



GOVERNMENT OF THE REPUBLIC OF MOLDOVA

DEPUTY PRIME MINISTER FOR EUROPEAN INTEGRATION

No. 34-78-6264

Chişinău, 3 June 2026

Excellency,

On behalf of the Government of the Republic of Moldova, I have the honour to resubmit the Negotiating Position of the Republic of Moldova for Cluster I “Fundamentals”, adopted in May 2025.

The Negotiating Position has been prepared in a transparent and inclusive manner and addresses the findings and recommendations contained in the Screening Report, as well as the observations provided throughout our dialogue with the European Commission.

The Negotiating Position also reflects the extensive work undertaken by the Moldovan authorities in preparation for the opening of negotiations on Cluster I. Consistent with the approach of advancing reforms and alignment efforts ahead of formal negotiating milestones, Moldova has continued to make substantial progress in the areas covered by the Fundamentals Cluster.

We look forward to the Council's decision to convene the second meeting of the Accession Conference between the Republic of Moldova and the European Union, which will mark the formal opening of negotiations on Cluster I.

I would like to take this opportunity to express our sincere appreciation for the support and guidance provided by the Presidency throughout this process.

Please accept, Excellency, the assurances of my highest consideration.

Cristina GHERASIMOV

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NEGOTIATING POSITION OF THE REPUBLIC OF MOLDOVA
CLUSTER I: FUNDAMENTALS

Chişinău 2025

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INTRODUCTION

1. Republic of Moldova (hereinafter referred to as ‘Moldova’) reiterates its commitment to the strategic and political objective of becoming a member of the European Union, underscoring its resolve to harmonise its legal, economic, and institutional frameworks with EU standards to the benefit of its citizens. This harmonisation is crucial to Moldova’s ongoing democratisation, the strengthening of the rule of law, and the enhancement of the resilience and effectiveness of its institutions. Moldova views these comprehensive reforms, which promote economic prosperity and enhance security, as key milestones on its path toward successful integration into the European family.
2. Moldova remains committed to fulfilling all subsequent obligations as it has met all prerequisites to start EU accession negotiations. The country upholds steadfastly the principle of merit-based individual progress, which forms the basis of the EU accession process, ultimately striving for complete integration into the European family.
3. The decision of the European Council of December 2023 to open accession negotiations with Moldova and the convening of the first Intergovernmental Conference on opening accession talks are historic milestones in Moldova’s endeavour to become part of a community emblematic of democratic governance, peace and prosperity. These decisions mark the continuation of a long-standing mutual commitment to enhance the political and economic interdependence between Moldova and the European Union, following years of progressive steps toward EU accession.
4. Moldova pledges to implement the revised enlargement methodology, aimed at ensuring a more predictable, credible, and dynamic accession process. The country welcomes and embraces the focus on reforms in the fundamental areas of the accession process, committing to their diligent implementation.
5. Concurrently, it is crucial to maintain ongoing efforts to secure citizen support for the EU accession process by strategically communicating both the benefits and obligations associated with the accession to the Moldovan public.
6. Consistent with the EU Negotiating Framework for Moldova and Moldova’s General Position for initiating accession negotiations, Moldova reconfirms its commitment to fully respect EU’s values and accession criteria. The country is dedicated to demonstrating unwavering political commitment, ensuring incremental progress in aligning with EU legislation and fully implementing key reforms.
7. Understanding the pivotal role of underlying reforms throughout the accession process and recognising that progress within the Fundamentals Cluster will dictate the overall pace of negotiations, Moldova accepts the rights and obligations stemming from the *acquis* in Cluster I and commits to its implementation. Sustained progress in enhancing the

country's institutional and administrative capacity to effectively implement the *acquis* will remain central to these efforts.

8. The Government acknowledges that having a strong, professional and capable public administration is paramount for the effective implementation of reforms and alignment with the EU *acquis* and standards. While the Government is committed to gradually strengthening capacities across all areas, it has to take into account the constraints posed by the size of Moldova's public administration relative to its population and the commitment to prudent fiscal policy. Under the current budgetary framework, priority will be given to measures focused on enhancing efficiency, digitalisation, improving skills and streamlining processes.
9. With regard to the fact that Moldova has already made significant progress in its reform efforts, including due to the technical and financial assistance provided by the European Union, the Government underlines that it will continue to rely on EU support and expertise in the process of preparing its administration for EU accession.
10. Moldova is dedicated to aligning its legal framework with the EU legislation in Cluster I, which primarily focuses on key areas such as the rule of law, including judicial reforms and combating corruption and organised crime. Additionally, the country is committed to the protection of fundamental rights, strengthening democratic institutions, and reforming public administration, as well as meeting economic criteria. These efforts are essential also for driving robust economic growth and fostering social convergence in Moldova.
11. In alignment with these commitments, Moldova will allocate adequate efforts and resources to successfully and timely implement the **roadmaps** for the rule of law chapters and public administration reform. In line with the EU Negotiating Framework, Moldova has also prepared and adopted a roadmap for the effective functioning of democratic institutions. These roadmaps comprehensively address all relevant key reform priorities and articulate in a strategic and focused manner the essential actions and reforms in the respective areas, including clear timelines and sequences for the envisaged steps. Furthermore, the roadmaps are based on meaningful consultations with all relevant stakeholders, including civil society, and were formulated through a transparent process.
12. Ensuring the independence, integrity and accountability of the **justice system** remains a key priority for Moldova during its EU accession process. Important progress was undertaken in the framework of the comprehensive justice system reform, including the promotion of a new judicial and prosecutorial map and significant advancements in the vetting process were registered. Anti-corruption efforts are mainstreamed across all institutions, with a particular focus on tackling high-level corruption. Moldova is dedicated to increasing transparency, and promoting accountability, and to cultivating a

society characterised by pluralism, non-discrimination, solidarity and respect for human rights.

13. Moldova continues to prioritise the **strengthening of its democratic institutions**, affirming its commitment to a governance system where power is derived from the people through a representative framework. Central to this commitment are free and fair elections, which are foundational to fulfilling the Copenhagen criteria for EU membership. In alignment with this commitment, Moldova's European integration is anchored in the support of its citizens and is democratically enshrined in the national constitution as a strategic objective of the country. Moldova will continue to promote dialogue and actively engage its citizens in the democratic processes of the country, thereby enhancing the efficiency and effectiveness of its parliamentary processes.
14. Moldova is committed to aligning its **public administration** with EU standards and practices through extensive reform efforts, including public finance and human resources management. This commitment aims to ensure an efficient, professional, impartial, and accountable public administration system. The reform of Moldova's public administration is designed to serve the interests of both citizens and businesses, leading to a well-functioning system at national, regional, and local levels. Such a system will be capable of delivering high-quality services, implementing necessary reforms, and ultimately creating significant social value.
15. Looking ahead to the implementation of the expanding framework of common rules of the Union in the areas of **freedom, security, and justice**, Moldova is committed to progressively developing a robust and well-integrated capacity within its law enforcement agencies and other relevant bodies. This aims at efficiently addressing issues such as border control, visas, migration, asylum, police cooperation, and the fight against organised crime. These efforts are critical for safeguarding the freedom and liberty of both EU and Moldovan citizens.
16. The Government of the Republic of Moldova remains steadfast in its unwavering commitment to establishing a dynamic and resilient market economy that conforms to the stringent standards outlined in the Copenhagen Criteria. Our vision is grounded in the conviction that a **well-functioning market economy** – characterised by macroeconomic stability, transparent fiscal management, and competitive market dynamics – is indispensable not only for sustainable growth but also for the successful integration into the European Union. This unwavering commitment permeates every aspect of our reform agenda, encompassing the enhancement of regulatory frameworks and the modernisation of pivotal sectors of the economy, despite the significant economic challenges and the repercussions of Russia's war of aggression against Ukraine that we continue to face.

17. By expediting structural reforms and strategically investing in digital transformation, industrial modernisation, and infrastructure development, Moldova is positioned to fortify its economic foundations and itself against the challenges posed by global competitive pressures. This comprehensive strategy not only aligns our national policies with EU standards but also reaffirms our resolute determination to construct an economy that is inclusive, innovative, and resilient - an economy that delivers tangible benefits to all Moldovan citizens and paves the way for a prosperous future within the European framework.
18. In the field of **public procurement**, Moldova prioritises the streamlining and enhancing of transparency in procurement processes to align with EU standards and practices. This effort encompasses the entire procurement cycle within a fully functional electronic system. It is crucial for Moldova to continue strengthening institutional capacities and developing the necessary skills to implement the EU *acquis* effectively. This approach aims to ensure the efficient use of public funds, with a focus on performance, innovation, and the integration of social and environmental considerations. Further efforts will be dedicated to promoting **financial control** rules and improving managerial accountability.
19. Moldova recognises the crucial importance of a future member state's ability to produce high-quality **statistics**, which are essential for informed evidence-based decision-making. Harmonising statistical practices is key to adhering to the common principles of professional independence, impartiality, reliability, transparency, and confidentiality. This alignment is important for Moldova's integration into the European Union, ensuring that its statistical outputs meet EU standards and contribute effectively to both national and EU-wide policy development.

STATEMENT ON ACCEPTANCE OF THE EU ACQUIS

20. Moldova accepts the European Union *acquis* covered by Cluster I "Fundamentals" as it stands on the date of submitting the negotiating position and commits to implementing it by the date of EU accession. Moldova does not request any specific adaptations, transitional measures or periods for any of the Chapters and criteria under this Cluster.

ACCELERATED INTEGRATION

21. The Government of Republic of Moldova (hereinafter "Moldova") stands firm in fulfilling its commitments and acknowledges the importance of fostering deeper cooperation and advancing the process of integration with the European Union. Pursuant to the bilateral screening meetings, the Government requests consideration of the following modalities of accelerated integration under Cluster 1:

Public Administration Reform

22. Moldova expresses interest in obtaining observer status within the Group of Experts in Public Administration and Governance of the European Commission.
23. State Chancellery requested collaboration with SIGMA for implementation of Common Assessment Framework (CAF) for improving the performance and quality of public administration.

Chapter 23 – Judiciary and Fundamental Rights

24. Moldova expresses its interest in receiving observer status in the Agency for Fundamental Rights. Granting this status will contribute to a better understanding of the mechanisms for the promotion and protection of human rights at the level of the European Union.

Chapter 24 – Justice, Freedom, and Security

25. Under Chapter 24, Moldova is interested in:
 - Participation as observer in the European Union Agency for Asylum (EUAA).
 - Participation in the Pericles IV programme, to facilitate participation in training programs focused on the prevention and combating of euro counterfeiting.
 - Involvement as observer in the European Judicial Network in civil or commercial matters, in order to better understand the cooperation mechanism between the competent institutions of the Member States in the area of judicial cooperation, between the contact points of the Member States.
 - Participation as observer in the European Border and Coast Guard Agency (Frontex) management board.
 - Access to EU funding opportunities, in order to facilitate enhanced alignment with the EU *acquis* on asylum and migration policy, namely to the Asylum, Migration and Integration Fund (AMIF), Integrated Border Management Fund (IBMF) and Internal Security Fund (ISF).
26. Participation as observer in the following networks:
 - ATLAS - Network of Special Intervention Units from EU Member States and associated countries.
 - ESG - European Surveillance Group.
 - ENPPF - European Network for the Protection of Public Figures.
 - KYNOPOL - Network of European Police Dog Professionals.
 - RCEG - Radio Communication Experts.
 - ROADPOL- European Traffic Police Network.

Chapter 18 – Statistics

27. Moldova seeks to participate more actively in the meetings of EU expert groups and to broaden its involvement as an observer, including the Working Group on Articles 64 and 65 of the Staff Regulations and the Working Group on Article 83 of the same Regulations

concerning the remuneration and pension of European Union civil servants. A more detailed list of EU working groups was presented during the bilateral screening meeting for this Chapter.

Chapter 5 – Public Procurement

28. Moldova expresses its interest in engaging as an observer in EU-level public procurement discussions and decision-making processes. This will help authorities engage in discussions on amending or developing new EU acts and policies, and exchange European best practices in this field. Moldova kindly requests for observer status to be considered for the following working groups:

- Network of first instance review bodies on public procurement.
- Commission government experts group on public procurement.
- Commission stakeholder expert group on public procurement.
- Multi-Stakeholder Expert Group on eProcurement (EXEP).
- Green Public Procurement Advisory Group.

Chapter 32 – Financial control

29. Moldova is interested in enhancing cooperation with the European Central Bank and the Commission on the protection of euro banknotes/coins against counterfeiting and access to exchange, assistance, and training opportunities, as follows:

- With the Counterfeit Analysis Centre of the European Central Bank - on the protection of euro banknotes against counterfeiting.
- With DG ECFIN/ETSC on the protection of euro coins against counterfeiting.

30. Moldova requests accelerated integration in the Pericles IV Programme 2021-2027 to facilitate participation in training programmes focused on the prevention and combating of euro counterfeiting.

31. Moldova is interested in receiving rights of view access to the European Counterfeit Monitoring System. Such access is anticipated to enhance Moldova's capacity to align with EU standards on anti-counterfeiting and effectively implement necessary reforms.

FUNCTIONING OF DEMOCRATIC INSTITUTIONS

32. The Republic of Moldova is firmly committed to the effective functioning of democratic institutions, aligned to the principles and norms of the European Union. Fundamental democratic principles and values are enshrined in the Constitution of the Republic of Moldova, such as rule of law, the respect and protection of fundamental rights and freedoms, human dignity, political pluralism and the separation of powers, and are central to all reforms being currently pursued. Additionally, Moldova is party to key international conventions and treaties on human rights and freedoms, underlining its commitment to fundamental democratic principles.
33. Priority reforms aiming to consolidate democratic institutions will target improving the electoral process through measures that strengthen the functional capacities of the electoral administration, combat corruption and illegal financing in election campaigns, and counter disinformation and foreign interference in elections. Additionally, reforms will seek to enhance the effectiveness, transparency and integrity of parliamentary activity by improving procedures and institutional capacities. Support for the civil society will also be a key focus with measures to strengthen its financial sustainability and facilitate its involvement in decision making processes. These reforms are outlined in the Roadmap on the Functioning of Democratic Institutions of Moldova.
34. Moldova accepts the EU *acquis* on the Functioning of Democratic Institutions in effect as of the date of the submission of the negotiating position and commits to implementing it by the date of EU accession. Moldova does not request any specific adaptations, transitional measures or periods for this component.

I. THE ELECTORAL PROCESS

Free and fair elections

35. The electoral right is a fundamental right guaranteed by the Constitution of the Republic of Moldova, which allows citizens to participate actively in the political life of the country.
36. Moldova is committed to ensure a free and democratic electoral process. The normative and institutional electoral framework was strengthened through the adoption of the new Electoral Code, which came into force in January 2023. The Code, developed with the support of OSCE/ODIHR and the Venice Commission, strengthens electoral authority's capacity, political finance regulations, control and oversight mechanisms of political finance. Moldova has also ratified key international conventions, including the European Convention on Human Rights.
37. Moldova is committed to continue improving the electoral regulatory framework by implementing the recommendations of election observation missions, opinions of the Venice Commission, and the Constitutional Court's addresses following the 2024 and previous electoral exercises, by amending the Electoral Code and connected legislation by

December 2027. These amendments aim to improve the transparency of political advertising in line with Regulation (EU) 2024/900, regulate the involvement of third parties in election campaigns, and ensure better cooperation between electoral and law enforcement bodies.

38. Moldova commits to regulate the involvement of the Commission for Exceptional Situations in the electoral process, including by ensuring an effective parliamentary control over the Commission's decisions by December 2027.
39. Electoral legislation will continue to be improved to align with standards that guarantee an inclusive and resilient electoral process, including the *European Commission Recommendation 2023/2829* and the *European Commission's Guide of good electoral practices in Member States addressing the participation of citizens with disabilities in the electoral process* by December 2027.
40. To promote gender equality and ensure balanced political representation of men and women, a double quota system for women's political representation has been introduced in Moldova. As a result, each political party is required to include at least 40 percent women among the top 10 candidates on their lists for local and parliamentary elections. This measure had a positive impact, leading to a record number of women elected to Parliament (41 out of 101 Members of Parliament (MPs)) and being considered as a good practice at the regional level. Moldova remains committed to ensuring a balanced representation of women and men in elected positions.
41. Moldova will further improve the accessibility of elections for voters abroad by expanding access to alternative voting methods such as large-scale postal voting (based on experiences gained by the partial implementation of the postal voting). It will also improve the accessibility of polling stations for people with disabilities.
42. Through the electoral reform of 2022, the permanent functioning of the second-level District Electoral Councils was ensured, through the chairpersons of these bodies that operate on a permanent basis and are part of the Central Election Commission (CEC). Accordingly, efforts will continue to be made to strengthen administrative capacities and enhance transparency in the electoral administration of these permanent electoral bodies, particularly by reinforcing human capacities and adopting new information technologies.
43. The electoral process, or integral parts of it, will be gradually digitalised according to European standards and European Commission's recommendations. Initially, the process of registration and record-keeping of voters will be improved, by ameliorating the quality of electoral lists and optimising the functionalities of the State Register of Voters by December 2027. The re-configuration of this Register will also allow the automatic exchange of personal data or interoperability with personal data held by other national or, where appropriate, foreign authorities, responsible for processing personal data about voters relevant in the national electoral context. These measures also aim to improve transparency of the lower-level election administration.

Media in election campaigns

44. Media conduct during elections is governed by the Constitution, Electoral Code, Audiovisual Media Services Code (AVMSC), and the Law on Advertising. In 2023, the AVMSC was revised in line with the Council of Europe guidance to address disinformation during elections.
45. The Audiovisual Council oversees compliance with audiovisual legislation and has the competence to issue fines, suspend, and ultimately withdraw broadcasting licenses for violations. The Council has also adopted a methodology for detecting and assessing disinformation in audiovisual content, aiming to align with relevant EU legislation, including Directive 2010/13/EU (*Audiovisual Media Services Directive - AMSD*) and Regulation (EU) 2024/1083 (*European Media Freedom Act*).
46. Moldova is committed to ensuring the safety of journalists by fully aligning its legislation with Commission Recommendation 2021/1534 by 2027.
47. The Centre for Strategic Communication and Countering Disinformation is an autonomous administrative authority tasked with enhancing interinstitutional coordination in the fight against disinformation. A key aspect of the Centre's work is promoting integrated strategic communication at the level of the entire society, involving state institutions, civil society, media, academia, and citizens.
48. By December 2025, Moldova will enhance its capabilities to counter disinformation, information manipulation and foreign interference by developing a new methodology for identifying and assessing information threats, strengthening partnerships with non-state actors to encourage critical thinking, and implementing capacity-building programmes for public officials, communication experts and specialists to increase their resilience to disinformation.

Financing of political parties and election campaigns

49. Moldova has a robust legislative framework for campaign financing, which includes the Electoral Code, the Law on political parties and other relevant laws. The new Electoral Code provides for increased transparency in political parties finances, prevention of misuse of administrative resources, and sets limits for donations and expenditure for election campaigns. Oversight is conducted by the CEC, through its Department on oversight and control of the financing of political parties and election campaigns and the District Electoral Councils, supported by other state agencies.
50. Moldova will address outstanding recommendations of GRECO, OSCE/ODIHR, the Venice Commission, and the addresses of the Constitutional Court on political parties and election campaigns financing.
51. Moldova will adopt enhanced measures to prevent and combat cases of illegal political financing or electoral corruption, which will be stepped up to guarantee the security and safety of the parliamentary elections in 2025 and beyond.

52. To improve capacities to prevent improper political funding, monitor and conduct external non-governmental audit of political parties and election campaigns financing, the following actions will be undertaken:

- Develop an electronic platform for the collection, storage and archiving of public information on political activities observed or reported by electoral officials or observers in line with data protection requirements, to ensure more effective procedures for monitoring and controlling political funding and to verify the veracity of expenditure reported by electoral competitors, political parties and third parties on their behalf by December 2026;
- Reconfigure the electronic financial reporting module of political parties and electoral competitors (information sub-system „Financial control”) to ensure transparent and accessible reporting by December 2026;
- Strengthen the administrative and human capacities of electoral, law enforcement and judicial bodies to enhance the implementation of new amendments to the electoral, contravention and criminal legislation, ensuring the efficiency of the examination of illegal activities, including through: establishing interdepartmental working groups; increasing the level of interaction and interoperability between public authorities and entities involved in documenting, investigating and prosecuting cases of illegal political financing, and political and electoral corruption; developing methodological materials aligned with international and EU standards (all by December 2026); develop and deliver a specific training course for judges, prosecutors and criminal investigation officers on the peculiarities of examining cases related to illegal political financing and political corruption by December 2027;
- Strengthen cooperation with the law enforcement agencies to ensure effective implementation of newly introduced provisions of the Criminal Code that address electoral corruption and vote-buying;
- Cultivate a robust and effective system to prevent cases of improper political funding, through continuous professional training of treasurers, censors and leaders of political parties and electoral competitors, and elaboration of a methodological guide regarding the external non-governmental audit of political parties by December 2026;
- Conduct information campaigns for voters aimed at preventing cases of electoral corruption in future electoral years (2025, 2027).

53. Until December 2026, Moldova also plans to strengthen the administrative capacities of state authorities to ensure greater transparency of political advertising and of entities that have incurred expenditure for its financing, as well as to prevent disinformation campaigns, defamation and incitement to hatred.

II. PARLIAMENT IN A DEMOCRATIC SYSTEM

Transparency and accountability

54. The Parliament of the Republic of Moldova has assumed the principles of transparency and accountability as a fundamental pillar of democratic and effective governance. These principles are designed to ensure that legislative activities are open and accessible to citizens and that parliamentarians exercise their functions in the public interest.
55. The Parliament's activities are governed by the Rules of procedure, the Law on transparency in decision-making, the Law on normative acts, and other relevant documents. Ensuring their transparency is a priority for the activity of the Secretariat of the Parliament.
56. Mechanisms like the e-petition system, live broadcasts of plenary sessions and Standing Committees meetings, an annual conference with civil society organisations (CSOs), and memoranda of cooperation with civil society actors foster public engagement. In December 2024, the Parliament launched a new website to improve access to information and further enhance transparency. Consultations with civil society are institutionalized through working groups, expert councils, public hearings, and other mechanisms provided in the Platform for dialogue and civic participation in the decision-making process of the Parliament.
57. Regarding Parliament's accountability, its Rules of procedure establish some safeguards against abuse of emergency procedure. Oversight mechanisms such as monitoring the implementation of legislation, submitting simple motions, parliamentary inquiries, government hearings, and impeachment motions allow the Parliament to monitor the Government's actions effectively. The Parliament also carries out an ex-post evaluation of the normative acts, based on an Annual Plan, with evaluation reports published on its website.
58. In 2025, the Parliament will adopt a new Code on its organisation and functioning, which will ensure a broader civil society involvement in legislative processes and will regulate, *inter alia*, guarantees against the misuse of emergency procedures, and the working methods of parliamentary inquiry committees.
59. Parliament transparency and accountability will be further enhanced through:
 - Establishment of functional expert councils to standing parliamentary committees by December 2025;
 - Introduction of live broadcasts for all parliamentary meetings by July 2026;
 - Ensuring public availability of official parliamentary documentation, including the parliamentary agenda and all draft legislation with accompanying documents, on the new Parliament website;
 - Ensuring real-time information of stakeholders, both at central and local level, about draft normative acts, public consultations and other information of public interest, and their involvement in the legislative process, including through social platforms, by June 2026;

- Continuous training for staff of the Parliament Secretariat on ensuring transparency, communication and cooperation with civil society, and on the functioning of parliamentary control.

Integrity

60. Integrity in parliamentary functions is upheld through constitutional provisions, Parliament's Rules of procedure, and laws such as the Law on integrity and the Regulation on the Legal Regime of Gifts. Moldovan legislation is in line with international standards on integrity.
61. The National Anticorruption Centre, the National Integrity Authority, and the Security and Integrity Service of the Parliament Secretariat oversee adherence to ethical standards. Tools, such as the Registry of admissible gifts, are in place. Violations of integrity rules are met with sanctions to ensure accountability.
62. Future actions include the adoption of a regulation on ethics, and conduct of the MPs by the end of 2025, and in line with GRECO recommendations. This new normative act will develop regulations concerning incompatibilities, restrictions, and post-employment limitations included in the Law on the declaration of assets and personal interests. It will also include the adoption of a Register of interests, which will be filled-in by MPs and will be published on the Parliament official webpage. Therefore, a specific mechanism for reporting and assessing compliance with standards of ethics and conduct will be approved.
63. At the same time, to increase institutional capacities and the accountability of MPs on topics related to ethical standards, conduct, anti-corruption measures and their legal obligations, the development of capacities of MPs and parliamentary staff will continue, supported by practical mechanisms such as training and digital (e-governance) measures.

Please see Moldova's commitments on fighting corruption in the Functioning of Democratic Institutions under Chapter 23.

Effectiveness

64. The legislation on Parliament's functioning and effectiveness reflects relevant EU and international standards, such as the Parliament's Rules of procedure which incorporate the Venice Commission's Parameters on the Relationship between the Parliamentary Majority and the Opposition in a Democracy.
65. Measures to improve parliamentary effectiveness will be included in the new Code on the organisation and functioning of the Parliament, planned to be adopted in 2025, such as a "waiting list" on registering legislative initiatives in the agenda of plenary session and the adoption of annual legislative programmes, which will facilitate the predictability and transparency of the legislative process and parliamentary control. To establish, clarify, and develop the relations between Parliament and other authorities, the draft Code also includes a series of parliamentary procedures regarding the obligation of public authorities to submit annual activity reports to Parliament. Another measure is the organisation of an "opposition

day” twice per parliamentary session, during which the agenda of the plenary meeting will be proposed by the parliamentary opposition.

66. The new Code will also regulate the relations between the Parliament and the Government in the process of European integration and the responsibilities of the Parliament in the process of European integration. According to the draft Code, the Government will inform the permanent committee in the field of European integration and/or the Parliament on the essential issues on the European agenda, by presenting reports twice per year on the fulfilment of the commitments to transpose EU legislation into national law. In the annual report of the Government, a distinct chapter will be reserved for the European integration process of Moldova.
67. Other planned actions include establishing a Standing Committee on European Integration by December 2025 to ensure effective coordination and streamline decision-making processes on European integration policies.
68. Continuous training for MPs and civil servants of the Parliament Secretariat on the EU accession process will be a priority and will be ensured between 2025-2027.

III. THE ROLE OF CIVIL SOCIETY

A general framework on civil society

69. Civil society in Moldova benefits from a favourable legal and institutional framework. Constitutional guarantees for freedom of association, expression, transparency, access to information and the right to participate in public administration, are complemented by laws such as the Law on Non-Commercial Organisations and the Law on Access to Public Information.
70. The institutional framework is structured across various levels of governance, with the legislative, judiciary and executive branches being involved in regulating, enforcing, and coordinating the implementation of frameworks for civil society engagement in an efficient way.
71. To help safeguard the rights of activists and CSOs in the country, national legislation will be aligned with Directive (EU) 2024/1069 by December 2026 and with the European Commission Recommendation 2022/758. Moldova has requested assistance from the European Commission for transposing the respective Directive. In line with the Recommendation, Moldova will appoint an anti-SLAPP focal point by December 2027.

National legal, regulatory and policy frameworks for civil society organisations (CSOs)

72. The national legal, regulatory, and policy frameworks for CSOs are being strengthened through a series of strategic initiatives aimed at fostering transparency, increasing access to resources, and facilitating greater public participation. Financial incentives, such as tax exemptions and the percentage designation mechanism, support the financial sustainability of CSOs. Platforms like *particip.gov.md* enable online public consultation. In 2024, 94% of draft laws initiated in the reference year and 96% of draft Government Decisions were

consulted with civil society through different forms of public consultations, such as public debates, ad-hoc working groups, surveys.

73. The Civil Society Development Programme (2024–2027), which ensures the national strategic framework for civil society, will increase sustainable funding for CSOs from public as well as alternative sources through training and methodological guides on the application of the non-commercial organisations to: non-reimbursable financing; percentage designation; public procurement; social entrepreneurship. Between 2025 and 2027, the Government will also conduct annual information campaigns, in collaboration with CSOs, to promote the percentage designation mechanism. These campaigns will target regional and local levels to increase public participation and engagement in supporting non-commercial organisations.
74. Digital transformation will also strengthen the mentioned frameworks. The development and implementation of the new “State Register of Legal Entities,” which will include a module for non-commercial organisations, will be finalised by December 2026. This system will automate and simplify the registration and dissolution processes for CSOs, encouraging the establishment of new organisations, facilitating the work of existing ones by simplifying procedures, increasing efficiency, reducing costs and improving transparency.

The wider context for an enabling environment

75. Moldova has progressed in enhancing transparency and citizen engagement through the adoption of the Law on Access to Information of Public Interest, which came into force in January 2024 and is being implemented.
76. At the same time, Moldova intends to amend Law No. 239/2008 on Transparency in Decision-making by December 2026, ensuring the alignment with the EU Recommendation 2023/2836 and *Council of Europe Guidelines on civil participation in political decision-making (CM/2017/83)*.
77. An *E-Democracy* platform will be operational by December 2027 for both central and local public authorities, to support the active involvement of citizens and CSOs in decision-making processes. The digital tools *e-Feedback* and *e-Survey* will be developed by October 2025. Moreover, through an *e-Petitions* module, the platform will ensure the registration and record of requests for access to information of public interest and will allow the generation of both aggregated and disaggregated statistical data on the resolution of such requests by the authorities and public institutions subject to the Law on Access to Information of Public Interest. The E-democracy platform will be integrated with the Government’s EVO e-services app, the single point of digital interaction between the public sector and individuals and businesses.
78. In addition, Moldova is committed to strengthening public consultation processes across its central public authorities. By December 2025, the Government will ensure the effective organisation of permanent consultative platforms within all central public authorities,

focusing on institutionalization, training, and guidance. These platforms will be further operationalized and aligned with international standards in terms of membership, meeting frequency, the ability of CSOs to set the agenda, and follow-up on recommendations.

