



BIROUL PENTRU
INTEGRARE EUROPEANĂ

Moldova on the way to the European Union

Progress Report
on the National Programme for Accession 2025–2029
(2025)

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INTRODUCTION

Accession of the Republic of Moldova to the European Union is a process that affects how state institutions function, how public funds are spent, how fair and predictable economic rules are, and how effectively citizens' rights are protected.

The National Programme for the Accession of the Republic of Moldova to the European Union 2025-2029 (NPA) provides, for the first time, a clear and public roadmap for this process. It sets out which laws need to be amended, which institutions must be strengthened, and which reforms must be implemented for Moldova to, in practice, move closer to European standards.

This report presents its results achieved in 2025, the first year of implementation of the Programme. The findings reflect a sustained effort by state institutions, undertaken in a challenging context and involving a substantial number of reforms assumed as commitments. Over half of the actions planned for 2025 have been completed, while a significant share of the remaining actions are currently under implementation.

This progress does not imply that the path ahead is easy or that all reforms have been completed. It does, however, confirm that the Republic of Moldova has moved from declarations to concrete actions, and that the EU accession process is now tangible, measurable and subject to ongoing monitoring.

GENERAL OVERVIEW OF THE IMPLEMENTATION OF NPA 2025-2029

The National Programme for the Accession of the Republic of Moldova to the European Union 2025-2029 (NPA) is the core policy document that sets out, step by step, the **actions the state must take** to move closer to EU rules and standards and to advance in the accession negotiations. The Programme was approved by the **Government Decision No. 306/2025**.

For the period **2025–2029**, the NPA includes **2,898 actions** through which the Republic of Moldova shall align with **3,009 acts of the European Union**, namely through:

- **1,804 normative actions** (laws, government decision, regulations – i.e. “changes to the legal framework”);
- **1,094 implementation actions** (enforcement, including systems, trainings, procedures, equipment and services).

For **2025**, alignment with **1,594 EU acts** was planned, of which:

- **630 normative actions**;
- **463 implementation actions** (including 209 actions with a fixed deadline and 254 actions ongoing).

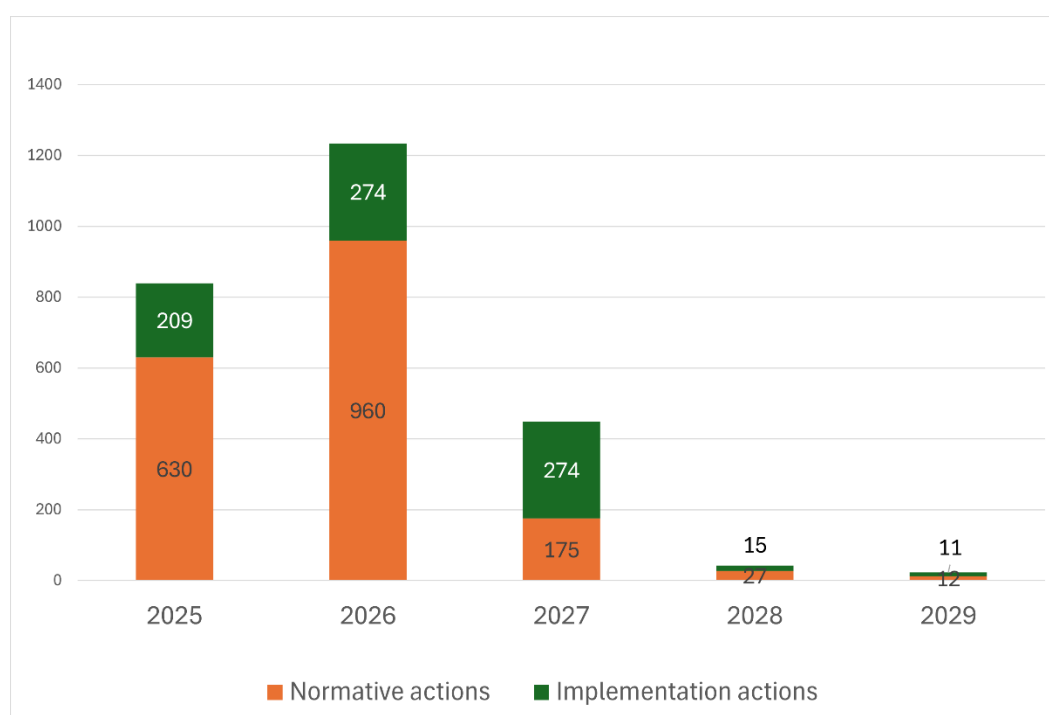
This report presents the progress achieved in the implementation of **normative actions (Annex A)** and **implementation actions (Annex B)** planned up to **15 December 2025**.

A. Level of implementation of actions planned for 2025-2029

Out of the total 2,898 actions planned under the NPA for 2025–2029, 2,587 actions have a fixed implementation deadline, while 311 actions are of ongoing nature and are implemented over several years.

