auxiliary equipment): 30%** that are morally outdated and partially worn down, and the term of wear is exceeded;

e) **weapons: 90%** (in working condition) are of Soviet production, is morally obsolete, being used in the armed conflict of left cost of the Nistru river in 1992 and the majority of them need to be replaced with modernized weapons;

f) **ammunitions: 70%**, not including the necessary assortment to ensure endowment guns, and insufficient funding prevents the creation of the intangible ammunitions stocks;

g) **IT equipment, IT systems and communications: 40%**, requiring additional insurance with computers and copying equipment in average at **30%**, and the IT systems and communications - **25%**.

2) At the level of Carabineer Troops, actually does not exist an internal defined information system, a command module and staff based on car, equipped according to the European standards, GPS system to control the staff involved in maintenance of the public order, TETRA portable radio stations and operational systems for transmission of the information.

3) As a result of underfunding, capital and current repair works were carried out partially. Practically, all the rooms, canteens halls and deposits require repair works, maintenance of the water and sewerage networks, purchases of apparatus, equipment and furniture required.

Shortcomings are established and to the endowed compartment of the spaces for daily activities in order to create suitable working conditions.

4) Objectives set out at logistics compartment:

a) ensuring the supply with modern vehicles, weapons, combat equipment and modern equipment;

b) modernization of the system of maintenance of the technique and equipment;

c) endowment the Carabineer Troops buildings with equipment and materials needed for office work;

d) improving the conditions for training, housing and employment;

e) ensuring endowments of the staff at the existing standards in the European Union countries;

f) creating a mobile system for operational managing control of the major public events;

g) ensuring and implementation of a unique system of communication and management (GPS, TETRA radio stations, operational transmission system etc.);

h) purchase the necessary Software to ensure the supply and consulting databases on the field;

- i) review specific regulations of the logistics field, updating the norms of endowment and consumption;
- j) organizing and keeping the centralized evidence of the patrimony inclusively in subdivisions. Creation of the database for the logistics management within the DCT;
- k) assessment of all heritage of the DCT with the subsequent cassation of movable goods with the exceeded term of use, defects, that cannot be repaired and generates unjustifiable consumptions;
- l) improvement the training of the specialized staff.

2.5 Financial assurance

According to the legislation in force, the Carabineers Troops develop the activity by the national public budget and other financial sources obtained under the legal framework.

1) In order to ensure the functionality of the institution, in 2016 were allocated **120036,7** thousands lei, subsequently adjusted to the amount of **107792,5** thousands lei, due to the budget deficit, by implementing 100%.

DYNAMICS OF THE CARABINEERS TROOPS` BUDGET					
Year	Total budget, M. lei	Salaries, %	Operational costs,%	Repairs, capital investments, purchase of fixed assets, %	DCT budget comparing to the MIA budget, %
2016	120,0	62,2	32,3	5,5	4,7
2015	110,6	67,1	25,7	7,2	5,0
2014	81,0	51,0	38,6	10,4	4,2
2013	72,5	55,7	41,8	2,5	4,3
2012	68,2	59,7	38,4	1,9	5,6

COSTS divided in compartments, M. lei										
TOTAL, inclusive:	2012		2013		2014		2015		2016	
	Approved	Determinate	Approved	Determinate	Approved	Determinate	Approved	Determinate	Approved	Determinate
		68,9	68,2	86,4	72,5	81,2	81,0	110,6	93,8	120,0
Salaries	45,9	40,7	55,3	40,4	48,0	41,3	74,2	54,6	74,6	61,3
Other current costs	22,1	26,2	29,6	30,3	28,4	31,3	28,4	33,6	38,8	39,6
Capital repairs and purchase of fixed assets	-	-	1,5	1,8	2,5	6,1	8,0	5,6	6,6	6,9
Capital investments	0,9	1,3	-	-	2,3	2,3	-	-	-	-

2) According to the Law of the state budget for 2017, for the Carabineers Troops is approved the amount of 147903,9 thousands lei, of which: 2115,9 thousands lei - incomes collected by the CT, 145788,0 thousands lei - financing from the national budget. The funds concerned will ensure the everyday costs, and as well as endowment costs, including:

a) staff remuneration, contributions to the budget of state social insurances and medical insurance budget, indemnities – 96787,4 thousands lei;

b) maintenance services of the establishments (communal services, current and capital repairs) - 13595,1 thousands lei;

c) fixed assets (including transportation means 3000,0 thousands lei) - 4126.0 thousands lei;

d) circulating materials (fuel, spare parts, food, medicine, household materials, equipment, etc.) – 29806,6 thousands lei.

