



**ASSESSMENT OF THE CRIME AND
JUSTICE STATISTICS OF THE
REPUBLIC OF MOLDOVA**



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The opinions expressed in this document are the sole responsibility of the authors and do not represent the official position of UNDP, Sweden, the Government of the Republic of Moldova or any of its affiliates.

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LIST OF ACRONYMS

A2J	Access to Justice
AIS Info GPO	Automated Information System of the General Prosecutor's Office
AIS NLAC	Automated Information System of National Legal Aid Council
AIS RCCI	Automated Information System Register of Criminalistic and Criminological Information
ACA	Agency for Court Administration
ARQ	UNODC Annual Report Questionnaire
BSEC	Black Sea Economic Cooperation
CCPCJ	United Nations Commission on Crime Prevention and Criminal Justice
CEPEJ	European Commission for the Efficiency of Justice
CEPOL	European Union Agency for Law Enforcement Training
CES	Conference of European Statisticians
CIS	Commonwealth of Independent States
COE	Council of Europe
CS	Customs Service
CTS	see UN-CTS
ECOSOC	Economic and Social Council (UN)
EFTA	European Free Trade Association
ENM	European Network on Migration
ESS	European Statistical System
ESSC	European Statistical System Committee
EU	European Union
EUROPOL	European Union Agency for Law Enforcement Cooperation
EUROSTAT	Statistical Authority of the European Union
FIEP	International Association of Gendarmeries and Police Forces with Military Status
GBPI	General Border Police Inspectorate
GD	Government Decision
GLOTIP	Global Report on Trafficking in Persons (UNODC)
GPI	General Police Inspectorate
GPO	General Prosecutor's Office
GRECO	Group of States against Corruption
GRETA	Group of Experts on Action Against Trafficking in Human Beings
GUAM	Organization for Democracy and Economic Development
HIPED	Health in Prisons European Database (WHO)
IAFQ	Illicit Arms Flows Questionnaire (UNODC)
ICCS	International Classification of Crime for Statistical Purposes
ICMS	Integrated Case Management System
IDS	Questionnaire on individual drug seizures (UNODC)

INTERPOL	International Criminal Police Organization
IOCTA	Internet organized crime threat assessment (EUROPOL)
IOM	International Organization for Migration
ITS	Information Technology Service
JIS	Judicial Information System
MIA	Ministry of Internal Affairs
MIRD	Ministry of Infrastructure and Regional Development
MOJ	Ministry of Justice
NAC	National Anticorruption Centre
NAP	National Administration of Penitentiaries
NATC SEE	Network of Anti-Trafficking Coordinators of South-East Europe
NBS	National Bureau of Statistics
NGO	Non-Governmental Organization
NIPS	National Inspectorate for Public Security
NLAC	National Legal Aid Council
NPI	National Probation Inspectorate
NPS	Questionnaire on new psychoactive substances (UNODC)
NSS	National Statistical System
OHCHR	UN Office of the High Commissioner for Human Rights
OMI	Operational Management Inspectorate
OPOS	Other Producers of Official Statistics
OSCE	Organization for Security and Cooperation in Europe
SCJ	Supreme Court of Justice
SCM	Superior Council of Magistracy
SDG	Sustainable Development Goals
SELEC	Southeast European Law Enforcement Center
SPACE I	Council of Europe Annual Penal Statistics – Custody
SPACE II	Council of Europe Annual Penal Statistics – Community Sanctions and Measures
SWP	Statistical Work Programme
TIP	Trafficking in Persons Report (US Department of State)
UN	United Nations
UN-CTS	United Nations Surveys of Crime Trends and the Operations of Criminal Justice Systems
UNDP	United Nations Development Programme
UNECE	United Nations Economic Commission for Europe
UNODC	United Nations Office on Drugs and Crime
UNSC	United Nations Statistical Commission
WHO	World Health Organization



EXECUTIVE SUMMARY

Crime and justice statistics represent an indispensable basis for policy making, monitoring and evaluation in the areas of safety and security. The importance of statistics in this sector has been further emphasized by the adoption of several crime and justice indicators within the framework of the 2030 Agenda, especially under its Goal 16 on peace, justice and strong institutions.

An in-depth assessment of crime and justice statistics produced by relevant stakeholders in Moldova was launched in 2021 by UNDP Moldova within the framework of the “Strengthening Efficiency and Access to Justice in Moldova” (A2J) Project implemented with the financial support of Sweden . The assessment, carried out in collaboration with the National Bureau of Statistics (NBS) of the Republic of Moldova, aimed to take stock of the current situation of crime and justice statistics, focusing on the stakeholders involved in data collection, their role and capacity, the existing data and relevant mechanisms and systems. A set of recommendations was developed to promote improvements in line with national needs and international standards. This resulted in two main outputs: i) a comprehensive report and ii) a roadmap to operationalize the recommendations and accompany the process of further approximation to relevant international and EU statistical standards.

A total of sixteen stakeholders engaged with the collection and sharing of data on crime and justice, in addition to the NBS, were consulted on their ongoing practices in data collection, processing and dissemination. These included the Ministry of Internal Affairs, the Operational Management Inspectorate, the General Inspectorate of Police, the Information and Technology Service, the Border Police Inspectorate, the General Prosecutor’s Office, Ministry of Justice, the Agency for Court Administration, the Courts of Appeal, the Courts of first instance, the Supreme Court of Justice, the Superior Council of Magistrates, the National Administration of Penitentiaries,

the National Probation Inspectorate, the National Anticorruption Centre and the National Legal Aid Council. Stakeholders were invited to nominate representatives for interviews, which were carried out using a structured questionnaire. The assessment also included an online survey of users of crime and justice statistics which was disseminated among national and international users, both from public authorities and academia, civil society and international organizations.

The stakeholders had the opportunity to review preliminary findings and were invited for validation meetings, during which they could complete or correct the information they shared.

For the purpose of this assessment, 20 among the key applicable statistical principles, including those set out in the UN Fundamental Principles of Official Statistics and the European Statistics Code of Practice and other relevant standards, have been summarized under four main headings (relevance and usefulness, timeliness and punctuality, quality of statistics, comparability). Key findings are presented according to these main headings / categories.

According to the main relevant international standard, the UN Manual on the Development of a System of Crime and Justice Statistics, the assessment report is developed along the key components of criminal justice statistics (police, prosecution, courts, prisons), with dedicated sections for probation, anti-corruption and legal aid statistics. Each section, involving one or more responsible agencies, includes a summary table of the strengths and weaknesses of statistics in the relevant component, based on the four categories described above.

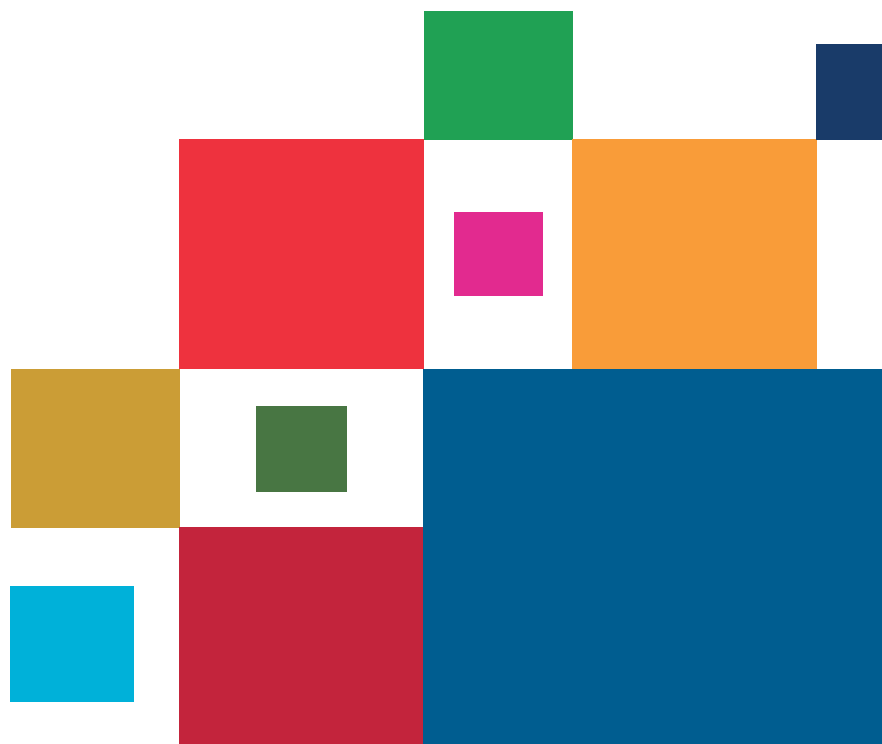
In general, the assessment found more strengths than weaknesses, on which it will be possible to take action via the implementation of the roadmap. Most of the international and European key indicators are available in Moldova, many of them as official statistics regularly disseminated by the NBS.

Nevertheless, agencies responsible for statistics largely operate with separate counting rules and have only recently started cooperating on multi-agency platforms for data exchange. Publicly accessible information often lacks relevant metadata and methodologies, and there are many agencies which do not have mechanisms in place to allow users to provide feedback. The report provides some examples on the basis of which a complete set of national indicators can be progressively developed, in line with the International Classification of Crime for Statistical purposes (ICCS), the main international standard in this respect.

The roadmap aims to promote coordination and therefore strengthen the capacity of national actors in collecting, processing, analysing and exchanging, disseminating the crime and justice statistics data. This will be achieved by reviewing and standardizing, as appropriate, existing indicators, definitions, metadata and data collection flows. Furthermore, considering that Moldova is frequently asked to report internationally to a variety of questionnaires on a wide range of issues related to crime and justice and some of the international questionnaires are disseminated via the Ministry of Foreign Affairs, further inter-agency coordination and the appointment of focal points would guarantee timely and competent responses to the relevant authorities.

Strengthened national cooperation will facilitate addressing any shortcomings and inconsistencies identified, which may currently limit the potential and use of crime and justice statistics in the process of monitoring and developing sectoral policy documents and strategies. Furthermore, the assessment may assist the NBS in its efforts to identify and certify other producers of official statistics (OPOS) among the participating agencies.

In June 2022 the European Union granted candidate status to Moldova. The Roadmap will therefore represent a practical tool to support a broader process of alignment to EU and international standards in the field of crime and justice statistics.





I. INTRODUCTION

The United Nations Development Programme within the framework of “Strengthening Efficiency and Access to Justice in Moldova” (A2J) Project implemented with the financial support of Sweden, launched an in-depth assessment of crime and justice statistics produced by relevant stakeholders in Moldova, with a view to promote better alignment with international standards. The assessment is carried out in collaboration with the National Bureau of Statistics (NBS) of the Republic of Moldova.

The assessment of crime and justice statistics in Moldova started on in September 2021, with the main objectives to analyse the current level of compliance with international standards in the field, as well as to identify the current strengths and challenges of the national statistical system. In addition, the evaluators’ conclusions and recommendations may support the efforts of the National Bureau of Statistics (NBS) to define Other Producers of Official Statistics (OPOS) in the sector and to improve the quality of the data, thus creating the necessary basis for monitoring and assessing the impact of sectoral policies¹. The current in-depth assessment report and recommendations is accompanied by a roadmap identifying milestones for relevant reform and improvements in the statistics on crime and justice (see Roadmap). The roadmap incorporates recommendations from this report in a structured plan towards a progressive reform of crime and justice statistics.

The assessment team, composed by one international and one national consultant, carried out in-depth interviews with key stakeholders among data producers and a survey of users of crime and justice statistics (October-November 2021). The draft report was submitted to each involved authority for comments on their respective sections. All authorities took part in a final validation process including a series of meetings (June 2022).

The report is structured in two parts: part I contains an overview of the key findings and general recommendations for the advancement of a system of crime and justice statistics, while part II contains more detailed findings, as well as strengths and weaknesses identified for each component of crime and justice statistics. The Roadmap provides detailed indications for progressive alignment with active engagement of all relevant stakeholders.

¹ Specific criteria for granting the status of OPOS are established in the GD for the approval of the Regulation on the procedure for establishing producers of official statistics https://www.legis.md/cautare/getResults?doc_id=129869&lang=ro.

II. CONTEXT, BACKGROUND AND PURPOSE OF THE ASSESSMENT

Moldova has been focusing on achieving the objectives arising from the commitments assumed in the Association Agreement signed with the European Union (under Title IV, chapter 6 Statistics, article 41), which led to the continuation of the process of harmonization of the national statistical system with the EU acquis. This development is going to be even more central considering the candidate status of Moldova as of June 2022.

The National Statistical System (NSS) of the Republic of Moldova, through its legal framework and operating rules, has advanced under the coordination of the National Bureau of Statistics (NBS) by initiating the process of applying the EU acquis (legal framework, system of indicators, statistical methodologies, etc.), the UN Fundamental Principles of Official Statistics² and the European Statistics Code of Practice³. The national framework governing official statistics expressly commits data producers to quality and confidentiality of data and regulates the process of collecting and disseminating official statistics.

The improvement of statistical services provided by the NSS and the full integration of Moldovan statistics in the European Statistical System (ESS) constituted a priority in the Strategy of development of national statistical system 2016-2020⁴.

A 2019 Global assessment of the NSS by Eurostat noticed the improvements made in the direction of increased compliance with European and international standards in a number of statistical domains and confirmed that 'the NSS of Moldova complies to a significant extent with international and European standards' (Eurostat, 2019). The same was observed in 2021 in the Association Implementation Report of the Republic of Moldova, which noted, however, that NBS 'continues to suffer from severe lack of human, financial and IT resources, which hamper its efforts' (EC, 2021, p. 14)⁵.

It is also expected that this process would contribute to the integration of Agenda 2030⁶ and its Sustainable Development Goals (SDG) into NSS, after the national adaptation and localization of SDG indicators initiated by Moldova in 2015⁷ and once establishing a reporting mechanism for SDG indicators to support measuring the progress in implementing the SDGs, as well as to address the identified gaps in the availability, especially from the perspective of disaggregation of data that would help measure the impact of sustainable development on the most vulnerable groups of the population so that their needs are not ignored and no one is left behind.

One of the objectives of the Government Action Plan for 2021-2022⁸ proposes the consolidation of the national statistical system and the alignment with the European standards in the field of statistics, by elaborating and approving the draft Strategy for the development of the national statistical system until 2030; elaboration and approval of the draft law for the amendment of Law no. 93/2017 on official statistics and other normative acts in related fields in order to streamline the activity of official statistics, including:

- Ensuring access to administrative and private data sources for the compilation of official statistics;
- Adjusting the requirements for confidentiality and dissemination of statistical data in accordance with EC Regulation no. 223/2009; elaboration of the Government draft decision on the approval of the national statistical system development programme for 2022-2025; elaboration and approval of the Regulation on the establishment of official statistics data producers.
- Another objective⁹ of the cited source proposes to streamline the production of demographic and social statistics by using administrative data sources.

Similarly important is the approval of the national framework for monitoring the implementation of the 2030 Sustainable Development Agenda, an action planned for 2022.

2 <https://unstats.un.org/unsd/dnss/gp/fundprinciples.aspx>

3 <https://ec.europa.eu/eurostat/web/quality/european-statistics-code-of-practice>

4 https://statistica.gov.md/public/files/despre/legi_hotariri/Strategy_SD_SSN_2016_2020_eng.pdf

5 https://eeas.europa.eu/sites/default/files/swd_2021_295_f1_joint_staff_working_paper_en_v2_p1_1535649.pdf

6 See A/RES/70/1 – Transforming our world: the 2030 Agenda for Sustainable Development, adopted on 25 September 2015. Like all countries in the world, the Republic of Moldova is committed to implement the 2030 Agenda.

7 See <https://moldova.un.org/en/23602-nationalization-indicators-sdg>

8 The Government Action Plan for 2021-2022 was approved by the Government Decision no. 235/2021.

9 Based on the Moldova-EU Association Agreement, art. 41; 44; EC Regulation no. 223/2009; Global assessment of the national statistical system 2019, carried out by Eurostat.

According to the National Action Plan for Human Rights for 2018-2022¹⁰, it is a national priority to establish a mechanism for collecting disaggregated data on hate crimes, among the responsible authorities being nominated: Ministry of Internal Affairs, General Prosecutor's Office, Superior Council of Magistracy, National Bureau of Statistics, National Center for Personal Data Protection, Equality Council.

The Strategy for ensuring the independence and integrity of the justice sector for 2022-2025¹¹, proposes the implementation of electronic statistics and the improvement of this mechanism for judiciary. The National Strategy for Preventing and Combating Violence against Women and Domestic Violence for the period 2018-2023¹² proposes as a specific objective strengthening of systems for collecting, analyzing and disseminating sectoral statistics and ensuring regular monitoring of the dynamics of violence against women. and domestic violence through the development of automated systems for collecting sectoral administrative data (police, justice, social protection, health) and their interconnection; periodically conducting nationally representative statistical studies that reflects the prevalence of domestic violence.

Crime and justice statistics, like in many countries in the world, lag behind in the process. While this may largely depend on challenges that Moldova shares with many other countries (for example, data are produced and disseminated by a variety of different sources, it may be complicated to reconcile and verify the data), there are specific challenges that may be inherent to Moldova.

According to the February 2021 Barometer of Public Opinion, the justice system in Moldova faces a low level of public trust, with less than 20 percent of the respondents trusting the system¹³. Indeed, the World Bank's 2017 Surveys of Court Users (WB, 2018) found that more than three-quarters (76 percent) of court users considered that the court performance was poor and almost two-thirds (62 percent) of all respondents feel that an ordinary citizen is unlikely to get a fair trial.

A sound system of crime and justice statistics contributes to improving access to justice for all. It helps in generating detailed and granular information, disaggregated by sex and age, relevant to different population groups, especially those with low income, minorities, vulnerable and disabled persons.

For example, according to World Bank data (WB, 2018), low-income groups have lower awareness about the functioning of the court system in Moldova and consider it less accessible in terms of cost and information, if compared to higher-income groups. Access to information is very important, as survey respondents stressed that more attention should be paid to making information on cases and court decisions available to the public and making complaint-filing procedures simpler and clearer. Less than half of the respondents reported being able to find the court decision they need. 57% of citizens are not aware of court reforms, while those who are aware, complain about insufficient information (WB, 2018).

The impact of ongoing reforms may not be entirely perceived by citizens in the absence of better coordination of justice institutions. Recent studies have observed that coherent coordination mechanisms among law enforcement, security, and justice institutions for effective administration of justice seem to be lacking at both national and local levels, which results in citizens, particularly those from marginalized or minority groups, not being able to claim their rights and access justice effectively¹⁴.

Monitoring the implementation of policies, both at national and local levels, remains a main task of the Moldovan Government's agenda. The demand for quality data for evidence-based policy and decision making continues to grow. Evidence-based policymaking can only be successful if it is based on solid data and quality statistics. In addition, there is a need for clear explanatory texts to accompany the data and to increase the accessibility and use of statistics.

In particular, Moldova is committed to strategically advance on making high-quality statistics available for formulating realistic strategies and policies, setting targets, measuring the impact and managing results, monitoring outcomes, and for making evidence-based decisions supporting policies towards building an independent, impartial, professional, accountable, efficient and transparent justice sector¹⁵.

A survey carried out in Moldova on the level of satisfaction with the existing sources of information revealed that statistical information from the justice sector was most frequently used for the purpose of overall information by a wide range of users, including local public administration, international and non-governmental organizations,

10 The National Action Plan for Human Rights for 2018-2022 was approved by the Parliament Decision no. 89/2018.

11 The Strategy for ensuring the independence and integrity of the justice sector for the years 2022-2025 was approved by the Law no. 211/2021.

12 The National Strategy for Preventing and Combating Violence against Women and Domestic Violence for the period 2018-2023 was approved by the Government Decision no. 281/2018.

13 Barometer of Public Opinion, October 2020 February 2021 <https://ipp.md/2021-02/barometrul-opinieii-publice>.

14 Report of the Regional UNDP Rule of Law, Justice, Security and Human Rights Mission to Moldova (October 2017).

15 See Government decision no.235/2021 https://www.legis.md/cautare/getResults?doc_id=128407&lang=ro.

mass-media and researchers (Magenta, 2016)¹⁶. Users of justice statistics expressed an overall lack of trust because of the insufficient level of data disaggregation¹⁷, the lack of methodological explanations, and unpredictable dissemination policies. The first online survey of user satisfaction was carried out by the National Bureau of Statistics in 2021 (NBS, 2021a)¹⁸, highlighting that not many users consult justice statistics (only 19% of the respondents) but there is demand for new statistical publications in the area of crime and justice.

In this context, the assessment of the crime and justice statistics aims to identify and gradually resolve specific issues by improving the compliance with international standards through a progressive process. This will include learning from EU member countries' experience and promoting initiatives in close cooperation with the designated international organizations, in particular the UN Office on Drugs and Crime (UNODC) and Eurostat.

■ Assessment structure and phases

The assessment of crime and justice statistics started on September 17, 2021. Its main **objectives** were the following:

- To conduct an in-depth sector assessment of the crime and justice statistics to evaluate its compliance with international standards in the field;
- To design a roadmap for further approximation to international and EU statistical standards, taking into account the national context.

These two broad objectives correspond to two phases of the project. The first phase included an in-depth desk review, extensive consultations with the main stakeholders, a survey of users and the drafting of a final report identifying strengths and weaknesses. The report provides a set of recommendations, with a view to promote better alignment of crime and justice statistics with the international standards in the field. In line with the terms of reference for this sectoral assessment, the main international reference used was the UN Manual for the Development of a system of Criminal Justice Statistics. Necessary steps towards alignment with the International Classification of Crime for Statistical Purposes (ICCS) were also considered.

The second phase included the operationalization of the recommendations into a roadmap of actions and measures necessary to further advance towards compliance with relevant UN and EU standards, as well as to approximate to the EU Statistical Requirements Compendium.

The purpose of the Assessment was to analyze the current state of crime and justice statistics, existing data collection mechanisms and systems, the role and capacity of data collection authorities / institutions, and develop recommended actions for improving data collection, quality and dissemination in line with national needs and international recommendations, including the improvement of a comprehensive set of disaggregated data/indicators, with definitions and metadata, taking into account the principles set out in the UN Fundamental Principles of Official Statistics and the European Statistics Code of Practice and other relevant standards.

In line with the UN Manual (UN 2003, page 13), the assessment adopted the international structural approach based on main criminal justice system components, as follows:

- Police, including statistics from national, regional or local police agencies;
- Prosecution, including statistics by public prosecutors at various levels of governments;
- Court, including statistics from all levels of courts;
- Prison, including statistics from institutions for pre- and post-trial detainees, as well as specialized custodial institutions;
- Probation, which may be considered as a sub-component of prisons, is considered separately due to the importance of non-custodial measures. It includes statistics on probation at the central and local levels.

The assessment also included statistics from two specialized areas, as follows:

- Anticorruption, including statistics generated and disseminated by the dedicated national anticorruption agency;
- Legal aid, including statistics on the functioning of the legal aid system in the country.

16 Survey regarding statistical data and information users level of satisfaction with the existing sources of information elaborated for: Support to confidence building measures, United Nations Development Program, by S.C. Magenta Consulting S.R.L, June 2016.

17 Sondaj de opinie privind gradul de satisfacere a utilizatorilor cu date statistice ale BNS, Centrul de Investigații Sociologice și Marketing „CBS-AXA”, 2013, https://statistica.gov.md/public/files/despre/evaluare_opinii/CBS_Axa_2013/Rezultate_sondaj_2013.pdf

18 <https://statistica.gov.md/newsview.php?!=en&idc=30&id=7287&parent=0>

For the scope of this assessment, crime, criminal justice and contraventions statistics were taken into account. This includes official statistics, disseminated within the framework of the Annual Statistical Work Programme (SWP), as well as administrative statistics being collected for administrative purposes of certain institutions and owned by them.

The roadmap (see Roadmap) is aimed to strengthen the capacity of national actors in collecting, processing, analyzing and exchanging, disseminating the crime and justice statistics data, by reviewing and standardizing, as appropriate, existing indicators, definitions and data collection flows. This will strengthen national cooperation and address any shortcomings and inconsistencies identified, which may currently limit the use of crime and justice statistics in the process of monitoring and developing sectoral policy documents and strategies. Furthermore, better alignment with international standards will enhance data coherence at the national and data comparability at international level¹⁹.

■ National agencies involved

A large number of agencies in Moldova are involved with crime and justice statistics (see Table 1). The Superior Council of Magistracy, the Ministry of Justice, the Ministry of Internal Affairs, the General Prosecutor's Office, the National Anticorruption Center, the domestic courts, the police and prosecutor's offices, the National Legal Aid Council, the Customs and Tax Services, through their subdivisions and subordinated institutions, are in charge for collecting, processing, analyzing and disseminating crime and justice statistics.

The NBS, through its website disseminates different products such as: data releases, statistical publications and Statistical databank– all these containing crime and justice statistics. The Statbank²⁰, contains a concise list of crime and justice statistical indicators, accessible from the Social Statistics section. Crime and justice statistics disseminated by NBS refers to headline data on crime (offenses and perpetrators), including juvenile delinquency, convicted and detained persons, road accidents and the justice system (cases brought to the courts and legal professionals), as well as data on contraventions.

Besides Law no 93/2017 on official statistics²¹, which reflects the national legal framework on production and dissemination of official statistics (including crime and justice statistics), there is no consolidated report on crime and justice statistics or a coordinated policy between mandated institutions that would promote the use of uniform definitions or indicators²². In September 2021 the White Book of Justice²³ recommended that the relevant institutions in the field of justice adopt a unique methodology for data development and collection, with online availability.

Table 1: Crime and justice data providers and producers in Moldova, by criminal justice component

Police	Prosecution	Courts	Prisons	Probation	Anti-corruption	Legal Aid
Ministry of Internal Affairs	General Prosecutor's Office <ul style="list-style-type: none"> ■ Specialized Prosecution Offices (2) ■ Rayon/ Municipal Prosecution Offices (39) 	Ministry of Justice	National Penitentiary Administration <ul style="list-style-type: none"> ■ Prisons (17) 	National Probation Inspectorate <ul style="list-style-type: none"> ■ Local probation offices (38) 	National Anticorruption Center	National Legal Aid Council <ul style="list-style-type: none"> ■ Territorial Legal Aid Offices (4)

19 The assessment, unless differently specified, does not include the areas located on the left side of the river Nistru.

20 <https://statbank.statistica.md/pxweb/pxweb/en/30%20Statistica%20sociala/?rxid=b2ff27d7-0b96-43c9-934b-42e1a2a9a774>.

21 <https://statistica.gov.md/pageview.php?l=en&idc=323> See Article 11 of Law 93/2017. The Annual SWP provides some directions in this respect.

22 The NBS has reference metadata for official statistics on justice and crime, including quality reports for the use of data users, definitions and description of other quality dimensions (sections) <https://statistica.gov.md/pageview.php?l=en&idc=430&>.

23 White Book of Justice, Recommendations for an independent and integer Justice, Institute for European Policies and Reforms, Chisinau, September 2021.

Police	Prosecution	Courts	Prisons	Probation	Anti-corruption	Legal Aid
	Superior Council of Prosecutors					
General Inspectorate of Police <ul style="list-style-type: none"> ■ National Inspectorate for Public Security ■ Local police inspectorates 		Agency for Courts Administration				
Operational Management Inspectorate		Superior Council of Magistracy				
Information Technology Service		Supreme Court of Justice				
General Border Police Inspectorate <ul style="list-style-type: none"> ■ Local structures subordinated to border police 		Appeal Courts (4)				
Customs Service		District Courts (15)				
State Fiscal Service						
44 authorities reporting on contraventions						
Official Statistics						
National Bureau of Statistics	National Bureau of Statistics	National Bureau of Statistics	National Bureau of Statistics		National Bureau of Statistics	National Bureau of Statistics

Box 1: Other Producers of Official Statistics (OPOS)

In each country, the National Statistical Office is the central producer of Official Statistics and acts as the coordinator of the National Statistical System (NSS). In addition, other national authorities (such as ministries or specialized agencies) may be engaged in the production of official statistics and are called Other Producers of Official Statistics (OPOS).

At the national level, the National Bureau of Statistics (NBS) is the main producer of official statistics in the country. Besides NBS, at present the National Statistical System includes the National Bank of Moldova which is considered a producer of official statistics in its area of competence. While other producers of official statistics (OPOS) are missing so far and shall be still identified, approved/certified and regularly updated by the NBS, based on the regulation recently approved by the GD (decision No. 51/2022²⁴).

24 https://www.legis.md/cautare/getResults?doc_id=129869&lang=ro.

The certification of OPOS depends on a set of eligibility criteria established by Regulation based on standards and guidelines to be applied across the NSS. OPOS should operate in compliance with the Statistical Law and the adopted standards, be professionally independent entities within their respective organizations, and be entirely responsible for their assigned activities in the SWP.

Out of the national institutions indicated in Table 1, only two agencies subordinated to the Ministry of Internal Affairs, namely General Inspectorate of Police and the Information Technology Service, and other two agencies subordinated to the Ministry of Justice, namely Agency for Court Administration and National Administration of Penitentiaries, participate in the implementation of the Annual SWP, approved yearly by the Government, and in the production of official statistics on crime and justice. These agencies (which are highlighted in purple in Table 1) are included among the national institutions contributing activities and providing information and data that are used for the production and dissemination of official statistics.

The results of the present assessment might also serve as a source of information for the NBS to enable the consideration of these institutions with respect to their eligibility towards certification as OPOS.

■ The National Bureau of Statistics

The National Bureau of Statistics (NBS) has the role of central authority in the field of statistics being the main producer of official statistics in the country (data producer) and coordinator of the national statistics system.

The NBS activity is based on respecting the Republic of Moldova Constitution, the Law on Official Statistics No. 93 dated 26.05.2017, other legislative and normative acts, NBS management decisions and orders. The Law on Official Statistics regulates the organization and functioning of the system of official statistics and sets the legal framework for the development, production, dissemination and coordination of official statistics (art.1).

Art. 5 of the Law provides that the production of statistical information is based on respecting the principles related to institutional environment, statistical processes, statistical outputs.

The NBS is an independent institutional and professional administrative authority, created by the Government in order to coordinate the national statistical system on the development and production of official statistics. According to Government Decision 935 of 24.09.2018 on the organization and operation of the NBS, the Bureau exercises the following tasks²⁵:

- 1) Coordinates the national statistical system on the development and production of official statistics;
- 2) Elaborates and implements strategies for the development of the national statistical system, annual and multiannual statistical programmes (SWP);
- 3) Elaborates the normative and institutional framework necessary for the achievement of the strategic objectives in its field of activity, as well as the mechanisms for their implementation in practice;
- 4) Performs the management and control of the achievement in quality conditions of the programmes and statistical plans adopted at central and regional level;
- 5) Harmonizes and aligns national statistical indicators, methodologies, methods and techniques with international regulations and standards;
- 6) Promotes the statistical culture in the society.

The NBS is engaged with crime and justice statistics through its Social Services Statistics Division. Only one person is dealing with both data collection of the statistical survey on "Detected contraventions"²⁶ and the coordination of all administrative data received and disseminated according to the SWP. Annual and quarterly statistics are published through different products such as: press releases, publications and statistical database (Statbank) on the NBS website and accessible from the Social Statistics section of the Statistics by themes²⁷.

25 The legislative and normative acts ruling the activity of the NBS are available on its official page www.statistica.gov.md, under About NBS (<http://www.statistica.gov.md/pageview.php?l=en&idc=323&>).

26 <https://statistica.gov.md/pageview.php?l=ro&id=7240&idc=635>.

27 <https://statistica.gov.md/category.php?l=en&idc=189&>.

In accordance with the annual SWP approved by the Moldovan Government, NBS receives aggregated data from separate agencies, frequently on paper and by email considering that not all parts of the criminal justice system have an electronic information system. Absolute values are transformed into rates as necessary. The statistic formulas used by the NBS are publicly available in the metadata. There are no written rules for validation of the data, but NBS aims at ensuring logical validation by checking logical flow, correlations, adherence to normal limits of certain indicators, and eventually eliminating some illogical data. Furthermore, NBS checks the integrity of data. Data confidentiality is ensured at all stages of the process.

There is a consultation process between NBS and national data producers that are part of the SWP regarding the definitions, reference periods and other information included in the NBS Metadata on justice statistics (NBS, 2021). NBS aims at aligning with international instruments. Considering that data producers may have different practices, a necessary process of review of data requires timely corrections, to be performed in close cooperation between NBS and data producers.

When data are released, the publication is accompanied by a press release (there are two separate press releases for crimes and for contraventions), which includes official statements. Communication to the public includes the development of infographics and sharing user-friendly information on social media. NBS staff oversees the release of data on social media to make sure that they are not misused.

For the time being, NBS keeps a dissemination function, operating on the basis of aggregated data received and regularly publishes a set of crime and justice statistics²⁸.

Disaggregation is available according to the different categories of data (see NBS, 2021). If disaggregated data contain confidential information, they are not disseminated; they are aggregated at the minimum available level to ensure data confidentiality.

The official statistics on crime and justice made available by NBS are distributed in the following categories:

- Crimes;
- Juvenile delinquency;
- Convicted and detained persons;
- The justice system;
- Road accident;
- Contraventions detected.

Although the process established in the SWP includes extensive consultation with data producers and providers NBS cannot control all processes/stages of data collection done by other data producers and technical consultation may need to be strengthened²⁹.

Metadata for the published statistics are annually updated, depending on different changes in terminology or data disseminated. For example last changes were done by adding next to definitions articles of the penal code. There are no standard definitions for statistical purpose, data producers use broad definitions from the criminal code and other relevant normative acts.

Currently crimes are classified by NBS according to the Criminal Code of Moldova (Code No. 985-XV of 18.04.2002) while the classification of contraventions is based on the Contravention Code of Moldova (Code No. 218-XVI of 24.10.2008).

The NBS is ultimately planning to receive individual data (as they do for tax for example), but this is not possible at the moment for both legal and technical reasons.

28 The information collected and disseminated in the field of justice by NBS does not include the localities located on the left side of the river Nistru. Exceptions are the Police Commissariats subordinated to the Ministry of Internal Affairs of the Republic of Moldova located in Bender Municipality.

29 In this regard NBS started to develop SIMS (Single Metadata Integrated Structure) reports – a combination between ESMS (Euro SDMX Metadata Structure) and ESQRS (ESS Standard Quality Report Structure).



III. PURPOSE AND SCOPE OF THE ASSESSMENT

Assessment methodology

■ Overall Approach

The assessment was structured around a matrix including four categories, grouping the main quality principles of official statistics. Based mostly on the Fundamental Principles of Statistics and the European Statistics Code of Practice, as well as other relevant international standards, the matrix aims at summarizing the main categories and providing a flexible assessment tool for all phases of the development of statistics.

The following categories and principles were used:

- Relevance and usefulness:
 - Relevance;
 - Usefulness.
- Timeliness and punctuality:
 - Timeliness;
 - Punctuality.
- Quality of statistics (accuracy, sources):
 - Accuracy;
 - Reliability;
 - Mandate;
 - Confidentiality;
 - Adequacy of resources;
 - Professionalism;
 - Impartiality;
 - Objectivity;
 - Commitment to quality.
- Comparability (sound methodology, coherence):
 - Sound methodology;
 - Adequacy of methods;
 - Accessibility and clarity;
 - Comparability;
 - Coherence;
 - National coordination;
 - Commitment to international standards.

Furthermore, in line with the terms of reference for the assessment, two cross-cutting issues have been considered:

- Gender equity;
- Human rights considerations.

■ Assessment questions, judgment criteria and indicators

For each of the above-mentioned evaluation categories, specific evaluation questions, appropriate judgement criteria and corresponding indicators, as well as information sources, were defined to guide data collection and to support their analysis. These were compiled in the Evaluation Matrix annexed to this report (see Annex II – Assessment matrix).

■ Data and information collection

The team used a combination of both qualitative and quantitative methods for data collection and analysis. The desk review and in-depth interviews with data producers and providers produced the wealth of qualitative information, which was supplemented by quantitative data gathered mainly from the user survey and documents such as published statistics. Given the current worldwide constraints posed by the covid-19 pandemic, the entire exercise was conducted remotely. Thus, the team made use of available documentation provided by the institutions, conducted interviews and sent out surveys to relevant actors. The platform used, Zoom, was made available by UNDP and included an interpretation channel (Romanian / English) which allowed for remote face-to-face interviews (see Table 2). For the purpose of disseminating and getting back the answers to the online questionnaires, the team used the SurveyMonkey tool. Regular meetings of the assessment team, as well as meetings with UNDP and representatives of the NBS, also took place on the Zoom platform.

■ Desk review

The team analysed a large number of documents including laws and regulations of the Republic of Moldova, statistical programmes and reports, other national and international reports. Furthermore, additional sources were consulted for the preparation of the final report (see References at the end of this report).

■ Consultations with stakeholders

The assessment involved 17 national agencies producers of data on crime and justice, which were invited for in-depth interviews. Each agency was invited to participate with representatives at the managerial and technical levels (see Table 2). The full list of the stakeholders interviewed is provided as Annex I. Overall, there was very good response from most stakeholders, with only two agencies being unavailable for the interview (both agencies sent information separately). In general, stakeholders were keen to participate in a process to improve the overall quality of data produced and aligning with international standards.

The assessment was carried out remotely via online meetings / interviews facilitated by UNDP. The interviews took place in Romanian (occasionally in Russian) with interpretation into English.

Table 2: Stakeholders involved.

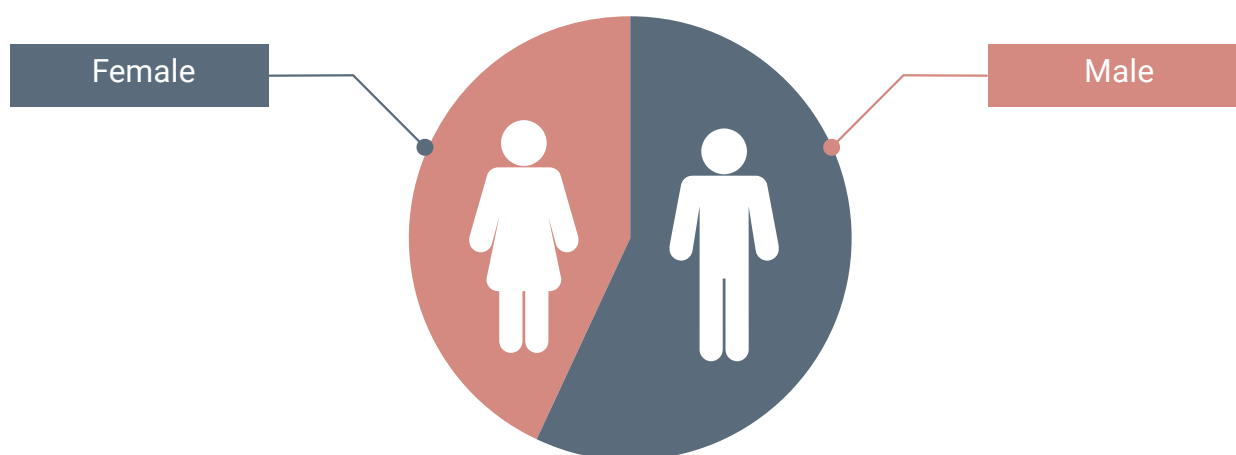
Authorities involved	Date of the interview	Number of participants delegated	Status
Superior Council of Magistrates	-	0	Not available for the interview (information shared separately)
National Bureau of Statistics	October 15, 2021	1	Completed
National Penitentiary Administration	October 22, 2021	1	Completed
Ministry of Justice	October 22, 2021	2	Completed
Comrat Court of Appeal *	October 26, 2021	2	Completed
Balti first instance court *	October 26, 2021	1	Completed
Agency for Court's Administration *	October 26, 2021	2	Completed
Supreme Court of Justice	October 26, 2021	1	Completed
National Probation Inspectorate	October 27, 2021	1	Completed
Information and Technology Service °	October 28, 2021	1	Completed

Authorities involved	Date of the interview	Number of participants delegated	Status
General Inspectorate of Police °	October 28, 2021	2	Completed
Operational Management Inspectorate	October 28, 2021	1	Completed
General Prosecutor's Office	November 2, 2021	2	Completed
National Legal Aid Council	November 2, 2021	1	Completed
National Anticorruption Center	November 3, 17, 2021	3	Completed
Border Police Inspectorate	November 9, 2021	2	Completed
Ministry of Internal Affairs	November 11, 2021	1	Not available for the interview (information shared separately)

(*) joint interview carried out on 26 October 2021; (°) joint interview carried out on 28 October 2021

The majority of stakeholders interviewed were male (57%, see Figure 1).

Figure 1: Proportion of male and female respondents among interviewed stakeholders.



The interviews were based on a questionnaire template tailored for each agency, comprising 13 headings (see Table 3).

Table 3: Headings and categories included in the assessment questionnaire for stakeholders (data producers and providers).

Headings	Category
Institutional settings, internal managerial organization of statistics	Quality of statistics
Types of data produced	Quality of statistics, Relevance and usefulness
Definitions used	Comparability
Data collection process, production, metadata	Quality of statistics, Timeliness and punctuality

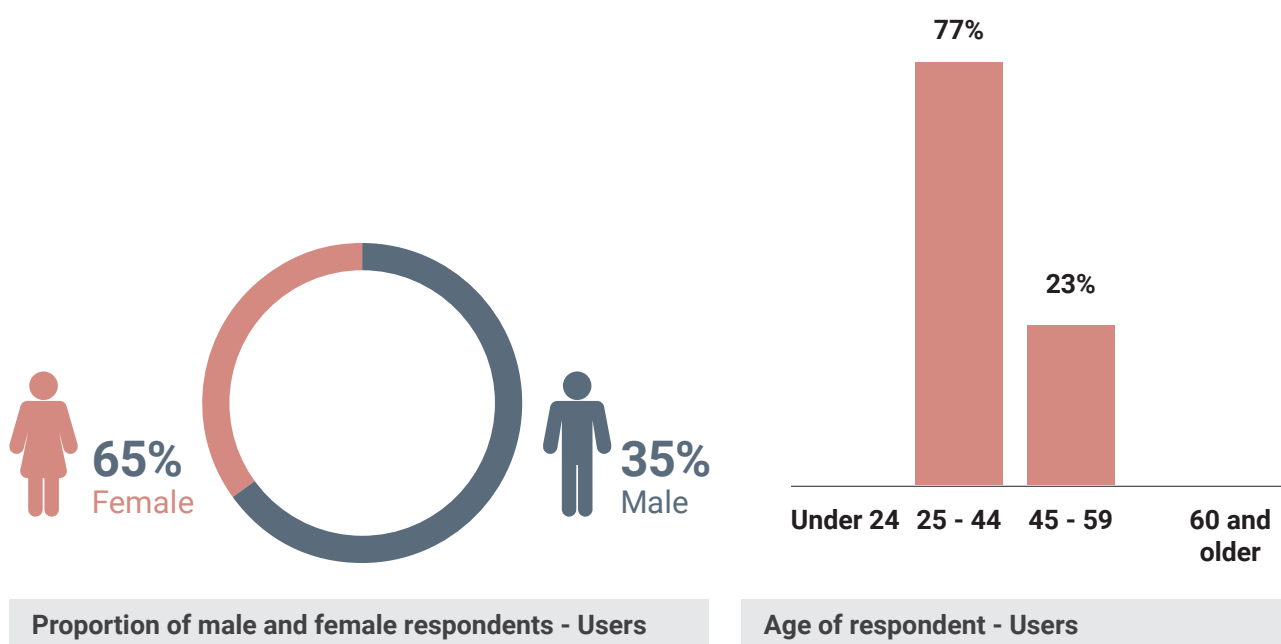
Headings	Category
Validation process	Quality of statistics
Data flow, sharing	Quality of statistics
Analysis and performance indicators	Quality of statistics
Publication, dissemination	Relevance and usefulness, Timeliness and punctuality, Quality of statistics
Human and financial resources	Quality of statistics
Information and technology resources	Quality of statistics
National cooperation (with NBS and other stakeholders)	Comparability
International cooperation	Comparability
SDG indicators	Comparability

User survey

An online survey (accessible in Romanian and English) was shared among users of crime and justice statistics in Moldova. The team used non-probability purposive sampling method, by selecting justice, human rights specialized professionals from academia, civil society organizations, international organizations who use frequently the crime and justice statistics provided by the domestic authorities. The link to the Survey was emailed to numerous relevant recipients, with the invitation to share it with other interested users.

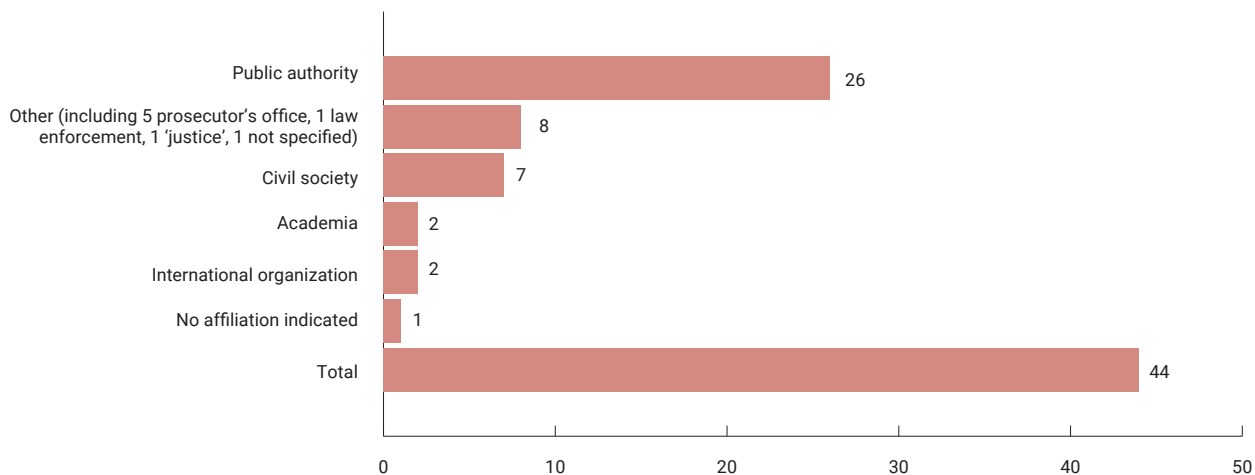
Although several representatives of international organizations were also invited to respond to the survey, no response has been received. Three key informants from the UN and the European Commission separately informed the team that they did not have sufficient knowledge of Moldovan statistics to respond. Even though they circulated the survey link internally to their agencies, there was no one with such knowledge. On the contrary, there were 44 respondents to the survey among national data users, 35 percent female and 65 percent male. More than three-quarters of the respondents (77 percent) fell in the 25-44 age group (see Figure 2).

Figure 2: Distribution of respondents to the user survey by sex and age.



Most respondents (26) were public authority users, especially from the national prosecution office and law enforcement. Some respondents indicated their affiliation with such agencies in the “other” category. Other respondents were from civil society (7), academia (2) and international organizations (2). One respondent indicated multiple affiliation and one did not specify affiliation (see Table 4).

Table 4: Affiliation of respondents to the user survey.



The user survey questionnaire included 22 questions, comprising 13 headings, corresponding to the relevant categories in the assessment matrix (see Table 5),

Table 5: Headings and categories included in the assessment questionnaire for users of crime and justice statistics.