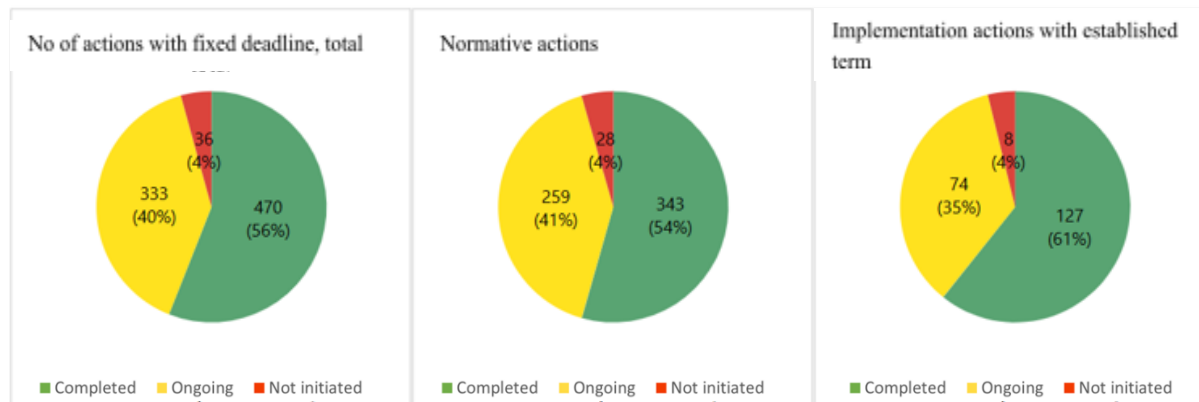
The annual distribution of all actions with fixed deadlines planned under the NPA 2025-2029 is shown in Image 1.

Image 1. Annual distribution of actions with fixed deadlines



In 2025, out of total 839 actions planned with fixed deadline, over a half (470 actions, i.e. 56%) were completed. The remaining 333 actions (40%) are ongoing, and another 36 actions (4%) have not yet been initiated (Image 2).

Image 2. Level of implementation of the NPA 2025-2029 as of 15 December 2025



Out of the total **normative actions planned** for 2025, 343 actions (54%) were completed, 259 actions (41%) are at various stages of implementation, and 28 actions (4%) have not yet been initiated.

Regarding **implementation actions** with a fixed deadline in 2025, 127 actions (61%) were completed, while a further 74 actions are currently ongoing.

B. Harmonisation of the national legislation with the EU *acquis*

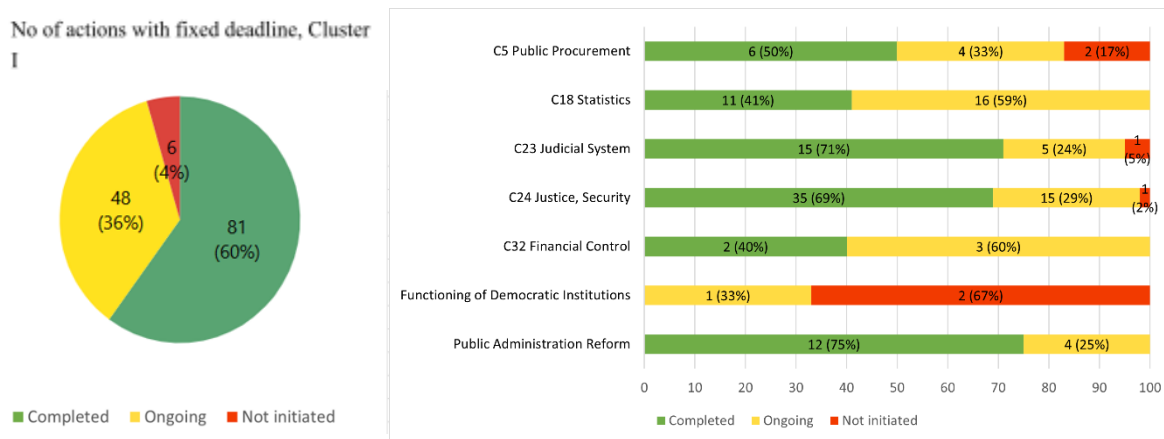
In 2025, the number of commitments related to the transposition of the EU *acquis* was substantial. The transposition of **1,618 EU acts into the national legislation** was planned, of which 1,594 acts were included in the NPA. Out of the total number of the EU acts planned for transposition, **366 acts have been transposed into national legislation**, with **134 acts transposed in full** and **232 acts transposed in part**. This situation highlights both the undertaken considerable effort and the need to continue the legislative harmonisation process at a sustained pace.

I. LEVEL OF IMPLEMENTATION OF NORMATIVE ACTIONS

CLUSTER 1: FUNDAMENTAL VALUES

In 2025, a total of 135 normative actions were planned under Cluster 1 – Fundamental Values. Of these, 81 actions (60%) were completed, a further 48 actions are at various stages of implementation, and 6 actions have not yet been initiated (Image 3). At the same time, the authorities managed to complete 38 normative actions ahead of the planned deadline, thus indicating a sustained pace of work in key areas related to the rule of law, public administration and the functioning of democratic institutions.

Image 3. Progress recorded in the implementation of normative actions under Cluster 1



Under Cluster 1 one area where progress was particularly visible was **public procurement**. In 2025, the legal and operational framework was strengthened through amendments to core legislation and bylaws, with the aim of increasing transparency, predictability and efficiency in the use of public funds. Clearer rules for public procurement planning were introduced, electronic invoicing was regulated, and a certification system for specialists in public and sectoral procurement was established. These measures contribute to the professionalisation of the sector and to reducing the risks of inefficient and non-transparent use of public funds, with a direct impact on the quality of services provided to citizens.