79. The functionality of the *particip.gov.md* portal will also be enhanced by December 2026, focusing on improving the quality and transparency of public consultations. The allocation of sufficient time for public consultations will be encouraged. The platform will facilitate that citizens' voices are heard and considered in policy-making at both the parliamentary and local levels, and will digitalise the collection of data on transparency in the decision-making process. It will also feature systematised summaries of proposals and recommendations received during the consultations and feedback mechanisms, to ensure that the public is informed about the results of consultations and the subsequent actions taken by authorities.
80. In 2024, the State Chancellery of Moldova, with the support of a team of experts contracted by the Council of Europe, carried out a comprehensive analysis of the application of the national normative framework on transparency in decision-making and public consultations. The findings of the evaluation will contribute to the review of the regulatory framework by the end of 2025 with the main purpose of increasing public participation in the decision-making process.
81. Civil society actors will also continue to be engaged in the EU accession process through their participation in the National Commission for European Integration and in related Working Groups.
82. At the same time, public officials will be trained to effectively implement transparency standards regarding public consultations, including at local level during 2025-2027.

PUBLIC ADMINISTRATION REFORM

83. The public administration reform (PAR) is a strategic objective for the Republic of Moldova, which aims to modernise, streamline, and increase the transparency of the activities of public authorities, both at central and local levels. The main goal of the reform is to create a citizen-oriented public administration, capable of meeting the requirements of the European integration process and respecting the principles of good governance promoted by the EU.
84. The country is committed to further improving the stability, quality, and capacity of public administration and public finance management – objectives that underpin the Roadmap for PAR adopted on 14 May 2025 by Moldova, which is an integral part of this negotiating position.
85. Moldova accepts the European Union *acquis* regarding public administration reform and public finance management in effect as of the date of the submission of the negotiating position and commits to implementing it by the date of EU accession. Moldova does not request any specific adaptations, transitional measures or periods for this component.

I. STRATEGIC FRAMEWORK OF PUBLIC ADMINISTRATION REFORM

General overview of the current legislative and institutional framework

86. The National Development Strategy „European Moldova 2030” is the strategic document that establishes good governance and public administration reform as essential priorities, in accordance with the commitments undertaken through the Association Agreement between the EU and Moldova.
87. Public administration reform is guided and supported by key strategic documents, such as: Public Administration Reform Strategy of Moldova for 2023-2030 (PARS); the Implementation Programme for the PARS for 2023-2026; and the Action Plan for the implementation of recommendations from the SIGMA Monitoring Report of Moldova’s performance in public administration in relation to the principles of public administration, where the necessary measures to modernise public administration, increase transparency, and improve public services are outlined, orienting the administration towards the needs of citizens and the requirements of the EU.
88. The State Chancellery monitors the progress of public administration reform. For the implementation and monitoring of the PARS, robust management and coordination mechanisms have been established at both the political and administrative levels.
89. A monitoring framework has been set up, consisting of three levels of coordination of the process of implementation and monitoring of measures and activities. The first two levels (political and professional) ensure vertical coordination, while the third level (operational) ensures horizontal coordination. The Secretariat Platform for the PAR implementation facilitates communication and progress monitoring, ensuring that each measure is

implemented according to the established deadlines and objectives. By the Prime Minister's Decision No. 243 of 25 November 2024 the composition of the Secretariat was updated and representatives of the Parliamentary Committee on public administration and regional development, of the Congress of Local Authorities from Moldova, as well as of civil society were designated as new members.

90. Nevertheless, challenges remain regarding the effective integration of the reform at the local level, where resources and administrative capacities may be insufficient to implement the reforms to a desired level of quality. Furthermore, it is essential that the institutions involved in the implementation process are supported through continuous training and adequate resources to meet the requirements of the European integration process.

Plans for aligning the legal and institutional framework with the EU *acquis*

91. Moldova commits to draft the Interim Report assessing the efficiency of PARS implementation for the period 2023-2026, by the end of 2026. Based on this report, Moldova will develop a new Implementation Programme for the period 2027-2030, by May 2027. This Implementation Programme will include all target and baseline indicators/values up to 2030, which will take into consideration both the recommendations from the SIGMA Report, offering a detailed evaluation of public administration performance in relation to the principles of good governance and administrative efficiency, as well as the reform commitments included in the Growth Plan for Moldova. Furthermore, financial sustainability will be ensured for the new Implementation Programme, and all costs will be included in the Medium-Term Budget Framework.

II. POLICY DEVELOPMENT AND COORDINATION

General overview of the current legislative and institutional framework

92. Development and coordination of public policies in Moldova represent an essential process for aligning with the European standards and ensuring efficient, transparent and responsible governance. The legislative and institutional frameworks which regulate this process have improved constantly in the last years with the purpose of ensuring a better functioning of public administration and facilitating Moldova's European integration process.
93. Moldova has adopted a legislative framework that reflects good European practices regarding procedures for developing and coordinating public policies and normative acts.
94. The vision, priorities, and objectives for the long-term development of Moldova are articulated by the National Development Strategy „European Moldova 2030” and sectorial strategies. The National Action Plan for Accession to the EU 2024-2027 reflects and details policies related to the EU accession process. As instruments for operationalising and monitoring national and international commitments, the National Regulatory Plan for 2025 (the Government's annual action plan) integrates regulatory priorities, and the National Development Plan for 2025-2027 (updated annually) integrates reform actions and development projects. Both instruments will contribute to achieving objectives with an impact on all areas of activity of the Government in the context of implementing the criteria

for EU accession. Medium-term policy planning is based on a substantial cost analysis and is in line with the Medium-Term Budgetary Framework (MTBF).

95. Amendments made in 2024 to the normative framework have defined the National Programme for EU Accession for 2025-2029 which will be adopted as the main programming document at the government level and integrated it into the national strategic planning framework, ensuring synergy between the country's political priorities and the requirements arising from the EU *acquis*.
96. The normative framework, amended and consolidated in 2024, has aimed at improving the quality of the formulation and substantiation of the normative acts and the decision-making process, adjusting government procedures, and the procedures for drafting and promoting acts of European interest. Also, measures that aim at improving the quality of public consultation were implemented, facilitating the access of citizens to the decision-making process through dedicated online platforms such as *particip.gov.md*. In this way, special attention was given to the transparency and the active participation of civil society in the formulation and evaluation of public policies.
97. Another significant step was the improvement of the inter-ministerial coordination system and the decision-making process at the government level. All legislative initiatives of the Government are subject to inter-institutional coordination, legal expertise, anti-corruption and compliance with EU legislation, as well as public consultation, available through dedicated online platforms, in particular *particip.gov.md*.
98. The normative and methodological framework for assessing regulatory impact is aligned with the best practices suggested by the OECD indicators regarding regulatory policy and governance, and is mandatory for all primary and secondary normative acts.
99. The key functions of the Center of Government are exercised by the State Chancellery, both for the development of general policies and strategic planning, and for the horizontal coordination of the European integration process, the coordination of external assistance and European funds, as well as ensuring the compliance of national legislation with EU legislation. In carrying out these functions, the State Chancellery is supported by the Ministry of Finance, responsible for providing guidance on state policy and public finance management, and by the Ministry of Justice, responsible for the legal conformity of normative acts. The Center of Government addresses cross-cutting reforms and ensures coordination between the key institutions of the Center of Government.
100. During 2024, the procedures and operational practices of the inter-institutional governmental platforms for policy coordination were improved: the Inter-ministerial Committee for strategic planning and the Council for the coordination of sustainable development.
101. The coordination and management mechanism of external assistance has been strengthened by improving the efficiency of the planning, implementation, and monitoring processes of external assistance projects.

102. A centralised oversight mechanism for the implementation of development projects planned in the National Development Plan has been developed, including through a dedicated information system (www.project.gov.md), which allows real-time monitoring of projects progress, according to established indicators. Furthermore, a special procedure has been established for concluding state contracts, aimed at detaching agreements/understandings that are not governed by the norms of public international law and do not constitute treaties, including to establish rapid, efficient procedures that will allow access to non-reimbursable external assistance in the near term.
103. Furthermore, the Government has adopted several measures to enhance institutional capacities for implementing reforms and improving the efficiency of the EU accession coordination process. In this regard, the subdivisions for policy coordination and European integration at the level of ministries and other central authorities have been strengthened, the staff of ministries increasing by approximately 20 percent.

Plans for aligning the legal and institutional framework with the EU *acquis*

104. Moldova will continue to develop public policies according to European standards and SIGMA principles of good governance, through an open process based on evidence and good analyses, coherent and well-coordinated at the level of the entire Government.
105. By December 2026, all public authorities will implement the new amendments to the Regulation on the Government's activity and the legislative approximation mechanism (which have operationalised the functions of the Center of Government and have streamlined the normative procedure and the instruments for transposing the EU *acquis*).
106. By June 2026, all public authorities will implement guidelines and methodologies on strategic planning and drafting legal acts, which will be improved in line with SIGMA principles. The traceability, predictability, and transparency of the implementation of revised guidelines and methodologies will be ensured by new information systems for normative processes and public policy planning (*e-Legislație* and *e-Monitorizare*).
107. Moldova's accession process to the EU will be carried out under the new National Programme for EU Accession 2025-2029, which is planned to be adopted in May 2025. This Programme will cover the entire EU *acquis*, ensuring that all normative acts and institutions involved in the accession process are aligned with EU requirements.
108. Moldova remains firmly committed to undertaking the necessary measures to ensure active participation and effective dialogue with civil society at all stages of the decision-making process. In this regard, the Government will amend, by the end of 2026, the legal framework related to the public consultation process and will improve the online platform particip.gov.md, including by enhancing the mandatory fixed deadlines and the feedback mechanism, the accessibility features of the portal, the monitoring of the decision-making transparency of public authorities through the digitalisation of the data collection process, and introducing systematised summaries of consultations on the platform.
109. In 2025, the Parliament intends to adopt a new Code regarding its organisation and functioning, which will formalise the involvement of civil society in legislative processes

and will regulate, among other things, procedures regarding the priority examination of draft laws, both in emergency and simplified procedures.

110. The Law on transparency in the decision-making process and other related normative acts will be aligned with Commission Recommendation C (2023) 2836.
111. Another important step will be strengthening the institutional capacities to manage and implement the reforms necessary for EU alignment. Moldova will increase the quality and number of training for civil servants. Starting from 2025, through an enhanced collaboration with development partners, emphasis will be placed on training civil servants in the following areas: policy coordination, evidence-based policy development and monitoring, cost estimation of public policies, drafting normative acts to ensure the correct transposition of the EU *acquis*, results-based reporting, regulatory impact assessment, and synchronisation of strategic and budgetary planning.
112. Furthermore, the system for coordination and strategic planning of public policies will be integrated with the medium-term budget programming system, ensuring financial sustainability and the integration of all financial resources (domestic and external) under the same umbrella of public policies, in accordance with European standards, by December 2027.
113. Considering the necessity of preparing the national system for the management and control of EU funds, once the country becomes eligible for various EU funding instruments (pre-accession/structural), appropriate measures will have to be implemented to ensure the efficiency and transparency of this process. In this regard, during 2025, a gap analysis is planned to be carried out, and scenario-based recommendations regarding the institutional system involved in the efficient management of EU funds will be developed. By June 2026, the normative framework will be adjusted to allow for the management of EU funds, including the introduction of co-financing instruments/levers at the national level for projects from EU funds.
114. By December 2027, the capacities of civil servants regarding project management will also be strengthened, to ensure efficient and responsible administration of the available financial resources.
115. By the end of 2025, the administration of Moldova will use integrated IT systems for policy-making (e-Legiferare) and for planning, monitoring and reporting (e-Monitorizare), which will ensure the quality, traceability, and transparency of the normative processes, as well as the interconnection, coherence, monitoring, and budgetary alignment of strategic and operational planning documents, including those related to Moldova's EU accession process.
116. Also, by the end of 2026 the performance of all central public authorities will be monitored based on institutional performance indicators. Special attention will be given to improving the quality of monitoring reports on policy implementation, including strengthening the capacity of civil servants to develop high-quality, evidence-based reports.

III. PUBLIC SERVICE AND HUMAN RESOURCES MANAGEMENT

General overview of the current legislative and institutional framework

117. Moldova has made progress in aligning its primary and secondary regulatory framework related to the management of the public function with the SIGMA/OECD Public Administration Principles, according to the recommendations outlined in the SIGMA Report. This progress is reflected in important changes and improvements to legislation and administrative processes, with the aim of improving public governance, transparency and efficiency of public services.
118. The regulatory framework for the public function management was amended and strengthened in 2024 to improve the staff planning and recruitment process, to increase the access to public functions of young specialists and persons outside the country, to clarify and separate the roles and responsibilities related to human resources management of the different actors/factors involved in human resources management, to reduce possible political influences in the process of occupying public functions. The amendments to the primary regulatory framework also highlighted the strategic role of the new Public Institution “National Institute of Administration and Public Management”.
119. The regulatory framework related to staff remuneration was amended in 2023 to increase the attractiveness of the public function by increasing the salaries of staff from the ministries and the State Chancellery responsible for the development and/or coordination of policy making by 57 percent. In the period 2024-2025, salaries were increased by an average of 25 percent, for the staff of the administrative authorities subordinated to the Government and ministries, responsible for policy implementation. These measures were designed to stimulate staff retention in public positions and to combat their migration to more financially attractive sectors. For the staff from the local public administration authorities of first level, several financial incentive instruments have been introduced.
120. The administrative capacity of the State Chancellery, as the national coordinator of the public function management system and of civil servants, was gradually improved by establishing an autonomous subdivision and increasing its staffing from 4 to 14 positions currently. The subdivisions of human resources of public authorities have been resized, taking into account the staffing limits of the public authority, strategic directions for human resources development, the volume and complexity of functions, as well as the level of involvement in the direct management of human resources for staff units within the organisational structures under the public authority’s competence.
121. In 2024, the professional capacities of human resources managers in ministries, central and local administrative authorities were strengthened by organising and conducting professional development workshops according to new curricula, aligned with the training needs of this professional group.

Plans for aligning the legal and institutional framework with the EU *acquis*

122. To support the continuation of reforms and alignment with European standards, Moldova has set a series of measures and objectives. By the end of 2026, the regulatory framework

for the management of the public function will be amended in accordance with SIGMA recommendations to improve the meritocracy, transparency and equal opportunities in the implementation of personnel procedures related to recruitment, retention, and development of personnel in the public service. Emphasis will be placed on ensuring a fair and performance-based recruitment process, including through interventions to the regulatory framework of the public service traineeship programme by June 2026, to ensure meritocracy and transparency in the process of appointing interns to operational public service positions.

123. Further efforts will be made to overcome the challenges related to the remuneration of civil servants, both from central and local public administration. An Action Plan for the implementation of the salary reform with stages and deadlines for the period 2026–2032 will be developed by December 2025.
124. By June 2027, the primary and secondary regulatory framework related to the remuneration of civil servants will be amended to increase the attractiveness of the public function, internal equity, and transparency of the salary system. The salary grid will be reviewed based on the results of the reevaluation of the positions in the budgetary sector carried out according to clear evaluation criteria, using a representative sample and a participatory approach, involving representatives of central and local public authorities, professional associations and trade unions.
125. At the same time, a clear set of criteria for future salary increases will be adopted for all public service employees, including local public authorities (LPAs).
126. By 2027, the quality of human resources in the public administration will be ensured by organising a transparent and meritocratic recruitment process, as well as through the professional development of civil servants. To this end, the necessary normative and institutional framework to pilot a new method of recruitment and access to some public functions in central public authorities will be developed.
127. By December 2025, the Action Plan 2026-2032 on improving the system of accession in the civil service will be developed, including measures to strengthen the capacities of the State Chancellery in the field of public function management, as planned in the Roadmap on PAR.
128. Efforts will continue to be made to improve the institutional role and capacities of the State Chancellery as national coordinator of the public function management system and civil servants, by December 2027, by allocating the necessary staff, developing and applying standardised tools for monitoring the implementation of personnel procedures at the level of central public administration authorities (on a sample basis), and developing the professional skills of the staff of the subdivision responsible for civil service management through training activities, mentorship and experience exchange.
129. The role and capacities of the human resources subdivisions of central public authorities, as part of an integrated public function and civil servants management system, will be improved, including through training, by December 2027.

130. The national system for the professional development of civil servants will be strengthened, ensuring both the improvement of the quality of training and the increase of the number of trained civil servants. In this respect, a Programme for the professional development of civil servants for 2025-2027 and the establishment of the Public Institution “National Institute of Administration and Public Management” were approved in March 2025.
131. By the end of 2025, the regulatory framework applied to persons holding positions of public dignity and senior management civil servants will be amended to align it with GRECO recommendations. Particular attention will be paid to the development of the Code of conduct and Professional Ethics for persons with public dignity functions, to defining clear criteria for the appointment of State Secretaries, the establishment of post-employment restrictions, and the designation of the authority responsible for monitoring compliance with these restrictions, by the end of 2027.
132. Another priority will be the development and piloting of the integrated information system at the level of central public authorities for the record and management of public functions and civil servants by December 2027. It will be implemented in a modular and progressive manner, facilitating the digitisation of operational processes and ensuring the constant updating of public service data, including by incorporating data on fixed-term employment relationships.
133. The capacities of internal audit subdivisions within ministries and other central public authorities will also be strengthened by resizing staff structures by June 2025, and developing professional skills of internal auditors by December 2027.
134. The above measures will contribute to efforts to prevent corruption in the public system.
135. Moldova remains firmly committed to the implementation of the necessary measures for the development of an integrity-based and competent public function system, able to efficiently and equitably manage quality public services, accessible to all citizens.

IV. ORGANISATION, RESPONSIBILITY AND SUPERVISION

General overview of the current legislative and institutional framework

136. Law on central public administration establishes the general regulatory framework for central public administration, as well as the fundamental principles of its organisation and functioning. During 2023-2024, the consolidation of the regulatory framework in the field of local governance was ensured, and a medium-term vision was adopted to enhance the administrative capacities of the territorial administrative units by implementing the national policy of voluntary amalgamation, which would lead, at the initial stage, to the reduction of excessive fragmentation and encourage, through certain incentives, institutional strengthening of local public administration authorities of first level. Additionally, the regulatory framework for intercommunity cooperation through the Intercommunity Development Associations (IDAs) was adopted.

137. By adopting the Law on voluntary amalgamation of administrative-territorial units, the Methodology for voluntary amalgamation of administrative-territorial units, as well as the Law on the Intercommunity Development Associations and Government Decision for the implementation of the provisions of Law on the Intercommunity Development Associations, voluntary tools for institutional capacity building and improvement of local public services have been offered to local public administration authorities.
138. The State Chancellery has strengthened its role in coordinating the implementation and monitoring of public administration reforms, both at the central and local level, by establishing two autonomous subdivisions: Directorate Central Public Administration and Directorate Local Public Administration.
139. Within the State Chancellery, the Working Group responsible for initiatives to reorganise central public administration authorities was established, which ensures the decision-making and coordination level necessary so that proposals for different structural interventions correspond to the unique principles of public administration, including in terms of their impact assessment.
140. In addition to strengthening institutional capacity, oversight and control mechanisms have also been strengthened. Thus, the Court of Accounts and the Office of the People's Advocate play a key role in ensuring effective oversight of public authorities, contributing to their transparency and accountability. At the same time, Parliament has strengthened its control capacities, intensifying the systematic monitoring of independent authorities to ensure compliance with good governance principles and the protection of citizens' rights.
141. The legal framework on access to public information has been supplemented with the adoption of Law No. 148/2023, in force since 8 January 2024, which is fully aligned with European standards and good practices in the field.
142. According to the current regulatory framework, public authorities and institutions have designated a subdivision or a person responsible for registering and monitoring the resolution of requests for communication of information of public interest.
143. Monitoring and control of the implementation of Law No. 148/2023 are carried out by the Office of the People's Advocate and the State Chancellery (Directorate Human Rights and Cooperation with Civil Society).

Plans for aligning the legal and institutional framework with the EU *acquis*

144. The Government remains firmly committed to continuing the public administration reform at both central and local levels, according to SIGMA principles and European best practices, to increase the efficiency and transparency of public administration.
145. By the end of 2026, it is expected to delimit the responsibilities of central public authorities. In this context, ministries will focus on policy making while subordinated administrative authorities will be responsible for implementing them. At the same time, only those public authorities that have cross-sectoral attributions will remain under the direct coordination of the Government. This clear separation of responsibilities at the

central public administration level will contribute to a more efficient, results-oriented governance.

146. In parallel, the process of reforming public institutions will continue. By the end of 2027, approximately 80 public institutions will be evaluated and reorganised in accordance with the new Law on public institutions, the draft of which was approved by the Government in May 2025, thus integrating into the single system of central public administration. This reform will ensure clear criteria for efficiency, accountability and transparency, providing a uniform framework for optimising the activity of public institutions.
147. Concurrently, the Government aims for the period 2025-2027 to continue the reform of the local public administration, mainly by facilitating the voluntary amalgamation process, promoting intercommunity cooperation tools, including through IDAs, and consolidating fiscal capacity and autonomy of LPAs. At the first stage, during 2025-2026, the Government, with the support of development partners, will provide informational and methodological assistance, as well as financial incentives, to encourage local authorities to capitalise on the opportunities offered by the voluntary amalgamation tool. At the end of 2026, a complex evaluation of the process will be conducted, on the basis of which it will be decided how to continue the process of reducing territorial fragmentation, and possibly, identifying options for territorial administrative reform at both level I and level II.
148. In the area of intercommunity cooperation, it is expected that during 2025-2026 a large-scale information, training and promotion campaign of good practices of functional IDAs among local authorities will be carried out. Also, throughout the period 2025-2026, training, professional development, capacity-building actions will be implemented for the Territorial Offices of the State Chancellery, with the aim of providing LPAs with more qualified methodological support in the exercise of administrative functions.
149. To increase the transparency and efficiency in the implementation of Law No. 148/2023, the Government will develop an e-Petitions module within the e-Democracy Platform, which will allow citizens to submit requests for access to public information and track their progress. The piloting of the system will start in 2025 within central public authorities, and in the later stages the use of the platform will be extended to local public administration authorities and public institutions where they have founding status.
150. Additionally, it is planned to continue the training to strengthen the law enforcement capacities of the staff of public authorities and institutions, initiated in 2023, which represents a continuous professional training action. To ensure compliance with the requirements for proactive transparency, the official websites of central and local public authorities will be monitored annually.
151. With regards to increasing the quality of the recommendations of the Court of Accounts and the degree of their implementation, by the end of 2027, the modernisation of the SIA “Audit CCRM” is planned, along with staff training and take-up of EU best practices to improve strategic and annual planning of audit activities, as well as expanding the scope of audit coverage.

152. Moldova will ensure the functionality of the automated *e-Ombudsperson* information system by the end of 2027, which will contribute to the development of a more robust monitoring and control mechanism of the People’s Advocate (Ombudsperson) recommendations.

153. By August 2027, the concept for a model for auditing LPAs will be developed and approved. This will be based on the findings and recommendations of an external assessment by June 2026 to identify the most suitable model for Moldova, aligned with the best EU practices. The model will strengthen the role of the Court of Accounts in overseeing regularly and ensuring the accountability of LPAs.

V. PUBLIC SERVICE DELIVERY

General overview of the current legislative and institutional framework

154. The Digital Transformation Strategy of Moldova 2023-2030 is part of the strategic framework on PAR and it aims to modernise public services.

155. Moldova is undergoing a continuous process of digitalisation of public services. We will continue to align with European norms and regulations, particularly in the areas of interoperability and digital identity. Currently, the national interoperability framework, regulated by the Law on data exchange and interoperability, follows European principles but is not fully aligned with the *European Interoperability Framework* (EIF). This aims to facilitate and enhance data exchange and interoperability within the public sector, as well as between the public and private sectors, to improve the quality of public services, create new electronic public services, optimise public sector operations, and ensure information security.

156. Another key area for alignment is digital identity. Moldova must develop and implement a digital identity wallet in compliance with the *eIDAS 2.0 Regulation*, a legislative act governing electronic identification and authentication within the EU. In this regard, secure and interoperable digital identities will be provided, facilitating citizens’ access to public services and participation in cross-border transactions.

157. The alignment of Moldova’s legislation to the *European Digital Single Portal (Single Digital Gateway)* is an important objective, but is in its early stages. The implementation of this portal will provide citizens and businesses with access to information, procedures, as well as support and problem-solving services.

158. Several public institutions in Moldova are involved in promoting and implementing policies for the digitalisation of public services, namely: the Ministry of Economic Development and Digitalisation, the State Chancellery, and the National Council for Digitalisation, chaired by the Deputy Prime Minister, Minister of Economic Development and Digitalisation. The Council ensures that public entities prioritise digitisation efforts aligned with the Digital Transformation Strategy 2030 of Moldova. It includes members from the public and private sectors, the ICT industry, and civil society.

159. At the operational level, several agencies are directly responsible for implementing digitalisation policies. The E-Governance Agency is tasked with modernising public services, including the implementation of the interoperability framework and coordinating IT investments in the public sector. The Public Services Agency ensures the implementation of the one-stop-shop mechanism for public service delivery through 40 multifunctional centres established at the regional level. It is also the primary holder of key state information resources, including the Population Register, the Register of Legal Entities, the Register of Vehicles and Driver Records, the Civil Status Acts Register, and others. The Information Technology and Cybersecurity Service manages the information technology infrastructure of public authorities and institutions (the Government Cloud). The recently established Cybersecurity Agency is the national competent authority in the field of cybersecurity and the body responsible for managing cybersecurity crises at the national level.
160. At the local public administration level, Unified Public Service Centres (CUPS) ensure the localization of electronic services provision by offering support in accessing services and promoting digital literacy among the local population

Plans for aligning the legal and institutional framework with the EU *acquis*

161. By October 2026, national legislation will be aligned with the *European Interoperability Framework*, with planned amendments to the national regulatory framework for the sector and to the national interoperability platform (MConnect).
162. Moldova commits to aligning its legislation with the *European framework for digital identity*, and will develop and implement a digital identity wallet in accordance with *eIDAS 2.0 Regulation* and the EU architecture by the end of 2026.
163. In 2025, national legislation will be aligned with the *European Single Digital Gateway Portal*. Moldova is interested in joining the EU initiative for the Single Digital Gateway in the period following this alignment and seeks EU support in carrying out the necessary procedures. A unified policy for monitoring performance in public service delivery, along with common standards, will also be approved.
164. At the same time, by June 2025, the Programme for the implementation of Moldova's Digital Transformation Strategy for 2025-2027 will be developed and approved.
165. To align with the principles of public administration in the public service delivery sector and improve the quality and accessibility of public services both online and offline for citizens, Moldova will strengthen the e-Government ecosystem and modernise information systems and state registers in the period 2025-2026. This will improve the way data is collected, managed, and shared, as well as how data from different registers is harmonised.
166. Information systems planned to be developed and implemented by the end of 2026 include: a technical solution to ensure paperless administration across all areas of the public sector; the e-Democracy platform as an electronic tool for participatory democracy, aimed

at facilitating consultation, communication, and citizen involvement in the decision-making process; and the digitalisation of local public administration activities through the development of e-APL.

167. At the same time, the digitalisation of public services and their integration into the EVO 2.0 portal will continue, accompanied by measures to ensure a uniform and accessible experience for citizens when accessing electronic public services. The number of CUPS is also planned to increase, with the establishment of 100 functional CUPS by 2027. All these measures will improve access to public services for individuals with special needs.

VI. MANAGEMENT OF PUBLIC FINANCE

General overview of the current legislative and institutional framework

168. Moldova has a solid legislative framework for public finance management (PFM), anchored in the Public Finance Management Development Strategy 2023-2030. The Strategy proposes measures to modernise budget processes and strengthen financial transparency, aiming for the progressive alignment of the country with EU and international standards in the field.

169. At the institutional level, responsibilities for PFM are clearly defined between the Ministry of Finance and the State Chancellery. The State Financial Control Inspectorate, the State Tax Service, and the Customs Service support the implementation of financial policies. The sectoral working group for PFM coordinates the preparatory activities for European integration.

Plans for aligning the legal and institutional framework with the EU *acquis*

170. There continues to be several areas of focus for the improvement of the public financial system, and namely the following.

Budget planning: To enhance fiscal planning, execution, and ensure adherence to the budget calendar, the legal framework and guiding methodology will be redesigned accordingly by the end of 2026. Strict adherence to the budget calendar will be ensured through the timely adoption of the MTBF and annual budget law, guaranteeing predictability in the budget allocations. An enhanced coordination mechanism will be implemented between the Ministry of Finance and line ministries to better align fiscal-budgetary strategy with public policy priorities.

171. **Organisational classification:** A gradual optimisation process for the first-level budgetary entities is envisaged to be implemented by 2027, reducing the number of these entities and optimising their structure, to ensure efficient use of financial and administrative resources.

172. **Budget transparency:** To enhance budget execution transparency of extra budgetary (self-managed) entities, extended general government data for 2023 and 2024 will be reported in accordance with the IMF Government Finance Statistics Manual (GFSM 2014)

by October 2025. By 2027, the first set of national public sector accounting standards will be developed based on International Public Sector Accounting Standards (IPSAS), in line with Phase One of the Action Plan approved by the Ministry of Finance Decree 159 as amended on 28 November 2024, with corresponding legal adjustments to unify the rules, training of public entities and standardisation of the Financial Statement and Disclosure Notes, in line with GFSM 2014.