Headings	Categories
Types of data used	Relevance and usefulness
Frequency and purpose of use	Timeliness and punctuality
Agencies consulted for different types of statistics	Relevance and usefulness Comparability
Ease of access to different types of data and metadata	Quality of statistics
Overlaps, duplications	Quality of statistics
Availability and clarity of explanations / metadata	Quality of statistics
Availability of data disaggregated by sex and age	Quality of statistics
Overall assessment of quality, accessibility, relevance and accuracy of statistics	Relevance and usefulness Quality of statistics Timeliness and punctuality
Comparability over time, within the region and internationally	Comparability
Alternative sources of information	Quality of statistics
Availability of published calendar of publication of statistics	Timeliness and punctuality
Timeliness of statistics	Timeliness and punctuality
Assessment of statistical information published by different data producers? websites	Relevance and usefulness Quality of statistics

■ Expected outcome of the assessment

As the UN Manual indicates 'Each component of the criminal justice system inevitably creates large quantities of records, but it is only when such raw information is transformed through purposeful collection and organization into statistical form that these records provide information valuable for criminal justice decision-making' (UN, 2003, p. 11).

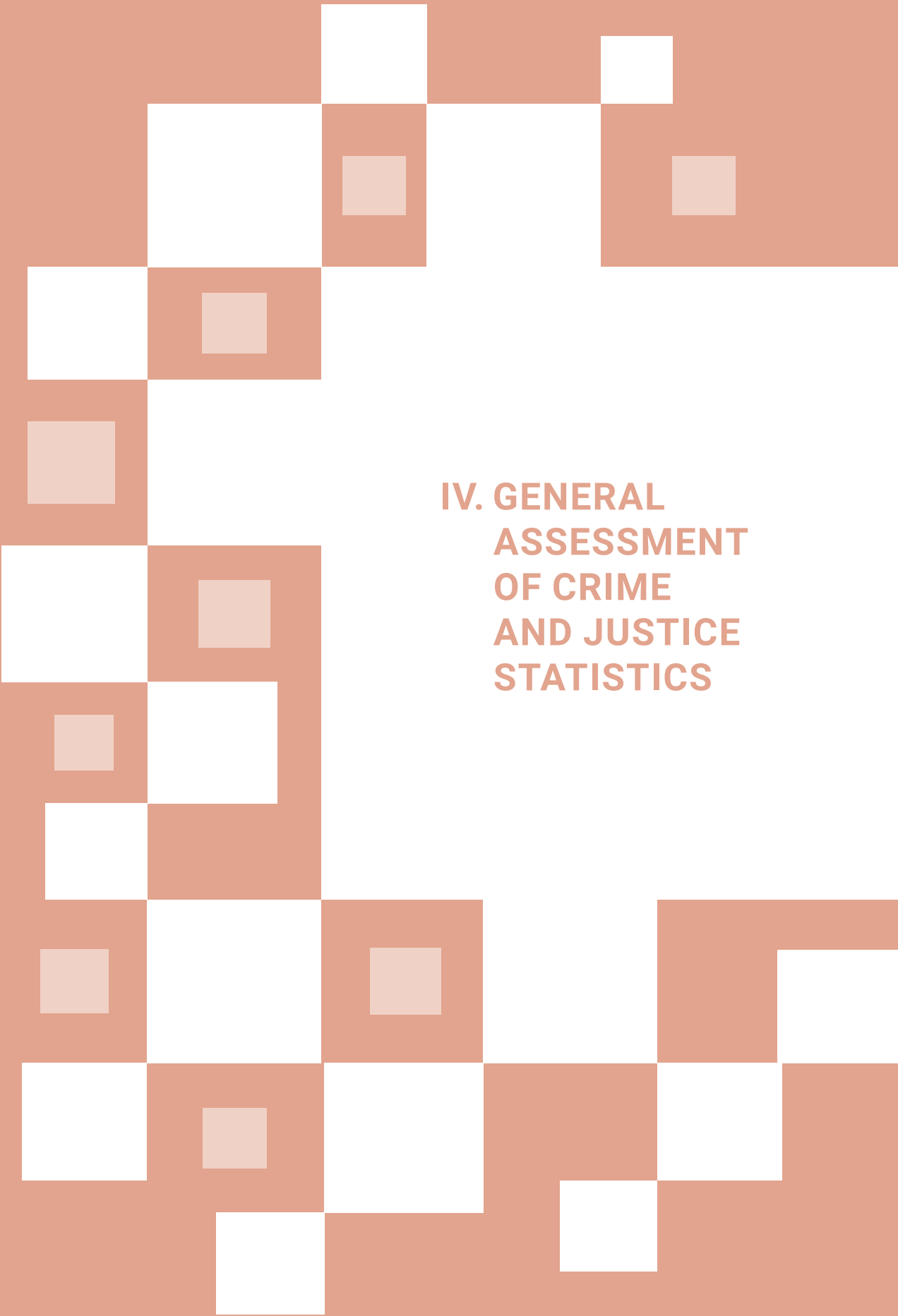
Indeed, every country generates a huge amount of crime and justice data, produced by different agencies, which need to be coordinated and presented in a format that provides the necessary information. An efficient coordination mechanism is needed, to ensure that policy-relevant information finds its way to being meaningfully disseminated and used.

The assessment therefore aimed at unraveling the data provided, produced and disseminated by the various components of the system in Moldova, to propose a coordination plan in line with international good practices.

While this assessment represents an opportunity to take stock of the current status of crime and justice statistics in Moldova, it also intends to promote ways and next steps in the direction of opening the national system of crime and justice statistics up to better alignment with international standards. The Roadmap (see Roadmap) proposed a series of coordinated actions aimed at contributing to the alignment with international standard, strengthening of the National Statistical System in the crime and justice sector and the implementation of relevant international commitments³⁰.

Moreover, the assessment would also serve as a basis to open a dialogue with selected agencies, in particular those which are already regularly providing data to produce official statistics, with a view to consider their eligibility for the status of Other Producers of Official Statistics (OPOS).

30 Current assessment and next steps mentioned above will support the implementation of EU AA that can be accessed at the following link: https://gov.md/sites/default/files/document/attachments/7048451_en_acord_asociere.pdf.



**IV. GENERAL
ASSESSMENT
OF CRIME
AND JUSTICE
STATISTICS**

Crime and justice data producers in Moldova do not operate as a system at the moment. Different mandates, depending on national needs and specific features, determine the adoption of different methodologies. Data may be produced for specific administrative purposes, with different policies for public access and interagency data sharing. Furthermore, statistics often rank low among institutional priorities: this may result in high turnover (or in unique expertise accumulated by individuals who become almost irreplaceable), difficulty in fixing institutional memory as regards definitions, metadata, methodologies and tracking of changes made over time. All these elements may affect the completeness, relevancy, and coherence of statistics at the national level. Nevertheless, data producers in Moldova should not feel alone: these issues are frequently found among similar institutions in many countries. For this reason the key international instrument guiding this assessment is the UN Manual for the Development of a System of Criminal Justice Statistics (UN, 2003), which promotes a system vision that can be of inspiration for relevant stakeholders in Moldova.

■ The international standards

Data on crime and justice are a special kind of statistics. While in all countries in the world law enforcement and criminal justice agencies produce statistics, their use for information purposes is relatively recent. In particular, until the advent of Agenda 2030, much of the data on crime and justice at the international level would not meet statistical quality requirements. Agenda 2030 is the first international framework assuming that there is a relationship between crime and development and demanding data to measure such a relationship.

Interviews carried out with NBS and other key stakeholders indicated that Moldova is in the process of improving its overall statistical capacity, for example working towards full integration of Moldovan statistics in the ESS and aiming at contributing data for the Agenda 2030.

While the interviews revealed that at the moment there is no visible connection between crime and justice statistics and the production of data for the SDGs, responses from interviewed stakeholders indicated that there is agreement that improving the quality of data on crime and criminal justice would assist in promoting more efficient crime prevention and reducing inequalities in Moldova.

Crime and justice statistics in Moldova, as in many other countries, face a number of challenges and obstacles, including scattered information produced by a variety of different sources, the difficulty of having more than one source available to reconcile and verify the data, the irregular frequency of data collection, the often unpredictable flow and dissemination of information.

Considering the multiple institutions involved, crime and justice statistics risk lacking specific training and dedicated human and financial resources, in particular as regards surveys.

Any system to collect criminal justice statistics is a result of a compromise and all systems have errors, because resources are limited. The process towards alignment with international standards will help in making choices to design the best system within the existing resources.

Key objectives of the alignment with international standards are the following:

- Improved internal coordination, better quality statistics (relevant, coherent and useful), increased clarity of data and explanations;
- Improved international sharing, comparability and coordination of national statistics.

It is therefore an important conjuncture for statistics on crime and justice, which are attracting more attention in many countries seeking to ensure that they are aligned with relevant international standards. In particular, the assessment focused on the following key international standards for a national system of crime and justice statistics:

- An approach consistent with the UN Manual on the Development of a System of Crime and Criminal Justice Statistics;
- A progressive alignment with the International Classification of Crime for Statistical Purposes (ICCS), including development of statistical definitions and metadata;
- A balanced use of administrative sources and dedicated surveys, for which international and regional statistical guidelines are progressively being developed.

Box 2: The UN Manual on the Development of a System of Crime and Criminal Justice Statistics

All countries have developed mechanisms for the collection of crime and criminal justice statistics. These data are necessary for monitoring the functioning of the various components of the criminal justice system, but not always are organized in a systemic way. The United Nations has developed a Manual for the Development of a System of Criminal Justice Statistics (UN, 2003) to support national authorities in the organization of statistics in this area in a harmonized manner, according to internationally agreed principles. The Manual provides indications for each area of statistics and is a key reference for all countries seeking better coordination and efficiency in the production and analysis of crime and justice statistics. **This assessment adopts the Manual as its key benchmark.**

■ The International Classification of Crime for Statistical Purposes³¹

The International Classification of Crime for Statistical Purposes (ICCS, UNODC, 2015) was adopted in 2015 by the United Nations Statistical Commission (UNSC) and the United Nations Commission on Crime Prevention and Criminal Justice (CCPCJ). Further to many attempts dating back to 1951, this is the first international standard on the production of statistics on crime and criminal justice. In 2009 the Conference of European Statisticians (CES) established a working group led by the United Nations Office on Drugs and Crime (UNODC) and the United Nations Economic Commission for Europe (UNECE), with the mandate of exploring the possibility of elaborating an international classification of crimes based on behavioral description and not criminal codes. The Conference of European Statisticians (CES) approved the first framework in 2012. Between 2012 and 2014, draft versions of ICCS were extensively tested at the national level. The pilot testing exercise generated feedback and comments from 44 countries, which were discussed in three consultation meetings.

The structure of the ICCS includes 11 “level 1” categories of crimes, which are sub-divided into 3 further levels.

- 01 Acts leading to death or intending to cause death;
- 02 Acts leading to harm or intending to cause harm to the person;
- 03 Injurious acts of a sexual nature;
- 04 Acts against property involving violence or threat against a person;
- 05 Acts against property only;
- 06 Acts involving controlled psychoactive substances or other drugs;
- 07 Acts involving fraud, deception or corruption;
- 08 Acts against public order, authority and provisions of the State;
- 09 Acts against public safety and state security;
- 10 Acts against the natural environment;
- 11 Other criminal acts not elsewhere classified.

The ICCS also provides standard indications for capturing important information on the nature of the crime and characteristics of persons involved (victims or perpetrators: disaggregation by sex, age, victim-perpetrator relationship, etc.), as well as further disaggregation categories for events and data, relevant to different types of crime.

The ICCS also provides standard indications for capturing important information on the nature of the crime and characteristics of persons involved (victims or perpetrators: disaggregation by sex, age, victim-perpetrator relationship, etc.), as well as further disaggregation categories for events and data, relevant to different types of crime.

By facilitating the standardization, organization and counting of different types of crimes, the ICCS provides clear information that is very helpful for the use of data for policymaking. Furthermore, it helps increasing comparability of statistics across different agencies, sources and geographical jurisdictions within the same country, as well as comparability over time.

The core element of the ICCS implementation at the national level is the development of ‘correspondence tables’ to translate national classifications into the corresponding international standard classification (UNODC, 2015, page 19). Eurostat has developed guidelines for countries wishing to implement the ICCS (Eurostat, 2017).

31 Main sources for this section are UNODC, 2015; OAS, 2015; Eurostat, 2017.

The ICCS is applicable to all forms of crime data, independently from the stage of the criminal justice process (police, prosecution, courts, prisons) and allows for the systematic production and comparability of statistical data across different criminal justice institutions and jurisdictions. Indeed the UN-CTS data collection instrument has recently been adjusted to fully integrate the ICCS in its definitions and metadata. Considering that the UN-CTS is the standard data collection instrument at the international and European level, it is important to familiarize with its principles.

The crime headings for the various phases of the criminal justice process represent the ICCS level 1 categories of crime. The CTS includes a small set of crimes on which data are collected throughout the criminal justice system annually. These include Intentional homicide (ICCS code 0101); Rape (03011); Drug possession (06011); Drug trafficking (06012); and Bribery (07031). Furthermore, a different set of rotating variables (one or two per heading) is identified for data collection every year.

Other subsets of types of crime may be identified or recommended by different international agencies for data collection at the different level. Still, the important principle is that countries should adopt a unique crime classification, to accompany the case throughout the various steps of the system³².

According to the UN Manual there are recommended general indicators which can complement the list, as following: Charges initiated (by offense type); Person cases initiated (By charge (section of Criminal Code) and by age, sex, ethnicity, offender-victim relationship, national or ethnic origin, geographical area of residence; Court appearances (by type of appearance), case convictions, case disposed of (by type of disposition).

The ICCS is a key international standard. While Moldova is not using it at the moment, alignment towards the ICCS is necessary to guarantee better comparability and participation of Moldova in crime and justice statistics at the international level.

Considering the process of Association with the European Union, Moldova is interested in both standards at the international and European regional levels. There are specific European instruments 'for collecting, analysing and comparing information on crime and victimisation and their respective trends in Member States, using national statistics and other sources of information as agreed indicators', which were mandated by the 2004 Hague programme (EU, 2005, p.11). Over time, this has resulted in annual data collection on a standardized set of crime and justice statistics, agreed upon with UNODC and coordinated with the UN-CTS.

Box 3: Crime statistics in Europe

Since 2008, data collection is annually carried out by Eurostat in cooperation with UNODC and involves EU Member States, EFTA countries, Candidate Countries and potential Candidate Countries³³.

Data include:

- Police-recorded offences by type of crime;
- Homicide victims by age, gender, and relationship to offender;
- Offenders by justice process stage (suspected, prosecuted, convicted) and by age and gender;
- Personnel by institution (police, prosecution, courts, and prisons) by gender;
- Legal cases by type and stage;
- Prisoners by age, gender and citizenship;
- Prison capacity and occupancy.

A good coordination is necessary to collect the data from each country, considering the numerous stakeholders involved and different jurisdictions. National focal points coordinate data collection for both the UN-CTS and Eurostat, distributing the different sections of the questionnaires to relevant data producers, collecting responses and returning the finalized questionnaires to the requesting regional or international organization.

32 For example, on the basis of recommendations of EU-FRA, IOM and expert groups established by the European Commission, in UNODC (UNODC, 2010, p. 61) summarized the recommended crimes to be tracked at prosecution level, including: Annual number of persons prosecuted for 'racist crime'; Charges initiated for racist crimes; Annual number of persons prosecuted for 'anti-Semitic crime'; Charges initiated for anti-Semitic crimes; Annual number of persons prosecuted for crimes with 'extremist right-wing motive'; Charges initiated for crimes with extremist right-wing motive; Number of cases brought to prosecution: originating from Suspicious Transaction Reports, Cash Transaction Reports and independent law enforcement investigation; Number of prosecuted traffickers in persons per year, by: charge (disaggregated by gender, age, nationality, country of birth and type of exploitation).

33 See Eurostat crime statistics <https://ec.europa.eu/eurostat/web/crime>

It has been estimated that in each jurisdiction asked to provide data, at least four different actors are involved as national data producers. This process may be facilitated in countries where the National Statistical Institute has some coordinating function.

Furthermore, the European Union has established a series of crimes at the EU level on which it has started a process for data collection:

- Acts involving the proceeds of crime (including illicit trafficking of stolen goods);
- Counterfeiting of means of payment;
- Environmental crime;
- Forgery/counterfeiting of documents;
- Fraud, including fraud affecting the Union financial interests;
- Illicit trafficking in cultural goods;
- Intellectual property offences (including counterfeiting of goods and copyright offences);
- Participation in an organised criminal group;
- Sexual exploitation of children;
- Smuggling of goods (including in relation to customs and excise duties and taxes);
- Tax crimes (related to direct taxes and indirect taxes);
- Terrorism;
- Trafficking of weapons and explosives, including firearms;

Sources: Eurostat website; EC, 2021.

The assessment found that the overall availability of crime and justice indicators in Moldova is broadly in line with the core European and international standards (see Annex III for the national official crime and justice statistics regularly disseminated by NBS). Nevertheless, issues of comparability may limit the usefulness of the information shared internationally. The example of homicide statistics presented in Table 6 illustrates some of the challenges to be addressed in improving the national and international crime statistics from Moldova.

Table 6: Intentional homicide: comparison of national and international definitions, data and metadata.

	National	International	Comparability / coherence
Statistical Definitions	<p>"Homicide" (art. 145-147 of the Criminal Code of the Republic of Moldova) – an action that leads to the loss of life of a person (NBS).</p> <p>"Intentional homicide" (art.145)</p> <p>"Victims of homicide by sex and perpetrator"</p>	<p>"Intentional homicide": Unlawful death inflicted upon a person with the intent to cause death or serious injury.</p>	<p>National definition specifies case offence categories which have as a result loss of life of a person. Not fully comparable.</p>
Data Availability	<p>Year: 2020 (NBS website)</p> <p>"Intentional homicide" (art.145)³⁴ Counting unit: cases Total: 165</p> <p>"Victims of homicide by sex and perpetrator" Counting unit: victims Total: 122 Males: 87 Females: 35</p>	<p>Year: 2020 (UNODC data website)</p> <p>"Intentional homicide" Counting unit: victims Total: 93 Males: 67 Females: 26</p>	<p>Yes</p> <p>Indicators and numbers differ. At the national level there is inconsistency between number of cases and number of victims. To be noted that victim data are collected by MIA paper-based. Data on offences are collected electronically.</p>

34 It is not specified if attempted intentional homicides are included.

	National	International	Comparability / coherence
Metadata	<p>Disaggregation (for victims data):</p> <ul style="list-style-type: none"> ■ Perpetrator identified <ul style="list-style-type: none"> □ ... spouse □ ... another relative □ ... another person □ ... ex-spouse (divorced spouse) □ ... friend or any other acquaintance □ ... perpetrator unknown to the victim (stranger) □ Perpetrator unknown 	<p>Disaggregation (as per CTS metadata):</p> <ul style="list-style-type: none"> ■ Perpetrator identified ■ Intimate partner or family member ■ Intimate partner ■ Family member ■ Other Perpetrator known to the victim ■ Perpetrator unknown ■ Relationship to perpetrator is not known ■ Mechanism ■ Firearm ■ Another weapon ■ Unknown mechanism 	<p>The disaggregation for victims data appears comparable, although data for some variables are not publicly available (not visible on NBS website)</p> <p>Mechanism Firearm Another weapon Unknown mechanism</p>

From the example above it is not possible to determine what national statistics on intentional homicide include and exclude³⁵ and their comparability at the international level.

RECOMMENDATION 1

It is recommended to advance coordination of definitions, formats and schedules through an inter-institutional working group with a common goal and mandate. Based on the outputs of this working group, data on crime and criminal justice should become more comparable and useful both between institutions within the country and between countries. It is recommended that Moldova makes use of the ICCS, with the involvement of NBS in developing or uniformizing concepts, categories and national classifications for collecting and producing statistics on justice sector as well as for elaborating detailed recording and coding rules. Documentation also has to be reviewed on a regular basis and updated to reflect any changes in methods, classifications and processes.

Statistical rules for pre-trial detention

Another example is statistics on pre-trial detention. Council of Europe's definition of remand in custody (Recommendation Rec (2006) 13), includes:

- Untried detainees;
- Detainees found guilty but who have not received a final sentence yet;
- Detainees who have not received a final sentence yet, but who have started serving a prison sentence in advance;
- Sentenced inmates who have appealed or who are within the statutory limit to do so (CoE, 2021).

"Unsentenced detainees as a proportion of overall prison population", now indicator 16.3.2 of the Sustainable Development Goals, is measured according to the definition of "unsentenced persons" of the UN Crime Trends Survey (UNODC), for which the provided metadata indicate: "Persons held in prisons, penal institutions or correctional institutions who are untried, pre-trial or awaiting a first instance decision on their case from a competent authority regarding their conviction or acquittal. Persons held before and during the trial should be included. Sentenced persons held awaiting the outcome of an appeal in respect of verdict or sentence or who are within the statutory limits for appealing their sentence should be excluded."

35 The ICCS recommends a list of crimes to be specified as ICCS included or excluded from the statistical definition of intentional homicide, for example: manslaughter, honour killing, femicide, justifiable homicide in self-defence, infanticide, serious assault leading to death, death as a result of terrorist offences, assisting suicide or instigating suicide, illegal feticide, killings caused by excessive use of force by law enforcement/state officials, death due to legal interventions. Non-intentional homicides should explicitly be excluded. Furthermore, clear indications should be provided whether data include attempts.

It should be noted that “Remand in custody” is a broader concept than “Unsentenced persons”, thus both definitions should be applied and made statistically visible for the purpose of data sharing and international comparing.

Different parts of the Moldovan criminal justice system use different definitions. Statistical definitions in Moldova are largely corresponding to national legislation, but there is a difference between the definition used for pre-trial arrest by the prosecution system compared with the definition used in this concern by courts and prison systems. As a result, the person and case-based data published by each entity on pre-trial arrest differ (see Table 7). The NAP submits to the National Bureau of Statistics annual statistics relevant to SDG global Indicator 16.3.2 ‘Unsentenced Detainees as a Proportion of Overall Prison Population’. Data are shared on paper and electronically (Excel). According to point 5 of the Statute of execution of the sentence of convicted persons approved by the GD no. 583 of 26.05.2006, the definitions used by NAP in reporting for the indicator are the following:

convicted person:	pre-trial detainee:
a person in respect of whom the court decision remained final, by which it was sentenced to a criminal sentence deprived of liberty;	a person against whom the measure of pre-trial detention is applied, under the conditions of the Code of Criminal Procedure.

Thus, inmates in respect of whom a case is being examined on appeal or are awaiting an enforcement order are counted as pre-trial detainees. This is in line with Council of Europe’s definition of remand in custody, but broader than the “Unsentenced detainees” definition used by the CTS and requested for the SDGs.

Table 7: Definitions of pre-trial detainees used in statistics by different components of the criminal justice system in Moldova vs UN statistical definition.

	Definition
UN-CTS Unsentenced persons	Persons held in prisons, penal institutions or correctional institutions who are untried, pre-trial or awaiting a first instance decision on their case from a competent authority regarding their conviction or acquittal. Persons held before and during the trial should be included. Sentenced persons held awaiting the outcome of an appeal in respect of verdict or sentence or who are within the statutory limits for appealing their sentence should be excluded.
GPO Moldova	The data provided by the General Prosecutor’s Office refers not only to the period of detention prior to the commencement of a trial but also reflects distinct data for persons arrested during the period of examination of the case by a court.
Courts Moldova	The data provided by courts are not distinguishing the arrested persons during the period of detention prior to the commencement of a trial by the arrested persons during the examination of a case by a court.
National Prisons Administration Moldova	Pre-trial detainees are persons held unsentenced. The data also include persons who received the sentence after the first instance, but the decision is subject to appeal in a higher court.

RECOMMENDATION 2

All agencies should elaborate common definitions of remand in custody, in line with the Council of Europe Recommendation Rec (2006) 13 and a statistical definition of “Unsentenced persons” (pre-trial detention) in line with the UN-CTS metadata and SDG indicator 16.3.2.

Surveys on crime and justice

The use of surveys in crime and justice statistics features prominently in international standards, starting from the UN Manual on Developing a System of Crime and Justice Statistics (UN, 2003). At the international level, guidelines for the design and implementation of crime victimization surveys have been developed and published in the UNODC-UNECE Manual on Victimization Surveys (UNODC-UNECE 2009). The Manual provides examples for survey objectives. According to the Manual, outsourcing is an option, but there are advantages for national statistical institutions in developing and maintaining in-house capability if these do not already exist within the organization. These include maintaining strict control over the survey, building expertise and staffing capability over time, which can minimize costs especially over time. Furthermore, even in the case of outsourcing, sampling procedures should always be checked with the national statistical office.

Guidelines and methodology for dedicated surveys on violence against women and gender-based violence also exist, including a regional module developed by the Economic Commission of Europe (UNECE), on the basis of which Moldova carried out its first survey on violence against women (NBS and UN, 2011). The most important initiative aimed at establishing European standards in this area is the task force established by Eurostat for the development of a survey on gender-based violence against women and other forms of inter-personal violence. The task force has already produced the 'Methodological manual for the EU survey on gender-based violence against women and other forms of inter-personal violence - EU-GBV (Eurostat, 2021).

UNODC and UNDP have also developed the Manual on Corruption Surveys - Methodological guidelines on the measurement of bribery and other forms of corruption through sample surveys (UNODC - UNDP, 2018). The Manual targets mainly national statistical agencies, anti-corruption bodies, and other relevant national institutions, supporting the measurement of corruption in line with the provisions of the UN Convention against Corruption (UNCAC).

Finally, it should be noted that UNODC, OHCHR and UNDP have launched a survey module for collecting data on survey-based SDG 16 indicators. This initiative includes a toolkit that national statistical institutions can use for the carrying out of own surveys³⁶.

Surveys are a key element of crime and justice statistics, but they do not feature prominently in Moldova. The assessment identified only two victimization surveys, carried out by Soros Foundation-Moldova in 2010 and 2021³⁷. The main objectives for both surveys were to:

- Understand experience and perception of crime;
- Understand perceptions of personal safety and of the performance of relevant state institutions;
- Measure rates of reporting crimes to the police and obstacles to their reporting;
- Understand crime prevention measures taken by the population, as well as the impact of those measures;
- Develop practical recommendations to improve public trust in and the operation of the criminal justice system.

The assessment team observed that both victimization surveys were outsourced. There is no national methodology on victimization surveys at the NBS. The last survey did not involve NBS in the development of methodology and questionnaires. Nevertheless, the results were presented publicly, including the participation of representatives of MIA.

Moldova also participated in corruption surveys within the framework of the Transparency International Global Corruption Barometer data collection exercise (see for example TI, 2016). Furthermore, a public opinion survey carried out in 2020 (Magenta, 2020) touched on issues relevant to corruption, crime and justice. Nevertheless the sample size of these surveys was relatively small (1500 and 2000 respondents respectively). UNODC has developed a Manual on Corruption Surveys (UNODC, 2018), which can be beneficial to national statistical institutions willing to take control over this type of data collection exercise via standardized tools and methodologies (see also the section on Anticorruption statistics in this report).

³⁶ <https://www.sdg16hub.org/sdg-16-survey-initiative>

³⁷ Soros Foundation-Moldova, 2010 and 2021.

Another important area in which recent surveys are notably absent in Moldova is violence against women. In 2010 NBS carried out its first survey on violence against women (NBS and UN, 2011), which was developed on the basis of a pilot module developed by UNECE³⁸. Moldova was then one of the countries included in the

Organization for Security and Cooperation in Europe (OSCE) Survey on the Well-Being and Safety of Women, which took place in selected countries in South Eastern Europe and Eastern Europe (OSCE, 2019). The most recent Multiple Indicator Cluster Survey (MISC – an international household survey programme developed by UNICEF that provides information on the situation of children, women and men) was carried out in 2012 (Republic of Moldova, 2012). On a similar topic, the International Organization for Migration (IOM) and IMAS conducted the Violence Against Children and Youth Survey in the Republic of Moldova in 2019 (IOM, 2020), which saw the involvement of the Ministry of Health, Labour and Social Protection. While NBS has plans to work on methodology to repeat the 2010 survey³⁹, Eurostat has developed a Manual (Eurostat, 2021) to be used as a basis in the forthcoming EU-GBV survey which could be of interest to Moldova. A useful review of the GBV and VAW surveys in EU and non-EU countries, identifying best practises and most critical aspects is also accessible from Eurostat (Eurostat, 2017c).

Although there is some awareness of the importance of crime and justice data collected through surveys, most of the statistics in Moldova are of administrative nature. At the national level there is a lack of culture for surveys, which results in independent initiatives, mostly supported by international organizations, with weak or no coordination with NBS. Surveys have been carried out occasionally and there is no sustainable plan for integrating them into the national official statistics. Survey-based data on crime and justice are becoming crucial for the SDGs, in particular with respect to a specific group of SDG indicators, relevant to crime and justice, which are survey-based and require data collection based on sound methodologies. These include the following:

SDG 11.7.2(a): Proportion of persons victim of physical harassment in the previous 12 months;

SDG 11.7.2(b): Proportion of persons victim of sexual harassment in the previous 12 months;

SDG 16.1.3: Proportion of population subjected to (1) physical, (2) psychological, or (3) sexual violence in the previous 12 months;

SDG 16.1.4: Proportion of population that feels safe walking alone around the area they live;

SDG 16.3.1: Proportion of victims of violence in the previous 12 months who reported their victimization to competent authorities or other officially recognized conflict resolution mechanisms;

RECOMMENDATION 3

Standardized household (victimization) and specialized surveys (for example of businesses – enterprises, or specific groups such as users of law enforcement and justice services) or relevant survey modules (core set of standardized questions) are recommended to be integrated into the SWP of NBSs. A joint working group that brings together the relevant stakeholders can identify both expertise on crucial data needs that are important for developing a suitable, nationally adapted, survey instrument and a link to the major users of the data generated through surveys: policy makers and practitioners in the field of criminal and justice statistics. It would be beneficial for NBS to join the initiative promoted by UNODC, OHCHR and UNDP for the development and pilot testing of a survey module to collect data for relevant SDG indicators⁴⁰.

Box 4 - The role of UNODC

The UN Office on Drugs and Crime (UNODC) is the leading agency for crime and justice statistics at the international level. It serves as the Secretariat to the UN Commission on Crime Prevention and Criminal Justice, which mandates data sharing among member States and promotes initiatives aimed at collecting and disseminating better data on crime and justice at the international level, especially in connection with the Sustainable Development Goals. In particular, ECOSOC Resolution 2015/24 (E/RES/2015/24) mandates UNODC to collate, disseminate and analyse statistics from all countries providing data via the

38 The UNDP-UNIFEM-UNFPA project on 'Strengthening of National Statistical System of Moldova' financially supported the survey module on violence against women.

39 <https://statistica.gov.md/pageview.php?l=en&id=3626&idc=350>

40 See <https://www.sdg16hub.org/topic/sdg-16-survey-initiative>

United Nations Crime Trends Survey (UN-CTS). Furthermore, UNODC carries out special data collections supporting the publication of regular reports (for example homicide statistics for the Global Study on Homicide, data on trafficking in persons for the Global Report on Trafficking in Persons - GLOTIP, data on firearms via the Illicit Arms Flows Questionnaire -IAFQ, etc.).

UNODC has the mandate to develop and promote methods/standards on crime data. These include the International Classification of Crime for Statistical Purposes (ICCS), the Manual on Victimisation Surveys, the Manual on Corruption Surveys, the Manual for the Development of a System of Criminal Justice Statistics, methods to measure violence against women, organised crime, etc.

UNODC carries out technical cooperation to support countries to improve the quality and availability of data on crime and justice, for example by carrying out capacity building projects (victimisation surveys, corruption surveys, etc.) in various regions of the world, promoting regional trainings and technical assistance projects.

In particular, UNODC has developed experience of UNODC in regional and country-based trainings supporting the implementation of the ICCS. These initiatives not only aim to raise awareness about the importance of establishing and applying common statistical concepts on crime and criminal justice data, but also to provide guidance on the concrete steps to be undertaken towards implementation of the ICCS across national institutions and jurisdictions.

Finally, UNODC is the custodian agency of 16 indicators for SDG16, by itself or in cooperation with other agencies. Responsibilities of SDG custodian agencies entail the development of the methodology to measure the indicators, collecting data from Member States and reporting data to the global SDG database and to the UN Secretary-General's annual SDG report.

Source: UNODC

Key findings⁴¹

Relevance and usefulness

EQ 1. Is the complex of crime and justice statistics produced by Moldova relevant?

In general, the assessment found that crime and justice statistics provide policy-relevant knowledge, although their usefulness can be improved, especially in some areas. Data needs to be generated first and foremost with users in mind. As with any other field of statistics, it is essential to remember that the production of criminal and justice statistics is not an end in itself, rather, it must serve those who put the data to use for better policy and better outcomes. Accordingly, data producers should invest in identifying and engaging those in a position to use data to drive action. Most of the national agencies do not have a form on their website for user feedback to statistics.

RECOMMENDATION 4

The assessment recommends that each agency publicly releasing data develops a) a user feedback form to assess the degree to which the content of a process satisfies the needs of users, including the extent to which the concepts and classifications used reflect user needs and b) a revision policy that details procedures how to deal with errors in published statistics.

⁴¹ The general assessment is structured according to the categories established in the assessment matrix (see Annex II).

■ Timeliness and punctuality

EQ 2. Are crime and justice statistics produced by Moldova timely?

Timeliness and punctuality of statistics can be measured at different levels of their production and dissemination. In particular, the assessment considered the frequency and timeliness of data collection and publications, as well as their predictable release according to publicly available calendars. There are no specific standards for timeliness of crime and justice statistics and the lapse of time between data collection and dissemination varies depending on the specific criminal justice component. For example, statistics on crime recorded by the police are more likely to be available to the public more speedily than court statistics. Furthermore, the need to respond to European and other international requests for data sharing may also represent an incentive to timeliness and punctuality.

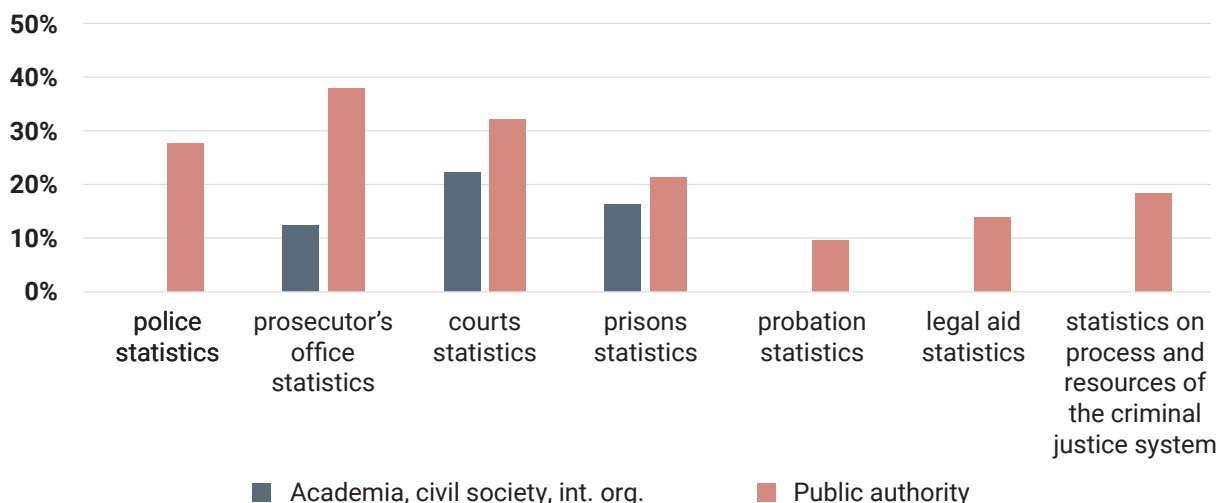
Timeliness standards may vary depending on the type, scope and geographical coverage of statistics, for crime and justice statistics the existence of a calendar and punctuality in respecting it are very important. The Assessment found that the periodicity of statistical releases varies and is established by each stakeholder. With the exception of NBS (for most of its statistical products), none of the stakeholders releasing sector statistics has public information available about a calendar for the release of data. The lack of publicly accessible calendars was observed in the results of the users' survey, with only a minority of respondents being aware of the schedule of publication of the various types of statistics (see Figure 3). This results in unpredictable release of other important statistics produced and published by the justice sector, such as, for example surveys of user's satisfaction, anticorruption and victimization surveys. Furthermore, publication dates of dedicated statistical studies and analysis by sector agencies are also unscheduled.

Most agencies have schedules for the various phases of the process. Data transfer from territorial to central level generally happens in a timely manner. As regards publication of data, the interviewed stakeholders did not provide explanations for divergences from their own dissemination time schedule. The release of information in a timely manner is dependent on the timeliness of the inputs received from data providers who do not all have the same capabilities. Finally, there was no evidence that the planned periodicity of statistics (produced and disseminated) is responding to the needs of users or taking into account user requirements.

Indeed the user survey indicated that, although most of the crime and justice products are timely, there is a desire among data users to have more up-to-date information for making policy and programme decisions. However, there is also recognition that timeliness is related at least in part to the administrative nature of the data.

Figure 3: Percentage of respondents to the user survey being aware of publication schedule of different types of crime and justice statistics, by category of users

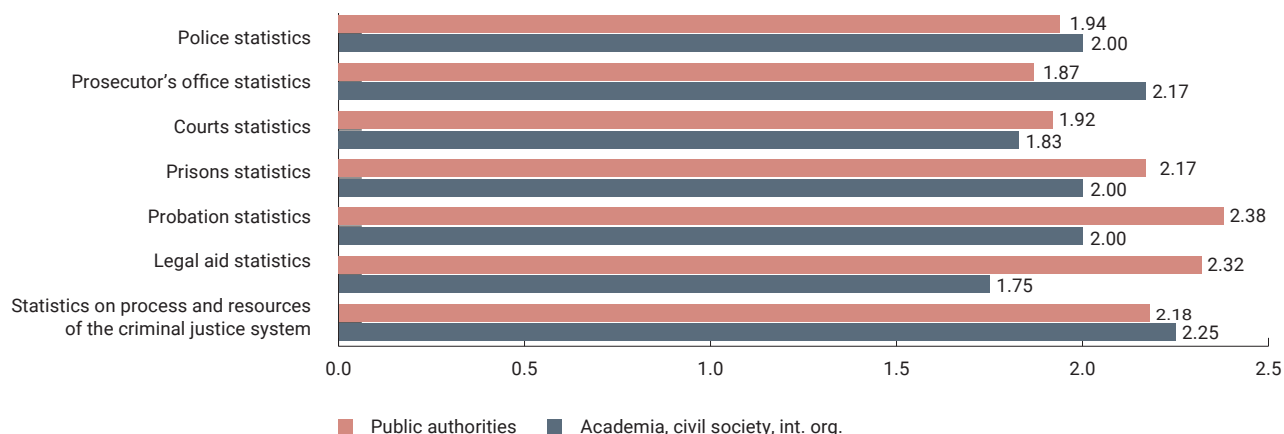
For each of the crime and justice statistics that you use, are you aware of a publicly disseminated calendar that announces in advance the dates on which they will be published?



For each of the crime and justice statistics that you use, are you aware of a publicly disseminated calendar that announces in advance the dates on which they will be published?

Results of the user survey indicated that the vast majority of respondents were not aware of or did not know about a calendar of the publication of the different types of statistics (see Figure 3). It was mostly public authority respondents who were aware of scheduled publications for all categories. Other respondents only provided some positive answers about awareness of calendars of statistics on prosecution, courts and prisons.

Table 9. User survey respondents' scores about timeliness of different types of crime and justice statistics, by category of users (1= Very timely; 2=Timely; 3=Not timely).



Prisons, probation, legal aid and resource statistics were considered 'not timely' by respondents, especially those from academia, civil society and international organizations (see Table 9). While public authorities respondents tended to assess timeliness more favourably, other respondents also assigned negative scores to police, prosecution and courts statistics.

RECOMMENDATION 5

Timeliness of statistical products should be improved to meet expectations of users. Users should be involved and informed on realistic timeliness of different types of statistics, with explanatory notes about the need to balance timeliness with quality. Furthermore, there should be clear communication of proposed changes to the standard publication arrangements and a clearer calendar / schedule.

Quality of statistics (accuracy, sources)

EQ 3. What is the quality of the sources of crime and justice data?

The Law on Official Statistics does not define quality but contains five principles or dimensions for statistical products (accuracy, timeliness, accessibility, coherence and comparability, relevance) which are essential quality elements according to internationally accepted standards for assessing the effectiveness of statistical programmes, including the UN Fundamental Principles of Statistics and the Quality Assurance Framework of the European Statistical System⁴². Quality of statistics refers to all phases of the process and outputs. Within the quality of statistics category the assessment included the following key principles:

42 UN Fundamental Principles of National Official Statistics (UNGA, 2014). See also the ESS Standard for Quality Reports (Eurostat, 2009, p. 5), which adds the following principles: output quality trade-offs, user needs and perceptions, performance, cost and respondent burden. As an example of a national approach, the Canadian statistical guidelines define an important dimension of quality "the interpretability of statistical information". It reflects the availability of the supplementary information and metadata necessary to interpret and utilize it appropriately. This information normally includes the underlying concepts, variables and classifications used; the methodology of data collection and processing; and indications or measures of the accuracy of the statistical information, Evaluation of the Canadian Centre for Justice Statistics Program (2011/2012 to 2015/2016) (statcan.gc.ca).

- Accuracy;
- Reliability;
- Mandate;
- Confidentiality;
- Adequacy of resources;
- Professionalism;
- Impartiality;
- Objectivity;
- Commitment to quality;

Box 5 - Quality indicators for publicly accessible crime and justice statistics: an example

Crime and justice statistics share the same quality requirements as any other type of statistics. Nevertheless, there are some extra aspects that need to be fully considered to ensure quality and prevent misuse of data. Data on crime and justice are often used to measure safety and security. Nevertheless, administrative data can more accurately measure the response to crime than crime itself. For example, higher levels of reported crimes to the police may indeed indicate that more crimes are occurring, but also that police forces have improved their way to receive reports from citizens and investigate crimes. Hence, the need for accurate contextualization and description of circumstances surrounding the release of crime reports.

The following example refers to quality elements which can be considered for statistical websites and relevant outputs⁴³:

Element	Explanation
Summary of content of the report and table of content	This gives the user an immediate idea whether the report is of interest
Name and link to email address of contact person	The responsible officer can be contacted for additional information, to indicate errors, etc.
Date of release	This allows the user to assess the timeliness of the report
Expected date of release of the next report	This indicates the existence of a calendar
Link to download the report in .pdf format	User-friendly way to download the report in a readable format
Possibility to view and download data (.xls, .csv)	Data user-friendly portal to access the data
Methodological note on how data were collected	This guarantees transparency of methods and informs of any methodological changes
Note warning on possible misreading of data and trends	For example: 'Improvements to recording processes and practices by the police, expansions of the recorded crime collection to include new offences, variations in police activity, more victims reporting crime, and genuine increases in some types of crime, have each made substantial contributions to rises in recorded crime in recent years. This effect has been more pronounced for some crime types. For some types of offence these figures do not provide reliable trends in crime.' (ONS, 2021)
Presentation of charts with interpretation	For selected topics, it is very useful to provide a graphical representation (graphics, infographics) accompanied by short analysis explaining trends
Information on changes in data series	If longitudinal data are presented, it is important to document any changes in data series.

43 Based on observation of the home page of the quarterly crime and justice reports in England and Wales (ONS, 2021) <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingseptember2021>.

According to the assessment findings the crime and justice statistical information is more or less accurate but is less user-oriented. Most of the agencies from this sector have rigorous data processing systems and well-established internal processes or practices for data verification. Nevertheless, with the exception of a few cases in which data providers requested NBS to correct data they previously sent according to the SWP, stakeholders indicated that in general the statistical products released by the national agencies since 2020 were not subject to any corrections after publication. In some cases data produced by different agencies are overlapping and there are discrepancies between data collected by different agencies.

The user survey results indicate that most respondents were satisfied with the accuracy of the statistical information. They expressed their appreciation for the review and verification process and suggested the use of footnotes to indicate where caution should be exercised when using certain statistics.

RECOMMENDATION 6

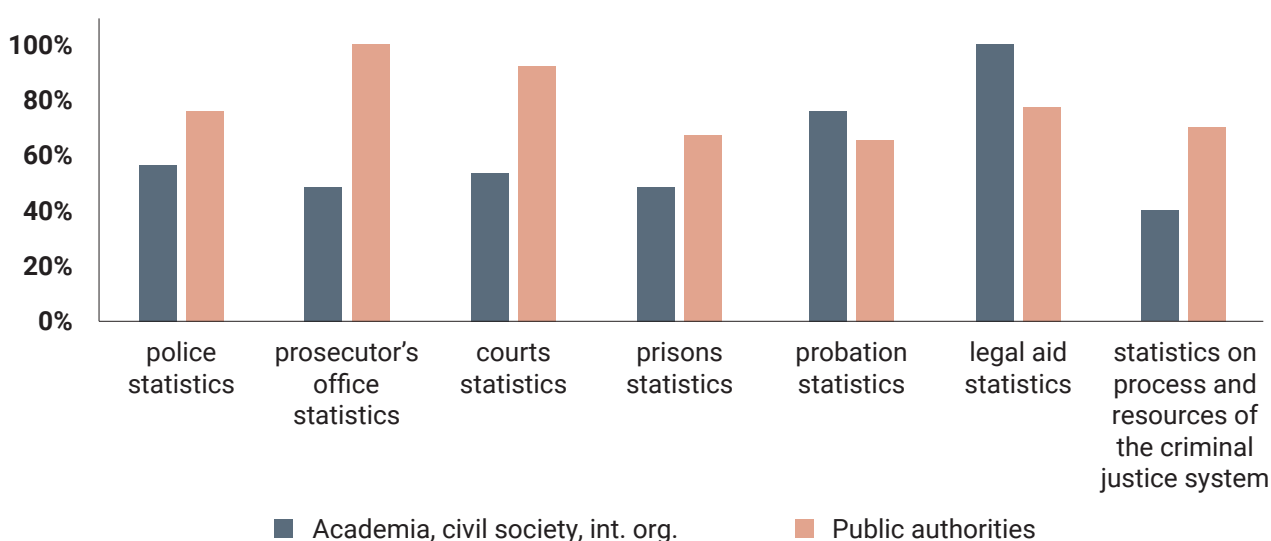
It would be a benefit to make it possible for users to see or obtain full details of revisions and corrections to data; include the name and contact details of the responsible statistician in the statistical forms and analyses; use language that is impartial, objective and professionally sound; include information about the context and likely uses; include, or link to, appropriate metadata; improve the published information about the quality and reliability of the criminal and justice statistics in relation to the range of potential uses; publish information about the work that is being carried out to improve data quality.

The survey of users indicated that the satisfaction of respondents with the overall quality of crime and justice statistics varied with the profile of respondent and the category of statistics. The vast majority of public authority respondents (more than 60%) were very or fairly satisfied with the quality of all types of statistics. This was more visible in prosecution and courts statistics (above 80% of satisfied respondents).

Respondents from academia, civil society and international organizations were much less satisfied than others about most categories of statistics. While the quality of statistics on legal aid and probation satisfied more than three-quarters of respondents, other categories were assessed less favourably with two categories of statistics (prosecution and prisons) meeting quality standards for just half of the respondents, and statistics on process and resources being satisfactory for only 40% of them (see Figure 4).

