Reform Agenda

under the Republic of Moldova`s Growth Plan

for the years 2025-2027

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AIPA – (Romanian abbreviation) Agency for Intervention and Payments in Agriculture

AKIS - Agricultural Knowledge and Innovation System

ALMP - Active Labor Market Policies

AMIS - Agriculture Market Information System

AML – anti-money laundering

ANACEC – (Romanian abbreviation) National Agency for Quality Assurance in Education and Research

ANI – (Romanian abbreviation) National Integrity Agency

ANRE – (Romanian abbreviation) National Energy Regulatory Agency

APO - Anti-Corruption Prosecutor's Office

AR – animals register

CAP – Common Agricultural Policy

CERT - Computer Emergency Response Team

CFM - (Romanian abbreviation) Moldovan Railway

CFSP - Common Foreign and Security Policy

CHU - Central Harmonization Unit

CIPS – (Romanian abbreviation) – Inter-ministerial Committee for Strategic Planning

CNAM – (Romanian abbreviation) National Company for Mandatory Health Insurance

CPAA - central public administration authorities

CTF - counter-terrorism financing

DAM – day-ahead market

DNSH – "Do-no-significant-harm"

EBGL - Electricity Balancing Guidelines

ECS- Energy Community Secretariat

EDE – Emerging and Developing Europe

ELL - Environmental Reference Laboratory

EnC – Energy Community

ENTSO-E - European Network of Transmission System Operators for Electricity

EQAR- European Quality Assurance Register for Higher Education

ERP - Economic Reform Program

EU – European Union

EUDI - EU Digital Identity

EUR – Euro currency

FSDN - Farm Sustainable Data Network

GAEC - Good Agricultural and Environmental Conditions

GD – governmental decision

GDP – Gross Domestic Product

GHG – Greenhouse Gases

GO – guarantees of origin

HER - Electronic Health Record system

HRMIS - human resource management information system

IACS - Integrated Administration and Control System

ICT – Information and Communication Technologies

IDM – intra-day market

ILO – International Labor Organization

IPARD - Instrument for Pre-Accession for Agriculture and Rural Development

ITS - Intelligent Transport Systems

LAGs - Local Action Groups

LPAA -local public administration authorities

LPIS - Land Parcel Identification System

M&E – monitoring and evaluation

MAIA – (Romanian abbreviation) Ministry of Agriculture and Food Industry

MIP - Multifunctional Industrial Platforms

NAC - National Anticorruption Center

NASO - National Adherence Support Organization

NBM – National Bank of Moldova

NCSE - National Centre for Sustainable Energy

NCTS - New Computerized Transit System

NEDS – National Economic Development Strategy

NEET – Not in Employment, Education or Training youth

NIPEC - National Integrated Plan for Energy and Climate

ODA – (Romanian abbreviation) Organization for Development of Entrepreneurship

PIFC - public internal financial control

PSPs - payment service providers

R&D – Research and Development

REEF - Residential Energy Efficiency Fund

RPFCS - Register of Public Functions and Civil Servants

SCIs- Sites of Community Importance

SCSD - Single Central Securities Depository

SEPA - Single Euro Payments Area

SME – Small and Medium Enterprises

SMRs - Statutory Management Requirements

SOE – State-Owned Enterprise

SPAs - Special Protection Areas

STEAM - science, technology, engineering, art and math

TSO - transmission system operator

UNIDO - United Nations Industrial Development Organization

USD – USD dollar

VASPs - virtual asset service providers

VAT - Value-added Tax

VET – vocational education and training

WHO – World Health Organization

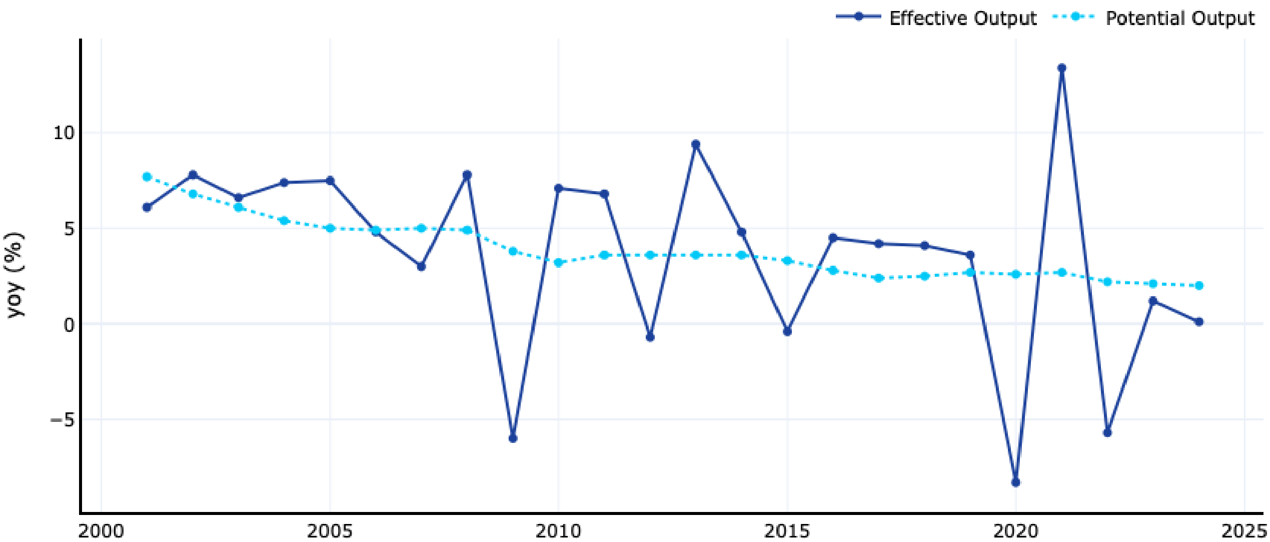
PART 1: OBJECTIVES AND COHERENCE OF THE REFORM AGENDA

1 MAIN CHALLENGES

Context

Since the early 2000s, the Republic of Moldova has witnessed significant economic developments. After enduring a decade-long transformational recession in the 1990s, the Moldovan economy began to recover in 2000. By 2010, it had boomed, with an average GDP growth rate of around 5% per year. However, more recently, its economic growth rates have slowed in both actual and potential terms (see Figure 1). Reflecting the repercussions of the 2009-2010 financial crisis, the GDP growth rate decreased to an average of 4.0% during the period from 2011 to 2020. Following a series of compounded shocks caused by the energy crises, the COVID-19 pandemic, and the aggression of the Russian Federation against Ukraine, the average annual growth of the Moldovan economy has struggled to recover to pre-pandemic levels.

FIGURE 1. ANNUAL GROWTH RATES OF EFFECTIVE AND POTENTIAL OUTPUT OF MOLDOVA (%, Y-O-Y)



Source: *Calculated by authors based on data from the National Bureau of Statistics of the Republic of Moldova.*

Labour migration and the remittances associated with Moldovan labour migrants have been significant drivers of growth, although the role of remittances is gradually diminishing as domestic output grows and citizens diversify their income sources away from remittances. The share of net remittances to GDP has decreased from a historical peak of 22% in 2013 to 8% in 2023-2024. As the importance of remittances in funding domestic consumption diminishes, the net macroeconomic effect of migration turns increasingly more negative because the labour supply is constrained.

Among the most noticeable structural changes in recent decades, Moldova has effectively shifted from an agriculture-based economy to a more diversified economic foundation. While in 2001, the agricultural sector contributed nearly 25% to GDP, in 2024 it is estimated to account for only 10% of GDP. Nevertheless, agriculture remains a vital growth sector in rural areas. The industrial sector comprises around 14% of GDP, with assembly services on externally-provided inputs representing a significant portion of output. Market-based services account for approximately 58% of GDP, with the remaining 18% attributed to public services. The emergence of the ICT sector has been a particularly noteworthy development, now contributing about 7-8% to GDP.

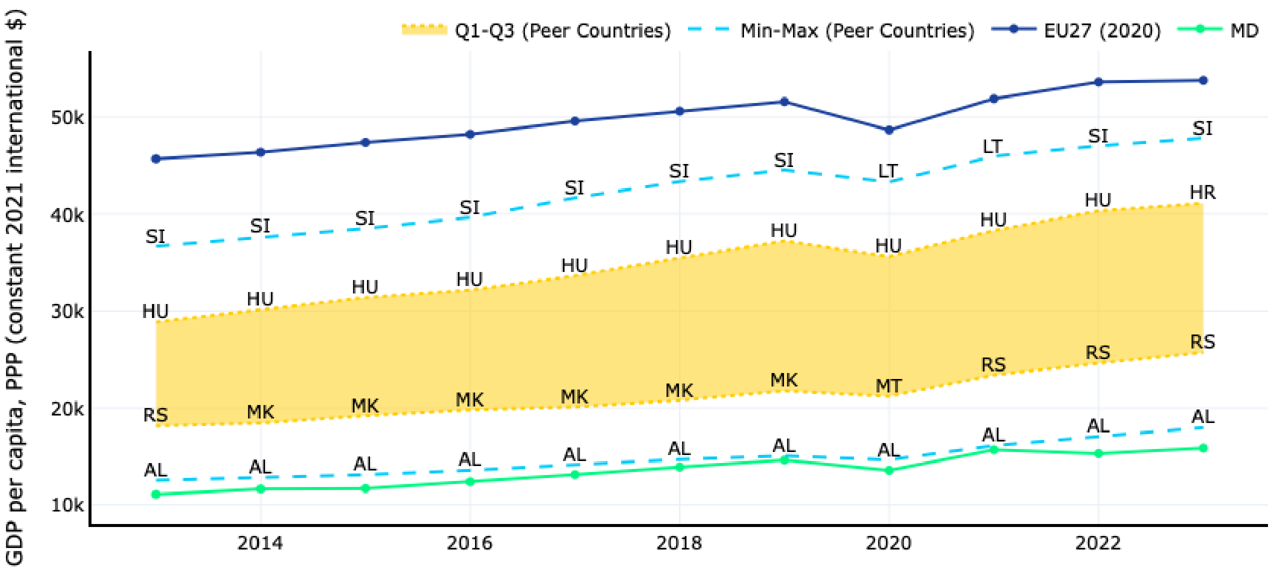
Significant shifts have also occurred concerning trade structures. In the early 2000s, agricultural and food products represented more than 70% of Moldovan exports, primarily directed towards the Russian Federation. Over the past two decades, Moldovan exports have diversified beyond traditional goods and markets. In 2023, goods exports were structurally more balanced, with agrifood accounting for 46%, followed by machinery (18%), mineral products (12%), and textiles (9%). Currently, 65% of Moldovan goods exports reach EU markets, while nearly half of goods imports originate from the EU. Services have emerged as a key engine of growth for Moldovan exports, valued at USD 2.4 billion, representing about 42% of total exports in 2023.

Reflecting these structural changes and similar to other EU peers, Moldovan economic activity has increasingly concentrated in its capital city – Chișinău. With over 63% of national GDP, the Chișinău metropolitan area offers significant economies of scale and is now the primary hub for trade, services, and manufacturing industries. However, this geographic concentration of growth has also intensified existing regional income disparities and prompted ongoing rural-to-urban migration, further compounding the development challenges that rural communities and peripheral regions have historically faced.

Insufficient social inclusiveness in economic growth remains a significant concern. Large geographic and social groups continue to be marginalised concerning economic development, as evidenced by a very low employment rate of only 40%. Nearly 25% of youths aged 15-34 are neither employed nor engaged in education or training (NEET youth). While labour force participation has been positively trending since 2021, the low level of economic participation reflects barriers to entering and re-entering the labour market (particularly for women), a mismatch between the skills demanded and those supplied, alongside low geographical and inter-sector mobility of the workforce.

One of Moldova's fundamental aspirations is to achieve convergence of its living standards with those of the EU and regional peer countries. Over the past two and a half decades, there has certainly been a tangible degree of convergence in Moldova’s income relative to both the EU average and other countries in the Emerging Europe region (Figure 2).