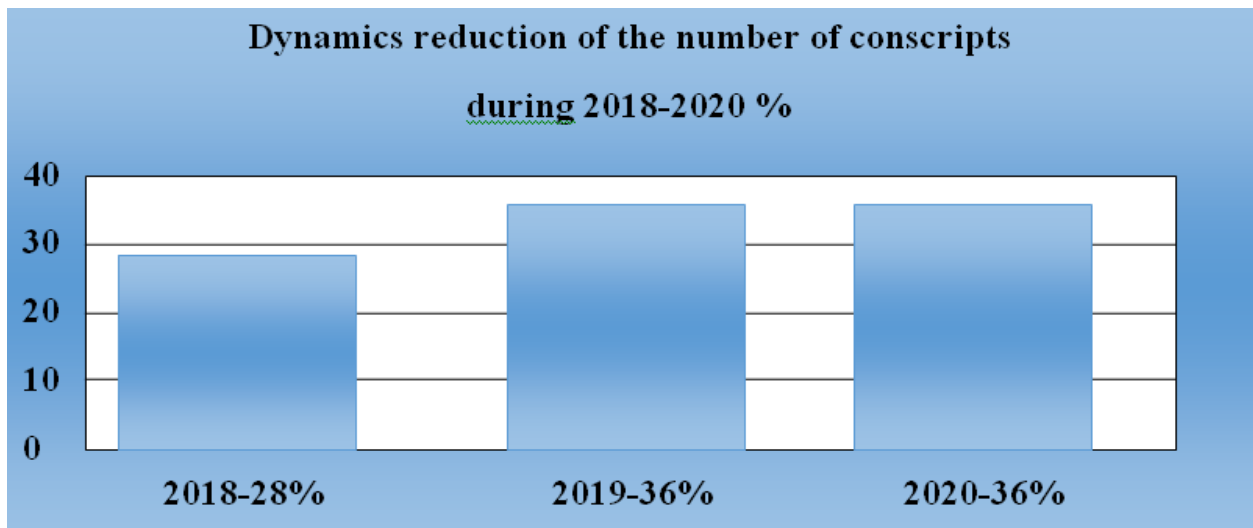
3) The dynamic analysis of the budget shows that, in the last years (2012-2016), the budgetary policy of the state has led the limitation of the financial insurance of the Carabineers Troops, which in result led to insufficient technical capabilities necessary for performing the attributions provided by law.

Annual allocations made possible to insure the priority expenditures, namely the current consumptions, and did not allow the full endowment of the material and technical base of the Carabineers Troops with weapons, military equipment, special resources, software, etc., to assure the functionality and interoperability in order to undertake daily tasks and missions in which can be carried.

4) The dynamic allocations for 2016 (120.0 M. lei) shows an increase of 51.1 M. lei compared to 2012 (68.9 M. Lei), due to the increased salaries during the reference period, due to the professionalization of 543 staff units (118 (2012) + 145 (2014) + 280 (2015)), as well as increase the amount of the salary. As for the current expenditures it is proved a slow growth compared to 2012, due to the indexation of costs, consequently to the increases of the consumer price.

5) The current security architecture and the new challenges to the security environment requires the reformation of the Carabineers Troops by creating of special units well prepared, equipped, highly professionalized, able to ensure the public order, safety and security of the objectives of major importance and, if necessary - to intervene promptly in crisis situations in order to re-establish the public order.

6) A core element of reformation of the Carabineers Troops will represent the progressive replacement during 2018 - 2020 of the conscripts with more professional staff (2018 – 28 %, 2019 – 36 %; 2020 – 36 %).



The objective aims are that, by the end of 2020, the weight of the servicemen employed on contract to slowly reach 100%.

7) Following the implementation of the objective of professionalizing the staff, provided for 2018-2020, will be reduced the functions of the conscripts, with their transformation into military positions by contract.

8) The costs of professionalization of the staff will be covered from the funds provided for the maintenance of the conscripts (24532,1 thousands lei), the financial resources provided for the maintenance of police staff which follows to be transferred from the Police to the DCT (24649,1 thousands lei), as well as from additional allocations from the national public budget (21479,5 thousands lei).

9) In 2018, the number of conscripts will be reduced with 28%, to cover the costs of maintaining of 100 professional positions will be allocated the amount of 8216,4 thousand lei (7814,6 thousand lei - staff expenditure; 401,8 thousand lei - equipment).