Figure 4. Percentage of respondents to the user survey satisfied and very satisfied with different types of crime and justice statistics, by category of users.

How satisfied are you with the overall quality of the statistica you use? (0% of very satisfied + fairly satisfied responses)



Organisation and Management

The production of statistics is organized in a variety of configurations among data producers in Moldova. Some of the stakeholders do not have a unique statistical department in charge, some have designated staff but no designated section or department. Some agencies have primary data entry carried out in territorial offices and aggregate data at the central level. Some agencies only analyse data produced by other agencies. This complex structure requires smooth organization at the internal level and good management of networking for coordination at the external level.

RECOMMENDATION 7

To manage quality, the agencies must balance quality elements, including financial and human resources, the goodwill of respondents in providing source data, and competing demands for providing exhaustive, complete and detailed information. Putting in place a comprehensive data quality policy for crime and justice data will greatly enhance the value and trust in the indicators derived from such data. A culture of continuous improvement, through sharing good ideas and evaluation, is systematically fostered to manage and improve the quality of statistics.

Each agency has a legal basis for the production (or analysis, as appropriate) of statistics, and on this basis establishes its own rules, procedures and methods for data collection, analysis and dissemination. However, there is no formally established criteria for the production of statistics at the national level⁴⁴.

This results into different counting rules and definitions (in some cases even for the same topics as they are pertinent to the work of different agencies). To overcome these problems and create some uniformity, better descriptions and explanations of processes – including internal processes – would be necessary together with relevant metadata.

All agencies provide some form of training to staff designated to work on statistics. This goes from informal transfer of information from senior to junior staff to more structured forms of training. During the assessment, most agencies indicated that there is continuous training on data entry but not enough training as regards quality assurance during all statistical business processes – from collection to dissemination of the statistics produced.

RECOMMENDATION 8

There is a need for specific and systematic trainings for some of the stakeholders, which could be coordinated with the NBS to promote the organization of interinstitutional workshops for facilitating the experience exchange and uniformization of different statistical definitions, formulas, indicators.

Due to the very specific and fragmented competencies regarding data collection, validation and analysis and dissemination, in some institutions there is a need to encourage different internal workshops for facilitating the exchange of good practices and lessons learnt among staff. Furthermore, trainings on statistics production and analysis could be introduced in relevant academic institutions, including the Academy of public administration.

Human and financial resources

Human and financial resources are an important element in assessing crime and justice statistics. The assessment aimed at identifying how many people deal with statistics in each data producing agency and what are the perceived needs in terms of human and financial resources within each agency. Each agency has different structures in place for the collection, analysis and dissemination of statistics. In most cases, it is a limited number of staff (one or two) who have the overall vision of the entire system of statistics of the agency they work with (see Table 10).

In general, a larger number of designated staff is in charge of data entry and may be specifically trained for that task, with the training often consisting in learning how to operate the information system of the agency. During the assessment, it was observed that at least in one agency new staff have to become familiar with the system upon recruitment.

⁴⁴ NBS may be in a position to coordinate such a plan on the basis of the possible identification and certification of other producers of official statistics (OPOS) in this area, based on eligibility criteria included in a draft Government decision. A similar exercise was carried out in 2011 by the Office of National Statistics of the United Kingdom, which included an assessment and the development of an 'Action Plan to address requirements from UK Statistics Authority assessment'. See <https://osr.statisticsauthority.gov.uk/publication/crime-statistics-in-england-and-wales/>.

A much smaller number of staff deals with aggregating data and producing tables and reports. In one case, the assessment found that there is only one staff who is in charge of producing all the statistical reports (quarterly reports and annual report) for the agency. This may create excessive workload and delays. Furthermore, if the knowledge of methods and procedures is too concentrated, it may be difficult to transfer it to new staff, with staff turnover determining delays in statistical services. This was the case in several agencies.

When asked about their needs as regards staffing, training and financial resources, all agencies clearly indicated the need for considerable financial resources to improve the respective information systems as a priority. This included budget for specialized training, increased ability to access information for responding to emerging governmental priorities, and the transition to common tools and shared infrastructure.

As regards staffing needs, most agencies were uncertain about the ideal size of their respective statistical services. Furthermore, most of the stakeholders interviewed reported pressure on human resources due to national moratorium, which made it difficult for them to separate the specific needs related to statistics from other more general staffing needs of their agency.

Indeed, the assessment of personnel workload and allocation of financial resources are important components of justice statistics on their own. The production of data on resources takes up quite a sizeable share of the time of staff dedicated to statistics. The survey carried out for this assessment confirmed that a quarter of users of statistics in Moldova are interested in statistics on costs and financial resources of the criminal justice system, and 16% in data related to staff.

Table 10. Current staff, training information and perceived needs about human resources for crime and justice statistics, by stakeholder.

Stakeholders	Number of staff dealing with statistics	Agency perception	Training information
National Bureau of Statistics	1 employee (Social statistics division).	NBS needs more employees for many sectors, including for this division.	Staff dealing with crime and justice statistics receive internal training.
Ministry of Justice	There is a department responsible for policies in the justice sector not dealing specifically with statistics.	The MoJ is willing to get one staff specialised in analysis of the statistics at the central level.	There is no specific training on statistics provided. There is training on policy making provided by different international partners and government.
Agency for Court Administration	2 employees.	If there are no vacancies they consider that they have sufficient staff.	There is ad hoc specific training provided by donors. It is insufficient.
Superior Council of Magistracy	2 employees.	If there are no vacancies they consider they have sufficient staff.	There is ad hoc specific training provided by donors. It is insufficient.
Supreme Court of Justice	2 employees.	If there are no vacancies they consider they have sufficient staff.	There is ad hoc specific training provided by donors. It is insufficient.
Courts of Appeal	Each court of appeal has a different number of staff specialized in this field due to its workload.	It is insufficient.	There is specific training ensured by donors, ACA and NIJ. It is insufficient.
First Instance Courts	Each first instance court has a different number of staff specialized in this field due to its workload.	It is insufficient.	There is specific training ensured by donors, ACA and NIJ. It is insufficient.
National Administration of Penitentiaries	6 employees.	It is insufficient.	There is ad hoc training provided by donors and by a specific training internal agency. Staff is asking for specific training in statistics.

Stakeholders	Number of staff dealing with statistics	Agency perception	Training information
Penitentiaries	Each penitentiary has a different number of staff due to its capacity.	It is insufficient.	There is ad hoc training provided by donors and by a specific training internal agency. Staff is asking for specific training in statistics.
National Probation Inspectorate	6 employees (Analytical Department)	If there are no vacancies they consider that they have sufficient staff.	There is ad hoc training provided by donors. Staff is asking for more specific training.
Probation territorial offices	1 employee	It is insufficient.	There is training provided by NIJ and central office is offering methodological assistance.
Ministry of Internal Affairs	There are several departments responsible of studies and analysis for policies in different specific fields. There are also working groups for data analysis in the specific fields, including also representatives from the subordinated authorities.	It is insufficient.	There is training provided by different international partners, government and internal training.
General Police Inspectorate	14 employees. There are several divisions involved in the data collection and analysis.	The data collection divisions consider that the staff is insufficient.	There is provided permanent methodological assistance by the ITC.
Information Technology Center	2 employees.	It is insufficient.	There is provided initial training and internal training.
Border Police National Inspectorate	There are several divisions involved in the data collection and analysis.	It is insufficient.	There is provided permanent methodological assistance by the ITC.
Operational Management Inspectorate	There are several divisions involved in the data analysis, risk assessment and monitoring of the operational information in specific fields.	It is insufficient.	There is provided permanent methodological assistance by the ITC.
Territorial police offices	2,3 employees.	It is insufficient.	There is provided permanent methodological assistance by the ITC.
Territorial border police offices	There is not specialised staff dealing with statistics. The staff is entering the data in the paper-based data entry forms and sends the forms to the central office.	It is insufficient.	There is provided permanent methodological assistance by the central office.
National Anticorruption Center	There are many divisions involved in the data recording and analysis.	It is insufficient.	There is ad hoc training provided by donors and internal training.
Prosecutor's General Office	There are many divisions involved in the data recording and analysis. 1 employee is responsible for data collection.	It is insufficient.	There is ad hoc training provided by donors. There is need for a more specific training.

Stakeholders	Number of staff dealing with statistics	Agency perception	Training information
Prosecution specialized offices	1 employee is responsible for data recording. The head of each prosecutor office and the prosecutors are dealing with data collection and analysis.	It is insufficient.	There is ad hoc training provided by donors. There is need for a more specific training.
Prosecution territorial offices	1 employee is responsible for data recording. The head of each prosecutor office and the prosecutors are dealing with data collection and analysis.	It is insufficient.	There is ad hoc training provided by donors. There is need for a more specific training.
National Legal Aid Council	2 employees	It is insufficient.	There is ad hoc training provided by donors.
Legal Aid territorial offices	1 employees	It is insufficient.	There is ad hoc training provided by donors and by central office.

Information and technology resources

Most agencies are fully committed to exchange statistical data with other stakeholders by electronic means, with full consideration of the personal data legislation, cybersecurity and other security policies. Each institution has established or is in the process to establish its own process and tools for data collection and generalization, using the technical resources available to carry out this process - in electronic or paper format. The AIS RCCI system stands out as already connecting five different agencies and facilitating the use of common definitions and procedures. The other systems are not connected, so there is no full integration of data collection forms and methods at the moment (see Table 11). While the digitalization of information is an important priority for all agencies, it appears that some systems that had been developed in the past now need to be updated, thus requiring investments. Updating the systems may create opportunities for creating a smoother flow of information in the criminal justice system, which could be supported by a legal mandate authorizing multiple formats for data exchange.

As it regards NBS, it has in place an Automated Information System (AIS) that covers all the statistical areas each of them with a certain level of automatization. Data collection and processing for the statistical survey on contraventions⁴⁵ is carried out by NBS in the framework of this AIS, through which data from the territorial statistical units are collected and then processed by the NBS headquarter.

Aggregated data related to crime and justice area received from the holders of administrative statistics (the ones being part of the SWP) in electronic format (Excel/Word) are disseminated in a reusable format⁴⁶ which generates API or Excel files, as well as chart visualisation.

RECOMMENDATION 10

Data sharing: It is recommended increasing access to some types of data or, studies, reports not currently available; promoting use of a common information technology platform (electronic data exchange platform)⁴⁷ for main crime and justice statistics, integrating data sets and innovating the platform, with respect of the privacy, security and confidentiality policies; approving and publishing a policy covering release, presentation, dissemination and pricing. Its objective is to ensure the widest possible access to information, while continuing to meet the needs of specific user communities.

⁴⁵ <https://statistica.gov.md/pageview.php?l=ro&id=7240&idc=635>

⁴⁶ <http://statbank.statistica.md>

⁴⁷ As an example, there can be used such Government Platforms as: date.gov.md and mconnect.gov.md.

Government Decision 211/2019⁴⁸ deals with the Governmental interoperability platform (mConnect) for data exchange which should be used by all government agencies instead of the current separate systems. Once the concerned agencies, holders of administrative registers and institutional information systems in the field of crime and justice, will be connected to the mConnect platform, the automated exchange of data among these institutions and NBS will be enabled. Then it would be a matter of institutional collaboration among the agencies on data reuse, quality checks and improvements, uniformization of definitions and, consequently, data integration.

Table 11: Information systems in crime and justice statistics in Moldova.

Area of statistics	Information systems	National agencies participating in the same information system
Police	AIS RCCI (Automated Information System Register of Criminalistic and Criminological Information). AIS* Register of road accidents *AIS* Evidence of contraventions (contravention cases and persons who have committed contraventions). Integrated Border Police Information System.	Ministry of Internal Affairs; General Prosecutor's Office; National Anticorruption Centre; Customs Service; State Tax Service; Ministry of Internal Affairs; Ministry of Internal Affairs.
Prosecution	AIS Info GPO (Automated Information System Register of the General Prosecutor Office).	GPO
	Criminal Investigation: E-File (under development).	GPO
	Human Resources Information System (e-Staff).	GPO
Courts	Judicial Information System (JIS (statistical electronic module) / as of 2021.	SCM ACA Courts
	(Integrated Case Management System (ICMS – now part of JIS).	
Prisons	'Register of persons detained, arrested and convicted' Information System (database).	NAP
	Excel (penitentiaries).	
Probation	Excel.	-
	New system (under development).	NPI
Anti-Corruption	New system currently being tested.	NAC
Legal Aid	AIS NLAC (Automated Information System Register of the National Legal Aid Council - under development).	NLAC (central and territorial offices).
Contraventions (NBS)	Automated Information System of NBS ⁴⁹ .	NBS

Data transfer from territorial to central agencies and from central agencies to NBS as a norm includes only aggregated statistics and excludes personal / confidential information. It largely occurs via email or paper-based. Each agency has dedicated forms for the transfer of information to NBS.

48 https://www.legis.md/cautare/getResults?doc_id=128349&lang=ro
49 https://www.legis.md/cautare/getResults?doc_id=103302&lang=ro

RECOMMENDATION 11

The assessment recommends that data producers open a discussion of possible ways to improve the secure transfer of data between information systems for the purpose of an integrated approach, including training on respective systems and development of relevant guides.

Comparability (sound methodology, coherence)**EQ 4. Are statistics coherent and comparable over time and across countries?**

Data included in the annual SWP are coherent. NBS is tasked with leading the national statistical system and working collaboratively with other levels of government to avoid duplication of effort and to promote coherence of statistical information disseminated as the official statistics.

Nevertheless, related to other data sources, some of the stakeholders indicated they were not satisfied with the coherence of data aggregated and published by different justice agencies. There are duplications and discrepancies of data because of a different purpose of data collection, as well as interpretation of definitions, formulas, different classifications, high volume of products released and insufficient or untrained staff, an increased demand for detailed information.

Coordination between the services in charge of data repositories in different institutions is a key task. There is a need to harmonize definitions, formats and schedules between institutions and along the “data production chain” in a given sector so as to obtain compatible and consistent data over time⁵⁰.

RECOMMENDATION 12

The assessment recommends that the MoJ, the SCM, the MIA and the Prosecutor General’s Office make their respective roles in producing and disseminating relevant crime and justice statistics clearly visible and accessible to users, in order to avoid any confusions and prevent possible overlaps, duplication and misuse of data.

Crime and justice statistical products are generally accessible on official websites of the respective agencies (see Table 8). However, interviews with stakeholders and the user survey provided some suggestions for improvement, particularly related to the accessibility of products on the specific websites, notifications of releases, and the accessibility to data for research and analysis.

Table 8: How do you rate statistical information from the following websites? (1=Very easy; 2=Easy; 3=Somewhat complicated; 4=Difficult).

	Clarity	Accessibility	Downloads	Likelihood to find desired information
National Bureau of Statistics - Web page: www.statistica.md	2.1	2.2	2.1	2.0
Superior Council of Magistracy - Web page: www.csm.md	2.1	2.2	2.1	2.0
Ministry of Justice - Web page: www.justice.gov.md	2.0	2.1	2.2	2.0
General Prosecutor’s Office - Web page: www.procuratura.md	1.9	1.9	2.1	2.0

⁵⁰ An example of the need to establish national “collaboration protocols” between the NSO and data-producing institutions (e.g. courts, parliament, national anti-corruption commission, police stations, national human rights commission, etc.) to address issues concerning the non-comparability of data collected by various institutions can be found in the GPS- SHaSa initiative Strategy for the Harmonization of Statistics in Africa in Kenya, Côte d’Ivoire and Cape Verde.

	Clarity	Accessibility	Downloads	Likelihood to find desired information
Ministry of Internal Affairs - Web page: www.mai.gov.md	1.9	1.9	2.0	2.0
General Police Inspectorate - Web page: www.politia.md	2.0	2.0	2.1	2.0
National Legal Aid Council - Web page: www.cnajgs.md	2.4	2.4	2.4	2.0
National Courts Portal - Web page: www.instante.justice.md	2.0	2.0	2.1	2.0
National Administration of Penitentiaries - Web page: www.anp.gov.md	2.3	2.3	2.4	2.0
National Probation Inspectorate - Web page: www.probativne.gov.md	2.2	2.2	2.4	2.0
Agency for Courts Administration - Web page: www.aajj.justice.md	2.2	2.1	2.2	2.0
National Anticorruption Centre - Web page: www.cna.md	2.2	2.2	2.3	2.0

User survey respondents considered statistical information clear and easy to access from all websites, with some criticism expressed as regards the possibility to download data. On average, although all websites were considered by respondents “easy” to visit, the National Legal Aid Council, the National Administration of Penitentiaries and the National Probation Inspectorate were those with slightly less favourable scores. The analysis of results separating responses of users belonging to public authorities from non-public authority respondents indicates that the latter group provided comparatively worse scores to the websites of all agencies, and in particular to the General Prosecutor’s Office website.

RECOMMENDATION 13

The assessment recommends improving the search functions on statistical areas of the respective websites, thus increasing the likelihood that information can be found. Agencies should include more information about the types of data produced that are accessible from their respective websites. Improvements to crime and justice statistical products are suggested, including more effective use of visual representations of data, more timely release of court data and a more user-friendly design for tables.

RECOMMENDATION 14

Communications: Justice sector agencies should raise awareness of their data products through social media. A client service email and phone number can be set up to respond to public enquiries on data availability and access, and on data concepts, definitions and usage. Furthermore, the agencies are invited to provide opportunities for work-in-progress reviews and data validation of analytical products by NBS or other partners. Also, statistics on access (i.e., visiting the website, viewing products, and downloading in multiple formats and accessing data) are important to be accessible in order to reflect the public interest in crime and justice statistical products.

Counting rules

Key information for coherence and comparability of statistics includes definitions and metadata specifically on the modalities of data collection and recording of statistics in different areas of the criminal justice system. This includes counting rules and time and frequency of data collection. For most of these characteristics there is no international standard per se, but it is necessary to define and clarify how the counting system works. Public knowledge of this information is key for sharing, comparing and understanding crime and justice statistics.

Stage of data collection

The point in time when the offence is recorded in the statistics differs among countries. Offences recorded by the Police can be registered:

- at the time the offence is first reported to the police ('INPUT' statistics);
- after the offence is first reported, but before a full investigation ('PROCESS' statistics);
- after the offence has been investigated ('OUTPUT' statistics).

Eurostat (n.d.) indicated that, at the police level, 19 reporting countries applied 'INPUT' statistics, 11 countries applied 'OUTPUT' statistics, 7 countries applied 'PROCESS' statistics, while 1 country was unable to say⁵¹.

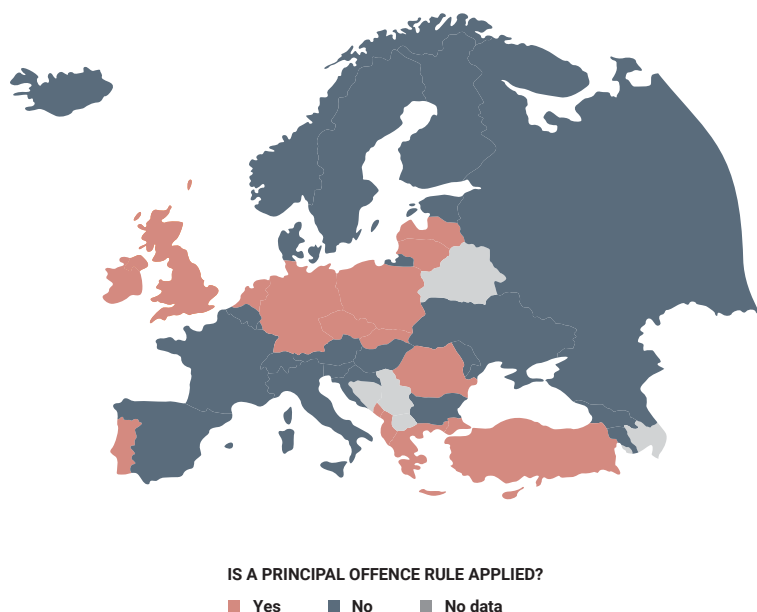
While there is no best practice, it is important to observe major statistical differences between countries using the different approaches, with 'INPUT' statistics countries generally recording higher crime levels (Aebi, 2008, pp. 212-213). Although it had previously been indicated as an 'INPUT' statistics country (Aebi, 2008), on the basis of the assessment Moldova appears to operate as 'PROCESS' statistics. The correspondent from Moldova for the latest Sourcebook data collection exercise was unable to indicate this aspect (Aebi et al, 2021, p. 95). The assessment established that, at the police level, statistical data are collected after the offence is first reported, but before a full investigation takes place. This places Moldova among the countries identified by 'Process' statistics. Any international comparison of police statistics should take this information into account⁵².

The principal offence rule

A 'Principal Offence Rule' means that where more than one offence is committed simultaneously, only the most serious offence is recorded. A 'principal offence' rule may be applied when counting and reporting persons. Different countries have different approaches to counting rules, and rules may also be different among authorities in the same country. For example, Eurostat crime statistics for 2018 indicate that, at the police level, 11 reporting countries applied a principal offence rule, 23 countries did not, while 4 countries were unable to say⁵³.

The United Nations Manual recommends the use of a principal offence rule: "in situations where a person is charged with more than one offence, cases must be reported against the most serious offence" (UN, 2003, p. 62). The European Sourcebook questionnaire indicates: "As a rule, a person suspected of more than one offence in a year will be counted more than once. In the case of multiple offences, a suspect will be counted only once under the principal offence." The application of the principal offence rule in European countries is illustrated in Figure 5 (from Aebi, 2008)

Figure 5: Application of the principal offence rule in crime and justice statistics in Europe.



Source: Aebi, 2008, p. 205

51 See Eurostat, https://ec.europa.eu/eurostat/cache/metadata/en/crim_esms.htm.

52 For example, countries that collect statistical data at the time of recording to the police ('Input' statistics) are likely to count more offences than countries collecting 'Process' or 'Output' statistics. See 'Police' section.

53 See Eurostat, https://ec.europa.eu/eurostat/cache/metadata/en/crim_esms.htm.

The Moldovan correspondent for the European Sourcebook indicated that the country did not apply a principal offence rule (Aebi et al, 2021, p. 38). The assessment found that the principal offence rule is used in prosecution, court and prison statistics, but not in police statistics (see Table 12). Considering that police statistics are the most frequently used to assess and compare crime trends internationally, this information is crucial.

Table 12: Use of principal offence rule in different components of the criminal justice statistics in Moldova.

	Police statistics	Prosecution statistics	Court statistics	Prison statistics
If more than one offence is committed simultaneously, does is a principal offence rule for counting offences?	No	Yes	Yes	Yes

Additional information and metadata have been collected during the assessment of each component of crime and justice statistics (see tables in the relevant parts).

RECOMMENDATION 15

All stakeholders providing and producing statistical information should accompany such information with complete metadata about counting rules used in data collection.

International cooperation

Most agencies are fully committed to national and international cooperation. The lack of a national classification of crimes - which could be advanced via a progressive alignment with the ICCS - is one of the impediments in ensuring the internal coherence as well as international comparability of Moldova's crime and justice statistics.

Several stakeholders talked about systematic requests they receive from international organizations for data, while some mentioned ad hoc requests. In general, it was possible to establish that Moldova is regularly invited to provide data by responding to a wide range of international data collection exercises or initiatives promoted by the UN or the Council of Europe (see Table 13). Some requests are addressed to the Ministry of Foreign Affairs rather than NBS or other relevant stakeholders, and require internal coordination among focal points to be promptly and adequately dealt with.

Table 13: International questionnaires and data collection exercises involving Moldova.

Agency requesting	Name / topic of questionnaires / reports
UN Office on Drugs and Crime (UNODC)	UN Crime Trends Survey (CTS)
Council of Europe	European Commission for the Efficiency of Justice (CEPEJ) Questionnaire on Evaluation of the judicial systems
Council of Europe	Annual Penal Statistics – Custody (SPACE I)
Council of Europe	Annual Penal Statistics – Community Sanctions and Measures (SPACE II)
Council of Europe	Group of States against Corruption (GRECO)
UNODC	Annual Report Questionnaire (ARQ)
UN Office on Drugs and Crime (UNODC)	Questionnaire on individual drug seizures, (IDS)
UN Office on Drugs and Crime (UNODC)	Questionnaire on new psychoactive substances (NPS)
UN Office on Drugs and Crime (UNODC)	Illicit Arms Flows Questionnaire (IAFQ)
Economic Commission for Europe (UNECE)	Crime statistics; Gender statistics
UN Office on Drugs and Crime (UNODC)	Global Report on Trafficking in Persons (GLOTIP)

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Agency requesting	Name / topic of questionnaires / reports
International academic working group	European Sourcebook of Crime and Criminal Justice Statistics
The Commonwealth of Independent States (CIS)	Crime trends
Organization for Democracy and Economic Development (GUAM)	Crime trends
INTERPOL	Global Threat Assessment (Covid 19)
Southeast European Law Enforcement Center (SELEC)	Questionnaire on drug trafficking
EUROPOL – European Cybercrime Center	Questionnaire on Internet organized crime threat assessment (IOCTA)
Office for the Coordination of the Fight Against Organized Crime and Other Dangerous Types of Crime on the Territory of CIS member-states	Questionnaire
US Department of State	Questionnaire on trafficking in person
Southeast European Law Enforcement Center (SELEC)	Questionnaire on trafficking in persons and illegal migration in the region – contributing to the Organized Crime Threat Assessment for Southeast Europe
GRETA, Group of Experts on Action Against Trafficking in Human Beings,	Questionnaire on implementation of the CoE Convention against trafficking in human beings
OSCE, Organization for Security and Cooperation in Europe,	Questionnaire on the implementation of the commitments on combating trafficking in human beings
International Organization for Migration (IOM) Global Migration Data Analysis Centre	Questionnaire on global migration - Migration Governance Indicators
European Network on Migration (ENM)	Questionnaire on protection of aliens victims of trafficking in persons; smuggling of migrants
Network of Anti-Trafficking Coordinators of South-East Europe (NATC SEE)	Questionnaire on the assessment of current situation regarding challenges and other specific aspects of trafficking in persons in South-East Europe
World Health Organization (WHO)	Minimum datasets surveys for prisons and other places of detention 2016-17. Contributing to the Health in Prisons European Database (HIPED)
ONE-OFF QUESTIONNAIRES	
International Association of Gendarmeries and Police Forces with Military Status (FIEP)	Questionnaire (2019)
Southeast Law Enforcement Center (SELEC)	Data collection on the impact of Covid-19 on Organized Crime in Southeast Europe (2021)
Black Sea Economic Cooperation (BSEC)	Questionnaire on crime trends (2021)

International concepts, classifications and methods have to be used wherever possible to make meaningful comparison of data between countries. The progressive implementation of the International Classification of Crime for Statistical Purposes (ICCS) is a key requirement to enhance the consistency and (internal and external) comparability of crime and criminal justice statistics. Implementing the ICCS involves a series of steps, such as:

- Drawing up correspondence tables between current national crime classifications;
- Reviewing the definitions and concepts applied;
- Adapting data collection instruments currently used to make them compliant with ICCS categories.

RECOMMENDATION 16

It is important to ensure a stable coordination mechanism for sharing data at the international level, including the identification of focal points in cooperation with the Ministry of Foreign Affairs. Furthermore, issues of international comparability of crime statistics should be gradually resolved, in particular by progressively implementing the ICCS and improving compliance with international and regional standards

SDGs

The assessment found that the SDG process is not well incorporated in the system of crime and justice statistics. Although virtually all relevant data producers know which data would be within their competence, the production of data for the global indicators remains disconnected from national statistics.

Moldova has a National Coordination Council for Sustainable Development, led by the Prime Minister, which was established in 2016. Its mandate is to create an appropriate institutional framework and ensure a participatory and transparent process to adapt the Sustainable Development Goals (SDGs) and implement them at national level. In 2017, a Project on *Nationalization of the Sustainable Development Agenda to the context of the Republic of Moldova*, implemented by UNDP, with the support of the UN Country Team, including UNFPA, UNICEF, ILO and UN Women developed a Report on nationalization of indicators for sustainable development goals, including for Goal 16 (Govt of Moldova, 2017)⁵⁴. The document is published on the State Chancellery webpage but the procedure and data set to be produced and monitored by different stakeholders is not approved by Government. A draft of a Government Decision in this concern is under development. This causes a weak understanding of the role in the achievement of the SDG's, demonstrated by most of the representatives of different agencies who participated in the assessment.

As per Article 75 of the 2030 Agenda⁵⁵, the global indicators have been complemented by additional (national) indicators, identifying and stressing some national aspects and priorities. Nevertheless, some of the nationalized indicators in the crime and justice area may require further work to increase their relevance and quality requirements (consistency, accessibility, accuracy and availability of calculation methodology).

Moldova submitted a Voluntary National Report (VNR) to the High Level Political Forum in 2020. The VNR includes references to some crime and justice issues. Goal 16 represents a statistical challenge for many countries. Reports on data availability for SDG 16 indicators reveal that many indicators are not regularly produced at the country level (see IEP, 2019), thus the case of Moldova is not unique.

Data from non-official sources (surveys, censuses, expert assessments) remain highly relevant in the field of sustainable development indicators for the justice sector. Even if more government-led production of statistics is encouraged, the value and usefulness of many of the non-official data sources is also acknowledged. For example, the SDG16 Data Initiative is a network of civil society organization producing annual reports highlighting the wealth of unofficial data relevant to Goal 16, which can help States in the process to advance in meeting relevant targets⁵⁶.

The Handbook on Governance Statistics, developed by members of the Praia City Group on Governance Statistics of the UN Statistical Commission (Praia City Group, 2020), aims at promoting the engagement of a variety of stakeholders, including government agencies, academia and civil society, by sharing and developing expertise to advance statistics on governance⁵⁷.

54 The document is currently under revision via a draft Government Decision on 2030 Agenda implementation (revised draft accessed in June 2022). References to the published 2017 document are accessible in English at <https://moldova.un.org/en/23602-nationalization-indicators-sdg>.

55 The Goals and targets will be followed up and reviewed using a set of global indicators. These will be complemented by indicators at the regional and national levels which will be developed by Member States, in addition to the outcomes of work undertaken for the development of the baselines for those targets where national and global baseline data does not yet exist. (...)

56 <https://www.sdg16hub.org/data-initiative>

57 The case of the Netherlands is illustrative of good practice in the integration of unofficial data in SDG reporting, based on guidance provided by the Handbook on Governance Statistics. Starting with a coverage of 30% of the SDG indicators in 2016, the Dutch National Statistics Office (CBS) embarked on an extensive process of consultation with 30 different data-producing organizations, many coming from civil society with a record of independence and being responsible with data protection. This consultation led to a significant number of supplementary data that met a set of criteria and guaranteed compliance with standards of data produced by CBS. The result of this process was a rise to 51% in coverage of the SDG indicators (Statistics Netherlands, 2018).

RECOMMENDATION 17

There may be cases of statistics produced by non-governmental or academic sources that could provide additional information useful for the measurement of the SDGs. The assessment recommends that all sources contributing data on crime and criminal justice data for the SDGs, whoever produces them, should be assessed by NBS for their quality based on common criteria, either international or national standards. In case of a positive assessment, NBS could explore the possibility of teaming with the relevant NGOs for the continuation of the collection of data.

Most SDG indicators in the sphere of crime and justice fall under Goal 16 of the 2030 Agenda and are presented in Table 15, which includes all global and national indicators, as well as responsible agencies in Moldova⁵⁸.

Table 15. Selection of “SDG 16+” global and national /indicators (goal 16 and other justice-relevant indicators), and relevant data available in the UN-DESA SDG Global Database⁵⁹

		SDG Global database data, latest year and source	Nationalized indicator (yes/no), data producer, agency for monitoring / evaluation	Statistical area
3.5.1	Coverage of treatment intervention (pharmacological, psychosocial and rehabilitation and aftercare services) for substance use disorders	Alcohol use disorders, prevalence % - 2016 – WHO	Yes MoH ⁶⁰	Public health
5.2.1	Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age	2000-2018 – Survey	Yes, NBS, MLSP, MIA, MOJ ⁶¹	Police
5.2.2	Proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner in the previous 12 months, by age and place of occurrence	No	Yes, NBS, MLSP, MOJ, MIA ⁶²	Police
11.7.2	Proportion of persons victim of physical or sexual harassment, by sex, age, disability status and place of occurrence, in the previous 12 months	No	Yes, MIRD, MIA ⁶³	Police
15.7.1	Proportion of traded wildlife that was poached or illicitly trafficked	No	Yes, Ministry of the Environment ⁶⁴	Police
16.1.1	Number of victims of intentional homicide per 100 000 population, by sex and age	2018, National data from CTS	Yes, MIA, NBS ⁶⁵	Police
16.1.3	Proportion of population subjected to physical, psychological or sexual violence in the previous 12 months ⁶⁶	No	Yes, NBS, MIA	Police

58 The information presented here is based on the publication available at <https://moldova.un.org/en/23602-nationalization-indicators-sdg> (English version). According to the Draft Government decision revising the nationalization of indicators, and considering that some changes and divisions in ministries occurred in 2021, the responsible agencies may be different.

59 <https://unstats.un.org/sdgs/unsdg>

60 According to the revised draft of the GD on 2030 Agenda implementation (June, 2022).

61 According to the revised draft of the GD on 2030 Agenda implementation (June, 2022).

62 According to the revised draft of the GD on 2030 Agenda implementation (June, 2022).

63 According to the revised draft of the GD on 2030 Agenda implementation (June, 2022).

64 According to the revised draft of the GD on 2030 Agenda implementation (June, 2022) UNODC is also indicated as a source of data.

65 According to the revised draft of the GD on 2030 Agenda implementation (June, 2022).

66 According to the revised draft of the GD on 2030 Agenda implementation (June, 2022) the word “psychological” from the text of the indicator was removed.

		SDG Global database data, latest year and source	Nationalized indicator (yes/no), data producer, agency for monitoring / evaluation	Statistical area
16.1.4	Proportion of population that feel safe walking alone around the area they live	No	Yes, MIA, NBS ⁶⁷	Police
16.2.2	Number of victims of human trafficking per 100,000 population, by sex, age and form of exploitation	2017, GLOTIP database	Yes, MIA, MLSP	Police
16.3.1	Proportion of victims of violence in the previous 12 months who reported their victimization to competent authorities or other officially recognized conflict resolution mechanisms	No	Yes, MIA, NBS ⁶⁸	Police
16.3.2	Unsentenced detainees as a proportion of overall prison population	2018, National data from CTS	Yes, MoJ, MIA ⁶⁹ 16.3.2.1 Number of beneficiaries of legal aid (NLAC, MoJ) 16.3.2.2 Proportion of ombudsman's notification resulting into court action (MoJ, MoJ) 16.3.2.3 Proportion of court cases lost at ECHR (MoJ, MoJ) 16.3.2.4 Population satisfaction regarding legal services in the judiciary (MoJ, MoJ)	Prisons Courts Legal Aid
16.3.3 ⁷⁰	Proportion of the population who have experienced a dispute in the past two years and who accessed a formal or informal dispute resolution mechanism, by type of mechanism	No	No ⁷¹	Courts Legal Aid
16.4.1	Total value of inward and outward illicit financial flows (in current United States dollars)	No	Yes, MIA, Office for preventing and Combating of money laundering ⁷²	Anti-corruption
16.4.2	Proportion of seized small arms and light weapons that are recorded and traced, in accordance with international standards and legal instruments	2018 – UNODC IAFQ	No ⁷³ 16.4.2.1 Number of legally owned arms, per 100 000 population (MIA, NBS) 16.4.2.2 Number of confiscated illegally owned arms (MIA)	Police
16.5.1	Proportion of persons who had at least one contact with a public official and who paid a bribe to a public official, or were asked for a bribe by those public officials, during the previous 12 months	No	Yes, Transparency International Moldova, MOJ ⁷⁴	Anti-corruption

67 According to the revised draft of the GD on 2030 Agenda implementation (June, 2022).

68 According to the revised draft of the GD on 2030 Agenda implementation (June, 2022).

69 According to the revised draft of the GD on 2030 Agenda implementation (June, 2022) the indicators on Ombudsman's notifications and justice sector satisfaction surveys were reformulated.

70 SDG Indicator 16.3.3 was added to the global framework in 2020.

71 In the revised draft of the GD on 2030 Agenda implementation (June, 2022) this indicator is missing.

72 According to the revised draft of the GD on 2030 Agenda implementation (June, 2022).

73 According to the revised draft of the GD on 2030 Agenda implementation (June, 2022).

74 According to the revised draft of the GD on 2030 Agenda implementation (June, 2022).

		SDG Global database data, latest year and source	Nationalized indicator (yes/no), data producer, agency for monitoring / evaluation	Statistical area
16.5.2	Proportion of businesses that had at least one contact with a public official and that paid a bribe to a public official, or were asked for a bribe by those public officials during the previous 12 months	2019, WDI	Yes, Transparency International Moldova, MOJ ⁷⁵ 16.5.2.1 "Corruption control" indicator (between -2,5 +2,5) TI Moldova, MOJ 16.5.2.2 Regulatory quality" indicator (between -2,5 +2,5) WB, MOJ	Anti-corruption
16.7.1 ⁷⁶	Proportions of positions in national and local institutions, including (a) the legislatures; (b) the public service; and (c) the judiciary, compared to national distributions, by sex, age, persons with disabilities and population groups	No (some data on parliamentarians, and judges)	Yes, ⁷⁷ 16.7.1.c Ratio of proportion of positions held in the judiciary by certain population groups and proportion of that group in the total population (Global divided) ACA, NBS, State chancellery 5.5.3.3 Proportion of female judges ACA, MLSP, State chancellery	Courts

Further analysis of the various indicators and relevant data availability found during the assessment is presented in each statistical area section in this report.

Gender and human rights considerations

The availability of data disaggregated by a number of key variables is at the basis of any sound assessment of issues related to the gender and rights of different population groups. The assessment of crime and justice statistics of Moldova established that basic indicators meet the minimum requirements of disaggregation by sex, but do not allow further exploration of areas which are relevant to the safety and well-being of relevant groups. In 2019, Moldova was a participant in the OSCE Survey on the Well-being and Safety of Women, which was carried out in selected countries in South-eastern Europe and Eastern Europe (OSCE, 2019). An important experience of NBS in this area is represented by the survey on 'Violence against Women in the Family' carried out in 2010, which was based on a pilot module developed by the United Nations Economic Commission for Europe (UNECE), revised and adjusted to the national context (NBS and UN Moldova, 2011).

Gender-relevant statistics in the area of crime and justice include sex-disaggregated numbers of male and female victims and offenders, as well as staff of law enforcement and criminal justice agencies. Furthermore, there is a broad area of data, which are collected both as administrative statistics and surveys, that are the object of specific research and studies to make them more statistically gender-relevant.⁷⁸

RECOMMENDATION 18

The assessment recommends that all data producers place extra emphasis in ensuring that sex-disaggregated data are compiled and made public for a wide range of crime and justice statistics.

SDG5 aims at achieving gender equality and empowering all women and girls and Target 5.2 is a powerful call to end all forms of violence against women and girls. Gender-based violence, domestic violence, trafficking in persons are among of the most difficult forms of crime to detect, investigate and count. They represent therefore a challenge for statistical systems. Moldova was one of the first countries in which research focused on the vulnerability to trafficking in persons. In the early 2000's this was an innovative area of research,

⁷⁵ According to the revised draft of the GD on 2030 Agenda implementation (June, 2022).

⁷⁶ SDG Indicator 16.7.1 was refined in 2019 to include reference to staff in the judiciary.

⁷⁷ According to the Draft Government decision on 2030 Agenda implementation (June, 2022).

⁷⁸ See for example the UN Manual on Integrating a gender perspective into statistics (UN, 2016).

shifting the focus from the profile of the trafficker (mostly in connection with transnational organized crime) to the perceptions and values of (potential) victims, in the optics to prevent further victimization. The 2010 victimization survey (Soros, 2010) included questions on vulnerability to trafficking in persons.

Eurostat is advancing preparations for a survey on gender-based violence against women and other forms of inter-personal violence (EU-GBV)⁷⁹, which is currently being developed. Within the 'Action plan on the implementation of the National Strategy for preventing and combating violence against women and domestic violence for the years 2018-2023', NBS is in charge of considering a possible repetition of the "Violence against Women in the Family" Study, by adjusting and testing its data collection methodology (4.4.1).

RECOMMENDATION 19

The assessment recommends that NBS joins preparations for the EU-GBV survey, to participate in discussion of methodological standards on violence against women and gender-based violence surveys and explores the possibility of eventually aligning its own preparatory work on a similar survey to be part of the European survey.

As regards human rights, statistics should be able to represent specific population groups and specific forms of crime. The EC Guidelines on improving the collection and use of equality data recommend States 'to ground their anti-discrimination policies on robust and reliable equality data, through which the effectiveness of the relevant legal and policy framework could be assessed' (EC, 2018, p. 10). For example, data collection on racist crimes, anti-semitic crimes, crimes with 'extremist right-wing motive' is recommended at the EU level. The EU Fundamental Rights Agency (EU-FRA) collects and analyses data and carries out surveys and research in the areas of non-discrimination, racism, intolerance and hate crime (EU-FRA, 2018)⁸⁰.

Although the National Action Plan on human rights foresees the establishment of a mechanism for the collection of disaggregated data on "offences and misdemeanors based on prejudice, contempt or hate"⁸¹, at the moment there are no specific articles defining hate crime in Moldova. The Criminal and Contravention Codes has recently been amended, by introducing specific articles on Hate Crimes, but the amendment has not entered into force yet. According to the ICCS, hate crimes are "Crimes in which the victim is specifically targeted because of their characteristics, ascribed attributes, ascribed beliefs or values such as race, religion, ethnic origin, sexual orientation and disability, amongst others".

Examples include:

- Publicly inciting to violence or hatred directed against a group of persons or a member of such a group defined by reference to race, colour, religion, descent or national or ethnic origin.
- The commission of such an act by public dissemination or distribution of tracts, pictures or other material.
- Publicly condoning, denying or grossly trivialising crimes of genocide, crimes against humanity and war crimes, directed against a group of persons or a member of such a group defined by reference to race, colour, religion, descent or national or ethnic origin when the conduct is carried out in a manner likely to incite to violence or hatred against such a group or a member of such a group.

RECOMMENDATION 20

The assessment recommends that data producers explore the possibility to include specific equality statistics in their statistical programme, including crime and justice data related to acts motivated by prejudice and hate.

79 <https://ec.europa.eu/eurostat/en/web/products-manuals-and-guidelines/-/ks-gq-21-009>

80 See also EU-FRA Survey on Minorities and Discrimination in the EU. 2016. <https://fra.europa.eu/en/publications-and-resources/data-and-maps/survey-data-explorer-second-eu-minorities-discrimination-survey>.

81 https://www.legis.md/cautare/getResults?doc_id=110031&lang=ro.



**V. SPECIFIC
ASSESSMENT BY
AREA OF CRIME
AND JUSTICE
STATISTICS**

A. Police Statistics

■ Institutional settings

The statistics of the police covers the entire territory of Moldova⁸² and are produced by the structures subordinated to the Ministry of Internal Affairs. The agencies in charge of relevant statistics include, at the central level:

- General Police Inspectorate (GPI);
- Operational Management Inspectorate (OMI);
- Information Technology Service (ITS);
- General Border Police Inspectorate (GBPI);

At the local level, statistics are collected by local police inspectorates and structures subordinated to the border police (see Annex III).

■ Legal basis

Relevant institutions have a legal mandate regarding data collection and analysis. Overall, law no. 320/2012 on the police and police status at art. 19 stipulates that 'In the field of crime prevention and contraventions, the Police have the following responsibilities:

- a) collect information for the purpose of knowing, preventing and combating crimes, as well as other illicit acts; (...)
- c) generate and maintain own preventive, forensic and operative records in order to support its own activity;

■ General Police Inspectorate

According to the Regulation on the organization and functioning of General Police Inspectorate, approved by Government Decision 547/2019, one of the main functions of GPI consists in ensuring, in accordance with the law, the recording of crimes, contraventions, collecting, processing, analysis and use of information on crimes and offenders, supporting the functionality of information systems under management.

■ Information Technology Service

Similarly, according to Government Decision 317/2020, one of the basic tasks of the Information Technology Service is the management of records and databases containing statistical data and other types of information, ensuring collection, storage, processing and provision of statistical information on crime trends at national level, of operative-informational data, criminal, contravention, dactyloscopic, archival and other types of information.

■ Operational Management Inspectorate

Also, according to Government Decision 120/2019 on the organization and functioning of the Operational Management Inspectorate of the Ministry of Internal Affairs, among the key functions of this institution is the analysis of information and risk assessment for public order and security.

■ General Border Police Inspectorate

According to Government Decision 1145/2018 on the organization and functioning of the General Border Police Inspectorate, several of its basic functions are: keeping records, including electronic, of persons and means of transport that have crossed the state borders; examining the contraventions that violate the rules of transportation in the country of foreign citizens or stateless persons, as well as road tax (*vignette*) rules. Of relevance for crime and justice statistics, GBPI is in charge of carrying out the criminal investigations regarding the offenses assigned in competence, the related ones, as well as the offenses ascertained by the employees of the Border Police in connection with their competencies or assigned in competence by an order of the prosecutor.

⁸² Police statistics presented by NBS do not include data on districts from the left side of the river Nistru but cover data on crimes registered by the police sectors located in mun. Bender.

Overview

According to the information presented by the ITS during the assessment, there are 212 statistical reports automatically produced with the data contained in the *Automated Information System "Register for Criminalistic and Criminological Information"* (AIS RCCI) which contains an offense classification established by criminal law⁸³. The agencies participating in AIS RCCI are:

- Ministry of Internal Affairs;
- General Prosecutor's Office;
- National Anticorruption Centre;
- Customs Service (CS);
- State Tax Service.

A recent study published on the website of NAC⁸⁴ noted that some crime data shared by MIA in AIS RCCI are inaccurate, and insufficiently disaggregated searching criteria. This, according to the NAC study, represented a risk of misperception by the authorities and central government in defining problems and establishing solutions.

Another information system that includes data on facts related to violations of cross-border legislation is the *Integrated Border Police Information System*, owned by GBPI and approved by Government Decision 834/2008. This system looks compatible with the 'police unit record production' international standard described in the UN Manual. It uses detailed incident and individual file numbers, also suggesting that it may be designed to allow the identification of border-related criminal offences linked to violations of migration rules.

Methodologies for recording, collecting, processing and validating the data, as well as classifications used are approved by interdepartmental acts and orders of the Ministry of Internal Affairs⁸⁵. These methodologies are not accessible to the public.

There are 125 publicly available statistical data sets disseminated by ITS on the *Open Data Portal* and on the web page of the Ministry of Internal Affairs on a monthly basis, including the following:

- Information on offenders - it contains data on the number of persons who have committed crimes recorded and sent to court, disaggregated by age, social status, education status;
- Offenders by locality and type of crime - it contains data on persons recorded and sent to court by types and categories of crimes specified in the Criminal Code, including breakdowns for minors and crime seriousness (less serious, serious, particularly serious, exceptionally serious);
- Data on crimes by day and time of their commission - it contains data on crime categories and the day, time of their commission in urban and rural areas;
- Statistical data on offenders by sex - it includes disaggregated data by age and breakdowns based on employment status, education, previous criminal records, persons intoxicated, first time offenders, and foreign nationals;
- Statistics on recorded crimes per month - it includes data on crime categories per month and if they are committed in urban and rural areas;
- Statistics on minors who have committed crimes on the territory of the Republic of Moldova;
- Information on the crime rates in the Republic of Moldova by type of crime - it contains several columns without title with data and a nomenclature with categories and types of crime.