173. To enhance budget transparency, allocations under the “General Actions” category of the State Budget are planned to be reduced to approximately 32 percent in the 2026 draft state budget. This will be achieved by reflecting transfers to the State Social Insurance Budget and to the Compulsory Health Insurance Funds within the budgets of the Ministry of Labour and Social Protection and the Ministry of Health, respectively.
174. To ensure accountability of the state-owned enterprises (SOE) for the use of public funds, specific provisions to the existing Regulation on terms of reference and selection process of external audit entities for SOE, which is mandatory to be done annually, will be approved by the end of 2025.
175. **Fiscal risk management:** Governing framework, methodologies and institutional capacities to develop credible macroeconomic forecasts and manage fiscal risks (including cyclically adjusted fiscal balance) will be strengthened by December 2026. With the support of the IMF, which started in 2025, fiscal risk monitoring will be improved by 2027 by developing proactive measures to manage risks associated with SOE and other contingent liabilities.
176. Additionally, an independent fiscal council will be established by 2027 to ensure compliance with fiscal rules and provide better analysis of financial sustainability. The legal framework, methodologies, and institutional capacities required to operationalize the fiscal council will be developed.
177. To maintain national debt within sustainable limits, the Medium-Term National Debt Management Programme, which is a three-year rolling document, will be approved annually. Risk and sustainability indicators related to national debt will also be monitored annually.
178. **Budget Execution:** To further improve the management of public investments, a unified reporting and monitoring system for capital investment projects will be developed by the end of June 2025.
179. The Information System “Register of Capital Investment Projects” (SI RPIC) (Single Project Pipeline) is a newly developed and implemented tool for evaluating the eligibility of investment projects. It includes new capital investment projects, financed from the state budget and development funds/programmes, selected according to the national legislation. Starting with the 2025 State Budget, only projects which have been reviewed and accepted within the Projects Pipeline Platform will be considered for budgeting purposes. According to the Regulation on public investment projects, all capital investment projects financed

through special funds must also comply with the same eligibility criteria and be included in the Projects Pipeline.

180. At least one dedicated staff unit will be established in line ministries by December 2025 to coordinate the entire public investment management process at the sectoral level. Specialised subdivisions for public investments management will be set up in at least three ministries that handle multiple and complex investment projects.
181. By the end of 2027, a new automated information system for the Registry of Public Assets will be launched. It will integrate the existing completed sub-registries with new modules covering the use and valorisation of assets owned by the state, central public authorities, and state enterprises.
182. Moreover, by June 2027, the Public Internal Financial Control system, including internal control and internal audit, will be strengthened. This will be achieved through revising and implementing risk management guidelines for managers (including fraud and anti-corruption risks), integrating the risk management tool within the IT system “E-monitorizare”, as well as strengthening the mandate of the PIFC Council and revising The National Internal Audit Standards to align them with the newly updated Global Internal Audit Standards.
183. At the same time, the inter-institutional working group for monitoring the implementation of the Public Finance Management Strategy 2023-2030 will be established.

VII. ANTI-CORRUPTION MEASURES

184. Alongside horizontal anti-corruption provisions, reforms planned in the area of RAP integrate specific anti-corruption measures that will be implemented. These measures include:
 - Training activities on integrity and ethical standards for civil servants and Parliament staff. These are also included in the Programme for training and professional development of civil servants 2025-2027, adopted in March 2025.
 - By the end of 2027, establishing criteria for appointing state secretaries, post-employment restrictions, designating the authority responsible for monitoring compliance with post-employment restrictions, and establishing sanctions for violations of these restrictions by amending the regulatory framework for public dignitaries and senior management, to meet GRECO recommendations.
 - Developing an integrated information system for managing public functions and civil servants to support the digitisation of public administration and the documentation of public service data, by 2027.
 - Strengthening internal control, internal audit functions and professional development of auditors, as well as external audits mechanisms, by 2027, will

enhance the detection and prevention of corruption, including in the management of public funds.

ECONOMIC CRITERIA

185. The Republic of Moldova's path to EU accession is firmly anchored in its commitment to building an open, competitive, and trade-driven economy – an imperative, not a choice, given our small domestic market. Following the successful templates of other small but dynamic economies, Moldova has embraced trade openness and deep integration with global markets. Foreign trade already accounts for approximately 100% of GDP, placing Moldova above the EU average. The EU is by far the leading trading partner, accounting for approximately 65% of our exports, nearly half of imports and some 80% of the foreign direct investment. Beyond trade and capital flows, Moldova's vast EU-based diaspora further strengthens these economic ties, fostering remittances, entrepreneurship, and cross-border business linkages that underpin the country's economic resilience.
186. Building on these foundations, Moldova is well positioned to further strengthen its market economy and the capacity to cope with competitive pressure and market forces within the Union. A well-educated workforce has driven sustained labour productivity growth, with key sectors like IT, electronics and automotive manufacturing – all of which emerged from scratch in the late 2000s – now accounting for over 25% of the country's exports. The financial sector is robust, boasting capital adequacy and liquidity levels among the highest in Europe, while business-friendly reforms have propelled Moldova's rankings in ease of doing business, deregulation, digital government services and public data openness. On the public finance side, Moldova's track record is one marked by discipline, even against the backdrop of severe macro shocks as the COVID pandemic or Russia's war of aggression against neighbouring Ukraine, with moderate budget deficits and, as a result, still ample fiscal room, public debt to GDP standing at circa 38%, one of the lowest on the European continent.
187. Recognising the structural reforms required to accelerate its convergence with the EU standards, the Government is prioritising infrastructure modernisation, energy resilience, agricultural productivity, and industrialisation, while also developing capital markets to attract long-term equity investments. These reforms, further outlined in detail, are essential for reinforcing Moldova's competitive advantages and ensuring a seamless integration into the EU Single Market.
188. The EU-Moldova Association Agreement, particularly the Deep and Comprehensive Free Trade Area (DCFTA), Moldova's Economic Reform Programme (ERP) and Growth Plan serve as key instruments to accelerate economic convergence with the EU and integration of Moldova into the EU Single Market.

I. FUNCTIONING MARKET ECONOMY

Macroeconomic Stability

189. Moldova's economy has faced numerous external shocks in its relatively short history, affecting economic outcomes. The global COVID pandemic, the Russian war of aggression against Ukraine and the energy crises used as a foreign policy coercion tool by the Russian

Federation have all generated volatility in growth recently, with growth oscillating from a low of -8.3% in 2020 to positive 13.9% in 2021.

190. The Government is targeting base-case average growth of 4.2% through 2030, driven by simplification in regulation, support for SMEs and growth in FDI as laid out in the National Development Strategy 2030, the National Plan for Industrialisation, the National Plan for foreign investment and exports and the Growth Plan for Moldova. Additionally, Moldova is expanding the Single Project Pipeline Framework to ensure capital investments are prioritised based on cost-effectiveness and economic impact, while maintaining a sustainable balance between social expenditures and infrastructure development.
191. Moldova remains committed to fiscal consolidation within the EU rules and norms, with the IMF projecting the fiscal deficit to decrease from 5.2% of GDP in 2023 to 4.4% in 2024 and further to 4.0% in 2025. As the unprecedented Growth Plan support from the EU is implemented, fiscal metrics could degenerate over the short to medium term while Moldova invests in key reforms and infrastructure aimed at improving competitiveness on the single market. Public debt levels, standing at 38.2% of GDP in 2024, reflect the country's prudent debt management.
192. At the same time, Moldova is actively working to broaden its tax base and enhance revenue mobilisation by phasing out inefficient tax exemptions, closing loopholes, and improving tax compliance mechanisms. The National Programme for Reducing Undeclared Work (2024–2025) seeks to lower informal employment levels from 22.9% in 2021 to 19% by 2026, further broadening fiscal participation of Moldovans. A state-owned enterprise triage formula has been defined through Government Decision No. 911/2022, with privatisation, reform and restructuring of those state-owned entities being defined for the years 2023-2030. The aim of this restructure is to enable optimised operation and governance of those entities and the reduction of state interference in the market where appropriate.
193. Inflation has been managed effectively by the National Bank of Moldova, with average rates projected at 4.6% in 2024, within the 5% target. While the current account deficit is forecasted to have grown in the short term to 14.6% of GDP in 2024, it is balanced by large official reserves (representing around 6 months of imports) and is expected to improve in the medium term.

Functioning of Product Markets

194. Moldova continues to address challenges in its product markets, including cumbersome registration processes, infrastructure deficits, and barriers to market entry and exit. Key reforms include simplifying business procedures and aligning competition policies with EU standards.
195. Price controls remain limited to vulnerable groups and essential services, with gradual deregulation to take place by 2027. Additionally, efforts to align state aid with EU requirements include maintaining a state aid registry, with total aid representing 0.38% of GDP in 2022, a negligible amount over the 0.31% of GDP EU average. Reforms in state-

owned enterprises have improved governance, with measures such as independent board selections and audit committees.

196. To increase productivity and investment, Moldova will:

- Implement the National Industrialization Programme (2024-2028) to boost high-value manufacturing and technology adoption.
- Expand the Investment and Export Promotion Programme, targeting foreign direct investment (FDI) growth from 2.5% of GDP in 2023 to over 5% by 2027.
- Support technology transfer and SME integration into EU value chains through targeted funding and public-private partnerships.

Further details on Moldova's position as it comes to state-aid and competitive practices will be presented as part of the Chapter 8 negotiating position.

Functioning of the Financial Market

197. Moldova's banking sector remains stable, with a capital adequacy ratio of 26.9% and a liquidity coverage ratio of 279.2% as of Q3 2024. Reforms following the 2014 banking fraud have strengthened oversight, while the National Bank of Moldova continues to implement macroprudential measures to prevent systemic risks.

198. Non-bank financial institutions account for 10% of total financial assets, with their supervision transferred to the National Bank in 2023. Capital markets, however, remain underdeveloped, representing less than 1% of financial sector assets. A comprehensive capital market strategy is under preparation to align with EU standards and foster alternative financing mechanisms.

199. Moldova will continue modernising its financial sector through:

- Implementation of the Sustainable Finance Roadmap 2024-2028.
- Alignment with Solvency II Standards: Adapting national insurance regulations to the Solvency II Directive to ensure adequate solvency for insurers and protect policyholders.
- Approval and implementation of the National Financial Inclusion Strategy.
- Adoption and execution of the Capital Market Development Strategy 2025-2030.
- Strengthening Anti-Money Laundering (AML) measures, particularly in non-bank financial institutions, through continuous updates to AML regulations and supervisory frameworks.
- Enhancing digital payment infrastructure, ensuring Moldova's integration into SEPA by 2026.
- Regulation of Crypto-Assets: Establishing a clear legal framework for crypto-assets, in line with international best practices.

Further details on Moldova's position will be available as part of Chapter 4 and 9.

Functioning of the Labour Market

200. Labour force participation increased to 45.1% in 2023, exceeding the government's 2026 target in the National Programme on Employment 2022-26. However, disparities persist, with long-term unemployment averaging 20% in the past 5 years and women's participation rates trailing men by 8.1 percentage points. Reforms in childcare accessibility and flexible work options are designed to address these gaps and encourage broader workforce engagement.

201. The National Programme for Reducing Undeclared Work aims to lower informal employment to 19% by 2026, from 22.9% in 2021. Reforms targeting informal employment have shown success. The legalization rate reached 82% of the undeclared workers identified in 2024, supported by unannounced inspections and enhanced inspectorate capacity.

202. Looking ahead Moldova will:

- develop a new Employment Strategy for 2026-2030, aligned with European Commission recommendations.
- seek integration into the European Employment Services (EURES) network.
- continue alignment of national social security legislation with EU standards, including negotiating bilateral social security agreements with EU member states, aiming to finalise social security agreements with all EU countries by the date of accession.

II. CAPACITY TO COPE WITH COMPETITIVE PRESSURE AND MARKET FORCES WITHIN THE UNION

Education and Innovation

203. Moldova has prioritised aligning its education system with labour market demands. Public spending on education remains high at 6.3% of GDP, supporting dual education programmes and infrastructure improvements. The Labour Market Observatory provides annual analyses to guide policy, while private sector involvement in curriculum development strengthens graduate employability.

204. Moldova has outlined key policy and investment measures:

- Implementation of the "Education 2030" Strategy, focusing on digital skills, STEM education, and aligning curricula with labour market demands.
- Increasing public funding for research, supporting technology incubators, and enhancing university-industry partnerships. The National Programme for Research and Innovation (2024-2027) includes incentives for industrial doctorates and applied research collaborations.
- Investments in IT infrastructure, expansion of digital learning programmes, and supporting SMEs in digital innovation. Moldova has launched the Digital Transformation Strategy 2023-2030, which includes provisions for integrating digital tools into the education system.

- Establish innovation hubs and industrial parks to drive technological advancements, supported by the Smart Specialisation Programme (2024-2027).

Further details regarding Moldova's education and innovation reforms and position will be available as part of the Chapter 25 and 26 negotiating positions.

Physical Capital and Infrastructure Quality

205. To address its infrastructure challenges, Moldova has outlined an ambitious infrastructure outlined in the Mobility Strategy 2030, focusing on:

- Upgrading 1,200 km of national roads by 2030 to meet EU safety and efficiency standards.
- Investing in railway modernisation, with a focus on transitioning to the European standard gauge and enhancing trade logistics.
- Developing a multimodal transport system to integrate road, rail, and river transport, maximizing the strategic potential of the Danube corridor.
- Expanding TEN-T network connectivity by building 326 km of express roads in accordance with EU regulations and improving cross-border infrastructure with Romania and Ukraine.

206. Energy sector reforms are outlined in the Integrated National Energy and Climate Plan (NECP), and focus on diversifying supply sources, sustainable development and improving efficiency. Moldova's synchronization with the EU's ENTSO-E network in 2022 enhanced energy security, while the first renewable energy auction in 2024 is driving investment in sustainable sources. While reliance on the Transnistrian region's MGRES plant poses risks, projects are under construction for additional direct connection to the Romania/EU network by year-end 2025, along with ongoing increased internal production on the right bank of the Nistru River. In collaboration with Ukraine and Romania, Moldova created its first natural gas national reserve in 2023.

207. Moldova's Government is committed to implementing a long-term sustainable energy transition strategy, emphasising:

- Scaling up renewable energy investments, targeting 30% renewable energy generation by 2030.
- Finalising integration with the EU energy market through the completion of the 400 kV Vulcănești - Chișinău transmission line by end of 2025 and the 400 kV Suceava (Romania) - Bălți (Moldova) interconnection by 2027, ensuring full electricity market liberalisation and competitive pricing.
- Enhancing gas storage and alternative supply diversification, further reducing dependency on single-source suppliers.
- Strengthening energy efficiency measures, particularly in public buildings and residential sectors.

- Liberalising electricity and gas markets by integrating Moldovan consumers into the EU markets and paying market rates for electricity as of 2025 and natural gas (as of 2025 for large entities and 2027 for medium-sized enterprises).

208. Infrastructure modernisation extends to telecommunications, with 75% of localities now served by fibre-optic networks. Internet penetration reached 88.1% of households in 2023, while nearly 100% of territory benefits from 4G coverage. The 5G spectrum was launched on 3 October 2024 and concluded in February 2025.

Sectoral Structure and Enterprises

209. Moldova’s economy continues its structural transition, with services dominating and accounting for 75% of businesses and employing 68.6% of the workforce in 2023. Significant growth has been observed in IT, healthcare, and hospitality sectors, while the manufacturing sector is expanding in high-value-added industries such as automotive components and electronics. Agriculture remains vital, contributing 8.9% to GDP, but its share is expected to shrink as other sectors grow.

210. Moldova’s economic development objectives, outlined in the National Economic Development Strategy 2030, are aligned with international commitments, including the EU Association Agreement, the Sustainable Development Agenda, the New European Industrial Strategy, and the European Green Deal. Key national programmes supporting these commitments include:

- Strategy for Digital Transformation of the Republic of Moldova (2023-2030)
- National Economic Development Strategy 2030
- Low-Emission Development Programme (until 2030)
- National Climate Change Adaptation Programme (until 2030)
- Green and Circular Economy Promotion Programme (2024-2028)
- National Industrialisation Programme (2024-2028)
- National Investment Attraction and Export Promotion Programme (2024-2028)
- Smart Specialisation Strategy “SMART MOLDOVA” (2024-2027)

211. The Government’s National Industrialisation Programme targets six priority sectors, including food processing, pharmaceuticals, and construction materials, to modernise the industrial base. Investments are being directed towards integrating these sectors into global value chains, fostering competitiveness and innovation, and ensuring alignment with EU standards.

212. Small and medium enterprises (SMEs) are central to Moldova’s economic strategy, supported through the Organisation for the Development of Entrepreneurship. Programmes for digitalisation, export readiness, and access to finance aim to enhance SMEs’ capacity and resilience, allowing them to better compete within the EU market and contribute to Moldova’s economic growth.

Economic Integration with the EU and Price Competitiveness

213. Moldova has made significant progress in integrating its economy with the European Union, with the EU accounting for 65.4% of Moldova's exports and 48.3% of its imports in 2023. The Deep and Comprehensive Free Trade Area (DCFTA) has facilitated the alignment of Moldovan standards with EU norms, reducing trade barriers and boosting access to the EU market.
214. Looking ahead, Moldova's economic prospects within the EU framework remain strong. Exports to the EU are projected to grow by an average of 8% annually by 2027, while foreign direct investment inflows from the EU are expected to surpass 90% of total FDI by 2030. Additionally, transitioning to a more knowledge-based economy, particularly through IT and business services, will diversify exports and enhance resilience against competitive pressures.
215. The Government is focused on improving Moldova's competitiveness by investing in infrastructure upgrades and reducing regulatory burdens. Programmes such as the National Industrialisation Strategy aim to modernise industries and enhance productivity in key sectors, including agriculture, textiles, and electronics. These initiatives align with EU market standards, fostering better integration into global value chains.
216. Currency appreciation and rising unit labour costs have impacted Moldova's price competitiveness. To counter these challenges, the government is prioritising infrastructure development, including improvements to transport and customs operations, workforce training to boost productivity and to support digital transformation, innovation, and value-added production.
217. Enterprise and industrial policy will be discussed as part of the Chapter 20 negotiating position, while Agriculture and rural development will be elaborated on in the Chapter 11 negotiating position.

III. ANTI-CORRUPTION MEASURES

218. Moldova has established a robust legal and institutional framework to combat corruption, underpinned by the National Integrity and Anti-Corruption Strategy (2024–2028). Significant progress has been made in enhancing transparency and reducing corruption, as evidenced by significant improvements in international corruption perception indices. These reforms reflect the government's commitment to addressing systemic corruption and fostering a culture of integrity.
219. Key measures include strengthening the capacities of anti-corruption institutions, hard targets for digitalisation of public services by 2030 and improved standards of corporate governance. Judicial reforms aim to improve case processing efficiency and enhance public trust in the legal system. Additionally, whistleblower protection mechanisms and public sector ethics programmes are being expanded.

CHAPTER 24: JUSTICE, FREEDOM, AND SECURITY

220. Moldova fully shares the values and principles that underpin the EU's area of freedom, security, and justice, recognising that upholding these standards is essential for EU membership. As part of its accession efforts, Moldova is committed to ensuring that its justice and security framework fully reflects these principles.
221. The main priorities for this chapter, outlined in the Roadmap on Rule of Law, will focus on bringing the national legal framework in line with the EU *acquis* by the end of 2026 and ensuring implementation by the date of accession. The measures to combat organised crime will focus on increasing efficiency in prevention and enforcement, strengthening financial investigations and improving the capacity to tackle money laundering. The national system for the recovery of criminal assets will be improved to ensure that illicit activities yield no financial benefits. Measures will be taken to enhance law enforcement cooperation with EU Member States agencies and EU institutions in the area of home affairs. The roadmap outlines measures to enhance the efficiency of border checks, creating an asylum system that meets EU and international standards, addressing irregular migration, and promoting voluntary return programmes. Moldova will also strive to build a resilient national mechanism to respond to requests for judicial cooperation in criminal, civil and commercial matters.
222. Moldova accepts the European Union *acquis* covered by Chapter 24 "Justice, Freedom and Security" in effect as of the date of the submission of the negotiating position and commits to implementing it by the date of the EU accession. Moldova does not request any specific adaptations, transitional measures or periods for this chapter.

I. FIGHT AGAINST ORGANISED CRIME

Legal and Institutional Framework

223. Moldova's legal framework concerning the fight against organised crime and law enforcement cooperation is partially aligned with the EU *acquis*, and primarily based on the Criminal Code, Criminal Procedure Code, and the Law on Preventing and Combating Organised Crime. Other relevant laws and regulations include the Law on Police activity and the status of police officers; Law on special investigation activity; Laws on the Prosecutor's Office and on specialised prosecutor's offices; Law on the automated integrated information system for recording crimes, criminal cases and persons who have committed crimes.
224. Moldova is a party to the UN Convention against Transnational Organised Crime, and its additional protocols.
225. Moldova's strategic framework aligns with the EU's strategic priorities including the digitalisation of law enforcement and judiciary as well as underlining the importance of international cooperation.

226. Moldova attaches great importance to international cooperation in the context of combating organised crime. On 11 July 2022, the EU Hub for Internal Security and Border Management of the Republic of Moldova (EU Security Hub) was established to enhance operational cooperation with European law enforcement authorities (LEA) with a view to mitigate risks and threats related to drugs, radioactive substances, arms and human trafficking, illegal migration, cybercrime.
227. Moldova collaborates with Europol based on the Agreement on Operational and Strategic Cooperation, cooperation being streamlined via the Europol National Point of Contact. Moldova joined the operational activities of the EMPACT (European Multidisciplinary Platform Against Criminal Threats) Operational Action Plans in July 2022 and it has appointed a National EMPACT Coordinator.
228. On 30 January 2025, Parliament amended Law No. 50/2012 on combating organised crime, establishing a unified framework to enhance prevention and enforcement. The changes introduce definitions such as criminal subculture and criminal network and regulate data collection, group monitoring, and financial tracking of criminal organisations. These measures will strengthen the state's ability to swiftly identify and dismantle organised crime networks.
229. The operationalisation by the end of 2025 of the DNA laboratory of the Technical Forensic Centre and Judicial Expertise of the General Police Inspectorate and the Passenger Information Unit will further strengthen Moldova's investigative capabilities in combating organised crime. Moldova also plans to certify forensic DNA experts and accredit two forensic examination methods by the end of 2026.
230. Moldova plans to update the "Registry of Criminalistic and Criminological Information" and conduct a comprehensive analysis on the ways to ensure its interoperability with ECRIS and ECRIS-TCN by the end of 2027. Additionally, Moldova aims to equip its law enforcement authorities with TETRA communication systems by 2027.
231. Additionally, in order to strengthen capacities in fighting organised crime, Moldova plans to organise trainings on methods to identify and document organised crime, develop guidelines for the investigation of different types thereof, as well as implementing artificial intelligence and open source intelligence tools to support investigations and optimise efficiency of ongoing cases.
232. Moldova also commits to amend the necessary framework and implement the Council Framework Decision 2008/841/JHA of 24 October 2008 on the fight against organised crime, by December 2027.

Financial Investigations

233. Moldova's approach to financial investigations is grounded in a robust legal and institutional framework. Besides the Criminal and Criminal Procedure Codes, the main legal acts governing financial investigations are the Law No. 308/2017 on preventing and combating money laundering and terrorism financing (AML/TF); the Law No. 75/2020 on AML/TF infringements detection procedure and means of sanctions application. Moldova

has also ratified key international conventions, such as the Council of Europe Convention on Laundering, Search, Seizure, and Confiscation of Proceeds from Crime.

234. Moldova remains fully committed to ensuring the systematic launch of parallel financial investigations in cases related to organised crime and money laundering. Authorities will take necessary measures to strengthen inter-agency cooperation, provide specialised training, and improve IT capabilities to meet EU standards. By implementing these commitments, Moldova aims to reinforce its capacity to combat financial crimes effectively and contribute to the integrity of the European financial system.
235. By end of 2026, Moldova plans to amend the legal framework in order to ensure alignment to the Directive (EU) 2015/849 as amended; Directive (EU) 2017/1371 of the European Parliament and of the Council of 5 July 2017 on the fight against fraud to the Union's financial interests by means of criminal law; of the Directive (EU) 2019/1153 of the European Parliament and of the Council of 20 June 2019 laying down rules facilitating the use of financial and other information for the prevention, detection, investigation or prosecution of certain criminal offence and the Directive (EU) 2023/977 of the European Parliament and of the Council of 10 May 2023 on the exchange of information between the law enforcement authorities of Member States, as well as creating the necessary framework for implementation of Council Regulation (EU) 2017/1939 of 12 October 2017 implementing enhanced cooperation on the establishment of the European Public Prosecutor's Office and its amendment.

Criminalisation and investigation of money laundering

236. Moldova made important progress in the field of prevention and combating of money laundering and terrorism financing, including by implementing the National Strategy for Preventing and Combating Money Laundering and Terrorist Financing for 2020-2025, approving the National Risk Assessment, and adopting amendments to the Law on prevention and combating of money laundering and terrorism financing.
237. Money laundering is criminalised under the Criminal Code. Moldova has established a Money Laundering and Terrorist Financing Crime Investigation Directorate (DIMLTF) within the National Investigation Inspectorate. Moldova has undertaken efforts to enhance inter-agency cooperation in strategic analysis, information exchange, and handling money laundering cases. Staff resources have been increased, including in the area of beneficial ownership transparency.
238. Ongoing reforms aim to improve the track record of AML investigations, prosecution and convictions.
239. The adoption of the National Strategy for Preventing and Combating Money Laundering and Terrorist Financing for 2026-2030 will provide a structured and coordinated approach to addressing AML/CFT risks, taking into account the action plans aimed at preventing the misuse of crypto-assets, legal entities, and non-profit organisations. Meanwhile, the establishment of a Training Center dedicated to promoting education and certification in anti-money laundering and countering the financing of terrorism will enhance the skills of

law enforcement personnel, prosecutors, and other relevant authorities involved in financial investigations.

240. Moldova aims to fully align its legal framework to Directive (EU) 2018/843 on preventing the use of the financial system for money laundering and terrorist financing; Directive (EU) 2019/1153, which facilitates the use of financial and other information for the prevention, detection, investigation, or prosecution of certain crimes, as well as Directive (EU) 2018/1673, hence strengthening criminal law measures against money laundering.
241. By the end of 2025, Moldova also plans to acquire a specialised reporting application to improve and unify the reporting process to the Office for Prevention and Fight Against Money Laundering (FIU). This system will enhance interoperability between databases, facilitate real-time data sharing, and streamline information dissemination among relevant institutions.

Confiscation, freezing of property and financial penalties

242. Moldova has developed a legal and institutional framework for the confiscation, freezing, and recovery of criminal assets, in line with European and international standards. Confiscation in Moldova primarily follows a conviction-based model, requiring a court decision, though extended and non-conviction-based confiscation mechanisms are also in place.
243. Moldova commits to align its legal framework with Directive (EU) 2024/1260 on asset recovery and confiscation, by the end of 2025.
244. The operationalisation by the end of 2025 of the automated information system “Registry of Confiscated Criminal Assets” will further improve the tracking, monitoring, and evaluation of seized and confiscated assets at the national level.

Cybercrime

245. The main authority responsible for combating cybercrime is the Centre for Combating Cybercrime within the National Investigation Inspectorate of the General Police Inspectorate of the Ministry of Internal Affairs.
246. Moldova currently implements an Information Security Strategy for 2019-2024. Authorities established the National Cybersecurity Agency in December 2023, with full operational capacity expected by December 2025. Once fully operational, measures will be taken to institutionalise the cooperation mechanism between the Cyber Security Agency and the Centre for Combating Cybercrime.
247. Moldova is party to the Budapest Convention on cybercrime and plans to ratify the Second Additional Protocol to the Convention, followed by the adoption of the necessary legal framework for the implementation of the Protocol, particularly, adopting amendments to the Criminal Procedure Code and related laws (Law No. 371/2006, Law No. 20/2009, Law No. 59/2012, and Law No. 241/2007) by the end of 2026.

248. The national legal framework will be aligned with Directive (EU) 2019/713 on combating fraud and counterfeiting of non-cash means of payment, Directive 2013/40/EU on attacks against information systems, Directive (EU) 2023/1544 on the appointment of legal representatives for obtaining electronic evidence in criminal proceedings and with Regulation (EU) 2023/1543 on European production and preservation orders for electronic evidence by the end of 2026.

249. The capacities to combat cybercrime will be further enhanced with the set up and operationalisation, by the end of 2026, of an online platform for reporting cybercrimes and online offenses, ensuring that law enforcement authorities can respond swiftly.

Child sexual abuse, including online

250. Moldova has made significant strides to combat child sexual abuse and exploitation, including those facilitated by online technologies. Law enforcement agencies, in collaboration with the judiciary and child protection services, have developed specialised units to investigate and prosecute offenses related to child sexual abuse. Moldova has ratified the Council of Europe Convention on the Protection of Children against sexual exploitation and sexual abuse and the UN Convention on the Rights of the Child and its three Protocols. All forms of sexual violence against children are criminalised.

251. Moldova aims to fully align its legal framework with Directive 2011/93/EU on combating the sexual abuse and sexual exploitation of children and child pornography by mid-2025, while by end of 2027 will ensure alignment with Regulation (EU) 2021/1232 as regards the use of technologies by number-independent interpersonal communications service providers for the processing of personal and other data for the purpose of combatting child sexual abuse online.

252. By December 2025, Moldova also plans to further strengthen child protection measures, including by adopting a methodology for investigating cases of child sexual abuse and exploitation using online technologies and by end of 2026 - guidelines for law enforcement on how to handle cases of sexual violence against children.

Trafficking in firearms

253. Moldova has taken significant steps to combat illicit firearms trafficking and strengthen the control of small arms and light weapons (SALW), in line with the objectives of the EU action plan on firearm trafficking and international conventions. It is party to the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Organised Crime.

254. Moldova has a consolidated architecture for the identification and tracking of firearms through the use of national databases such as the Automated Information Systems “State Register of Firearms”.