10) In 2019, the number of conscripts will be reduced with 36%, to cover the costs of maintaining of 530 professional positions (430 – cover from the budget of MIA; 100 - additional budgeted) will be allocated the amount of 43546,7 thousand lei (41417,2 thousand lei - staff expenditure; 2129,5 thousand lei - equipment).

11) In 2020, the number of conscripts will be reduced with 36%, to cover the costs of maintaining of 230 professional positions (130 – cover from the budget of MIA; 100 - additional budgeted) will be allocated the amount of 18897,6 thousand lei (17973,4 thousand lei - staff expenditure; 924,2 thousand lei - equipment).

2.6. SWOT analysis

Strengths (S)	Weaknesses (W)
1. Professional development according to the European standards; 2. Trained staff, stress-resistant with learning potential and increased mobilization capacity;	1. Necessity of revise the regulatory framework; 2. Obsolete internal regulations; 3. System of management of human resources deficient (the absence of

<p>3. Teamwork capability;</p> <p>4. Positive dynamics of absorption capacities on several categories of financing projects;</p> <p>5. Command and control capacity (management);</p> <p>6. Transparency in decisional process;</p> <p>7. Training and professionalization of the staff in the training centers of the European co-operating structures;</p> <p>8. Territorial infrastructure that allows for rapid response to different crisis situations;</p> <p>9. The military-patriotic education of the younger generation;</p> <p>10. Excluding corruption risks by ensuring the entity's activity, based on the principle of promoting and implementing institutional integrity</p>	<p>effective recruitment policies, inefficient institutional mechanisms in the recruitment of human resources, staff turnover);</p> <p>4. Limited use of modern educational technologies in the training process of collaborators;</p> <p>5. The low share of staff with foreign language skills (especially English);</p> <p>6. Limited opportunities for staff training and improvement;</p> <p>7. Deficiency in providing benefits and social assistance to Carabineer and their families;</p> <p>8. Capability of strategic analysis and systematization reduced at the staff level;</p> <p>9. Insufficient/absence system of internal communication (topics and processes that remain unknown);</p> <p>10. Circuit failure of internal documents (channels of communication that are technologically outdated and exceeded by the volume of communication needs)</p>
<p>Opportunities (O)</p>	<p>Threats (T)</p>
<p>1. Professionalization of Carabineer Troops; setting up a Carabineer service with 100% professionalization posts by the end of 2020;</p> <p>2. Approval of the Law on Carabineer with the assignment of new competences, including the founding agent;</p> <p>3. International program of instruction and professional development;</p> <p>4. Existence of an important potential for methodological assistance, technical and financial external resources, the number of accessibility funds will by on the rise;</p> <p>5. The logistics and technical development of the capabilities of the Carabineer Troops;</p> <p>6. Infrastructure development of the Carabineer Troops;</p> <p>7. Increasing the confidence level of the population in Carabineer Troops;</p>	<p>1. Downward attractiveness to the profession of carabineer;</p> <p>2. Globalization of international crime and terrorism;</p> <p>3. Increasing religious and ethnic risks and tensions;</p> <p>4. Reduced capacity for managing technogenic risks;</p> <p>5. Delaying the realization of the provisions of conceptual documents and international plans;</p> <p>6. Reduced capacity to comply with the commitment to contribute to the maintenance of international peace and security;</p> <p>7. Limited capabilities in the area of public security;</p> <p>8. Absence of civil society's interest in security issues;</p> <p>9. Insufficient budget funding;</p>

<p>8. Collaborative relations with similar structures in the EU;</p> <p>9. To become member of the Association of European and Mediterranean gendarmeries and police forces with military status (FIEP);</p> <p>10. Participation of Carabineer in missions under the aegis of the UN, EU, OSCE;</p> <p>11. Co-financing from extrabudgetary income - Financing Agreement CRIS: ENI/2015/038-144 ” Support for Police Development” and the annex nr. 1 ”Realization indicators for disbursement (Policy matrix)” within the limits of the financial resources allocated to Carabineers</p>	<p>10. Migration of the experienced collaborators to other structures;</p> <p>11. Delaying the implementation of the provisions of conceptual documents and implementation plans</p>
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III. PURPOSE, BASIC PRINCIPLES AND GENERAL OBJECTIVES OF THE STRATEGY

3.1. Purpose of the Strategy

29. This Strategy is part of the Concept of reformation of the Ministry of Internal Affairs and its subordinated and decentralized structures, resulting from the real necessities established in the process of reforms implementation.