FIGURE 2. MOLDOVA’S INCOME PER CAPITA VERSUS PEERS (2021 PPP USD)



Source: *World Bank.*

While this convergence is respectable in historical terms, the speed of adjustment lags behind Moldova’s potential. If the trends observed over the last two decades persists in the future, the median Moldovan citizen is unlikely to experience a full convergence of income to at least the level of peer countries in Emerging and Developing Europe (EDE) region[1] over their lifetime. Given the volatile economic growth rates achieved in recent decades, Moldova is likely to achieve full convergence with the EDE region only by the end of the century, while the gap with the EU might still remain unclosed.

The structural problems limiting growth in Moldova can be broadly categorised into seven areas: 1) those restricting private sector development; 2) factors hindering systemic economic resilience, including connectivity and digital infrastructure; 3) issues related to the quality of economic governance; 4) challenges associated with human capital and workforce development; 5) factors undermining the transition to a green model of economic growth; 6) problems concerning energy security and efficiency; and 7) fundamentals such as efficient justice. In parallel Moldova continues to work on enhancing institutional pillars of a socially oriented market economy, which pertain to the functioning of the rule of law, the fight against corruption and fraud, and the protection of fundamental rights and freedoms.

While tackling these developmental challenges has been a key focus for Moldova as it seeks to converge with EU income levels, progress has been hampered by repeated largely external crises in the past decade. Comprehensive reforms across the private sector, infrastructure, energy, governance, human capital, and environmental policies are essential for constructing a more resilient and competitive economy. The Moldova Reform Agenda offers a strategic framework to guide these efforts, emphasising the significance of EU-related reforms and investments to expedite the accession process and attain sustainable development.

Economic competitiveness / Private sector development

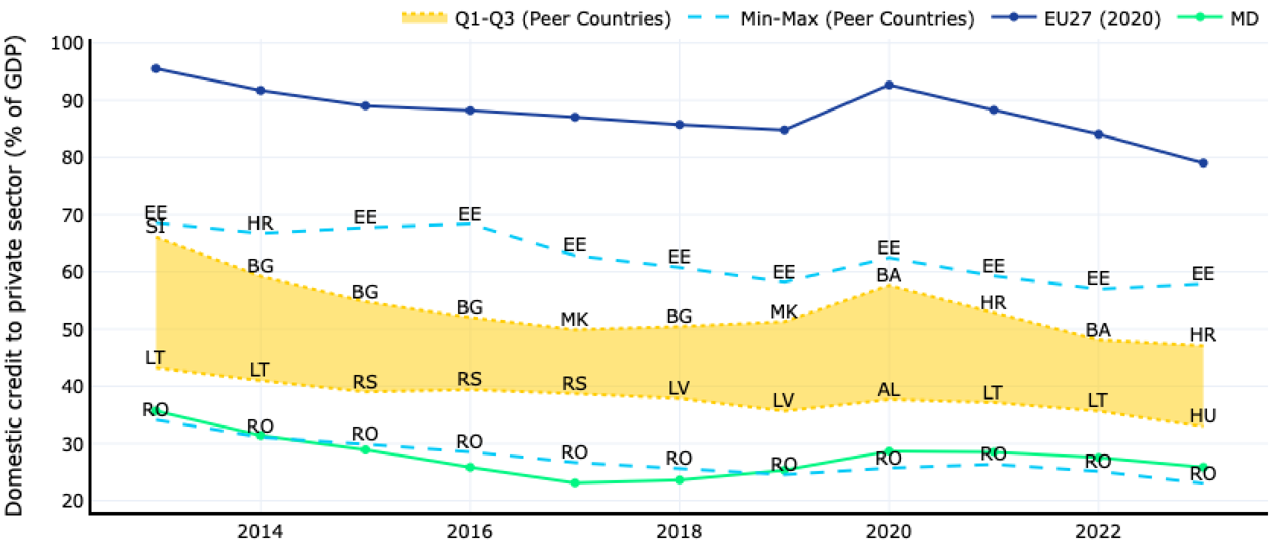
Structural problems hindering Moldova growth and EU convergence

[1] The peer countries defined in this document are as follows: Albania, Bosnia and Herzegovina, Bulgaria, Croatia, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Montenegro, North Macedonia, Poland, Romania, Serbia, Slovakia, and Slovenia.

Private sector development reforms are crucial for enhancing Moldova's business environment, access to finance, digitalisation, and SME competitiveness. To achieve this objective, it is vital to understand and eliminate the regulatory and administrative burdens hindering private sector development. Currently, Moldova's regulatory framework is less conducive to business than the average of the EU countries, where streamlined regulations foster greater economic growth. High regulatory costs, complex tax systems, and bureaucratic inefficiencies impose burdens on enterprises, stifling entrepreneurship and innovation. For instance, businesses in Moldova face an average of 10 procedures to establish a company, compared to just 5 in many EU nations. Inefficient insolvency procedures lead to prolonged periods of business closures, diminishing the circulation of assets and the flow of capital back into the economy. Furthermore, corruption within public administration and regulatory bodies, although markedly lower than in the last decade, still significantly undermines business confidence, deters foreign investment, and escalates the cost of doing business.

These structural issues obstruct the growth of Moldova's private sector and hinder overall economic development. In EU countries, enhanced access to finance supports higher levels of investment and economic growth. Conversely, in Moldova, domestic credit to the private sector is markedly lower (around 25% of GDP) than the EU average (approximately 79% of GDP) and that of other peers. Indeed, Moldova's levels of domestic credit to the private sector remain near the minimum within a relevant group of regional peer countries. Despite possessing excess liquidity in the banking sector, this liquidity is not effectively channelled towards productive investments due to various obstacles. High interest rates and stringent collateral requirements limit SMEs' access to finance, hindering their growth and competitiveness. Many Moldovan companies lack the financial sophistication required to be considered bankable by financial institutions. Ultimately, Moldovan banks are often reluctant to take risks, especially regarding SMEs, due to perceived higher default risks. Moreover, the financial system in Moldova is characterised by a lack of long-term deposits, restricting the availability of long-term financing options for businesses.

FIGURE 3. DOMESTIC CREDIT TO PRIVATE SECTOR OF MOLDOVA VS PEERS (% OF GDP)

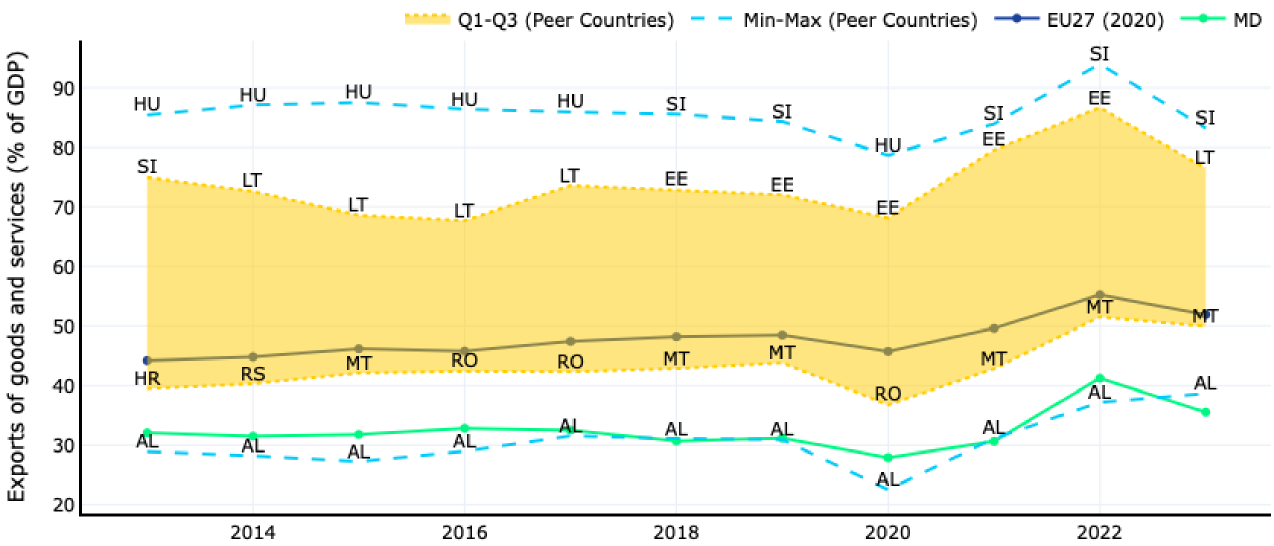


Source: *World Bank.*

EU countries with higher digital adoption rates experience greater productivity and economic growth. In Moldova, the percentage of businesses utilising digital services is low, which negatively impacts productivity and market reach. Only 30% of essential business services are available online, compared to over 70% in many EU countries. Moreover, a significant portion of the population and workforce lacks basic digital skills, with just 35% of individuals possessing basic or above-basic digital skills, in contrast to the EU average of 58%. Despite good coverage, the quality and reliability of internet connectivity in some areas remain inadequate. Concerns regarding cybersecurity and data protection deter businesses from embracing digital solutions. Furthermore, Moldova lacks a well-developed innovation ecosystem, which includes support for startups and R&D activities.

EU countries with robust SME support mechanisms and higher export volumes exhibit stronger economic growth and welfare. In Moldova, the public SME support system is underdeveloped, resulting in inefficiencies and a lack of tailored support for various types of enterprises. Moldova's export volume is lower compared to similarly sized European countries, limiting its integration into global value chains (Figure 4). Moldovan SMEs encounter significant barriers to accessing both domestic and international markets, including high transportation costs and complex customs procedures. They frequently lack the resources and support necessary to invest in innovation, including green innovation, and adopt new technologies. Additionally, SMEs experience considerable financial constraints, including limited access to credit and high borrowing costs.

FIGURE 4. EXPORTS OF GOODS AND SERVICES OF MOLDOVA VS PEERS (% OF GDP)



Source: *World Bank.*

Economic reforms and expected impact

To address these challenges, a series of targeted private sector development reforms can significantly enhance economic growth and facilitate Moldova's alignment with European standards. Specifically, implementing deregulation reforms will lower regulatory costs and improve the business environment. Introducing an electronic insolvency register will expedite insolvency processes, allowing for quicker resource reallocation. These reforms will reduce the regulatory burden on businesses, increase entrepreneurial activity, and bolster economic growth. Enhanced transparency and reduced corruption will further boost business confidence and investment.

Secondly, improving access to finance through legal and regulatory reforms will likewise enhance financial inclusion. Aiming to increase the uptake of banking and non-banking finance by SMEs will support business expansion and innovation. Enhanced access to finance will enable SMEs to invest in growth opportunities, leading to greater productivity and economic growth. This will contribute to a higher GDP per capita and closer alignment with EU economic standards.

Thirdly, increasing the proportion of essential online digital services will improve business efficiency and reduce administrative burdens. Encouraging digital innovation will facilitate digital transformation and integration with EU markets, promoting growth and competitiveness. Enhanced digitalisation will boost productivity, market reach, and overall economic growth. A more digitally skilled workforce and improved digital infrastructure will support sustainable development within the EU convergence.

Finally, implementing tailored support programmes, including on enabling green innovation and green transition, and enhancing public advisory services will boost SME competitiveness and market access. Modernising customs procedures and improving supply chain security will increase Moldova's export volume, better integrating it into global value chains. Strengthened SME support systems will lead to higher competitiveness, increased exports, and improved economic growth. This will help Moldova achieve a higher GDP per capita and align more closely with EU economic standards.

By addressing structural inefficiencies and improving the business environment, these reforms will stimulate economic growth and enhance Moldova's alignment with EU economic standards. The expected impact of these measures includes:

- *Reduced regulatory burden: lower costs for businesses, increased entrepreneurial activity, and higher private-sector investment.*
- *Improved access to finance: greater financial inclusion, higher SME lending, increased innovation and productivity, accelerated green transition.*
- *Digital transformation and market expansion: increased efficiency, reduced administrative barriers, and stronger integration with EU markets.*
- *Enhanced SME competitiveness: strengthened support systems, expanded export capacity, and improved access to global value chains.*

Addressing the structural issues associated with regulatory and administrative burdens, access to finance, digitalisation and innovation, and the competitiveness of SMEs is crucial for the development of Moldova's private sector. The proposed reforms will not only improve business efficiency and competitiveness but will also contribute to a higher GDP per capita and closer alignment with EU economic standards. By implementing these reforms, Moldova can unlock its growth potential, attract more investment, and foster a more prosperous and resilient economy.