Further data disaggregation, such as ethnicity, offender-victim relationship, national or ethnic origin is limited in the published statistical information.

83 The AIS RCCI classification is not used by the prosecution, judiciary and penitentiary systems.

84 Strategic analysis on the practice of the bodies involved in the process of combating the illicit circulation of narcotic substances, carried out by the Analytical Directorate of the National Anticorruption Center, 2021, available at: [AS-Antidrog6de94.pdf \(gov.md\)](#).

85 See the interdepartmental orders of GPO, MIA, CS, NAC: a) 121/254/286-O / 95 of 18.07.2008 on the unique evidence of crimes, criminal cases and persons who have committed crimes; b) 62/290/325/158 of 21.10.2011 on the unique evidence of searching (identification) cases, wanted persons, persons with unknown identity, unidentified goods and the formation of centralized searching records; c) 158/279/50/144-O / 80 of 06.08.2004 on the unique evidence of the marked, antique and art objects disappeared and found; and the MIA Order no. 47 of 06.02.2013 on the approval of the Instruction on the unique evidence of stolen, abducted and stray means of transport in the 'Register of forensic and criminological information'.

International standards in police statistics

The 'Police header' section of the UN-CTS includes a list of questions representing the required metadata for police statistics at the international level. Table 16 shows the responses for Moldova found during the assessment.

Table 16: Metadata for police indicators.

CTS QUESTIONS	MOLDOVA POLICE STATISTICS
Do police data cover the entire geographical territory of your country?	Information is presented without the data on districts from the left side of the river Nistru but covers data on crimes registered by police sectors located in mun. Bender
At what stage in the investigation are police data collected for inclusion in offence statistics?	PROCESS - the stage at which there are sufficient reasons to believe that a crime has been committed. In general, the police force records all incidents / facts reported to them from the moment of notification
What are the time intervals (monthly, quarterly, yearly) for the extraction of statistics from recorded data?	ITS extracts and publishes data on a monthly basis (more frequently on an ad hoc basis, by request)
Is the police counting unit for offence statistics an 'OFFENCE'?	Offence, Case, Person
If more than one offence is committed simultaneously, does the police use a principal offence rule for counting offences?	No
How are multiple (serial) offences of the same type counted by the police?	As many offences
How are offences committed by more than one person counted by the police?	As one offence committed by many persons
Please select whether the data shared with UNODC on persons brought into formal contact include:	
Persons arrested	No
Persons suspected	Yes
Persons cautioned	No
How is a person who is brought into Formal Contact for multiple (serial) offences of the same type counted by the police?	As one person who committed many offences
How is a person counted who is brought into Formal Contact more than once (on separate occasions) in one year?	As many persons ⁸⁶
If a person commits more than one offence simultaneously, does the police use a principal offence rule for counting persons?	No
Definition of an 'ADULT': Does the definition "18 years and older" apply here?	Yes
Definition of a 'JUVENILE': Please specify the minimum age (age of responsibility)	14
Is the maximum age "under 18 years of age" ?	Yes
Does more than one police force exist in your country?	No
Do data include personnel from all police force units in your country? If NO, please specify which police units are	Yes

86 Not applicable if the criminal cases concerning the same person have been connected. At the same time, the basic indicator for counting the official statistical data is the crime, in addition to which the information regarding the person who committed it is introduced, the record of the persons who committed crimes being made for each crime separately.

RECOMMENDATION 21

The UN Manual recommends the use of a principal offence rule: “in situations where a person is charged with more than one offence, cases must be reported against the most serious offence” (UN, 2003, p. 62). The assessment recommends that this is applied to police statistics as is the case for other components of the criminal justice system in Moldova.

According to the SWP for 2021, the statistics submitted to the National Bureau of Statistics by the authorities subordinated to the Ministry of Internal Affairs include information related to the justice and crime from the following agencies (see Table 17; see also Annex IV):

Table 17: Justice and crime statistics by MIA subordinate agencies shared with NBS.

Agency	Type of data and disaggregation
Information Technology Service	Number of registered crimes, identified offenders and victims of crime, disaggregated data by country, territorial breakdown (regions, districts / municipalities, Gagauz Yeri), categories and types of crime, age and sex of offenders.
General Inspectorate of Police	Number of road traffic accidents, number of dead and injured persons, disaggregated data by country, territorial breakdown (regions, districts / municipalities, Gagauz Yeri), sex and age group, urban / rural context

Data are collected electronically through AIS RCCI. As an exception, the collection of statistics on certain categories of contraventions is paper-based⁸⁷. This includes most of the 44 agencies who have the right to investigate and record contraventions in the Republic of Moldova, who share paper-based data with NBS. An integrated information system for contravention bodies is under development and the process of approving the legal framework for its regulation is almost finalized. Law 185/2020⁸⁸ regulates that the recording of contravention cases as well as of the judgments and decisions issued in contraventions involves the recording in an electronic system of the documents drawn up at the beginning of the contravention process. The establishment and approval of the content, manner and deadlines for the submission of general statistical reports of contravention at the national level in the future will be carried out by the Ministry of Internal Affairs in coordination with the National Bureau of Statistics⁸⁹.

NBS intends to give up the collection of statistical report No.1 on “Detected contraventions”, after the approval of the “Concept of the Automated Information System of contraventions evidence, cases and persons who have committed contraventions and the Regulation on the unique record of contraventions, cases and persons who have committed offenses” and when the system will in practice carry out few rounds of data collection.

The crime records are categorized in AIS RCCI by articles, paragraphs, points and letters according to the provisions of the Criminal Code for each criminal act⁹⁰. There is designated staff for data entering. Staff turnover determines delays in recording. The investigation officers are not personally entering data in the system. Each incident/criminal act registered in the system is automatically assigned an electronic number. The primary data are entered in this system by the relevant authorities in the manner established by a System Regulation⁹¹.

87 Also Courts and Prison systems data are submitted to ITS on paper and introduced in AIS RCCI by ITS employees.

88 Law 185/2020 on the automated information system for recording the contraventions, contravention cases, and of the persons who committed contraventions.

89 The Concept and Regulation on the functioning of the Contravention, Contravention Cases and Persons who committed contraventions Evidence System was approved by the Government and it is still in process to be applied.

90 According to the publicly available data sheets data is categorized by article, by group of articles for several types of crimes and according to a general classification – based on the Criminal Code – by crime type and seriousness (minor, less serious, serious, particularly serious, exceptionally serious crimes).

91 The interdepartmental order of GPO, MI, CS, NAC no. 121/254/286-O / 95 of 18.07.2008 on the unique evidence of crimes, criminal cases and persons who have committed crimes:

- The interdepartmental order of GPO, MI, CS, NAC no. 62/290/325/158 of 21.10.2011 on the unique evidence of searching (identification) cases, wanted persons, persons with unknown identity, unidentified goods and the formation of centralized searching records;
- Interdepartmental order of GPO, MI, CS, NAC no. 158/279/50/144-O / 80 of 06.08.2004 on the unique evidence of the marked, antique and art objects disappeared and found;
- MIA Order no. 47 of 06.02.2013 on the approval of the Instruction on the unique evidence of stolen, abducted and stray means of transport in the “Register of forensic and criminological information”.

Standard classification and identifiers

According to the UN standards, records should be based on a standard offence classification system which should have a clearly defined relationship with the 'charge' assigned to a suspected offender. While charges are generally based on criminal codes, the offence classification system may be specifically aimed at statistical purposes, as is the case for the ICCS (UNODC, 2015). Differences between the charge and international definitions (such as those applied by the joint Eurostat / UN-CTS data collection) should be clearly identified.

It is good practice for a system to assign an 'incident number' to reported events, and an 'integrated file number' (IFN) to persons suspected of having committed a crime. The person is linked to the incident through the IFN and incident number (see UN, 2003, p.51).

The system proposed by the UN Manual for Criminal Justice Statistics is based on unit record generation, followed by aggregation of data for indicator calculation.

The proposed unit record form envisages the recording of information on:

- the 'incident' (or crime);
- the 'victim';
- the 'offender'.

Counting units in AIS RCCI are the following:

- the crime/incident;
- the person (suspect/offender);
- the case.

The victim as a counting unit is only used in paper-based records and therefore does not appear in the AIS RCCI system.

Specific boxes for recording contextual information refer to the incident, the investigation, the perpetrator(s), the instruments used in committing the crime and some categories of stolen objects. They include:

- notification;
- offense (criminal case);
- searching case;
- natural person;
- legal person;
- unidentified object;
- weapon;
- means of transportation;
- marked objects⁹²;
- antique items.

Each case is recorded in the system via a form requiring a set of information, including mandatory data that create a unique record. The set of mandatory information for AIS RCCI is approved at the interinstitutional level⁹³.

Counting rules are not inserted in a specific document per system publicly available.

According to the ITS, the information system counts all reported incidents and all offenders. A principal offence rule is not applied when recording the primary data into the system.

Statistical definitions are used according to the provisions of the national legislation. Standard data entry forms include a form for detected offenses, a form regarding the criminal investigation and its results, a form for the victim(s) of the crime, a form for the perpetrator(s), a form in case of legal entity perpetrating the crime.

The output statistical forms do not contain formulas inserted in the columns and notes.

92 According to the Law No. 216/2003 the definition is: marked objects - means of transport, firearms and knives, counting and multiplication technique, other objects that can be identified by the respective number of the manufacturer.

93 That is among agencies participating in AIS RCCI. The assessment team could not access data entry forms or actualized informational content of AIS RCCI functionalities.

Data processing at the local level takes place within the framework of rules of evidence in the criminal investigation, rules of examination of the contravention cases and rules applicable after the completion of the examination of the documents. There is also a specific data processing Guide. The data on contraventions are entered in the information system within 24 hours after being reported to or detected by the police forces. Offences data are entered in the information system when there is sufficient proof that a crime was committed and/or to start investigation.

Data checking is carried out at the central level through periodic unannounced checks of electronic statistical reports from the system. The ITS systematically checks the relevance and completeness of the information entered in the AIS RCCI. As a result of the checks, the relevant contributing agencies may be notified of the incompleteness of some data. The statistics include data received by pre-established cutting dates and are checked before publication. There is no written methodology for data checking, but there are logical control conditions carried out before publication (to verify the logical flow in the reports, the coherence between data in different sections, data correspondence to normal limits of certain indicators, and to eliminate some illogical data).

ITS extracts from the system and presents data to the Ministry of Internal Affairs and NBS. Data are also published on the website of the Ministry of Internal Affairs and on the Open Data Portal. Statistics are extracted and published on a monthly basis. Extraction from recorded data may occur more frequently on ad hoc basis.

The periodic verification of data recording at the local level is offered by the staff of the General Inspectorate of Police and the ITS, which also provide methodological assistance to the users. No publicly accessible written rules are available.

Analysis of data is performed by the MIA subdivisions, according to their specific competence. There is a specific methodology for performing statistical analyses but it is not published. Activity Reports are monthly and annually published on the official website of the Ministry of Internal Affairs⁹⁴. The indicators include the following (non-exhaustive list):

- Total number of recorded crimes per years;
- Crime rate per 10 000 inhabitants;
- Percentage of criminal cases sent to prosecutor;
- Percentage of criminal cases sent to court;
- Total number of recorded crimes by Ministry's of Internal Affairs subordinated bodies, by crime type;
- Persons who committed crimes;
- Number of recorded crimes by specific crime categories (trafficking in persons, trafficking in children, drug smuggling, etc);
- Number of victims for specific crime types (adults, children);
- Number of wanted persons, including by some crime category;
- Number of reported crimes;
- Number of reported incidents;
- Number of recorded road traffic accidents;
- Number of recorded road traffic contraventions;
- Number of recorded domestic violence perpetrators, by sex;
- Number of recorded gun owners,;
- Number of recorded contraventions for violation of the rules of storage, possession, transport, use or application of weapons;
- Number of recorded crimes on illegal storage, procurement, manufacture of weapons;
- Total number of recorded contraventions by police forces;
- Total number of recorded contraventions by police forces, by some contravention types;
- Number of recorded illegal events at the state border;
- Number of recorded illegal events at the state border, by some specific types;

94 <https://www.mai.gov.md/ro/date-statistic>

- Number of crimes recorded by the border police;
- Number of crimes recorded by the border police, by some crime types;
- Crimes committed by foreigners, by crime category;
- Contraventions committed by foreigners, by category;
- Number of crimes on corruption, by categories, recorded by Ministry of Internal Affairs.

The **General Police Inspectorate** disseminates quarterly police activity reports on its webpage⁹⁵, notes on the criminal offenses that threaten the life and health of persons and those committed in the field of family relations, informative notes on the road accidents situation. The activity reports of the police reflect the phenomenon of criminality by crime categories, with breakdown by regions and separate chapters for trafficking in human beings, juvenile delinquency, and contraventions. Other indicators reflected include staff, budget, and professional training. The reports do not include data from external sources. There are other internal studies and analyses produced for policy design and monitoring that are not publicly available. The GPI disseminates them on request to other authorities.

They include the following indicators:

- Total number of recorded crimes;
- Crime rate by type of crime per 10,000 inhabitants;
- Number of incoming criminal cases;
- Number of criminal cases sent to prosecution;
- Number of criminal cases sent to court;
- Total number of suspects;
- Number of wanted persons;
- Number of victims of trafficking in human beings and trafficking in children;
- Number of persons extradited to other states;
- Number of missing persons;
- Number of road traffic accidents;
- Number of contraventions regarding the violation of the provisions of the Road Traffic Regulation;
- Number of perpetrators of domestic violence;
- Number of recorded contraventions;
- Number of criminal cases initiated by the specialized subdivisions of the Border Police, including by crime categories;
- Number of recorded cases of violations by foreign nationals of the residence regime in the Republic of Moldova.

The **Operational Management Inspectorate** (OMI) is producing internal analysis on public order and security and is providing the products to the Ministry of Internal Affairs decision makers for policy design, monitoring and improvement of other internal processes. Also, according to the information provided during the assessment by the OMI representative, OMI presents systematically (twice per week) a data analysis concerning crime and contravention trends with conclusions and proposals to the Ministry of Internal Affairs. OMI presents on demand its products to other public authorities. The OMI products are not publicly available and were not accessible during the assessment.

⁹⁵ <https://www.politia.md/ro/advanced-page-type/rapoarte-si-evaluari>. Publications are mandated by GD no. 317/2020 on organization and function of the ITS.

Box 6: Performance Indicators

Performance indicators are popular in law enforcement agencies. Crime rates, number of arrests, fines issued, time to respond to emergency calls are often used as performance indicators. Most frequently they deal with caseload (for example number of crimes per police officer, proportion of crimes resulting in charges, 'solved' crimes). There is controversy on the usefulness of similar indicators over time and for comparative purposes, especially considering that 'clearance rates' or 'crimes solved' are concepts that may be very different in different jurisdictions. The UNODC criminal justice assessment toolkit (UNODC, 2006, p. 10) provides an overview of police performance indicators, stressing that a good performance accountability system should be focused on outcomes. A few selected indicators should be used to measure performance, chosen among those that can generate data consistently over time and provide information for both policy and program management decisions. Reports should be published regularly and made accessible to the public to promote transparency and accountability. Multiple sources of data are also important, including ensuring that information from population-based surveys is included. The GPI does not publish any statistics on performance.

The *General Inspectorate of Border Police* has not published any statistical analyses and statistical forms on its website.

Data dissemination is entrusted to ITS, which holds the position of administrator of the informational content of the web page of the Ministry of Internal Affairs, including the "Statistics" section⁹⁶.

The web pages of the General Inspectorate of Police and the General Inspectorate of Border Police are managed directly by these two agencies, and the available information is coordinated before publishing at the managerial level of related authorities.

During the assessment, the GPI, GIBP, ITS representatives indicated that they had never faced situations in which data users found and communicated any errors in the published data. Also, there is no systematic process to consult users of statistical data regarding their usefulness. From the website of the General Inspectorate of Border Police it is possible to respond a survey with a closed question about the opinion of users on the usefulness of the website in general.

There is no published schedule for the publication of crime data sets either locally or centrally. Consequently, not all statistical data reports produced by police forces are available on their websites at a given point in time.

■ Police-recorded crime statistics in Moldova

At the EU level, data on police-recorded offences (with offence or case as counting unit) should be presented by crime, including homicide, assault, sexual violence, robbery, burglary, theft, drug crimes. For homicide separate statistics should be provided on victims as counting units, by age, gender, and relationship to offender.

Police statistics in Moldova are collected according to criminal law articles and paragraphs. Some statistical definitions have been developed by NBS, which publishes data on the following categories:

- Total recorded crimes;
- Homicide;
- Serious intentional injury;
- Rape;
- Theft;
- Robbery and burglary;
- Drug-related crimes;
- Hooliganism;
- Other crimes.

Data on domestic violence are also published separately. Furthermore, NBS publishes data on specific criminal code articles. The comparability of these categories at the international level is limited (see the homicide example in the International standards section). The development of a set of crime definitions for statistical purposes would facilitate the exchange of information at the national and international levels.

⁹⁶ Regulation on the manner of publication and updating of information materials on the official website of the Ministry of Internal Affairs in the Internet, approved by MIA Order no. 18 of January 11, 2019.

■ SDG Indicators

According to the draft Government Decision on approving the national framework for monitoring the implementation of the 2030 Sustainable Development Agenda, the Ministry of Internal Affairs is responsible for the production of the following global SDG indicators:

- 11.7.2. Proportion of persons victim of physical or sexual harassment, by sex, age, disability status and place of occurrence, in the previous 12 months;
- 16.1.1. Number of victims of intentional homicide per 100,000 population, by sex and age;
- 16.1.2. Conflict-related deaths per 100,000 population, by sex, age and cause;
- 16.1.3.1. Number of victims of violent crime per 100,000 population;
- 16.1.4. Proportion of population that feel safe walking alone around the area they live;
- 16.2.2. Number of victims of human trafficking per 100,000 population, by sex, age and form of exploitation;

SDG indicators 16.1.3 (Proportion of population subjected to (a) physical violence, (b) psychological violence and (c) sexual violence in the previous 12 months) and 16.2.3. Proportion of young women and men aged 18-29 years who experienced sexual violence by age 18, by sex are also relevant to police statistics but they under the responsibility of NBS and Ministry of Labour, Social Protection and Family respectively. These indicators are survey-based and data are not collected at the moment (see section on surveys). Furthermore, Moldova has developed a set of additional nationalized indicators and identified responsible agencies for each of them. In the justice and crime area, MIA is responsible for the following national indicators⁹⁷:

- 16.3.1. Proportion of victims of violence in the previous 12 months who reported their victimization to competent authorities;
- 16.4.2.1. Number of legally owned arms, per 100 000 population;
- 16.4.2.2. Number of confiscated illegally owned arms.

During the assessment, the authorities subordinated to the MIA also provided relevant information on the availability of data for sustainable development indicators. Data for most indicators are available in the AIS RCCI, disaggregated by age, sex, forms of exploitation, etc. Indicator 16.3.1 on 'Proportion of victims of violence in the previous 12 months who reported their victimization to competent authorities or other officially recognized conflict resolution mechanisms' is also survey-based, and one of those for which Moldova has identified the need to develop methodology for data collection⁹⁸. Data for indicators 16.4.2.1 and 16.4.2.2 are extracted from the State Register of Weapons. Statistical definitions are interpreted using the legal definitions available in the Criminal Code of the Republic of Moldova. Several authorities subordinated to the Ministry of Internal Affairs submit the data set to the National Bureau of Statistics, and their staff needs more training on calculation methodology and essence of SDG indicators. Although generally related to the issue included in relevant SDG targets, it is unclear how these nationalized indicators will contribute to monitoring progress.

■ User survey results on police statistics⁹⁹

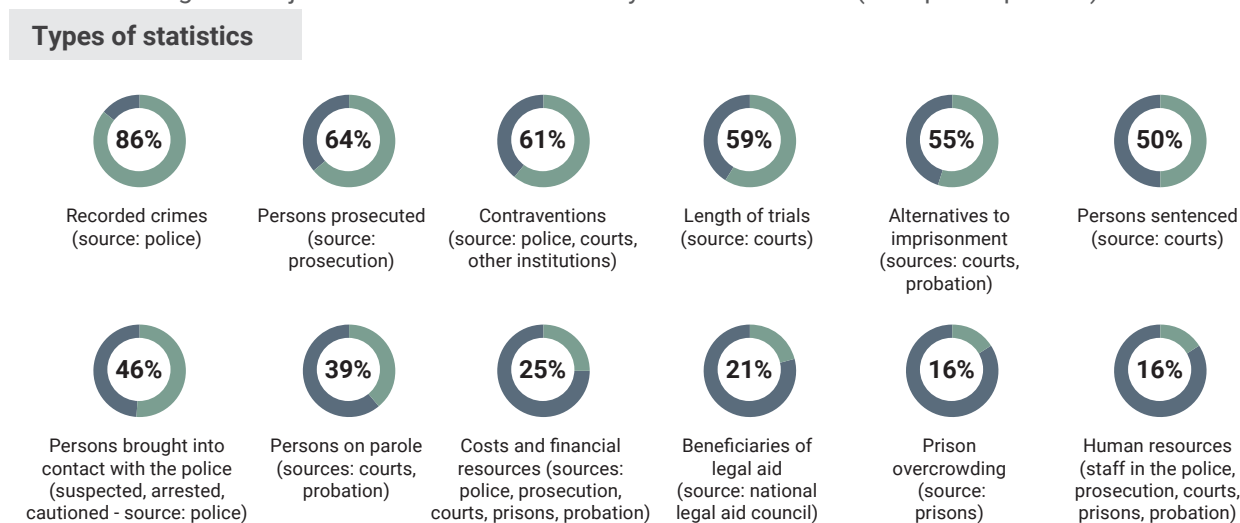
Respondents indicated police statistics among the most and most frequently used (that is at least monthly). More than half of the respondents indicated statistics on conventional crimes such as domestic crimes, homicide, assault, theft and drug-related crimes as those most relevant for their work. Other categories of crime were cited less frequently (economic and organized crime, corruption, cybercrime, trafficking in persons). Police statistics rank highest among the categories of justice statistics consulted by users in Moldova, with 86% being interested in recorded crimes, 61% in contraventions, 46% in persons suspected, arrested, cautioned, and 25% and 16% interested in financial and human resources respectively (see Table 18).

97 Based on information published in Government of Moldova, 2017. A draft GD updating and modifying the nationalized indicators was under development at the time of the assessment.

98 "In order to monitor the targets of SDG 16, 32 indicators were identified, of which 11 are available indicators, 3 indicators are partially available, and actions to produce 19 missing indicators should be identified. Thus, it is necessary to develop the calculation methodology and/or to identify the primary source of data collection for the missing indicators: a) Lack of primary source of data collection: 16.3.2.1, 16.3.2.3, 16.3.2.4, 16.3.2.5; b) Lack of primary source of data collection and methodology: 16.1.2, 16.1.4, 16.2.1.1, 16.2.3, 16.3.1.1, 16.3.1.2, 16.4.1, 16.5.2.1, 16.6.2, 16.7.1.3, 16.7.2.1, 16.9.1, 16.10.1.1, 16.10.2.1, 16.10.1.2" (Govt of Moldova, 2017, p.26).

99 For characteristics and demographics of respondents see the section User survey above. This section refers to specific results relevant to Police, complementing those presented in subsequent sections.

Table 18: Categories of justice statistics consulted by users in Moldova (multiple responses).



Users most frequently consult the Ministry of Internal Affairs for police statistics, followed by the NBS and the Courts. And of course the Ministry of Internal Affairs is most frequently approached by users who are looking for police statistics (see Tables 19 and 20).

Table 19: National authorities' websites consulted by users to access police statistics in Moldova (results of user survey).

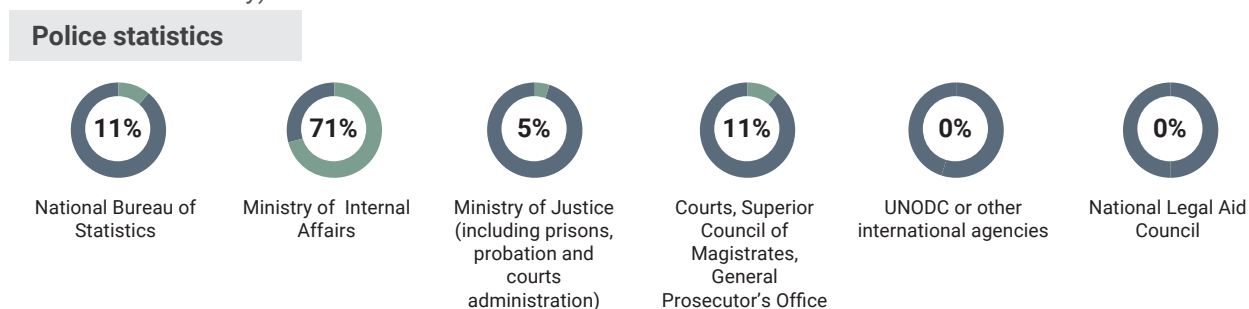
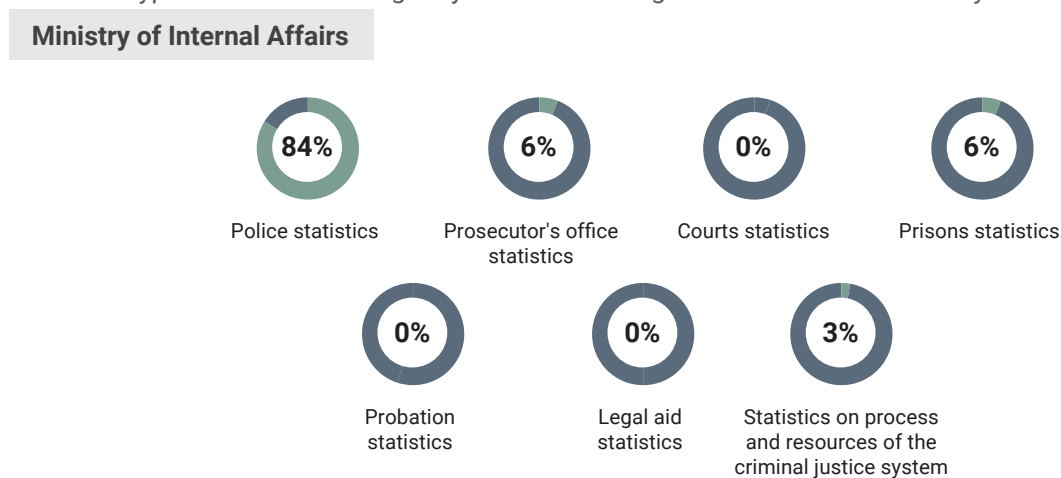
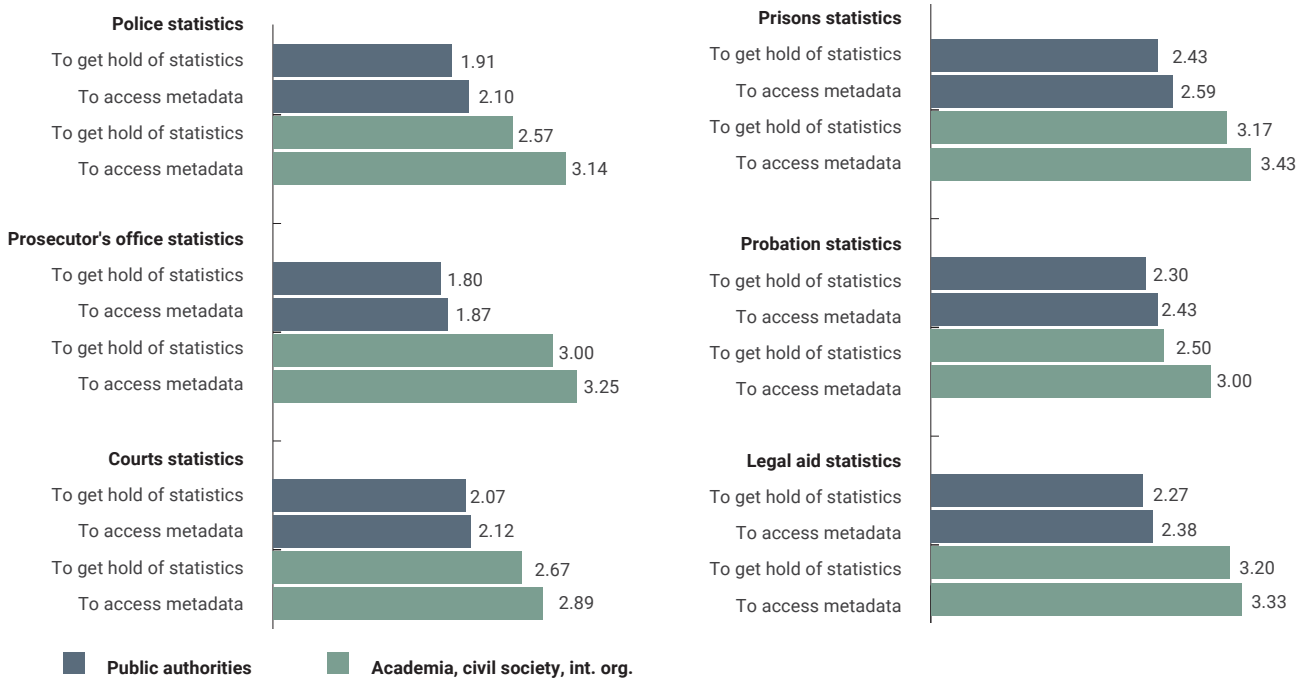


Table 20: Types of statistics sought by users consulting the website of the Ministry of Internal Affairs.



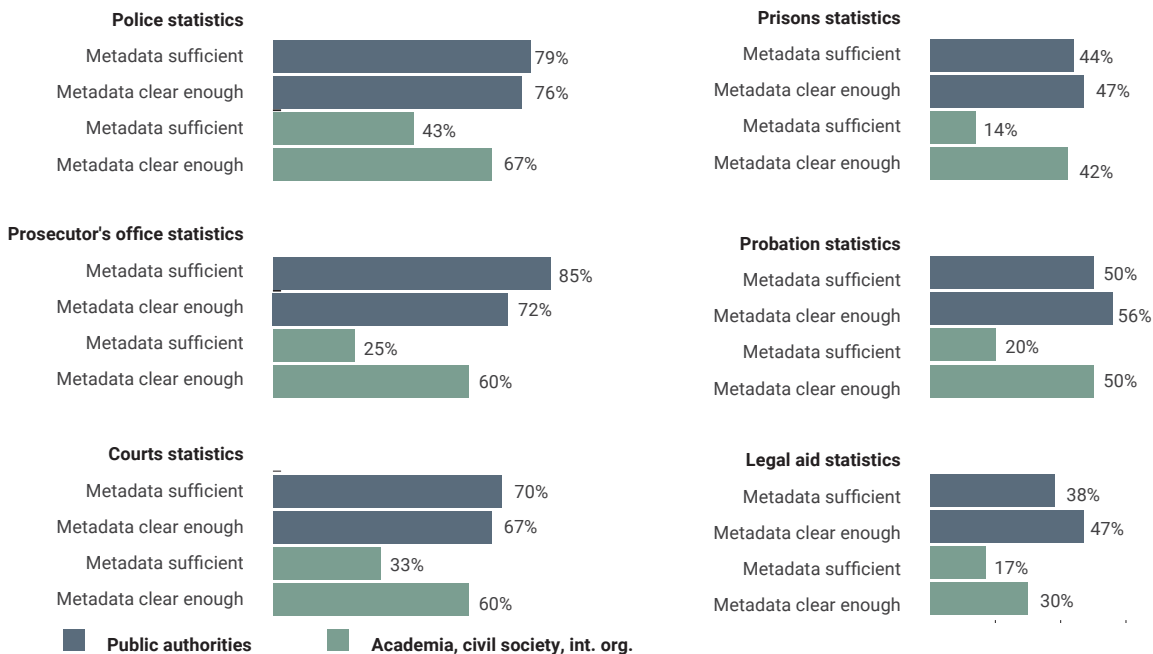
In general, respondents considered that police statistics are among the categories easiest to access. Police statistics was the second best assessed category after prosecution as regards the availability of metadata, with almost three-quarters of respondents considering metadata sufficient. Nevertheless there was a marked difference between scores provided by respondents from public authorities and others (civil society, academia, international organizations). While public authorities respondents consistently provided better scores to all categories, other respondents were less comfortable in accessing all types of data (see Table 21).

Table 21. For each of the statistics you use, how easy or difficult is it for you to get hold of them? How easy or difficult is it for you to access additional information / explanations (e.g. metadata)? (1 = very easy; 2 = easy; 3 = somewhat complicated; 4 = difficult).



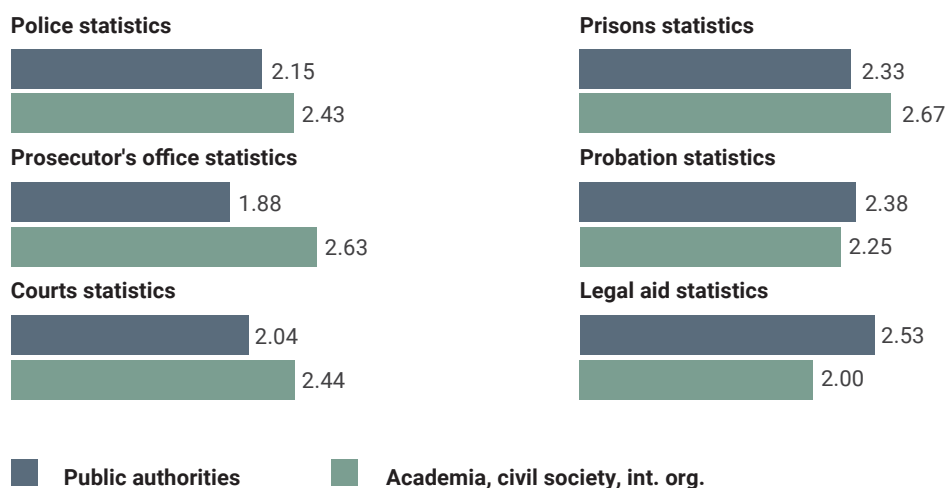
Nevertheless, questions on metadata revealed large differences among the different groups of respondents and the majority of non-public authority respondents (57%) still consider availability of metadata insufficient. For all categories, public authority respondents were more frequently indicating that the availability of metadata was sufficient, while this was the case only with a minority of respondents from academia, civil society and international organizations. Police statistics were however considered by the majority of both groups of respondents clear enough to avoid misuse. Clarity of police statistics was considered slightly better than prosecution and courts and much better than other categories of data (see Table 22).

Table 22: In your opinion, is the published metadata sufficient? Is the available information accompanying the statistics you use clear enough to prevent their erroneous interpretation and misuse? (Percentage of yes responses by type of statistics), by category of respondents.



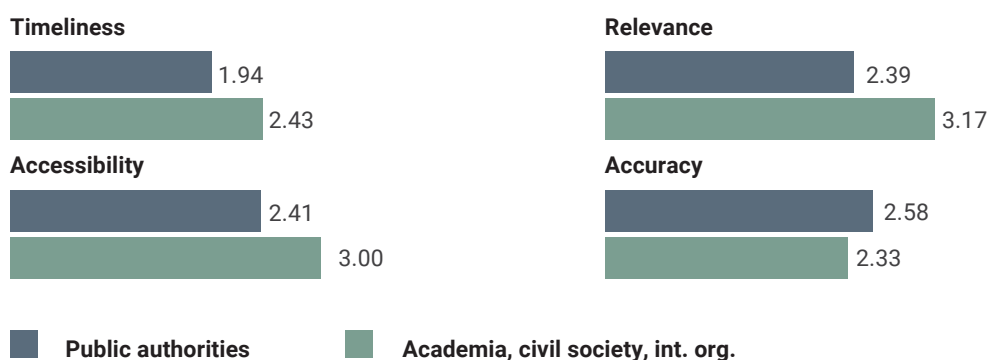
Non-public authority respondents were also quite critical as regards the availability of police data disaggregated by age (and sex to some extent). This point is to be stressed since there is scrutiny and expectation by the users about police statistics. The score assigned by users to their satisfaction on the overall quality of police statistics was in the 'fairly satisfied' range. Again, non-public authority respondents provided worse scores (2.43) than the other group (2.15, see Table 23).

Table 23: How satisfied are you with the overall quality of the statistics you use? (1=Very satisfied; 2=Fairly satisfied; 3=Not really satisfied; 4=Very unsatisfied).



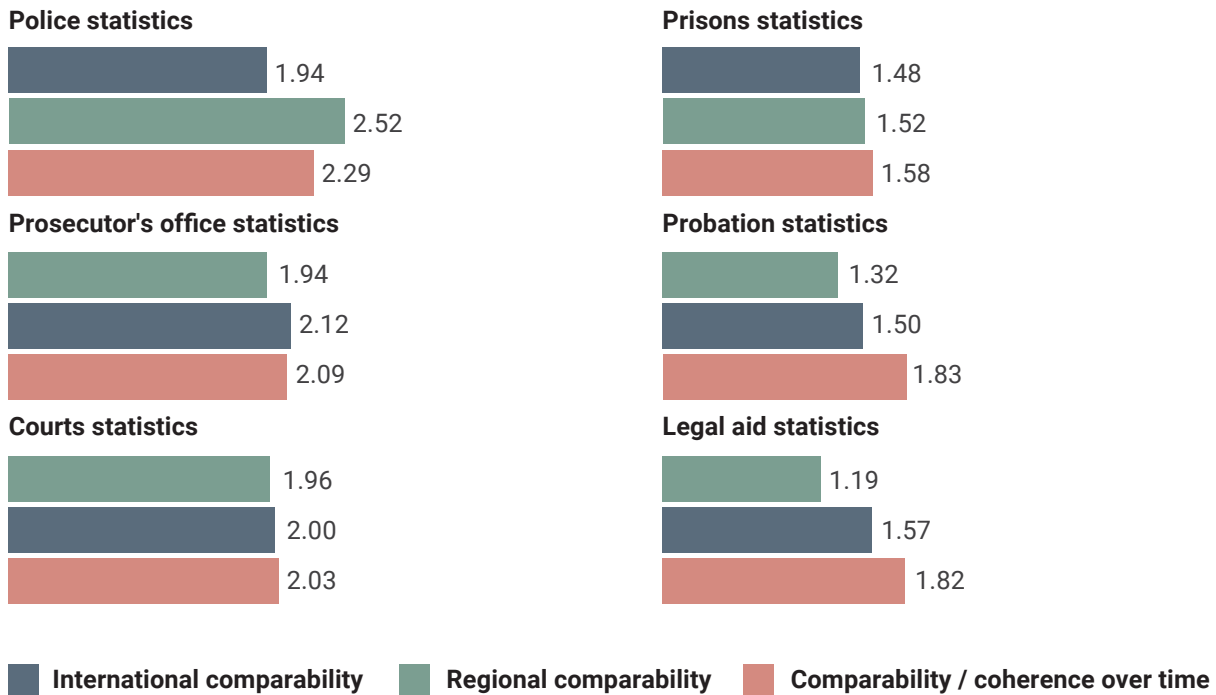
Police statistics were assessed by users for timeliness, accessibility, relevance and accuracy. Public authority respondents gave better (lower) scores as regards timeliness, accessibility and relevance. Nevertheless, accuracy of police statistics was considered better by non-public authority respondents. Accuracy was overall considered very good, also showing the smallest scoring difference between the groups. Statistics were considered timely by both groups, while accessibility and relevance were considered less favourably (only good) by non-public authority respondents (see Table 24).

Table 24: Scores of each type of statistics used according to the following criteria: timeliness, accessibility, relevance, accuracy (1=excellent; 2=very good; 3=good; 4=inadequate; 5=very bad).



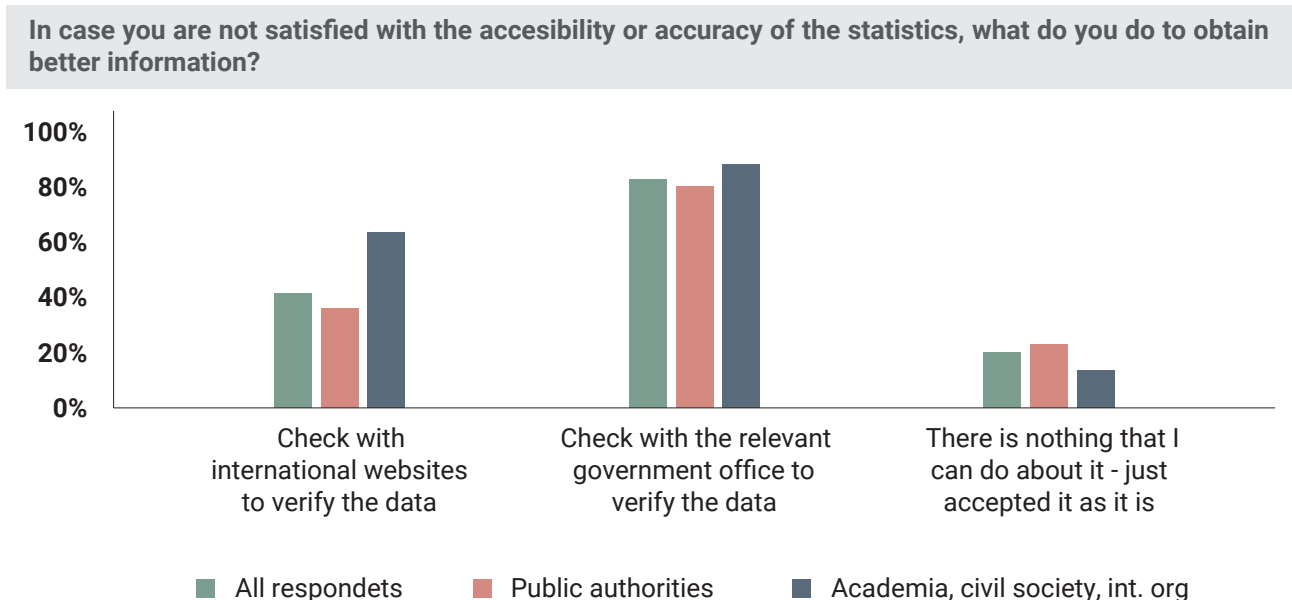
A very relevant question for this assessment asked users about comparability of statistics over time, regionally and internationally. Police statistics were among the types of statistics with the worst scores. Nevertheless, the overall assessment is still positive, with scores indicating between very good and good comparability (see Table 25).

Table 25: Comparability of statistics used across time, regionally and internationally (1=excellent; 2=very good; 3=good; 4=inadequate; 5=very bad).



Non-public authority respondents more frequently try to find better / additional information either via direct checks with data producers or via consultations with international organizations. They were also more rarely giving up their search than public authority respondents (see Figure 6).

Figure 6: User survey responses about alternative sources of information on crime and justice statistics, by category of respondents.



The vast majority of respondents were not aware of or did not know about a calendar of the publication of the different types of statistics. It was mostly public authority respondents who were aware of scheduled publications for all categories. Other respondents only provided some positive answers about awareness of calendars of statistics on prosecution, courts and prisons (see Figure 3).

Respondents considered statistical information clear and easy to access from all websites, with the some criticism expressed as regards the possibility to download data. On average, the Ministry of Internal Affairs ranked relatively well (with scores better than 2, 'easy' on all parameters, see Table 26).

Table 26: Users' rating of statistical information from the website of the Ministry of Internal Affairs (1 = very easy; 2 = easy; 3 = somewhat complicated; 4 =difficult).

Ministry of Internal Affairs - Web page: www.mai.gov.md

Clarity of explanatory text	1.94
Accessibility of data	1.94
Possibility to download data in .csv or .xls formats	2.00
Likelihood to find the desired information	2.00

Police statistics: Notes on strengths (+) and weaknesses (-)¹⁰⁰

Findings	Principles	Strength (+) / Weakness (-)
The police system produces an important set of statistical data per person, categories of crimes, resources, based on pre-established forms, data recording methodology, crime classification according to the provisions of the criminal law and other classifications from other national regulations;	Relevance and usefulness	+
The methodology of data recording is not publicly available;	Comparability	-
In order to facilitate the access to public data, a calendar of publicly disseminated data is not systematically available;	Timeliness and punctuality	-
The police is not systematically assessing the needs of statistical data users. As a result the police forces do not have sufficient information about the quality of recorded crime data to: <ul style="list-style-type: none"> provide assurance that the statistics based on these data meet users' needs; ensure that users are made fully aware of the limitations of the recorded crime statistics and the impact that these have on their use of the statistics. 	Quality of statistics Relevance and usefulness	- -
MIA and GPI systematically disseminate publicly activity reports containing several statistical indicators and systematically perform other analyzes that are published or presented upon request;	Relevance and usefulness	+
Most of the statistical reports that do not contain data with limited access are made available monthly to the public free of charge at the central level;	Relevance and usefulness Comparability	+
The data produced at the central level are presented upon request to other entities of public or private law, professional users on material or electronic support;	Relevance and usefulness Comparability	+ +

¹⁰⁰ Some findings have been assessed as +/-, considering that for some aspects they represent a +, while some other aspects need to be improved.

Findings	Principles	Strength (+) / Weakness (-)
The relevance of the crime statistics produced by police forces is not assessed systematically;	Relevance and usefulness	-
There is no available an approved national methodology on victimization surveys;	Relevance and usefulness	-
Statistical forms are systematically updated, but there is no consultation process with users (general public); Also, users (general public) are not provided any information about the nature and extent of changes made to police records, and how to interpret changes in the published crime statistics from one reference period to another.	Relevance and usefulness Quality of statistics Comparability	+/- - -
Statistical forms publicly disseminated of the police system are not reflecting the definition of indicators, relevance and other useful information for data users;	Quality of statistics	-
The police forces are using a methodology of data recording, which is approved by an inter institutional Order.	Quality of statistics	+
The metadata of the statistics produced were not identified on the web pages of the authorities participating in the assessment;	Quality of statistics	-
The process of recording, collecting, processing data takes place in the police system semi-automatically (Excel files, paper and information systems). The police forces exchange data electronically with other authorities (Public Service Agency) and make visible efforts to fully automate their internal processes regarding the statistical data produced;	Quality of statistics	+/-
There is a need to develop and introduce a cross-cutting unified (common) definition and methodology of data gathering and analysis concerning pre-trial arrest for all the institutions involved in its application;	Quality of statistics Comparability	- -
Data counting rules are not reflected in a special document;	Quality of statistics Comparability	- -
There is no approved methodology for data validation at the central level;	Quality of statistics	-
There is no published methodology for data analysis at the central level while it was communicated that a data analysis and risk assessment methodology is approved and applied;	Quality of statistics	+/-
The phases of recording, collecting, disseminating data are carried out in respect of the principle of confidentiality;	Quality of statistics	+
The police forces employees reported that they benefit from continuous training courses, but insufficient training in the field of aggregation, analysis of the statistics produced;	Quality of statistics	-

ASSESSMENT OF THE CRIME AND JUSTICE STATISTICS OF THE REPUBLIC OF MOLDOVA

Findings	Principles	Strength (+) / Weakness (-)
The disaggregation and most of indicators used by the police correspond to the minimum criteria and indicators included in the UN Manual for the Development of the Crime and Justice Statistics System.	Quality of statistics	+
Police forces are insufficiently trained on the methodology for calculating and monitoring sustainable development indicators;	Quality of statistics	-
Several national sustainable development indicators are not clearly defined, and their title does not correspond to the essence of global indicators;	Quality of statistics Comparability	- -
Taking into account the specific competencies exercised by different authorities subordinated to the Ministry of Internal Affairs, during the assessment, some internal confusions and blockages were observed regarding the status of "authority responsible" for monitoring and reporting the indicators of sustainable development.	Quality of statistics	-
There were not recorded any errors reported by data users. There is no special mechanism to carry out verifications and correct errors, as appropriate, informing the users.	Quality of statistics Relevance and usefulness	- -
The access rights to information systems are divided per roles according to the competencies and functional attributions provided by law for each authority or position with the status of internal user of the system.	Quality of statistics	+
The classification is different from the one used by courts.	Comparability	-
Users assessed very positively the timeliness and accuracy of police statistics. They gave worse scores, but still an overall positive assessment, to their accessibility and relevance. Users assigned police statistics the worst scores for regional and international comparability. Nevertheless, the overall assessment is still positive, with scores indicating between very good and good comparability.	Timeliness and punctuality Quality of statistics Relevance and usefulness Comparability	+ + + +

Summary:

Relevance and usefulness	Timeliness and punctuality	Quality of statistics	Comparability

Legend:

More strengths or balance between strengths and weaknesses	Some areas of criticism	Several areas of criticism

B. Prosecution Statistics

■ Institutional settings and legal basis

The General Prosecutor's Office is mandated to the production of statistics together with territorial and specialized prosecutor's offices. Statistics reflect crime trends and prosecutorial activities on the entire territory of the Republic of Moldova.