In parallel, national capacities in **the field of statistics** were strengthened, an essential element for the development of public policies based on reliable data that are comparable at the European level. Public institutions improved their data collection and reporting systems, while the National Bank of Moldova and other authorities expanded direct reporting to Eurostat using European standards. Methodologies and statistical tools were developed for areas such as healthcare, household living standards, innovation, information technologies, transport, tourism and employment. This enables a better understanding of the social-economic realities of the Republic of Moldova and supports gradual alignment with EU practices.

In the field of **justice, freedom and security**, 2025 was a year of modernisation and deeper integration in European cooperation networks. The national system of public order and citizen

protection was equipped with modern assets, including equipment and secure blanks for safer identity documents. National liaison offices (contact points) and Passenger Information Units became operational, and the relevant institutions were connected to European channels such as Europol, SIENA, EMPACT and CEPOL. At the same time, intelligence-led and analytical approaches to policing were strengthened, and staff received training in crisis management, combating trafficking in human beings and tackling cybercrime. Information systems in the field of migration, asylum and the monitoring of the movement of persons were integrated, increasing the state's capacity to manage these processes in a more effective and secure manner.

Significant progress was recorded in **financial control** and combating fraud. In 2025, the foundations were laid for clearer mechanisms for the analysis of suspicious banknotes and coins, the certification processes for external auditors advanced, and anti-fraud agreements were concluded. In parallel, draft amendments to the criminal and criminal procedure frameworks, as well as to the legislation governing anti-fraud structures, were prepared with a view to strengthening the prevention, detection and sanctioning of fraud. These actions are essential for protecting the public budget and ensuring the sound management of funds, including European funds, as their amount increases.

The **functioning of democratic institutions** represented another key priority. In this context, methodologies and training programmes were developed to identify and counter information interferences, as well as information campaigns were carried out targeting civil society and the mass media. The framework for auditing political parties was approved, contributing to increased financial transparency in political life. At the same time, digital solutions were initiated for the management of electoral complaints and the development of consultative platforms, which facilitate dialogue between the public authorities and citizens, and support public participation in the decision-making process.

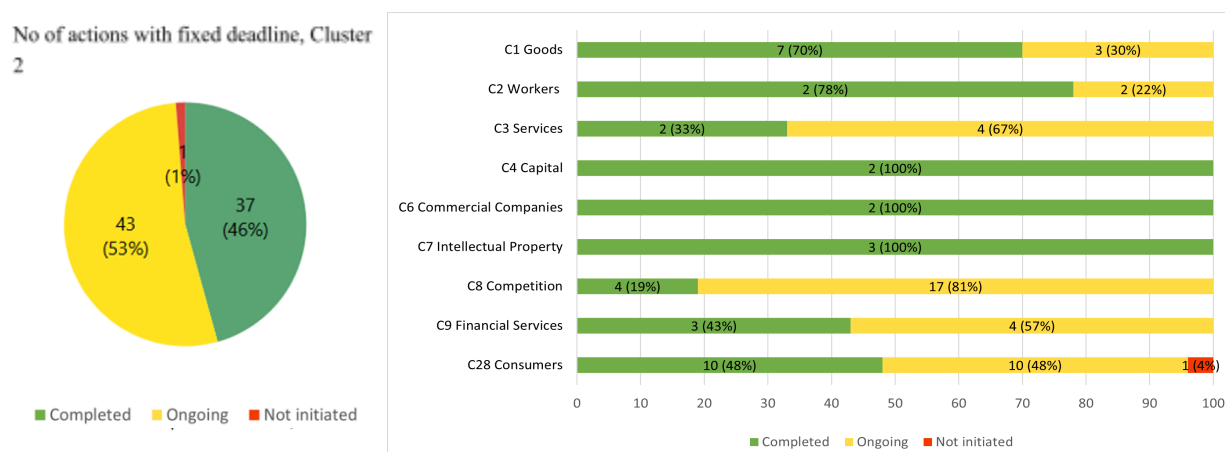
Public administration reform continued through accelerated digitalisation and the strengthening of institutional capacities. Digital platforms dedicated to civic participation and local public administration were developed and expanded, the EVO 2.0 application was upgraded, while the standardisation of digital interfaces made public services easier to use. The civil records managements system was modernised, while measures to strengthen the civil service and to improve cooperation between the central and local public authorities, and increase transparency of the decision-making process contributed to a more coherent administration that is better oriented towards the needs of citizens.

Overall, the progress achieved in 2025 under Cluster 1 strengthened the foundations of the rule of law, democracy and public administration in the Republic of Moldova. Although some actions are still ongoing, the complexity of the reforms explains their duration, and the results achieved so far provide for a solid basis to continue reforms in 2026.

CLUSTER 2: INTERNAL MARKET

Under Cluster 2 – Internal Market, a total of 81 normative actions were planned. Of these, 37 actions (46%) were completed within the set deadlines. Other 43 actions are at various stages of the drafting and approval process (Image 4). In addition, 20 normative actions were completed ahead of schedule.

Image 4. Progress recorded in the implementation of normative actions under Cluster 2



During the reference period, in the field of **free movement of goods**, measures were taken to provide greater clarity and improved access to information for economic operators through the development and publication of guidance on technical and conformity requirements. At the same time, legislative alignment progressed through the adoption of rules on the mutual recognition of products legally marketed in the EU and through the updating of the framework in the fields of accreditation and standardisation, contributing to the strengthening of the national quality infrastructure.

Significant progress was made in the field of **free movement of workers**, through the updating of legislation governing the movement and residence of the EU citizens and the alignment of national rules with the European standards of mobility. The introduction of the EURES network and the modernisation of the data systems and occupational classification framework contributed to the establishment of a functional framework for professional mobility.