Connectivity and digital infrastructure

Structural problems

Moldova’s volatile economic growth over the past two decades largely stems from its small economy and significant external shocks. Structural and institutional weaknesses limit its ability to withstand shocks, adapt to new conditions, and sustain growth during crises.

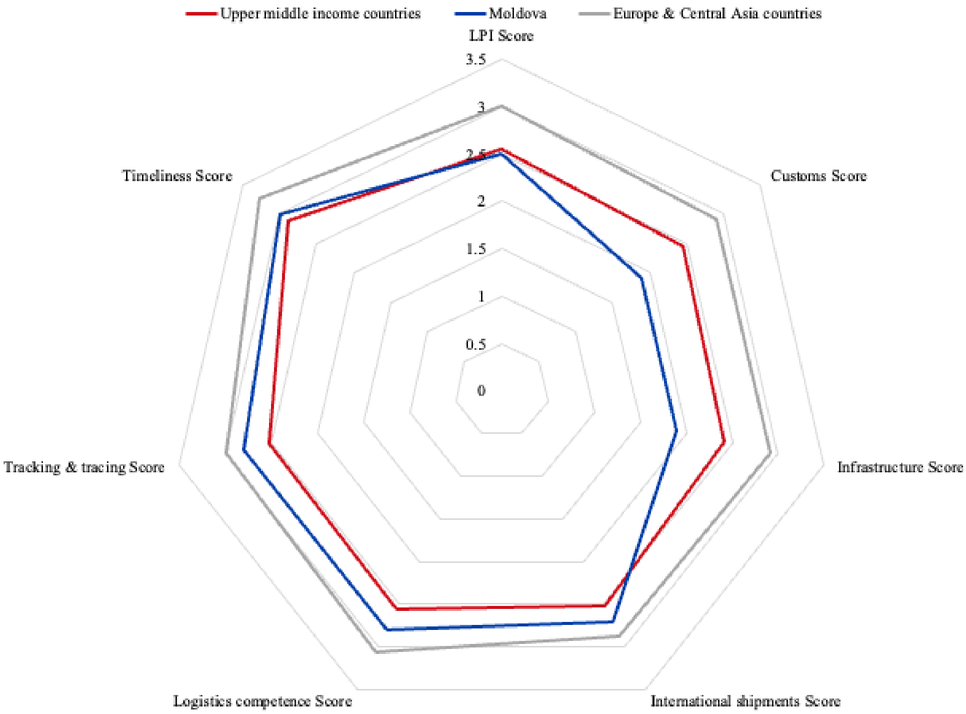
Moldova’s vulnerabilities impact inclusive and sustainable growth through two key areas: transport connectivity and digital infrastructure. These areas are vital for economic activity, competitiveness, and prosperity. However, underinvestment and inadequate strategic oversight have impeded tangible progress.

Moldova faces ongoing transport challenges. While performance indicators differ by type of transportation, a common feature is that international trade costs in Moldova’s corridors are typically high due to outdated fleets, poor infrastructure, and limited intermodal solutions. Russia’s war of aggression against Ukraine has further increased costs, particularly for road transport, with congestion and long queues at borders becoming increasingly common. Although Moldova scores relatively well on the Logistics Performance Index compared to other upper-middle-income countries, it lags behind its regional peers.

Several road and railway projects have been financed by international institutions, but underfunded maintenance have led to the deterioration of the network. Half of the roads are in poor condition, particularly in rural areas. The average speed limit on some railway sections is 20 km/h. Waterway transport collapsed in the 1990s and 2000s, leaving effectively just one operational port – Giurgiulesti.

Logistics services remain underdeveloped, lacking intermodal hubs and sufficient logistics centres to meet demand (Figure 5). With a road fatality rate of 84 per million inhabitants, Moldova's deaths exceed the EU average by 50%, mostly involving pedestrians in Chișinău. Progress on reducing road fatalities, despite various strategies, has been sluggish, largely due to poor road conditions, aggressive driving, and lax enforcement. Road accidents impose significant economic costs, estimated at 1.6% of GDP.

FIGURE 5. SCORE OF MOLDOVA AND COMPARATOR COUNTRIES IN THE LOGISTICS PERFORMANCE INDEX, 2023 (0 – VERY LOW, 5 – VERY HIGH)



Source: *World Bank Logistics Performance Index.*

The digital divide in Moldova presents significant challenges, particularly between urban and rural areas. Many rural communities lack adequate infrastructure, hindering their internet speeds and reliability. Only one third of individuals aged 60 and over use the internet regularly, in comparison to 82% of those aged 15 to 59. This divide restricts access to e-government services, education, and economic opportunities, exacerbating regional disparities and stunting economic growth.

Moldova's 5G networks are still evolving, yet some operators are planning substantial investments. 5G technology promises enhanced speed, capacity, and lower latency, potentially boosting GDP and the digital economy. However, it introduces new security challenges, particularly with third-party vendors. The slow modernisation of digital infrastructure (such as fibre and 5G) impacts connectivity and competitiveness. Moldovan networks require a thorough security assessment to tackle potential threats, alongside targeted investments and a robust 5G regulatory framework.

Moldova has made strides in digitising public services over the past decade, implementing platforms such as MCloud, MPass, MPay, and MConnect. The public services portal provides single-sign-on access to 166 e-services, yet it lacks integration with EU systems, limiting cross-border interactions.

Current digital networks are vulnerable to outages and cyberattacks due to outdated technology and security gaps. The emerging cybersecurity framework, with some institutions established only in 2024, leaves the ecosystem exposed. A framework is needed for identifying critical infrastructure operators, managing cyber risks, and ensuring consistent cybersecurity implementation. Plans for managing large-scale cyber incidents and support mechanisms are absent, and the 2019-2024 informational security strategy has lapsed without addressing new threats and risks.

Economic reforms and expected impact

To strengthen Moldova’s economic resilience and foster long-term sustainable growth, a series of targeted reforms across key sectors are essential. These interventions will enhance transport connectivity and digital transformation, laying the foundation for a more competitive and stable economy. Specifically, improving transport infrastructure will reduce trade costs, expand market access, and facilitate regional integration. Digital transformation efforts will drive innovation, increase productivity, and enable deeper integration with the EU economy.

Enhancing transport connectivity is a priority for both domestic and international trade. Key reforms will focus on modernising infrastructure, improving logistics, and ensuring efficient transport systems. Upgrading road networks and railway infrastructure will lower costs, enhance safety, and improve economic integration. Additionally, the development of intelligent transport systems and intermodal solutions will streamline operations and boost efficiency. Enhanced connectivity will not only facilitate trade but also encourage private sector investment, strengthening Moldova’s economic ties with European markets.

Advancing digital transformation will unlock new economic opportunities and accelerate Moldova’s integration with the EU digital economy. Expanding high-speed internet infrastructure will improve connectivity, while strengthening cybersecurity frameworks will safeguard critical systems and services. Increasing digital interoperability with EU platforms will facilitate smoother cross-border transactions and business expansion. Encouraging digital adoption among businesses and public institutions will drive efficiency, innovation, and competitiveness. Digitalisation efforts will also foster job creation in tech-driven industries, contributing to overall economic growth and higher productivity.

Implementing targeted reforms in transport infrastructure and digital development will yield significant economic benefits. Upgrading transport networks will improve regional connectivity and trade, reducing costs for businesses and increasing economic efficiency. Digital transformation will enhance competitiveness, attract foreign investments, and improve public service efficiency. By addressing these structural challenges, Moldova will not only accelerate GDP per capita growth but also achieve closer alignment with EU economic standards.

By addressing structural inefficiencies and enhancing economic resilience, these reforms will drive sustainable growth and align Moldova more closely with EU economic standards. The expected impact of these measures includes:

- *Enhanced transport connectivity: lower trade costs, expanded market access, and improved regional integration.*
- *Accelerated digital transformation: higher productivity, increased business efficiency, and deeper integration with the EU digital economy.*
- *Improved investment climate: greater investor confidence, higher foreign direct investment, and expanded opportunities for business growth.*

To conclude, Moldova's economic resilience has faced repeated tests from crises since 2020, exposing deep-seated vulnerabilities in its transport and digital infrastructure. The country's outdated transport network and regulatory deficiencies impede regional integration and trade efficiency. Modernising road, rail, and port infrastructure is essential for enhancing competitiveness and reducing logistics costs, especially given the volatile regional security conditions.

Digital transformation offers a unique opportunity to address Moldova's structural disadvantages, such as its small economic size and geographical constraints. Expanding high-speed connectivity, bolstering cybersecurity measures, and aligning digital laws with EU standards will be vital for unlocking Moldova's economic potential. The proposed reform agenda—centred on transport modernisation and digital transformation—will not only alleviate economic vulnerabilities but also stimulate foreign investment, enhance trade integration, and promote long-term stability. Ultimately, these strategic interventions will help Moldova close its income gap with the EU, foster inclusive growth, and build a resilient, competitive, and sustainable economy.

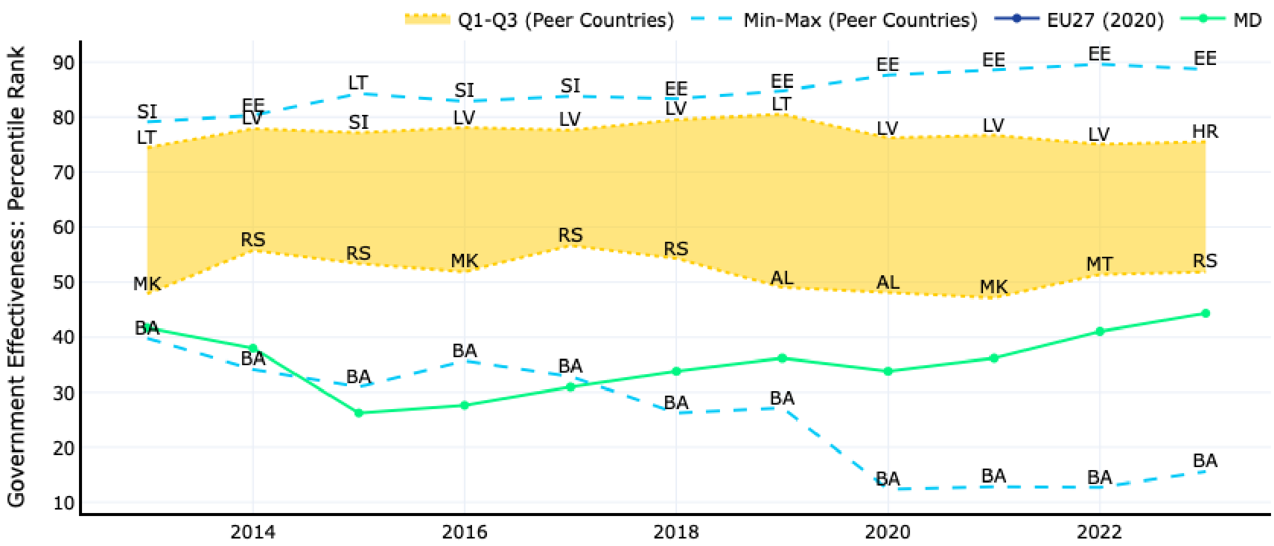
Economic governance

Structural problems

Moldova's economic convergence with the European Union has been impeded by structural inefficiencies, governance weaknesses, and external vulnerabilities. Despite advancements in legal and institutional reforms, several key challenges persist in public finance management, state-owned enterprise governance, investment efficiency, and public administration. Furthermore, inefficiencies in public procurement result in annual fiscal losses of up to 1.5 percent of GDP, constraining the resources available for essential infrastructure, healthcare, and social investments. The execution of capital investment remains a significant challenge. In 2023, only 60% of planned public infrastructure projects were completed, reflecting weaknesses in project selection, delays in fund disbursement, and limited institutional capacity. These issues hinder the implementation of crucial infrastructure initiatives, such as transport modernisation, digital transformation, and climate-resilient projects, which are vital for long-term economic growth and competitiveness

The weaknesses in public sector efficiency and fiscal management are also reflected in Moldova's Government Effectiveness Index, which measures the quality of public services, policy formulation, and implementation capacity. Although Moldova has made progress in governance reforms, its percentile rank stood at 44.34 percent in 2023 (Figure 6), an improvement from previous decades when it fluctuated around 30 percent in 2010 and as low as 10 percent in the early 2000s. While this upward trend indicates efforts to strengthen government capacity and service delivery, the country still lags behind regional peers, highlighting the need for continued reforms in public administration, procurement efficiency, and fiscal management to enhance institutional performance and economic resilience.