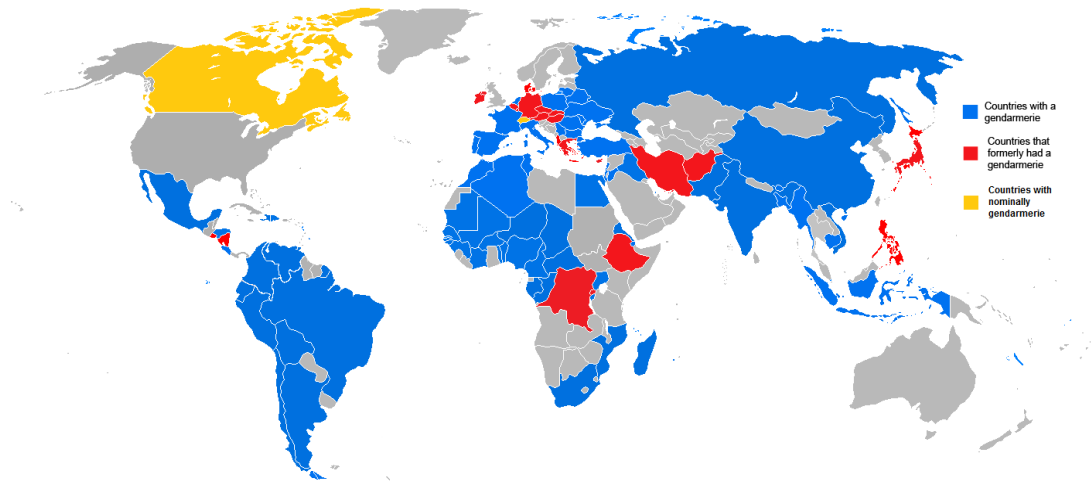
30. The purpose of the Carabineer Troops reform is to transform the institution into a professional police structure with military status, modern, effective and efficient, transparent, able to deliver a qualitative public service in the benefit to the community and ensure a high individual and collective security level at European standards.

1) Carabineers will be reorganized and integrated into the police system, preserving the military status, institutional individuality, organizational specific, functional and operational independence, in order to become a structure able to act professionally in the interest of the citizen and state, both in crisis situations and ensuring the rule of law with Police resources and methods.

2) A core element of the Carabineers Troops reformation will represent the progressive substitution, during 2017 – 2020, of the conscripts with more professional staff (2017 – 10 %; 2018 – 20 %, 2019 – 30 %; 2020 – 40 %).

3) Taking into consideration the domestic and international situation, it is necessary to maintain in the Republic of Moldova the dual police system where complementary works structures of civil police (Police) and with military status (Carabineers). This practice is successful in many European countries - Italy, France, Romania, Spain, Portugal, the Netherlands, Poland, Turkey.

Gendarmerie structures in the world



Source: https://commons.wikimedia.org/wiki/File:Gendarmerie_Around_the_World.PNG

4) In the result, will be strengthened the operational capacities of the Carabineers in order to be able to operate effectively throughout the national territory.

5) The Carabineers Troops will become a professionalized military structure, able to carry out specific tasks in normal situations, crisis and specific situations of public order and, also the duties provided by law in emergency situations, siege and war.

6) Also, will be resized the legal attributions of the Carabineers Troops and Police within the system of public order and security, which are provided for normal situations, specific, crisis of public order, emergency, siege and war.

7) The basic operational competences in the field of public order and security will be divided between Police and Carabineers according the three types of attributions performed:

- maintenance of public order and security;
- ensuring public order and security;
- restoring public order and security.

8) Restoring public order will become the primary mission of the Carabineers, and maintaining public order - the primary mission of Police.

9) At the initial stage, the public order tasks will be assigned both to Police and Carabineers, and will be conducted independently or through mutual operational support.

10) Until the achievement of the full operational capability of the reforming structure, insurance of the public order should return as secondary mission to Police and Carabineers, because in practice, neither of the two authorities cannot operatively cover the national territory properly. Also, may occur simultaneously events that through number, scale, place and geographical development do not allow the exclusive management by Police or by Carabineers.

Once the new structure will reach the complete operational capacity, the missions of ensuring and restoring the public order will be assigned to this structure.

11) Also, the Strategy will create the possibility of conceptually adjusting the processes of reformation, redefining professional development vector, logistics, and

achieving interoperability of public security forces, which can be used effectively in the interests of the citizen.

12) In the same time, it will contribute to the establishment of a public order and security system modern, dual, integrated, interoperable and compatible, led unitary, balanced, and operational, regionalized, ensured concerning the functional sufficiency with resources of all categories and sustainable.