Article 93 of Law no. 3/2016 on the Prosecutor's Office states that "the General Prosecutor's Office ensures, through information technologies, the collection, processing, systematization and analysis of statistical information on the state of crime and the activity of the Prosecutor's Office, as well as its regular publication."¹⁰¹ Furthermore, according to the Order of the General Prosecutor 24/28 of 24.09.2016¹⁰² regarding the approval of the Regulation on the Prosecutor's Office, the Office is also mandated to the following:

- Conducting studies to detect and eliminate the causes and conditions that favor trafficking in human beings, publishing statistical information and analysis reports on combating trafficking in human beings;
- Analysing judicial statistics half-yearly and annually;
- Keeping records of criminal cases with acquittal decisions, termination of criminal proceedings on grounds of rehabilitation, drawing conclusions on the causes and reasons for acquittal and reacting, in accordance with the law, to errors committed in these cases;
- Keeping records and documenting on the staff of the Prosecutor's Office, preparing statistical reports on the composition and turnover of staff;
- Managing the AIS "Info GPO" statistical database on crime trends, activities of the Prosecutor's Office, and providing the subdivisions of the Prosecutor's Office with the necessary analytical reports;
- Ensuring the collection, processing, systematization, and analysis of statistical information on crime trends and the activities of the Prosecutor's Office;
- Coordinating the statistical activity of all territorial and specialized prosecutor's offices through the information program AIS "Info GPO", in accordance with the statistical standards in force;
- Ensuring a unique statistical evidence of the crimes recorded and investigated by the prosecutors from the subdivisions of the General Prosecutor's Office.

■ Overview

According to the information presented by the General Prosecutor's Office in the context of this assessment, the Prosecutor's Office is a participant in the AIS RCCI¹⁰³, and as such shares methods of recording, processing, collection, and validating data, as well as classifications, with the Police information system. These rules are approved by interdepartmental acts agreed upon among agencies participating in the AIS RCCI information system. The Prosecutor's Office produces also semi-automatic (monthly) statistical reports filled in the Info GPO Information System. The classification of crimes used is based on the Criminal Code, but it does not correspond with the one used by courts¹⁰⁴. In line with international standards, there is a unique file number generated by the AIS RCCI information system for each person as counting unit. The statistical forms are systematically updated and approved by an Order of the General Prosecutor. A case may be opened under a variety of circumstances: some cases are directly investigated by prosecutors (they are opened on persons accused of committing a crime); other cases are handled by the police to prosecutors for presenting the accusation in court.

The 'Prosecution header' section of the UN-CTS includes a list of questions representing the required metadata for prosecution statistics at the international level. Table 27 shows the responses for Moldova found during the assessment.

101 The Prosecutor's Office also participates as a registrar for AIS "Registry for criminalistic and criminological information" according to the provisions of the Law no. 216/2003 and Government Decision no. 328/2012.

102 A new Regulation on the Prosecutor's Office was approved by the Order of the General Prosecutor 33/3 of 03.05.2022 which keeps the same competence and activities.

103 See more information on the AIS RCCI and participating agencies in the Police Statistics section.

104 Courts aggregate counts at the level of law articles.

Table 27: Metadata for prosecution statistics.

Questions	Moldova prosecution statistics	
Do prosecution data cover the entire geographical territory of your country?	Information is presented without the data on districts from the left side of the river Nistru	
Are data collected by other authorities (apart from the prosecutor or examining judge) included?	Excluded	
Is the counting unit used by prosecutors 'PERSONS against whom prosecution commenced in the reporting year'?	Yes	
<i>In the UN-CTS it is recommended to apply distinct counting rules when counting the total number of persons prosecuted and the number of persons prosecuted in reference to an offence. For both cases, please specify which counting rules are applied in the data provided.</i>		
	Rules applicable to the total number of persons prosecuted	Rules applicable to the number of persons prosecuted in reference to an offence
If a person commits more than one offence simultaneously, does the prosecution use a principal offence rule for counting persons?	Yes	Yes
How is a person who is prosecuted for multiple (serial) offences of the same type counted ?	As 1 person	As 1 person
How is a person counted who is prosecuted more than once (on separate occasions) in one year?	As more than 1 person	As more than 1 person
Do the data on prosecuted juveniles include persons who are now considered adults, but were considered juveniles at the time of the offence?	Yes	
Definition of an 'ADULT': Does the definition "18 years and older" apply here?	Yes	
Definition of a 'JUVENILE': Please specify the minimum age:	14 years	
Is the maximum age "under 18 years of age" ?	Yes	

Another electronic tool used by the Prosecutor's Office that includes electronic statistics on criminal cases at all phases of the criminal process is the "Criminal Investigation: E-File" Information System¹⁰⁵. The system integrates recording, processing, administration functions from the existing systems in the prosecutor's offices¹⁰⁶. The methodologies for recording, processing, collecting, validating data, the classifications used are based on internal documents which were not presented during the assessment and are not available on the website of the General Prosecutor's Office¹⁰⁷.

There are used 3 types of data entry forms (f-1e, f-2e, f-p)¹⁰⁸, which are not publicly accessible. The f-1e, f-2e forms contain classification by articles and paragraphs which is the same classification used police forces (but different from that used by courts). Forms 1e and 2e are approved by interinstitutional acts and are also used by the police system. They contain a specific classification including data per articles from the criminal Code and several aggregated articles, for example, aggregated data for "offences against security

¹⁰⁵ Still under development.

¹⁰⁶ The cited Information System will be complemented with additional analytical functionalities on money laundering crimes according to national needs and international standards applied by Moldova.

¹⁰⁷ There is planned also to develop another Information System on IT crimes at the national level.

¹⁰⁸ These forms are under revision, aiming to extend the disaggregation, case categories, Criminal Code chapter titles reflected;

and public order". Form p, established by an Order¹⁰⁹ of the Prosecutor General, contains data specifically on the prosecution system. The f-p forms do not contain any classification.

The three forms are entered electronically on the basis of data from the relevant information systems (AIS RCCI, E-Case system, Info GPO system) supplemented by other paper-based data, according to specific functional needs or requests. Other authorities/organizations and national, strategies, working plans and programs may provide or request relevant data¹¹⁰. Also, the Prosecutor General Office analyses the data set produced and revises it systematically as a prevention from misuse procedure.

The Annual Activity Reports contain a set of statistical indicators, including case categories for different phases of examination of criminal and contravention cases by courts and by different levels of jurisdiction. According to the Annual Statistical Work Program for 2021, the General Prosecutor's Office is not submitting any data to the National Bureau of Statistics.

According to the information presented during the assessment by the representatives of the General Prosecutor's Office, the primary information is entered electronically and, in specific cases, manually by each territorial and specialized prosecutor's office in the standardized statistical forms approved by the Prosecutor General. General rules for recording and keeping certain types of data are regulated in the Instructions on keeping secretarial and archival works in the General Prosecutor's Office, approved by the Order of the General Prosecutor no. 320/2004 and the Instructions regarding the keeping of secretarial and archive works in the territorial and specialized prosecutor's offices approved by the Order of the General Prosecutor no. 321/2004.

The statistical forms included in the annual activity report do not contain counting rules, definitions or formulas. Most of the person-based counting rules are similar with the counting rules used by the police forces, based on unique identifiers and forms for each accused person. Statistics on persons prosecuted include alleged offenders against whom prosecution commenced in the reporting year or in the previous year for whom the accusation was sent to court.

The General Prosecutor's Office has the competence to aggregate and analyse the data. The collected data are entered into the Info GPO information system which generates consolidated (internal) reports per month, year or other period. The AIS Info GPO contains logical control conditions built in the electronic forms to check the internal coherence of data. The AIS RCCI and the AIS Info GPO are not related with each other. The "Criminal Investigation: E-File" Information System is still under development. Updated standardized forms on the prosecution system have to be configured in this system. The overall goal is for the system to automatically generate statistics, as a result of each prosecutor involved in investigation independently entering the relevant data.

There is no publicly available methodology for validating the data processed by the prosecutor's office, and none was made available to the assessment team. Also, the team could not find a set of metadata on the statistics of the prosecutor's offices on the website of the General Prosecutor's Office. The Open Data Portal does not contain any statistical data disseminated by the General Prosecutor's Office or the Specialized Prosecutor's Offices.

The General Prosecutor's Office ensures, through information technologies, the collection, processing, systematization and analysis of statistical information on crime trends and the activity of the Prosecutor's Office, as well as its regular publication¹¹¹. There is no publicly available methodology for analyzing statistical data by Prosecution.

According to the information received from the General Prosecutor's Office representatives, once a year all divisions from the central office, the territorial and the specialized prosecutor's offices are contributing to parts of the Activity Report, which is assembled by the Policies and Reforms Division from the central office.

The General Prosecutor's Office's website publishes the annual Activity Reports of the Prosecutor's offices. They contain a complex set of data and statistical indicators, including:

- Number of prosecutors and vacant positions;
- Seniority of prosecutors;
- Personnel flow;
- Vacant civil servant positions in the Prosecutor's Office; Occupation of civil servant positions with special status;
- Crime trends by types and categories;
- Trends and dynamics of crime over the past 10 years; Crimes, breakdown by locality;

109 Last revision of the related form was approved by the Prosecutor's General Order no. 48/8 from 2021.

110 The General Prosecutor's Office is a co-responsible institution including for data collection and presentation of information on the achievement of indicators according to the Government Decision no. 1033 of 08.08.2016 on the approval of a Set of indicators to monitor the implementation of the UN Convention on Human Rights for persons with disabilities. In this concern, it was necessary to establish a separate way of recording, as data are not registered and provided automatically.

111 Article 93 of Law no. 3/2016 on the Prosecutor's Office.

- Percentage of criminal cases examined directly in the procedure of prosecutors;
- Number of cases in which the criminal investigation was terminated;
- Number of criminal cases involving minor offenders;
- Number of criminal cases sent to court;
- Number of connected cases;
- Number of cases suspended conditionally;
- Number of not to initiate criminal proceedings decisions issued;
- Number of cases returned to complete the investigation;
- Number of complaints examined regarding the contestation of prosecutors' actions;
- Number of complaints admitted regarding the contestation of the prosecutors' actions;
- Excessive length of prosecution decisions and actions;
- Number of criminal proceedings conducted;
- Number of persons charged;
- Number of offenses detected and recorded;
- Number of proposals for accusing rejected;
- Data on specific issues¹¹² (e.g. illicit drug trafficking, trafficking in human beings and related crimes, torture and ill-treatment, cybercrime and telecommunications crime, domestic violence, procedural coercive measures, special investigative activity).

The assessment found that the Activity report cannot include the entire wealth of data and disaggregation produced by the prosecution system. There is therefore additional information that could be analyzed in further detail.

The website of the General Prosecutor's Office is managed independently: prior to publication the information is checked and coordinated at the managerial level of the relevant authority. Publications are mandated by Law no. 3/2016 on the Prosecution Office. A calendar of publication of the data sets has not been identified.

Within confidentiality rules, only aggregated data are published. Forms for data collection (either manual or generated by the information systems) of the prosecutor's offices are not available on its website.

The GPO website does not contain tools to provide user feedback on its content. The GPO representatives did not indicate to the assessment team any practice for updating published information.

■ International Standards for Prosecution Statistics

The United Nations Manual (UN, 2003) recommends that person-based prosecution records should ideally be linked to police records through the use of a unique 'integrated file number' (IFN) assigned to the individual. The consistent identification of individuals across different components of the system through an IFN should facilitate the analysis of the flow from one component of the justice system to another. In line with this international standard, in Moldova a unique file number is generated by the AIS RCCI information system for each person in the system across participating authorities (MIA, GPO, NAC, CS, State Tax Service).

Prosecution generally represents the institution that brings identified offenders to the court. At the international level, the precise function of Prosecution may vary. In some countries there is a principle of legality or opportunity, in other countries the Prosecution Service has a monopoly to prosecute. Other variations can be found along a continuum between these two extremes, with the police having more or less discretion to proceedings without any involvement of Prosecution (see Smit & Harrendorf, 2010, p.88). International comparability of prosecution statistics largely depends on the accompanying information on the way the criminal justice system of the country operates.

As an interlinked component of the criminal justice system, workload and performance of Prosecution should be assessed in relation to other components. In particular, criminal justice systems may establish indicators

¹¹² As with police statistics, it is also possible to identify within EU standards a number of specific information items that should be recorded by prosecution systems. These items involve the same crime types as those identified for police statistics at the EU level; racism and xenophobia, money laundering, and trafficking in persons. It should be noted that the proposed indicators for these three crime types are non-binding but nonetheless provide important guidance as to evolving priorities for crime data within the European Union.

of **attrition** between different components. Attrition refers to the natural reduction of number of cases along the criminal justice system. This is due to a 'filtering' process between one stage and the next of the criminal justice system, with cases leaving the system for a variety of reasons. Attrition rates can be calculated for the reduction of cases or persons between two stages of the criminal justice system (Eurostat, 2017b, p. 22). At the prosecution level, measuring attrition is particularly important in relation to the stage of recording at the police level. Moldova, as a jurisdiction using process statistics for police recorded crime might have lower attrition rates than jurisdictions in which police data are recorded as input statistics (see Eurostat, 2017b, p. 23). The actual calculation of the attrition rate is done as the number of convicted persons over the number of persons suspected or arrested by the police.

$$\text{Suspect attrition rate} = \frac{\text{Number of convicted persons}}{\text{Number of suspected persons}}$$

In addition to attrition, other possible performance indicators for Prosecution may include the following (see UNODC, 2006, p. 11):

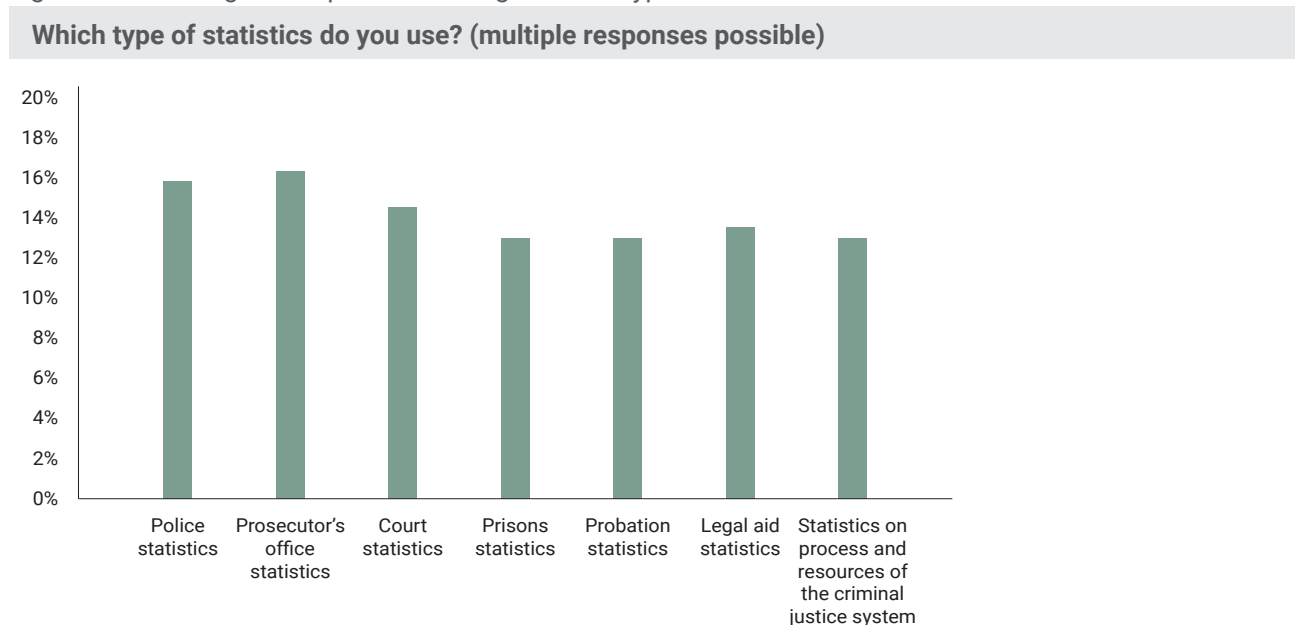
- The average number of cases per prosecutor;
- The average number of appellate cases per prosecutor;
- The number of cases completed per year per prosecutor;
- The average cost per case prosecuted during a given period of time, usually a year.
- Timeliness of prosecution decisions and actions, e.g. Average amount of time a victim/witness must wait before having an initial interview with a prosecutor.

GPO indicated that a simple ratio of cases solved / cases opened is used as indicator of performance.

■ User survey results on prosecution statistics¹¹³

Prosecution statistics were used by the highest percentage of survey respondents (16%, see Figure 7).

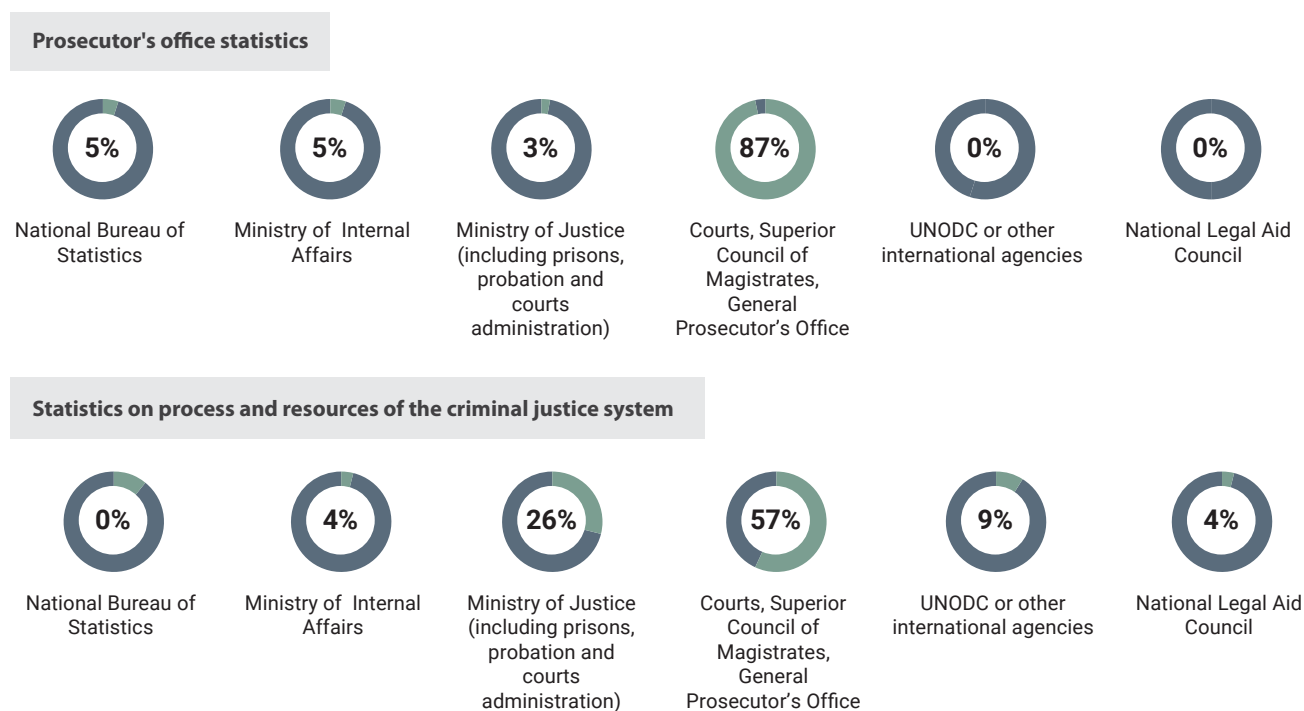
Figure 7: Percentage of respondents using different types of statistics.



Users reported looking for prosecution statistics most frequently (87%) on the websites of the General Prosecutor's Office and related agencies, which are also most frequently used to access statistics on process and resources of the criminal justice system (see Table 28).

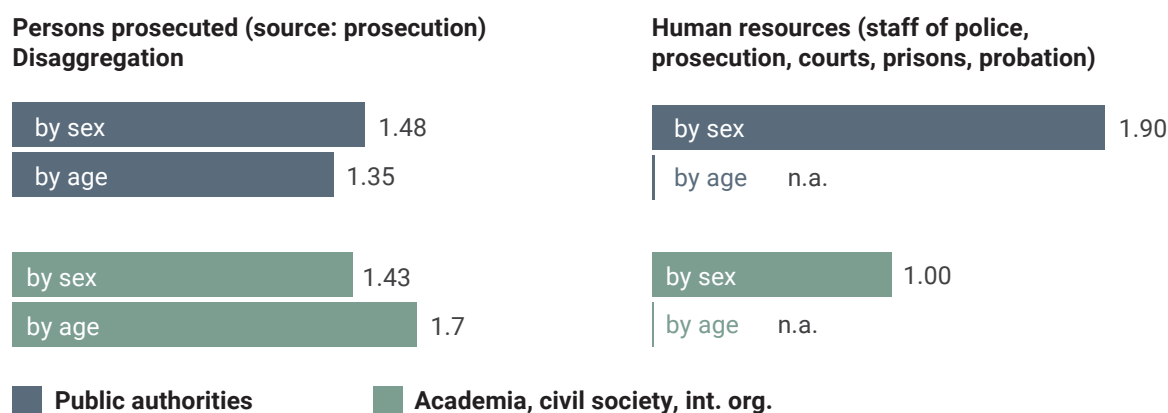
113 For characteristics and demographics of respondents see the section User survey above. This section refers to specific results relevant to Prosecution, complementing those already presented in the Police section above.

Table 28: National authorities' websites consulted by users to access statistics on prosecution and process of the criminal justice system in Moldova (results of user survey).



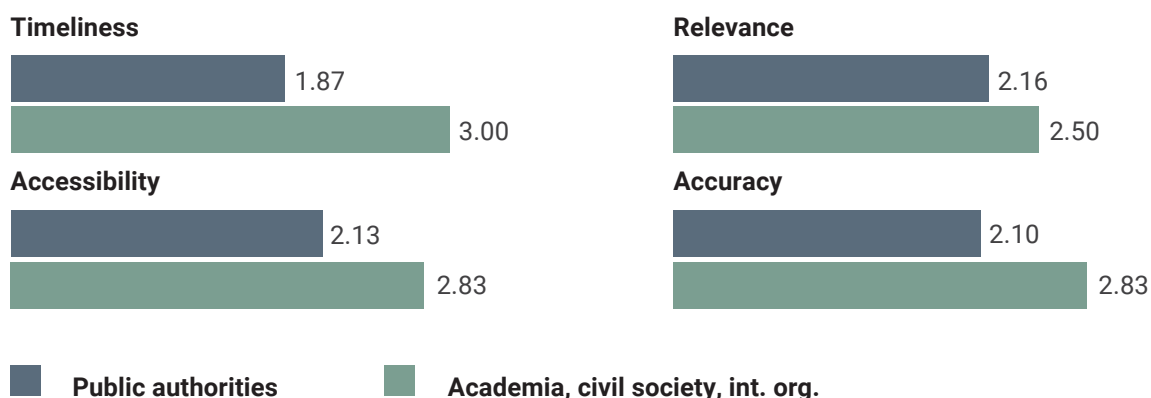
Prosecution statistics obtained good scores from respondents as regards availability of data disaggregated by sex and age (see Table 29). Availability of disaggregated data is an important quality indicator for statistics. Users provided overall good scores, indicating at least some availability of data disaggregated by sex and age for all categories of statistics. Both groups of respondents (public authority and academia, civil society and international organizations) agreed that availability of sex-disaggregated data on persons prosecuted was good. The two groups scored differently as regards age-disaggregated data, with non-public authority respondents providing lower scores in the areas of persons prosecuted, alternatives to imprisonment and statistics on costs and financial resources.

Table 29: Availability of data disaggregated by sex and age of persons involved, prosecution indicators (1=good availability; 2=some availability; 3=poor availability; 4=no disaggregated data available).



Prosecution statistics were assessed by users for timeliness, accessibility, relevance and accuracy. While public authority respondents gave better (lower) scores as regards all parameters, non-public authority scores were markedly worse. In particular, respondents from academia, civil society and international organizations were critical about the timeliness of GPO statistics, which instead received very good marks from the public authorities respondents (see Table 30).

Table 30: Users- scores of prosecution statistics according to the following criteria: timeliness, accessibility, relevance, accuracy (1=excellent; 2=very good; 3=good; 4=inadequate; 5=very bad).



■ Prosecution statistics: Notes on strengths (+) and weaknesses (-)¹¹⁴

Findings	Principles	Strength (+) / Weakness (-)
The statistical forms of the prosecution bodies included in the Annual Activity Report, publicly disseminated do not describe the definition of indicators ;	Relevance and usefulness	-
Statistical forms are systematically updated and revised, aiming to extend the evidence produced with other disaggregation criteria and case categories and to prevent of misuse but it was not proved by GPO representatives and public available information an existing consultation process with users in this concern;	Relevance and usefulness Quality of statistics	+ +
Statistical forms are systematically updated and revised, aiming to extend the evidence produced with other disaggregation criteria and case categories and to prevent of misuse but it was not proved by GPO representatives and public available information an existing consultation process with users in this concern;	Relevance and usefulness Quality of statistics	+ +
The prosecution system does not systematically assess, the needs of data users. As a result the General Prosecutor's Office does not have sufficient information about the quality of recorded data to: provide assurance that the statistics based on these data meet users' needs; ensure that users are made fully aware of the limitations of the recorded statistics and the impact that these have on their use of the statistics.	Relevance and usefulness Quality of statistics	- -
There was no experience of any errors reported by data users. There is no special mechanism to carry out verifications and correct errors, as appropriate, informing the users.	Quality of statistics Relevance and usefulness	- -
The metadata of the statistics produced by the prosecution system are not publicly available;	Quality of statistics Relevance and usefulness Comparability	- - -
The system of prosecutor's offices produces a complex set of statistical data per person, crime categories, resources based on predefined forms, data recording methodology, classification of crimes according to the criminal law categories and other classifications regulated by other national and international legal acts;	Quality of statistics	+

114 Some findings have been assessed as +/-, considering that for some aspects they represent a +, while some other aspects need to be improved.

ASSESSMENT OF THE CRIME AND JUSTICE STATISTICS OF THE REPUBLIC OF MOLDOVA

Findings	Principles	Strength (+) / Weakness (-)
The prosecution system is investing large resources for both paper-based and electronic information systems for crime and criminal justice data;	Quality of statistics	+
The prosecution system demonstrated a significant focus on correctness and completeness of data produced;	Quality of statistics	+
The process of recording, collecting, processing data takes place in the prosecution system semi-automatically (Excel files, paper and information systems). The representatives of related authorities presented the openness to exchange data electronically with other authorities and to fully automate their internal processes in the field of the statistical data produced;	Quality of statistics	+
The access rights to the information systems are divided by roles according to the competencies and functional attributions provided by law for each function with the status of internal user of the system;	Quality of statistics	+
Data counting rules are not reflected in a special document;	Quality of statistics Comparability	- -
There is no approved methodology for data validation at the central level;	Quality of statistics	-
There is no approved methodology for data analysis at the central level;	Quality of statistics Comparability	- -
The activities of recording, collecting, disseminating data are carried out in respect of the principle of confidentiality;	Quality of statistics	+
The staff of the prosecution system benefits from continuous training courses. There was reported insufficient training for methods of aggregation, analysis of the statistics produced by the prosecution system;	Quality of statistics	+/-
GPO systematically disseminates publicly an Annual Activity Report containing various statistical indicators describing data relevance through comparative analysis and systematically performs other analyzes that can be submitted upon request;	Relevance and usefulness Timeliness and punctuality	+ +
In order to facilitate the access to public data, a schedule of publicly disseminated data is not systematically published at the central level, although the assessment team was informed that it exists and it is approved by an Order;	Relevance and usefulness Timeliness and punctuality	- -
The disaggregation and the most of indicators used by the prosecution system correspond to the minimum criteria and indicators included in the UN Manual for the Development of the Crime and Justice Statistics System.	Quality of statistics Comparability	+ +
There is a need to develop and introduce a cross-cutting unified (common) definition and methodology of data gathering and analysis concerning pre-trial arrest for all the institutions involved in its application;	Quality of statistics Comparability	- -
The prosecution system has demonstrated its openness to transfer and receive data by electronic means to/ from other systems and for the interoperability between different internal and external information systems aiming to improve its activity processes and asking the partners for any kind of assistance;	Comparability	+
There are different classifications used by the prosecution system that need to be uniformized / merged technically,;	Comparability	-
The methodology for recording data is approved by an Interinstitutional Order and by an Order of the Prosecutor General;	Quality of statistics	+

Findings	Principles	Strength (+) / Weakness (-)
Users assessed positively the timeliness, accuracy, accessibility and relevance of prosecution statistics. Furthermore, the availability of data disaggregated by sex and age was also considered good.	Timeliness and punctuality Quality of statistics Relevance and usefulness Comparability	+ + + +

Summary:

Relevance and usefulness	Timeliness and punctuality	Quality of statistics	Comparability

Legend:

More strengths or balance between strengths and weaknesses	Some areas of criticism	Several areas of criticism

C. Court Statistics

■ Institutional settings

The authorities responsible for judicial system statistics are: national courts, the Superior Council of Magistracy and the Court Administration Agency subordinated to the Ministry of Justice, at the central level. The official statistics of the judiciary are produced as a result of the activity of 20 courts, of which 15 first instance courts reorganized since 2017, 4 courts of appeal and the Supreme Court of Justice (see Annex VI).

The Supreme Court of Justice is the highest court which, besides its direct jurisdictional functions (examines as a court of appeal cases in civil, administrative, criminal and other matters), ensures the correct and unitary implementation of the law by all courts in Moldova. The organization and functioning of the Supreme Court of Justice are regulated by a special Law on the Supreme Court of Justice. SCJ analyzes its own judicial statistics according to the cited law. The Supreme Court of Justice is the only supreme court in Moldova.

■ Legal basis

According to art. 54 of Law no. 514/1995 on the organization of the courts “The courts shall present to the Superior Council of Magistracy and the Court’s Administration Agency the statistical information on the cases examined in civil, commercial, administrative and criminal matters, in the manner established by the courts.”

In the same context, one of the basic functions of the Secretariat of the Superior Council of Magistracy ¹¹⁵ consists in the analysis of the judicial statistics. The Court Administration Agency is mandated to keep records and analyse judicial statistics¹¹⁶.

115 Regulation on the organization and functioning of the Secretariat of the Superior Council of Magistracy, approved by SCM Decision no. 112/5 of February 5, 2013.
116 Government Decision no. 650/2016.

Data produced by the Ministry of Justice

The Ministry of Justice, produces data on legal professionals, receives from NLAC data on legal aid beneficiaries and reports them systematically to NBS and other international organizations. The Ministry, as the central coordinator of the justice sector reform, uses different crime and justice statistics data sources for drafting legislative amendments, informing on the development of justice sector reform policies, choosing the priority directions and actions in the judicial reform, designing new strategies and drawing up methodologies for monitoring and evaluation of different justice sector strategies and action plans. The staff from the central apparatus is not specifically trained in the process of production and analysis of crime and justice statistics, including training on the methodology for calculating and monitoring sustainable development indicators.

Aggregated statistical reports are produced at the central level by both the Superior Council of Magistracy and the Court Administration Agency, covering the entire territory of the Republic of Moldova¹¹⁷. The judicial system of the Republic of Moldova produces a total of 165 electronic statistical reports, of which 24 for criminal cases and 9 for contravention cases examined by first instance courts, 9 for criminal cases and 3 for contravention cases examined by courts of appeal, 18 reports for criminal cases examined by the Supreme Court of Justice, reflecting the full spectrum of offenses and contraventions established by national law but also by a unique classification established by the Superior Council of Magistracy¹¹⁸.

The methodologies for registration, processing, collection, data validation and classification used are approved by decisions of the Superior Council of Magistracy. The forms of the statistical reports and for data validation are also approved by internal acts of the Court's Administration Agency.

According to the Annual Statistical Work Program for 2021, the statistics presented annually on the activity of the judiciary to the National Bureau of Statistics include information on the number of convicted persons to alternatives to imprisonment, by type of crime, and information on the number of judges at the end of the year. The NBS webpage contains more statistical series produced frequently by courts and provided by Court Administration Agency such as:

- Convicted minors after the first instance, by main punishment set by courts, 2000-2020;
- Convicted minors after the first instance, by type of crime, 2000-2020;
- Convicted persons after the first instance by main punishment measure set by courts and by sex, 2014-2020;
- Convicted persons after the first instance by type of crime and by sex, 2014-2020;
- Penal, civil and administrative cases entered in the courts, 2003-2020.

Overview

Statistics produced by the judiciary since 2021 are collected electronically through the Judicial Information System (JIS). The ICMS is part of JIS and still contains all statistical records that are progressively integrated. The primary data are entered in this system by each court, divided into civil and criminal matters, by delegated staff¹¹⁹. The methodology establishes general rules for organizing the evidence and procedural documentation in the courts, related to the recording, evidence of court's documents, summoning participants for trial and monitoring the procedure, preparation of materials for their storage and subsequent use. New staff have to confirm their being familiar with the process upon recruitment.

The protocol is systematically updated by the SCM based on proposals of the courts, the Court's Administration Agency and international donors¹²⁰. Criminal and contravention cases are recorded daily by courts in the Court Information System in accordance with the Regulation on establishing the unique national complexity of criminal, contravention and civil judicial cases, approved by SCM Decision no. 165/6 of 2014. 'Complexity' is a specific classification of the judicial system¹²¹.

117 Statistics do not include data on districts from the left side of the river Nistru.

118 According to the Instruction on electronic statistical reporting in the courts, annex to the SCM Decision no. 835/27 of 2014.

119 The methodology is established in the Instruction on the activity of evidence and procedural documentation in courts and courts of appeal approved by SCM Decision no. 142/4 of 4 February 2014.

120 There are technical cooperation projects launched by USAID, UNDP and CoE (CEPEJ) for implementing projects aimed at improving functioning of judiciary, such as trainings of judges and court staff on different topics, implementation of new IT solutions (refining the ICMS (CIS), electronic statistics, procuring videoconference equipment and licenses, refining the national courts portal) in judiciary, submitting studies, recommendations in this respect).

121 The classification of case complexity reflects the intellectual, psychological, and moral effort of the judge, the time it takes to solve a case, and the circumstances of the case. The complexity of a case is determined by a fixed component and a variable one. The fixed component refers to the primary subject matter, whose complexity is scored as an integer between 1 and 10. It is set on the merits, and remains unchanged during all procedural stages. The variable component, refers to the secondary subject matters, the number of parties,

Criminal cases and contravention are recorded daily and statistical reports are generated from the Judicial Information System¹²², broken down by articles of the Criminal Code and the Contravention Code. Each case registered in the system is assigned an electronic unique number, which is used only within the Court system.

The number is automatically used by the hierarchically superior courts in case the decision of the first instance court or court of appeal is appealed.

The data entered in the JIS automatically generates statistical reports, including generalized reports by judge, case category, court or by judicial system. The information objects registered in the JIS are:

- court;
- initial application;
- case;
- court hearing;
- participant in the process:
 - natural person;
 - legal person;
- documents.

All information objects in criminal and contravention matters are recorded in the system by the responsible official to provide a set of mandatory data required by national procedural law. The system produces statistical reports containing data on cases examined by courts (organized by articles of law) and data on persons (acquitted, convicted, witnesses, victims) disaggregated by age, sex, social status, education, rural or urban areas, citizenship, drug addiction, alcohol addiction. Most of the data produced by courts are case-based.

■ International standards on court statistics

According to the CEPEJ Guidelines (CEPEJ, 2008, p. 5) “The main aim of judicial statistics is to facilitate the efficient functioning of a judicial system and contribute to the steering of public policies of justice. Therefore judicial statistics should enable policy makers and judicial practitioners to get relevant information on court performance and quality of the judicial system, namely the workload of courts and judges, the necessary duration for handling this workload, the quality of courts’ outputs and the amount of human and financial resources to be allocated to the system to resolve the incoming workload.”

Considering the importance of unique identifiers for persons and cases throughout the criminal justice system, classifications used at the court level should be comparable and match those used at previous levels (police, prosecution). In particular, the international standard of reference is the International Classification of Crimes for Statistical Purposes (ICCS, 2016).

The United Nations Manual provides a sample form for the collection of unit record criminal court data. Where possible, this should be linked in some manner to the crime type initially recorded by the police (and this is facilitated by the use of a common classification) (UN, 2003).

The ‘Courts header’ section of the UN-CTS includes a list of questions representing the required metadata for court statistics at the international level. Table 31 shows the responses for Moldova found during the assessment.

122 the number of the trial bundles, the number of witnesses, the number of passed orders, the resolution of a case through mediation, etc.
In accordance with the Regulation on establishing the unique national complexity of criminal, contravention and civil judicial cases, approved by SCM Decision no. 165/6 of 2014

Table 31: Metadata for court statistics.

Questions	Moldova court statistics
Do court data cover the entire geographical territory of your country?	Information is presented without the data on districts from the left side of the river Nistru
At what stage of the process do data refer to? (How are "persons convicted" in any given year counted ?)	Before appeal
Is the counting unit used by courts 'PERSONS'?	Yes and cases

In the UN-CTS it is recommended to apply distinct counting rules when counting the total number of persons convicted and the number of persons convicted in reference to an offence. For both cases, please specify which counting rules are applied in the data provided.

	Rules applicable to the total number of persons convicted	Rules applicable to the number of persons convicted in reference to an offence
If a person commits more than one offence simultaneously, does the court use a principal offence rule for counting persons?	Yes	Yes
How is a person who is convicted for multiple (serial) offences of the same type counted?	As 1 person	As 1 person
How is a person counted who is convicted more than once (on separate occasions) in one year?	As more than 1 person	As more than 1 person
Do the data on convicted juveniles include persons who are now considered adults, but were considered juveniles at the time of the offence?	Yes	
Definition of an 'ADULT': Does the definition "18 years and older" apply here?	Yes	
Definition of a 'JUVENILE': Please specify the minimum age:	14	
Is the maximum age "under 18 years of age" ?	Yes	
Does your country provide access to legal aid, free of charge, in form of representation in court, at all stages of the criminal justice process, to anyone who is arrested, detained or prosecuted for a crime punishable by a term of imprisonment?	Yes	

Since a court 'case' is usually defined as all of the charges against one offender, it is good practice to fill out a separate form for each offender who enters the court system, regardless of the number of persons who might be involved in the same criminal incident, as is the case in Moldova. Defining 'cases' in this way allows the creation of a person - based statistics program that can be used to track the flow of persons through the justice system (UN, 2003).

In terms of counting rules, the European Sourcebook notes that: 'as a rule, a person convicted more than once in a year of having committed an offence will be counted more than once'. In addition, sanctions imposed by the prosecutor that lead to a formal verdict and count as a conviction should be included, but that sanctions imposed by the prosecutor that do not lead to a formal verdict, sanctions/measures imposed by the police, and sanctions/measures imposed by other state bodies should be excluded from the total count of convictions (Aebi et al, 2021, p.132).

The Moldovan judiciary data sheets for persons do not appear to enable disaggregation by ethnicity, offender-victim relationship, national or ethnic origin and recidivism rate.

Counting rules do not appear in specific documents, which are therefore difficult to read. Statistical definitions are understood as the same definitions from national legislation. Tables in statistical reports contain column headers with calculation formulas but do not include definitions or counting rules.

The assessment did not identify in the general metadata disseminated by the ACA on justice a clear definition of 'court case'. Also, the metadata available on the NBS webpage do not provide a clear definition of 'court case'. A case may include more than one offender, who therefore cannot be identified by a unique case number. Also, the case number is different compared to the number given during the investigation phase. Each offender can be identified by his/her ID number which is filled in the information system. A separate form for each individual accused person is filled electronically.

At the local level, data processing takes place in each court according to regulation established by law and with the use of a special Guide for data entry in the Integrated Case Management System (ICMS) for statistical reports, adopted by the SCM and also by the Court's Administration Agency in 2020.

The Guide includes information on:

- Full list of statistical reports (general, first instance, courts of appeal and the scj);
- Explanations on how to search statistical reports in icms;
- Case indices included in statistics;
- The source of the data from the ICMS for each report and each of its columns;
- The minimum information required to be completed in order to fill the statistical reports.

Extraction and verification of statistical reports from the ICMS is performed electronically at the central level on the 15th day after each (quarterly) reporting period. Until the date on which the statistical information is extracted from the ICMS, the responsible officers for monitoring the data entry and data use in the ICMS, appointed by the presidents of the courts, shall ensure the correctness of the data for all closed cases in the ICMS.

The ACA and the SCM systematically verify the aggregated statistical reports, without the need for them to be transferred by the courts, and request from courts, if necessary, to ensure the completeness and accuracy of data.

The ACA provides methodological assistance on applicable methods to the courts upon request, to verify the correctness and completeness of the data generated in the electronic statistical reports using the Guide. The content of several generalized court report forms published both by the SCM and the ACA are overlapping. Nevertheless, the ACA produces and publishes more reports than SCM (for example, statistical reports for criminal cases involving minors as convicted persons, witnesses)¹²³.

123 Statistical data on minors are collected in accordance with the Interministerial Order of the Ministry of Justice and the Ministry of Internal Affairs no. 16 of January 26, 2015 which contains several specific indicators collected by the judiciary:
Statistical data on juveniles in conflict with the law:
■ indicator no. 1.12. - Children in respect of whom a final conviction has been issued or sentenced;
■ indicator no. 1.15. - The number of minors for whom the coercive measure of an educational nature was applied;
Statistical data on children in contact with the law:
■ indicator no. 2.2. - Statistical data on child witnesses of crimes;
■ indicator no. 2.3. - The total number of cases examined by the court involving children.

The SCM was tasked with aggregating and analysing judicial statistics starting with January 1, 2013.¹²⁴ The SCM prepares annual reports on its activity, as well as on the activity of the judiciary for the previous year, including analysis of the activity of the courts, and submits it to the Parliament and the President of the Republic of Moldova by 1 February every year. The activity report of the SCM for 2020, published on its website, includes longitudinal data on the workload of the judicial system, and uses clearance rate and disposition time as performance indicators. Indicators used are defined in the Annual Activity Report of the SCM. The SCM report analyzes also the activity of the judicial system, including indicators of court efficiency and workload per judge.

The ACA performs the collection, analysis and systematization of data on judicial statistics; prepares quarterly and annual reports on judicial statistics and submits them for information to the Supreme Court of Justice, the Superior Council of Magistracy and other interested bodies, and publishes them on the official website of the Ministry of Justice and on the ACA's website.¹²⁵ The Annual Report for 2019 on the examination of court cases, published on the ACA's website, analyzes the workload by year and uses performance indicators such as: clearance rate, disposition time, case age, cost per case, cases per judge, cases per staff, staff per judge, annulled decision rate, successful appeal rate. Also, the report indicates the types of offences for most criminal and contravention cases resolved during the reference period and the number of convicted persons, the types of punishments/sanctions applied to them, the number of juveniles in respect of whom convictions have been issued for various categories of cases. Data published in the report match those published by SCM. Both authorities apply the same statistical definitions and formulas for the used indicators.

Examples of indicators relevant at the EU level

Several indicators for specific crime types are important for at the court level. They are based on relevant work carried out at the EU level¹²⁶ and include the following:

- Number of persons sentenced for 'racist crimes'.
- Persons acquitted from charges for racist crimes'.
- Number of persons sentenced for 'anti-Semitic crimes'.
- Persons acquitted from charges for anti-Semitic crimes'.
- Number of persons sentenced for crimes with 'extremist right-wing motive'.
- Persons acquitted from charges for crimes with 'extremist right-wing motive'.
- All persons sentenced and acquitted by charge, age, sex, nationality.
- Number of staff in the judiciary dedicated full time (or full time equivalent) to money laundering offences.
- Number of persons/legal entities convicted for money laundering offences.
- Number of convictions for laundering proceeds of crimes committed abroad.

- Number of convictions for crimes other than money laundering originating from Suspicious Transactions Reports (STR).
- Number of sentences by type for money laundering offences.
- Number of unsuspended custodial sentences by length.
- Number of freezing procedures (based on a court order).
- Number of confiscation procedures concerning money laundering convictions.
- Number of requests received for freezing orders concerning money laundering cases from another EU Member State and the value of frozen assets.
- Number of requests received for confiscation orders concerning money laundering convictions from another EU Member State and the value of confiscated assets.
- Amounts recovered following money laundering convictions.
- Number of sentenced traffickers in persons per year, by:
 - Charge (disaggregated by gender, age, nationality, country of birth and type of exploitation);
 - Sentences: type and severity of punishment.
- Victims of trafficking in persons filing claims for compensation, by charge, and by claims honored/denied.
- Victims of trafficking in persons testifying in court, by charge.

124 According to the provisions of art. 29 of Law no. 947 of 19.07.1996, on the Superior Council of Magistracy and art.161 of Law no. 514 of 06.07.1995 on judicial organization, by the SCM's Decision no. 845/40 of 26 December 2012.

125 In accordance with the provisions of Government Decision no. 650/2016.

126 See for example, EU-FRA, 2018; Eurostat, 2010; EC, 2020.

Surveys on the satisfaction of users with the quality of statistics were conducted at the central level in 2013, 2014 and 2018, on the basis of a contract and with the support of development partners. The Ministry of Justice – in collaboration with the SCM, the SCP and other legal professions – intends to approve a unique methodology for conducting public opinion surveys on the level of satisfaction with the judiciary.