255. Moldova actively cooperates with the South-Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons. Moldova is also very active within EMPACT Firearms, currently participating in the implementation of 15 Operational Actions. Moldova intends to continue its proactive participation in the EMPACT Operational Action Plans for 2026 - 2029.
256. In the next three years, Moldova will take measures to strengthen its legal and institutional framework to combat trafficking in firearms, as well as strengthen capacities in this area by adopting and implementing the Roadmap for the National SALW Focal Point for 2025-2027, adopting legislation on SALW control, implementing the SALW Registry, and building the SALW storage facility in the southern part of the country.
257. It is also envisaged to develop and implement a continuous training programme for law enforcement authorities, enhancing their ability to detect and respond to illicit firearms trafficking threats, to upgrade Moldova's experimental shooting laboratory to meet EU standards, and to improve forensic analysis capabilities for firearm-related investigations.
258. By end of 2025, Moldova plans to further align its national legal framework to the Directive (EU) 2021/555 in what concerns the European firearms passport and technical specifications for alarm and signaling of weapons; by the end of 2026 - to the Implementing Regulation (EU) 2018/337 ensuring deactivated firearms are rendered permanently inoperable and the Commission Implementing Directive (EU) 2019/69 laying down technical specifications for alarm and signal weapons.

Trafficking in Human Beings

259. Moldova is committed to improving and strengthening its national legal framework on combating trafficking in human beings (THB). This includes adopting, by the end of 2025, the necessary legislative measures to align with Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims, as amended by Directive (EU) 2024/1712. Additionally, an analysis of the role of the General Inspectorate of Border Police in combating human trafficking will be conducted in 2025 to clearly define its competencies in addressing illegal migration and THB crimes, with a view to potentially separate these competences.
260. Over the next three years, Moldova will enhance its institutional capacities for victim protection in THB cases. This includes strengthening the expertise and technical capabilities of prosecutors, improving mechanisms for identifying human trafficking offenses, and reinforcing efforts to prevent trafficking at the national level, further strengthening the professional skills of those involved in victim assistance and protection. These efforts will be crucial for enhancing investigations, prosecutions, and convictions, as well as for carrying out awareness-raising activities, while ensuring that personnel are properly trained to engage with potential victims of trafficking in human beings (THB). In addition, staff of the General Inspectorate of Border Police will receive training to identify possible victims of trafficking at border crossing points. Furthermore, Moldova will expand its victim support services by ensuring access to essential resources such as social services and benefits, medical assistance, information and counseling, safe accommodation, education, and state-guaranteed legal assistance.

Law enforcement cooperation

261. Moldova is committed to strengthening its cross-border law enforcement cooperation and ensuring alignment with EU standards on information exchange. To achieve this, the legal framework will be amended to implement Directive (EU) 2023/977 on the exchange of information between law enforcement authorities of EU Member States by the end of 2027.
262. Moldova will adopt the necessary legislative changes to align with Regulation (EU) 2024/982 (Prüm II Regulation) on the automated exchange of police data, with implementation targeted for the end of 2026, including establishing a national DNA profile database, enabling the connection of the National Vehicle Register to EUCARIS, setting up a facial image database for storing and exchanging biometric data, including images of suspects and convicted individuals, in accordance with Prüm II requirements and approving the national guidelines to clearly define contact points for handling automated Prüm data exchanges, including fingerprint, facial recognition, and DNA profile verification. The Government aims to strengthen the interoperability of its law enforcement systems to enhance efficient data exchanges by the end of 2027.
263. Moldova will adopt legislation to comply with Council Common Position 2005/69/JHA on the exchange of specific data with Interpol by December 2026. Additionally, amendments will be made to Law No. 235/2017 on forensic genetic registration to align with the 2009 Council Resolution on DNA data exchanges, ensuring compliance with EU data protection and security standards.
264. Furthermore, Moldova commits to enhancing operational law enforcement cooperation by the end of 2026 by aligning to Council Decisions 2002/348/JHA and 2007/412/JHA on international football match security, as well as the Council Decision on the European Network for the Protection of Public Figures. In parallel, Moldova plans to adopt the legal framework necessary for the partial implementation of Council Decision 2004/919/EC on combating cross-border vehicle crime and align the legal framework with Council Decision 2008/615/JHA (Prüm) and its implementation Decision 2008/616/JHA to enhance cross-border cooperation in fighting terrorism and organised crime.
265. Moldova aims to join the EU's TESTA network (Trans-European Services for Telematics between Administrations) by December 2027, improving secure data exchanges with EU law enforcement agencies.
266. The Passenger Information Unit (PIU) was launched on 17 February 2025 and has started implementing electronic transfer through secure channels of Advance Passenger Information (API) data. In order to further operationalise the PIU, an interministerial order will be approved by mid-2025.
267. To further strengthen police cooperation, a new Working Arrangement between the Ministry of Internal Affairs of the Republic of Moldova and CEPOL was signed on 1 April 2025, in Budapest. A new CEPOL focal point was created within the Ministry of Internal Affairs.

268. Cooperation with Europol will also be simplified by reorganising the single point of systematisation of analytical data reported to Europol by June 2025, improving data collection methodology and analytical products, with new reporting structures established.
269. Moldova will increase the number of Europol's SIENA channel users from law enforcement agencies by December 2025, enhancing the efficiency of international cooperation. The country will also align its legal framework with Council Decisions 2003/170/JHA and 2006/560/JHA on the use of liaison officers for police cooperation, as well as with Regulation (EU) 2019/1240 on establishing an EU network of immigration liaison officers by December 2026.
270. Moldova will further enhance its engagement with EMPACT, will continue participating in EMPACT Operational Action Plans for 2024-2025, and will prepare for the next EMPACT cycle for 2026-2029.
271. Moldova will implement a new border surveillance concept to optimise coordination and operations at state borders by December 2027. The Border Police training program will be fully harmonised with the European Border and Coast Guard Agency (Frontex) Common Core Curriculum by September 2025. Additionally, a National Focal Point for eu-LISA integration will be established by March 2026, ensuring Moldova's interoperability with key EU security databases.

II. COOPERATION IN THE FIELD OF DRUGS

272. Moldova's institutional framework in cooperation in the field of drugs is broadly in line with EU standards. At the policy level, the Internal Affairs Development Strategy for 2022-2030 covers priorities to tackle production and trafficking of drugs, including an objective to streamline its national mechanism for preventing, combating the production, and marketing of drugs, ethnobotanicals, and their analogues. Drug demand reduction and behavioural factors linked to drug consumption are addressed by the National Health Strategy 2030 and under the National Programme for the Prevention and Control of Priority Non-Communicable Diseases in the Republic of Moldova.
273. Moldova is committed to improving data availability on new psychoactive substances (NPS) to enable early risk detection and effective policy responses. By December 2025, amendments to Law No. 382/1999 on the Circulation of Narcotic Drugs, Psychotropic Substances, and Precursors will be adopted to establish a national Early Warning System. By December 2027, a regulation defining the roles, responsibilities, procedures, and actions required for the functioning of the Early Warning System will be approved and operationalised.
274. Moldova will amend Law No. 382/1999 by December 2025 to align with Directive (EU) 2017/2103, incorporating new psychoactive substances into the legal definition of "drugs" in compliance with EU standards. Additionally, Government Decision No. 1088/2004, which establishes controlled substances lists, will be updated by December 2026. A state control mechanism for new psychoactive substances will be implemented by the same date.

275. Moldova will develop an Action Plan for the National Drug Observatory, in cooperation with the European Drugs Agency (EUDA), by December 2025, together with the necessary legislative amendments to Law No. 382/1999. By December 2026, the regulatory framework for the organisation and functioning of the National Drug Observatory will be approved.
276. Moldova will adopt a national anti-drug policy document by December 2026. In parallel, a referral mechanism will be developed, approved, and piloted to connect drug users with treatment and rehabilitation services.
277. Moldova will establish a comprehensive legal framework for drug destruction by December 2026. The country will also initiate the process of setting up an incinerator for drug destruction. For this action to be completed by the end of 2027, Moldova will require additional financial support. Additionally, Moldova will enhance its track record for drug seizure, storage, and destruction.

III. FIGHT AGAINST TERRORISM

278. The Counter Terrorist Centre of the Security and Intelligence Service (SIS) is the lead body on counterterrorism. SIS has the right to conduct counter terrorist interventions, independently or in cooperation with other authorities. The Ministry of Internal Affairs (MIA) exercises the criminal investigation regarding terrorist offences. At the Ministry of Internal Affairs, the National Investigation Inspectorate (NII) has a specialised subdivision - Money Laundering and Terrorist Financing Crime Investigation Directorate (DIMLTF). The Prosecutor's Office for Combating Organised Crime and Special Cases, has a specialised prosecutor with the competence to investigate complex cases related to terrorist activities. The Office for Prevention and Fight Against Money Laundering (FIU) is responsible for conducting financial investigations regarding the activities and transactions suspected of financing terrorism.
279. Moldova is a party to the International Convention for the Suppression of the Financing of Terrorism and to relevant Council of Europe counter-terrorism conventions, including those covering the financing of terrorism.
280. Moldova is committed to strengthening its counter-terrorism framework in line with EU standards. By December 2026, the country plans to adopt the necessary legislation to align with Council Decision 2005/671/JHA, as amended by Directive (EU) 2023/2123, ensuring improved exchange of information and cooperation on terrorist offenses. Additionally, Law No. 120/2027 will be amended to introduce new provisions on information-sharing between national authorities, Europol, and EU Member States, while ensuring personal data protection.
281. Moldova will align its legal framework with Council Decision 2002/996/JHA, establishing an evaluation mechanism for national legal systems and their implementation in counter-terrorism efforts.

282. Furthermore, Moldova will adopt the legal framework for compliance with Regulation (EU) 2019/1148 on the marketing and use of explosive precursors by December 2026, strengthening the country's ability to prevent the misuse of these substances in terrorist activities.
283. To ensure rapid, well-coordinated, and effective responses to potential terrorism-related crises, Moldova will establish and operationalize a Counter-Terrorism Crisis Center within the Operational Counter-Terrorism Command by December 2027.
284. On preventing radicalisation and removing online terrorist content, Moldova will adopt legislation in line with Regulation (EU) 2021/784 on preventing the dissemination of terrorist content online, by December 2026. A standardised model for issuing removal orders, as outlined in Annex 1 of Regulation (EU) 2021/784, will also be approved. Furthermore, Moldova will ensure the development of preventive measures through intersectoral cooperation with representatives of social services, education, central and local public administration authorities, penitentiary authorities, with the objective of preventing radicalisation and violent extremism.
285. To enhance the resilience of critical entities, by the end of 2025 Moldova will adopt the draft Law on the identification, designation and protection of critical infrastructure in order to create the primary regulatory framework necessary to align with Directive (EU) 2022/2557 of the European Parliament and of the Council of 14 December 2022 on the resilience of critical entities and repealing Council Directive 2008/114/EC. The alignment with Directive (EU) 2022/2557 will be ensured by the end of 2026, together with the establishment of the National Coordination Centre for Critical Infrastructure Protection, responsible for coordinating public and private critical infrastructure operators and administrators. The government will also adopt a decision to designate a Critical Infrastructure Protection Working Group, bringing together representatives from all relevant public authorities to oversee policy implementation.
286. Additionally, by December 2026, Moldova will adopt a methodology for identifying critical infrastructure assets and Government decisions establishing the national critical infrastructure list and defining the list of critical entities. The strategy to enhance the resilience of critical entities is set to be approved by December 2027.
287. By December 2027, Moldova will increase information and expertise sharing between the Security and Intelligence Service and Europol, leveraging the opportunities provided by the Operational Agreement signed with Europol. The country will also strengthen inter-agency and regional cooperation in preventing and combating terrorism.

IV. COOPERATION IN CIVIL AND COMMERCIAL MATTERS

288. Moldova is committed to aligning its legal framework with the EU *acquis* on judicial cooperation in civil and commercial matters. By December 2026, the country will adopt the necessary legislation to accede to the 2019 Hague Convention on the Recognition and Enforcement of Foreign Judgments in Civil or Commercial Matters and ratify the 1970

Hague Convention on the Taking of Evidence Abroad in Civil and Commercial Matters, by December 2025, the draft law for the later having already been approved by the Government on 3 April 2025 and sent to Parliament for adoption.

289. By the end of 2026, Moldova will also introduce legal provisions to implement the EU *acquis* on jurisdiction, recognition, and enforcement of judgments in civil and commercial matters; matrimonial matters, parental responsibility, and international child abduction; as well as on cooperation between courts of the Member States in the taking of evidence in civil or commercial matters; on the service of judicial and extrajudicial documents in civil or commercial matters within the Member States (service of documents); on establishing a European Account Preservation Order procedure to facilitate cross-border debt recovery; creating a European order for payment procedure and establishing a European small claims procedure.
290. By December 2027, Moldova will also enhance cooperation in family law matters by aligning with the EU *acquis* on jurisdiction, applicable law, recognition, and enforcement of judgments on maintenance obligations: on applicable law for divorce and legal separation (Rome III Regulation); on matrimonial property regimes; on property consequences of registered partnerships.
291. Moldova also intends to ensure effective and efficient insolvency procedures by aligning the EU *acquis* on preventive restructuring frameworks, debt discharge, and measures to enhance the efficiency of insolvency and restructuring procedures, by the end of 2026. Additionally, a National Insolvency Register will be established by December 2027.
292. The Government aims to facilitate access to alternative dispute resolution and reducing court caseload by aligning the national legal framework to the EU *acquis* on certain aspects of mediation in civil and commercial matters, by the end of 2025.
293. With regard to Ensuring Legal Aid in Cross-Border Disputes, Moldova will align its legislation to the EU minimum common rules on legal aid in cross-border disputes by December 2027. The National Council for State-Guaranteed Legal Aid will also be strengthened by the same date.

V. COOPERATION IN CRIMINAL MATTERS

294. Moldova has enhanced cooperation with EU Justice and Home Affairs (JHA) agencies and bodies and engaged in international operational actions to tackle serious and organised crime.
295. Moldova commits to further align its legislation with the EU *acquis*, notably with regard to mutual recognition of judgements in criminal matters. In this sense, Moldova plans to amend the Criminal Procedure Code and the Law No. 371/2006 on International Legal Assistance in Criminal Matters and the related regulatory framework by the end of 2025.

296. By December 2027, authorities will implement an electronic platform for the registration of applications for all forms of legal assistance in criminal matters, as well as, organise trainings for prosecutors, judges and other subjects of the prosecution process on the competences of the European Public Prosecutor's Office (EPPO) and the European Anti-Fraud Office (OLAF). Moldova will also further improve judicial cooperation in criminal matters with EU law enforcement agencies and bodies.
297. To enhance the legal framework and the efficiency of cooperation with EU specialised agencies on cross-border criminal investigations, the Law No. 3/2016 on the Prosecution Service and the Criminal Procedure Code No. 122/2003 will be amended by the end of 2025 in order to regulate the status and guarantees of the liaison prosecutor within Eurojust to allow for the appointment, by June 2026, of the Liaison Prosecutor to Eurojust.
298. Furthermore, in 2026, Moldova will align the legal framework to the Regulation (EU) 2018/1727 on the European Union Agency for Criminal Justice Cooperation (Eurojust), Regulation (EU) 2023/2131 amending Regulation (EU) 2018/1727 and Council Decision 2005/671/JHA regarding the digital exchange of information in terrorism cases, Regulation (EU) 2022/838 amending Regulation (EU) 2018/1727 regarding the preservation, analysis, and storage of evidence related to genocide, crimes against humanity, war crimes, and related offenses within Eurojust, Regulation (EU) 2017/1939 on the Implementation of Enhanced Cooperation for the Establishment of the European Public Prosecutor's Office (EPPO) and the Directive (EU) 2017/1371 on the fight against fraud to the Union's financial interests by means of criminal law.
299. In order to strengthen the recognition mechanism for judicial decisions in criminal matters, Moldova will, by the end of 2026, align its legal framework with Council Framework Decision 2008/947/JHA on the mutual recognition of probation measures and alternative sanctions; Council Framework Decision 2009/829/JHA on the mutual recognition of supervision measures as an alternative to pre-trial detention; Council Framework Decision 2005/214/JHA on mutual recognition of financial penalties; Council Framework Decision 2008/675/JHA on taking account of convictions in EU Member States in new criminal proceedings; and Regulation (EU) 2024/3011 on the transfer of criminal proceedings. The Council Framework Decision 2008/909/JHA on the mutual recognition of judgments imposing custodial sentences or measures for their enforcement in the EU will be aligned by the date of accession.
300. To enhance judicial cooperation for the recognition of freezing and confiscation orders, Moldova will align its legal framework with Regulation (EU) 2018/1805 on the mutual recognition of freezing orders and confiscation orders and with Council Framework Decision 2003/577/JHA and 2006/783/JHA on the execution of asset and evidence freezing orders and the recognition of confiscation orders within the EU by the end of 2026.
301. Moldova will also align its legal framework with Directive 2014/41/EU on the European Investigation Order in criminal matters by December 2026.
302. In view of strengthening cross-border judicial cooperation through joint investigation teams and liaison magistrates, by the end of 2025, Moldova will align its legal framework

with Council Decision 2002/465/JHA on the establishment of joint investigation teams, followed in 2026 by the measures to align with Joint Action 96/277/JHA on the exchange of liaison magistrates to enhance judicial cooperation with EU Member States and Regulation (EU) 2023/969 on establishing a collaboration platform to support joint investigation teams.

VI. LEGAL AND IRREGULAR MIGRATION

303. Moldova's legal framework on migration management reflects its commitment to international and EU standards. The key legislation is Law No. 200/2010, which regulates the entry, stay, and removal of foreigners, reflecting a partial transposition of EU directives. This law covers areas such as Schengen border management, visa issuance, family reunification, and procedures for the return of irregular migrants.

304. Strategically, Moldova seeks to create a secure and orderly migration process while ensuring access to rights and services for migrants and asylum seekers. The Programme on the Management of Migration Flow, Asylum and Integration of Foreigners for 2022-2025 outlines objectives such as regulating migration flows, improving the national asylum system, and integrating foreigners into society. The priorities of the Programme had to be readjusted in view of the increased influx of migrants and displaced persons fleeing Russia's war of aggression against Ukraine. Since March 2022, Moldova has been granting temporary protection to people fleeing the war. As of 23 December 2024, 65,803 people were granted temporary protection, including 29 percent with special needs.

305. In view of the accession process, Moldova aims to modernise its migration management capacities and tools to efficiently handle increasing migration flows. By December 2026, an assessment will be conducted on the impact of implementation of the New Pact on Migration and Asylum on national systems. Based on this evaluation, by June 2026, the Government will adopt a new Migration and Asylum Policy Document for 2026-2030. Efforts will also focus on improving the provision of services for foreigners, including the development of a multifunctional center for foreigners' services (Regional Directorate Center and the headquarters of the General Inspectorate for Migration), with a concept finalised by December 2025 and technical specifications completed by December 2026.

306. By December 2027, Moldova will develop, test, and implement the new "Migration" Information System, alongside the adoption of legislation regulating its use. To enhance migration governance, Moldova will adopt a legal framework for coordinating documentation procedures for foreigners for professional and investment purposes by December 2026. Additionally, the mechanism for managing increased migration flows will be revised by December 2026.

307. By December 2025, Moldova will fully align its legal framework with Directive 2003/86/EC on the right to family reunification. By the end of 2026, authorities will adopt the necessary legislative framework to comply with Directive (EU) 2024/1233 on a single application procedure for a single permit for third-country nationals to reside and work in an EU Member State, Directive (EU) 2021/1883 on entry and residence conditions for

highly skilled workers, Directive 2003/109/EC on the status of long-term resident third-country nationals, Directive 2014/66/EU on intra-corporate transferees, Directive (EU) 2016/801 on conditions for entry and residence for research, studies, vocational training, volunteering, student exchange programs, and au pair work, and Directive 2014/36/EU on seasonal workers.

308. Moldova will implement effective measures to combat irregular migration by aligning its legal framework with Council Decision 2006/616/EC on the UN Protocol against the smuggling of migrants. Further adjustments to the legislation will be made to align with the EU *acquis* related to minimum standards on sanctions and measures against employers hiring third-country nationals in irregular situations, including Directive 2009/52/EC, once amended. By December 2026, Moldova will adopt the necessary legal framework to comply with Directive 2004/81/EC, which regulates residence permits for victims of human trafficking and those who cooperate with authorities.
309. Moldova also aims to establish a more efficient return and readmission system by implementing voluntary return programmes and social reintegration for returnees. By December 2027, the country will negotiate and sign new readmission agreements for individuals in irregular migration situations. Legislative amendments will be adopted by December 2026 to align with Directive 2003/110/EC on transit assistance for returnees, Directive 2008/115/EC on common return standards and procedures, Council Decision 2004/573/EC on organising joint return flights for deported third-country nationals.
310. Moldova will also conduct information campaigns to prevent irregular migration and enhance national return and readmission capacities, including strengthening the institutional capacities of the General Inspectorate for Migration. Additionally, the country will develop a Practical Guide on Return Procedures, conduct training on public custody procedures, and continue improving return and reintegration mechanisms for migrants.
311. In addition to legal reforms, Moldova will address institutional gaps by investing in modern border surveillance technologies and enhancing the interoperability of information systems, ensuring compliance with EU standards and improving its capacity to combat irregular migration effectively. Moldova will also strengthen institutions by ensuring continuous training of its staff in the area of migration and asylum management.

VII. ASYLUM SYSTEM

312. Moldova is undertaking a comprehensive overhaul of its asylum system as part of its commitment to align with EU standards as part of the accession process. This effort is grounded in Moldova's adherence to international conventions, including the 1951 Refugee Convention and the 1961 Convention on Statelessness, as well as its Association Agreement with the European Union. Over the years, Moldova has implemented key pieces of legislation, such as the Law No. 270/2008 on asylum, the Law No. 200/2010 on the regime of foreigners in the Republic of Moldova, and the Law No. 274/2011 on the integration of foreigners. In 2026, Moldova will also amend the Government Decision No. 1023/2012, which regulates accommodation centers, to strengthen the national asylum system.

313. Moldova is committed to enhancing its asylum system in line with EU and international standards. In 2025, the Government adopted the National Programme for the Phased Integration of Foreigners in Moldova. The secondary legislation to implement recent amendments to Law No. 270/2008 on Asylum will be adopted by June 2026.
314. To improve asylum seekers' access to services, including for those with special needs, Moldova will adopt the necessary legal framework by June 2026, specifying the list of medical services available to asylum seekers. Furthermore, a Government Decision on asylum seekers' access to healthcare services will be issued by June 2026, ensuring compliance with the latest amendments to the Asylum Law.
315. Moldova will strengthen cooperation with civil society organisations across the country to provide support for asylum seekers in areas such as access to information, local integration, economic inclusion, and social cohesion. This initiative, supported by development partners, will be completed by December 2026. The country will also increase opportunities for foreigners to access various integration measures, reinforcing the role of integration centers for foreigners by December 2027.
316. To enhance the identification and reception of asylum seekers with special needs, Moldova will implement training programmes for migration and asylum personnel by December 2026, raising awareness on reception conditions and accommodation of vulnerable applicants.

VIII. VISA POLICY

317. Moldova's visa policy is governed by the Law No. 200/2010, which defines the visa regime for foreigners, including visa types, conditions for issuance, and legal procedures. Law No. 257/2013 specifies the list of third-country nationals requiring visas and those exempt, partially transposing provisions from Regulation (EU) 2018/1806. In conjunction with this, Government Decision No. 331/2011 regulates the procedure for issuing invitations to foreign nationals from countries considered high-risk, while Government Decision No. 50/2013 outlines the regulations for visa issuance and processing. The latter transposes several elements from the EU Visa Code, particularly concerning application processing and issuance criteria.
318. To implement these legal provisions effectively, the Moldovan government established the Visa Management Information System (VIMS), designed in line with EU Visa Code requirements and managed by the Ministry of Foreign Affairs (MFA). VIMS is directly linked to the National Population Register, allowing authorities to cross-check visa applicants' information. Moldova has also introduced an electronic visa (e-Visa) system to simplify and expand access for foreign nationals, particularly in regions where Moldova lacks diplomatic representation.
319. Moldova is committed to aligning its visa policy with EU regulations and standards. By December 2026, the country will amend Government Decision No. 50/2013 to comply with Regulation (EC) No 810/2009 (EU Visa Code) and create the necessary legal framework to implement Council Regulation (EC) No 1683/95, establishing a uniform visa format.

Additionally, Moldova will align with Commission Implementing Decision C(2018) 674 regarding technical specifications for the uniform visa model before accession.

320. By December 2026, Moldova will adopt legal provisions for implementing Commission Implementing Decision C(2020) 2672, introducing a digital seal on uniform visas.
321. Moldova will amend its legislation to fully align to Regulation (EU) 2018/1806, by the date of accession. Concurrently, it will begin the gradual alignment of its list of visa-required countries with that of the EU. Pending full alignment, a more rigorous screening of visa-free arrivals of third-country nationals, particularly those from countries presenting security or irregular migration risks will be ensured by amending the relevant operational procedures.
322. To ensure that the Ministry of Foreign Affairs (MFA) meets EU visa policy standards, Moldova will gradually upgrade its diplomatic missions to comply with EU standards. Additionally, the country will procure biometric data collection equipment for visa applicants, to be fully operational at the date of accession.
323. Moldova will ensure that all travel documents comply with ICAO 9303 and the EU *acquis*. Legislative amendments to Law No. 273/1994 on identity documents with regard to the new models of passports was adopted on 23 April 2025. These amendments will enter into force in January 2026, when the country will start issuing new passports and travel documents models in line with ICAO standards. Procurement of new passport and travel documents templates, specialised personalisation equipment and upgrading the automated information system is planned by the end of 2025. Amendments to Government Decision No. 522/2019 and No. 125/2013 to regulate residence permit models are planned for December 2025.
324. By the date of accession, Moldova will amend its legal framework to implement Decision 1105/2011/EU, which defines the list of travel documents permitting entry to the EU and those eligible for visa issuance. Additionally, Moldova will align with Commission Implementing Decision C(2013) 4914, which establishes the EU list of recognised travel documents and subsequent amendments.

IX. SCHENGEN AND EXTERNAL BORDERS

325. Moldova has a robust institutional framework regarding border management. The main policy document in this area is the Integrated Border Management (IBM) programme for 2022-2025. The new Law on the state border No. 28/2024, applicable as of January 2025, introduced provisions on the issuance of permits and authorisations or notices in electronic format and regulates the cooperation between authorities involved in the state border management system. Moldova has already adopted important provisions to start aligning with the Schengen Borders Code and will prepare a draft Schengen Action Plan, informed by a gap analysis and coordinated input from relevant stakeholders and agencies, by the end of 2027.

326. In preparation for accession to the EU, the Government aims to further align the national legal and strategic framework with the EU *acquis* and European standards in integrated border management.
327. An evaluation of the implementation of the State Border Integrated Management Program for 2022-2025 will be conducted by December 2025. Based on this assessment, Moldova will adopt the State Border Integrated Management Programme for 2026-2030, aligning it with the EU multiannual strategic policy cycle for integrated border management.
328. Moldova plans to amend Government Decision No. 565/2007 to align the Automated Information System “Dactyloscopic Register” with EURODAC requirements by December 2025. Amendments to Government Decision No. 1310/2003 was adopted in April 2025, ensuring compliance with regulations on the collection, registration, storage, and processing of fingerprint data. To support these reforms, the government plans to purchase software licenses for each workstation and specialised equipment, including live scanners and computers, by December 2026.
329. Moldova will update Government Decision No. 429/2015 on the Border Security Coordination System to align with Regulation (EU) 2021/581 on EUROSUR and the European Commission’s recommendations on information exchange within EUROSUR by December 2025. The modernisation of the Border Security Coordination System will be completed by September 2027, including the equipment of regional and local coordination centers and the adjustment of the Information System of the Border Police’s Operational Coordination Center.
330. Moldova will also pursue measures focused on enhancing the quality of border controls by equipping border crossing points with IT and technical resources to optimise border control at Level I by March 2027 and Level II by December 2027. These improvements aim to enhance control efficiency, facilitate border crossing, and streamline the movement of people and goods.
331. To increase border control effectiveness and ease cross-border traffic, Moldova will gradually implement joint controls for persons, vehicles, and goods at Moldovan-Ukrainian common border crossing points by December 2027. A similar coordinated control system will be progressively introduced at Moldovan-Romanian border crossing points within the same timeframe.
332. Moldova will also implement cross-border infrastructure projects, including the “Giurgiulești”, “Leușeni-Albița”, and “Ungheni” border crossings, funded under the Connecting Europe Facility (CEF) Programme, with completion expected by December 2027.

X. COUNTERFEITING OF THE EURO (CRIMINAL ASPECTS)

333. In Moldova, counterfeiting money, putting counterfeit money in circulation and manufacturing, or keeping equipment for counterfeiting money are criminalised. Legislation ensures the principle of non-discrimination between national and foreign

currency (including the euro), with regard to both regulatory procedures and sanctions as well as treatment as a criminal offence or the relevant foreseen punishment and/or penalties.

334. Moldova commits to align its legislation to the Decision 2001/887/JHA on the protection of the euro against counterfeiting and Directive 2014/62/EU on the criminal protection of the euro and other currencies against counterfeiting by the end of 2026. Moldova will also establish a National Office for the Exchange of Information on Currency Counterfeiting.
335. In the same timeframe, Moldova will align its legal framework with the EU *acquis* by adopting legislation to combat fraud against the financial interests of the Union through criminal measures.