13) It must be specified that "demilitarization" will occur, but only in the manner of conception and development of the public order and security missions, as well as in terms of attitude in relations with the population.

14) This Strategy aims are to align the planned actions with the provisions of the Association Agreement EU - Republic of Moldova concerning Title II "Political dialogue and reformation, cooperation in the field of foreign and security policy" and Title III "Justice, Freedom and Security" concerning the areas of Carabineers modernization, according to the European standards and the best international practices, improving the capacities of combating crime, increase employees` integrity and institutionalize the principles based on approach from the point of view of ensuring the rights of individuals.

3.2. Principles of the Strategy

31. Strategy principles are the following:

1) *Legality*. The full process of reformation of the Carabineers follows will take place according to the provisions of the law, in particular in order to ensure the observance of the legal provisions concerning the attributions, powers, obligations, restrictions and prohibitions in the Police activity, as well as the authority organization and functioning.

2) *Efficiency*. The implementation of the effective methods of work and insurance of the necessary conditions for employees in order to streamline the expenditure of the public money, judicious organization of the activity and consolidation of capacity to produce the expected result.

3) *Openness and transparency*. The community will be informed continuously and comprehensively on issues of public interest concerning the public order and security; will deepen the dialogue with society and involving it in decisions that arouses general concern.

4) *Integration, interoperability and compatibility*. Different types of forces and means of the system of public order and security will be able to act jointly, based on the basis of conception, of legislation, operational management system, organizational processes, methodologies and procedures, professional training and endowment, all units linked and standardized.

5) *Professionalism*. Ensuring the necessary conditions in order to increase the competence and capacity of the Carabineers` staff for exercise qualitatively the established functions, observing the principles stipulated by law.

6) *Responsibility*. The obligation to achieve qualitative standards during provision of the public service, every employee`s awareness on its role in ensuring

the effective work of the Police, including communication with the society and other authorities.

7) *Redesigning the system of values.* Achieving the institutional reconstruction based on universally values accepted by the countries with consolidated democracy, including the perspective of changing the mentality of the involved parties.

8) *Continuity.* Ensuring the adaptation to the current and future needs without compromising the achievement of the existing demands and run without interruption.

3.3. General objectives of the Strategy

32. General objectives of the Strategy are the following:

1) creating a modern structure with dual functions in accordance with the best European and international practices able to respond proactively to the security demands of the citizens and society.

2) professionalization of the staff, focusing the resources to the training of the Police staff, in order to ensure the new approach of the missions and changing the attitude in relations with population.

3) consolidation of the Carabineers Troops capacity of maintaining, ensuring and restoring public order, preventing and combating crime, protection of the citizen and state with modern resources and methods.

4) intolerance regarding the incidents of integrity, discrimination and ill-treatments in the Carabineers` activity.

IV. NECESSARY MEASURES TO ACHIEVE THE OBJECTIVES

33. Necessary measures to achieve the objectives are the following:

1) General objective 1. Creation of a structure with dual modern attributions in accordance with the best European and international practices able to respond pro-actively to the security demands of the citizens and society.

Specific objectives:

1.1. Analysis of the legislative and normative framework concerning the Carabineers` activity in order to identify the proposals for its amendments and completions.

Activities:

1.1.1. Carrying out a study of the legislative and normative legal framework and identification of the proposals for changes and completions.

1.1.2. Drafting the projects of legislative normative legal framework of Carabineers Troops.

1.1.3. Modification and /or completion of legislative and normative acts related to Carabineers activity, in line with the new Law on Carabiners.

1.2. Delimitation of the maintaining, ensuring and restoring public order attributions between the General Police Inspectorate and the Department of Carabineers Troops.

Activities:

1.2.1. Implementing the provisions of the Carabineer Law and resizing the legal competencies of the Carabineers and the Police within the Public Order and Security System.

1.2.2. Modification of the internal rules of activity.

1.2.3. Elaboration of the standard operating procedures.

1.2.4. Reorganization and operationalization of Carabineer structures in order to ensure the fulfillment of the attributions established by law.

1.3. Implementation of the Financing Agreement CRIS: ENI/2015/038-144 „Support of the Police development” and annex nr.1 Realization of the indicators of disbursement (Policy matrix), in the limit of the financial resources allocated to the Carabineers.

Activities:

1.3.1. Elaboration of the annex of the ”Realization of the indicators of disbursement (Policy matrix)” to the Financing Agreement.

1.3.2. Negotiation with the EU representatives of the amendment of the Financing Agreement named ”Realization of the indicators of disbursement (Policy matrix)”.