Regarding chapter **Right of establishment and freedom to provide services**, measures were adopted to align vocational training and study programmes in regulated professions with European requirements. Minimal training and assessment criteria were adopted for the provisional authorisation and accreditation of higher education programmes in fields such as

healthcare and architecture, while qualification standards for medical professions were updated in line with the National Qualifications Framework, thus ensuring a better link between education and the labour market.

In the field of **freedom to provide services**, further measures were adopted to align the professional training and academic programmes (curricula) in regulated fields with the European requirements. Minimal training and assessment criteria were established for the authorisation of university programmes in the fields such as healthcare and architecture, and qualification standards for medical professions were updated to ensure a stronger connection between education and labour market needs.

Regarding **free movement of capital**, financial regulations were aligned and mechanisms for the prevention of money laundering and terrorist financing were strengthened. The revision of rules on funds transfer, the partial liberalisation of the foreign exchange regime, and the introduction of IT tools for analysing transactions involving virtual assets reinforced the institutional capacity to manage financial risks.

Rules related to **company law** were brought closer to those of the European Union by introducing clearer requirements on the identification of shareholders and the reinforcement of rules applicable to accountants and financial auditors. These changes contribute to greater transparency in business activities, as well as to improved oversight of corporate operations.

In the field of **intellectual property protection**, the authorities took important measures to prevent fraud and safeguard creative works. A joint action plan was put in place between AGEPI – the State Agency on Intellectual Property of the Republic of Moldova – and EUIPO, the European Union Intellectual Property Office. At the same time, AGEPI joined the Anti-Scan Network, a European initiative aimed at combating fraud and deceptive practices related to trademarks, patents and other intellectual property rights.

Competition policy was strengthened through increased effectiveness of the national competition authority, the Competition Council, and through the adoption of regulations governing state aid, ensuring a predictable framework compatible with the principles of the internal market.

In the **financial services** sector prudential regulations were updated and the National Strategy for the Development of the Capital Market 2025-2030 was approved.

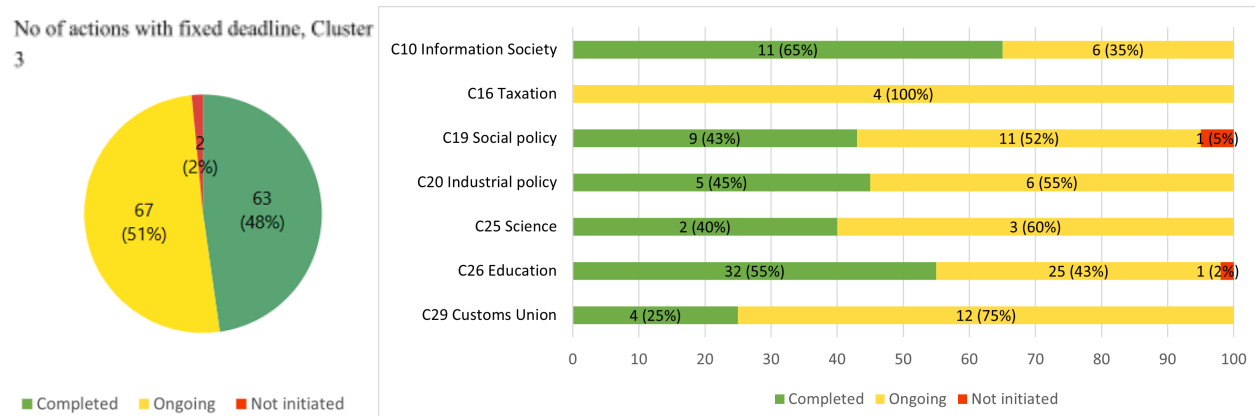
In the field of **consumer and health protection**, oversight capacities were reinforced, the Single Consumer Call Centre became operational, and the digitalisation of healthcare services advanced. Progress was also recorded in the decentralisation of healthcare services and in the design/planning of the Regional Hospitals in Balti and Cahul. In addition, minimum standards in the field of mental health were adopted, alongside with the regulations on transplantation and the circulation of human tissues and cells, as well as intersectoral plans for the prevention of and response to serious health threats.

Overall, the progress achieved under Cluster 2 strengthened the functioning of the internal market and created solid foundations for the gradual integration of the Republic of Moldova into the EU internal market.

CLUSTER 3: COMPETITIVENESS AND INCLUSIVE GROWTH

Under Cluster 3, a total of 132 actions were planned. Of these 63 actions (48%) were completed, a further 67 actions (51%) are ongoing, and 2 actions (2%) were reported as not initiated (Image5).

Image 5. Progress recorded in the implementation of normative actions under Cluster 3



Note: Regarding Chapter 17 “Economic and monetary policy” normative actions with fixed deadlines have not been planned in the reported period.

Regarding the chapter on **information society and media**, measures were adopted to ensure safer and more accessible digital services. Roaming surcharges were eliminated, cybersecurity was strengthened through a national platform for the management of online incidents, and new rules were introduced on electronic communications, electronic identification, access to open data, the prevention of unjustified blocking of online content, and the fight against information manipulation. These actions support the implementation of the Digital Transformation Strategy 2023-2030 and contribute to a safer and more transparent digital space for citizens.