XI. ANTI-CORRUPTION MEASURES IN THE AREA OF JUSTICE AND HOME AFFAIRS

336. The National Integrity and Anti-Corruption Programme for 2024–2028 and related action plan foresees the development and implementation of integrity standards in the public sector. The Ministry of Internal Affairs is implementing a Programme for Enhancing Trust and Safety in Society through Professional Training, Integrity, and Digitalisation of the Internal Affairs System for 2022-2025, in accordance with the Internal Affairs Development Strategy 2022-2030. Moldova's Law on integrity sets out 14 measures to ensure institutional integrity, such as the annual declaration of assets and personal interests, the regime of incompatibilities, conflicts of interests and gifts.
337. Moldova has the necessary legal and institutional framework in place to combat corruption in a horizontal and comprehensive manner. Moldova has identified, assessed, recorded, and monitored risks of fraud and corruption and has undertaken measures to ensure institutional integrity and established dedicated hotlines.
338. Moldova commits to further pursue measures to strengthen integrity across the law enforcement sector and the judiciary.
339. By mid-2026, Moldova will conduct an assessment of the implementation of the Programme for Strengthening Trust and Public Safety through Professional Training, Integrity, and Digitalisation of the Internal Affairs System (2022-2025).
340. Moldova also plans to strengthen the capacities of the Internal Protection and Anti-Corruption Service of the Ministry of Internal Affairs and amend the regulatory framework to define the Service's competencies and core functions, while also improving the Service's track record on investigations by the end of 2026.
341. By the end of 2027, Moldova plans to develop, monitor and report on the implementation of the corruption risk register within the Law Enforcement Agencies (LEA) and strengthen its institutional response to corruption by ensuring the monitoring and implementation of

the GRECO recommendations from the Fifth Evaluation Round on law enforcement authorities.

342. Moldova will organise training of law enforcement on ethical standards and anti-corruption practices. This initiative will be implemented in 2025-2026, aiming to foster a culture of integrity within the internal affairs system. At the same time, Moldova will intensify public awareness campaigns on corruption prevention to encourage increased reporting of corruption cases, integrity warnings, and undue influences.

CHAPTER 23: JUDICIARY AND FUNDAMENTAL RIGHTS

343. Only five years ago Moldova was widely seen as a state captured by entrenched political and oligarchic interests, where judicial independence was largely illusory, corruption permeated public institutions, and fundamental rights were frequently undermined by selective justice and impunity. The judiciary was subject to political manipulation, appointments lacked transparency, and the rule of law was subverted to serve private interests. This legacy of dysfunction deeply eroded public trust and hindered Moldova's European aspirations.
344. In stark contrast, the reforms initiated since 2021 mark a decisive break from that past. The adoption of constitutional amendments to depoliticise judicial appointments, the setup of independent pre-vetting and vetting mechanisms, the operationalisation of vetted administrative bodies of the judicial system and the prosecutor service, and the rigorous implementation of EU-aligned legislation are all part of Moldova's transformative agenda. These systemic changes—accompanied by strategic commitments across human rights, anti-corruption, and the rule of law—are designed to institutionalise a transparent, accountable, and democratic system that guarantees justice and fundamental freedoms for all Moldovan citizens.
345. Moldova has demonstrated a significant transformation in the areas of judiciary reform and fundamental rights, positioning itself as a credible candidate country for EU accession. Across all domains in this chapter, Moldova underscores a decisive shift from past systemic issues toward a rights-respecting, transparent, and resilient rule of law system aligned with EU principles. Moldova reaffirms its strong commitment to continue strengthening rule of law and the respect of fundamental rights.
346. Moldova accepts the EU *acquis* covered by Chapter 23 “Judiciary and Fundamental Rights”, in effect as of the date of the submission of the negotiating position and commits to implementing it by the date of accession. Moldova does not request any specific adaptations, transitional measures or periods for this chapter.

I. JUDICIARY

Legal and institutional framework

347. The Strategy for Ensuring the Independence and Integrity of the Justice Sector for 2022-2025 is the current main policy document in the justice sector. The overall objective of the Strategy is to ensure an accessible, transparent, efficient and accountable justice sector. It sets out three strategic directions of intervention: (1) Independence, responsibility and integrity of justice sector actors; (2) Access to justice and the quality of justice; (3) Efficient and modern administration of the justice sector. Moldova commits to approve a new policy document, after the current Strategy will be assessed.

Self-governance bodies in the justice sector

348. Key reforms have been conducted to strengthen the independence, effectiveness, efficiency and integrity of the justice sector. The 2021 amendments to the Constitution in regard to the independence of the judiciary have improved the standing of judges, with clear provisions related to their career and appointment. They have also set the foundations for a strong and balanced Superior Council of Magistrates, the highest body in the judiciary, aimed to ensure the independence of the judges, and decide on the career and disciplinary liability of judges.
349. Previous systemic flaws identified in the justice sector, linked to a lack of societal trust in the judiciary, suspicion of corruption and lack of integrity, have been further addressed by the development of a verification mechanism for candidates for positions in the Supreme Council of Magistrates, the Supreme Council of Prosecutors, as well as the subordinated bodies (specialised boards). In 2022, a new law entered into force (the pre-vetting) which filtered the candidates who submitted their candidacies for the Superior Council of Magistrates (SCM), Superior Council of Prosecutors (SCP) and their respective subordinate bodies on criteria of financial and ethical integrity.
350. Since the beginning of 2024, both the SCM and SCP are functional and complete, with 12 out of 12 members of the SCM in office and 11 out of 11 members of the SCP in office. The specialised boards of the SCM and SCP are due to be completed in the course of 2025-2026. The members of the SCM, SCP and the respective subordinate bodies have all been pre-vetted pursuant to the above-mentioned Law.
351. Moldova commits to complete all vacant positions in the specialised boards of SCM, and SCP by the end of 2026. Moldova plans to further consolidate the capacities of the self-governing bodies of the judiciary and prosecution by the end of 2026.

The Supreme Court of Justice

352. To further address the trust and integrity of the justice sector, the Parliament approved new legal provisions in 2023, aimed for review the functions of the Supreme Court of Justice and the vetting of its judges. Currently, the Supreme Court of Justice has filled 5 out of 20 judges positions. The vetting procedure is undertaken by the Judges Vetting Commission.
353. Moldova commits to fill in most remaining positions of judges on the Supreme Court of Justice by December 2026, and to continue improving its functioning, reduce backlog and strengthen harmonisation of judicial practice.

Vetting of judges and prosecutors

354. The vetting of judges and prosecutors from the higher courts and prosecutorial service offices was also approved by Parliament in 2023. The vetting procedure includes the assessment of financial and ethical integrity of judges from the Courts of Appeal, as well as the chairpersons and their deputies from the respective courts and of district courts. It also envisaged the vetting of chief prosecutors from the General Prosecutor's Office, the

specialised prosecutors' offices and their deputy-chief prosecutors, as well as of the chief prosecutors and the deputies of the regional prosecutors' offices.

355. Moldova plans to finalise this vetting process by the end of 2026, following European standards and ensuring an increased targeted communication with the public to improve the public confidence in the vetting process.

Independence, impartiality and accountability of the judiciary

356. The independence of the judiciary was significantly strengthened with the approval of the amendments to the Constitution in 2021, which excluded the appointment of judges at the Supreme Court of Justice by Parliament and excluded the initial 5-year term of appointment by the President at the proposal of the SCM. Currently, all court level judges are appointed by the President at the proposal of the SCM. The appointment of prosecutors takes place based on a rigorous competition process held by the SCP and subordinate bodies. The prosecutors are appointed either as graduates of the National Institute of Justice (NIJ) or based on years of experience and an exam taken at the Institute. A registry of candidates is kept by the SCP.

357. Moldova also commits to strengthen the capacity of the judicial system by filling vacant positions, including management positions and by launching new competitions for the remaining vacancies.

358. Judges and prosecutors are ensured with legal guarantees against influence while undertaking their constitutional duties of delivery of justice. Prosecutors are subject to hierarchical control, including on review of their procedural decisions by superiors. Similarly, their decisions may not be subject to interference from the superiors, unless express written procedural indications are submitted by the latter.

359. Judges and prosecutors are obliged to self-recuse if circumstances which challenge their impartiality are met. Also, their recusal may be requested by any party in the case, including at the pre-trial stage for prosecutors and investigative judges. The acts of self-recusal or requests of recusal are examined by the superior prosecutor and by the same level court judges respectively.

360. By December 2026, Moldova plans to strengthen judges' and prosecutors' accountability through disciplinary proceedings by reducing the backlog of disciplinary cases and operationalising the specialised boards of judges and prosecutors.

Quality and efficiency

361. Moldova continued to develop its quality standards with respect to the delivery of justice. The internal organisation of the Prosecution Service was revised at the end of 2024, setting additional priorities for the Anticorruption Prosecutor's Office and adjusting the internal organisation of the regional prosecutors' offices in line with the judicial map.

362. Quality standards for judicial decisions are under development within the SCM.

363. Moldova commits to continue to gradually improve the quality of justice in the country. Provided additional financing and investments into infrastructure will be available, we will continue to advance on the implementation of the judicial and prosecutors' offices map and improve working conditions. Moldova will further improve the efficiency of courts and prosecutor's offices as well as reduce the time for case examination and the backlogs by implementing CEPEJ tools.
364. Ongoing reforms aim also to improve the digitalisation of the judicial system, including by operationalising the eCourt File application in all first instance courts.
365. Moldova also commits to improve the quality of training for existing and prospective judges and prosecutors, currently offered by the National Institute of Justice. The quality of trainings will be enhanced by the end of 2026 based on the guidelines of judgement reasonings to be approved by the SCM.
366. The length of the court proceedings has been addressed by making additional amendments to the procedural legislation, enforced since August 2023, thus addressing potential loopholes which were used in the past to avoid court hearings by the parties in both criminal and civil procedure. Also, as the vetting process has progressed, an important number of positions in the Supreme Court of Justice (SCJ) and in the courts of appeal became vacant. To address this shortcoming, the SCM will undertake further steps to fill in the existing vacant positions in the respective courts.

Judicial and prosecutorial trainings and legal education

367. The NIJ performance and internal processes were assessed under the 2022 TAIEX peer review. The NIJ implemented a number of those recommendations, some of them are still pending implementation.
368. Moldova commits to approve a Strategic Development Plan of the NIJ by the end of 2026, which shall include additional courses in EU law, delivery of initial and continuous training on judicial reasoning, ethics and integrity. Additional training modules on EU law shall be developed by the end of 2025.
369. Legal education is continuously developed more broadly in Moldova, with 9 universities offering courses in EU Law.
370. Moldova commits to increase the quality of legal education, by both evaluating the current pool of teachers of EU law by the end of 2025 and also enhancing the use of anti-plagiarism software by the end of 2027.

Other justice sector components

371. The amendment of the Enforcement Code will improve the mechanism of enforcement of court decisions and it will increase the enforcement rate of court decisions by the end of 2026.

372. Moldova also aims to increase the use of alternative dispute resolution mechanisms by enhancing the mediation sector, setting up mandatory out of court mediation for certain categories of litigation and by establishing a professional body for mediators, by the end of 2025.

373. Also, out of court litigation in the form of arbitration will be strengthened with the approval of a new Law on arbitration by mid-2026.

II. ANTI-CORRUPTION

Strategic and legislative framework

374. Moldova has significantly improved its anticorruption and integrity strategic and legislative framework, with the approval of three key strategic planning documents: the Anticorruption and Integrity Programme for 2024-2028, the Asset Recovery Programme for 2023-2027 and the Action Plan on De-oligarchisation. These three documents target critical aspects of prevention and suppression of corruption, including approval and implementation of sectorial legislation to promote integrity in the public sector, extension of subjects which are subject to declaration of assets and interests, implementation of institutional integrity verifications, reporting on integrity actions which must be taken at regional and local level, effective identification and management of seized assets, their confiscation and social reuse.

375. Specific legislation was adopted to accelerate the trial of cases, including trial in absentia, the cooperation agreement and improved provisions on plea bargaining. New legislation was also adopted in 2023 to tackle whistleblower protection, which in most, transposes the relevant EU *acquis*.

376. The recent elections in Moldova have demonstrated an unprecedented increase in the phenomena of political and electoral corruption, to a scale of hundreds of thousands of people being exposed to a large-scale attempt of electoral corruption.

377. The GRECO's 5th round of evaluation has acknowledged important progress in the implementation of anti-corruption and integrity measures. Additional action is foreseen to continue the implementation of outstanding recommendations.

378. To further address the sector, Moldova commits to adopt legislation to include criminal liability of legal entities for acts of corruption, further amend the whistleblower protection law to ensure protection of persons who report breaches of law by the end of 2025.

379. Additionally, Moldova will take action until the end of 2027 to address the outstanding recommendations from GRECO under the 5th round of evaluation and from the OECD Anti-Corruption Network Fifth Round of Monitoring of the Istanbul Action Plan

380. Specifically related to the effective criminalisation of breach of international restrictive measures, Moldova commits to transpose the relevant EU *acquis* by the end of 2026.

381. Additionally, Moldova will continue to monitor the implementation of the Action Plan on the limitation of undue influence of private interests on economic, political and public life (the Action Plan on De-oligarchisation) and the National Integrity and Anti-Corruption Programme 2024-2028 in order to track progress, identify shortcomings and propose corrective measures.

382. To address the growing concerns of political and electoral corruption, Moldova commits to approve specific legislation in line with European standards in 2025, to effectively address these two forms of corruption.

Institutional framework and capacity

383. Three key institutions are involved in addressing corruption in Moldova - the National Anticorruption Centre (NAC), the Anti-corruption Prosecutor's Office (APO) and the National Integrity Authority (NIA). Since September 2023, NAC and APO competences have been clarified, where NAC has been tasked with the investigation, under the procedural oversight of the municipal prosecution services where NAC has offices (Chisinau, Balti and Cahul), of the systemic and petty corruption, whilst APO was mandated to investigate and prosecute high level corruption. Both NAC and APO have been additionally resourced to address more effectively their functions. A separate unit within NAC – the Criminal Asset Recovery Agency – is in charge of the identification, seizure and management of criminal assets. It also undertakes parallel financial investigations at the request of criminal prosecution officers and prosecutors.

384. NIA is responsible for the assessment of declarations of assets and interests submitted by persons holding public positions, as defined by the law. It may request, if a substantial difference between the existing assets and legally available sources is identified, the confiscation of the difference.

385. In the next three years, Moldova will undertake measures to strengthen the institutional capacities of corruption prevention authorities (National Integrity Authority, National Anticorruption Centre, Central Electoral Commission). To further address the shortcomings in the institutional framework, Moldova commits to implement the Institutional Development Strategy of the National Integrity Authority for 2025-2028, ensure the interoperability of the E-integrity automated IT system with other databases and platforms and ensure a systemic asset declaration verification based on a harmonised methodology by the end of 2027.

386. Moldova also commits to train the personnel in public institutions on the institutional integrity requirements and whistleblower protection by the end of 2027.

387. Additionally, regulatory framework will be adopted by the end of 2026 to improve the “reLAWed” platform, which allows reporting of legislation which may generate corruption. New rules for auditing the financial management of political parties in line with international and European standards are planned to be developed.

388. Furthermore, Moldova commits to strengthen the operational capacities of law enforcement bodies and the prosecution system responsible for the investigation and prosecution of corruption and corruption-related cases by the end of December 2026. To enhance the fight against corruption Moldova will strengthen the anti-corruption judiciary system by setting up specialised anti-corruption panels in line with EU standards.

389. Improving inter-institutional cooperation, communication and coordination between law enforcement agencies, developing a guide on the application of procedural legislation and individualisation of criminal penalties will ensure a prompt response to corruption cases.

Mainstreaming anti-corruption measures

390. Moldova has already mainstreamed anticorruption and integrity in key processes such as legislative drafting and institutional integrity testing. To reinforce these tools, Moldova commits to further enhance the mainstreaming of anti-corruption measures by conducting until the end of 2027 risk assessments in most vulnerable sectors such as public procurement, management of state-owned enterprises, customs, taxes, infrastructure, justice and law enforcement. Further, based on existing data, institutional integrity assessments in the most vulnerable sectors will be conducted and the monitoring of implementation of recommendations will be carried out by the end of 2027 to enhance accountability and strengthen the integrity climate. Specifically in the public procurement sector, the e-procurement platforms and the existing public procurement procedures will be reviewed by the end of 2027 to increase their capacity to identify risks of corruption.

Track record

391. Moldova commits to improve inter-institutional cooperation, communication and coordination among law enforcement agencies in the investigation of corruption cases. A series of continuous actions will be undertaken during 2025-2027 to address potential inefficiencies in the cooperation process. The Anti-corruption Platform led by the Ministry of Justice will be used to that end to ensure an improved cooperation, including distribution of available resources among law enforcement agencies and prosecutorial offices.

392. Moldova will continue strengthening the operational capacities of the law enforcement bodies responsible for the investigation and prosecution of corruption and corruption related crimes with actions foreseen until the end of 2026.

393. Moldova also commits to conduct a periodic assessment of the cases of high-level corruption and systemic corruption to extract potential impediments in the streamlining of investigations in the course of 2026 and 2027.

394. Cases of high level-corruption will be treated as high priority in the course of 2026-2027, with a particular focus on securing final convictions and confiscation of assets.

III. FUNDAMENTAL RIGHTS

General framework for fundamental rights

395. The values and principles enshrined in art. 2 of the TEU constitute supreme values enshrined in art. 1 of the Constitution of the Republic of Moldova, which through its instruments, is the guarantor of the protection of fundamental rights and freedoms. Art. 1 paragraph (3) in the Constitution establishes that Moldova is a democratic state governed by the rule of law, in which human dignity, rights and freedoms, the free development of the human personality, justice and political pluralism represent supreme values and these are guaranteed. To a large extent, the area of rights guaranteed by the Charter of Fundamental Rights of the European Union is also guaranteed in the Moldovan Constitution.
396. The main policy document in the area of human rights observance and protection is the National Human Rights Programme (NHRAP) for 2024-2027. The policy planning document contains recommendations in the field of human rights given to Moldova by the monitoring bodies of the UN, the Council of Europe, the OSCE and other international organizations. Additionally, several sectorial policy documents tackling targeted human rights were adopted and are currently in the implementation stage.
397. Moldova commits to continue the monitoring of the implementation of the 2024-2027 NHRAP, to ensure progress of the planned activities, identify shortcomings and steer its implementation.
398. At national level, the institutions that ensure the promotion and protection of fundamental human rights and freedoms are the People's Advocate and the Equality Council. Additionally, the National Human Rights Council, established as a consultative body at government level, contributes to the promotion of human rights agenda and the endorsement of reports submitted to UN Treaty bodies and other international organisations.
399. Moldova commits to continue strengthening the capacities of the national human rights institutions, including by organising trainings, filling vacant positions and taking other actions to guarantee the respect of human rights.
400. At institutional level, Moldova commits to approve by mid-2025 a new strategic development document for the Equality Council, which will set objectives focused on the protection and promotion of equality, strengthening institutional capacities, digital inclusion, until 2029.
401. Also, Moldova will align its regulatory framework to the EU *acquis* on the standards applicable to equality bodies by mid-2026. Additionally, tools will be developed until 2027 to monitor the implementation of recommendations issued by national human rights protection institutions, directed to improve the track record of enforcement of recommendations.

402. Moldova will undertake actions to properly enforce ECtHR judgements, including the appointment of the Governmental Agent to the ECtHR, increase the performance of the Government Agent department staff and reinforce the activity of the Consultative Council of the Governmental Agent up until 2027.

The penitentiary system reform

403. Moldova has taken significant steps in aligning its legal framework with international standards on the prevention of torture and other forms of ill-treatment. This includes signing and ratifying key international instruments, developing policies to prevent torture, and ensuring effective investigations into allegations of torture. Moldova has criminalized torture as a distinct offense in its Criminal Code and introduced key procedural guarantees in the Code of Criminal Procedure, such as mandatory forensic reports in torture cases and a compensatory mechanism for ill-treatment in prisons. Additionally, it has strengthened anti-torture protection by removing the statutes of limitation for criminal liability in cases of torture, and ensuring that torture cannot be subject to milder punishments or amnesty.

404. Moldova has also made important revisions to its Enforcement Code, particularly following the 2022 visit by the European Committee for the Prevention of Torture (CPT), which provided recommendations that were incorporated into national legislation. These revisions focus on detainee treatment, prison administration, and the management of detention conditions. Institutional measures have been implemented to enhance the quality of torture investigations and the reporting and documentation of detainee injuries. This includes the creation of an electronic register for tracking injuries and incidents of ill-treatment in detention, ensuring greater transparency and accountability.

405. Moldova's penitentiary system has undergone significant reforms aimed at improving conditions of detention. These improvements include the accreditation of medical departments in prisons, alignment with the ministry of health's treatment protocols, and the establishment of a compensation mechanism for detainees held in inadequate conditions. Infrastructure upgrades have been made, such as the renovation of detention facilities.

406. Moldova commits to continue improving detention conditions and eradicate ill-treatment. Specifically, Moldova will adopt by the end of 2026 the necessary normative framework that will ensure the progressive system of enforcement of criminal sentences as well as risk-based assessment while deciding on the distribution of prisoners. Moldova will continue to monitor the implementation of the 2024-2027 Action Plan on the alignment of the penitentiary institutions with the European standards and fighting criminal subculture in order to fulfil the CPT recommendations. Additionally, as part of the efforts, Moldova will modernise the infrastructure for accreditation of the penitentiary hospital by 2026 and will adequately equip the prison staff with modern safety and intervention equipment by 2027.

407. By December 2027, a mechanism of transfer of responsibilities for the penitentiary medical system from the Ministry of Justice to the Ministry of Health will be adopted.

408. To tackle the reintegration of convicts into society, Moldova will develop during 2025-2026 probation programmes aimed at changing behaviour and preventing recidivism among convicted persons and implement vocational programmes and professional training for progressive social rehabilitation. Also, an electronic registry of convicts will be in place by the end of 2027.

Personal data protection

409. Article 28 of the Moldovan Constitution enshrines the fundamental right to personal, family and private life. The Republic of Moldova is a party to the European Convention on Human Rights, as well as to the Council of Europe Convention for the Protection of Individuals with regard to Automatic Processing of Personal Data (ETS No. 108).

410. In 2024, the Parliament of Moldova adopted the Law No. 195/2024 on the Protection of Personal Data, which transposes the General Data Protection Regulation into national legislation. The new legislative act will enter into force on 23 August 2026.

411. The National Centre for Personal Data Protection is the specialised Moldovan supervisory authority. It monitors compliance with the legislation on the protection of personal data.

412. Moldova commits to ratify by June 2026 the Protocol (CETS 223) amending and updating the Convention No. 108 for the protection of individuals with regard to automatic processing of personal data, fully transpose into national legislation the EU *acquis* on personal data protection (in particular Directive (EU) 2016/680) and to strengthen the administrative capacities of the National Centre for Personal Data Protection. Additionally, by June 2026 Moldova will adopt additional specific legal framework to further align with EU standards on contractual clauses between operators and processors of personal data.

Freedom of expression, Media Freedom and Pluralism

413. Moldova ratified the most important international treaties guaranteeing freedom of expression, opinion and the media, such as the Universal Declaration of Human Rights (Article 19), the European Convention on Human Rights (Article 10) and the Convention on Transfrontier Television. At the national level, these freedoms are enshrined in the Constitution of the Republic of Moldova, the Code of Audiovisual Media Services, the Law on Freedom of Expression, the Law on the Press and the Law on Access to Information of Public Interest.

414. The Constitution of the Republic of Moldova and other legislation guarantee the freedom of expression and information to a similar extent as Article 11 of the Charter of Fundamental Rights of the European Union. The Audiovisual Media Services Code (AMSC) is largely aligned with the Audiovisual Media Services Directive. Further amendments will ensure full alignment.

415. The Republic of Moldova is aligned to a number of principles set out in the Commission Recommendation (EU) 2021/1534 on ensuring the protection, safety and empowerment of journalists and other media professionals in the European Union.

416. Moldova is committed to align its Audiovisual Media Services with the Directive 2010/13/EU by December 2025. The amendments will target the mechanism of appointment and dismissal of the members of the Audiovisual Council, the Supervisory Board of the Public Service Broadcaster TeleRadio Moldova, as well as of the Director General, in accordance with the recommendations of the Venice Commission and the Council of Europe.
417. Moldova also commits to increase the safeguards of journalists by adopting a new law on mass media, aligning with the EU *acquis* on protection of persons from manifestly unfounded claims or abusive court proceedings as well as by appointing an Anti-Slapp focal point by the end of 2027. Moldova will continue strengthening the administrative capacities of the Audiovisual Council and of the Centre for Strategic Communication and Combating Disinformation. During the next three years Moldova will implement the Plan on Information and Media Literacy and the Law on the Media Subsidy Fund.

Freedom of assembly, association, conscience and religion

418. Freedom of assembly is guaranteed by art. 40 of the Constitution and is specifically regulated in Law No. 26/2008 on assembly. The law establishes the main procedures and guarantees for the exercise of the right, defines the roles and responsibilities of participants, organisers, local authorities and law enforcement agencies.
419. The right to association is also constitutionally enshrined (art. 41 and art. 42 of the Constitution). Detailed provisions may be found in a series of laws, including Law No. 86/2020 on non-commercial organizations, Law No. 294/2007 on political parties, Law No. 1129/2000 on trade unions.
420. Moldova also has a strong legal framework that guarantees freedom of thought, conscience and religion, in line with international standards. The Constitution provides for this right in art. 31, emphasizing the need for its manifestation in a spirit of tolerance and mutual respect. The Law No. 125/2007 on freedom of conscience, thought and religion, plays a central role in regulating religious freedom by establishing the general framework for the organization and functioning of religious communities, as well as their rights and obligations. The law allows religious groups to carry out their activities without being required to register.
421. In schools, optional religious studies and Holocaust education promote tolerance and understanding of diversity. The Moldovan legislation reflects a commitment to tolerance and respect for diversity.
422. Moldova commits to ensure the respect, protection and promotion of freedom of religion, freedom of assembly and association. Training courses on human rights standards for law enforcement agents ensuring public order will be continuously organised and delivered. Furthermore, a new National Action Plan for the promotion of Holocaust Remembrance and the culture of tolerance to fight racism, antisemitism, xenophobia and other forms of intolerance, in line with the objectives of the EU Strategies and frameworks will be developed by the end of 2026.

Non-discrimination on all grounds

423. The principle of equality and non-discrimination is enshrined in the Moldovan Constitution and developed by secondary legislation. The latter is aligned to Directive 2000/43/EC implementing the principle of equal treatment between persons, regardless of race or ethnic origin. The legislative framework ensures equality for all persons regardless of race, colour, national, ethnic and social origin, social status, citizenship, language, religion or belief, age, sex, gender identity, marital status, sexual orientation, disability, health status, HIV status, opinion, political affiliation, wealth, birth or any other criterion. Several sectorial policy documents reflect measures aimed at preventing and fighting non-discrimination, and in order to reduce the constraints faced by the Roma population, the Programme for Supporting the Roma Population is being implemented.
424. The Equality Council and the courts review cases of alleged discrimination. Following legislative amendments in 2023, the capacity of the Equality Council was strengthened by increasing the number of personnel units from 20 to 33. Since 2018, the Council has been a member of the European Network of Equality Bodies (EQUINET).
425. Moldova will continue to ensure compliance with the principle of non-discrimination and equality, and the exclusion of stereotypes and prejudices towards certain groups of vulnerable people. In order to ensure high-quality standards of protection of the rights of all persons regardless of their status, Moldova commits to fully align its national legislative framework with the EU *acquis*, in particular with the new Directives on standards for equality bodies, as well as to criminalise the liability of legal persons for racist and xenophobic crimes, in accordance with Framework Decision 2008/913/JHA. Moldova commits to approve a new strategic document to support the Roma population in line with the EU strategic objectives by the end of 2026. The activity of Roma community-based mediators will be improved by amending the regulatory framework.
426. Moldova will continue strengthening the capacities of the Equality Council, as well as improving statistical data collection mechanisms by obtaining reliable and comparable data by the end of 2027. Disaggregated data will contribute to a better monitoring and evaluation of the effectiveness and efficiency of implementation of newly adopted public preventive and punitive policies in the area.
427. Law enforcement agents and actors in the justice sector will be trained to respond to hate speech, hate crimes and other discrimination on all grounds. A new guide for the investigation and prosecution of hate crimes and hate speech in line with international and EU standards will be adopted by the end of 2025.
428. The rights of all persons are to be ensured and protected through all measures aimed at preventing and combating discrimination on all grounds, so that human dignity and fair treatment are ensured.

Gender equality and women's rights

429. Moldova has a robust regulatory framework, largely harmonised with international standards, which includes laws, regulations on victim protection mechanisms and

punishment of aggressors, the framework for the organization and functioning of some services/interaction mechanisms, quality standards for services and policy documents on gender equality (2023-2027) and combating violence against women and domestic violence (2023-2027).

430. At the international level, Moldova has ratified key Conventions such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) and the ILO Conventions on Equal Remuneration, Violence and Harassment in the World of Work.
431. The national legal framework is guaranteed by the Constitution and an extensive set of laws, including Law No. 5/2006 on Ensuring Equal Opportunities between Women and Men, Law No. 121/2012 on equality, Law No. 45/2007 on preventing and combating violence against women and domestic violence, Law No. 137/2016 on the rehabilitation of victims of crimes and other relevant regulations (Labour Code, Criminal Code and Minor Offences Code).
432. At the institutional level, the Ministry of Labour and Social Protection is the central authority responsible for developing and promoting gender equality policies and combating violence against women and domestic violence, with the Directorate for Gender Equality Policies under its authority.
433. Other authorities involved include the National Agency for Preventing and Combating Violence against Women and Domestic Violence, the Ministry of Justice, the Ministry of Health, the Ministry of Education and Research and the Ministry of Internal Affairs.
434. At the local level, support for victims of violence is provided by territorial social assistance agencies, which employ specialists in the field of domestic violence and the rehabilitation of victims of crime in each district and region of the country.
435. The implementation of the regulatory framework is supported by institutions such as the Equality Council, the police, prosecutors' offices, courts and other coordination bodies, which contribute to ensuring gender equality, preventing and combating domestic violence and supporting victims through integrated services.
436. Moldova will continue to align its national legal framework with the EU *acquis*. Moldova will align its national legal framework with Directive (EU) 2024/1385 and the Convention on preventing and combating violence against women and domestic violence, including extended forms of cyber violence by the end of 2027. Additionally, a comprehensive definition of discrimination in line with Committee on the Elimination of Discrimination against Women (CEDAW) Recommendation will be included into Moldovan legislation by June 2026.
437. Mechanisms for preventing cyber violence will be enhanced, including through improving specialised support services for victims of gender-based violence, including cyber violence and establishment of a sufficient number of shelters.