At the local level, the courts produce twice a year informative notes analyzing the activity or reports on the efficiency and quality and publish on the National Court's Portal. In this context, the content of these analyses largely includes indicators for measuring judicial performance established in SCM Decision no. 854/37 of 2017. The list incorporates 17 indicators, including quality indicators such as the rate of appeals, the rate of modified decisions, the rate of annulled decisions, the commitment of court staff, the satisfaction of users of court services. Thus, in the "quality" section of the Report, the courts publish the court performance indicators and the results of the surveys regarding the level of satisfaction of the staff and / or of the users that they carry out systematically or ad hoc. Also at the local level, informative notes are elaborated and published on the national court's portal on an ad hoc basis, as a result of the generalization of the judicial practice on different case categories, including criminal and contravention matters.¹²⁷

The ICMS includes all the necessary information needed to deliver statistical reports in line with above mentioned CEPEJ Guidelines. DWH/BI approach is being developed and a beta version was presented at the Court of Appeal Chisinau. The system is used by all courts and by all staff members (some 15.000 users). A unique case number is used, which facilitates the automatic correlation of data and calculation of some very important KPIs concerning timeframes: e.g. duration of the procedure according to the reasonable time concept and the age of pending cases. A code list with more than 1.000 sub-categories of cases is used. This categorisation is not aligned to the CEPEJ approach, which defines only a limited number of subcategories under each category. This may cause problems in the identification of the necessary interventions in the business process and discrepancies between national reports and reports to the CEPEJ.

Source: CEPEJ mission Report (2020)

At the central level, with the support of the Project "Support for further strengthening the efficiency and quality of the judiciary in the Republic of Moldova" under the EU / CoE Partnership for Good Governance for Eastern Partnership 2019-2021, a draft Regulation was proposed regarding an annual competition on the performance of courts. The proposal was addressed to all courts of the Republic of Moldova and aimed at identifying and promoting innovative practices in the field of organization, administration and operation of courts, in particular on improving efficiency, ensuring optimal speeding of the judicial proceedings and improving the quality of court services provided to litigants.

Also, with the support of the aforementioned Project, it was proposed to implement the JUSTAT Concept, an application that will reflect for the public several dashboards with a list of indicators for measuring judicial performance.

All entities subject to this assessment are mandated to publish on their web pages a large part of the statistical data produced. Statistical data collected nominally per judge for the purpose of evaluating their performance is not published. Not all forms are published locally, but all court web pages include the "Judicial Statistics" menu.

At the central level, both the SCM and the ACA publish most of the aggregated forms on their web pages after the approval of the results of the management of each entity, including on the web page of the Ministry of Justice. A calendar of publication of data sets was not identified at the local or central level.

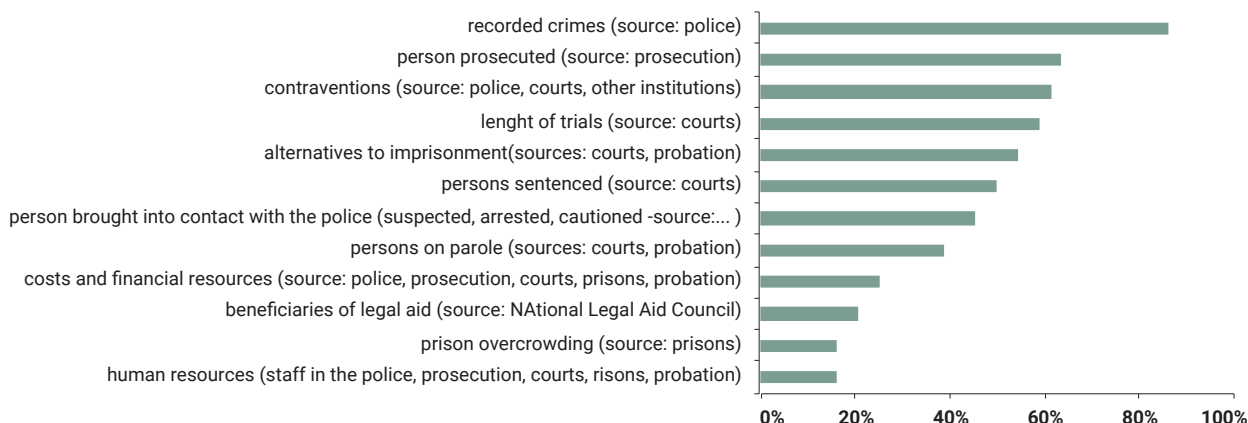
The ACA's website contains a menu that allows for users to report any irregularities, including any improvements to its content. In case of errors reported by data users, the ACA carries out verifications and errors are corrected, as appropriate, informing the users. Staff at the ACA is mandated to take action on reported errors on the basis of written regulation.

¹²⁷ An example of an information note issued by the courts as a result of the generalization of judicial practice is available at the following link: Nota Informativă | Curtea de Apel Bălți (justice.md).

■ User survey results on court statistics¹²⁸

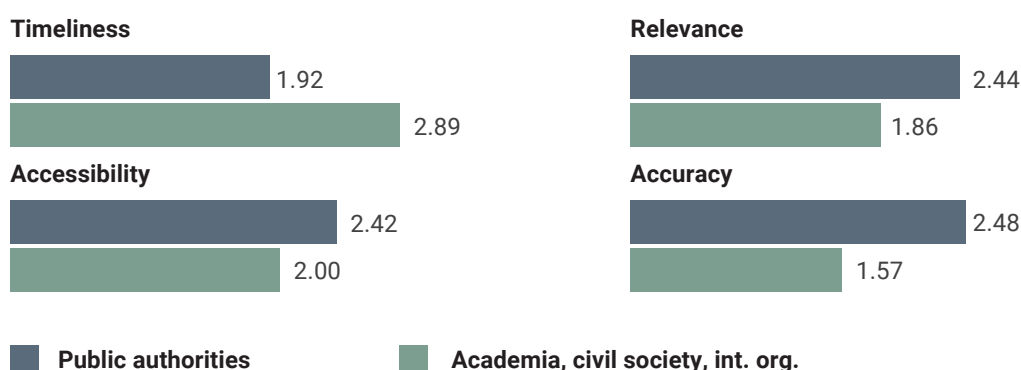
Many types of courts statistics were mentioned by users when asked about categories consulted. Users frequently mentioned being interested in data on length of trials (59%), alternative sanctions / alternatives to imprisonment (55%), persons sentenced (50%), as well as data on human and financial resources (see Figure 8).

Figure 8: Percentage of users of different types of crime and justice statistics.



Courts statistics were assessed by users for timeliness, accessibility, relevance and accuracy. Public authority respondents gave better (lower) scores than respondents from academia, civil society and international organizations, only as regards timeliness and judged more severely the other three parameters. Nevertheless, scores ranged from good to very good. Interestingly, users from academia, civil society and international organizations assessed timeliness very poorly, but scored positively the accuracy of court statistics (see Table 32). Although this assessment may appear contradictory, it should be noted that the timeliness of justice statistics depends on processes and regulations which may be better appreciated by users from public authorities.

Table 32: Users' scores of court statistics according to the following criteria: timeliness, accessibility, relevance, accuracy (1=excellent; 2=very good; 3=good; 4=inadequate; 5=very bad).



128 For characteristics and demographics of respondents see the section User survey above. This section refers to specific results relevant to Courts, complementing those already presented in the Police and Prosecution sections above, as well as subsequent sections.

Court statistics: Notes on strengths (+) and weaknesses (-)¹²⁹

Findings	Principles	Strength (+) / Weakness (-)
The judicial system produces an important set of statistical data, using as counting units "cases" and "persons" based on pre-established forms, recording methodologies, data collection, specific classifications for statistical purposes (complexity), approved and available to the public;	Quality of Statistics	+
The statistics produced by the court system are mainly case-based. It is more complicated to extract person-based statistics, due to the fact that a case may contain more than one offender the case number being different from the number issued by the investigation authorities. Each offender can be identified by his/her name or ID number which is filled in the information system.	Quality of statistics Comparability	- -
Forms, recording methodologies, data collection are systematically updated but it was not proved by the representatives of the assessed authorities and public available information an existing consultation process with data users;	Relevance and usefulness Quality of statistics	+ -
The forms of statistical reports of the judicial system publicly disseminated do not contain definitions of indicators, counting rules, the relevance and other useful information for the data users;	Quality of statistics Relevance and usefulness	- -
The classification of the case categories in the judicial system is unique and is limited to all articles of the Criminal Code and the Contravention Code. It is partially used by other crime and justice producers of official statistics;	Comparability	+ / -
The metadata of the statistics produced on the activity of the judicial system were not identified on the web pages of the central authorities participating in the assessment;	Quality of statistics	-
The data recording, collection, validation, aggregation, analysis, publication is realized in a coordinated manner by the Superior Council of Magistracy, the self-administration authority of the courts and the Court's Administration Agency, an authority subordinated to the Ministry of Justice which facilitates the organizational activity within the courts and courts of appeal;	Quality of statistics	+
The data recording, collecting is an electronic process with use of the Information Court System, both at the level of each court and at the central level.	Quality of Statistics	+
The access rights in the information system are divided by roles according to the competencies and functional attributions provided by law for each authority with the status of internal user of the system.	Quality of Statistics	+
The counting rules, including in criminal and contravention cases, are not reflected in the instruction regulating the activity of documentation and procedural evidence or in another special document;	Quality of statistics Comparability	- -
There is no calendar for disseminated data systematically developed and published at the central level;	Timeliness and punctuality	-
The judiciary does not systematically assess the needs of data users. As a result the judiciary does not have sufficient information about the quality of recorded data to: <ul style="list-style-type: none"> ■ provide assurance that the statistics based on these data meet users' needs; ■ ensure that users are made fully aware of the limitations of the recorded statistics and the impact that these have on their use of the statistics. 	Relevance and usefulness	-
The content of the reports on the analysis of the activity of the judiciary needs to be revised with the inclusion of quality indicators both at local and central level;	Relevance and usefulness	-
The analyses carried out largely reflect indicators measuring the performance of the courts, and less the data on crime and justice as a product of the judiciary.		

¹²⁹ Some findings have been assessed as +/-, considering that for some aspects they represent a +, while some other aspects need to be improved.

ASSESSMENT OF THE CRIME AND JUSTICE STATISTICS OF THE REPUBLIC OF MOLDOVA

Findings	Principles	Strength (+) / Weakness (-)
Most of the statistical reports are made available to the public every 3 months free of charge at the central level;	Timeliness and punctuality Quality of statistics Comparability	+ + +
The data produced at the central level are presented upon request to other entities, professional users on material support;	Relevance and usefulness	+
The courts are using a methodology and Guide of data recording, which are approved by SCM decisions	Quality of statistics	+
The methodology for data recording is publicly available and is systematically updated, taking into account that most processes are being automated	Relevance and usefulness	+
There is no approved methodology for data analysis at the central level;	Quality of statistics	-
The data recording, collecting, disseminating is carried out in respect with the principle of confidentiality;	Quality of statistics	+
The relevance of the data produced is not systematically assessed;	Relevance and usefulness	-
Some published data do not describe the methodology and present different figures compared to the same type of data produced by other authorities (eg data on arrest warrants). There is confirmed the need in developing and introducing a cross-cutting unified (common) definition and methodology of data gathering and analysis concerning pre-trial arrest for all the institutions involved in its application;	Comparability Quality of statistics	- -
Responsible staff from judiciary is insufficiently trained on the methodology for calculating and monitoring sustainable development indicators;	Quality of statistics	-
The judiciary is using a methodology for data validation at the court and central level, approved by a SCM decision and an ACA's Order	Quality of statistics	+
In case of errors reported by data users, Court Administration Agency carries out verifications and errors are corrected, as appropriate, informing the users.	Quality of statistics Relevance and usefulness	+ +
Users assessed positively the timeliness, accuracy, accessibility and relevance of court statistics.	Timeliness and punctuality Quality of statistics Relevance and usefulness	+ + +

Summary:

Relevance and usefulness	Timeliness and punctuality	Quality of statistics	Comparability

Legend:

More strengths or balance between strengths and weaknesses	Some areas of criticism	Several areas of criticism

D. Prison Statistics

Institutional settings

The authorities in charge of statistics of the penitentiary system are 17 penitentiary institutions at the local level and the National Administration of Penitentiaries (NAP) – subordinated to the Ministry of Justice –, at central level (see Table 33– Prison statistics).

Table 33: Prison statistics.

Institutions	Information systems	Reports / data	Frequency	Public (Yes/No)
Ministry of Justice National Administration of Penitentiaries Penitentiary Institutions (17)	<ul style="list-style-type: none"> ■ Register of persons detained, arrested and convicted' Automated Information System ■ Excel ■ Paper-based 	<ul style="list-style-type: none"> ■ Aggregated data on stock and flow ■ Convicted detainees ■ Pre-trial detainees (persons held unsentenced) ■ Deceased detainees, per prison and grounds for release ■ Released detainees ■ Human and financial resources 	<ul style="list-style-type: none"> ■ Weekly ■ Quarterly ■ Activity report 	<ul style="list-style-type: none"> ■ No ■ Yes (web page and via NBS) ■ Yes (web page)
Data disaggregation				
<ul style="list-style-type: none"> ■ Age ■ Sex ■ Nationality ■ Employment status 	<ul style="list-style-type: none"> ■ Former public employees ■ Mothers with children ■ Detainees transferred from abroad 	<ul style="list-style-type: none"> ■ For minors: studies status, criminal record, phase of trial, family environment, length of detention, contact with parents and family 		

(*) Crime category according to Criminal Code.

Legal basis

The NAP, through its Directorate of Records, has the mandate to elaborate and aggregate the statistical data presented by the relevant services of the Penitentiaries, as well as to disseminate statistics on persons deprived of liberty.¹³⁰ The aggregated statistical reports produced by NAP at the central level cover the entire territory of the Republic of Moldova.¹³¹

According to the information available on the NAP's website (based on NAP Order no. 81 of 14 June 2018), the information collected on persons as counting units is aggregated into 4 standardized forms that reflects the full spectrum of crimes established by national legislation, as follows:

- Statistics on the dynamics of persons held, which presents information on the number of detainees entering and leaving the penitentiary system in a reference period, and the reason of their leaving; the number of detainees at the end of the period. The data are disaggregated by sex and age (minors, adults). The information also reflects the number persons held who are ex-employees in public authorities, mothers with children, detainees transferred from other states;
- Statistics on the release of detainees from penitentiary institutions of the Republic of Moldova, including data on the number of convicted detainees, pre-trial detainees (persons held unsentenced)¹³², deceased detainees, by prison and grounds for release;
- Statistics on convicted persons held in penitentiary institutions in the Republic of Moldova, including data on the number of convicted persons disaggregated by sex, age (minors held in prisons), type of penitentiary institution, in relation with the category of crime by articles of the Criminal Code;

¹³⁰ According to point 53 of the Regulation on the organization and functioning of the internal subdivisions of the National Administration of Penitentiaries, approved by NAP's order no. 284 of November 15, 2018.

¹³¹ Statistics do not include data on districts from the left side of the river Nistru.

¹³² 'The data also include persons who received the sentence after the first instance, but the decision is a subject to appeal in a higher court and are awaiting a final decision on conviction or acquittal.' (NBS webpage).

- Statistics on juveniles in penitentiary institutions in the Republic of Moldova, which contain a varied set of data for each penitentiary on minors in detention, disaggregated by age, sex, nationality, type of crime (mild, less serious, serious, particularly serious), education, criminal record, phase of trial, family environment, length of detention, number of children who deceased in detention, contacts with parents and family, etc.).

According to the information presented during the assessment, there are other standardized forms used internally by NAP for monitoring implementation of legal provisions concerning detainees.

The methodology for recording data has as a basis the Interinstitutional Order no. 198/84/11/166/10 / 2-30 / 44 of 2007 on the approval of instructions for the unique recording of persons who have committed crimes, the results of the examination of criminal cases, the manner of completing and presenting the primary evidence.

The 2021 annual action plan of the National Administration of Penitentiaries includes as an objective the revision of all statistical forms and the approval of a methodology, which needs to be disseminated to all institutions subordinated to the NAP.

According to the Annual Statistical Work Program for 2021, the statistics presented annually by the penitentiary system to the National Bureau of Statistics paper based and electronically include information on the number of convicted persons who are detained in prisons disaggregated by different criteria: country, category and type of committed crime, type of institution, length of sentence, recidivism, age groups, sex, other criteria.

■ Overview

The NAP collects quarterly data from all penitentiaries in Excel forms. The content of the Excel sheets is approved and validated prior to publication, but at the moment there are no written rules on these processes. A plan for methodology on data validation and analysis is currently being drafted by NAP. There is another set of data (non-public) collected and analysed by the NAP on a weekly basis. Penitentiary staff fills in the standard Excel forms from the paper-based records, but also from the *Register of persons detained, arrested and convicted* Automated Information System, established by a Regulation approved by Government's Decision no. 716/2014. The information system does not generate electronic reports, but it is producing answers to different queries from the database, which contain different searching criteria. It works as a database of primary records with personal ID as one of the identifiers. The rights and obligations of the users of this system, but also access and data transfer methods ensuring the protection of data security, are included in the same Regulation.

At the moment there is no electronic exchange of data with other information systems, but several agencies, including MIA, NIPS, NAC, Union of Enforcement Agents have direct access to the prison database. The representatives of the penitentiary system who participated in the assessment demonstrated interest and openness to further developments in this respect.

The primary record of the detained or pre-trial detainee is made upon receipt in the penitentiary, based on the act by which the detention or pre-trial detention was carried out.

The counting units used by the penitentiary system are "person" and "crime category". Counting rules are not specified in a separate document, but counting reflects the provisions of criminal legislation. The system uses the 'most serious offence' approach (in the case of multiple offences, the most serious offence is reflected in statistics).

The 'Prisons header' section of the UN-CTS includes a list of questions representing the required metadata for prisons statistics at the international level. Table 34 shows the responses for Moldova found during the assessment.

Table 34: Metadata for prison statistics.

Questions	Moldova prisons statistics	
Do prison data cover the entire geographical territory of your country?	Information is presented without the data on districts from the left side of the river Nistru	
On which date is the "persons held" value calculated?	Another date	(please specify) (the first and last day of the reference period, quarterly)

In the UN-CTS it is recommended to apply distinct counting rules when counting the total number of persons held and the number of persons held in reference to an offence. For both cases, please specify which counting rules are applied in the data provided.

	Rules applicable to the total number of persons held	Rules applicable to the number of persons held in reference to an offence
Is there a STANDARD OFFENCE SCORING RULE used (rules that define which offence is the most serious)?	There is a classification of types of offences with definitions according to the Criminal Code	
Do the data on convicted juveniles include persons who are now considered adults, but were considered juveniles at the time of the offence?	Yes	
Definition of an 'ADULT': Does the definition "18 years and older" apply here?	Yes	
Definition of a 'JUVENILE': Please specify the minimum age:	14	
Is the maximum age "under 18 years of age" ?	Yes	

The statistical definitions mirror definitions used by the national legislation provisions, including those established by special normative acts, such as the Statute of execution of the sentence by the convicted persons.¹³³ The statistical forms do not include any definitions or counting methods and are not accompanied by qualitative descriptions (metadata, purpose, coverage area, facilities, process description, etc.).

The data processing in the prison system takes place according to the Guide for the use of the "Register of detained, arrested and convicted persons", approved by order no. 265 of October 21, 2013 as an automated information system. A methodology for validating data and metadata that incorporate all the definitions, indicators, formulas used was not identified during the assessment.

Data include 'stock' (number of prisoners held at a given point in time) and 'flow' (prisoners admitted and released) statistics by status of prisoner (sentenced or awaiting trial).

The NAP's website includes Activity reports of the penitentiary system which present the structure of the penitentiary population, the classification of inmates according to the number of criminal records, the term of the sentence, the age criteria, the gravity of the crime, the number of persons held, management of human resources (prison staff), financial activity, etc. NAP carries out additional analysis that can be shared with other authorities upon request. The last analysis performed is the 9-month Activity Report for 2021, which had not been published at the time of the assessment yet.

International standards for prison statistics

Prison statistics are among the best documented at the international level. International standards include the UN-CTS indicators and metadata, the CoE SPACE statistics (CoE, 2021)¹³⁴, as well as the historic World Prison Brief (ICPR, n.d.)¹³⁵ and the European Sourcebook of Crime and Criminal Justice Statistics (Aebi et al., 2021). Moldova takes part in these international data collection exercises and participates in the exchange of information and discussions on relevant metadata. Prison statistics indicators produced and reported by prison systems largely match international standards. In particular, key prison indicators include the following:

¹³³ Approved by the Decision of the Government of the Republic of Moldova no. 583 of May 26, 2006.

¹³⁴ The Council of Europe Annual Penal Statistics, better known as SPACE (Statistiques Pénales Annuelles du Conseil de l'Europe) Statistics, aim to provide an overview of the use of prison and probation in the 47 member states of the Council of Europe (CoE), including the Republic of Moldova.

¹³⁵ <https://www.prisonstudies.org/country/moldova-republic>.

Key prison indicators at the international level**Stock indicator:** Total prison population (including pre-trial detainees / remand prisoners)**Stock indicator:** Prison population rate (inmates per 100,000 inhabitants) on a specified date (e.g. 31 December)**Flow indicator:** Persons entering prisons (during the course of the year)Pre-trial detainees / remand prisoners (percentage of prison population)¹³⁶Juveniles / minors / young (or young adult) prisoners (percentage of prison population)¹³⁷

Foreign prisoners (percentage of prison population)

Number of deaths in prisons by cause

Number of establishments / institutions

Official capacity of prison system

Occupancy level (based on official capacity)

Prisons staff¹³⁸

Based on current reporting by Moldova to international organizations, the assessment recommends:

RECOMMENDATION 22

NAP should complement the activity report with indicators in line with those reported by Moldova at the international level, including: prison capacity and overcrowding-total, prison facilities, prison capacity by sex and by age group, prison density per 100 places, ratio of inmates per one staff member, percentage of inmates not serving a final sentence, percentage of inmates aged 50 or over; suicide rate, rate of escapes per 10 000 inhabitants, average length of imprisonment in months.

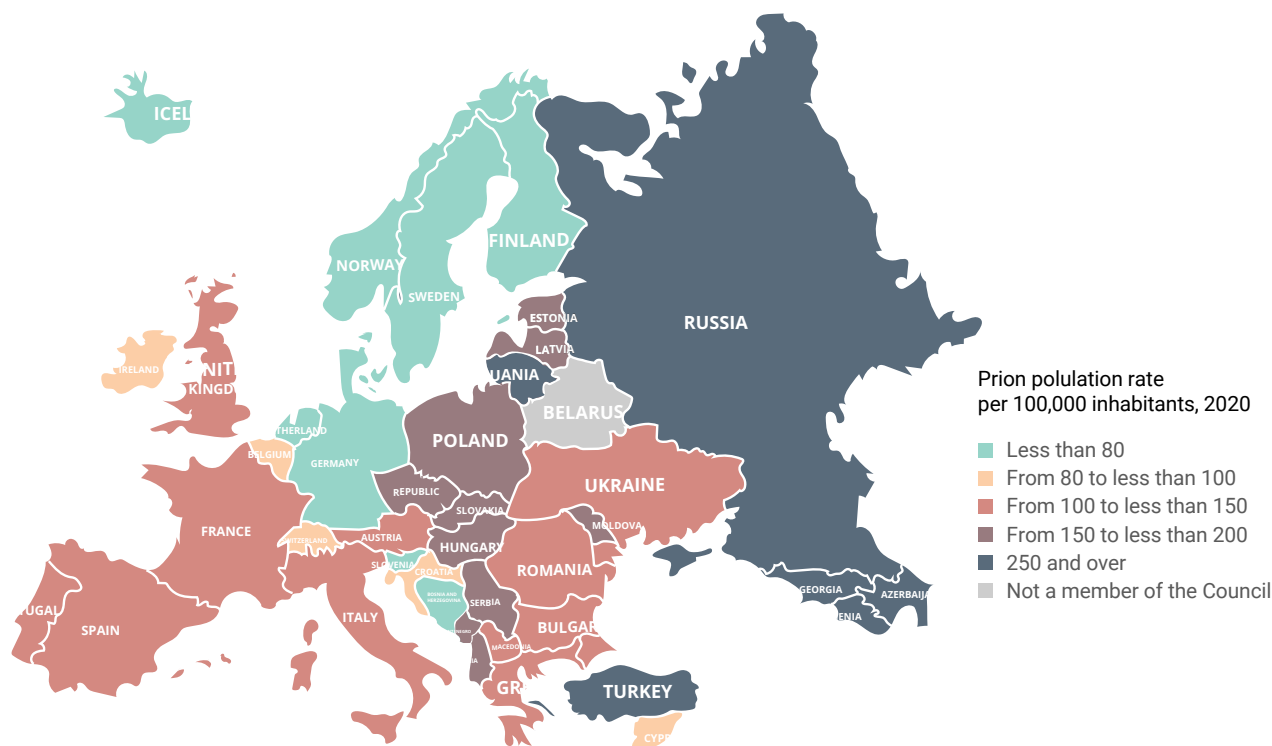
Figure 9 (Aebi & Tiago, 2021, p.1) shows a comparison of prison population rates in the countries of the Council of Europe. Clearly, the comparability of statistics and availability of metadata to understand the content of data from each country are crucial elements of quality to prevent misunderstanding and misuse.

136 According to the terminology of the Council of Europe, this should indicate percent of inmates *placed in remand on custody* (see Recommendation Rec (2006) 13).

137 This should include definitions of juveniles, minors, young adults.

138 All individuals employed in penal or correctional institutions as of 31 December, including management, treatment, custodial and other (maintenance, food service etc.) personnel.

Figure 9: Prison population rates (number of inmates per 100,000 inhabitants) in 51 European countries/territories on 31 January 2020.



The publication of data is mandated by the Government Decision no. 437/2018,¹³⁹ while decisions are made at the managerial level. In case of errors reported by data users, NAP carries out verifications and errors are corrected, as appropriate, informing the users.¹⁴⁰ It should be noted that the website of NAP does not include metadata at all. Data users, upon request, have the opportunity to be guided or to receive methodological assistance, regarding the content of the statistical reports available on the NAP's website, most frequently by telephone.

A calendar with data sets to be published was not identified on the NAP's website, but the interviewed representatives indicated that NAP will take this into consideration..

The data produced by NAP are not integrated with data produced by other public authorities. Datasets produced by NAP are published on its website and on date.gov.md (Open Data Portal).

Not all data produced are public. There are sets of data with limited access that can be shared – upon request – with public authorities, within the limits of their competencies.

■ **User survey results on prisons statistics¹⁴¹**

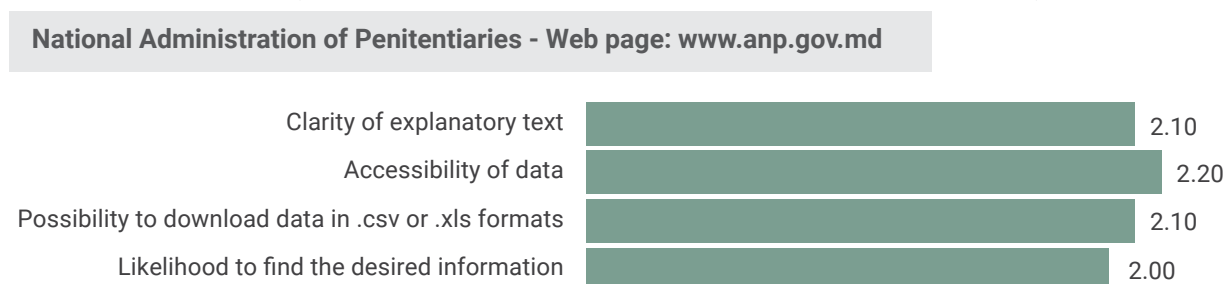
While about three-quarters of the users accessed prisons statistics from the Ministry of Justice and subordinate agencies' websites, others consulted the National Bureau of Statistics or Courts. In particular, the website of the NAP received an overall 'good' assessment by users on all parameters (likelihood to find the desired information, downloads, accessibility and clarity of information, see Table 35).

¹³⁹ The GD contains models of data collection forms and mentions that information is collected quarterly.

¹⁴⁰ Methodology for these processes will be included in the plan currently being drafted by NAP.

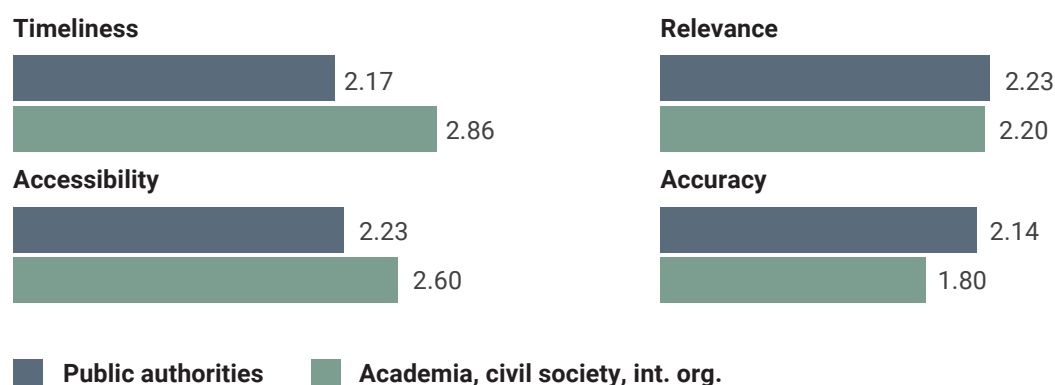
¹⁴¹ For characteristics and demographics of respondents see the section User survey above. This section refers to specific results relevant to Prisons, complementing those already presented in the Police, Prosecution and Courts sections above, as well as subsequent sections.

Table 35: Users' rating of statistical information from the website of the National Administration of Penitentiaries (1 = very easy; 2 = easy; 3 = somewhat complicated; 4 =difficult).



Prisons statistics obtained excellent scores by users as regards comparability (over time, regionally and internally), better than other categories of statistics (see Table 25 in the Police section). Users also assessed prisons statistics for timeliness, accessibility, relevance and accuracy. Public authority respondents gave better (lower) scores than respondents from academia, civil society and international organizations as regards timeliness and accessibility, equal score for relevance and a slightly worse score as regards accuracy. Scores ranged from very good to good, with some respondents giving the best score ('excellent') for accuracy (see Table 36).

Table 36: Users- scores of prison statistics according to the following criteria: timeliness, accessibility, relevance, accuracy (1=excellent; 2=very good; 3=good; 4=inadequate; 5=very bad).

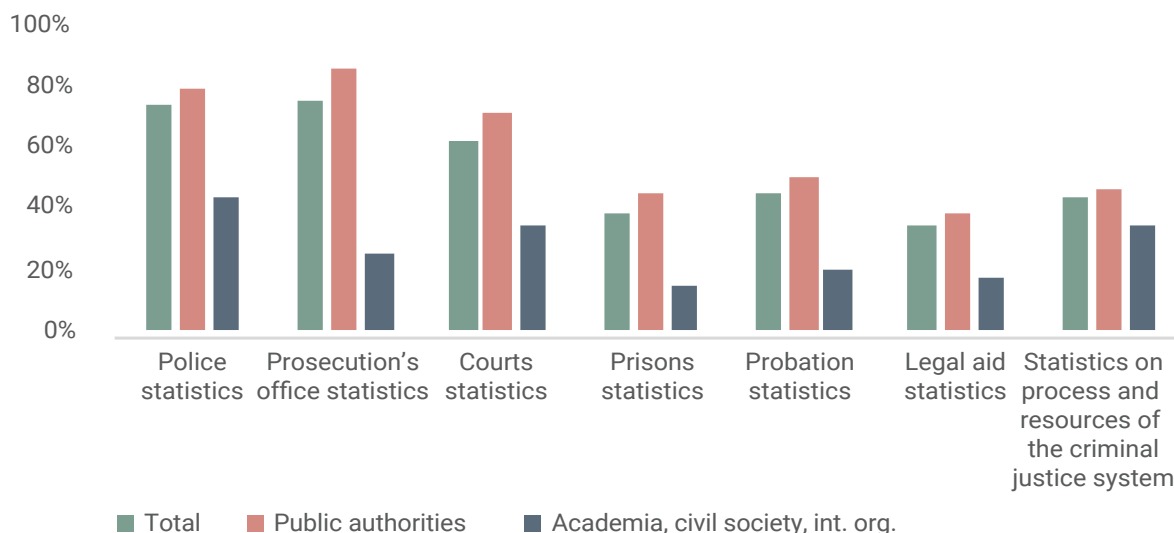


Prisons statistics were considered by users slightly more difficult to access with respect to other categories of crime and justice statistics. Nevertheless there was a marked difference between scores provided by respondents from public authorities and others (civil society, academia, international organizations). While public authorities respondents consistently provided better scores to all categories, other respondents were less comfortable in accessing all types of data. In particular statistics on national legal aid and prisons were those considered the most difficult to access, with the majority of non-public authorities respondents scoring them "somewhat complicated" to access.

A similar pattern was observed as regards access to metadata and explanatory information on the various categories. Public authorities respondents scored all categories better than other respondents, who indicated some clear difficulties to access this type of information for all categories of statistics, with courts obtaining the best and prisons the worst score (see Table 22 in the Police section). Data for prisons statistics was considered sufficient by only 14% of academic and civil society respondents. Although public authority respondents were generally assessing the availability of metadata more favourably than other respondents, only less than half of them (44%) considered contextual explanatory information on prisons statistics sufficient. Considering that metadata are not publicly accessible from the website, some users may still consider that the possibility to contact NAP for clarifications is sufficient. Nevertheless, the clarity of the metadata and accompanying information on prisons statistics was considered clear enough to prevent misuse by less than half of the respondents. Prisons and legal aid statistics ranked lowest in this particular section of the user assessment (see Figure 10).

Figure 10: Percentage of user survey's respondents considering that published metadata for different types of crime and justice statistics are sufficient, by category of respondents

For each of the statistics you use, in your opinion, is the published metadata (accompanying information explaining the statistics you use) sufficient? (Percentage of yes responses)



Prisons statistics: Notes on strengths (+) and weaknesses (-)¹⁴²

Findings	Principles	Strength (+) / Weakness (-)
The penitentiary system produces an important set of statistical data per person, crime categories, resources, based on preestablished forms, data recording methodology, crime classification according to the provisions of the criminal law and other classifications compliant with other national regulations;	Relevance and usefulness Quality of statistics	+ +
Statistical forms are systematically updated but it was not proved an existing consultation process with users; Also, it is not provided any information to users about the nature and extent of changes made to prison records, and how to interpret changes in the published statistics from one reference period to another;	Relevance and usefulness	-
Publicly disseminated prison statistics do not describe the definition of indicators, relevance and other useful information for data users;	Relevance and usefulness Quality of statistics Comparability	- - -
The data recording methodology is approved by an Interinstitutional Order and it is not published;	Quality of statistics	+/-
The metadata of the produced statistics on the activity of the penitentiary system were not identified on the web pages of the authorities participating in the assessment;	Quality of statistics	-
The process of recording, collecting, processing data takes place in the prison system semi-automatically (Excel files, paper based and information systems). The authorities demonstrated an openness culture for electronic exchange of data with other authorities and for full automation of their internal processes in the field of produced statistical data;	Quality of statistics Comparability	+ / - + / -
The access rights to the information system are divided on roles according to the competencies and functional attributions provided by law for each authority or function with the status of user of the system;	Quality of statistics	+
Data counting rules are not reflected in a special document;	Quality of statistics Comparability	- -

¹⁴² Some findings have been assessed as +/-, considering that for some aspects they represent a +, while some other aspects need to be improved.

ASSESSMENT OF THE CRIME AND JUSTICE STATISTICS OF THE REPUBLIC OF MOLDOVA

Findings	Principles	Strength (+) / Weakness (-)
There is no approved methodology for data validation at the central level;	Quality of statistics	-
In order to facilitate the access to public data, a calendar of publicly disseminated data is not systematically published at the central level;	Timeliness and punctuality	-
The prison system does not systematically assess the needs of data users. As a result the NAP does not have sufficient information about the quality of recorded data to: <ul style="list-style-type: none"> provide assurance that the statistics based on these data meet users' needs; ensure that users are made fully aware of the limitations of the recorded statistics and the impact that these have on their use of the statistics. 	Relevance and usefulness	-
NAP systematically disseminates publicly an Activity Report that contains several statistical indicators and systematically performs other analyzes that are presented upon request;	Relevance and usefulness	+
Most of the statistical reports that do not contain data with limited access are made available to the public every 3 months free of charge;	Quality of statistics Timeliness and punctuality	+ +
The data produced at the central level are presented upon request to other entities of public or private law, professional users on material or electronic support;	Relevance and usefulness	+
In case of errors identified by users in the published data, there is a procedure to carry out verifications and correct errors, as appropriate, informing the users.	Quality of statistics Relevance and usefulness	+ +
There is no approved methodology for data analysis at the central level;	Quality of statistics	-
The data recording, collecting, disseminating phases are carried out in compliance with the principle of confidentiality;	Quality of statistics	+
There is no available study on relevance of the data;	Relevance and usefulness	-
The staff of the penitentiary system benefits from continuous training courses, but less in the field of aggregation, analysis of the produced statistics.	Quality of statistics	+/-
Staff are insufficiently trained on the methodology for calculating and monitoring sustainable development indicators;	Quality of statistics	-
The disaggregations and indicators used by the prison system correspond to the minimum criteria and indicators included in the UN Manual for the Development of the Crime and Justice Statistics System;	Quality of statistics Comparability	+ +
Although NAP adopts a definition in line with international standards, there is a need to develop a cross-cutting unified (common) definition and methodology of data gathering and analysis concerning pre-trial arrest for all the institutions involved in its application.	Relevance and usefulness Comparability	+ +/-
Users assessed positively the timeliness, accuracy, accessibility, relevance and comparability of prisons statistics.	Timeliness and punctuality Quality of statistics Relevance and usefulness Comparability	+ + + +

Summary:

Relevance and usefulness	Timeliness and punctuality	Quality of statistics	Comparability

Legend:

More strengths or balance between strengths and weaknesses	Some areas of criticism	Several areas of criticism

E. Probation statistics (central and local level)

Institutional settings

The authorities part of the probation system statistics are the probation offices at the local level and the National Probation Inspectorate subordinated to the Ministry of Justice, at the central level (see Table 38). Statistics of the probation system are collected from 38 probation offices.

Table 38: Probation statistics.

Institutions	Information systems	Reports / data	Frequency	
Ministry of Justice National Probation Inspectorate Probation Offices (38)	<ul style="list-style-type: none"> ■ Excel ■ Paper-based 	<ul style="list-style-type: none"> ■ Statistical data on the record of adult convicted persons; ■ Statistical data on the record of juvenile convicted persons; ■ Evidence of requesting and preparing face-to-face reports; ■ Psychosocial assistance at the preparatory stage; ■ Resocialization activities; ■ Requests submitted to the courts; ■ The evidence of the interdictions established by court decisions; ■ Electronically monitored persons; ■ Obligations <p>Activity Report</p> <ul style="list-style-type: none"> ■ Number of probationers by crime; ■ Number of probationers by contraventions; ■ Flow of the probationers registered by the NPI; ■ Number of probationers who benefited of resocialization activities; ■ Number of probationers with obligations; ■ Number of probationers with interdictions; ■ Number of probationers electronically monitored; ■ Human Resources. 	<ul style="list-style-type: none"> ■ Monthly ■ Semi-annually ■ Annually 	<ul style="list-style-type: none"> ■ Yes (web page) ■ No (sent to MoJ and upon request to other)
		Data disaggregation		
		<ul style="list-style-type: none"> ■ Age ■ Sex 		

Legal basis

"Data on probationers are maintained in electronic registers and on paper in the manner established by the legislation. The basis for the evidence of the probationers is the court decision, the ordinance of the prosecutor or the decree of pardon of the President of the Republic of Moldova".¹⁴³ According to point 10 of the Government Decision no. 827/2010 on the organization and functioning of probation services, one of the attributions of the National Probation Inspectorate is "coordination of the activity of collecting, centralizing and analyzing statistical data related to probation activities". Point 16 establishes that probation offices, in the exercise of their functions, keep records of persons sentenced to non-custodial sanctions.

Overview

NPI produces aggregated statistical reports at the central level, covering the entire territory of the Republic of Moldova.¹⁴⁴ According to the information provided during the assessment by representatives of NPI, the probation system in Moldova produces 9 types of monthly standardized statistical reports, as follows:

¹⁴³ Art. 23 of Law no. 8/ 2008 on probation.

¹⁴⁴ Statistics do not include data on districts from the left side of the river Nistru.

- Statistical data on the record of adult convicted persons;
- Statistical data on the record of juvenile convicted persons;
- Evidence of requesting and preparing face-to-face reports;
- Psychosocial assistance at the preparatory stage;
- Resocialization activities;
- Requests submitted to the courts;
- The evidence of the interdictions established by court decisions;
- Electronically monitored persons;
- Obligations.

Counting units in the reports include persons, cases/requests, pre-sentence reports, interdictions and obligations. The standardized statistical forms are approved by NPI internal acts and contain disaggregation by sex and age (minors and adults). Information about probationers by citizenship, ethnicity, region (rural, urban), age groups, social and family status, studies, etc. is not available. NPI is aware of the need to make this information publicly available and is planning to develop electronic reports including relevant indicators.

NPI is not included in the Annual SWP for 2021 as a data provider for NBS.

Data collection is carried out by NPI monthly from all probation offices on Excel forms. All data collected are publicly disseminated on its website. Probation officers compile the standardized Excel forms, retrieving data from paper-based records. Also, aggregated data at central level are presented to the Ministry of Justice and upon request to other authorities.

A pilot information system is currently under development, including a module for statistics. Each probation office is accessing the system as an internal data user. During the assessment, the NPI representatives expressed their wish to finally advance on an integrated information system which would allow NPI to exchange data electronically on a centralized platform, especially with the General Police Inspectorate, NAP, ACA and other authorities.

NPI participants during the assessment indicated that an electronic file of a probationer includes the following fields:

- Number and date of registration;
- The term of execution of the sentence;
- Type of court;
- The court which issued the judgment;
- Number and the date of the sentence;
- The status of the case;
- Photography of the probationer;
- Citizenship;
- ID number;
- Ethnicity;
- Name / Surname / Patronymic;
- Year of birth;
- Sex;
- Level of education;
- Family status;
- Criminal record;
- Occupational status;
- Last job;
- Alias;
- Home addresses;
- Conviction articles;
- The established sanction;
- The established obligation;
- The measures taken;

- Actions taken by the probation counselor;
- Assistance and counseling provided to the probationer;
- Executed working hours.

Currently, the protocol for data transfer to other authorities is paper-based. The probation system aims to adopt a written methodology on the collection and aggregation of statistical data after the implementation of the new Information System. The Technical Conception and the Regulation on database functioning are under development taking common efforts with GPO. Currently, data collection and central data aggregation is carried out on the basis of written instructions issued by the NPI management.

Counting rules are not inserted in a special document. NPI statistics do not apply a principal offence rule. Statistics are developed taking into account the provisions of the criminal, contravention and specific probation legislation.

Statistical definitions are applied according to the provisions of the criminal and contravention laws. Statistical report forms do not include any definitions or counting methods, metadata and qualitative descriptions, notes (purpose, coverage area, facilities, process description, etc.).

The internal flow of data in the probation system takes place according to a practice already in use for several years by all probation offices. The (Excel) data sheets are transferred via email by each probation office to NPI. At the central level, the aggregated forms are identical to the forms filled by each probation office. Staff of the probation offices have been specially trained to record the primary data in the pilot information system.

The assessment team did not identify a written methodology for validating the data and metadata that incorporates all definitions, indicators and formulas used.

There is no formal specific methodology for conducting statistical analyses,¹⁴⁵ but annual Activity Reports published on the official website of the NPI include the following statistical indicators:

- Number of probationers who are punished according to the Criminal Law provisions;
- Number of probationers who are sanctioned for contraventions;
- Flow of the probationers registered by the NPI;
- Number of probationers who benefited of resocialization activities;
- Number of probationers with obligations;
- Number of probationers with interdictions;
- Number of probationers electronically monitored;
- Human Resources.

Furthermore, NPI in consultation with other relevant authorities collects and publishes data on topics of specific interest, including:

- Statistics on electronic monitoring in the probation system (at the request of the Ministry of Justice, GPO and NAP).
- Persons convicted on domestic violence and monitored electronically (following the ratification of the CoE Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul), and upon suggestion of MMPS).
- Probationers among persons convicted of crimes / offenses associated with drug use (after the approval of the National Anti-Drug Strategy, with the coordination of the Anti-Drug Directorate of the GPO, Association Positive Initiative, Association Union for Equity and Health. etc.).

NPI approves and publishes on its website all statistical reports produced and aggregated at the central level, including analytical reports. Relevant decisions are taken at the managerial level of NPI. According to the information presented by the NPI representatives during the assessment, it has never happened that data users reported errors in the public data and there no written procedure available in this respect.

Users are not formally consulted by the NPI regarding data usefulness.¹⁴⁶ A calendar with publication dates for the reports has not been identified on the NPI's website. All standard monthly reports are disseminated to the public on the website.

¹⁴⁵ The working group on the elaboration of the Methodology for collection, aggregation, analysis of the statistical data generated by the electronic register was established by an order of the NPI's director. NPI needs the expertise of a statistician, and in this sense plans to submit a request to NBS to delegate an expert to the nominated working group.

¹⁴⁶ A 2011 survey by IRP is mentioned in CEP, 2022, page 48. The survey revealed that probation services were scarcely used as source of information on probation.

■ International standards for probation statistics

The United Nations Standard Minimum Rules for Non-custodial Measures (The Tokyo Rules) were adopted by UN General Assembly resolution 45/110 of 14 December 1990. Rule 20.3 affirms that 'Research and information mechanisms should be built into the criminal justice system for the collection and analysis of data and statistics on the implementation of non-custodial treatment for offenders'. Probation 'relates to the implementation in the community of sanctions and measures, defined by law and imposed on an offender. It includes a range of activities and interventions, which involve supervision, guidance and assistance aiming at the social inclusion of an offender, as well as at contributing to community safety' (Appendix I to the Council of Europe's Recommendation CM/Rec (2010)1). Every country may apply these principles slightly differently, and the range of obligations and restrictions may vary from country to country. This is an important reason for statistics to include the best possible metadata and qualitative information to facilitate international sharing and understanding.

For example, the UN-CTS collects data on persons subject to 'Other types of supervision', including 'Sanctions and measures which maintain convicted offenders in the community and involve some restrictions on their liberty through the imposition of conditions and/or obligations. The term designates any sanction imposed by a judicial or administrative authority as a way of enforcing a sentence of imprisonment outside a prison establishment.' (UN-CTS, 2018). It further probes whether an electronic monitoring system, defined 'a form of surveillance which uses an electronic device, fitted to the person to monitor geolocation outside prison' (UN-CTS, 2018, Metadata), is in place.

The key indicators contained in the NPI Annual Report indicate that Moldova collects, analyses and disseminates data on probation which are largely in line with international standards.¹⁴⁷ At the Council of Europe level, Moldova reports to the SPACE II exercise, including additional important internationally comparable indicators (CoE, 2021b) which do not appear in the NPI Report, such as:

- Ratio of probationers per staff;
- Turnover ratio per 100 probationers;
- Ratio of pre-sentence reports per one staff member;
- Ratio of advisory reports with respect to conditional release per one staff member;
- Ratio of other reports per one staff member.

Metadata for probation statistics discussed during the assessment indicate that data disaggregation includes sex, age and foreign nationals. The principal offence rule is not applied in probation statistics.