In the field of **taxation**, the Republic of Moldova took important steps to adhere to the EU rules on taxation. The BEPS Roadmap was approved – a set of international measures aimed at preventing practices through which some companies artificially reduce their tax liabilities by shifting profits to other jurisdictions. At the same time, the IT Development Programme of the State Tax Service for 2025-2027 was launched, focusing on modernisation of information systems, their interconnection with European systems and on improved tax controls. These measures aim to establish a fairer and more efficient tax system that encourages voluntary tax compliance.

With regard to **economic and monetary policy**, an analysis was carried out on the establishment of a Fiscal Council, with the aim to strengthen budgetary discipline and alignment with European best practices in fiscal oversight.

In the field of **social policy and employment**, legislative amendments were adopted concerning occupational safety and health, working hours and employee consultation, thereby strengthening control and reporting mechanisms. In addition, actions were initiated to implement the “Employment and Social Innovation” component of the European Social Fund Plus (ESF+) as well as to develop human resources in the field of occupational health.

In the area of **enterprise and industrial policy**, measures aimed at de-bureaucratisation, support for small and medium-sized enterprises (SMEs) and the development of industrial infrastructure continued. These included the expansion of financial support programmes and the strengthening of cooperation between the academic community and business.

With regard to chapter on **science and research**, the National Innovation Fund was set up and the roadmap for the valorisation of applied research in economy was approved, alongside with the regulation of access to the public research infrastructure.

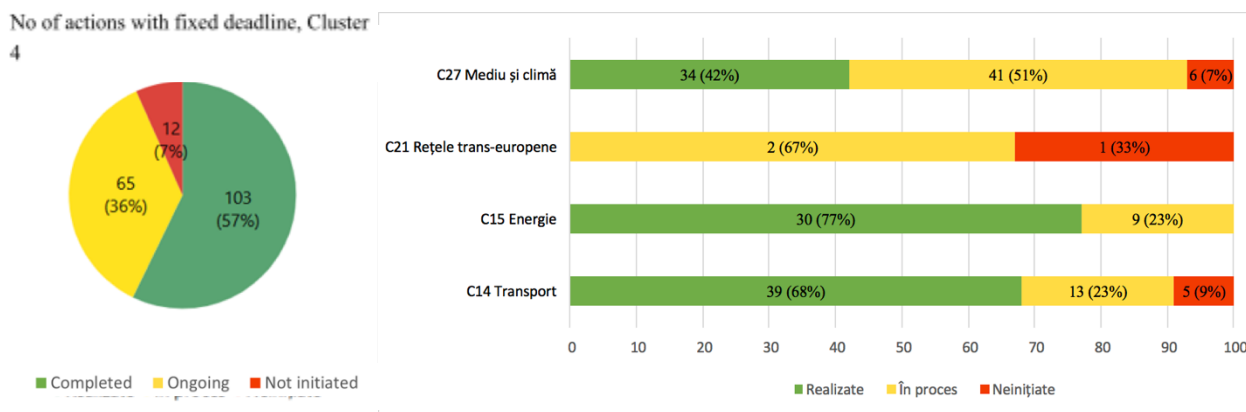
In the area of **education and culture**, strategic documents and legislative measures were adopted to modernise the education system, promote internationalisation and digitalisation, and to protect cultural heritage, including through the accession to the EU programme “Creative Europe”.

In the field of **customs union**, the Republic of Moldova acceded to the Common Transit Convention and was integrated into the New Computerised Transit System. At the same time, the normative framework was modernised, and institutional capacities were strengthened to facilitate trade.

CLUSTER 4: GREEN AGENDA AND SUSTAINABLE CONNECTIVITY

To align with the EU *acquis* in the chapters covered by Cluster 4, a total of 180 normative actions were planned. Of these, 103 actions (57%) were completed. A further 65 actions (36%) are ongoing, while 12 actions (7%) have not yet been initiated (Image 6). In addition, during the reporting period, 35 normative actions were completed ahead of schedule.

Image 6. Progress recorded in the implementation of normative actions under Cluster 4



In the field of **transport policy**, alignment with European standards continued across aviation, maritime, rail and road sectors, through the updating of technical requirements, the adoption of interoperability specifications and the strengthening of safety mechanisms. Multiannual contracts for railway infrastructure were approved, along with the National Road Safety Programme 2025-2030.

In the field of **energy** sector, key strategic documents were adopted on energy efficiency, nearly zero-energy buildings, and the renovation of the building stock. Investments in energy infrastructure were strengthened and interconnections with Romania were further advanced, enhancing national energy security. In the field of renewable energy, competitive tenders were launched and conditions were established for joint projects with the EU Members States, while the support framework for eligible producers was reinforced.

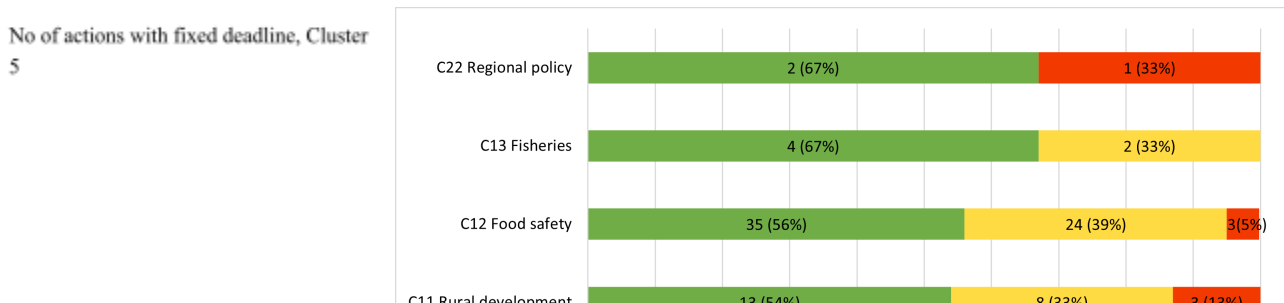
In the field of **environment and climate change**, measures were implemented to strengthen nature protection. Clearer rules were introduced for industrial sectors, environmentally friendly products were promoted, and systems for the management of waste and hazardous substances were improved. At the same time, actions were adopted to protect water resources, conserve biodiversity and safeguard wildlife.