438. A standardised system for collecting and analysing data on violence will be implemented, in accordance with the methodology of the European Institute for Gender Equality, with their disaggregation.
439. Moldova is firmly committed to ensure the implementation and monitoring of the National Programme on Preventing and Combating Violence against Women and Domestic Violence and of the National Programme for Promoting and Ensuring Equality between Women and Men, both for 2023-2027.
440. Law enforcement agents, prosecutors, judges, social workers, education and health workers will be continuously trained on gender equality, violence against women, domestic violence, including cyberviolence with the aim to identify and address violence against women and domestic violence, including cyberviolence and to treat victims focused on their needs.

Rights of the child

441. The national legal framework in the field of child protection is largely aligned with international standards. Moldova has ratified and it implements international conventions on children's rights. The national legislation establishes the procedures, authorities and responsibilities in the field of child protection in general, of children at risk and children separated from their parents, in the field of adoption, as well as in the field of international child abduction. The key policy document is the National Programme for child protection for 2022-2026.
442. The Criminal Code, the Criminal Procedure Code, Law No. 137/2016 on the rehabilitation of victims of crime and Law on the rights of the child will be amended in line with EU standards on combating child sexual abuse, sexual exploitation of children and child pornography.
443. In order to provide children with specialised assistance and prevent their revictimisation, Moldova is committed to developing two regional integrated assistance centres for child victims and witnesses of crimes (Barnahus type) by the end of 2027.
444. Moldova will continue to implement the National Programme for Child Protection for 2022-2026. Programmes and services aimed at strengthening the family institution will continue to be improved.
445. Measures will be taken to increase the availability of personnel specialised in child protection at the local level across the country. Training and capacity-building activities for professionals will be carried out with the involvement of all members of the multidisciplinary team, in order to increase the degree of accountability and participation, respectively, to ensure the proper functioning of all intersectoral mechanisms.
446. Access of children from vulnerable families to various community services, as well as the continuation of the deinstitutionalization process, remain a priority for the country. Moldova will thus continue to decrease the number of children placed in institutional care and will prioritise investment in alternative care services.

447. Moldova is interested in participating in the working groups on the implementation of the European Child Guarantee.

Rights of persons with disabilities

448. Moldova has a regulatory framework in the field of ensuring equal rights for persons with disabilities, largely aligned with European standards and policies.

449. The legal framework covering social inclusion of persons with disabilities is aligned with the UN Convention on the Rights of Persons with Disabilities and the Optional Protocol. Equal rights of persons with disabilities to education, social protection, healthcare, rehabilitation, work, access to public life, services and technologies are guaranteed in the Law on the social inclusion of persons with disabilities.

450. Moldova has developed a comprehensive inter-sectorial strategic framework which includes measures aimed at integrating persons with disabilities into society.

451. Moldova will continue to align with the EU *acquis* on the rights of persons with disabilities, including the Accessibility Directive (EU) 2019/882. An independent mechanism to monitor the implementation of the UN convention on the rights of persons with disability will be established by the end of 2027. Data collection on persons with disabilities in line with the Requirements Compendium of Eurostat will be ensured. Enhancing inclusive education for children and pupils with disabilities will also be a priority, focusing on integrating students into mainstream education and improving support systems.

452. At the same time, Moldova will continue its efforts to develop various types of social services for persons with disabilities, to promote the deinstitutionalisation of persons with disabilities, and to continue implementing employment measures adapted to the needs of persons with disabilities.

453. Moldova will continue monitoring the implementation of the 2018-2026 National Programme for the Deinstitutionalisation of Persons with Intellectual and Psychosocial Disabilities from Residential Institutions and its Action Plan.

454. Measures to ensure the interoperability of existing data systems with other information systems (health and education fields) will also be undertaken.

Right to property

455. The effective enjoyment of fundamental right to property is safeguarded by the Constitution in line with the EU Charter of Fundamental Rights and the ECHR.

456. At institutional level, the Agency for Geodesy, Cartography and Cadastre ensures the registration and inventory of real estate property. By December 2026, Moldova will finalise the delineation of public properties and registration of private properties omitted in previous projects, as well as rectification of errors made in these projects. The further digitalisation of cadastral services will be ensured by modernisation of the IT infrastructure

and creation of the new cadastral information system. As a result, online access to cadastral products will be provided, ensuring transparency and limiting corruption risks.

457. Continuous training for judges in the field of property rights, including in line with the ECtHR case law standards will be organised.

Procedural rights for suspected and accused persons in criminal proceedings and rights of victims of crimes

458. Moldova is committed to strengthening fair and effective criminal proceedings, ensuring victims' rights, and improving the protection and support of victims of crime. Key measures include aligning national legal framework with EU standards in criminal justice, particularly through amendments to the Criminal Procedure Code, the Law on State Guaranteed Legal Aid, and laws governing interpreters and translators in the justice sector, in accordance with six EU Directives (Directive 2010/64/UE, Directive 2012/13/UE, Directive 2013/48/UE, Directive (UE) 2016/343, Directive (UE) 2016/800, Directive(UE) 2016/1919)).

459. Additionally, Moldova plans to organise training programmes for legal professionals to ensure effective implementation of these new laws. In line with the EU *acquis*, Moldova will adopt a legal framework to establish minimum standards for the rights, support, and protection of crime victims, including mechanisms for victim compensation as per the EU Compensation Directive (2004/80/EC). The country will also align its legal system with the EU on the European Protection Order, facilitating cross-border protection in both civil and criminal matters.

460. Moldova aims to enhance its legal framework to support international cooperation in prosecuting serious crimes such as genocide, crimes against humanity, and war crimes. This includes amendments to align with EU standards and appointing contact points within the European network responsible for these specific crimes, ensuring effective coordination and prosecution.

Rights of persons belonging to minorities and cultural rights

461. Coherent legislative and practical measures are being adopted to create an integrated system for the protection and assurance of the rights of minorities.

462. The national legal framework including the Constitution and the Law on the rights of persons belonging to national minorities recognises and protects the right of all citizens to preserve, develop and express their ethnic, cultural, linguistic and religious identity.

463. The Parliament of Moldova and the Ministry of Education and Research are responsible for developing policies in the field of national minority rights. The Agency for Interethnic Relations, a central administrative authority, holds the mandate to implement respective policies.

464. The rights of national minorities, including Roma, will be continuously promoted and strengthened, with an emphasis on the implementation of existing policy documents and recommendations of international organisations.
465. Moldova will continue to monitor the implementation of the Strategy for Strengthening Interethnic Relations for 2017-2027, including the assessment of the policy document to both identify the main achievements and shortcomings in the implementation and also formulate recommendations for the development of the future strategic document.
466. Moldova will continue to support the process of learning of the Romanian language by national minorities and promoting the languages of ethnic minorities, including by developing and implementing the Multilingual Education Action Plan in the educational system. Based on the assessment of the current strategic framework a new National Programme on Romanian language learning for national minorities for 2026 - 2028 will be adopted by the end of 2025.
467. In order to improve conditions of Roma people and ensure their participation in the social, economic and political life of the country, the capacity of the Agency for Interethnic Relations will be strengthened. Additionally, the consultation and effective participation of minorities in decision-making and law-drafting processes will be ensured in line with Framework Convention for the Protection of National Minorities.
468. The strengthening of intercultural dialogue will be ensured by extending the facilities of cohesion of citizens of Moldova, regardless of ethnicity, and by organising more educational, social and cultural activities aimed at promoting cultural and linguistic diversity.

EU Citizenship rights

469. Moldova will take necessary measures to ensure that national legislation and systems comply with EU *acquis* concerning elections, free movement and identity documentation.
470. Further analysis of good practices of organising European Parliament elections in member states, including residency requirements for local elections and the maintenance of accurate voter records will be undertaken in 2026. The national legislation will be amended to ensure that EU citizens can vote and stand for election by the date of accession, in both local and European Parliament elections in the countries they reside in, even if they are not nationals of those countries.
471. Moldova commits to align its national legal framework with the EU *acquis* on the right of free movement and residence within the territory of the Member States for Union citizens and their family members by the date of accession. An analysis of the relevant requirements that arise from Directive 2004/38/EC on the rights of citizens of the Union and their family members to move and reside freely within the territory of the Member States will be developed by the end of 2026.

472. In terms of identity documentation, the national legislation was improved at the beginning of 2025 to ensure the approval and adoption of new identity cards in line with EU standards (Regulation (EU) 2019/1157), and specialised equipment for personalising the cards has already been acquired. The systems for issuing identity documents have also been adapted to these new standards.

473. The establishment of an EU Emergency Travel Document (ETD), including aligning national legal frameworks and improving consular protection for unrepresented EU citizens in third countries is also a commitment. The necessary systems for managing and issuing ETDs will be updated by the date of accession.

CHAPTER 5: PUBLIC PROCUREMENT

474. Moldova's priority within this chapter is to streamline and enhance the transparency of procurement processes in accordance with national and European regulations, ensuring comprehensive coverage of the entire procurement cycle through a functional electronic system. The country aims to optimise and improve the efficiency of procurement procedures while aligning them with both national and European regulatory frameworks.
475. At the same time, efforts are focused on strengthening institutional capacities and developing the necessary expertise for the effective implementation of the EU *acquis* in public procurement. Particular emphasis is placed on performance, innovation, as well as social and environmental considerations, thereby contributing to the sustainable development of the country.
476. Moldova accepts the European Union *acquis* covered by Chapter 5 “Public Procurement”, in effect as of the date of the submission of the negotiating position and commits to implementing it by the date of the EU accession. Moldova does not request any specific adaptations, transitional measures or periods for this chapter.

I. OVERVIEW OF THE CURRENT SITUATION AND PLANS FOR ALIGNMENT OF THE LEGAL AND INSTITUTIONAL FRAMEWORK WITH THE EU ACQUIS

477. Moldova’s legislation on public procurement is partially aligned with the EU *acquis*. The alignment process has been centered on the modernisation and transparency of and within the public procurement system, regulated by policies and procedures that reflect the principles of the Treaty on the Functioning of the European Union. Moldova continues to prioritise alignment with the EU *acquis* and aims to establish a stable and predictable public procurement system by the end of 2027.

Legislative framework

478. The *National Programme for the Development of the Public Procurement System for the years 2023-2026*, approved by Government Decision No. 625/2023, outlines and plans the priority directions for the development of a successful public procurement system capable of providing “value for money” in the use of public funds. The Programme’s Action Plan outlines the necessary steps towards the continued alignment of national legislation with the EU *acquis*, the re-engineering of the electronic procurement system, and the integration of social, innovation, environmental, and performance-based aspects into procurement processes, along with the professionalisation of procurement staff.

Classic procurement

479. Classical procurement is regulated by Law No. 131/2015 on Public Procurement, along with supplementary implementing legislation. This legal framework partially transposes Directive 2014/24/EU of the European Parliament and of the Council on public procurement.

480. The law regulates the procurement, by means of a public procurement contract, of supplies, works or services, by one or more contracting authorities from the economic operators selected by them, regardless of whether or not the supplies, works or services are intended for public purpose. This regulation applies to procurement whose estimated value meets or exceeds the following thresholds:

- a) for public procurement contracts for supplies and services, other than those referred to in letter c) – 300 000 MDL (\approx 15 520 EUR);
- b) for public works contracts – 375 000 MDL (\approx 19 400 EUR);
- c) for public procurement contracts having as object social services and other specific services listed in Annex No.2 – 600 000 MDL (\approx 31 050 EUR).

481. Law No. 131/2015 regulates governance aspects and participants in public procurement procedures, qualification and selection criteria, award criteria, publicity and transparency, procurement requirements, types of procurement procedures and how they are carried out, contracting and reporting procedures, as well as tools for electronic procurement specified in the EU Directives. The legislation scope encompasses contracts both above and below EU thresholds. Contracts with values below the public procurement law thresholds are awarded in accordance with Government Decision No. 870/2022, which approves the Regulation on low-value public procurement.

482. Moldova remains committed to further aligning its national legislation with the EU *acquis* in the field of classical procurement, with a particular focus on reviewing the regime of exclusions, mixed procurement involving the areas of defence and security, qualification and selection criteria of economic operators, award criteria by the end of 2025.

483. The provisions related to low-value procurements are planned for adjustment by the end of 2026.

484. Provisions concerning administrative cooperation between Member States, the exchange of information on certifications and exclusions, the delegation of competences to the European Commission, and the reporting of certain data to the competent institutions are intrinsically linked to EU membership and will be applicable to Moldova upon accession.

485. To ensure a high degree of alignment with Directive 2014/24/EU, Moldova has developed a new draft law on public procurement which has been consulted with experts from DG GROW and SIGMA.

Utilities

486. Utilities procurement is governed by Law No. 74/2020 on procurement in the energy, water, transport and postal services sectors, which partially transposes Directive 2014/25/EU on procurement by entities operating in the water, energy, transport and postal services sectors.

487. This regulation applies to procurement whose estimated value meets or exceeds the following thresholds:

- a) for supply and service contracts as well as for design contests –800 000 MDL (≈41 400 EUR);
 - b) for works contracts –2 000 000 MDL (≈103 500 EUR);
 - c) for contracts for social and other specific services listed in Annex No 2-1 000 000 MDL (≈51 750 EUR).
488. To ensure the effective implementation and application of Law No. 74/2020, the Methodological Norms on the awarding of utilities procurement contracts and/or framework agreements in the sectors of energy, water, transport, and postal services, approved by Government Decision No. 464/2022 was developed and approved, providing detailed guidance and promoting the uniform application of the law in the area of sectoral procurement.
489. Law No. 74/2020 regulates aspects related to sectoral activities covered by the law, including exclusions, the principles applicable to sectoral procurement and the types of sectoral procurement procedures. It also establishes special procedures for the award of sectoral procurement contracts, while ensuring compliance with requirements on publicity and transparency. Additionally, the law regulates the qualification and qualitative selection of economic operators, as well as provisions on contracting and reporting. The legislation scope encompasses contracts both above and below EU thresholds. Contracts with values below the utilities law thresholds are awarded in accordance with Government Decision No. 870/2022, which approves the Regulation on low-value public procurement.
490. Although the legislation in the utilities sector has a high level of alignment with the EU *acquis*, Moldova remains committed to meet the outstanding requirements for regulating mixed procurement, publishing notices and information in the Official Journal of the European Union, exclusion of activities directly exposed to competition and the risks inherent in a national procedure for their assessment. All relevant amendments shall be adopted by December 2025.
491. The provisions related to administrative cooperation and the exchange of information between Member States, rules on electronic procurement tools, relations with third countries, the delegation of competences to the European Commission, as well as the reporting and monitoring of the implementation of public procurement legislation, are intrinsically linked to EU membership and will be applicable to Moldova upon accession.

Concessions and public-private partnership

492. Concessions are governed by Law No. 121/2018 on works concessions and service concessions, which partially transposes Directive 2014/23/EU on the award of concession contracts.
493. The law establishes the framework for awarding works concessions and service concessions, defining the applicable legal regime and specific provisions governing the award and execution of such contracts. It applies to concessions with a duration of at least 5 years but not exceeding 35 years, provided that their estimated value, excluding VAT, meets or exceeds the following thresholds:
- a) for works concession contracts –10 000 000 MDL (≈520 000 EUR);

b) for service concession contracts – 5 000 000 MDL (≈260 000 EUR).

Thus, national thresholds are set at levels lower than those established by the European Union.

494. The national law regulates aspects related to the competence of public authorities, the pre-decision phase of the decision to initiate the concession and the general rules for the award of the concession. It also establishes requirements for the preparation of award documentation, the execution of concession contracts, and mechanisms for dispute resolution. Transparency in the concession award procedure is ensured through the publication of concession notices and award notices in the Public Procurement Bulletin.
495. In Moldova, public-private partnerships (PPP) are regulated by a separate law, namely the Law No. 179/2008 on Public-Private Partnership. The maintenance of the law as a separate normative act is necessary to specifically regulate public-private partnerships, which have a legal regime distinct from concessions and public procurement. It provides flexibility, innovative risk-sharing mechanisms, and long-term solutions for the development of infrastructure and public services. The law governs the methods and procedures for implementing the public-private partnership, the rights and obligations of public and private partners. It regulates aspects related to the competence of public authorities, the subject matter and forms of the public-private partnership, the initiation and termination of the project, the procedure for selecting the private partner, guarantees for partners, and dispute resolution.
496. The transparency of PPP projects is ensured through the publication of information notices on the conduct of the private partner selection competition in the Official Journal of the Republic of Moldova and the publication on the official webpage of the Public Property Agency of the documentation required for the contest. The meetings of the private partner selection commission are open to the public and the final results of the selection process are made public by publication in the Official Journal of the Republic of Moldova and on the website of the Public Property Agency.
497. Law No. 121/2018 on works concessions and service concessions and Law No. 179/2008 on public-private partnership, as well as its subsequent acts, are not yet aligned with the EU Directives. The current legislative framework has shortcomings in terms of clear definitions and distinctions regarding the rules and procedures for awarding a public-private partnership as a public works contract, a public service contract or a concession.
498. The efforts undertaken in 2024 resulted in the successful development of a new law on works and service concessions, which ensures a high level of alignment with Directive 2014/23/EU. Parliament adopted it on 12 February 2025, further strengthening Moldova's legal framework in line with EU standards. To address shortcomings related to the clarity of definitions and the applicable legal regime covering the award and implementation of PPP contracts, Moldova has developed amendments to Law No. 179/2008 on public-private partnerships. The draft law is currently at the public consultation stage and is expected to be adopted by the end of 2025, further enhancing the legal framework for PPP implementation.

Defence procurement

499. Moldova has not yet aligned its legal framework with the provisions of Directive 2009/81/EC on the coordination of procedures for the award of certain works contracts, supply contracts and service contracts by contracting authorities or entities in the fields of defence and security.
500. Public authorities responsible for defence and security carry out the necessary purchases of goods, services and works by applying the provisions of Law No. 131/2015 on public procurement or, where applicable, by applying the exclusions provided for therein. These exemptions include contracts for the procurement of goods, works and services related to the production of or trade in arms, ammunition and weapon systems, and public contracts declared to be secret, in accordance with the law, if their performance requires special security measures established by law.
501. Moldova is committed to introducing specific rules for defence and security procurement, ensuring the protection of strategic interests and the respect of EU standards in these sensitive areas. The draft law on defence and security procurement, which aims to transpose Directive 2009/81/EC, was developed, subjected to public consultation and submitted to the European Commission for final opinion. The draft law is expected to be adopted in 2025.

Remedies and review procedures

502. The regulatory framework on remedies and review procedures has a high level of alignment with the EU *acquis*.
503. In the national legal framework, the procedure for solving complaints concerning the award of contracts is governed by Law No. 131/2015 on public procurement, Law No. 74/2020 on procurement in the energy, water, transport and postal services sectors, Law No. 121/2028 on works concessions and service concessions.
504. In accordance with the aforementioned legal acts, any person who believes that an act of the contracting authority or entity in a procurement procedure has infringed their rights, resulting in actual or potential damage, has the right to file a complaint with the National Agency for Solving Complaints. This mechanism ensures legal recourse for addressing procurement-related disputes and upholding the principles of transparency, fairness, and legality in public procurement and concession procedures.
505. Regarding the approximation of the legal framework to the EU *acquis*, it should be noted that Directive 89/665/EEC on the coordination of the laws, regulations and administrative provisions relating to the application of review procedures to the award of public supply and public works contracts is partially transposed by the Law No. 131/2015 on public procurement, with the exception of reporting requirements to the European Commission. Additionally, the time limits for applying for review procedures will be adjusted and reflected in the new draft law on remedies and appeals in the awarding of public procurement contracts, utilities contracts, and concessions contracts, planned to be adopted by the end of 2025.

506. Although Moldova has not yet transposed Council Directive 92/13/EEC coordinating the laws, regulations and administrative provisions relating to the application of Community rules on the procurement procedures of entities operating in the water, energy, transport and telecommunications sectors, the current review mechanism concerning the procurement procedures of entities operating in utilities sectors corresponds to European procedures, provided by the provisions of Law No. 131/2015 on public procurement, which is partially aligned with Directive 89/665/EEC. Transposition of Directive 92/13/EEC will be ensured by the end of 2025.
507. While the review process in Moldova is already digitised through a separate online electronic complaint system, its interoperability with the new e-procurement system, which is planned for implementation by the end of 2027, will be ensured.

E-procurement, e-Certis, ESPD, standard forms

508. *E-procurement.* E-procurement in Moldova is carried out through the MTender electronic system. The technical concept of the Automated Information System „State Register of Public Procurement” (Mtender) was approved by Government Decision No 705/2018.
509. In terms of the degree of harmonisation, the system was designed and developed in accordance with the provisions of Law No. 131/2025 on public procurement, which partially transposes Directive 2014/24/EU on public procurement and repealing Directive 2004/18/EC.
510. Since 2018, contracting authorities are obliged to use MTender for all communications and exchanges of information, including electronic submission by electronic means of communication.
511. By the end of 2027, Moldova commits to implement a new electronic procurement system that will provide functionalities for the entire procurement cycle, notably planning, procedure execution, contract awarding and contract management. The new system will take into account the provisions of the EU *acquis* on eProcurement, thus leading to enhanced transparency, effective data collection, analysis and monitoring, while increasing efficiency of public procurement processes.
512. *ESPD.* The standard form of the European Single Procurement Document (ESPD), at national level, was approved by Order of the Minister of Finance No. 72/2020, and is aligned with Commission Implementing Regulation (EU) 2016/7 of 5 January 2016 establishing the standard form for the ESPD.
513. Currently, the ESPD is not digitised within the MTender electronic system. Instead, it is completed by contracting authorities and economic operators in an offline format. With the implementation of the new electronic procurement system by the end of 2027, digitalisation of ESPD under Regulation (EU) 2016/7 will be ensured.
514. *E-Invoicing.* Directive 2014/55/EU on electronic invoicing in public procurement is not yet transposed. However, in accordance with Article 117 paragraph (1²) of the Fiscal Code from 1 January 2021, the taxable subject is obliged to present the electronic fiscal invoice

(e-invoice) to the buyer (beneficiary) for the delivery when making taxable deliveries within public procurement in the country. E-Invoice in Moldova is an electronic system for issuing, transmitting and storing fiscal invoices, implemented to simplify the invoicing process and reduce tax evasion. While the national framework already entails provisions concerning the electronic fiscal invoice as described above, alignment with the EU *acquis* in this field will be achieved by transposing Directive 2014/55/EU on e-Invoicing by the end of 2025.

515. **Standard forms.** Moldovan legislation is not yet aligned with Commission Implementing Regulation (EU) 2019/1780 establishing standard forms for the publication of notices in the field of public procurement and repealing Implementing Regulation (EU) 2015/1986 (eForms). The functionalities for automating the publication of notices in TED are not yet developed in the current system. However, the standard forms, the prior information notice, the contract notice, the award notice and the amendment notice are approved at national level by Order No. 115/2021 of the Minister of Finance approving the standard documentation for the performance of public procurement of supplies and services and Order No. 69/2021 of the Minister of Finance approving the standard documentation for the performance of public works procurement and Government Decision No. 464/2022 approving the Methodological Norms on the awarding of utilities procurement contracts/framework agreements in the sectors of energy, water, transport, and postal services, the formats which transpose Annex 3 to Law No. 131/2015, Annex 3 to Law No. 74/2020, which in turn transpose Annex V to Directive 2014/24/EU and Annex VI to Directive 2014/25/EU. While standard forms for the publication of notices in the field of public procurement are regulated into the national law as specified above, alignment to Regulation (EU) 2019/1780 will be ensured by the end of 2025 and integrated into the new e-procurement system by the end of 2027.

516. **E-CERTIS.** Currently, Moldova does not have a tool similar to *e-Certis*. However, the One Stop Shop for the issuance of permissive acts by public institutions (accessible at <https://actpermisiv.gov.md/#/home>) has been implemented, allowing contracting authorities and entities to access information and verify the status of permissive acts issued by public institutions. Integration with *e-Certis* will be among the functionalities of the new e-procurement system, planned for implementation in 2027.

Innovation, social procurement, green procurement, SMEs, professionalisation

517. **Innovation, social procurement, green procurement.** Sustainable and inclusive economic development is a priority of the Government of Moldova, reflected in the National Development Strategy "European Moldova 2030". The National Programme for the Development of the Public Procurement System for 2023-2026, approved by Government Decision No. 625/2023, is aligned with the objectives of the 2030 Sustainable Development Agenda and will support the achievement of the objectives of the "European Moldova 2030" NDS.

518. National legislation in the field of public procurement includes provisions for the implementation of environmental, social and labour requirements, as well as references to international legal provisions in the given areas to which Moldova is a party. The regulatory framework sets out rules with reference to labels, requirements for quality assurance and

environmental standards, application of award criteria “best price-quality ratio / quality-cost ratio”.

519. *SMEs*. Moldova’s public procurement legislation provides specific measures to facilitate the participation of small and medium-sized enterprises (SMEs) in procurement processes. These measures ensure that qualification and selection criteria are proportionate to the contract's subject matter, allow for the division of contracts into lots, promote subcontracting opportunities, and enable economic operators to rely on third-party resources to meet qualification requirements. These provisions aim to create a more inclusive and competitive procurement environment for SMEs.

520. *Professionalisation*. In order to guarantee an efficient, transparent and EU standard procurement process, it is essential to ensure the capacity development of staff involved in this field. The professionalisation and training of a group of specialists with a high level of knowledge, skills and competences is one of the government’s priorities and is reflected in the National Programme for the Development of the Public Procurement System for the years 2023 to 2026.

521. Conducting training and other activities aimed at strengthening the capacities of contracting authorities/entities in the field of procurement falls within the remit of the Public Procurement Agency. The Public Procurement Agency organises training sessions covering both general and specific aspects of the application of the legal framework, based on issues identified in the process of monitoring the compliance of the performance of public/utilities procurement procedures and low-value public procurement.

522. To align with European standards, Moldova is committed to implementing a comprehensive set of strategic measures aimed at enhancing institutional development and improving public procurement processes, including:

- Certification and training of public procurement specialists by the end of 2026 to strengthen professional capacities and ensure compliance with EU best practices.
- Development of guides and instructions aligned with EU Commission guides, handbooks, recommendations, and communications to support contracting authorities and entities in preparing tender documentation, awarding and executing contracts, and integrating social, environmental, innovation and performance criteria into procurement processes. These guidelines aim to promote sustainable public procurement and will be implemented by the end of 2027.

Institutional framework and administrative capacities

523. The management of public procurement in Moldova, is conducted through a well-structured institutional framework involving multiple authorities with distinct yet complementary responsibilities. These institutions collaborate to transpose, implement and monitor the EU public procurement *acquis*, playing a crucial role in modernizing and enhancing the efficiency of the national procurement system.

524. Moldova will continue its efforts to strengthen the capacities of the Ministry of Finance, the Public Procurement Agency and the National Agency for Solving Complaints through

the professional training of employees. In developing the new e-procurement system, Moldova will consider the data requirements of the Ministry of Finance and the Public Procurement Agency to support the decision-making process. The system will focus on implementing a risk indicator-based monitoring mechanism to enhance transparency, effectiveness, detection and reporting of irregularities, in a timely manner. It will also focus on centralising and improving the efficiency of public procurement by establishing and/or reinforcing central procurement authorities at both the central and local levels for the main categories of supplies, services and works, by the end of 2026.

II. ANTI-CORRUPTION MEASURES

525. Public procurement is a sector vulnerable to corruption risks, as it involves public expenditure amounting to approximately 5% of GDP, allocated to the procurement of supplies, services and works. To mitigate these risks, the Republic of Moldova remains committed to:

- Strengthening oversight and audit mechanisms to ensure compliance and prevent irregularities;
- Promoting transparency and accountability in all procurement processes;
- Ensuring adherence to ethical and legal standards throughout the procurement cycle.

These measures aim to reinforce integrity and efficiency in public procurement, aligning with best international practices.

526. In 2023, the National Integrity and Anti-Corruption Programme for the years 2024-2028 and its Action Plan were adopted through Parliament Decision No. 442/2023. These documents include measures related to public procurement, aligned with the National Programme for the Development of the Public Procurement System (2023-2026), aimed at:

- Enhancing the public procurement system by optimizing processes and ensuring the use of the electronic system throughout the entire procurement cycle (planning, conduct the procedure, contract award, contract management), including developing of a red flag system to strengthen transparency, effectiveness, and detection and reporting of irregularities, in a timely manner;
- Improving procurement efficiency by reducing transaction costs and establishing a joint procurement mechanism to streamline resource allocation;
- Providing specialised training for procurement personnel, with a focus on planning and preparation, market consultations, procedure organization, and contract award.

527. Moldova will continue to enhance the administrative capacity of both central and local authorities to ensure the effective implementation of the current legal framework for fighting corruption, including through the development of interinstitutional cooperation mechanisms for its prevention and combating. Special emphasis will be placed on strengthening the staff of relevant authorities through capacity-building sessions conducted at both central and local levels.