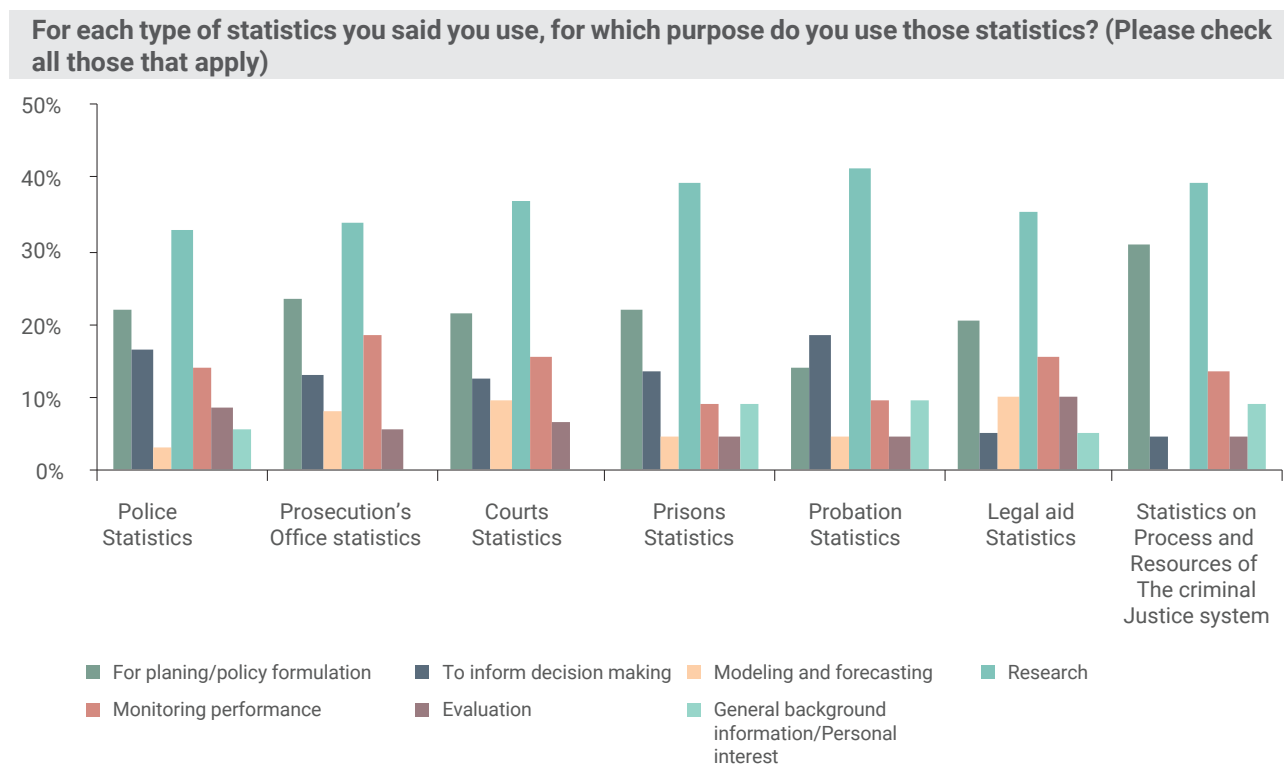
■ User survey results on probation statistics¹⁴⁸

Respondents most frequently use all categories of statistics for research and planning purposes, with statistics on probation ranking highest in the research use, and process and resources statistics being those most frequently used for planning. Other relatively frequent uses are to inform decision making (this applies especially to police and probation statistics) and for monitoring performance (this is the case with prosecution, courts and legal aid statistics). Less frequently respondents mentioned using statistics for modelling and forecasting (occasionally mentioned by users of legal aid and courts statistics), evaluation and general information (see Figure 11).

¹⁴⁷ See also CEP, 2022 and CoE, 2021b.

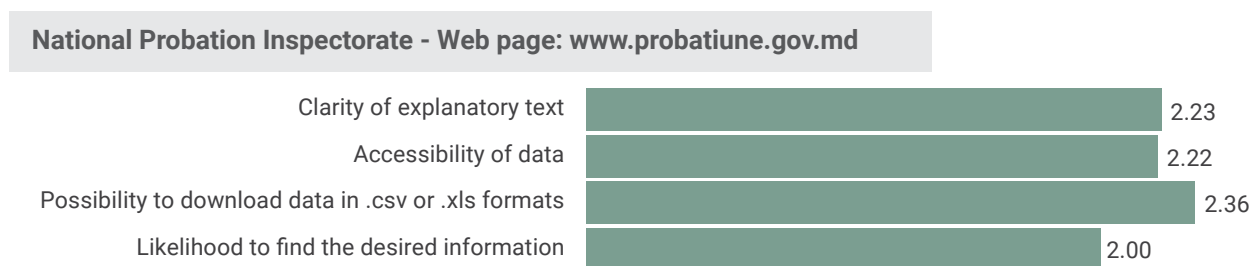
¹⁴⁸ For characteristics and demographics of respondents see the section User survey above. This section refers to specific results relevant to Probation, complementing those already presented in the Police, Prosecution, Courts and Prisons sections above, as well as subsequent sections.

Figure 11: Percentage of users indicating different purposes of use of crime and justice statistics, by type of statistics.



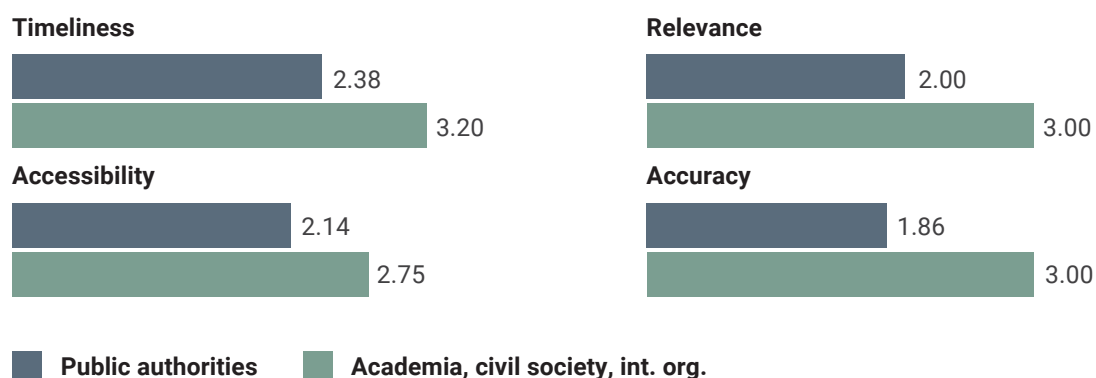
Retrieving statistical information from the web page of NPI was considered by users easy as regard likelihood to find the desired information. Nevertheless their assessment was slightly less favourable (between 'easy' and 'somewhat complicated' as regards the possibility to download data, the clarity of the information and explanations, and the overall accessibility of statistics on the website (see Table 39).

Table 39: Users' rating of statistical information from the website of the National Probation Inspectorate (1 = very easy; 2 = easy; 3 = somewhat complicated; 4 =difficult).



The assessment of users of timeliness, accessibility, relevance and accuracy of probation statistics was generally positive. Public authority respondents gave better (lower) scores than respondents from academia, civil society and international organizations as regards all categories, which they considered very good. Other respondents (from academia, civil society and international organizations) assessed probation statistics as good, with accessibility between good and very good (see Table 40).

Table 40: Users' scores of probation statistics according to the following criteria: timeliness, accessibility, relevance, accuracy (1=excellent; 2=very good; 3=good; 4=inadequate; 5=very bad).



■ Probation statistics: Notes on strengths (+) and weaknesses (-)¹⁴⁹

Findings	Principles	Strength (+) / Weakness (-)
The probation system produces an important set of statistical data based on predefined forms, which are publicly available;	Quality of statistics	+
Forms are systematically updated but new users have difficulty to get information to users about the nature and extent of changes made to probation records, if any, and how to interpret changes in the published statistics from one reference period to another. The website does not indicate an existing consultation process with users	Relevance and usefulness Quality of statistics	+ -
A working group on the elaboration of the Methodology for collection, aggregation, analysis of the statistical data generated by the electronic register was established at NPI, but at the moment there is no approved methodology for recording and collecting data in the probation system;	Comparability Quality of statistics	- -
The publicly disseminated forms do not contain the specific definitions, the relevance and other useful information for data users;	Quality of statistics	-
The specific classification of case categories used by the probation system (some data counted by articles are grouped and summed), although referring to provisions of the Criminal Code and Contravention Code, is not fully coherent with other justice statistics;	Quality of statistics Comparability	+ -
The metadata of the statistics produced were not identified on the website of the central authority participating in the assessment;	Quality of statistics	-
The data recording, collecting, processing is paper based. An information system is currently being developed.	Quality of statistics	+/-
Data counting rules are not inserted in a specific document;	Quality of statistics	-
To facilitate the access to public data, a calendar of publicly disseminated data is not systematically developed and published centrally. All statistics are published monthly;	Timeliness and punctuality Relevance and usefulness	- -
The probation system cooperates with professional users such as government agencies, but does not assess systematically the needs of other data users. As a result the NPI does not receive sufficient feedback about the quality of recorded data to: <ul style="list-style-type: none"> ■ provide assurance that the statistics based on these data meet users' needs; ■ ensure that users are made fully aware of the limitations of the recorded statistics and the impact that these have on their use of the statistics. 	Quality of statistics Relevance and usefulness	+/- -

¹⁴⁹ Some findings have been assessed as +/-, considering that for some aspects they represent a +, while some other aspects need to be improved.

Findings	Principles	Strength (+) / Weakness (-)
All statistical reports produced at the central level are published monthly free of charge;	Quality of statistics Timeliness and punctuality	+ +
The data produced at the central level are presented upon request to other entities of public or private law and professional users on material support;	Relevance and usefulness	+
At the moment, there is no approved methodology for data analysis at the central level;	Quality of statistics Comparability	- -
After publication, there is no special mechanism to carry out verifications and correct errors, as appropriate, informing the users.	Quality of statistics	-
The data recording, collecting, disseminating phases are carried out in compliance with the principle of confidentiality;	Quality of statistics	+
There is no available study or survey on the data relevance;	Relevance and usefulness	-
NPI's staff benefits from continuous training courses, but less sufficient in the field of statistics aggregation and analysis (only internal methodological assistance).	Quality of statistics	+/-
Users assessed positively the timeliness, accuracy, accessibility and relevance of probation statistics.	Timeliness and punctuality Quality of statistics Relevance and usefulness	+ + +

Summary:

Relevance and usefulness	Timeliness and punctuality	Quality of statistics	Comparability

Legend:

More strengths or balance between strengths and weaknesses	Some areas of criticism	Several areas of criticism

F. Anticorruption statistics

■ Institutional settings

The National Anticorruption Centre (NAC) was established in 2012 to replace the pre-existing Centre for Combating Economic Crimes and Corruption. The structure of NAC includes a number of subdivisions and territorial directorates.

■ Legal basis

The NAC conducts the criminal investigations, examines specific contraventions, conducts the operational and strategic analysis of acts of corruption, acts related to corruption and acts of corrupt behavior, information on analytical studies of the phenomenon of corruption.¹⁵⁰ Collected data, analysis and reports carried out by the NAC cover the entire territory of the Republic of Moldova.¹⁵¹ They are based on data from the following sources:

¹⁵⁰ Art. 4 of Law no. 1104/2002 on the Centre for Combating Economic Crimes and Corruption (now National Anticorruption Centre).

¹⁵¹ NAC statistics do not include data on districts from the left side of the river Nistru.

- The Police, data extracted from the Police Information System AIS RCCI, of which NAC is one of the participating agencies;
- The Prosecutor's office and Anti-Corruption Prosecutor's Office;
- The judiciary;
- The NAC information systems;
- Open sources (media publications, journalistic investigations, published articles, etc.).

NAC is not included in the SWP for 2021 as an authority responsible to provide data at the national level. Nevertheless, the website of the National Bureau of Statistics includes statistics on corruption based on information presented by the Ministry of Internal Affairs.¹⁵²

■ Overview

Data collection methodologies, recording of primary data, classifications used by NAC are approved by interdepartmental acts.¹⁵³ In particular, considering that NAC is a participating agency in the AIS RCCI of the police, some of the classifications, standardized forms, counting rules, definitions used are identical to those applied by the police forces.

The NAC's departments provide monthly reports on the results of the investigations of specific offences, according to their respective legal competence. The reports are not publicly available and are used to improve internal processes. Also, data on corruption and corruption-related offenses as well as other categories of offenses are disseminated on the website of the Center and are analyzed in the Annual Activity Report of the NAC, which is also accessible on its website, being classified by articles and by the nature and degree of harm. Both persons and cases are reflected as counting units.

The data contain several disaggregation including the workload of the NAC, cases completed and submitted to court, cases in which the criminal investigation was terminated, cases in which the criminal investigation was suspended, the number of criminal proceedings examined, the number of preventive and coercive measures applied, number of arrested persons, information on human resources disaggregated by gender and age.

An information system with similar functions as the AIS RCCI is in the process of being tested. It will contain standardized statistical forms according to the NAC's functional needs, adjusted searching criteria and a data storage module. The legal basis of this system has not been approved yet.

Other methodologies for recording and collecting data were not presented during the assessment and are not available on the NAC's website.

Data processing is limited by specific rules related to dealing with personal records in criminal investigation. As regards contraventions, rules on records examined by NAC are different and available in written form. There is also a special guide for primary data entered in AIS RCCI.

Statistical reports are extracted electronically from AIS RCCI and periodically verified at the level of the Ministry of Internal Affairs. ITS (subordinate of MIA) systematically checks the completeness of the information entered in the AIS RCCI. Agencies participating in the system are notified of the results of the verification.

Another type of data processing / validation takes place for case-based analysis reports performed by NAC. Statistics reflected in some of these reports are counted on incidents, each incident constituting a crime or contravention examined by courts. In some cases the same person has been convicted of two, three or even more offenses or contraventions. And in some cases, a sentence / decision was issued for two, three or even more acts committed by one or more persons. The counting units used are people, decisions, incidents.

¹⁵² [Infrațiuni înregistrate pe Articole ale Codului Penal și Ani. SiteTitle \(statistica.md\)](#)

¹⁵³ The interdepartmental order of GPO, MI, CS, NAC no. 121/254/286-O / 95 of 18.07.2008 on the unique evidence of crimes, criminal cases and persons who have committed crimes.

- The interdepartmental order of GPO, MI, CS, NAC no. 62/290/325/158 of 21.10.2011 on the unique evidence of searching (identification) cases, wanted persons, persons with unknown identity, unidentified goods and the formation of centralized searching records;
- Interdepartmental order of GPO, MI, CS, NAC no. 158/279/50/144-O / 80 of 06.08.2004 on the unique evidence of the marked, antique and art objects disappeared and found;
- MIA Order no. 47 of 06.02.2013 on the approval of the Instruction on the unique evidence of stolen, abducted and stray means of transport in the "Register of forensic and criminological information".

Corruption is directly addressed in internationally agreed normative frameworks. The United Nations Convention against Corruption (UNCAC) was ratified by Moldova in 2007. Article 61 of UNCAC, on the collection, exchange and analysis of information on corruption, underscores the need to analyse trends in corruption and the circumstances in which corruption offences are committed. Importance is given to developing and sharing statistics, analytical expertise and information on corruption, with a view to producing common definitions, standards and methodologies, as well as information on best practices to prevent and combat corruption. In addition, Article 61 emphasizes the monitoring of policies and actual measures to combat corruption and to assess their effectiveness and efficiency.

Studies on corruption and sectoral strategic analysis are published systematically or on an ad hoc basis in the "Studies and analyses" section of the NAC website. Recent publications include:

- Strategic analysis regarding the threats and tendencies of corruption in the process of finding and documenting the violations of unauthorized deviation from the projects of land organization or use, and their illegal occupation (art.116 CC);
- Strategic analysis on the criminal and contravention judicial practice of imposing fines on acts of corruption, acts related to those of corruption and corrupt facts;
- Strategic analysis on the practice of the bodies involved in the process of combating the illicit circulation of narcotic substances;
- The profile of the offender on cases of passive corruption, active corruption and trading in influence, based on the sentences issued in 2020;
- Strategic analysis of court rulings in 2020 on criminal cases for corruption and acts related to those of corruption;
- Strategic analysis on some corruption vulnerabilities identified in the promotion of the state policy on the circulation of narcotics, psychotropic substances and precursors;
- Anti-corruption expertise 2019-2020. Efficiency, costs, impact;
- Study on dissuasive sanctions for acts of corruption. Specialized courts / anti-corruption judge panels. International practices and proposals for Moldova;
- Study on witness protection in corruption cases.

The NAC's annual activity report contains a separate section dedicated to the strategic and operational analysis of corruption. In the process of processing data and information, NAP applies causal and explanatory procedures (observing correlations, determining whether one factor is a cause for another), as well as predictability (using existing data to forecast).

The available data are presented in user-friendly format, identify gaps and focus on relevant aspects. The interpretation of the data is focused on supporting the statements with evidence, and explaining or commenting them.

The indicators analysed differ from case to case, but the analyses performed systematically take into account the following data sets:

- case number;
- person involved, age and sex;
- the position held at the time the person committed the offence;
- the accusation made by the prosecutor against the person;
- the court that adopted the decision;
- the date of adoption of the decision, the name of the judge (s) who adopted the decision;
- the decision made by the court;
- examination procedure (general / special);
- the legal classification of the case examined by the court;
- individualization of the sanction by the court according to the general criteria;
- the sanction applied to the person.

The publication of data is mandated by law¹⁵⁴ and the decision for data publication is made at the managerial level. In case of errors noticed and reported by data users, verifications are performed and errors are corrected, as appropriate, by informing the users. The revision policy is not published.¹⁵⁵

¹⁵⁴ Law on National Anticorruption Center No.1104/2002.

¹⁵⁵ Strategic analysis on the practice of the bodies involved in the process of combating the illicit circulation of narcotic substances, carried out by the Analytical Directorate of the National Anticorruption Center, 2021, available at: [AS-Antidrog6de94.pdf \(gov.md\)](https://www.nac.gov.md/AS-Antidrog6de94.pdf).

There is a written methodology for data analysis within the NAC.

It is notable that most of the strategic analyses performed and published by NAC clearly indicate in simple and accessible language the purpose, methodology, sample size and criteria, indicators, definitions used.

International standards for corruption statistics

Combating corruption is the focus of important international efforts, and the development of solid indicators to measure performance of anti-corruption policies is a priority at the international and regional level.

At the administrative level, the ability of a country to produce statistical data on corruption depends on relevant legal definitions and corresponding definitions for statistical purpose. The International Classification of Crimes for Statistical Purposes – ICCS (UNODC, 2016), includes a heading on Corruption at level 2 (below the level 1 Section 07 header ‘Acts involving fraud, deception or corruption’). The Corruption header includes the following categories:

- Bribery;
 - Active bribery;
 - Passive bribery;
- Embezzlement;
- Abuse of functions;
- Trading in influence;
- Illicit enrichment;
- Other acts of corruption.

It is important to identify these categories in national statistics. Two key indicators at the international level are those included in the SDG framework (16.5.1 and 16.5.2 – see the SDG section below). Surveys are essential for generating knowledge on corruption, and it is important to carry out regular surveys among general population and businesses. UNODC has developed a Manual on Corruption Surveys ‘to provide countries with methodological and operational guidelines for developing and implementing sample surveys, both among the population and among businesses, in order to measure the prevalence of bribery at national level and to collect other relevant information on corruption’ (UNODC, 2018, p. 11).

SDG Indicators

Although NAC is not responsible for data collection, Moldova is committed to monitor progress on the following SDG global indicators:

- 16.4.1** *Total value of inward and outward illicit financial flows (in current United States dollars) – For this indicator NAC has collected data in the past, but there are no plans for future data collection.*¹⁵⁶
- 16.5.1** *Proportion of persons who had at least one contact with a public official and who paid a bribe to a public official, or were asked for a bribe by those public officials, during the previous 12 months – This is a survey-based indicator, data could be collected either in cooperation with Transparency International or via national survey.*¹⁵⁷
- 16.5.2** *Proportion of businesses that had at least one contact with a public official and that paid a bribe to a public official, or were asked for a bribe by those public officials during the previous 12 months – This is a survey-based indicator, data could be collected either in cooperation with Transparency International or via national survey.*¹⁵⁸

Furthermore, two national indicators are also relevant to NAC:

- 16.5.2.2** Corruption control indicator (a).¹⁵⁹
- 16.5.2.3** Regulatory quality indicator (based on World Bank data).¹⁶⁰

¹⁵⁶ According to the Government Decision Draft (June 2022) the responsible authority for data production is Office for Prevention and Combating of Money Laundering and the authority responsible to monitor the data is Ministry of Internal Affairs.

¹⁵⁷ According to the Government Decision Draft (June 2022) the responsible authority for data production and monitoring is Ministry of Justice and Transparency International Moldova is a source of data.

¹⁵⁸ According to the Government Decision Draft (June 2022) the responsible authority for data production and monitoring is Ministry of Justice and Transparency International Moldova is a source of data.

¹⁵⁹ According to the Government Decision Draft (June 2022) the responsible authority for data production and monitoring is Ministry of Justice and Transparency International Moldova is a source of data.

¹⁶⁰ According to the Government Decision Draft (June 2022) the responsible authority for data production and monitoring is Ministry of

RECOMMENDATION 23

To allow the regular monitoring of corruption trends and the production of data for SDG indicators 16.5.1 (Proportion of persons who had at least one contact with a public official and who paid a bribe to a public official, or were asked for a bribe by those public officials, during the previous 12 months) and 16.5.2 (Proportion of businesses that had at least one contact with a public official and that paid a bribe to a public official, or were asked for a bribe by those public officials during the previous 12 months), a national corruption survey should be carried out in Moldova in cooperation with NBS. The UNODC Manual on Corruption Surveys (UNODC, 2018) provides adequate guidance to conduct such surveys. Substantive advice from NAC should be sought in preparations for the survey and analysis of results.

User survey results on anti-corruption statistics¹⁶¹

Approximately one-third (32%) of the user-survey respondents indicated their interest for statistics on corruption crimes.

Retrieving statistical information from the web page of NAC was considered by users 'easy' by all parameters, with likelihood to find the desired information obtaining the best scores, followed by clarity of the information and explanations, overall accessibility of statistics on the website and downloading data (see Table 41).

Table 41: Users' rating of statistical information from the website of the National Anticorruption Centre (1 = very easy; 2 = easy; 3 = somewhat complicated; 4 =difficult).

National Anticorruption Centre - Web page: www.cna.md



Anticorruption statistics: Notes on strengths (+) and weaknesses (-)¹⁶²

Findings	Principles	Strength (+) / Weakness (-)
Even if NAC does not provide official statistics to the National Bureau of Statistics, the related authority produces and analyzes, in a language accessible for the general perception, an important set of statistical data collected and aggregated from several sources by publishing relevant numbers, an activity report, strategic studies and analyzes on its website. This fact is compliant with the UN Convention against Corruption provisions;	Relevance and usefulness	+
The methodologies for evidence, recording of primary data are updated and approved by inter-institutional acts and also by internal acts of the NAC;	Quality of statistics	+
As a participant agency of AIS RCCI, NAC uses the same classification. Other classifications used in the studies and analyses developed by NAC are defined and publicly accessible;	Quality of statistics Comparability	+ +
The metadata of the statistics produced were not identified on the website of the authority participating in the assessment;	Quality of statistics	-

Justice and the World Bank is a source of data.

161 For characteristics and demographics of respondents see the section User survey above. This section refers to specific results relevant to Anti-corruption, complementing those already presented in the Police, Prosecution, Courts, Prisons and Probation sections above, as well as subsequent sections.

162 Some findings have been assessed as +/-, considering that for some aspects they represent a +, while some other aspects need to be improved.

ASSESSMENT OF THE CRIME AND JUSTICE STATISTICS OF THE REPUBLIC OF MOLDOVA

Findings	Principles	Strength (+) / Weakness (-)
The data recording, collection, processing takes place electronically, NAC being a registrar of AIS RCCI and holder of other internal information systems.	Quality of statistics	+
To facilitate the access to public data, a preliminary schedule of publicly disseminated data is not published. The NAC's Annual Activity Report reflects priority activities proposed for the next year;	Timeliness and punctuality	+ / -
NAC has a methodology for data analysis. Most of the strategic analyses performed and published by NAC clearly indicate a methodology used for data analysis.	Quality of statistics	+
The data recording, collecting, disseminating phases are carried out in compliance with the principle of confidentiality;	Quality of statistics	+
The relevance of the produced/analyzed data is presented by most of the analyzes performed by the NAC.	Relevance and usefulness	+
The website of NAC does not contain any official survey to consult users on the usefulness of the data published . As a result the NLAC does not have sufficient information about the quality of recorded data to: <ul style="list-style-type: none"> ■ provide assurance that the published data meet users' needs; ■ ensure that users are made fully aware of the limitations of the analyzed statistics and the impact that these have on their use of the statistics. 	Quality of statistics Relevance and usefulness	- -
In case of errors reported by data users, NLAC carries out verifications and the errors are corrected, as appropriate, by informing the users. The error policy is not available for users.	Relevance and usefulness	+/-
Users assessed positively access to statistics on the website of the NAC.	Relevance and usefulness	+

Summary:

Relevance and usefulness	Timeliness and punctuality	Quality of statistics	Comparability

Legend:

More strengths or balance between strengths and weaknesses	Some areas of criticism	Several areas of criticism

Quarterly publications on the NLAC website¹⁶⁶ provide aggregated data on primary and qualified legal aid, including 4 statistical data sheets as follows:

- Statistical data on granting ordinary legal aid in criminal cases by the NLAC territorial offices;
- Statistical data on granting ordinary legal aid in contravention cases by the NLAC territorial offices;
- Statistical data on the provision of ordinary legal aid in civil cases by the NLAC territorial offices;
- Statistical data on granting emergency legal aid by the NLAC territorial offices.

These reports contain standard indicators such as the number of applications for ordinary legal aid per authority, the number of beneficiaries (by sex and age), the rate of admitted applications, the number of lawyers providing legal aid.

Data recording, collection, processing, validation methodologies and classifications are established by NLAC internal acts which are not publicly available and were not presented during the assessment.

The statistics produced by NLAC are not included in the SWP for 2021.

All statistics produced by the legal aid system are collected electronically by each territorial office and aggregated by NLAC at the central level. An information system is under development / the Automated Statistical Information System in the Legal Aid System (AIS NLAC), with significant efforts being done in this respect by NLAC with the assistance from the UNDP Moldova, UNICEF, HEU (Health and Equity Union) and Soros Foundation-Moldova. Primary data are entered into the system by applicants (investigation bodies, prosecutors, judges, beneficiaries); employees of the NLAC territorial offices, para-legals and lawyers providing legal aid. Primary processing of data entered by lawyers (procedural actions in which they participate including the introduction of the electronic defense file (e-File) and making use of a dedicated Guide (OT Lawyer's Guide), which illustrates all steps that lawyers must follow in order to make the most efficient use of the opportunities offered by the personal lawyer cabinet from AIS NLAC. The guide also contains instructions on cyber security and rules that need to be followed by lawyers to ensure the protection of personal data. The territorial offices provide, upon request, methodological assistance to lawyers on the methods of filling their personal areas in the system. Decision No. 23 of 12 July 2021 established the mandatory application of the electronic signature by lawyers when submitting reports in electronic format.

All statistical data are cumulated as a result of the intervention of all participants in the process of granting legal aid, namely: applicants (investigation agencies, prosecutors, judges, beneficiaries); employees of the NLAC, para-legals and lawyers providing legal aid. As a result of their intervention, the Information System generates the following modules:

- Database of all lawyers' appointments for the provision of qualified ordinary and urgent legal assistance;
- The database of all lawyers with the possibility of hiring and appointing lawyers, lawyers' reports;
- Financial reports of all lawyers for each appointment managed by the employees of the nlac system;
- Complex search system;
- Statistical data and reports (generated in 2 languages: romanian, russian);
- Compiled decisions generated report;
- Database of lawyers' takeovers;
- Statistics generated for the general public (www.Cnajgs.Md); (primary legal aid and qualified legal aid)
- Restricted access for each territorial office separately;
- Database of para-legals with their monthly and quarterly reporting, monitoring and evaluation;
- Generation of lawyers' service schedules
- Internal monitoring module;
- External monitoring module;
- Lawyer training module;
- The "personalized statistics" module according to the diverse criteria for disaggregating statistical data according to the requirements established in the nlac (advanced search) system;
- Law firm;
- ACx reports;
- Aux reports.

All these modules generate a series of statistics either separate or cumulative according to legal requirements, including statistics for the general public (with due consideration of the principles of confidentiality for both professional secrecy and the security of personal data).

¹⁶⁶ Although the reports cover quarterly information, the latest reports accessible online refer to the first quarter of 2020.

The overall information system operates while awaiting a legal mandate.

The NLAC representatives presented to the assessment team their willingness to be able to transfer and receive data from other information systems, such as ICMS, E-file and AIS RCCI.

Criteria for disaggregating and searching the information in the information system are constantly reviewed and there is no written methodology for these aspects. Counting units used by the legal aid system are the following:

- Person (provider or beneficiary of legal aid);
- Request for assistance (by authority, type of case, territorial office, procedural phase).

Counting rules are not documented formally. Statistical definitions correspond to the legal definitions regulated by the national legislation. Statistical forms do not contain explanation of counting rules, formulas, specific definitions or notes.

NLAC extracts electronic statistical reports and carries out periodic verification at the central level. The administrative services of NLAC and the territorial offices systematically perform verifications of the relevance and completeness of the information entered by the registered lawyers. As a result, the lawyers are notified in case of incompleteness of data.

NLAC updates statistics in the publicly accessible database on a daily basis and shares data with the Ministry of Justice, which publishes them on its website.

A methodology for validating data at the central level was not presented during the assessment. Nevertheless, the NLAC representatives participating in the assessment indicated that lawyers may request territorial offices to adjust the electronic data, if necessary.

The activity reports of the legal aid system are systematically published on the NLAC's website in the "Activity" section, under the heading "Reports". The annual activity report for 2020 includes a set of indicators largely reflecting UN recommendations (UNODC, 2013), with the exception of data on socio-economic status of beneficiaries. The following indicators are included (non exhaustive list):

- Total number of cases of granting qualified legal aid;
- Total number of cases of granting primary legal aid;
- Total number of cases of granting emergency legal aid;
- Beneficiaries (by sex and age);
- Proportion of qualified legal aid by types of cases;
- Type of assistance as a percentage of the total;
- Proportion of the volume of assistance by territorial offices;
- Number of cases of qualified legal aid granted to persons with victim or injured party status;
- Number of cases of providing primary legal aid by paralegals;

Although a calendar of publications is not publicly accessible, there would be expectation that quarterly reports are timely accessible, but the most recent ones on the NLAC website refer to the first quarter of 2020. The assessment noted that all activity reports (4 quarterly reports and the annual report) are to be produced by a single officer within the NLAC.

The publication of data is mandated by law 198/2007, decisions for publications are made at the managerial level. In case of errors reported by data users, verifications are performed and the errors are corrected, as appropriate, by informing the users. A methodology for data analysis was not presented during the assessment and is not available on the NLAC website.

■ International standards on legal aid statistics

The UN Guidelines on Legal Aid in Criminal Cases (UNODC, 2013, Guideline 17, pp. 27-28), UN recommends that States should ensure that mechanisms to track, monitor and evaluate legal aid are established and should continually strive to improve the provision of legal aid.

In particular, this could be obtained by States who establish relevant mechanisms for data collection, analysis and disseminating, including the following:

- Conducting regular data collection disaggregated by sex, age, socioeconomic status and geographical distribution of legal aid recipients;
- Carrying out data analysis and research, and publishing the findings of such research;
- Identifying and sharing good practices in the provision of legal aid;

■ SDG Indicators

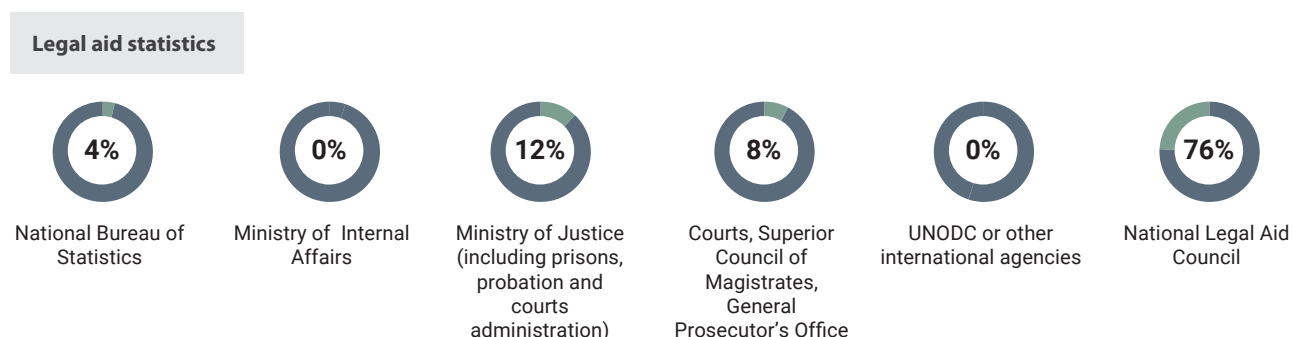
There is no global indicator related to legal aid, but it is key element for promoting access to justice (SDG Target 16.3 'Promote the rule of law at the national and international levels and ensure equal access to justice for all'). The National Legal Aid Council is responsible for presenting data on national indicator 16.3.2.1 'Number of persons that accessed state guaranteed legal aid', monitored by the Ministry of Justice. Data are collected by NLAC and submitted paper-based to the Ministry of Justice, which forwards them to the National Bureau of Statistics. The data are disaggregated by sex, age, ethnicity, disability, citizenship, status, type of assistance, etc..

■ User survey results on legal aid statistics¹⁶⁷

Approximately one-fifth of the respondents indicated their regularly consulting legal aid statistics on the NLAC website. Most of them consult statistics for research, planning / policy evaluation and monitoring performance. Less frequently respondents mentioned using statistics for evaluation, modelling and forecasting. Interestingly, and in line with their function, legal aid statistics were the category of justice statistics most frequently used for modelling and forecasting and evaluation.

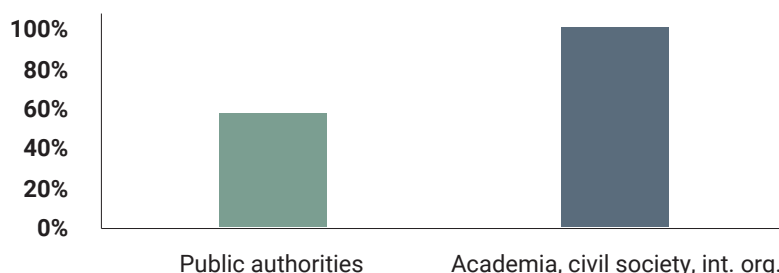
The vast majority of users (76%) accessed legal aid statistics from the NLAC website, but some consulted also the Ministry of Justice, courts and NBS (see Table 43).

Table 43: National authorities' websites consulted by users to access legal aid statistics in Moldova (results of user survey)



In general, respondents were satisfied with the quality of legal aid statistics, with 100% of the respondents from academia, civil society and international organizations being very satisfied or fairly satisfied (see Figure 12).

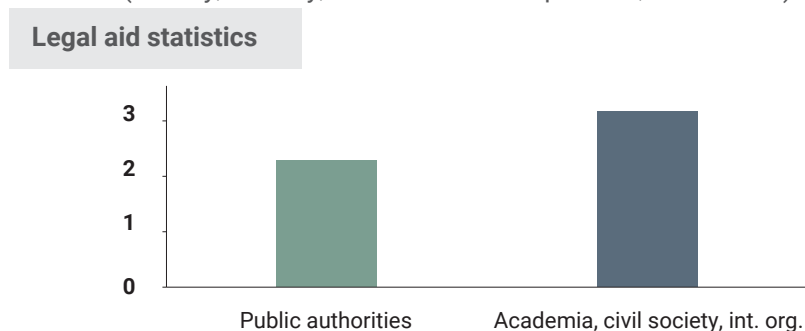
Figure 12: Percentage of user survey respondents very satisfied or fairly satisfied with the quality of legal aid statistics in Moldova, by category of respondent.



¹⁶⁷ For characteristics and demographics of respondents see the section User survey above. This section refers to specific results relevant to Anti-corruption, complementing those already presented in the Police, Prosecution, Courts, Prisons, Probation and Anti-corruption sections above.

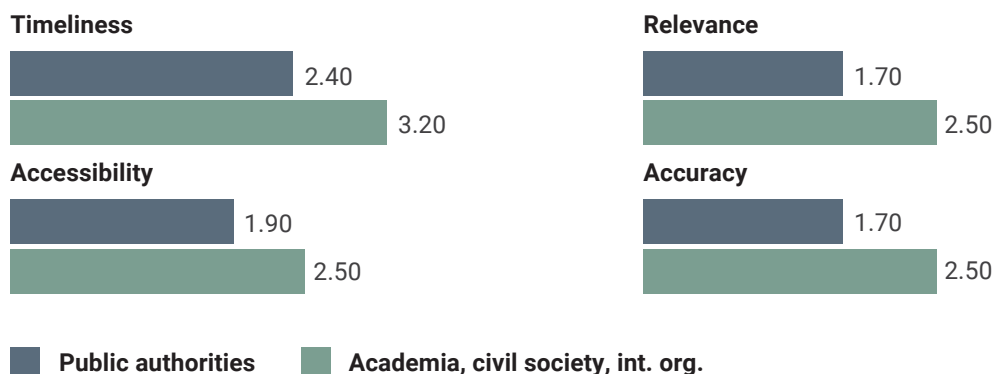
In general, legal aid statistics were found as being "Easy" and "Very easy" to access. Nevertheless, respondents found statistics on national legal aid among the most difficult to access, with the majority of non-public authorities respondents scoring them "somewhat complicated" to access (see Table 44). Furthermore, metadata and explanatory information were not considered sufficient by more than half of all respondents (70% of public authority and 53% of non-public authority respondents).

Table 44: How easy or difficult is it for you to get hold of legal aid statistics? (1=easy, 2= easy, 3=somewhat complicated, 4 = difficult).



The assessment of users of timeliness, accessibility, relevance and accuracy of legal aid statistics was generally positive. Public authority respondents gave better (lower) scores than respondents from academia, civil society and international organizations as regards all categories, which they considered very good. Other respondents (from academia, civil society and international organizations) assessed legal aid statistics between good and very good, with the exception of timeliness which was only considered slightly less than good (see Table 45).

Table 45: Please score legal aid statistics according to the following criteria: timeliness, accessibility, relevance, accuracy (1 = excellent, 2 = very good, 3 = good, 4 = inadequate, 5 = very bad)



Retrieving statistical information from the web page of NLAC was considered by users 'easy' by all parameters, with likelihood to find the desired information obtaining the best scores, followed by clarity of the information and explanations, overall accessibility of statistics on the website and downloading data (see Table 46).

Table 46: Users' rating of statistical information from the website of the NLAC (1=Very easy, 2=Easy, 3=Somewhat complicated, 4=Difficult)



Legal aid statistics: Notes on strengths (+) and weaknesses (-)¹⁶⁸

Findings	Principles	Strength (+) / Weakness (-)
The legal aid system produces and analyses an important set of statistical data, providing public access to a rich data set available in the developed database for statistics, publishing statistical data sheets and activity reports quarterly and annually;	Quality of statistics Relevance and usefulness	+ +
Forms, recording and data collection methodologies are standardized. It was not proved an existing consultation process with users on the content of the forms; Also, it is not provided any information to users about the nature and extent of changes made to legal aid records, if any, and how to interpret changes in the published statistics from one reference period to another;	Relevance and usefulness Comparability	- -
The guide for registering primary data in AIS NLAC, the lawyer's personal cabinet, and other methodological assistance services are available to lawyers who provide legal assistance;	Quality of statistics	+
The legal aid system uses classifications on case types and also on case categories according with the provisions of the criminal and contravention codes, which is not comparable with other agencies;	Comparability	+ / -
The metadata of the statistics produced and analyzed were not identified on the NLAC's website;	Quality of statistics	-
The legal aid data recording, collecting, processing process takes place electronically. The system functionalities are being adjusted systematically. No concepts or regulations on the system functions have been identified during the assessment;	Quality of statistics Relevance and usefulness	+ -
To facilitate the access to public data, a calendar of publicly disseminated data and analyzes is not published. The NLAC Annual Activity Report reflects the proposed priority activities for the next year;	Timeliness and punctuality	+ / -
A methodology for data collection was not presented and identified at the central level;	Quality of statistics	-
A methodology for validation was not presented and identified at the central level;	Quality of statistics	-
A methodology for analysis was not presented and identified at the central level;	Quality of statistics	-
Staff need more training on the methodology for calculating and monitoring sustainable development indicators;	Quality of statistics	-
The data recording, collecting, disseminating phases are carried out in compliance with the principle of confidentiality;	Quality of statistics	+
The relevance of the data produced and analyzed is not described in the publications available at the central level;	Relevance and usefulness	-
The website of NLAC does not have any official survey to consult users on the usefulness of the data produced. As a result the NLAC does not have sufficient information about the quality of recorded data to: <ul style="list-style-type: none"> ■ provide assurance that the statistics based on these data meet users' needs; ■ ensure that users are made fully aware of the limitations of the recorded statistics and the impact that these have on their use of the statistics. 	Quality of statistics Relevance and usefulness	- -
Users assessed positively the accuracy, accessibility and relevance of legal aid statistics. Timeliness was considered slightly less than good.	Timeliness and punctuality Quality of statistics Relevance and usefulness	+ / - + +

Summary:

168 Some findings have been assessed as +/-, considering that for some aspects they represent a +, while some other aspects need to be improved.

Relevance and usefulness	Timeliness and punctuality	Quality of statistics	Comparability

Legend:

More strengths or balance between strengths and weaknesses	Some areas of criticism	Several areas of criticism

A decorative graphic consisting of a grid of white and teal squares on a teal background. The squares are arranged in a pattern that resembles a staircase or a series of steps, with some squares containing smaller teal squares. The overall effect is a modern, geometric design.