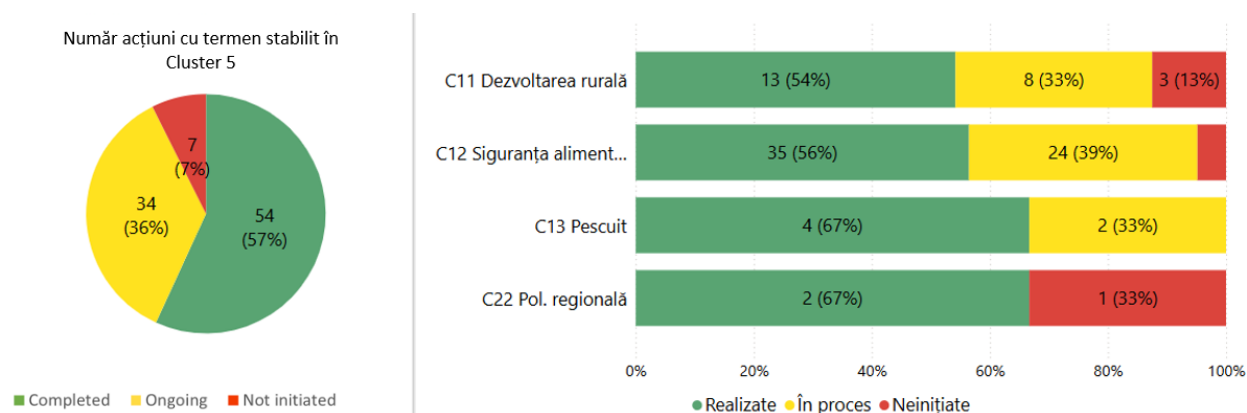
Overall, these actions reflect steady progress in alignment with European standards, institutional strengthening and the transition towards a sustainable development model focused on safety, efficiency and environmental protection.

CLUSTER 5: RESOURCES, AGRICULTURE AND COHESION

Out of 95 actions planned under Cluster 5, 54 actions (57%) were fully completed, while a further 34 actions (approx. 35%) are ongoing (Image 7). In addition, 25 normative actions were adopted ahead of schedule.

Image 7. Progress recorded in the implementation of normative actions under Cluster 5





Note: Under Chapter 22 normative actions have not been planned for the reporting period.

In the field of **agriculture and rural development**, key processes were digitalised, information systems were made operational, and the framework for the collection of agricultural accounting data was enhanced, contributing to a more robust evidence-based policymaking. To enhance competitiveness, regulations governing the quality of agri-food products were updated.

Regarding **the food safety and veterinary and phytosanitary policy** regulations were harmonised, traceability systems were upgraded and mechanisms for disease prevention and control were strengthened.

In the field of **fisheries** the regulatory framework governing market organisation was reinforced, measures to prevent illegal fishing were strengthened, and the Aquaculture Development Fund was established.

In the field of **regional policy and coordination of structural instruments** administrative capacities for managing European funds were enhanced, and the regulatory framework for local development and the territorial governance was adjusted.

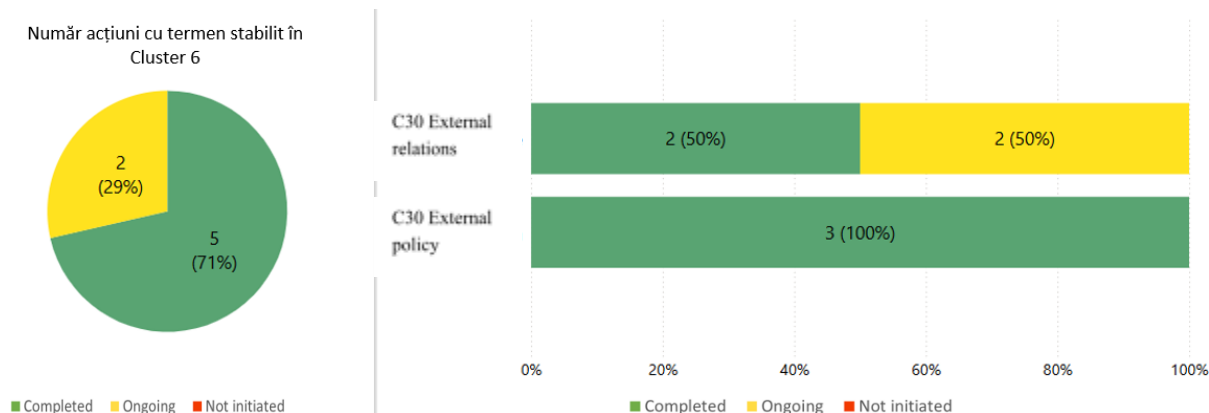
Regarding chapter on **financial and budgetary provisions** the Coordination Committee for the system of own resources was established, thus strengthening financial governance in the context of the EU accession process.