FIGURE 6. GOVERNMENT EFFECTIVENESS IN MOLDOVA VS PEERS (PERCENTILE RANK).



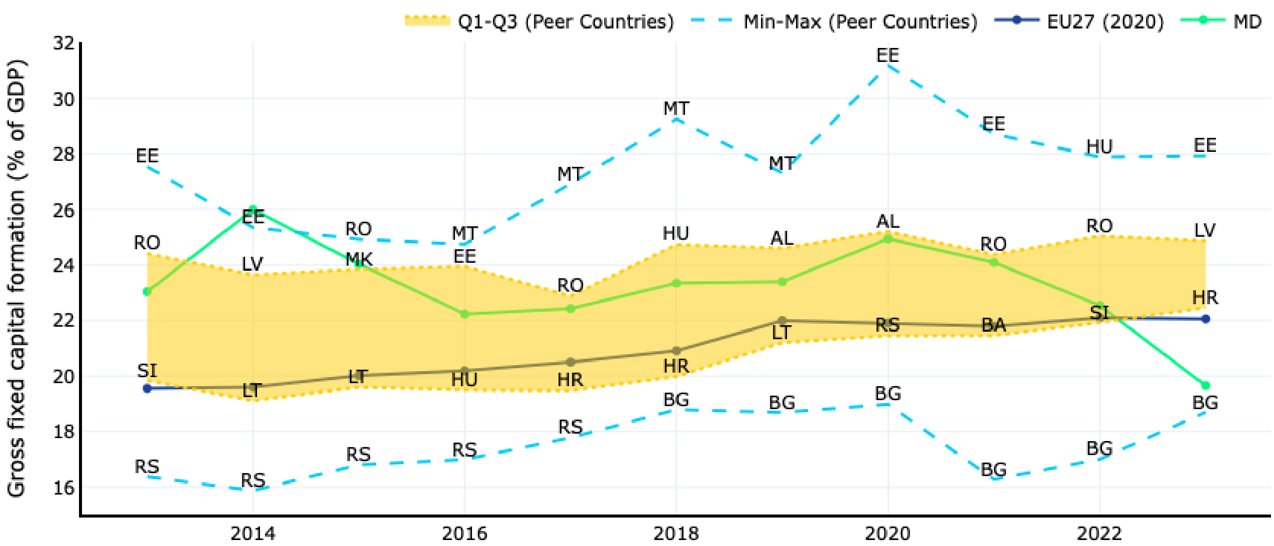
***Source**: World Bank.*

State-owned enterprises (SOEs) also contribute to inefficiencies in the economy. Despite accounting for 5% of GDP, many SOEs require government bailouts, diverting funds from productive investments. Weak corporate governance, political interference, and operational inefficiencies have resulted in SOE net debt and arrears exceeding 10 percent of GDP, highlighting the urgent need for structural reform to improve financial sustainability and operational efficiency. The lack of independent board oversight and inadequate financial controls have further contributed to fiscal instability in the sector.

The inefficiencies in SOE governance and the misallocation of public funds have also impacted Moldova's investment levels, as reflected in the trends of Gross Fixed Capital Formation (GFCF). Over the past decade, GFCF has fluctuated significantly, reaching 24.7% of GDP in 2018. However, investment levels dropped again to 21.9% in 2020, partly due to external shocks and structural inefficiencies in public sector spending. In 2023, GFCF experienced a contraction of 6.8

percentage points. This volatility in capital formation underscores the need for SOE reforms that redirect fiscal resources towards more productive, growth-enhancing investments, ensuring a more sustainable and competitive economy (Figure 7).

FIGURE 7. GROSS FIXED CAPITAL FORMATION IN MOLDOVA VS PEERS (% OF GDP)



***Source**: World Bank*

Public administration inefficiencies continue to constrain economic progress. Moldova's administrative system is highly fragmented, with duplicated functions across government agencies increasing costs and diminishing efficiency. Low salaries in the public sector hinder the attraction and retention of skilled personnel, thereby weakening institutional capacity and delaying the implementation of key policies and reforms. Addressing these inefficiencies is essential for ensuring a more agile and responsive public administration.

Debt management also poses structural vulnerabilities. Moldova's domestic debt portfolio is heavily concentrated in short-term securities, with 91.1 per cent of government securities maturing within one year. This creates refinancing risks and restricts the government's ability to finance long-term investments. The underdeveloped capital market further limits efforts to diversify funding sources and enhance financial stability.

Economic reforms and expected impact

To tackle these challenges, Moldova has implemented a series of targeted economic governance reforms aimed at strengthening fiscal stability, enhancing public sector efficiency, and boosting market competitiveness. These structural interventions will be crucial in facilitating Moldova's economic alignment with EU standards and promoting GDP per capita growth.

Firstly, a key priority is the reform of public finance management, which seeks to improve the efficiency of public spending and enhance budget discipline. Institutionalising spending reviews through amendments to Law No. 181/2014 will ensure that all ministries undergo periodic evaluations of expenditure efficiency. Reducing the "General Action" allocations in the state budget by 30 per cent by 2026 will enhance budget transparency and spending effectiveness. Expanding e-procurement systems and centralising procurement management will mitigate inefficiencies in public procurement, minimising fiscal waste and improving accountability. The establishment of an independent Fiscal Council will further strengthen fiscal oversight, enhancing budget credibility and ensuring long-term financial sustainability.

Secondly, improving the governance of state-owned enterprises (SOEs) and advancing privatisation is another critical reform area. Independent SOE boards will be introduced in major state-owned companies, including "Moldtelecom", "Moldovagaz", and "Calea Ferată din Moldova", to increase transparency and reduce political interference. The triage process will facilitate the liquidation of unviable SOEs and the restructuring of those with economic potential, alleviating the fiscal burden and improving operational efficiency. Privatising at least five non-strategic SOEs, starting with "Fabrica de Sticlă din Chișinău" and "Hotel Zarea", will encourage private sector participation, increase investment opportunities, and enhance service efficiency.

Thirdly, reinforcing public administration is essential for minimising bureaucratic inefficiencies and enhancing institutional effectiveness. Restructuring of central public authorities subordinated to the Government will streamline government operations, making the public sector more efficient and responsive. Implementing a centralised Human Resource Management Information System will improve recruitment processes and civil servant management, ensuring a more transparent and meritocratic hiring system. Introducing a unitary salary reform will assist in attracting and retaining skilled personnel, addressing the persistent talent shortages in the public sector.

Fourthly, enhancing public investment management and ensuring debt sustainability is essential for achieving fiscal resilience. Moldova is transitioning to long-term government bonds for financing infrastructure projects, aiming to decrease its reliance on short-term borrowing. Establishing a regulatory framework for Eurobond issuance will allow the government to responsibly access international capital markets. Raising public capital investment execution to 90 per cent of budget allocations by 2027 will enhance the efficiency of large-scale investment projects and expedite infrastructure modernisation.

By addressing structural inefficiencies and improving governance, these reforms will stimulate economic growth and enhance Moldova's alignment with EU economic standards. The expected impact of these measures includes:

- *Improved public finance management: increased fiscal discipline, higher efficiency in public spending, and greater budgetary sustainability.*
- *SOE reforms: reduced fiscal burden, improved resource allocation, and increased private-sector investment.*
- *Public administration efficiency: more effective government operations, reduced bureaucratic costs, and enhanced institutional capacity.*
- *Strengthened public investment management: better execution of capital projects and improved infrastructure development*.

In conclusion, addressing Moldova's structural inefficiencies in public finance, SOE governance, public administration, and debt management is vital for accelerating economic convergence with the EU. The implementation of targeted reforms will enhance government efficiency, attract investment, and create a more transparent and competitive economic environment. Furthermore, strengthening financial governance and enhancing the independence of the central bank will contribute to a more stable macroeconomic framework, decreasing economic volatility and reinforcing investor confidence. In the long term, these reforms will foster sustainable economic growth, promoting greater alignment with European economic structures. By streamlining regulatory processes, improving financial oversight, and enhancing institutional efficiency, Moldova can realise its full economic potential, achieving higher GDP per capita and ensuring long-term economic stability and resilience.

Social capital

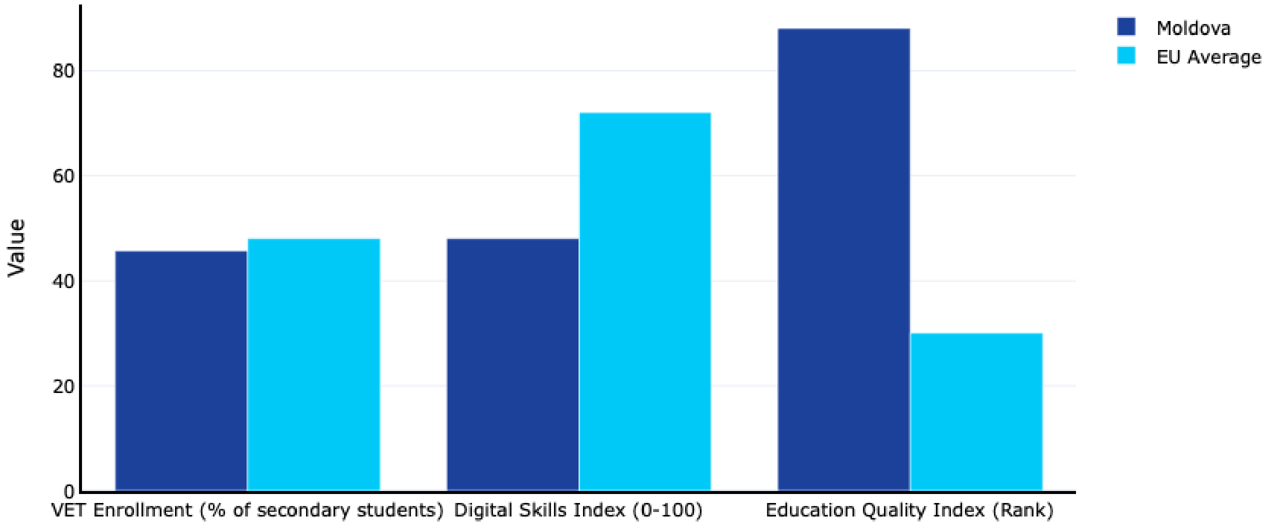
Structural problems

Social capital plays a fundamental role in shaping economic development, social stability, and long-term growth trajectories. In Moldova, structural inefficiencies in education, social protection, and labour market policies have hindered the development of a resilient and adaptable society. These systemic challenges constrain GDP growth, slow economic convergence with EU standards, and prevent the creation of a more inclusive and sustainable economy. Addressing these obstacles requires a comprehensive approach that integrates economic, social, and policy-driven interventions to enhance human capital and social resilience.

A well-functioning education system is vital for a competitive workforce and economic progress. Yet, Moldova still struggles to align its education with labour market demands. In early 2024, 20.3% of youth at the age of 15-24 years are NEET (not in education, employment, or training), higher than the EU average of 11.3% and slightly above Romania's 19.3% . Gender disparities persist, the indicator being higher for women (24%). The NEET share between youth having only secondary education is 35%. Although Moldova offers 215 vocational education and training (VET) curricula, none meet formal qualification standards, leaving a gap between education and job requirements. Additionally, essential skills for the green transition are absent from training programmes, hampering progress towards a sustainable economy. The lack of digital literacy exacerbates the skills gap, rendering many workers unprepared for a digitalised labour market. Finally, substantial disparities persist between Moldovan and Ukrainian refugee children in terms of access to formal education, with only 3,500 children enrolled between schools and pre-schools out of the ~80,000 refugee children in the country.

Encouragingly, dual education programmes have grown, with secondary vocational education enrolment up by 62.2% for the 2024-2025 academic year. The share of students in dual education increased from 10% to 14%, reflecting a shift towards practical training. Expanding these programmes across industries is crucial. Countries like Germany and Austria demonstrate that strong vocational systems reduce youth unemployment and enhance labour market integration.