Expected results:

a) legislative framework adjusted to the society necessities of effective insurance of the public order, security of the citizens, public and private property.

b) transformation of the Carabineers Troops into a professional police structure with military status, modern, effective and efficient, transparent, able to deliver a qualitative public service in the benefit of the community.

c) delimited competences of maintaining, ensuring and restoring public order between the General Police Inspectorate and the Department of Carabineers Troops.

d) annex of the Financial Agreement for the Carabineers approved and entered into force.

e) redesign the regulatory framework, policies, procedures according to the European and international experiences and good practices in the field.

f) delimitation of the competences, attributions and manner of achievement of the specific missions, cooperation with other institutions of public order and security.

2) General objective 2. Professionalization of the staff, focusing the resources to the police training of the staff, so that to ensure the new approach concerning the missions and change the attitude in relations with population.

Specific objectives:

2.1. Professionalization of the Carabineers Troops conscripts in order to strengthen the capabilities of ensuring the protection of the citizen, public order and security.

Activities:

2.1.1. Progressive substitution of the conscripts with professional staff (2017 – 10%; 2018 – 20%; 2019 – 30%, 2020 – 40%).

2.1.2. Development of the curriculum of initial training of the professionalized Carabineers.

2.2. Transparent system of selection and promotion of the staff, based on clear criteria for recruitment, selection and promotion of the staff.

Activities:

2.2.1 Development the procedures of selection and recruitment within the Carabineers.

2.2.2. Elaboration of the Carabineer career guideline.

2.2.3. Respect for the principle of gender in the process of employment and promotion in the Department of Carabineer Troops.

2.3. Development the initial and continuous process of training of the carabineers.

Activities:

2.3.1. Development of the initial training system of Carabineers, according to European standards, focusing on practical training.

2.3.2. Development of the curricula regarding continuous training based on concrete indicators, targeted on improving the practical skills and the law enforcement.

2.3.3. Creation of the suitable conditions for continuous training of the units specialized staff concerning maintaining, ensuring and restoring public order.

2.3.4. Achieving a unitary and continuous system of training of staff in line with European standards;

2.3.5. Creating training conditions for the personnel of the Carabineers Troops with police means and methods, in accordance with the best European and international standards.

2.4. Promoting the principles of transparency in the management decision process.

Activities:

2.4.1. Development of the mechanism for interaction and dialogue with the civil society.

2.4.2. Improvement of the communication process with mass-media and civil society.

Expected results:

Carabineers are well trained, responsible and act transparently and professionally on the basis of:

a) progressive professionalization of the conscripts and their transformation into qualified structures with police attributions in the field of public order and security;

b) human resources management system improved by developing the regulations and procedures for staff recruitment, evaluation and promotion of the system accordingly to the European standards;

c) transparency in the Carabineers work of by improving the communication with mass-media and civil society.

3) General objective 3. Strengthening the Carabineers` capacities of maintaining, ensuring and restoring public order, preventing and combating crime, protection of the citizen and the state with modern resources and methods.

Specific objectives:

3.1. Consolidation of the operational management based on an integrated information system.

Activities:

3.1.1. Creation of the operational management structures within the CT, able to ensure the integrated coordination of forces and means.

3.1.2. Raising the functional capacity and risk analysis and information of the operational management units.

3.1.3. Ensuring efficiently the internal cooperation between the forces and means and interoperability with other authorities empowered with attributions in the field of public order and security.

3.1.4. Improve the training of the Carabineer Troops for compatibility with the structures of the Armed Forces in order to participate jointly in military actions.

3.2. Strengthening the intervention capacities through endowment with special equipment and technical the Carabineers` subdivisions responsible for maintaining, ensuring and restoring public order, and as well as executing other missions established by the law.

Activities:

3.2.1. Improving the infrastructure and logistic capabilities of the Carabineers in order to achieve the attributions established by the law.

3.2.2. Modernization of the communications system by the implementation of the technologies compatible with the MIA structures.

3.2.3. Development of the IT system regarding the use of the databases, storing and analyzing the operational information, according to the competence.

3.2.4. Development of the functionality of the Carabineers` structures in accordance with the European and international standards.

3.2.5. Strengthening the institutional capacity to absorb the external financial assistance.

3.2.6. Modernization of the Carabineers` capacity to participate in the international missions under the UN, EU, OSCE and other international/regional organization.

3.2.7. Elaborating the internal mechanism regarding the participation in international missions under the UN, EU, OSCE and other international/regional organization.