VI. SUMMARY OF RECOMMENDATIONS

No.	Recommendation	Agencies involved
1	It is recommended to advance coordination of definitions, formats and schedules through an inter-institutional technical working group with a common goal and mandate. Based on the outputs of this working group, data on crime and criminal justice should become more comparable and useful both between institutions within the country and between countries. It is recommended that Moldova makes use of the ICCS, with the involvement of NBS in developing or uniformizing concepts, categories and national classifications for collecting and producing statistics on justice sector as well as for elaborating detailed recording and coding rules. Documentation also has to be reviewed on a regular basis and updated to reflect any changes in methods, classifications and processes.	All
2	All agencies should elaborate common definitions of remand in custody, in line with the Council of Europe Recommendation Rec (2006) 13 and a statistical definition of "Unsentenced persons" (pre-trial detention) in line with the UN-CTS metadata and SDG indicator 16.3.2.	All
3	Standardized household (victimization) and specialized surveys (for example of businesses – enterprises, or specific groups such as users of law enforcement and justice services) or relevant survey modules (core set of standardized questions) are recommended to be integrated into the SWP of NBSs. A joint working group that brings together the relevant stakeholders can identify both expertise on crucial data needs that are important for developing a suitable, nationally adapted, survey instrument and a link to the major users of the data generated through surveys: policy makers and practitioners in the field of criminal and justice statistics. It would be beneficial for NBS to join the initiative promoted by UNODC, OHCHR and UNDP for the development and pilot testing of a survey module to collect data for relevant SDG indicators. ¹⁶⁹	NBS, All
4	The assessment recommends that each agency publicly releasing data develops a) a user feedback form to assess the degree to which the content of a process satisfies the needs of users, including the extent to which the concepts and classifications used reflect user needs and b) a revision policy that details procedures how to deal with errors in published statistics.	All
5	Timeliness of statistical products should be improved to meet expectations of users. Users should be involved and informed on realistic timeliness of different types of statistics, with explanatory notes about the need to balance timeliness with quality. Furthermore, there should be clear communication of proposed changes to the standard publication arrangements and a clearer calendar / schedule.	All
6	It would be a benefit to make it possible for users to see or obtain full details of revisions and corrections to data; include the name and contact details of the responsible statistician in the statistical forms and analyses; use language that is impartial, objective and professionally sound; include information about the context and likely uses; include, or link to, appropriate metadata; improve the published information about the quality and reliability of the criminal and justice statistics in relation to the range of potential uses; publish information about the work that is being carried out to improve data quality.	All
7	To manage quality, the agencies must balance quality elements, including financial and human resources, the goodwill of respondents in providing source data, and competing demands for providing exhaustive, complete and detailed information. Putting in place a comprehensive data quality policy for crime and justice data will greatly enhance the value and trust in the indicators derived from such data. A culture of continuous improvement, through sharing good ideas and evaluation, is systematically fostered to manage and improve the quality of statistics.	All
8	There is a need for specific and systematic trainings for some of the stakeholders, which could be coordinated with the NBS to promote the organization of interinstitutional workshops for facilitating the experience exchange and uniformization of different statistical definitions, formulas, indicators. Due to the very specific and fragmented competencies regarding data collection, validation and analysis and dissemination, in some institutions there is a need to encourage different internal workshops for facilitating the exchange of good practices and lessons learnt among staff. Furthermore, trainings on statistics production and analysis could be introduced in relevant academic institutions, including the Academy of public administration.	NBS and all
9	Each agency should realistically assess its needs as regards staffing and budgeting for statistical services. Furthermore, there should be training protocols for new staff in each agency and the opportunity for specialized training for those in charge of analysis of the statistics, which could be coordinated with NBS.	All
10	Data sharing: It is recommended increasing access to some types of data or, studies, reports not currently available; promoting use of a common information technology platform (electronic data exchange platform) ¹⁷⁰ for main crime and justice statistics, integrating data sets and innovating the platform, with respect of the privacy, security and confidentiality policies; approving and publishing a policy covering release, presentation, dissemination and pricing. Its objective is to ensure the widest possible access to information, while continuing to meet the needs of specific user communities.	All

169 See <https://www.sdg16hub.org/topic/sdg-16-survey-initiative>

170 As an example, there can be used such Government Platforms as: date.gov.md and mConnect.gov.md.

ASSESSMENT OF THE CRIME AND JUSTICE STATISTICS OF THE REPUBLIC OF MOLDOVA

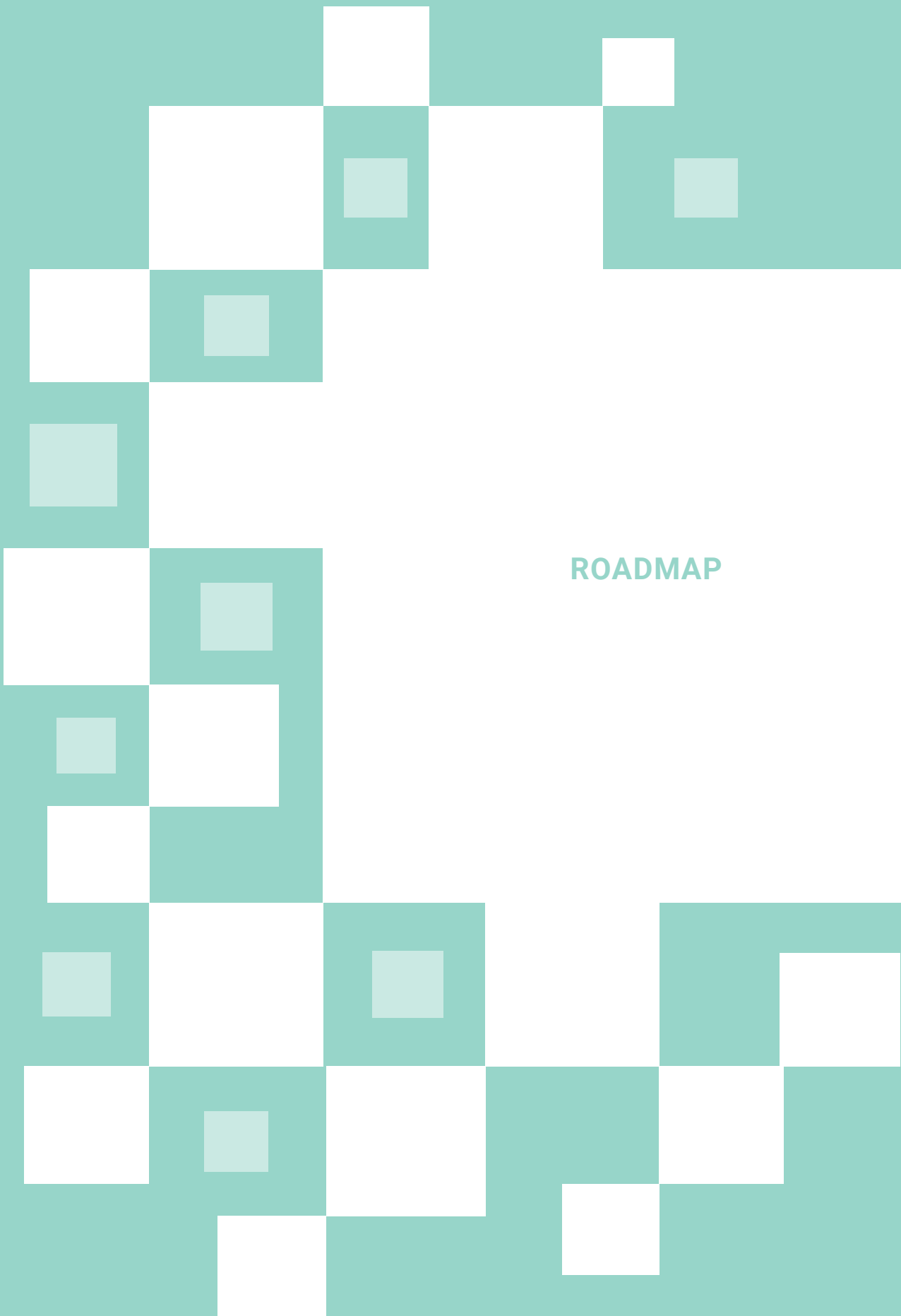
No.	Recommendation	Agencies involved
11	The assessment recommends that data producers open a discussion of possible ways to improve the secure transfer of data between information systems for the purpose of an integrated approach, including training on respective systems and development of relevant guides.	All
12	The assessment recommends that the MoJ, the SCM, the MIA and the Prosecutor General's Office make their respective roles in producing and disseminating relevant crime and justice statistics clearly visible and accessible to users, in order to avoid any confusions and prevent possible overlaps, duplication and misuse of data.	MoJ, SCM, MIA, Prosecutor General's Office
13	The assessment recommends improving the search functions on statistical areas of the respective websites, thus increasing the likelihood that information can be found. Agencies should include more information about the types of data produced that are accessible from their respective websites. Improvements to crime and justice statistical products are suggested, including more effective use of visual representations of data, more timely release of court data and a more user-friendly design for tables.	All
14	Communications: Justice sector agencies should raise awareness of their data products through social media. A client service email and phone number can be set up to respond to public enquiries on data availability and access, and on data concepts, definitions and usage. Furthermore, the agencies are invited to provide opportunities for work-in-progress reviews and data validation of analytical products by NBS or other partners. Also, statistics on access (i.e., visiting the website, viewing products, and downloading in multiple formats and accessing data) are important to be accessible in order to reflect the public interest in crime and justice statistical products.	All
15	All stakeholders providing and producing statistical information should accompany such information with complete metadata about counting rules used in data collection.	All
16	It is important to ensure a stable coordination mechanism for sharing data at the international level, including the identification of focal points in cooperation with the Ministry of Foreign Affairs. Furthermore, issues of international comparability of crime statistics should be gradually resolved, in particular by progressively implementing the ICCS and improving compliance with international and regional standards	MFA, NBS, All
17	There may be cases of statistics produced by non-governmental or academic sources that could provide additional information useful for the measurement of the SDGs. The assessment recommends that all sources contributing data on crime and criminal justice data for the SDGs, whoever produces them, should be assessed by NBS for their quality based on common criteria, either international or national standards. In case of a positive assessment, NBS could explore the possibility of teaming with the relevant NGOs for the continuation of the collection of data.	NBS
18	The assessment recommends that all data producers place extra emphasis in ensuring that sex-disaggregated data are compiled and made public for a wide range of crime and justice statistics.	All
19	The assessment recommends that NBS joins preparations for the EU-GBV survey, to participate in discussion of methodological standards on violence against women and gender-based violence surveys and explores the possibility of eventually aligning its own preparatory work on a similar survey to be part of the European survey.	NBS
20	The assessment recommends that data producers explore the possibility to include specific equality statistics in their statistical programme, including crime and justice data related to acts motivated by prejudice and hate.	All
21	The UN Manual recommends the use of a principal offence rule: "in situations where a person is charged with more than one offence, cases must be reported against the most serious offence" (UN, 2003, p. 62). The assessment recommends that this is applied to police statistics as is the case for other components of the criminal justice system in Moldova.	MIA
22	NAP should complement the activity report with indicators in line with those reported by Moldova at the international level, including: prison capacity and overcrowding-total, prison facilities, prison capacity by sex and by age group, prison density per 100 places, ratio of inmates per one staff member, percentage of inmates not serving a final sentence, percentage of inmates aged 50 or over; suicide rate, rate of escapes per 10 000 inhabitants, average length of imprisonment in months.	NAP
23	To allow the regular monitoring of corruption trends and the production of data for SDG indicators 16.5.1 (Proportion of persons who had at least one contact with a public official and who paid a bribe to a public official, or were asked for a bribe by those public officials, during the previous 12 months) and 16.5.2 (Proportion of businesses that had at least one contact with a public official and that paid a bribe to a public official, or were asked for a bribe by those public officials during the previous 12 months), a national corruption survey should be carried out in Moldova in cooperation with NBS. The UNODC Manual on Corruption Surveys (UNODC, 2018) provides adequate guidance to conduct such surveys. Substantive advice from NAC should be sought in preparations for the survey and analysis of results.	NBS, NAC

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ROADMAP

Introduction

Crime and justice (CJ) statistics represent an indispensable basis for policy making, monitoring and evaluation in the areas of safety and security. International standards on CJ statistics have been developed by the United Nations and the European Commission. Furthermore, several CJ indicators have been globally adopted to measure progress towards Sustainable Development Goal (SDG) 16 on peace, justice and strong institutions. It is therefore essential for Moldova to align its CJ statistics to the international standards in the area, also considering that it was granted by the European Council candidate country status in June 2022.

Within the framework of the “Strengthening Efficiency and Access to Justice in Moldova” (A2J) Project implemented with the financial support of Sweden, UNDP Moldova in collaboration with the National Bureau of Statistics, launched an in-depth assessment of official crime and justice statistics, with a view to promote better alignment with international standards, in particular the International Classification of Crimes for Statistical Purposes (ICCS).

The assessment started on in September 2021, with the main objectives to analyse the current level of compliance of official justice related statistics and crime classification for statistical purposes with international standards in the field, and to design a roadmap identifying milestones for relevant steps to be undertaken by relevant stakeholders.

The finalization of the assessment report required a phase of sharing, validation and consultation with all national stakeholders involved, on the basis of which the present Roadmap has been designed with the aim of facilitating the operationalization of the proposed recommendations in the field of justice and crime statistics. The ultimate goal of the Roadmap is to bring Moldovan CJ statistics to full alignment with international and EU standards, including strengthening the capacity of relevant stakeholders to collect and disseminate data for policy-making and management decisions.

Overview

Actors involved

National stakeholders:	National Bureau of Statistics, Ministry of Internal Affairs (with relevant subordinated bodies), General Prosecutor's Office, National Anticorruption Center, Ministry of Justice (with relevant subordinated bodies), Superior Council of Magistracy, National Legal Aid Council, and other agencies which produce crime and justice statistics.
International partners:	UNODC, Eurostat, UNDP Moldova and others (based on authors Assessment)

Roadmap vision

Moldovan crime and justice statistics fully aligned with international and EU standards. (overall vision).

Objectives

- To establish a mechanism of central coordination on crime and justice statistics in Moldova, identifying clear roles for the relevant national stakeholders, to support capacity building and sustainability for aligning with UN and EU standards, in particular the International Classification of Crimes for Statistical Purposes (ICCS);
- To produce CJ statistics in line with EU and UN standards and to share them with relevant EU and UN organizations;
- To support with adequate planning, training and resources the stakeholders' commitment to a process that requires time, attention, and motivation, including the development of a monitoring tool to assess progress and identify needs and gaps in collaboration, growth and performance which may require donor funding.

Roadmap phases and key performance indicators:

The roadmap includes three phases, which will be pursued on the basis of a number of activities over the 2022-2026 period.

Phase I Taking stock of the assessment and the adopted roadmap, establishing the institutional setting of CJ statistics in Moldova

Phase II Strengthening the alignment of CJ Statistics to international standards

Phase III Producing statistics in line with international standards

Key performance indicators

Progress on the Roadmap will be monitored via the following indicators:

KPI1. Publication of reports on activities undertaken by national stakeholders for aligning crime and justice statistics in compliance with UN and EU standards.

KPI2. Publication of new and updated CJ statistics and reports by NBS and national stakeholders in compliance with UN and EU standards.

KPI3. Responses from Moldova to UN and EU data collection exercises on standardized CJ indicators.

KPI4. Results of user surveys conducted by national stakeholders on the published CJ statistics.

Phase I: Taking stock of the assessment and the adopted roadmap establishing the institutional setting of CJ statistics in Moldova

Phase objectives:

Nr.	Activities	Indicators	Actors involved	Timeline
1. Establishing/updating of a coordination committee by relevant crime and justice statistics stakeholders and of focal points to take part in a technical working group.				
1	Establishing and updating the contacts (focal points) from each CJ stakeholder to be included in a coordinating committee on crime and criminal justice statistics to provide a forum where relevant agencies can have a constant interaction to ensure full coordination in the production and dissemination of statistics. This committee could be chaired by the NBS for guidance and overall coordination.	<ul style="list-style-type: none"> ■ Committee established ■ Committee charter drafted and approved 	All stakeholders (National Bureau of Statistics, Ministry of Internal Affairs (with relevant subordinated bodies), General Prosecutor's Office, National Anticorruption Center, Ministry of Justice (with relevant subordinated bodies), Superior Council of Magistracy, National Legal Aid Council, and other agencies which produce crime and justice statistics), UNDP Moldova ¹⁷¹	October – December 2022
2	Establishing a “working group on crime statistics”, which will include Moldovan technical experts as well as international experts from agencies and donors active in the field of CJ statistics. The working group will support the coordinating committee with specific tasks and issues;	<ul style="list-style-type: none"> ■ Working group established ■ Working group tasks and timeline approved 	Committee, UNDP Moldova, ¹⁷² UNODC and other international partners	October – 2022 – January – 2023

¹⁷¹ Based on the Assessment of the authors, UNDP would represent a suitable partner in achieving this objective.

¹⁷² Based on the Assessment of the authors, UNDP would represent a suitable partner in achieving this objective.

2. Development of detailed plans and commitments for each stakeholder, taking stock of the CJ statistics assessment and the adopted Roadmap.

3	Certifying relevant agencies which meet requirements as official data producers.	Support to NBS and stakeholder activities related to certification	NBS, OPOS candidates (Ministry of Internal Affairs, Ministry of Justice), Working group	January – June 2023
4	Making detailed plans and commitments by each stakeholder, in consultation with the Committee and the Working Group	Activities to be done developed by each crime and justice data producer and provider and assisted by WG	Committee, Working Group, OPOS, other relevant crime and justice stakeholders	– January – June 2023
5	Developing partnerships for the implementation of detailed plans between NBS and the other data producing agencies, in addition to OPOS, considering that sustainable partnerships can be built only if the other agencies see the benefits of coordination.	Support to consultations	NBS, OPOS, other relevant crime and justice stakeholders (General Prosecutor's Office, National Anticorruption Center, Superior Council of Magistracy, National Legal Aid Council, and other agencies which produce or provide crime and justice statistics), Working group	December 2022 – June 2026
6	Ensuring that all producers of official CJ statistics reflect progress made with the implementation of the roadmap during the design for implementation of SWPs and making plans on crime and justice statistics that would be part of the national SWP. It is therefore important that NBS keeps/ maintains a constant (more frequent than once per year) consultation with the stakeholders on crime and criminal justice in the SWP.	Support to sectoral plans	NBS, OPOS	December 2024 – December 2026

3. Engaging national stakeholders with international experts to promote the alignment to the International Classification of Crime for Statistical Purposes (ICCS) and improving understanding of the relevance of CJ statistics for the Sustainable Development Goals (SDGs).

7	Progressive introduction of the ICCS in CJ statistics in Moldova: drafting ICCS correspondence tables and carrying out ICCS training (to be provided by UNODC)	<ul style="list-style-type: none"> ■ ICCS correspondence table drafted and approved ■ ICCS training conducted 	Committee, Working Group, OPOS, other relevant crime and justice stakeholders UNODC (expertise)	2023 – 2024
8	Participation of Moldova in the InterAgency Expert Group (IAEG) on the SDGs as regards Goal 16	Participation in 2023 and subsequent meetings	NBS	2023 – 2026
9	Providing training on the use of CJ statistics as SDG indicators and conducting a feasibility study on the SDG16 survey	<ul style="list-style-type: none"> ■ Training report ■ Feasibility study report 	Committee, Working group, OPOS, other relevant crime and justice stakeholders (to be coordinated with UNDP Oslo, UNODC and OHCHR)	2022 – 2023

Phase II: Strengthening the alignment of CJ Statistics to international standards

Phase objectives:

Nr.	Activities	Indicators	Actors involved	Timeline
1. Strengthen the institutional capacity of the data producers and the role of NBS in the coordination of the production of administrative statistics in line with international standards, including provision of relevant trainings				
10	Support the role of NBS in the coordination process of the alignment of administrative statistics on crime and justice with international standards	Report on human (possibly by providing support by the Working Group) and financial resources identified for NBS	NBS, UNDP Moldova, ¹⁷³ other International partners	October – 2022 2026
11	Training on filling international questionnaires using ICCS definitions (for example the UN Crime Trends Survey – CTS), to be provided by UNODC and other relevant organizations	Support to training	Working Group, Committee OPOS, other relevant crime and justice stakeholders	2023
12	Setting-up statistical national priorities for new indicators on crime and criminal justice statistics in line with ICCS	<ul style="list-style-type: none"> ■ Coordination and staff time ■ Agreement on national priorities and indicators for crime and justice statistics approved and disseminated 	Committee, Working group OPOS, other relevant crime and justice stakeholders, NBS	2024
13	Development, revision and streamlining data collection tools and methods, communication plans, in line with the international standards	<ul style="list-style-type: none"> ■ Set of data collection tools and methods ■ Set of or revision of annual communication plans ■ Data collection methodologies and metadata available for data users on the websites of relevant stakeholders 	Committee, Working group OPOS, other relevant crime and justice stakeholders	2024
14	Revision and updating of the methodologies used to transform administrative data into statistical information, ensuring that methodologies are internalized by producers of administrative data, making the methodologies publicly accessible.	<ul style="list-style-type: none"> ■ Reports on revision of methodologies ■ Workshops for internalization of revised methodologies ■ Methodologies available for data users on the websites of relevant stakeholders 	Working group, Committee OPOS, other relevant crime and justice stakeholders	2024

¹⁷³ Based on the Assessment of the authors, UNDP would represent a suitable partner in achieving this objective.

15	Developing the guidelines for public use of crime and justice statistics.	<ul style="list-style-type: none"> Guidelines developed and approved Guidelines available for data users. 	Working group, Committee OPOS, other relevant crime and justice stakeholders	2025
16	Identify potential synergies and coordination needs for the interoperability of existing information systems in the field of CJ statistics	Analytical support for potential synergies and needs of the existing information systems in order to exchange electronically CJ statistics	Working group, Committee OPOS, other relevant crime and justice stakeholders	2024 – 2025
17	Nurturing relationships with other crime and criminal justice agencies, international organizations aimed to learn from the best practices in this field	Study visits	OPOS, other relevant crime and justice stakeholders, UNDP Moldova ¹⁷⁴	2024
2. Conducting surveys on crime and victimization				
18	Embedding crime / victimization surveys (or modules) into regular statistical production process, either within existing surveys or as stand-alone victimization surveys. Such surveys should ideally be conducted on a regular basis and follow good standard statistical practices (eg relevant UN Manuals).	<ul style="list-style-type: none"> Report on feasibility study of a national victimization survey or inclusion of a victimization module; Support to survey capacity at NBS 	NBS, MIA, UNDP Moldova ¹⁷⁵	2024 – 2026
19	Other surveys carried out in Moldova touching topics relevant to crime and justice – including for example surveys carried out by international agencies (eg World Bank, Transparency International, etc.) / donors – shall be brought to the attention of the committee.	Support to present other surveys to the committee	Working group, Committee	2023 – 2025
20	UNODC, UNDP, other stakeholders and donors should support Moldova in its efforts to improve national crime and criminal justice statistics, including providing technical assistance and financial support to relevant UN and EU surveys.	Support to conduct dedicated surveys (on gender-based violence – in coordination with Eurostat; on corruption in businesses – in consultation with UNODC; on public perceptions of police and cj agencies, etc)	UNODC, UNDP, other international donors, OPOS, other relevant crime and justice stakeholders	2022 – 2026

174 Based on the Assessment of the authors, UNDP would represent a suitable partner in achieving this objective.

175 Based on the Assessment of the authors, UNDP would represent a suitable partner in achieving this objective.

Phase III: Sustainable production of CJ statistics in line with international standards

Phase objectives:

Nr.	Activities	Indicators	Actors involved	Timeline
1. Producing nationally coherent statistics and metadata				
21	Producing, collecting and disseminating CJ data aligned with international standards	<ul style="list-style-type: none"> Data produced and collected in line with international standards Data disseminated in line with the international standards 	NBS, OPOS, other relevant crime and justice stakeholders	2025 – 2026
22	Providing regular and complete responses to international questionnaires (for example the UN-CTS) with full metadata in line with the ICCS	Questionnaires sent to international organizations	NBS, OPOS, other relevant crime and justice stakeholders	2025 – 2026
23	Developing of a coordinated plan for staffing and training on crime and justice statistics	<ul style="list-style-type: none"> HR plan for the entire system of CJ statistics including needs for each stakeholder Continuous training curricula for dedicated statistical staff on crime and justice statistics (uniformly applied definitions, formulas, classifications, data aggregation, validation, analysis) 	Working group, Committee	2025
24	Monitoring the progress in implementing communication plans for CJ statistics. (The data disseminated publicly (data sheets and/or analyses) shall be preceded by calendars and by information on data relevance, counting rules, definitions and formulas used by CJ statistics stakeholders)	Monitoring reports of the disseminated CJ Statistics on a regular basis	Committee, Working group OPOS, other relevant crime and justice stakeholders	2025 – 2026
25	Conducting user surveys on crime and justice data relevance based on standard parameters	<ul style="list-style-type: none"> Methodology and questionnaire for user surveys approved. User surveys conducted regularly by each crime and justice stakeholder 	Committee, Working group OPOS, other relevant crime and justice stakeholders	2025 – 2026

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Annex II: Assessment Matrix

Criteria	Principles	Evaluation Questions	Judgement criteria	Corresponding indicators	Information Sources
Relevance and usefulness	Relevance Usefulness	EQ 1. Is the complex of crime and justice statistics produced by Moldova relevant?	<p>1.1 Are statistics relevant to past and current needs and demands (institutional, human and financial) of the target group and final beneficiaries</p> <p>1.2 Extent to which crime and justice statistics are useful for advancing policies and programmes on crime prevention, rule of law, democracy, human rights and gender.</p>	<p>1.1.1 Evidence from users confirming relevance.</p> <p>1.1.2 Evidence that previous assessments, recommendations, as well as lessons learned have been taken into account.</p> <p>1.2.1 Evidence that crime and justice statistics contributes to the development of policies and programmes on crime prevention, rule of law, democracy, human rights and gender.</p>	Desk review; survey of producers; survey of users; national authorities.
Timeliness and punctuality	Timeliness Punctuality	EQ 2. Are crime and justice statistics produced by Moldova timely?	<p>2.1 How frequently are data collected and published?</p> <p>2.2 Are crime and justice statistics on key indicators timely?</p>	<p>2.1.1 Evidence that calendars exist.</p> <p>2.2.1 Evidence that crime and justice statistics on key indicators are promptly made available.</p>	Desk review; survey of producers; survey of users; national authorities.
Quality of statistics (accuracy, sources)	Accuracy Reliability Mandate Confidentiality Adequacy of resources Professionalism Impartiality Objectivity Commitment to quality	EQ 3. What is the quality of the sources of crime and justice data?	<p>3.1 Are sufficient resources allocated?</p> <p>3.2 Quality of the statistics.</p> <p>3.3 Are disaggregated data available?</p>	<p>3.1.1 Evidence that the resources (type, quantity, sources) required for proper production of crime and justice data had been correctly defined and calculated.</p> <p>3.1.2 Evidence that the human resources involved in proper production of crime and justice data are regularly trained.</p> <p>3.1.3 Evidence that there are used IT resources for data collecting, processing exchanging, analyzing, disseminating.</p> <p>3.2.1 Level of satisfaction of NBS, producers and users on the quality of the statistics (accuracy, reliability, confidentiality).</p> <p>3.2.2 Evidence that there are data required by professional users that could be produced by different data producers and these sources guarantee professionalism, impartiality and objectivity.</p> <p>4.2.3 A process of revision of statistics at the source level exists</p> <p>3.3.1 Availability of data disaggregated by sex and age for police, prosecution, courts and prisons</p> <p>3.3.2 Availability of data disaggregated by other criteria for police, prosecution, courts and prisons</p>	Desk review; survey of producers; survey of users; national authorities.

			<p>3.4 Extent to which all relevant stakeholders, especially the data producers, understand and agree on the need for a coordinated plan on crime and justice statistics and are aware of their roles and responsibilities within the plan (including mandate for data collection).</p>	<p>3.4.1 Evidence that all relevant parties know the plan and their respective roles in it.</p> <p>3.4.2 The selection of Data sources and statistical methods as well as decisions about the dissemination of statistics are based on statistical considerations.</p>
<p>Comparability (sound methodology, coherence)</p>	<p>Sound methodology Adequacy of methods Accessibility and clarity Comparability Coherence Objectivity National coordination Commitment to international standards</p>	<p>EQ 4. Are statistics coherent and comparable over time and across countries?</p>	<p>4.1 The extent statistics are coherent with relevant international standards</p> <p>4.2 The extent to which crime and justice statistics are integrated into the national system</p> <p>4.3 The extent to which data produced can be shared internationally</p> <p>4.4 The extent to which global indicators on crime and justice statistics could be produced in Moldova</p> <p>4.5 Are crime and justice statistics useful for measuring progress towards the SDGs?</p>	<p>4.1.1 Evidence that international norms and standards, especially the ICCS, are being considered.</p> <p>4.2.1 Evidence of planning for crime and justice statistics is in line with the national statistical plan, joint activities, existence of coordination meetings.</p> <p>4.2.2 Evidence that Moldovan data providers apply a uniform approach and methodology concerning crime and justice statistics definitions, classification, collection, processing, analyze and dissemination.</p> <p>4.3.1 Evidence that metadata for data produced can be used for global indicators (especially the SDGs)</p> <p>4.3.2 Evidence that Moldova participates in the international discussion on crime and justice statistics</p> <p>4.3.3 National focal points appointed</p> <p>4.4.1 Evidence that specific data to be shared internationally can be produced in Moldova.</p> <p>4.5.1 Evidence that there are contacts established with UN agencies responsible for SDG indicators, especially UNODC</p>

NBS, documentation, international users, national stakeholders, UN Agencies

Annex III: National official statistics on crime and criminal justice regularly disseminated via the NBS website, with primary sources¹⁷⁶

Sector		Source	Unit of reference
Courts	Convicted persons after the first instance by main punishment measure set by courts and by sex, 2014-2020 Updated: 7/14/2021	Court Administration Agency, Ministry of Justice, National Bureau of Statistics	Persons
Courts	Convicted persons after the first instance by type of crime and by sex, 2014-2020 Updated: 7/14/2021	Court Administration Agency, Ministry of Justice, National Bureau of Statistics	Persons
Prisons	Persons in pre-trial detention by age and sex, 2020 Updated: 7/14/2021 ¹⁷⁷	National Administration of Penitentiaries, Ministry of Justice	Persons
Prisons	Persons definitively convicted detained in penitentiary institutions by age group and by sex, 2014-2020 Updated: 7/14/2021 ¹⁷⁸	National Administration of Penitentiaries, Ministry of Justice, National Bureau of Statistics	Persons
Prisons	Persons convicted definitively detained in penitentiary institutions by term of sentence, 2004-2020 Updated: 7/14/2021	National Administration of Penitentiaries, Ministry of Justice, National Bureau of Statistics	Persons
Police	Recorded crimes by type of crime and quarters, 2015-2021 Updated: 11/18/2021 ¹⁷⁹	Ministry of Internal Affairs	Crimes
Police	Recorded crimes per 100,000 inhabitants 2014-2020 Updated: 11/18/2021	Ministry of Internal Affairs, National Bureau of Statistics	Cases
Police	Recorded crimes, by type of crime, 2014-2020 Updated: 11/18/2021	Ministry of Internal Affairs	Crimes
Police	Recorded crimes by main category of crime, in territorial aspect, 2009-2020 Updated: 11/18/2021	Ministry of Internal Affairs	Crimes
Police	Recorded crimes by type of crime, in territorial aspect, 2000-2020 Updated: 11/18/2021	Ministry of Internal Affairs	Crimes
Police	Recorded crimes by type of crime, 2004-2020 Updated: 11/26/2021	Ministry of Internal Affairs	Crimes
Police	Registered crimes by type of crime, in territorial aspect, 2016-2020 - Updated: 11/18/2021	Ministry of Internal Affairs	Crimes
Police	Crimes against persons by type of crime and area, 2004-2020 Updated: 11/18/2021	Ministry of Internal Affairs	Crimes
Police	Drug related crimes, in territorial aspect, 2008-2020 Updated: 11/18/2021	Ministry of Internal Affairs	Crimes

176 The Table includes data disseminated by NBS via its website. NBS disseminates different indicators in Statbank, press releases, Statistical Yearbook, Territorial Statistics Publications, etc.

177 The data also include persons who received the sentence after the first instance, but the decision is a subject to appeal in a higher court and are awaiting a final decision on conviction or acquittal.

178 The data do not include the detainees who were convicted after the first instance and the decision is subject to appeal in the superior court, pending the final decision.

179 Total recorded crimes, Homicide (Art.145-147 of the Penal Code), Serious intentional injury, Rape, Theft, Robbery, Burglary, Drug related crimes (Art. 217-2019 of the Penal Code), Hooliganism, Other crimes.

Police	Recorded crimes by some articles of Penal Code, 2019-2020 Updated: 11/18/2021	Ministry of Internal Affairs	Crimes
Police	Crimes committed against children by type of crime, 2000-2020 Updated: 11/18/2021	Ministry of Internal Affairs	Crimes
Police	Crimes committed by persons able to work but without occupation, in territorial aspect, 2008-2020 Updated: 11/18/2021 ¹⁸⁰	Ministry of Internal Affairs	Crimes
Police	Persons who committed crimes by type of crime and residence area, 2014-2020 Updated: 11/18/2021 ¹⁸¹	Ministry of Internal Affairs, National Bureau of Statistics	Persons
Police	Persons who committed crimes, in territorial aspect, 2009-2020 Updated: 11/18/2021	Ministry of Internal Affairs	Persons
Police	Percentage of persons who committed crimes per 100 000 inhabitants	Ministry of Internal Affairs, National Bureau of Statistics	Persons
Police	Persons who committed crimes by age group, sex and area, 2000-2020 Updated: 11/18/2021	Ministry of Internal Affairs, National Bureau of Statistics	Persons
Police	Persons who committed crimes by some type of crime and age group, 2006-2020 Updated: 11/18/2021	Ministry of Internal Affairs	Persons
Police	Persons who committed crimes by type of crime and sex, 2000-2020 Updated 11/18/2021	Ministry of Internal Affairs	Persons
Police	Deceased persons as a result of crimes by gravity of crime, 2004-2020 Updated: 11/18/2021	Ministry of Internal Affairs	Persons
Police	Victims of homicide by sex and perpetrator, 2013-2020 Updated: 11/18/2021	Ministry of Internal Affairs	Persons
Police	Victims of domestic violence, by age group and sex, 2015-2020	Ministry of Internal Affairs	Persons
Police, Courts	Contraventions for which punishment were applied by category of contraventions, 2010-2020 Updated: 7/14/2021	National Bureau of Statistics, the statistical report Nr. 1-cc ¹⁸²	Number
Courts, Prosecution	Number of legal professionals, 2014-2020 Updated: 7/14/2021	Ministry of Justice	Persons
Courts	Penal, civil and administrative cases entered in the courts, 2003-2020 Updated: 7/14/2021	Ministry of Justice, Court Administration Agency	Cases

180 Crimes registered by the Operations Services Directorate, the Center for Combating Trafficking in Persons, the National Anticorruption Center, the Customs Service cannot be divided into territorial profile.

181 Relative indicators were calculated based on population with usual residence. Place of usual residence is defined as the place at which the person has lived continuously for most of the last 12 months, not including temporary absences (for purposes of recreation, holidays, visits to friends and relatives, business, medical treatment or religious pilgrimage etc.).

182 Statistical report no.1 cc "Detected contraventions" provides the following primary indicators:

- number of detected contraventions;
 - number of adopted decisions;
 - sanctions applied: warning, fine, confiscation, deprivation of some rights, community non-remunerate work, contravention arrest.
- Amount of the fine applied and charged.

ASSESSMENT OF THE CRIME AND JUSTICE STATISTICS OF THE REPUBLIC OF MOLDOVA

Police	Crimes committed by minors by type of crime, 2000-2020 Updated: 11/18/2021	Ministry of Internal Affairs	Cases
Police	Crimes committed by minors, in territorial aspect, 2000-2019 Updated: 11/15/2021	Ministry of Internal Affairs	Cases
Police	Minors aged 0-17 years who committed crimes by type of crime, 2014-2020 Updated: 11/18/2021	Ministry of Internal Affairs, National Bureau of Statistics	Persons
Police	Minors who committed crimes by age group and sex, 2014-2020 Updated: 11/18/2021	General Inspectorate of Police, Ministry of Internal Affairs	Persons
Police	Minors who committed crimes by age group and by some type of crime, 2000-2020 Updated: 11/18/2021	Ministry of Internal Affairs	Persons
Police	The percentage of crimes committed by minors from the total of crimes 2000-2020 Updated: 15/11/2021	Ministry of Internal Affairs	Cases, Percent
Police	Minors who committed crimes per 100,000 population of the same age, 2014-2020 Updated: 11/18/2021	Ministry of Internal Affairs	Persons
Police	Minors who committed crimes per 100 000 inhabitants aged 0-17 years, 2014-2020 Updated: 11/18/2021	Ministry of Internal Affairs	Persons
Courts	Convicted minors after the first instance, by main punishment set by courts, 2000-2020 Updated: 7/14/2021	Ministry of Justice, Court Administration Agency	Persons
Courts	Convicted minors after the first instance, by type of crime, 2000-2020 Updated: 7/14/2021	Ministry of Justice, Court Administration Agency	Persons
Police	Persons who have suffered as a result of road accidents by category of persons and quarters, 2015-2020 Updated: 1/18/2022	General Inspectorate of Police, Ministry of Internal Affairs	Persons
Police	Road Accidents 2014-2020 Updated: 1/12/2022	General Inspectorate of Police, Ministry of Internal Affairs	Cases
Police	Road accidents per 100000 inhabitants 2014-2020-Updated: 1/12/2022	General Inspectorate of Police, Ministry of Internal Affairs	Cases
Police	Injured persons as a result of road accidents in territorial aspect 2015-2020 Updated: 7/14/2021	General Inspectorate of Police, Ministry of Internal Affairs	Persons
Police	Injured persons as a result of road accidents, by category 2006-2020 Updated: 7/14/2021	General Inspectorate of Police, Ministry of Internal Affairs	Persons

Annex IV: Authorities in charge of production, provision and dissemination of police statistics

Ministry of Internal Affairs	Information systems	Data produced / provided/disseminated	Reports	Frequency of dissemination	Public (Yes/No)
Ministry of Internal Affairs	AIS RCCI; AIS" Register of road accidents "AIS" Evidence of contraventions, and persons who have committed contraventions "AIS RCCI	<p>Including (non-exhaustive list)</p> <ul style="list-style-type: none"> ■ Total number of recorded crimes per years, ■ Crime rate per 10 000 inhabitants, ■ Percentage of criminal cases sent to prosecutor, ■ Percentage of criminal cases sent to court, ■ Total number of recorded crimes by Ministry's of Internal Affairs subordinated bodies, by crime type ■ Persons who committed crimes, ■ Number of recorded crimes by specific crime categories (trafficking in persons, trafficking in children, drug smuggling, etc), ■ Number of victims for specific crime types (adults, children), ■ Number of wanted persons, including by some crime category, ■ Number of reported crimes, ■ Number of reported incidents, ■ Number of recorded road traffic accidents, ■ Number of recorded road traffic contraventions, ■ Number of recorded domestic violence perpetrators, by sex, ■ Number of recorded gun owners, ■ Number of recorded contraventions for violation of the rules of storage, possession, transport, use or application of weapons, ■ Number of recorded crimes on illegal storage, procurement, manufacture of weapons, ■ Total number of recorded contraventions by police forces, ■ Total number of recorded contraventions by police forces, by some contravention types, ■ Number of recorded illegal events at the state border, ■ Number of recorded illegal events at the state border, by some specific types, ■ Number of crimes recorded by the border police, ■ Number of crimes recorded by the border police, by some crime types, ■ Crimes committed by foreigners, by crime category, ■ Contraventions committed by foreigners, by category, ■ Number of crimes on corruption, by categories, recorded by Ministry of Internal Affairs. 	Activity Reports	Annually	Yes (Ministry of Internal Affairs web page)

Relevant departments/ subdivisions

General Inspectorate of Police	AIS RCCI; AIS "Register of road accidents", AIS "Evidence of contraventions, and persons who have committed contraventions AIS RCCI	<p>Including (non-exhaustive list)</p> <ul style="list-style-type: none"> ■ Total number of recorded crimes; ■ Crime rate (total number of crimes per 10,000 inhabitants); ■ Number of incoming criminal cases; ■ Number of criminal cases sent to the prosecutor; ■ Number of criminal cases sent to court; ■ Total number of suspects; ■ Number of wanted persons; ■ Number of victims of trafficking in human beings and trafficking in children; ■ Number of persons extradited to other states; ■ Number of missing persons; ■ Number of road traffic accidents; ■ Number of contraventions regarding the violation of the provisions of the Road Traffic Regulation; ■ Number of perpetrators of domestic violence; ■ Number of recorded contraventions; ■ Number of criminal cases initiated by the specialized subdivisions of the Border Police, including by crime categories; ■ Number of recorded cases of violations by foreign nationals of the residence regime in the Republic of Moldova; ■ Crimes by criminal code categories (including crimes against life and health of persons, domestic / family crimes, property crimes); ■ Trafficking in human beings; ■ Juvenile delinquency; ■ Contraventions; ■ Disaggregation by regions; ■ Human and financial resources (personnel trends, budget, professional training). 	Police Activity Reports	Quarterly	Yes (web)
Operational Management Inspectorate		<ul style="list-style-type: none"> ■ Crime trends ■ Contraventions trends 	Ad hoc	Ad hoc	No ¹⁸³
		<ul style="list-style-type: none"> ■ Informative notes on the crime situation ■ Policy recommendations ■ Internal analysis 	informative notes on the crime situation	Twice a week	No ¹⁸⁴
					No ¹⁸⁵

183 The GPI disseminates these reports to other authorities upon request.

184 Reports are shared by OMI with the Ministry of Internal Affairs decision makers for policy design, monitoring and improvement of other internal processes.

185 The OMI disseminates these reports to other authorities upon request.

Information Technology Service	AIS RCCI; AIS "Register of road accidents", AIS "Evidence of contraventions, contravention cases and persons who have committed contraventions AIS RCCI	<p>Including (non-exhaustive list)</p> <ul style="list-style-type: none"> ■ Perpetrators recorded and transmitted to court, disaggregated by age, social status, education status; ■ Crime trends by locality and type of crime, recorded and transmitted to court, by types and categories of crimes specified in the Criminal Code of Moldova (disaggregated by minor, less serious, serious, particularly serious, exceptionally serious crimes); ■ Data on crimes by day and time of their commission - it contains data on crime categories and the day, time of their commission in urban and rural areas; ■ Perpetrators by sex - it includes disaggregated data by age and differentiated between the unemployed and the employed persons with or without education, persons with a criminal record, persons intoxicated, first time offenders, foreign nationals; ■ Statistics on recorded crimes per month – it includes data on crime categories per month and if they are committed in urban and rural areas; ■ Statistics on minors who committed crimes; ■ Crime rates by type of crime – including nomenclature with categories and types of crime; ■ Operational information on crimes on the territory of the Republic of Moldova; ■ Crime analysis. 	<ul style="list-style-type: none"> ■ 125 datasets 	<ul style="list-style-type: none"> ■ Monthly 	Yes (Web / Open data portal)	
<ul style="list-style-type: none"> ■ General Border Police Inspectorate, ■ Local structures subordinated to border police 	Integrated Border Police Information System (IBPIS)		Internal Reports	Annually	Yes (via NBS)	
Other institutions						
Customs Service	AIS RCCI	<ul style="list-style-type: none"> ■ Number of seizures of intellectual property goods likely to be counterfeited, ■ Number of seizures of tobacco products, ■ Number of seizures of narcotic, psychotropic substances and their analogues; ■ Number of seizures of weapons, explosives, toxic, radioactive and other objects that may be used for committing terrorist character crimes; ■ Number of seizures applied by mobile Customs Service teams; ■ Number of recorded contraventions; ■ Number of recorded offences by the Tax Service. 	Activity reports	Annually	Yes (web page)	
State Tax Service			Activity Reports	Annually	Yes (web page)	

Annex V: Authorities in charge of prosecution statistics

Activities	Indicators	Actors involved	Timeline	Public (Yes/ No)
All InfoPG AIS RCCI Criminal Investigation: E-File (under development) AIS"e-Staff" Paper –based statistics	<ul style="list-style-type: none"> ■ Including (non-exhaustive list) 	Reports on crimes prosecuted	Annual	Yes (Prosecutor's General Office web page)
	<ul style="list-style-type: none"> ■ Number of prosecutors and vacant positions; ■ Seniority of prosecutors; ■ Personnel flow; ■ Vacant civil servant positions in the Prosecutor's Office; ■ Occupation of civil servant positions with special status; ■ Crime trends by types and categories; ■ Trends and dynamics of crime over the past 10 years; ■ Crimes, breakdown by locality; 	Activity Reports Reports on combating trafficking in human beings		
	<ul style="list-style-type: none"> ■ Percentage of criminal cases examined directly in the procedure of prosecutors; 	Reports on corruption cases from all prosecutor offices		
	<ul style="list-style-type: none"> ■ Number of cases in which the criminal investigation was terminated; ■ Number of criminal cases involving minor offenders; ■ Number of criminal cases sent to court; ■ Number of connected cases; ■ Number of cases suspended conditionally; ■ Number of not to initiate criminal proceedings decisions issued; ■ Number of cases returned to complete the investigation; ■ Number of complaints examined regarding the contestation of prosecutors' actions; ■ Number of complaints admitted regarding the contestation of the prosecutors' actions; ■ Excessive length of prosecution decisions and actions; ■ Number of criminal proceedings conducted; ■ Number of persons charged; ■ Number of offenses detected and recorded; ■ Number of proposals for accusing rejected; ■ Data on specific issues (e.g. illicit drug trafficking, trafficking in human beings and related crimes, torture and ill-treatment, cybercrime and telecommunications crime, domestic violence, procedural coercive measures, special investigative activity). ■ Data on specific issues (e.g. illicit drug trafficking; trafficking in human beings and related crimes, torture and ill-treatment, cybercrime and telecommunications crime, domestic violence, procedural coercive measures, special investigative activity); 	Reports on the composition and turnover of staff		
	<ul style="list-style-type: none"> ■ Number of cases returned to complete the investigation; ■ Number of complaints examined regarding the contestation of prosecutors' actions; ■ Number of complaints admitted regarding the contestation of the prosecutors' actions; ■ Excessive length of prosecution decisions and actions; ■ Number of criminal proceedings conducted; ■ Number of persons charged; ■ Number of offenses detected and recorded; ■ Number of proposals for accusing rejected; ■ Data on specific issues (e.g. illicit drug trafficking, trafficking in human beings and related crimes, torture and ill-treatment, cybercrime and telecommunications crime, domestic violence, procedural coercive measures, special investigative activity). ■ Data on specific issues (e.g. illicit drug trafficking; trafficking in human beings and related crimes, torture and ill-treatment, cybercrime and telecommunications crime, domestic violence, procedural coercive measures, special investigative activity); 			
	<ul style="list-style-type: none"> ■ Number of cases returned to complete the investigation; ■ Number of complaints examined regarding the contestation of prosecutors' actions; ■ Number of complaints admitted regarding the contestation of the prosecutors' actions; ■ Excessive length of prosecution decisions and actions; ■ Number of criminal proceedings conducted; ■ Number of persons charged; ■ Number of offenses detected and recorded; ■ Number of proposals for accusing rejected; ■ Data on specific issues (e.g. illicit drug trafficking, trafficking in human beings and related crimes, torture and ill-treatment, cybercrime and telecommunications crime, domestic violence, procedural coercive measures, special investigative activity). ■ Data on specific issues (e.g. illicit drug trafficking; trafficking in human beings and related crimes, torture and ill-treatment, cybercrime and telecommunications crime, domestic violence, procedural coercive measures, special investigative activity); 			
	<ul style="list-style-type: none"> ■ Number of cases returned to complete the investigation; ■ Number of complaints examined regarding the contestation of prosecutors' actions; ■ Number of complaints admitted regarding the contestation of the prosecutors' actions; ■ Excessive length of prosecution decisions and actions; ■ Number of criminal proceedings conducted; ■ Number of persons charged; ■ Number of offenses detected and recorded; ■ Number of proposals for accusing rejected; ■ Data on specific issues (e.g. illicit drug trafficking, trafficking in human beings and related crimes, torture and ill-treatment, cybercrime and telecommunications crime, domestic violence, procedural coercive measures, special investigative activity). ■ Data on specific issues (e.g. illicit drug trafficking; trafficking in human beings and related crimes, torture and ill-treatment, cybercrime and telecommunications crime, domestic violence, procedural coercive measures, special investigative activity); 			
	<ul style="list-style-type: none"> ■ Number of cases returned to complete the investigation; ■ Number of complaints examined regarding the contestation of prosecutors' actions; ■ Number of complaints admitted regarding the contestation of the prosecutors' actions; ■ Excessive length of prosecution decisions and actions; ■ Number of criminal proceedings conducted; ■ Number of persons charged; ■ Number of offenses detected and recorded; ■ Number of proposals for accusing rejected; ■ Data on specific issues (e.g. illicit drug trafficking, trafficking in human beings and related crimes, torture and ill-treatment, cybercrime and telecommunications crime, domestic violence, procedural coercive measures, special investigative activity). ■ Data on specific issues (e.g. illicit drug trafficking; trafficking in human beings and related crimes, torture and ill-treatment, cybercrime and telecommunications crime, domestic violence, procedural coercive measures, special investigative activity); 			
	<ul style="list-style-type: none"> ■ Number of cases returned to complete the investigation; ■ Number of complaints examined regarding the contestation of prosecutors' actions; ■ Number of complaints admitted regarding the contestation of the prosecutors' actions; ■ Excessive length of prosecution decisions and actions; ■ Number of criminal proceedings conducted; ■ Number of persons charged; ■ Number of offenses detected and recorded; ■ Number of proposals for accusing rejected; ■ Data on specific issues (e.g. illicit drug trafficking, trafficking in human beings and related crimes, torture and ill-treatment, cybercrime and telecommunications crime, domestic violence, procedural coercive measures, special investigative activity). ■ Data on specific issues (e.g. illicit drug trafficking; trafficking in human beings and related crimes, torture and ill-treatment, cybercrime and telecommunications crime, domestic violence, procedural coercive measures, special investigative activity); 			
	Institutions General Prosecutor's Office Specialized prosecutor's offices Territorial prosecutor's offices			
Superior Council of Prosecutors	<ul style="list-style-type: none"> ■ Including (non-exhaustive list); ■ Statistical trends on prosecutor employment; ■ Professional experience of prosecutors in years; ■ Number of prosecutors by sex and type of prosecution office (territorial, specialized, central office); ■ Number of prosecutors in administrative positions, by sex; ■ Number of recorded disciplinary procedures; ■ Number of disciplinary sanctions applied. 	Activity Reports	Annual	Yes (Superior Council of Prosecutors web page)

Annex VI: Authorities in charge of courts statistics

Institution	Information System	Reports	Type of Data	Frequency	Public (Yes/ No)
Superior Council of Magistracy	Judicial Information System (JIS (statistical electronic module) - as of 2021 Paper-based (Integrated Case Management System (ICMS – now part of JIS)	Activity Reports	Workload of the judicial system, clearance rate, disposition time, Court efficiency, workload per judge.	Annually	Yes
			Number of cases entered in courts Number of cases resolved by courts Pending cases	Quarterly	Yes
Supreme Court of Justice		18 reports (crime cases)	Persons convicted (first instance) by type of crime and demographics victims by type of crime, sex, age group	Annually	Yes
Appeal Courts (4)		9 reports (crime cases)	Minor witnesses by type of crime	Annually	Yes
		3 reports (contraventions)	Workload per judge Number of judges		
First instance Courts (15)		24 reports (crime cases)	Alternatives to imprisonment	Annually (Published by NBS)	Yes
		9 reports (contraventions)	Convicted minors after the first instance	Annually (Published by NBS)	Yes
			Persons convicted (first instance)	Annually (Published by NBS)	Yes
			Penal, civil, administrative cases entered in courts	Annually (Published by NBS)	Yes
Ministry of Justice ■ Agency for Courts Administration		Activity report	Clearance rate, disposition time, case age, cost per case, cases per judge, cases per staff, staff per judge, Annulled decision rate, successful appeal rate, Types of offences for most criminal and contravention cases resolved during the reference period, Number of convicted persons, The types of punishments/ sanctions applied, The number of juveniles in respect of whom convictions have been issued for various categories of cases	Annually	Yes