FIGURE 8. EDUCATION QUALITY INDICATORS IN MOLDOVA VS PEERS

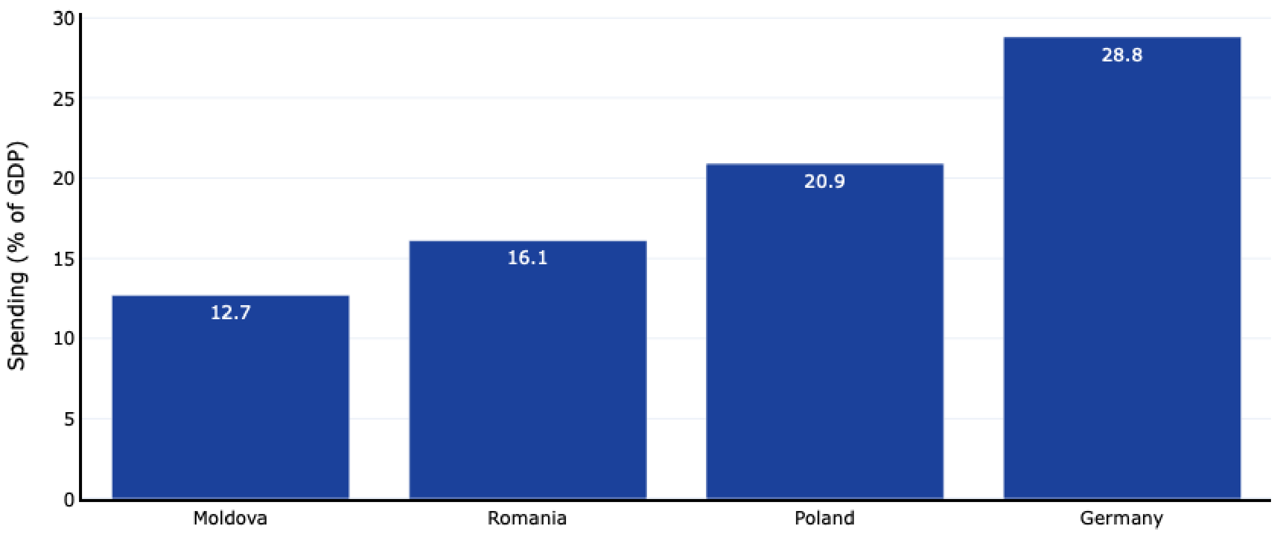


Source: *World Bank Education Statistics (2023), Eurostat Education and Training Data (2023).*

A functioning social protection system is crucial for economic participation and social stability. However, Moldova's disjointed and underfunded policies provide limited access to quality services, particularly in rural areas (Figure 9). Different groups of citizens face obstacles to essential support, which increases vulnerabilities and reduces workforce participation.

In contrast to Nordic countries, where digital integration streamlines assistance, Moldova's outdated systems result in delays, redundancies, and poor resource allocation. The absence of an integrated framework undermines the effectiveness of social spending and welfare programmes. A performance-based approach, similar to that in Denmark and Canada, could improve resource distribution and ensure aid reaches those most in need. Furthermore, Moldova's social workforce is underpaid. Social workers are vital for targeted interventions, yet low wages and unclear career pathways diminish service quality and hinder integration. Structured training programmes and performance-based evaluations would enhance service delivery, reduce dependency, and promote social welfare mobility.

FIGURE 9. SOCIAL PROTECTION SPENDING IN MOLDOVA VS PEERS (% OF GDP, 2022)

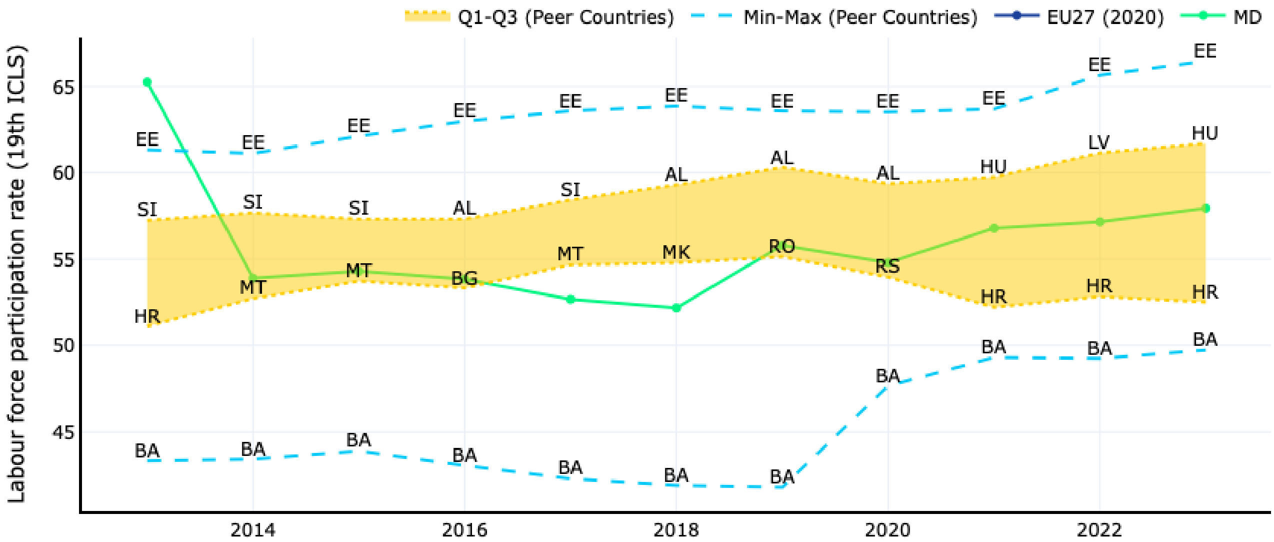


Source: *European Commission Social Protection Report, Moldova National Bureau of Statistics, OECD Social Expenditure Database.*

Moldova's labour market faces enduring challenges that hinder participation and productivity. The country lacks sufficient financial support for Active Labour Market Policies (ALMPs), which are essential for reintegrating unemployed and vulnerable individuals into the workforce. Countries such as Sweden and the Netherlands demonstrate that effective ALMPs result in higher employment rates and reduced welfare dependency.

Undeclared work and labour exploitation are prevalent, diminishing tax revenues and threatening social security. A significant portion of Moldova's workforce is engaged in informal employment (Figure 10), which restricts career advancement and increases economic insecurity. Strengthening labour inspections and encouraging businesses to formalise labour contracts are crucial for long-term stability. A stable labour market also enhances investment confidence and economic resilience. Moldova should prioritise policies centred on job creation, worker protections, and skills development. Expanding vocational retraining, encouraging business investment in human capital, and enforcing labour regulations will promote a more dynamic and inclusive workforce market.

FIGURE 10. LABOUR FORCE PARTICIPATION IN MOLDOVA VS PEERS (ACCORDING TO THE 19TH ICLS DEFINITION)



Source: World Bank

The total number of hospital beds in the Republic of Moldova is on a declining trend, consistent with the demographic decrease. In 2023, the total number of hospital beds was 16989, which represents a 5% decrease from 2019. This positions Moldova well above the EU average of 7 hospital beds per 1000 population, compared to the EU's figure of 4.7, and aligns it with Bulgaria and Romania, which have the highest number of hospital beds among EU countries. Forty-one percent of these beds are in tertiary-level hospitals, while the average length of stay is 7.5 days, again on the higher end of the spectrum compared to other EU member states. Regarding the rate of hospital admissions per 1000 persons in Moldova, the most recent available data from 2020 indicates an almost double rate of hospital admissions compared to EU levels, suggesting an overuse of hospital services. This data indicates that inpatient care is overrepresented in the Moldovan healthcare system relative to the average values at the EU level.

The average bed occupancy rate at a national level was 76.5% in 2023, which is close to the EU average. However, in the main urban centres of the country, the average bed occupancy rate stands at 87%, with peaks of 92% in Bălți city, signalling a potential overload of inpatient hospitalisations in these areas. Furthermore, the bed occupancy rate can be significantly lower for specific specialties, such as dermatology or ophthalmology (under 60%), while very high for other specialties like oncology or nephrology (over 95%). Simultaneously, the bed occupancy rates of tertiary care providers (republican hospitals) are lower than those of secondary-level providers. Nearly half of all patients hospitalised in Moldova in 2023 were admitted in the capital city, Chișinău (46.7%). This data demonstrates a higher utilisation of inpatient hospitalisation services in larger cities and presents a significant opportunity to create a more balanced use of inpatient services according to the level of care and complexity of cases that a hospital can manage.

Economic reforms and expected impact

Moldova is implementing targeted reforms to enhance economic resilience and inclusive growth, focusing on education, social protection, the health system, and labour market policies. These reforms are critical for developing a skilled workforce, increasing labour market participation, and ensuring long-term economic sustainability.

Firstly, reforming education and vocational training is necessary to reduce the skills mismatch in the labour market. Aligning education with workforce needs will equip graduates with the requisite skills, lowering unemployment and boosting productivity. Strengthening digital competencies will ease the transition to a knowledge-based economy, enhancing business efficiency and growth within the technology sector. Expanding vocational education and training (VET) across industries and regions will mitigate regional disparities and balance labour distribution. Enhancing performance assessments through strong anti-corruption and anti-fraud measures will improve graduates' readiness to contribute effectively to economic development..

Secondly, enhancing social protection systems is essential for social stability and economic inclusion. Upgrading social services will enable vulnerable groups to engage more fully in the labour market. A coherent social services framework, integrated with digital systems, will streamline support, reducing bureaucratic delays for job seekers. Evaluating performance and increasing remuneration for social workers will improve service quality and workforce integration, leading to decreased dependency on welfare and greater workforce participation.

Lastly, strengthening labour market policies is vital for boosting employment rates, job security, and fair working conditions. Expanding Active Labour Market Policies (ALMPs) will support unemployed individuals and enhance economic output. Improved labour inspection will address undeclared work and exploitation, fostering a fairer business environment and increasing state revenues. Enhancing access to childcare will enable more women to join the workforce, thereby raising productivity and GDP growth. Encouraging business investment in workforce development and retraining will keep Moldova's labour force competitive and adaptable to changing conditions.

By addressing gaps in education, social protection, health care provided, and labour market policies, these reforms will unlock higher productivity, expand workforce participation, and accelerate economic growth. The expected impact of these measures includes:

- *Improved education and vocational training: a better-skilled workforce, reduced youth unemployment, and increased economic adaptability.*
- *Enhanced social protection systems: increased workforce participation, reduced economic vulnerability, and more efficient welfare spending.*
- *Healthier population: higher productivity and lower social insurance spending.*
- *Strengthened labour market policies: greater job security, higher employment rates, and a more dynamic and inclusive labour market.*

Green transition and natural capital

Structural problems

Moldova's environmental governance and resource management encounter structural weaknesses that hinder economic growth and delay alignment with European environmental standards. Weak regulatory enforcement, lack of administrative capacity, limited investment in renewable energy, and inefficient land-use policies have rendered the country vulnerable to climate risks and resource depletion. Moldova faces challenges related to water management, including water pollution, due to underdeveloped infrastructure and insufficient financial resources. There are also challenges related to industrial pollution and air quality. Without urgent reforms, these challenges will persist in undermining long-term economic resilience and Moldova's transition to a sustainable green economy.

Moldova remains heavily dependent on imported fossil fuels, rendering the country susceptible to external price shocks and energy supply disruptions. Despite a stated commitment to increasing the share of renewables, wind and solar energy constitute only a minor fraction of total consumption. The country's outdated power grid and inefficient energy distribution networks further obstruct progress towards energy security and sustainability. Investment in energy infrastructure and regulatory support for clean energy projects are still insufficient to meet the government's target of 27% renewable energy by 2030.