CLUSTER 6: FOREIGN, SECURITY AND DEFENCE POLICY

Out of 7 actions planned under Cluster 6 – Foreign, security and defence policy, 5 actions (71%) were completed, while 2 remaining actions (29%) are currently ongoing (Image 8).

Image 8. Progress recorded in the implementation of normative actions under Cluster 6

No of actions with fixed deadline, Cluster 6



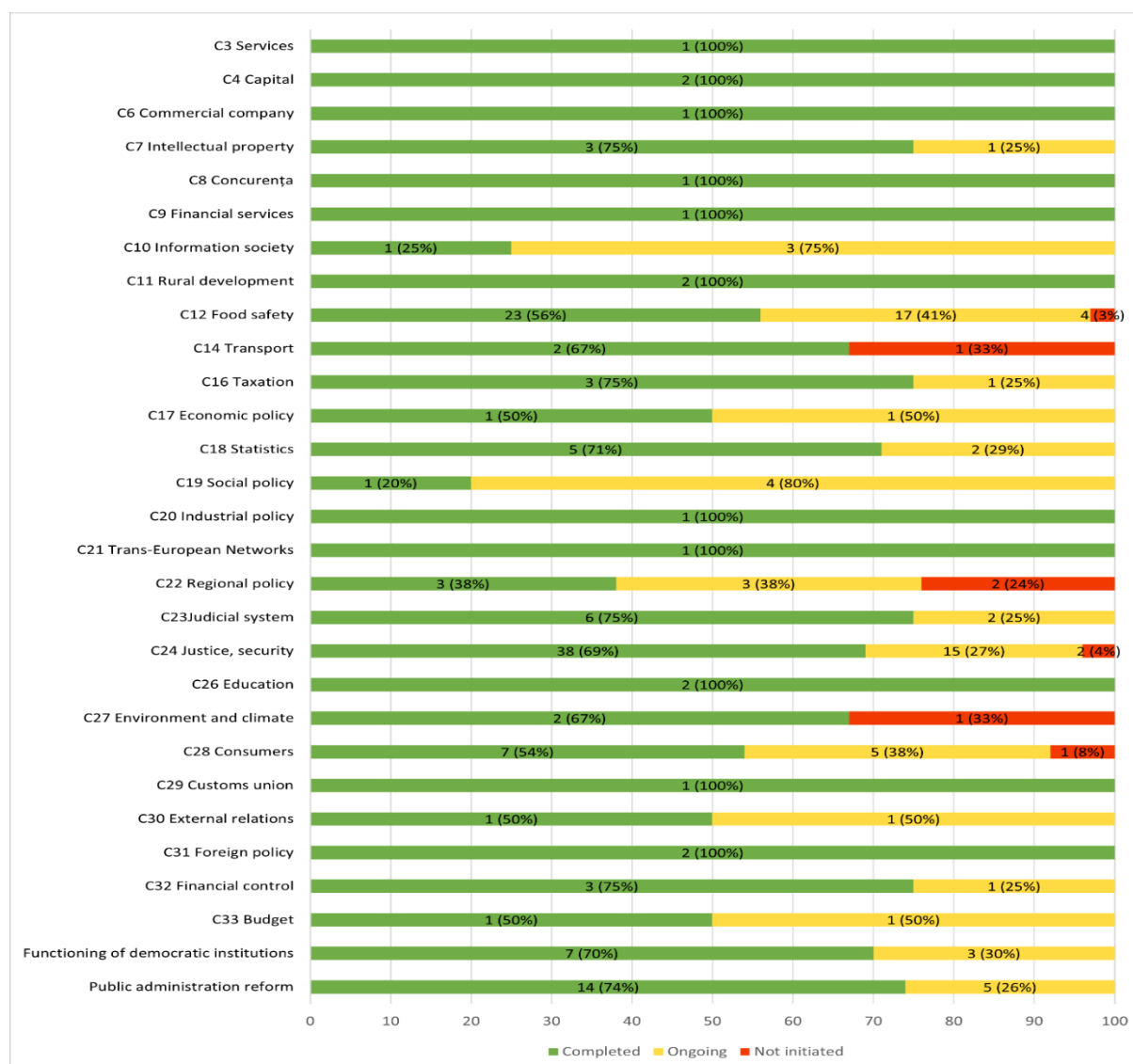
In the field of **external** relations, the authorities continued to improve the rules and operational arrangements of institutions responsible for international development cooperation and for the provision of humanitarian aid. At the same time, the rules governing the functioning of the Council responsible for promoting investment projects of national significance were updated with a view to ensuring faster and clearer decision-making and enabling more efficient implementation of strategic projects.

With regard to chapter on **foreign, security and defence policy** measures were taken to ensure the effective enforcement of the European Union's restrictive measures, thus contributing to the alignment of the Republic of Moldova to the EU Common Foreign and Security Policy (CFSP). The alignment rate increased significantly from 64% in 2022 to 92% in 2025, with the Republic of Moldova aligning with 38 out of 41 restrictive measures for which the EU issued alignment invitations. At the same time, an integrated inter-institutional mechanism of risk assessment was established, enabling period analysis of hybrid threats and providing a sound foundation for national plans and strategies in crisis management. These actions reflect coherent efforts of enhancing national security, align with international standards, and strengthen institutional capacities to provide prompt and effective response to complex security challenges.