CHAPTER 18: STATISTICS

528. The Republic of Moldova is committed to aligning its statistical system with the EU *acquis*, recognising the essential role of accurate, timely, and comprehensive statistics in evidence-based policymaking, governance, and EU integration. A robust statistical infrastructure is key for monitoring economic performance, social development, the state of the environment and policy implementation, ensuring transparency and accountability in governance. Moldova pledges to achieve full compliance with EU statistical standards by accession, reinforcing institutional capacity, improving statistical methodologies, data collection methods and enhancing inter-agency cooperation. By aligning with EU standards, Moldova aims to ensure high-quality, internationally comparable statistical data that will support economic convergence and European integration efforts. The country is dedicated to continuous investment in its National Statistical System (NSS) to meet the growing demands for statistical information in all key economic and social areas.
529. Moldova has made notable progress in strengthening its statistical system through collaboration with the EU and international partners. The establishment of new institutional structures, the adoption of international standards on data security, and the enhancement of inter-agency coordination reflect the country's commitment to modernising its statistical framework. Significant increases in funding and staff training initiatives have also reinforced Moldova's capacity to produce high-quality, EU-compliant statistics, ensuring sustainable progress in its accession process.
530. Moldova accepts the EU *acquis* covered by Chapter 18 Statistics in effect as of the date of the submission of the negotiating position and commits to implementing it by the date of EU accession. Moldova does not request any specific adaptations, transitional measures or periods for this Chapter.

I. STATISTICAL INFRASTRUCTURE

531. Moldova's statistical infrastructure is partially aligned with the EU *acquis*. Moldova commits to continue allocating adequate resources to achieve full alignment with the EU *acquis*.

Legislative framework

532. The Law No. 93/2017 on Official Statistics (LOS) regulates the organisation of the national statistical system (NSS) and establishes the legal framework for the development, production, dissemination, and coordination of official statistics. The LOS is largely aligned with Regulation (EC) No 223/2009 on European statistics, incorporating recent amendments that enhance access to both administrative and privately held data. These changes aim to foster statistical innovation, to deliver diverse and timely statistics, to reduce the information burden on respondents, and to increase the overall efficiency of statistical processes. Moldova plans to achieve full compliance with the above regulation by 2026.

0. Moldova is implementing the *2023-2030 Development Strategy for the National Statistical System (NSS)*, as well as the *2023-2026 Program for the Development of the NSS*, which are designed to meet growing user demands for timely, high-quality data aligned with EU standards.

Institutional framework

533. According to article 6 of the LOS, the National Statistical System consists of the National Bureau of Statistics (NBS), the National Bank of Moldova (NBM), and other producers of official statistics (OPOS). The National Bureau of Statistics, as the central statistical authority, is the main producer and the overall coordinator of official statistics in Moldova.
534. The certification of OPOS is carried out by the NBS in accordance with the Regulation on the procedure for establishing the producers of official statistics approved through Government Decision No. 51/2022.
535. In accordance with Government Decision No. 37/2024 amending Government Decision No. 935/2018 on the organisation and functioning of the NBS, the organisational structure of the NBS was improved to streamline statistical operations and modernise data production. In this respect, new departments focused on experimenting with new statistical approaches and implementing innovative methods, the use of administrative and privately held data to produce official statistics were established, and the departments responsible for the implementation of new surveys and statistical works in line with EU *acquis* were reinforced by allocating additional personnel.
536. To enhance data confidentiality and protection of personal data, the NBS has implemented updated policies and procedures in line with international standards, including ISO/IEC 27001:2022 on information security and ISO/IEC 27701:2019 on the protection of personal data. In January 2025, the NBS reconfirmed compliance with these international standards.

Implementing measures, challenges and plans

537. The NBS has been increasing the training of staff, and the IT infrastructure has been recently renovated. The NBS, with the support from the government, is putting in place an active policy of training, retaining staff, and proactively filling vacancies. Thus, according to the law on the state budget for 2025, starting with 1 January 2025, the salaries of the NBS staff in the HQs increased by over 10 percent. In addition, the NBS budget was substantially increased for training purposes. In accordance with the results of the training needs assessment of the NBS staff conducted at the end of 2024, a training programme is currently under development.
538. To address the need to better delineate the responsibilities of relevant institutions for the production of certain new statistics, as it was mentioned during the bilateral meetings, these will be defined through the establishment of interinstitutional working groups and agreements provided in the Memoranda of understanding between institutions.

II. CLASSIFICATIONS

539. Moldova has implemented the main EU classifications with various degrees of EU *acquis* compliance. Moldova uses most of the major international statistical classifications and nomenclatures, i.e., the NACE Rev. 2 (Statistical classification of economic activities in the European Community), the CN 2022 (Combined Nomenclature), COICOP 2018 (Classification of Individual Consumption According to Purpose), CPA 2008 (Classification of products by activity), ISCO-08 (International standard classification of occupations), ISCED 2011 (International standard classification of education), GEONOM (Country nomenclature of external trade statistics and statistics of trade between Member States), and PRODCOM (Nomenclature of industrial production of manufactured goods, list 2022).
540. Moldova plans to fully align its national activity classification (CAEM) and recode the business register in line with NACE Rev 2.1 by the end of 2026 and to develop and implement the national Classification of products by activity (CPA) in accordance with NACE Rev. 2.1 by the end of 2027.
541. NUTS-equivalent for Statistical regions, in order to produce regional statistics, have to be agreed between Moldova and the Commission. Moldova has a detailed plan to ensure full compliance with the latest versions of classifications. The statistical regions (SR) and territorial typologies (TERCET) are planned to be implemented by the end of 2027.

III. ECONOMIC STATISTICS

542. Moldova is overall partially aligned with the EU *acquis* on economic statistics, with substantial work ahead.

Macroeconomic accounts and indicators

543. The NBS, NBM, and the Ministry of Finance are responsible for producing Euro indicators and principal economic indicators (PEEI). Some of the required PEEI indicators are already calculated or can be calculated in line with EU requirements. The National Bank and the NBS produce several macroeconomic imbalance procedure (MIP) indicators; 14 out of the 18 indicators are already produced or can be produced, with full alignment of missing indicators foreseen by the end of 2027.
544. Moldova has partially aligned with the main EU Regulations on the balance of payments and international investment position statistics and follows international methodologies. Data is not transmitted to Eurostat. Data already produced is planned to be submitted to Eurostat in April 2025, starting with data for Q4 2024. In 2025, NBM will develop the concept of the statistical IT infrastructure, and will gradually develop it, up to the date of accession.
545. National accounts are developed in line with the methodology of the United Nations' National Accounts System, version 2008 (2008 SNA), which is compatible with the

European System of Accounts (ESA) 2010. The time series will be revised to be fully aligned with ESA 2010 with the assistance of EU experts by 2030.

546. The NBS is responsible for the compilation of non-financial national accounts. NBS compiles main aggregates for quarterly and annual national accounts, as well as annual sector accounts, for all sectors. However, presently the NBS does not produce quarterly sector accounts and faces a lack of readily available data sources necessary for their compilation. The roadmap for the harmonisation of the above domains is under development and expected for finalisation during 2025, after which implementation work will be conducted to achieve the 2030 deadline for the quarterly accounts.
547. Supply and use tables (SUT) were compiled until 2014, based on the 1993 SNA and NACE rev. 1. Moldova plans to resume the preparation of supply, use and input-output tables, in line with ESA 2010, starting in 2026.
548. In regards to the regional accounts, these are compiled according to national NUTS classification. However, as there are no officially agreed statistical regions, regional accounts are not yet aligned with the EU *acquis*. Moldova plans to align with the EU NUTS in 2025 and regional GDP in 2027.
549. In regards to the monitoring of own resources, the NBS compiles gross national income (GNI) according to the concept of usual resident population starting from the reference year 2014, at current prices. Data are estimated based on 2008 SNA, using NACE rev. 2. According to the discussions during the bilateral screening meeting held on 13-14 November 2024, Moldova plans to draw up the GNI Inventory by 2027 in order to assess the level of alignment and compliance with ESA 2010 and ensure full implementation of this standard.
550. At present, the NBS does not compile value-added tax (VAT) data on own resources according to EU requirements. Moldova has limited knowledge on the applicable methodology and is collaborating with Eurostat to improve knowledge in order to assess potential data sources. The compilation of VAT data is planned for 2028.
551. Moldova is partially aligned regarding the remuneration and pensions of EU staff statistics. Eurostat has been producing extra-EU correction coefficients for Moldova. The country plans to undertake the necessary work on methodology regarding Article 65 of the Staff Regulation and implement a human resources information system for the civil service by the end of 2027, which will enable the compilation of statistics required under Article 65. Currently Moldova is not compiling data on pensions in social insurance, and the target year for its compilation is 2027.
552. The National Bank of Moldova compiles financial accounts as experimental data, the first data (for Q2 2024) being published at the end of 2024. Currently, the NBM and NBS are in the process of discussing new data produced and the reconciliation with National Accounts. At the beginning of 2025, the produced datasets will be provided to Eurostat. Starting in 2025, NBM reports data on MDL to EUR exchange rates to Eurostat. Statistics on excessive deficit procedure (EDP) and government finance (GFS) are not aligned with

the EU *acquis* as regards sector delineation, implementation of the accrual principle and distinction between financial and non-financial transactions. A working group will be set up including the NBS, the Ministry of Finance, and the National Bank and a Memorandum of Understanding is to be signed between the three institutions to clearly distribute responsibilities under the leadership of the NBS. Moldova plans to compile and disseminate the EDP and GFS tables simultaneously, ensuring coherence between the non-financial accounts and the financial accounts. Moldova has submitted to Eurostat the questionnaire on taxes and social contributions, as well as on contingent liabilities, and progressively will transmit other data to Eurostat. Data transmission of ESA Tables 2 and 9 (GFS) to Eurostat is expected to start in 2025.

Business statistics

553. Regarding the statistical business registers (SBR), Moldova is partly aligned with the EU *acquis*. Moldova plans to redesign the information system of the business register, to identify new administrative data sources to update the business register by 2026, to complete the business register with all statistical units and to compute all business demography (BD) indicators to comply with the EU Regulations by 2027.
554. Moldova uses the NACE Rev. 2 classification for structural business statistics (SBS), as for the other relevant statistical domains, and is partially aligned with the relevant EU regulations. Most indicators are covered. Moldova plans to develop a data collection mechanism on self-employed persons and gross investment by 2027. Data transmission through EDAMIS is expected from 2025.
555. Moldova has compiled industrial production statistics since 2004. Starting 2013, the time series are available according to NACE Rev. 2. Industrial product statistics are in accordance with the PRODCOM Nomenclature (list 2022). Moldovan legislation is partially aligned with Regulation (EU) 2019/2152 (EBS Regulation) and 2020/1197 and it is fully aligned with the respective Commission implementing regulation; full alignment will be completed by 2027. Data transmission through EDAMIS is expected to start in 2025.
556. The short-term business statistics (STS) domain is advanced. Data is produced according to the STS Regulation (EC) 1165/98 since 2011. A series of variables are elaborated in accordance with the EBS Regulation. Elaboration and implementation of the missing indicators in accordance with the EBS Regulation is planned by 2027.
557. The NBM, in collaboration with the NBS (which conducts the data collection), produces and disseminates statistics on foreign direct investment (FDI) within the balance of payments and international investment position. No data is transmitted yet to Eurostat, but is planned for submission in 2025.
558. Foreign affiliates statistics (FATS) are not produced yet, the NBS is working on identifying the relevant data sources. Data production on FATS is planned for 2027.

International trade

559. Statistics on international trade in services are produced by the NBM, within the balance of payments, according to the latest international methodologies. When updating its methodology, Moldova will take into consideration the provisions of the EBS Regulation. At the beginning of the 2025, the National Bank of Moldova approved a roadmap for full alignment of the external sector statistics with the EU *acquis* and will share the already available tables with Eurostat.
560. Statistics on international trade in goods are based on the recommendations of the UN Statistics Commission (International Merchandise Trade Statistics - Concepts and Definitions, 2010) and the EU *acquis* on international trade in goods with third countries (EXTRASTAT). Data is compiled by the NBS on the basis of customs declarations collected by the Customs Service. With regard to the transmission of detailed international trade in goods statistics, Moldova has made good progress over the last year. Goods exported and imported by Moldova are classified in accordance with the Combined Nomenclature of Goods, developed in accordance with the Harmonised Commodity Coding and Description System (HS-2022) and the Combined Nomenclature of the European Union (CN-2022). The variables for export, import, and trade balance are fully aligned with the EU variables. Moldova will address the existing shortcomings with regard to full implementation of GEONOM classification (on the use of EU country codes), the lack of statistics by invoicing currency and business characteristics, as well as improve the timeliness of data dissemination and transmission to Eurostat within 2025-2027. The development of tools for producing and disseminating statistics on international trade in goods between Member States of the European Union (INTRASTAT) is planned between 2028 and 2030.

Price statistics

561. The NBS compiles monthly statistics on the national consumer price indices (CPI) and partial CPI (measure of basic inflation), using the COICOP classification, and as of 2021, the ECOICOP 2013 classification. Regulation (EU) 2016/792 on harmonised consumer price indices (HICP) is partially implemented. Experimental calculations on HICP are being developed, but not yet disseminated. Moldova will implement the production and dissemination of the monthly HICP by 2027.
562. The NBS does not compile the house price index (HPI) and the owner-occupied housing price index (OOHPI), given the lack of relevant data sources necessary to produce these indices and the lack of specialised software. The development of the HPI is planned by 2027.
563. As regards the purchasing power parities (PPP), Moldova has participated in the International Comparison Programme through the Eurostat-OECD PPP program since 2023. Eleven surveys are currently being conducted, and data are regularly submitted to Eurostat in accordance with the annual Eurostat PPP Working Plan deadlines. Moldova is partially aligned with the relevant regulations. Moldova lacks certain survey data sources to collect information on equipment goods, construction, VAT on capital goods, and TIPS

data, which will be identified by 2026, after which data transmission to Eurostat can take place.

Science, technology, and innovation

564. The NBS collects research and experimental development (R&D) data, while statistical data on the Government budget allocations for R&D (GBARD) are not produced. Moldova is partially aligned with the relevant EU *acquis*. Yet, the data collection does not ensure full coverage for the R&D sectors, such as the business enterprise sector, and private non-profit sector. Moldova is setting up new institutional arrangements among the relevant institutions to define their responsibilities in this regard. Production and dissemination, including transmission to Eurostat of statistics on science and technology is planned from 2027.

565. Moldova is partially aligned with the EU regulations on business innovation. The tools and sample design on business innovation statistics in accordance with Regulation (EU) 2022/1092 were approved in November 2024 and will be implemented starting 2025. Certain indicators are already shared with the Commission.

566. As regards statistics on information and communication technologies (ICT), a redesigned annual survey on the use of ICT products in enterprises, in line with Regulation (EU) 2019/2152 is conducted from 2022. The questionnaire is adjusted every year according to the requirements of the Regulation for the respective reference year. The mandatory variables and the definitions used correspond to the requirements of the Regulation for the topic use of ICT and e-commerce. Data is planned to be transmitted as of 2027.

567. In regard to the use of ICT in households and by individuals, Regulation (EU) 2019/1700 is not implemented yet and the NBS does not conduct a specific statistical survey. Currently, the household budget survey annually collects data on the connection of households to the Internet and the existence of mobile phones, notebooks, computers, and tablets. Carrying out an ICT survey in households (SDG 4.4.1) is planned for 2026.

IV. SECTORAL STATISTICS

568. Moldova is overall partially aligned with the EU *acquis* on sectoral statistics and is highly compliant on energy statistics.

Agriculture, forestry, fisheries

569. As regards forestry statistics and accounts, Moldova is not aligned with Regulation (EU) 691/2011 on European environmental economic accounts. The Ministry of Environment, jointly with the NBS and a number of other national authorities, is involved in compiling forestry statistics. Moldova lacks a comprehensive inventory, a unified wood resource management system and a state forest cadastre. The national forest inventory is planned to be conducted starting in 2025 and the development of the national legal framework for environmental economic accounts, in line with Regulation (EU) 691/2011 is planned for 2026.

570. Moldova has a system of surveys in place, conducted by the NBS, to compile agricultural statistics. Exhaustive surveys for legal entities and big and medium farms to compile livestock, meat, and egg statistics, while samples are used for small farms. However, the statistics surveys need to be redesigned to align with the EU requirements. Moldova lacks comprehensive administrative data (held by central and local public authorities) regarding the use of agricultural land by holdings. The respective methodology is partially aligned with Regulation (EC) 1165/2008. Surveys for data collection of livestock, meat, and egg statistics are planned to be redesigned by 2026 in order to meet the requirements of Regulation (EC) 1165/2008.
571. Milk and milk product statistics are compiled based on surveys for farms that hold livestock. Moldova is partially aligned with Council Directive 96/16/EC on statistical surveys of milk and milk products. The quality of the available administrative data sources, in particular the updating procedures, does not fully correspond to statistical requirements. The data collection on the above domains is planned to be redesigned by 2026 in order to correspond to EU requirements.
572. As regards integrated farm statistics, the first and the only general census of agriculture (GAC) was conducted in 2011 in line with Regulation (EU) 1166/2008 on farm structure surveys. Moldova is partially aligned with the Council Regulation (EC) 1217/2009 and fully aligned with the Commission Regulation (EU) 557/2013, while the rest is to be aligned in the next survey. No agricultural census/integrated farm survey was conducted during the 2020 World Census Round. However, some agriculture-related items were included in the Population and Housing Census questionnaire 2024 in order to identify households engaged in own-account agricultural production activities and, thus, establish an updated frame for conducting sample agriculture surveys. Moldova does not have an operational administrative farm register. The next farm structure survey is planned to be conducted in 2026, to fully align with Regulation (EU) 2024/2914 stipulating the requirements for the integrated farm statistics in the 2026 data collection.
573. On agricultural accounts and prices, agricultural producer prices are calculated quarterly, but they are not fully aligned with the EU *acquis*. Economic accounts are not compiled according to Regulation (EC) No 138/2004. The compilation of economic accounts for agriculture according to the above regulation is planned for 2028.
574. The Ministry of Agriculture and Food Industry is responsible for fisheries statistics. Moldova is partially aligned with one out of the seven legal acts (6 are not applicable to Moldova, as it has no fishing quotas and vessels). Moldova lacks an integrated system for the collection of statistical data on fishery statistics and an operational administrative register of fish farms. The alignment with the EU *acquis* in the area of fisheries statistics is planned for 2026.
575. The legal framework for organic production and farming is partially aligned with the EU requirements. Moldova lacks a clearly defined mechanism for reporting statistical data from control bodies to the Ministry of Agriculture and Food Industry, as well as an electronic information system for data collection from organic operators and from control bodies, as well as for the exchange of information within relevant institutions. The full

alignment with the EU *acquis* in the area of organic production and farming is planned by 2027.

576. There is a lack of data to produce the full set of agri-environmental indicators according to EU requirements. Moldova produces data on the quantity of used fertilisers and fertilised surfaces. Two out of eight regulations are partially transposed in Moldovan legislation. An action plan for full alignment is under development with gradual alignment with the EU *acquis* in the area of agri-environmental indicators planned by 2027. Moldova continues to source support for the development of this plan and implementation of the indicators, and it would appreciate the Commission's consideration in this regard.

Energy

577. As a party to the Energy Community Treaty, Moldova's legislation and methodology on energy statistics is largely aligned with the EU *acquis* and it provides Eurostat statistics in a timely manner. Moldova, apart from time series available, is highly compliant with the EU *acquis*.

578. An adjusted methodology on the production of energy statistics in accordance with Regulation (EU) 2022/132 was approved by the NBS in December 2024 (NBS Order No. 114/2024).

579. For the full alignment of energy statistics with the EU *acquis*, Moldova plans to adjust the methodology in accordance with Regulation (EU) 2024/264 and subsequent amendments to Regulation (EC) No 1099/2008 by 2027.

Transport

580. On road transport, road freight transport statistics are partially aligned with Regulation (EU) No. 70/2012 on carriage of goods by road. The NBS developed the statistical tools for the freight road survey in accordance with Regulation (EU) No. 70/2012 and a pilot survey to test those was conducted in October 2024. Currently, the results of the survey are under examination. Full alignment is planned for 2026-2027.

581. The data on rail transport is produced monthly, quarterly, and annually. The statistics are partially aligned. As suggested by the Commission, Moldova will establish a list of rail network segments and their geographical coordinates. Full alignment is planned for 2025.

582. Statistics on maritime transport are not applicable for Moldova, as it is a landlocked country. However, there is full alignment on inland waterways statistics. On the other hand, Moldova is not obliged to report freight data as the total volume of goods transported annually by inland waterways is below the threshold stated in Regulation (EU) 2018/974. Nevertheless, Moldova is available to present data to Eurostat on a voluntary basis.

583. Data on air transport are produced monthly, based on statistical returns collected and presented by the Civil Aeronautics Authority. Moldova is partially aligned with Regulation (EU) 437/2003, full alignment being planned for 2025.

584. The data for the common questionnaire for inland transport statistics (CQ) are transmitted annually to Eurostat using EDAMIS. However, no data is submitted for the ROADVKM questionnaire. The State Enterprise “State Road Administration”, which is responsible for the record of traffic intensity, at the moment does not have such data. In 2025, the information system for measuring traffic intensity will be launched. Data will be transmitted to Eurostat starting in 2027.

Tourism

585. Moldova is producing both monthly and annual tourism statistics according to the Annex I of Regulation (EU) 692/2011. The survey on the capacity of tourist accommodation establishments is fully aligned with the EU *acquis*. The survey for occupancy of tourist accommodation establishments is fully aligned, except for the reference period and breakdowns. However, Moldova currently lacks data collection on tourists of private households (according to the Annex II of Regulation (EU) 692/2011). Thus, the estimation of the tourists' expenses is not covered. Moldova plans to fully align with Regulation (EU) 692/2011 on tourism statistics in 2026, with the data collection from private households starting in 2027.

V. ENVIRONMENTAL STATISTICS

586. As regards monetary and physical environmental accounts, Moldova is not aligned with the EU *acquis*. The Ministry of Environment, the NBS, and the Environmental Agency have responsibility for the field. Moldova lacks the methodology adapted to national conditions, and the IT systems would need to be upgraded. As several national bodies are involved in the production of these statistics, the establishment of an interinstitutional working group for efficient coordination is planned in 2025.

587. The statistics on waste are not aligned with EU *acquis*. The NBS receives the data from the Environmental Agency. The framework to align with the EU *acquis* is planned for 2027.

588. Water statistics are partially compliant with EU Directives. The responsibilities for the production and dissemination of the water statistics data are shared among the Ministry of the Environment, the Environmental Agency, Agency “Apele Moldovei”, the State Hydrometeorological Service, the Agency for Geology and Mineral Resources, the Ministry of Infrastructure and Regional Development, and the NBS. There is no unified methodology for monitoring water resources, which leads to inconsistency of data. Moldova plans to adjust the legal framework in 2025.

589. Biodiversity statistics are partially aligned with Eurostat data collections. The Environmental Agency is responsible for the collection and compilation of the relevant statistics. Moldova plans to develop an information system for managing data on natural protected areas by 2026.

VI. CROSS-CUTTING STATISTICS

590. Overall, Moldova is partially aligned with the EU *acquis* on cross-cutting statistics.

591. The NBS is the coordinating authority for the production and dissemination of indicators for monitoring sustainable development goals (SDGs). About 39% of the 102 EU-SDG indicators are fully available, and 13% are partially available, while Moldova produces 53% of the global set of indicators. The roadmap for the production of the missing SDG indicators and/or disaggregation of the indicators is planned for 2025 and the national SDGs set of indicators (including its alignment with the EU SDG set of indicators) will be reviewed during 2025-2026.

592. Regional and geospatial statistics are produced by the NBS in cooperation with other administrative bodies. The legislation on regional statistics by typology is partially aligned with Commission Delegated Regulation 2019/1755. The adjusted territorial classification will be submitted to Eurostat for consultation as soon as it is developed, which is planned for 2025. The application of the grid-based typology is planned for 2025, while defining the typologies at the LAU and NUTS 3 levels is foreseen for 2026.

593. As regards to city statistics, apart from the production of data on statistical regions, the NBS produces some statistical data only for Chisinau and Balti municipalities. Moldova plans to implement the uniform conditions for the harmonised application of the typologies at LAU level in 2027. As regards the GISCO (Geographic Information System of the Commission), the NBS does not produce data based on the grid approach. The geodatabase is developed, but it needs to be completed and revised after the population and housing census (PHC) in 2024. The integration of geospatial and statistical data is planned when disseminating the PHC results.

594. Moldova is partially aligned with the legal acts related to the management of NUTS classification. Eight indicators at the NUTS 2 level are fully compliant with EU *acquis*, while the land use/cover area frame survey (LUCAS) is not yet conducted in Moldova. The CORINE land cover classification was implemented during 2023–2024: 23 classes out of 44 CORINE land cover nomenclature characterise land cover of Moldova, and changes in land cover between 2018 and 2024 are estimated. Compilation of the land use and land cover statistics are under the responsibility of the National Agency for Land Improvements.

VII. SOCIAL STATISTICS

Population

595. Demographic and migration statistics are partially compliant with the EU *acquis*. For population statistics, seven out of ten variables are fully aligned. Some datasets are partially transmitted to Eurostat through EDAMIS. To ensure full compliance with the EU *acquis* of demographic and migration statistics the relevant administrative data sources (used for statistics production) will be improved. Inter-institutional cooperation will be enhanced

through new operating models and the technology infrastructure updates needed for disaggregated data as per the *acquis* will be finalised by 2028. The statistical population register is planned to be developed by 2028. The NBS transmits a large set of statistics on demography to Eurostat through EDAMIS.

596. A dedicated Law No. 231/2022 on the population and housing census (PHC) provides the legal basis for conducting the census, based, amongst others, on the Regulation (EC) No 763/2008 on population and housing censuses. The population and housing census is conducted by NBS every 10 years, the last census being held in 2024, using new methods (such as CAPI and CAWI methods, as well as GIS for data collection), as well as administrative and privately held data for census preparation and data processing. The law and methodology on the PHC are largely aligned with the relevant EU *acquis*. The preliminary results of the PHC were disseminated at the end of January 2025, while final results, in several stages, will be released by August 2025 (short final results) and February 2026 (detailed final results).

597. Asylum and migration statistics are under the responsibility of the General Inspectorate for Migration and the Border Police. The available procedures for the collection and production of data on asylum and migration do not fully comply with the methodological requirements and good practices of EU countries, and the available statistics do not meet the disaggregation criteria required by Regulation (EC) 862/2007 and other relevant regulations. To enable the data collection of the missing variables and production of the asylum and migration statistics compliant with the EU requirements, Moldova will develop an automated and integrated information system that will allow interoperability with other public registers (primary data sources) and full data transmission to Eurostat by 2027. Some of the data is already shared with the Commission.

Labour and labour cost

598. The labour force survey, job vacancy statistics, structure of earnings survey, labour cost survey and labour cost index are under the responsibility of the NBS. These are partially aligned with the EU *acquis* and a number of the variables are collected. The data and metadata on national minimum wages are transmitted to Eurostat.

599. As regards employment and unemployment statistics, the labour force survey (LFS), presently collects around half of the variables. The LFS has been conducted as a continuous quarterly survey since 2000. In 2024, the NBS completed the implementation of the CAPI method for LFS data collection, with the use of GIS for monitoring field data collection. In order to better align with EU *acquis* on LFS, some adjustments to the survey questionnaire were implemented starting with January 2025; the NBS plans to complete the alignment of the questionnaire with EU *acquis* on LFS in 2026. In addition, based on the census results, a new master sample frame (so-called EMDOS-3) for household surveys was implemented starting in January 2025.

600. Moldovan legislation is partially aligned with Regulation (EC) 453/2008 on job vacancy statistics. The production and dissemination of quarterly statistics on job vacancies, in line with Regulations (EC) 453/2008 and (EC) 19/2009, is planned starting in 2025.

601. As regards earnings and labour costs, the legislation on labour cost surveys is partially aligned with the EU *acquis*, and the concepts and definitions of almost all variables are fully compliant. Data is to be submitted to Eurostat in 2025, after which adjustments will be completed as required for alignment to the *acquis* by 2028. Moldovan legislation on the labour cost index is partially aligned, full alignment is planned for 2026. The data and metadata on national minimum wages are transmitted at Eurostat's request. The structure of the earnings survey is not yet conducted but is planned for the next EU wave (2026).

Education and training

602. As regards education statistics, the NBS collects statistical data for all levels of education (from ISCED 0 to ISCED 8) through 7 annual statistical surveys administered to all education institutions. The legislation is partially aligned with Regulations (EC) 452/2008 and (EU) 912/2013, full alignment being planned by December 2026. The statistical data on education expenditures are partially covered (only the expenses of public educational institutions). The revision of the national legislative framework in the field of education in order to reference the current structure of ISCED 2011 is planned by the end of 2025 and adjustment of the statistical methodology - by the end of 2026. The data transmission on education statistics to Eurostat is planned starting in 2025 with fully aligned statistics by 2027.

603. Inter-institutional cooperation arrangements among the NBS, Ministry of Education and Research, and other relevant institutions are going to be improved by establishing a working group to achieve referencing implementation of the ISCED classification, which is planned by December 2026.

604. As regards vocational training and lifelong learning, Moldova has not yet carried out an adult education survey. Alignment is planned for 2028. The three regulations related to vocational training in enterprises are partially aligned. Statistics are produced based on the annual sample survey "Vocational training in enterprises". Out of the 67 variables, the survey covers 26, while the other variables are planned for collection in 2026 for the 7th wave of the survey by redesigning the existing survey.

605. Moldova plans to conduct the Continuing Vocational Training Survey in 2026 (for 2025 EU wave), ensuring full compliance with EU regulations and transmitting the available data to Eurostat starting in 2027.

Health

606. Regarding public health, health care statistics and causes of death statistics are collected by the National Agency for Public Health (NAPH) and legislation is partially aligned with the EU relevant regulations. On health care statistics, by 2028 Moldova plans to fully align legislation with the EU Regulation and produce data on healthcare facilities, healthcare human resources and healthcare utilisation. By then, the country will make efforts to send annually to Eurostat available data according to the OECD/Eurostat/WHO-Europe Joint Questionnaire on Non-monetary Health Care Statistics. As regards causes of death statistics, almost all variables are aligned with EU definitions. Full normative alignment is

planned for 2026. On health care expenditure, the national health account system has been implemented since 2009 by the NAPH. The data and metadata have already been transmitted to Eurostat, but the normative acts to align with the list of definitions and ensure full alignment with the EU *acquis* are planned for 2025. The European Health Interview Survey (EHIS) is not yet implemented in Moldova. The draft questionnaires for the EHIS wave 4 survey were developed in compliance with the EU requirements, and the data collection is planned in the fourth quarter of 2025. The results of the survey will be transmitted to Eurostat in 2026. The European minimum health module has not been implemented yet, but it is to be carried out within EU-SILC and LFS, both planned for implementation by 2027.