The country's heavy reliance on fossil fuels significantly contributes to greenhouse gas (GHG) emissions, with the energy, agriculture, and transport sectors serving as major contributors. Moldova currently lacks comprehensive systems for monitoring, reporting, and verifying GHG emissions, which limits the government's capacity to develop targeted mitigation strategies that align with EU climate objectives. This gap not only delays Moldova's climate action commitments but also hampers opportunities to access international climate finance and green investment. Furthermore, the absence of effective emissions regulations and incentives for low-carbon technologies exacerbates air pollution and heightens public health risks. Weak enforcement of land-use regulations and insufficient nature protection measures allows deforestation to continue unchecked, reducing biodiversity and increasing vulnerability to climate change.

The waste management infrastructure is severely underdeveloped. The country lacks a comprehensive circular economy framework, with only a small percentage of waste recycled, most of which ends up in landfills. Hazardous waste disposal remains poorly regulated, posing risks to public health and environmental sustainability. The absence of extended producer responsibility programmes limits incentives for businesses to adopt sustainable production practices, further exacerbating resource inefficiency.

Moldova also lacks a coordinated climate adaptation strategy, leaving key sectors—such as agriculture, transport, and energy—unprepared for environmental shocks. Severe droughts and extreme weather events are becoming more frequent; yet, there are few mitigation policies in place to address these risks. Expanding climate resilience programmes and improving disaster preparedness measures will be critical in ensuring long-term economic stability.

Economic reforms and expected impact

Moldova has committed to a series of reforms aimed at enhancing environmental governance, increasing energy efficiency, and strengthening natural resource management. These initiatives are designed to expedite the country's alignment with EU standards and ensure a sustainable economic transition. They will require a set of strategies and costed action plans to be drafted and adopted by the Government to address environmental and climate challenges comprehensively.

First, enhancing environmental governance remains a critical priority. The reform agenda includes establishing a more structured institutional framework for environmental oversight. The Environmental Agency and the Environmental Inspectorate will be endowed with clearer mandates, additional staff, and modernised tools to enforce environmental regulations more effectively. An integrated eco-alert platform will be incorporated into the national environmental monitoring system, enabling real-time responses to environmental incidents. Furthermore, the government will implement a transparent permitting system and strengthen self-monitoring mechanisms for private enterprises to ensure compliance with environmental standards. All new investments will be in line with the EU legislation and standards. Special attention will be paid to implementation of horizontal legislation on environmental assessments - Environmental Impact Assessment and Strategic Environmental Assessment – which will be applied to all new investments and major plans and projects, as appropriate.

Second, advancing the transition to renewable energy will diminish Moldova's reliance on fossil fuels and mitigate external energy shocks. The government intends to introduce sector-specific taxation in line with the EU's "polluter pays" principle, including CO_2 emissions charges, landfill taxes, and water-use fees. The modernisation of energy transmission infrastructure will facilitate the integration of wind and solar energy into the national grid, thereby enhancing energy security and reducing greenhouse gas emissions. Additionally, the government will launch financing mechanisms to attract private sector investment in renewable energy projects, thus expanding the share of renewables in Moldova's energy mix.

Third, establishing a modernised waste management and circular economy framework will enhance resource efficiency and environmental sustainability. Investments will be made to provide for a comprehensive approach to waste management with the respect of waste hierarchy, and for introducing sound circularity measures. As one of the actions,the government will create a Hazardous Waste Management Centre to manage industrial and medical waste more effectively. Extended producer responsibility regulations will also be enforced to encourage sustainable production and packaging practices. A unified digital database will be developed to track waste management processes and ensure improved transparency and compliance with recycling targets.

Fourth, protecting natural ecosystems and biodiversity will be prioritised through enhanced forest and land management practices. The Facility should contribute to the achievement of the Union's target of 10% of budget expenditure supporting biodiversity. The inventory of the National Forest Fund will be finalised, and a permanent system for monitoring deforestation and land degradation will be introduced. A dedicated agency for managing protected areas will be established and made operational, ensuring improved conservation strategies and readiness for the integration of Moldova into the EU's Natura 2000 network.

Finally, Moldova will prioritise the establishment of robust greenhouse gas monitoring and reporting mechanisms, enhancing its capacity to comprehensively track emission sources and trends. This will enable the formulation of targeted sectoral policies and emissions reduction targets aligned with EU climate goals. The reforms will incorporate financial and regulatory incentives to promote the adoption of low-carbon technologies and sustainable practices across energy, agriculture, transportation, and industry. Consequently, these efforts will not only reduce national greenhouse gas emissions but also support Moldova's transition towards a resilient, low-carbon economy.

Moldova as a Contracting Party (CP) to the Energy Community (EnC) is working to adopt and transpose the EU climate acquis to its ledgers in alignment with directives issued by the EnC governing body, the Ministerial Council. As a party to the United Nations Framework Convention on Climate Change (UNFCCC), Moldova has ambitious climate goals and is committed to reducing carbon emissions in line with the global goals of the Paris Agreement.

The inter-relationship between its commitments under the Paris Agreement, obligations under the EnCT, and accession to the EU requires that Moldova adopt and implement innovative mechanisms to achieve ambitious emission reduction targets and align with the EU climate agenda.

It is assumed that EnC CPs will fully implement the Monitoring, Reporting, Verification, Accreditation (MRVA) package (ETS Directive 2003/87/EC; MRR Regulation 2018/2066; AVR Regulation 2018/2067) by the end of 2025. The rules governing the most fundamental building blocks of the MRVA package include, inter alia, the obligation to obtain a GHG emission permit, the scope of activities and gases, the appointment of the competent authority for the permitting process and the implementation of MRVA in general, and the recognition of verifiers from the EU or the requirements for the accreditation of verifiers by the National Accreditation Body set in domestic legislation.

The Republic of Moldova already transposed MRR regulation—Commission Implementing Regulation (EU) 2018/2066 on the monitoring and reporting of greenhouse gas emissions amended by Commission Implementing Regulation (EU) 2020/2085 through Government Decision no. 575/2024, which will enter into force in November 2025.

As a next step, we are in the process of adopting later this year the AVR regulation (Regulation (EU) 2018/2067) on the verification of data and on the accreditation of verifiers amended by Commission Implementing Regulation (EU) 2020/2084, and this is planned in the National Plan for Accession for 2025. The rules governing the most fundamental building blocks of the MRVA package include, inter alia, the obligation to obtain a GHG emission permit, the scope of activities and gases, the appointment of the competent authority for the permitting process and the implementation of MRVA in general, and the recognition of verifiers from the EU or the requirements for the accreditation of verifiers by the National Accreditation Body set in domestic legislation. The transposition of the MRVA package will ensure that the Energy Community contracting parties have already established the required institutional framework for future joining the EU ETS.

At the same time Republic of Moldova intends to update and operationalize the existing electronic Pollutant Release and Transfer Register, approved by Government Decision 373 by integrating aviation and maritime transport activities and other sectors as the scope of the EU ETS expands.

Addressing Moldova's environmental governance challenges and accelerating the green transition will improve economic sustainability, attract investment, and enhance the country's competitiveness. The expected impact of these measures includes:

- *Improved environmental governance: strengthened regulatory enforcement, better compliance with EU environmental standards, and increased institutional capacity.*
- *Expansion of renewable energy: enhanced energy security, reduced fossil fuel dependence, and increased investment in wind and solar projects.*
- *Sustainable land and resource management: improved soil conservation, reforestation efforts, high degree of nature protection and long-term agricultural resilience.*
- *Modernised waste management and circular economy: higher recycling rates, reduced landfill dependency, and more efficient use of natural resources.*

Moldova's capacity to transition to a green economy relies on decisive reforms in environmental governance, energy efficiency, and sustainable resource management. This transition and the implementation of the associated reforms need to be supported and monitored by civil society organisations, providing for inclusive approach and the most benefits for the citizens. Strengthening regulatory frameworks, investing in renewable energy, and modernising waste management systems will be essential for meeting EU environmental standards and ensuring long-term economic growth. Without urgent action, environmental degradation and energy dependency will continue to obstruct Moldova's convergence with the European Union, hindering progress towards a resilient and sustainable future economy.

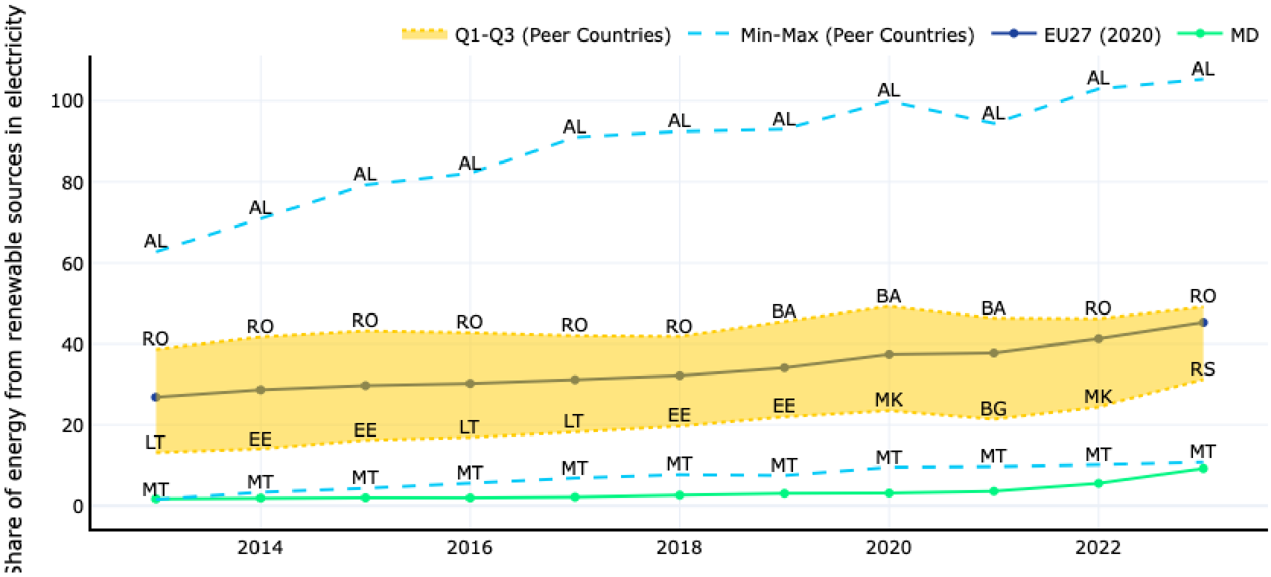
Energy security and efficiency

Structural problems

Moldova's economy is heavily reliant on imported fuels and energy. Until recently, nearly all natural gas and a significant portion of electricity were sourced from unreliable suppliers. This dependency exposed the country to geopolitical risks, resulting in high energy costs. Since the 2021 energy crisis, Moldova has successfully diversified its gas supply. However, its dependence on the Kuchurgan gas-fired power plant in the Transnistrian region leaves it vulnerable with regard to electricity supply. Until January 2025, the power plant depended on subsidised Russian gas, and electricity exchanges with Romania were limited due to low cross-border capacity. This situation is expected to improve by late 2025 with the Isaccea-Vulcănești-Chișinău interconnector accomplished.

Moldova has adopted the Security of Supply and Storage regulation for gas but does not meet the Oil Stocks Directive's requirements for emergency oil stocks. A draft law to ensure minimum oil product levels is pending public hearings, leaving Moldova's legal framework non-compliant. Progress in integrating renewable energy remains slow, although renewables are crucial for future energy strategies, particularly compared to peer countries (Figure 11). Their growth necessitates improved ancillary services for grid stability, which requires market liberalisation and alignment with EU standards. The Moldovan wholesale market currently operates under outdated electricity laws that do not conform to EU guidelines (EIP).

FIGURE 11. SHARE OF ENERGY FROM RENEWABLE SOURCES IN ELECTRICITY IN MOLDOVA VERSUS PEERS (%)



Source: *National Bureau of Statistics of Republic of Moldova, World Bank.*

Economic reforms and expected impact

Ensuring energy security and enhancing energy efficiency are paramount for Moldova's economy and social wellbeing. Targeted reforms in the energy sector will promote diversification, stability, and price predictability, laying the foundation for a more competitive and stable economy. Strengthening energy security will reduce Moldova's reliance on external suppliers, mitigate risks of supply disruptions, and support the transition to a more sustainable energy system.