II. LEVEL OF EXECUTION OF IMPLEMENTATION ACTIONS

In 2025, a total of 209 implementation actions were planned with fixed deadlines. Of these, 127 actions were completed, 74 actions (35%) are ongoing, while 8 actions (4%) have not yet been initiated. At the same time, 33 actions were completed ahead of schedule. The degree of execution of these actions per each chapter is represented in Image 9, with exception for six chapters for which no actions were planned during the reporting period.

Image 9. Progress recorded in the execution of implementation actions per chapter



CONCLUSIONS

- In 2025, the Republic of Moldova established, for the first time, a national strategic framework for the accession to the European Union – the National Programme for the Accession to the EU (NPA). The NPA represents a central document for planning and monitoring the commitments undertaken in the accession process, bringing together both actions related to the transposition of EU *acquis* into the national legislation and the measures necessary for its effective application. Through this instrument, the process of alignment with European standards becomes clearer, more structured and easier to monitor.
- The Republic of Moldova recorded significant progress in moving closer to EU standards. **The 2025 Enlargement Package of the European Commission** confirms

these developments, highlighting progress in **19 negotiation chapters (and two sub-chapters)** and the achievement of a **moderate to good level** in **12 chapters** - this is four times more than in 2023, the year when the Republic of Moldova was first included in the analysis of the Enlargement Package. These results were achieved in parallel with the active engagement of the institutions in the screening process, indicating sustained mobilisation and growing administrative capacity.

- The harmonisation of the national legislation with EU *acquis* advanced substantially through the transposition of **366 EU acts (134 in full and 232 in part)**, including acts that are essential for the accession negotiations and for the implementation of the European Commission's recommendations.
- Implementation actions were carried out at a sustained pace: **61%** were fully completed, **35%** are ongoing. In certain areas delays in the adoption of normative acts reflect the complexity of the reforms and the time required for the coordination, consultation and phased implementation.
- Under **Cluster 1 (Fundamental Values)** the implementation actions contributed to the strengthening the state's institutional framework, with a focus on transparency, legality and effective functioning of the public administration. Progress in the field of public procurement increased the predictability and control over the use of public funds, while measures aimed at the professionalisation and digitalisation reduced the risks of inefficient use of resources. Enhanced statistical capacities and the expanded reporting in line with EU standards built the foundation for evidence-based public policies. At the same time, the modernisation of the public order and security sector, and the integration into European cooperation networks enhanced the institutions' capacity to prevent and manage security risks.
- Under **Cluster 2 (Internal market)**, 2025 showed progress in bringing the economic and regulatory framework closer to the rules of the EU internal market. The adopted measures aimed to build a more predictable and transparent economic environment for economic operators. Overall, the achieved progress strengthened the institutional infrastructure necessary for the gradual integration into the EU internal market.
- Under **Cluster 3 (Competitiveness and Inclusive Growth)**, actions aimed to modernise the economy and enhance competitiveness, with an emphasis on digitalisation and support for the business environment. Measures in the digital domain contributed to a more accessible online space, aligned with European standards. In parallel, measures related to social policy, labour market, education, research and culture supported the development of human capital and the adjustment of skills to the requirement of the modern economy.
- Under **Cluster 4 (Green Agenda and Sustainable Connectivity)**, in 2025 significant progress was recorded in aligning with European policies in the field of transport, energy

and environment. Updated normative framework in transports contributed to increased safety and interoperability of the infrastructure. In the energy sector, the adopted measures focused on enhancing energy security, diversifying sources and stimulating investments in renewable energy. At the same time, environmental policies were reinforced through clearer rules on nature protection, waste management and the reduction of environmental impact on economic activities. These developments support the transition towards a sustainable development model.

- Under **Cluster 5 (Resources, Agriculture and Cohesion)**, the progress achieved focused on enhancing food safety and strengthened capacities for regional development. The digitalisation of selected agricultural processes and improvements in data collection supported the development of more effective policies. The harmonisation of veterinary and phytosanitary regulations and the modernisation of control mechanisms contributed to protecting public health and facilitating access for Moldovan products to external markets.
- Under **Cluster 6 (Foreign, Security and Defence Policy)**, in 2025 notable progress was achieved in alignment with the EU's Common Foreign and Security Policy (CFSP). The increased alignment rate with EU restrictive measures reflects the coherence and predictability of the country's external policy stance. Enhanced risk-assessment mechanisms and greater institutional capacities to respond to hybrid threats contributed to improved national security. At the same time, improvements in the framework for internal cooperation and for the promotion of strategic investments support Moldova's goals for economic development.
- Accession to the EU is a long-term process which requires sustained effort. Nevertheless, the progress achieved in 2025 confirms that the Republic of Moldova has entered a phase of concrete and consistent implementation of reforms, with the goal to become a modern, secure and prosperous European state.

PRIORITIES FOR 2026

1. Accelerating the transposition of EU *acquis*

2026 will be a pivotal year for the transposition of EU *acquis*, given the substantial number of European acts to be addressed – 1,280 EU acts planned and approximately 1,000 normative actions envisaged for transposition in support thereof. The priority will be to complete the transposition process that is presently under way, supported by clear prioritisation and predictable timetable for its promotion.

2. Prioritising key reforms within the accession negotiations

The prioritisation of actions will be aligned with the recommendations of the 2025 Enlargement Package, with a focus on delivering key reforms (interim benchmarks) and advancing towards the closing benchmarks for chapters opened at the technical level.