607. Moldovan legislation is partially aligned with Regulation (EC) 1338/2008 on public health and health and safety at work. In Moldova, some statistics on accidents at work are collected and disseminated at the national level. However, some variables and classifications need harmonisation with European standards. Moldova will produce and disseminate data on recognised cases of occupational diseases and transmit data to Eurostat by the end of 2027. Work is carried out nationally, aiming at aligning the national legislation with the requirements of the implementing Regulation (EU) No. 349/2011 in 2025, while data transmission to Eurostat on accidents at work is planned starting in 2027.

Income and living conditions

608. The household budget survey (HBS) is partially compliant with the EU *acquis*. It is a continuous survey, with data collected monthly and published annually. In 2025, NBS implemented the CAPI method for HBS data collection, with the use of GIS for monitoring field data collection. In order to better align with the EU *acquis* on HBS, from January 2025, some adjustments to the survey questionnaires were implemented. In addition, a new master sample frame (EMDOS 3) was implemented starting in January 2025 for the HBS, as well as for other household surveys, using the PHC 2024 data. The transmission of HBS data, in accordance with EU requirements, is planned for 2028.

609. As regards the harmonised European time use surveys (HETUS), the NBS conducted a time use survey in Moldova during 2011-2012. Moldova plans to conduct the time use survey first as an ad-hoc module to the labour force survey during 2025-2026, according to the Guidance on implementing the ILO add-on module for own-use provision of services in national labour force surveys (with a focus on measuring unpaid domestic and care work) and to develop the survey methodology and tools according to the HETUS 2032 in 2030-2031.

610. The survey on income and living conditions (SILC) is not yet implemented in Moldova. The EU-SILC implementation is planned to be piloted in 2026, while full implementation of SILC, including modules, is planned for 2027.

611. Quality of life statistics are not produced, as these are based on administrative data sources and the relevant surveys are either not yet conducted (EHIS and EU-SILC) or need to be fully aligned with the EU requirements (HBS and LFS). Therefore, the quality of life

statistics is to be compiled in 2028 as a result of the implementation of the mentioned surveys by then.

Social protection

612. The European system of integrated social protection statistics (ESSPROS) is not yet fully implemented, the EU relevant regulations being partially transposed. Thus, the NBS compiles data only for schemes managed by social security institutions and disseminates the data on pension beneficiaries by sex, as part of the Module on Pension Beneficiaries, although they are to be aligned by schemes. The NBS aims to fully align social protection statistics with the EU *acquis by 2027* through the development of the ESSPROS national methodology, to be followed by the holders of administrative data sources while collecting and compiling information on social benefits by schemes, as well as conducting a survey aimed at data collection from non-profit institutions.

Justice and crime

613. Crime and criminal justice statistics are based mainly on administrative data from police, prosecution, courts and prisons, held by a large number of relevant institutions. In addition, the NBS conducts a statistical survey on the number of contraventions. The International Classification of Crime for Statistical Purposes (ICCS) is not used in the Republic of Moldova, but alignment towards the ICCS is planned to guarantee better comparability. The National Working Group, established in order to put into practice ICCS, started to develop the correspondence tables to link the national crime classification to the ICCS (offences category 'Acts leading to death or intending to cause death' completed). Moldova plans to implement the ICCS starting in 2026 and to produce and transmit data to Eurostat starting in 2027. By then, Moldova will send annually available data, according to the United Nations Survey on Crime Trends Statistics (UN-CTS)/Eurostat questionnaire.

614. As regards gender-based violence statistics, the NBS carried out the first national survey on violence against women in 2010 based on the module recommended by the United Nations Economic Commission for Europe (UNECE). Moldova is partially aligned with the methodological manual of Eurostat for implementing the EU-GBV survey, 2021 edition. Moldova plans to develop methodology and tools for carrying out a new statistical survey on gender-based violence according to the Eurostat manual by 2026. Production, dissemination and transmission to Eurostat of data and metadata is planned by 2027.

Culture and sports statistics

615. Moldova conducts seven statistical surveys on culture statistics and two on sports statistics mainly covering the national data needs. Nevertheless, both culture and sports statistics are to be calculated by Eurostat based on the available data from other data collections (EU-LFS, EU-SILC, SBS, international trade in services/goods etc.) to be shared by Moldova by 2027 and for which methodological improvements were planned (*see other sections*) to ensure the full compliance to EU statistics in these areas and, subsequently, in the culture and sports area. For that, the current data collection setup within the NBS will be improved to ensure the full coverage of topics relevant for culture-

related statistics. The framework for EU culture and sport statistics will be fully in place following the implementation of data collection under Regulations (EU) 2019/1700 and 2019/2152. Also, Moldova plans to develop the methodology and tools for the production of statistics on participation in culture and sports in 2026 and to align with the EU *acquis* in 2027.

VIII. ANTI-CORRUPTION MEASURES

616. The prevention and eradication of corruption will be addressed at all levels through consistent implementation of the Law on Integrity No. 82/2017 and the Law No. 165/2023 on whistleblowers, and other relevant acts establishing the legal framework for anti-corruption measures.
617. The NBS has established a legal and institutional framework to prevent corruption, including the adoption of the Anti-fraud and Anti-corruption policy, approved through the NBS Order No. 47/2022. Repressive measures are ensured through internal managerial control, external control by the relevant authorities and the operation of specialised corruption hotlines and electronic channels, both at the national and institutional levels.
618. Concerning strengthening the institutional framework for the implementation of the anti-corruption policy, the administrative and professional capacity of the NBS and other institutions within the National Statistical System will be enhanced in 2025-2027 by organising specialist training in the area.

CHAPTER 32: FINANCIAL CONTROL

619. The Republic of Moldova's priority within this chapter is to strengthen the Public Internal Financial Control (PIFC) system by enhancing internal control, internal audit, and the Central Harmonization Unit (CHU) in line with international standards. The country aims to ensure full implementation of the Internal Control and Internal Audit Frameworks through development of methodological guidelines coordinated by the Ministry of Finance, aligning national standards with the international good practices. Efforts will also be directed at developing internal audit capacities through a national professional certification mechanism and ensuring adequate resource allocation across all PIFC components. Moldova commits to reinforcing the independence of the Court of Accounts (CoARM) in line with the EU standards and practices of peer comparable countries.
620. Moldova is also committed to strengthening its anti-fraud framework by aligning with the EU *acquis*, including the transposition of Directive (EU) 2017/1371 on protecting EU financial interests through criminal law. The country has set up an AFCOS network, coordinated by the Ministry of Finance, to enhance fraud prevention and improve cooperation with OLAF.
621. Moldova accepts the European Union *acquis* covered by Chapter 32 “Financial Control”, in effect as of the date of the submission of the negotiating position and commits to implementing it by the date of the EU accession. Moldova does not request any specific adaptations, transitional measures or periods for this chapter.

I. PUBLIC INTERNAL FINANCIAL CONTROL (PIFC)

622. Republic of Moldova has a well-structured legislative and institutional framework for PIFC, aligned with European and international good practices, without any specific *acquis* for implementation. Law No. 229/2010 on PIFC represents the central pillar of the regulatory framework, establishing the general principles of organisation and development, including managerial internal control, internal audit and centralised harmonisation.

Internal control and managerial accountability

623. Moldova has established a robust internal control system based on Law No. 229/2010 on PIFC, which emphasises the principles of good governance and managerial accountability. To ensure its effective implementation, the country has adopted subsequent regulations, including National Internal Control Standards, approved by Ministry of Finance (MoF) Order No. 189/2015, aligned with the COSO (Committee of Sponsoring Organisations) framework for organizing internal control. Additionally, the Regulation on self-assessment and reporting of the managerial internal control system, and issuance of the management accountability statement, introduced through MoF Order No. 4/2019, provides a structured approach to monitoring of internal control compliance.

624. To support the effective implementation of internal control, specific guidelines are developed by MoF, providing a detailed methodological framework for implementing standards in the public sector, in line with the EU *acquis* and international good practices. The Ministry of Finance, through its Central Harmonization Unit (CHU), plays a key role in promoting and overseeing PIFC implementation, including internal control.
625. Moldova is committed to enhancing the efficiency and transparency of its public administration, particularly in the realm of internal control and accountability, aligning with EU best practices and achieving full harmonisation by 2027. Several key initiatives are underway to strengthen managerial accountability and improve the effectiveness of internal control mechanisms.
626. To streamline oversight and improve data consolidation for reporting to the Government, Moldova has introduced the "Managerial Internal Control and Internal Audit" Information System. This digital tool is an important step towards modernising internal control reporting.
627. Moldova is undertaking a comprehensive programme of reforms, focusing on strengthening managerial accountability. This will involve updating the methodological framework for internal control, developing efficient implementation tools, and enhancing public administration capacities for organising effective internal control systems. Specific actions include:
- Establishing a decentralised management model for activity processes within a delegated management system.
 - Strengthening performance and risk-based activity planning and reporting mechanisms through the development of methodologies and providing field support.
 - Revising and testing guidelines related to the implementation of internal control standards, with a focus on delegation of responsibilities, performance and risk management, and crucially, addressing fraud and corruption risks.
 - Digitalising the monitoring and reporting procedures related to internal control.
 - Developing and implementing a comprehensive Training Programme to improve managerial capacities for organising and managing an effective internal control system. This program is tailored to different stakeholder groups to build managerial capacities in implementing the Internal Control standards effectively.
628. Beyond the existing “Managerial Internal Control and Internal Audit” Information System, Moldova is developing the “E-Monitoring” Information System to support an integrated process of risk-based planning, monitoring, and comprehensive annual performance reporting. The expansion of users and the scope of the "Managerial Internal Control and Internal Audit" Information System is also under consideration to ensure more comprehensive monitoring of internal control implementation.
629. These multifaceted efforts demonstrate Moldova’s commitment to establishing robust internal control mechanisms, promoting transparency and accountability, and aligning fully with EU standards by 2027. These improvements will contribute significantly to the overall

effectiveness and efficiency of public administration and support Moldova's progress towards EU accession.

Internal audit

630. Moldova's internal audit function is structured in accordance with Law No. 229/2010 on PIFC, setting the rules and principles for organisation and operation of internal audit functions across public institutions. The National Internal Audit Standards, approved by Minister of Finance Order No. 153/2018 and the Norms on Internal Audit in the Public Sector, approved by Minister of Finance Order No. 161/2020, are fully aligned with the international professional practices framework for internal auditing.
631. Moldova has also placed strong emphasis on reinforcing ethical standards in internal audit activities. The Internal Auditor Code of Ethics and the Internal Audit Charter, approved by Government Decision No. 557/2019, provide a framework for professional integrity and accountability.
632. Each ministry and most second-level (regional) local bodies have established internal audit subdivisions, responsible for evaluating the entire scope of activity of public entities and their subordinates, if the latter do not have their own internal audit subdivision.
633. To strengthen institutional capacity, the Government has adopted the Decision No. 655/2023, which establishes clear criteria for sizing the internal audit subdivisions within ministries, ensuring optimised resource allocation and increased the coverage of high-risk processes through targeted audit services. Furthermore, by this action, the implementation of quality assurance and improvement programs, including supervision, is to be enhanced.
634. Additionally, recognising the need for flexibility in internal audit arrangements, Moldova has introduced regulations for shared and outsourced internal audits through Ministry of Finance Orders No. 159/2020 and No. 160/2020, allowing institutions to tailor their internal audit functions to specific needs.
635. To ensure high professional standards, the Government has established a structured training and national professional certification program for internal auditors under Decision No. 556/2019, providing auditors with the necessary skills and expertise. The country intends to further expand the Program, bridging the skills gap, including in the area of strategic and annual planning of internal audit activity.
636. Moldova is committed to fully aligning its internal audit framework with EU requirements and international best practices. A key priority is the modernisation of the normative methodological framework to ensure that national internal audit standards are fully aligned with the new Global Internal Audit Standards. This process will involve a comprehensive revision of existing methodologies to reflect the latest international developments.

637. At the same time, Moldova is working to establish robust mechanisms for the external assessment of internal audit quality, providing an objective and independent verification of both compliance and efficiency in internal audit practices. Thus, the Government Decision No. 617/2019 was adopted, regulating the assessment of internal audit quality.
638. To further enhance oversight, Moldova is expanding the use of digital tools for the efficient monitoring of internal audit, in accordance with the Regulation on reporting of internal audit activity, approved by Minister of Finance Order No. 176/2019. By implementing the “Managerial Internal Control and Internal Audit” Information System, Moldova aims to ensure monitoring on planning, performance and follow up of internal audit activity, streamlining processes and strengthening compliance with international standards and EU best practices.
639. In parallel, Moldova is reinforcing the CHU role by improving its coordination capacity, ensuring more effective oversight of PIFC. These efforts will be complemented by an expansion of the PIFC Council’s mandate and responsibilities, with the aim of better support of the independence of the internal audit.
640. The adoption of the PFM Development Strategy for years 2023-2030, approved by Government Decision No. 71/2023, and the PIFC Development Programme for years 2024-2027, approved by Government Decision No. 165/2024, reflects Moldova’s commitment to build a resilient and transparent PIFC system that meets EU standards and supports effective public administration.

II. EXTERNAL AUDIT

641. In Moldova, external audit is carried out by the Court of Accounts (CoARM). This was established in 1994 according to art. 133 of the Constitution. As the country’s Supreme Audit Institution (SAI), the CoARM reports to Parliament and operates under the Law on the Court of Accounts No. 260/2017, which guarantees its independence and grants it the authority to conduct all types of audits in accordance with the International Auditing Standards of INTOSAI. Since 2012, the CoARM has fully adopted these international standards, developing specialised audit methodologies for financial, performance, and compliance audits.
642. To further enhance its institutional capacity, the CoARM has outlined its strategic priorities in the 2021-2025 Development Strategy, complemented by sectoral strategies focusing on audit methodology, human resources, and communication.
643. The CoARM has also developed the “CCRM Audit” Information System, a digital tool designed to enhance financial audit processes and the monitoring of audit recommendations.
644. The CoARM is actively involved in international cooperation, contributing to the country’s EU accession efforts through its participation in INTOSAI, EUROSAI and AISCCUF. Since 2022, the CoARM has been a member of the SAI Network for candidate and potential candidate countries and has participated, with observer status, in the activities of Contact Committee of EU SAIs.

645. In 2024, Moldova took concrete steps toward strengthening the CoARM's organisational and financial independence. The collaboration between the State Chancellery, the CoARM, and SIGMA experts facilitated amendments to Law No. 158/2008 and its regulatory framework, granting the CoARM the right to approve its own staffing structure independently. This reform ensures a more efficient institutional organisation, and as a result, a new organisational structure was adopted, and entered into force in February 2025.
646. To achieve full alignment with the EU *acquis*, Moldova is undertaking a series of legislative and institutional reforms aimed at further strengthening the independence and effectiveness of the Court of Accounts (CoARM). Between 2022 and 2024, measures were identified to reinforce the CoARM's operational and functional independence, with legislative amendments planned for 2025 to further align with international best practices. A key priority is to safeguard the financial independence of the CoARM. In this regard, the CoARM and the Ministry of Finance are reviewing amendments to Article 4 of Law No. 260/2017, which will establish a revised procedure for budget approval. Adoption of these amendments is expected by the end of 2025.
647. Moldova is committed to continue enhancing the efficiency and scope of external audit activities. The CoARM plans to increase the number of mandatory financial audits conducted through "Audit CCRM" Information System, while expanding compliance and performance audit activities. Efforts are underway to identify and implement a clear and effective model for auditing local public authorities, ensuring a more streamlined allocation of responsibilities and use of resources.
648. To further modernise audit oversight, Moldova is enhancing its Information System for monitoring audit recommendations and expanding the functionalities of the "Financial Audit" module. These further improvements will contribute to a more efficient and transparent audit process.
649. Strengthening cooperation between the CoARM and Parliament remains a strategic objective, as it will reinforce the impact of public external audits on policy and decision-making, ensuring greater accountability and alignment with EU standards.
650. Moldova is committed to continue strengthening its audit capacity, ensuring the highest quality of audits and aligning with international best practices. This commitment includes concrete measures focused on professional development and capacity building within CoARM. Specifically, Moldova will continue to organise the certification of external public auditors to ensure professional competence and adherence to established standards, and organise professional training for staff to ensure the consistently high quality of audits conducted.
651. The CoARM aims to increase the number of both compliance and performance audits conducted, reflecting its dedication to enhanced oversight and accountability. To achieve this, the CoARM will continue to improve its institutional capacities for conducting performance audits, adopting international best practices to effectively support ongoing public sector reforms. These initiatives will empower the CoARM to play a crucial role in promoting sound financial management and good governance within Moldova.

III. PROTECTION OF EU'S FINANCIAL INTERESTS

652. The regulatory framework of Moldova on preventing and combating fraud is partially aligned with the EU *acquis*. The main national normative acts include the Criminal Code, the Customs Code, the Law No. 181/2014 on public finance and budgetary-fiscal responsibility, supplemented by various Government Decisions regulating the anti-fraud function.
653. Moldova's institutional framework for protecting EU financial interests involves several key entities, each with specific responsibilities: Ministry of Finance, the State Financial Control Inspectorate (SFCI), the National Anticorruption Center (NAC), the State Tax Service, and the Customs Service. The institutional capacity of these entities is sufficient to facilitate the alignment of the EU *acquis*.
654. Moldova is committed to aligning its legal and institutional framework with EU standards to strengthen the protection of EU financial interests. To achieve this, legislative amendments are planned to bring national regulations in line with Directive (EU) 2017/1371. Specifically, the Criminal Code will be revised to criminalise fraud as defined in Article 3(c) and (d) of the Directive and to introduce effective and proportionate sanctions. Additionally, an aggravating circumstance will be incorporated, in line with Article 8, for fraud committed within a criminal organisation. The nominated actions are to be undertaken by the end of 2026.
655. The regulatory framework for fraud prevention and investigation is to undergo comprehensive improvements to ensure full alignment with EU standards. In particular, amendments to Law No. 181/2014 on public finances and budgetary-fiscal responsibility will be implemented, directly addressing the requirements described in Regulations (EU, Euratom) 883/2013 and 2185/96 on OLAF investigations and on on-the-spot checks and inspections. This strategic approach will result in the approval of a Government Decision that will institutionalise the National Anti-Fraud System, thus strengthening the institutional mechanisms for detecting and combating potential financial irregularities. The nominated changes are to be carried out by the end of 2025.
656. The implementation of Guidelines on managing irregularities, aligned with OLAF's reporting standards, necessitates targeted legislative modifications to existing Government Decisions, this process involves amending Government Decisions No. 938/2023, No. 1365/2016, No. 377/2018, and No. 576/2017 to ensure comprehensive and consistent regulatory compliance. These modifications are scheduled for implementation by the end of 2026, ensuring alignment between legislative frameworks and current regulatory requirements.
657. In 2025, as a key initiative, Moldova will develop a National Anti-Fraud Programme for 2025-2028, outlining policies and measures to enhance its national anti-fraud system. These reforms will ensure a more robust, transparent, and efficient mechanism for protecting EU financial interests, reinforcing Moldova's commitment to its European integration path.

IV. PROTECTION OF THE EURO AGAINST COUNTERFEITING

658. Moldova's legislative framework for protecting the euro against counterfeiting is partially aligned with the EU *acquis*, though some adjustments are needed to fully comply with European standards. The existing regulations define counterfeiting offenses, outline the obligations of the National Bank of Moldova (NBM) and commercial banks in verifying the authenticity of banknotes and coins, and establish procedures for reporting and handling suspect counterfeit currency.
659. Currently, Moldova treats the euro similarly to other foreign currencies in terms of authenticity checking and criminal liability procedures. While national legislation includes key provisions to protect the currency against counterfeiting—such as cooperation agreements with Eurojust and Europol, as well as a collaboration agreement between the NBM and the General Inspectorate of Police—further refinements are to be conducted.
660. A significant step forward is the recent entry into force of Law No. 307/2024, which formalises Moldova's accession to the 1929 Geneva Convention for the suppression of counterfeiting of currency. As a follow-up step, Moldova plans to establish, by the date of its EU accession, the national banknote and coin analysis centres in accordance with Council Regulation (EC) No. 1338/2001 (and other relevant EU acts). Additionally, the country aims to develop a centralised framework for collecting and analysing data on currency counterfeiting, identifying counterfeit banknotes and coins, and exchanging information on counterfeit currency. These functions are currently only partially fulfilled by the Forensic and Judicial Expertise Centre of the General Police Inspectorate (GPI).
661. Moldova will align its legislative framework with key EU legal acts governing protection of the euro against counterfeiting:
- a) Council Decision of 6 December 2001 (2001/887/JHA) on the protection of the euro against counterfeiting. At national level, there are partially aligned regulations, including the Criminal Code No. 985/2002, the Code of Criminal Procedure No. 122/2003, Law No. 68/2016 on forensic expertise, Law No. 320/2012 on the activity of the Police and the status of the police officer, the NBM regulations. The non-aligned elements concern the national counterfeiting analysis centres and the extended cooperation with the EU bodies.
 - b) Council Regulation (EC) No. 1338/2001 of 28 June 2001 laying down measures necessary for the protection of the euro against counterfeiting, as extended by Regulation (EC) No. 1339/2001. Relevant provisions at national level include regulations in the Criminal Code No. 985/2002, Law No. 1232/1992 on money, Law No. 62/2008 on foreign exchange regulation and various regulations of NBM. The non-aligned elements refer to the centralisation of information, the obligations of several legal entities to verify the authenticity of coins and banknotes, and the national counterfeiting analysis centres.
 - c) ECB Decision of 16 September 2010 (ECB/2010/14) on the authenticity and fitness checking and recirculation of euro banknotes. There are partially aligned regulations in the Criminal Code No. 985/2002, Law No. 1232/1992 on money, Law No. 62/2008 on foreign exchange regulation and various regulations of the NBM. Non-aligned

- elements include special rules regarding the extended obligation for authenticity checking, recirculation of banknotes and reporting to ECB.
- d) Regulation (EU) No. 1210/2010 of the European Parliament and of the Council of 15 December 2010 concerning authentication of euro coins and handling of euro coins unfit for circulation. National regulations include Law No. 1232/1992 on money, Law No. 62/2008 on foreign exchange regulation, Law No. 548/1995 on the National Bank of Moldova and the NBM regulations which are partially aligned. The non-aligned elements concern the processing and recirculation of coins and the reporting to the European Commission.
 - e) ECB Decision of 19 April 2013 (ECB/2013/10) on the denominations, specifications, reproduction, exchange and withdrawal of euro banknotes. National legislation includes regulations in Code of Contraventions No. 218/2008, Law No. 548/1995 on the National Bank of Moldova, etc. The non-aligned elements concern the special rules for processing, recirculation and withdrawal of damaged euro banknotes.
 - f) Regulation (EC) No. 2182/2004 on medals and tokens similar to euro coins, extended by Regulation (EC) No. 2183/2004. Partial alignment exists in the Constitution of Republic of Moldova No. 1/1994 and in various legislative acts, including the Civil Code No. 1107/2002 and the Criminal Code No. 985/2002. The non-aligned elements concern special rules for the protection against illegal reproduction of the euro coins.
 - g) ECB Guideline of 7 July 1998 (ECB/1999/3) on certain provisions regarding euro banknotes supplemented by ECB Guideline of 20 March 2003 (ECB/2003/5) on the enforcement of measures to combat non-compliant reproductions of euro banknotes, as well as the exchange and withdrawal of euro banknotes. The relevant national acts include Criminal Code No. 985/2002, Law No. 1232/1992 on money, Law No. 548/1995 on the National Bank of Moldova and NBM regulations. The non-aligned elements concern the centralisation of information and the designation of national analysis centres.
 - h) Commission Communication on the copyright protection of the common face design of the euro coins (COM/2001/0600). At national level, there are partially aligned regulations in Law No. 86/2011 on public symbols, Law No. 548/1995 on the National Bank of Moldova and other relevant acts. The non-aligned elements refer to the special copyright protection of the design of the euro coin.
 - i) Council Decision No. 2003/861/EC concerning analysis and cooperation with regard to counterfeit euro coins and Commission Decision No. 2005/37/EC establishing the European Technical and Scientific Centre (ETSC) and providing for coordination of technical actions to protect euro coins against counterfeiting. At national level, there are no aligned regulations, and preparatory actions are needed to strengthen institutional capacities.
 - j) ECB Decision of 8 November 2001 (ECB/2001/11) on certain conditions regarding access to the Counterfeit Monitoring System (CMS). There are no national regulations as it is only applicable after EU accession. National counterfeit analysis centres need to be established to ensure the connection to the CMS.
 - k) Regulation (EU) No. 2021/840 of 20 May 2021 establishing an exchange, assistance and training programme for the protection of the euro against counterfeiting for the period 2021-2027 (“Pericles IV programme”), extended by Regulation (EU) No.

2021/1696. Moldova is interested in early participation in this programme by negotiating a cooperation agreement with the European Commission.

662. Also, Moldova will establish advanced procedures for the authentication of euro banknotes and coins, strengthening the system for collecting and exchanging technical data on counterfeiting, expanding cooperation with national and EU bodies and establishing national analysis centres. To this purpose, Moldova plans to adopt a series of legislative measures, including amendments to non-criminal legislation, encompassing regulations for checking the quality of banknotes and coins. These amendments will establish procedures for submitting suspect counterfeit currency for examination and define obligations for cash handlers regarding authenticity and quality checking. These actions, necessary to align the national legal framework, will be completed by the end of 2026, with implementation starting from 2027.

663. However, alignment with ECB Decision ECB/2013/10 on the denominations, specifications, reproduction, exchange and withdrawal of euro banknotes, ECB Decision ECB/2010/14 on the authenticity and fitness checking and recirculation of euro banknotes, and Regulation (EU) No. 1210/2010 concerning authentication of euro coins and handling of euro coins unfit for circulation will follow a different timeline. Moldova will initiate alignment with the provisions of these acts in 2028. Full alignment will be achieved by the date of Moldova's entry into EMU, consistent with Point 31 of the Negotiating Framework, which states: *“Moldova will participate in economic and monetary union (EMU) from accession as a Member State with a derogation and shall adopt the euro as its national currency following a Council decision to this effect on the basis of an evaluation of its fulfilment of the necessary conditions”*.

664. Furthermore, Moldova will undertake the necessary steps to adhere to the EU Counterfeit Monitoring System (CMS) as per provisions of ECB Decision ECB/2001/11 (on certain conditions regarding access to the CMS) once it becomes a EU member state, in accordance with the commitments undertaken during the bilateral screening. This phased approach ensures Moldova's gradual and structured alignment with the EU's monetary policy framework, allowing for the necessary institutional and technical preparations before adopting the euro.

665. To enhance administrative capacity and ensure full alignment with EU requirements, Moldova will implement the following key measures:

- Operational cooperation agreement between NBM and relevant institutions (Ministry of Internal Affairs, General Prosecutor's Office, NAC) to improve collaboration in combating currency counterfeiting. Implementation deadline: by 31 December 2027.
- Development of the Counterfeit Monitoring System to integrate information on counterfeits in national and foreign currency. Implementation deadline: by December 31, 2027.
- Cooperation agreements with ECB and European Commission for the protection of the Euro and access to the CMS. Implementation deadline: by 31 December 2028.
- Elaboration of the concept regarding the designation of National Analysis Centre, Coin National Analysis Centre and National Counterfeit Centre. Implementation deadline: by July 2025.

Through these measures, Moldova aims to reinforce its institutional capacity, ensuring a robust framework and strengthening cooperation with EU institutions for protecting the euro against counterfeiting.

V. ANTI-CORRUPTION MEASURES

666. Moldova remains committed to preventing and combating fraud and corruption, in particular in the management of EU funds. This commitment is anchored in a comprehensive legal and institutional framework designed to support integrity, accountability and a culture of professionalism.
667. Laws such as No. 82/2017 on integrity and No. 229/2010 on PIFC establish fundamental requirements for ethical behaviour within public entities, emphasizing compliance with the principles of integrity and accountability. Public entities are required to provide training to staff on rules of ethical behaviour, with an emphasis on preventing conflicts of interest, fraud and corruption, as well as reporting irregularities. Integrity standards require managers and employees to maintain institutional and professional integrity, performing their duties conscientiously and adhering to highest ethical standards. Principles such as honesty, incorruptibility and credibility support these efforts to build trust and accountability in public administration.
668. To further institutionalise anti-corruption efforts, Moldova will consistently implement the National Integrity and Anti-Corruption Programme for 2024–2028. This strategic programme presents specific measures, responsible authorities, deadlines and resources needed to strengthen integrity and eradicate corruption at all levels. As part of this initiative, public managers are required, under Law No. 229/2010, to adopt systematic approaches to identifying, assessing, controlling and monitoring risks, including those related to fraud and corruption. The National Internal Control Standard No. 9 “Risk Management” provides detailed guidelines, requiring the creation of risk registers integrated into the consolidated registers of public entities.
669. Institutional capacity building plays an important role in these efforts. Moldova is committed to strengthening the capacities of key institutions in the anti-fraud coordination system, and to ensuring cooperation and data exchange with EU institutions, such as OLAF and the EPPO, which will allow it to effectively prevent and detect fraud and corruption, in particular with regard to EU funds.
670. Upholding integrity standards, reporting irregularities and promoting a collaborative approach with EU partners are essential steps in creating a working environment based on trust, compliance with ethical and legal norms and efficient management of public resources. These combined measures demonstrate Moldova’s dedication to defending the financial interests of both the state and the EU.