First, consolidating the resilience of Moldova's energy system is essential for accelerating long-term economic growth. Investments in energy infrastructure are expected to improve grid reliability, enhance cross-border electricity trade, and ensure an uninterrupted supply. Expanding storage capacity for natural gas and securing emergency fuel reserves will alleviate risks associated with geopolitical disruptions. Additionally, legislative reforms focused on energy market liberalisation will enhance competition and foster a more resilient energy sector.

Second, increasing the share of renewable energy in Moldova's energy mix will reduce dependence on imported fossil fuels and enhance sustainability. Encouraging investments in solar, wind, and biomass energy production will diversify energy sources and contribute to price stability. Strengthening grid infrastructure to accommodate a higher penetration of renewable energy will improve efficiency and reduce transmission losses. Furthermore, expanding incentives for energy efficiency measures in the residential, commercial, and industrial sectors will lower overall consumption and costs.

Third, developing ancillary services and market mechanisms to maintain grid stability is a crucial component of energy security. Establishing a well-functioning day-ahead and intra-day electricity market will improve competitiveness and optimise resource allocation. Strengthening regulatory frameworks for energy storage solutions, demand-side management, and smart grid technologies will ensure a balanced and flexible energy system. Coordinating with regional energy markets and aligning Moldova's policies with EU energy regulations will further enhance security integration.

The expected impact of these measures includes:

- *Expansion of renewable energy: enhanced energy security, reduced fossil fuel dependence, and increased investment in wind and solar projects.*
- *Modernisation of energy infrastructure: improved grid reliability, lower transmission losses, and enhanced cross-border electricity trade.*
- *Development of energy storage and emergency reserves: increased resilience to supply disruptions, better load management, and improved crisis preparedness.*
- *Establishment of competitive energy markets: greater price predictability, increased private sector participation, and enhanced market efficiency.*
- *Alignment with EU energy standards: improved regional integration, stronger regulatory frameworks, and access to European energy markets.*

In conclusion, Moldova's economy has faced numerous challenges from energy-related crises in recent years, highlighting the urgent need for energy diversification and infrastructure modernisation. A heavy dependence on imported energy exposes it to volatile prices and supply uncertainties, requiring strategic investments in renewables, grid expansion, and energy efficiency. By prioritising energy security reforms and attracting foreign investments while achieving greater alignment with EU standards, Moldova is positioned to significantly reduce its economic vulnerabilities. These efforts will not only stabilise the economy but also contribute to sustainable development and long-term prosperity.

Fundamentals

Structural problems

Moldova's governance system has faced in the past from structural challenges that hindered economic development. Corruption discourages investment and erodes public trust. Against these challenges Moldova undertook important justice sector actions, which have triggered the vetting of self-governing bodies and of key judicial and prosecutorial services. The reforms conducted since 2021 until present have already proved certain intermediary progress, but additional actions are necessary to strengthen the justice sector institutions. On the business side, more transparency in public procurement and regulatory processes is required.

Moldova's Corruption Perceptions Index improved (by one point) to 43 in 2024 and Moldova ranks among the countries showing the most significant progress in fighting corruption and improving the perception of corruption in society, increasing by 9 points since 2020 (Table 1), Despite this result, further actions are required to reinforce the independence and foster the efficiency of judicial system. The 2024 presidential election faced unprecedented challenges, with criminal cases initiated on electoral fraud and corruption and a $39 million foreign-backed vote-buying scheme targeting 130,000 voters. Record fines exceeding 11 million lei were imposed for electoral fraud.

Among judicial constraints are inadequate conditions of some of the courts' premises. Over 50% of court facilities require urgent repairs, and case backlogs increase by 15% annually. Only half of Moldova's courts utilise the new e-File system, which impacts judicial accessibility and transparency.

The national mechanism of asset verification requires improvements. The National Integrity Authority struggles to obtain access to information on assets from abroad. Without an integrated asset declaration system, real-time detection of irregularities is challenging. A digital detection system could enhance oversight by automatically identifying discrepancies.

The financial sector is vulnerable to illicit flows, with suspicious transactions increasing by 20% since 2022, yet prosecution rates are only 10%. Poor coordination and limited investigative capacity foster an environment for financial crime, undermining national stability. Strengthening oversight and inter-agency collaboration is essential for closing loopholes.

Tackling gender-based violence remains a priority. Moldova has only 178 shelters for victims, far below the required 260, leaving many without support.

Moldova's statistical capacity also requires support to adhere to EU standards.

Comprehensive governance reforms are crucial to enhance Moldova's institutional framework, ensure judicial independence, strengthen financial oversight, and improve social protections, thereby boosting business confidence and aligning with European economic standards.

TABLE 1. FUNDAMENTAL SCORES FOR MOLDOVA

Indicator	Current Status
Corruption cases submitted to court	Over 140 in 2023[4]
Convictions in first instance	130 sentences[3]
Corruption Perceptions Index	Score 43 in 2024[5]
Electoral corruption fines	Over 2 million lei[6]
Suspicious transaction prosecutions	10%[7]
Operational GBV shelter places	182 of needed 400
EU-compliant macroeconomic data	60%[7]

Source: *National Bureau of Statistics of Republic of Moldova.*

Economic reforms and expected impact

Moldova is implementing governance reforms to enhance institutional integrity, strengthen the rule of law, and combat corruption. These measures are vital for public trust, market stability, and EU alignment. By reinforcing judicial independence, improving financial oversight, and addressing fraud risks, Moldova is laying a foundation for economic and social development.

Firstly, judicial independence and efficiency are essential for a fair legal environment. Moldova is vetting judges and prosecutors to bolster public confidence in the justice system. Updated disciplinary rules clarify timelines and oversight procedures. Moreover, efforts to expedite court proceedings through digital tools are reducing trial delays and improving access. Reforms in selection processes enhance the credibility of the self-governing bodies of judges and prosecutors (the Superior Council of Magistracy and the Superior Council of Prosecutors). Specialized anti-corruption panel at the level of Chisinau courts aim to increase the rate of examination of corruption cases referred to the court by prosecution. The organization and functioning of specialized anti-corruption framework at the level of the courts is envisaged as a mechanism to accelerate the delivery of justice.

Secondly, Moldova prioritises fundamental rights by supporting vulnerable populations and improving access to public services, including measures for victims of domestic violence and enhanced digital access.

Thirdly, progress in prosecuting high-level corruption includes improved investigative capacities and enhanced coordination between relevant authorities. Digital tools for asset declarations and beneficial ownership registration enhance transparency and prevent financial misconduct. A targeted strategy reduces the influence of powerful groups in politics and economics, with stricter asset verification, monitoring of contracts, and scrutiny of cross-border financial flows.

Fourthly, Moldova is enhancing financial integrity with a public internal financial control (PIFC) framework to standardise risk assessments and improve fraud detection. The Ministry of Finance's unified project pipeline ensures transparency in public investments. Enhanced digital monitoring of suspicious transactions bolsters anti-money laundering efforts. A centralised database system will integrate financial data across agencies, enhancing oversight by the Ministry of Finance, NAC, and competition regulators.

Finally, Moldova aligns state aid policies with EU competition rules to promote fair competition. Reforms include updating the Law on State Aid and improving oversight of public subsidies and government interventions. The Competition Council's role is expanding, but more resources are required for increased monitoring. Restructuring and privatisation of state-owned enterprises (SOEs) will foster competition and attract investment, along with reassessing exclusive rights to SOEs in the energy and transport sectors to ensure fair market access.

By addressing governance challenges and strengthening institutional integrity, these reforms will contribute to Moldova's economic stability, enhance investor confidence, and accelerate alignment with EU standards. The expected impact includes:

- *Reinforced rule of law: improved judicial independence, faster case resolutions, and enhanced legal certainty for businesses and individuals.*
- *Protection of fundamental rights: greater social inclusion, expanded digital access, and strengthened human rights protections*
- *Intensified anti-corruption efforts: reduced political and economic interference, increased transparency, and stronger legal enforcement.*
- *Improved financial oversight: more effective fraud prevention, stronger anti-money laundering measures, and enhanced accountability in public spending.*
- *Stronger competition and market fairness: a level playing field for businesses, reduced state intervention in key industries, and increased private sector participation.*

In conclusion, Moldova is taking decisive steps to strengthen governance, reinforce judicial independence, combat corruption, and align competition policies with EU standards. These reforms, supported by digital innovation and enhanced oversight mechanisms, are laying the groundwork for Moldova's EU accession process. By focusing on institutional resilience, long-term capacity building, and proactive corrective actions, Moldova is creating a governance framework that will drive sustainable economic development, foster investor confidence, and ensure greater public trust in institutions.

Impact

Moldova's Growth Plan is driven by the ultimate aim of accelerating economic growth in a manner that is both inclusive and sustainable. This growth should be evident in higher GDP per capita, ensuring that economic progress benefits all segments of society while maintaining long-term stability. To realise this objective, Moldova has committed to implementing 56 targeted policy area reforms and 153 steps, focusing on economic modernisation, governance improvements, and long-term competitiveness.

The reforms span seven main policy areas addressing key economic challenges (Table 2):

- Private sector development includes 13 policy area reforms implemented through 32 steps, aimed to enhance the business environment, boost investment, and promote entrepreneurship.
- Connectivity and digital infrastructure area features 4 policy area reforms implemented through 11 steps, aimed at enhancing key infrastructure.
- Economic governance, with 10 policy area reforms implemented through 28 steps, focuses on public finance management, regulatory frameworks, and transparency.
- Social capital comprises 8 policy area reforms implemented through 21 steps aimed to enhance education, healthcare, and social inclusion.
- Green transition and natural capital area involve 6 reforms implemented through 13 steps promoting environmental protection, sustainable energy and climate resilience.
- Energy security and efficiency area contains 24 steps focused on open market, security of supply and energy efficiency.
- Fundamentals, with 8 policy area reforms implemented through 24 steps, target governance, public administration, and macroeconomic stability.

TABLE 2. DISTRIBUTION OF REFORMS PER POLICY AREAS

	June 2025	December 2025	June 2026	December 2026	June 2027	December 2027	Total
Policy Areas							
Policy area 1: Business Environment and Competitiveness	0	4	3	10	5	10	32
Policy area 2: Economic resilience and Infrastructure	0	1	1	2	2	5	11
Policy area 3: Economic Governance	0	4	5	5	6	8	28
Policy area 4: Social Capital	0	3	1	7	3	7	21
Policy area 5: Green Transition /Natural Capital	0	1	3	3	2	4	13
Policy area 6: Energy	1	13	1	2	1	6	24
Policy area 7: Fundamentals	0	3	1	10	3	7	24
TOTAL	1	29	15	39	22	47	153

Source: *author's calculations.*

A Bayesian Vector Auto-Regression (BVAR) model is employed to analyse Moldova's economic trajectory, evaluating the impact of policies and external factors. This approach captures both short-term fluctuations and long-term trends while benchmarking Moldova against relevant peer groups.

The methodology categorises countries into three regional clusters—Central and Eastern Europe, the Balkans, and the Baltic states—while maintaining Moldova as an independent entity. This classification facilitates structured comparisons, acknowledging different transition paths. Central and Eastern European countries serve as benchmarks for EU integration, the Balkans face similar structural challenges, and the Baltic states provide a model for rapid reform.

Moldova remains a distinct unit in the model to account for country-specific shocks and policies. The Bayesian approach enhances estimation accuracy by incorporating prior knowledge, even with limited data. It monitors short- and long-term policy impacts on key indicators such as gross value added per worker, which are essential for productivity and competitiveness.

Comparing Moldova's progress against regional peers and the EU-27 average aids in aligning policy recommendations with convergence goals. Reliable economic data from sources like Eurostat and national agencies improve projection accuracy, despite Moldova's evolving data alignment. The model assumes Moldova will attain at least the minimum level of its peers by 2027 if currently below that threshold, or converge towards lower quantiles if above.