Expected results:

The Department of Carabineers Troops becomes a better trained and equipped structure, responsible and efficient, that works professionally, in an integrated system, in the interest of community.

The realization of the specific tasks is guaranteed by:

a) consolidated operational management system;

- b) implementation of the standard operational procedures in activity;*
- c) enhanced capabilities for quick and professional action on the occasion of the events which affect the legal order, state security and citizen safety;*
- d) Improving the training of the staff in order to be compatible with the structures of the Armed Forces, in order to participate in military actions;*
- e) strengthened capacities of the Carabineers to absorption of the foreign financial assistance, participation in the international missions under the UN, EU, OSCE and other international/regional organization.*

4) General objective 4. Intolerance against integrity incidents, discrimination and ill-treatments into Carabineers activity.

Specific objectives:

4.1. Promotion and implementation of the institutional integrity.

Activities:

- 4.1.1. Establishment of the risk management system.
- 4.1.2. Ensuring institutional integrity climate by applying the national and sectorial anti-corruption policies.
- 4.1.3. Informing the Carabineers about specific requirements of the institutional integrity.
- 4.1.4. Elaboration of the plan of integrity.
- 4.1.5. Developing cooperation with specialized structures in preventing and combating corruption within MIA.
- 4.2. Respecting the human rights.**
- 4.2.1. Conducting campaigns and trainings.
- 4.2.2. Development of evidence and examining complaints system directed against the staff of the DCT regarding the acts of discrimination and ill-treatments or other disciplinary infringements.
- 4.2.3. Developing institutional and technical capacity to prevent acts of discrimination and ill-treatment or other disciplinary misconduct.

Expected results:

The institution activity based on the principle of promotion and implementation of the institutional integrity, contribute to:

- a) improved integrity of DCT staff, particularly of those who operate in areas exposed to the risk of corruption;*
- b) cooperation with specialized structures in preventing and combating corruption within the MIA;*
- c) institutional and technical capacity to prevent acts of discrimination and ill-treatment or other disciplinary misconduct.*

V. STRATEGY IMPLEMENTATION

5.1. Planning activities

34) After approving the Strategy and the Action Plan for its implementation (further-Action Plan), the responsibility for implementing the objectives and the

activities presented in the Strategy will belong to the Ministry of Internal Affairs and to the responsible authorities established in the Action Plan.

In order to ensure the effectiveness of meeting the provisions of the Action Plan at the level of the Ministry of Internal Affairs, annual action plans will be prepared.

The Ministry of Internal Affairs will coordinate all the actions provided in the Strategy and the activities in accordance with the indicators and deadlines set out in the Action Plan.

5.2. Implementation risks

35. The practice exercised in the previously activities carried out within the administrative authorities and institutions subordinated to the MIA allows highlighting the following risks:

1) regulatory framework of the activity is charged due to the lack of the general principles of activity set at the level of the system of internal affairs, as well as the existence of some regulations outdated or others regulations with fragmented character, which still causes the feeling of an inadequate regulated system;

2) existence of the duplications and overlapping of attributions with the General Police Inspectorate;

3) reformation process in related fields to the Carabineers` activity may be delayed unnecessarily and obstruct the reformation of the Carabineers;

4) deficiency of the consistent and continuous financial support;

5) lack of capacity concerning the elaboration of the necessary documentation for the implementation of the programs with foreign funding;

6) undersized structure of the unit with attributions in the field of the informational technologies and communications caused the underdevelopment of the field in comparison with other MIA divisions.

36. The accentuation of risk indicators mentioned above constitutes the premises of inobservance of some objectives and tasks set out in the Strategy.

37. A major risk factor may be the apparition of the phenomenon of political instability, which can generate the discontinuity of the reform process and negatively influence the development of the institution.

38. The lack of the allocation of the financial resources for development and execution of the missions, technical-material insurance and the level of the proper remuneration of the Carabineers, can determine a non-appropriate execution of the duties and risks of corruption.

39. Delaying the process of professionalization of the conscripts may also affect the quality of the insurance of the protection and security of the citizen and state.

5.3. Procedures for reporting and monitoring

40. Implementation of the Strategy is ensured by the Government through the Ministry of Internal Affairs, which is the institution responsible for ensuring the effectiveness of the mechanism for monitoring and evaluating the implementation of the Strategy through the Department of Carabineer Troops.

41. At the same time, in the implementation process are involved the Ministry of Finance, the Ministry of Foreign Affairs and European Integration, the Ministry of Defense, the administrative authorities and the institutions subordinated to the Ministry of Internal Affairs.

42. The Department of Carabineer Troops informs the Ministry of Internal Affairs annually about the level of implementation of the Action Plan. Information requires the submission of an annual progress report.

43. At the level of the Department of Carabineer Troops, the monitoring and reporting mechanism are the following:

1) The subdivision responsible for reporting the level of realization of the action of the Action Plan reports quarterly to the Deputy Minister of Internal Affairs, Commander of the Carabineer Troops, the measures adopted during the reporting period. In this regard, the monitoring subdivision centralizes the reports received, processes the information and elaborates a synthesis report on the degree of implementation that it presents at the meetings of the Consultative Council of the Department of Carabineer Troops.

2) The Consultative Council of the Department of Carabineer Troops analyzes the level of implementation of the Action Plan, compliance with deadlines, problems and causes that led to non-implementation or faulty implementation, establishes the measures required to correct the errors and ensures, through each member, the transmission of these measures to the subordinate staff.

44. At the level of subdivisions subordinated to the Department of Carabineer Troops, the monitoring and reporting mechanism is established on the basis of their activities plan. Thereby:

1) quarterly or whenever necessary, will be analyze, in the balance meetings of subordinate subdivision activities, the strategy's implementation, compliance with deadlines, problems and causes that led to non-implementation or faulty implementation, establishes the measures required to correct the errors and ensures, through each member, the transmission of these measures to the subordinate staff.

2) a copy of the assessment record of the balance meeting will be remit to the subdivision responsible for the reporting of the implementation stage of the Strategy.

45. The basis for reporting the achievement results is represented by the indicators in the Action Plan. In this regard, the subdivision responsible for organizing the activity planning of Department of Carabineer Troops, and in the case of subordinated subdivisions - the working group for planning will ensure the

inclusion in the Annual Activity Plan of the necessary Strategy actions to be implemented during the respective period.

46. Monitoring the implementation will be a continuous one, which will take into account the indicators of achievement set out in the Action Plan. In evaluating the progress of the implementation of the Strategy, will be realized two intermediate evaluations, for the objectives set in 2017 and 2018, in order to adjust the plan to the needs and trends of the respective period. The intermediate evaluation will focus on the extent of the results and objectives set, in terms of the Monitoring and Evaluation Framework. Based on these intermediate evaluations, will be defined the expected results and specific objectives. The assessments will be used to determine the necessary actions for the following years, in line with the existing realities, and the budget planning for the subsequent period.

47. The first monitoring report will be drafted at the end of 2017, on the basis of the annual reports submitted by the institutions responsible for implementation, and will include the degree of achievement of the proposed targets and actions during that period and the level of reaching the impact indicators. Thus, were identified the factors that influenced the success or failure of the planned activities, the respective information being used for planning the activities for the later period.

48. Annually, the Ministry of Internal Affairs will present to the Government, by 1th February, the monitoring report regarding the implementation of the Action Plan in the previous year.

49. The results of the Strategy implementation will be presented in an independent final evaluation, which will measure the impact of the results obtained within each strategic priority and the Strategy in general on Carabineer Troops. The final evaluation will be achieved through the relevance, effectiveness, efficiency, sustainability, impact and approach based on respecting human rights, with the involvement of representatives of civil society.

5.4. Funding the Strategy

50. Funding the implementation of the Strategy will be executed from financial sources allocated from the state budget and from incomes cumulated by the institution.

51. The sources and volume of financing of the priority actions will be included at each stage of budgetary planning of the sectorial Strategy of expenditure for the public order sector and in the medium term budgetary framework and the annual financing of the measures will be planned in the annual budget.

52. In the same time, the budgetary support provided for the Carabineers Troops in the Financing Agreement CRIS: ENI / 2015 / 038-144 "Support of Police development" will supply the necessary training and technical equipment. In accordance with the provisions of the project sheet for the budgetary support for the

implementation of the Strategy Police Reformation, the European Union will cover these costs to the basis of the additional annex to the Funding Agreement concluded with the Government of the Republic of Moldova. On the Based of the Financing Agreement, the Government will annually allocate the necessary amounts in order to achieve the objectives undertaken for the respective year, and after the evaluation of their achievement proportionally to the degree of realization, the amounts will be disbursed by the European Union through the financial instrument of neighborhood policy.

53. The estimation of the financial and non-financial cost, as well as the necessary resources was included in the Strategy and in its implementation plan.

54. Consequently, within the action plan for the implementation of this Strategy, the amounts provided for each objective will be correlated with the provisions of the medium-term budgetary Framework for the corresponding period.