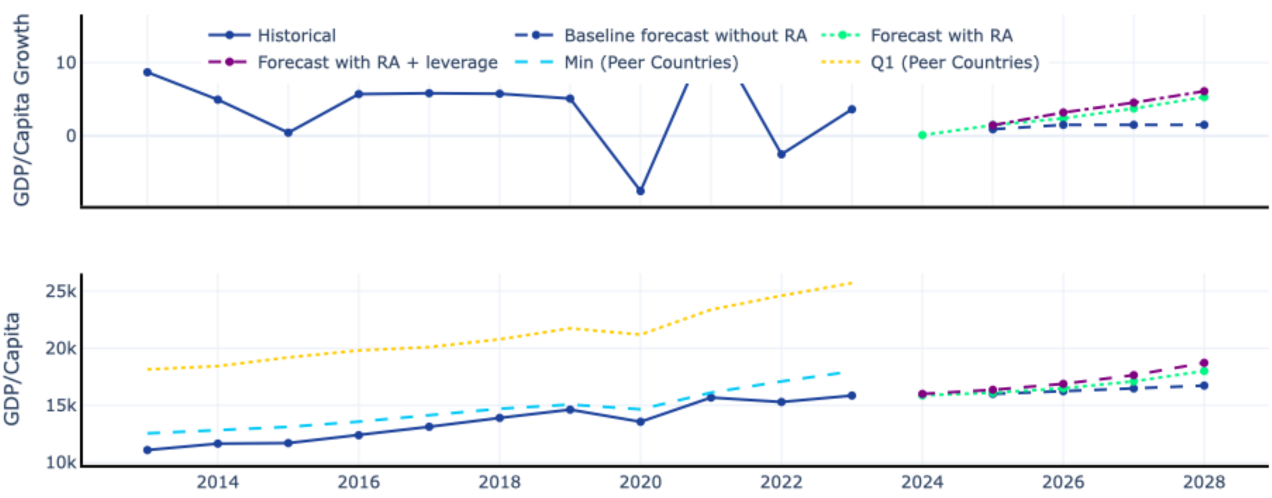
By 2027, projections indicate that consumption growth will rise from 1.3% to 1.7%, private sector credit will increase from 25.8% to 30% of GDP, and the e-Government Development Index will align with Romania's score of 64. The share of renewable electricity is expected to increase from 9.29% to 20%, while government effectiveness is anticipated to improve from 44 to 52, in line with Serbia. Gross fixed capital formation is projected to grow from 19% to 24% of GDP, exceeding Croatia's 22%, and labour force participation is forecasted to rise from 57% to 61%, converging with Hungary. These targets follow a phased implementation strategy for reforms, supporting Moldova's economic integration and growth.

Figure 14 illustrates the projected path of Moldova's GDP per capita growth and its relative position among peer countries. Historically, GDP per capita growth has been highly volatile, characterised by periods of contraction followed by sharp recoveries. Looking forward, the baseline forecast suggests modest growth of 1% in 2025, increasing to 1.5% annually in subsequent years, resulting in a GDP per capita of approximately 16,800 USD (2021 PPP) by 2028.

However, should the reform agenda be fully implemented, attracting investments worth EUR 1.9 billion, growth is expected to accelerate to 5.3% by 2028, raising GDP per capita to 18,000 USD. Furthermore, the execution of reforms could attract an additional EUR 2.5 billion in private investment, leveraging the initial EUR 1.9 billion. This could further enhance growth to 6.1% in 2028, with GDP per capita reaching 18,700 USD.

Despite this progress, Moldova's GDP per capita would remain below the first quartile (Q1) of peer countries. Nonetheless, it indicates a strong convergence trajectory aligned with ongoing reforms aimed at enhancing economic resilience, investment, and productivity. It is crucial to note that the BVAR-based forecasts are sensitive to previous assumptions, particularly given the volatility of Moldova's economic growth in recent years.

FIGURE 12. POTENTIAL EVOLUTION OF GDP PER CAPITA (2021 PPP USD) FOLLOWING THE IMPLEMENTATION OF THE REFORM AGENDA



Source: *National Bureau of Statistics of Republic of Moldova, World Bank.*

2 OBJECTIVES OF THE REFORM AGENDA

The strategic goal of the Reform Agenda is to significantly accelerate Moldova's economic growth, promote broader inclusion of all social groups and geographic areas in economic processes, and further consolidate Moldova's economic resilience through closer economic, investment, and trade ties with the EU.

The Growth Plan applies to the whole territory of Moldova. Many of the steps in the Reform Agenda will be relevant in the context of regional integration and convergence.

Achieving this strategic goal depends on effective progress with the following objectives:

- Boosting the development and competitiveness of the private sector by improving the business environment and investment climate, adopting a smart regulatory framework, facilitating access to finance from diverse sources, and encouraging a culture of entrepreneurship and innovation.
- Enhancing systemic economic resilience by strengthening transport connectivity and digital infrastructure and interconnection with the EU to improve overall economic efficiency and stability, reduce vulnerabilities, and smooth the long-term economic growth trajectory.
- Strengthening the quality of economic governance by increasing transparency, efficiency, and accountability of public institutions, authorities, and companies to enhance policy implementation, reduce opportunities for corruption and fraud, and achieve a level playing field for all economic entities, regardless of their size, origin, or ownership.
- Fostering human capital development by investing in education to support economic inclusion through the labour market, strengthening social protection policies to reduce poverty and economic marginalisation, and actively promoting equal opportunities for all.
- Enhancing environmental sustainability and advancing the green transition by strengthening the institutional and legislative framework for environmental protection, minimising pollution, conserving biodiversity, and promoting circular economy solutions in the waste management sector.

- Further consolidating energy security by reducing dependency on exports, diversifying suppliers of energy, and promoting renewable energy sources, while at the same time achieving higher energy efficiency by adopting technologically and economically sound solutions for energy savings in key sectors of consumption.

The Republic of Moldova shares the goals and principles of the EU Common Foreign and Security Policy (CFSP) and is committed to further intensifying cooperation in this area to more effectively address shared challenges within the framework of the Moldova – EU Security and Defence Partnership. Significant attention is also directed towards cooperation with the EU in strengthening the country's resilience.

Moldova strongly condemns the Russian aggression against Ukraine. This situation continues to pose significant risks for Moldova, ranging from rockets and drones landing on its territory to an increase in cross-border crime, alongside the mounting pressure on its economy and the highest refugee-per-capita ratio in Europe.

Moldova is dedicated to gradually ensuring, by the time of its accession to the EU, full alignment and effective implementation of the EU policies and positions adopted under the CFSP. In instances where existing political, economic, or security vulnerabilities prevent Moldova from aligning with an EU sanctions regime as of yet, the Moldovan authorities diligently strive to act with proper care to prevent sanctions circumvention. A preventive approach is applied through the export control mechanism. The Reforms Agenda is anticipated to significantly bolster Moldova's economic and social resilience. Consequently, Moldova will be better prepared to achieve 100% alignment with EU CFSP declarations and restrictive measures, as well as for effective participation in the CFSP by the date of accession.

3 CONSISTENCY WITH THE OVERALL POLICY FRAMEWORK

Consistency with the Joint Policy Guidance of the 2024 Economic and Financial Dialogue

In accordance with the Joint Policy Guidance established during the Economic and Financial Dialogue, the Republic of Moldova has been invited to enhance its public investments and implement the single project pipeline framework. This initiative aims to ensure that, regardless of the source of financing, investment projects are integrated into a cohesive pipeline. This priority falls under the Public Finance Management subarea (3.1) of the Reform Agenda, specifically reforms 3.1.1-3.1.4, which seek to strengthen budget planning, expenditure controls, and budgetary execution.

Another piece of policy guidance encourages the alignment of tax reforms with the Public Finance Management Strategy 2023-2030 to bolster revenue mobilisation. This is a significant developmental and governance objective, which the Reform Agenda addresses through the same set of reforms 3.1.1-3.1.4. These reforms will also contribute to ensuring a more efficient allocation of public resources, particularly concerning health and social protection.

A key policy recommendation has been for Moldova to review its business support programmes to improve access to finance and enhance ESG compliance. This priority is addressed within the Business Sector Competitiveness sub-area, specifically through reform 1.2.1, which focuses on improving the efficiency and relevance of government support for entrepreneurs. Table 3 illustrates the consistency between the Joint Policy Guidance Recommendations and the Reform Agenda.

TABLE 3. CONSISTENCY BETWEEN THE JOINT POLICY GUIDANCE RECOMMENDATIONS AND THE REFORM AGENDA

Economic and Financial Dialogue Joint Policy Guidance (PG)	Reform Agenda	
	Policy sub-area	Reform
Increase public investment as planned in the ERP, while applying the new single project pipeline framework covering all investment projects regardless of financing source.	3.1: Public finance management	3.1.1-4 Strengthened budgeting, expenditure controls and execution for better budgetary planning and policy implementation
Improve the capacity to produce macroeconomic and fiscal forecasts, in particular of the cyclically adjusted fiscal balance.	3.1: Public finance management	3.1.1-4 Strengthened budgeting, expenditure controls and execution for better budgetary planning and policy implementation
Continue to broaden the tax base and improve tax compliance in line with the Public Finance Management Strategy 2023-2030.	3.1: Public finance management	3.1.1-4 Strengthened budgeting, expenditure controls and execution for better budgetary planning and policy implementation
Finalise and publish the ongoing spending review of the health sector and undertake further reviews in the most significant areas of expenditure such as social protection.	3.1: Public finance management	3.1.1-4 Strengthened budgeting, expenditure controls and execution for better budgetary planning and policy implementation

Economic and Financial Dialogue Joint Policy Guidance (PG)	Reform Agenda	
	Policy sub-area	**Reform**
Review the main programmes supporting businesses’ access to bank finance such as the ‘373 interest subsidy programme’, the Fund for Entrepreneurship and Economic Growth Investments and the ‘Credit Guarantee Facility’ with a view to improving their effectiveness in addressing the bottlenecks to provision of credit, and assessing their potential to support the implementation of Environmental, Social and Governance (ESG) principles.	1.2: Business sector competitiveness	Reform 1.2.1: Strengthened the public SME support system, increasing efficiency and relevance of government support to entrepreneurs to boost competitiveness
Take steps to implement the results of the state-owned enterprise ‘triage’ exercise and ensure the implementation of recent governance reforms related to the professionalisation of boards and the establishment of audit committees at state-owned enterprises.	3.8: SOE reform	3.8.22-24. Making the SOE sector sustainable and financially viable
Ensure a sufficiently tight monetary policy stance as long as necessary to anchor inflation expectations at levels consistent with price stability, underpinned by a thorough assessment of potential second-round effects and developing an inflation expectations survey.	N/A	N/A
Ensure the independence of the central bank, including the personal independence of decision-makers.	N/A	N/A
Enhance risk-based supervision in line with best international and European practices, including by further strengthening the reporting framework across the banking system, harmonising the regulatory and supervisory landscape between the banking and the non-bank financial sector, and improving data collection to enable a comprehensive assessment of financial sector risks.	N/A	N/A

Consistency with the 2030 National Economic Development Strategy

The 2030 National Economic Development Strategy (NEDS) was approved in 2024 and encompasses three strategic goals related to sustainable economic growth: 1) create a favourable environment for entrepreneurship and investments, preparing the Moldovan economy for EU accession; 2) expand and diversify the value-added export-oriented services sector; and 3) stimulate the innovative industry by transitioning to more complex technological products with higher value added. These goals are elaborated in several specific objectives, as outlined in the Table 4. The Reform Agenda aligns with these objectives through numerous targeted initiatives.

Regarding the first NEDS goal of creating a favourable environment for entrepreneurship and investments, the Reform Agenda aligns with policy subarea 1.1 (Business Environment) and reform 1.1.1, which focuses on enhancing the competitiveness of the entrepreneurial environment through improved regulatory frameworks and digitalisation. Furthermore, the Reform Agenda addresses the necessity for digitalisation, with measures such as enhancing the 5G network’s security under reform 2.3.1. Additionally, the Public Administration subarea includes reform 3.3.2, which aims to enhance human resource management through the application of digital technologies.

To expand and diversify the export-oriented services sector, subarea 1.1 also connects with reform 1.2.3 (Service Development), which fosters an improved regulatory framework and digitalisation within service sectors. This initiative works alongside reforms in subarea 2.1 (Transport Connectivity), including reforms 2.1.1 and 2.1.2, which enhance

Moldova’s transport system (road and rail), ensuring better logistics and the development of services integral to export-oriented industries.

The third NEDS goal of stimulating an innovative industry is addressed by the Reform Agenda under the broad subarea 1.1, through reform 1.2.2 on Industrial Development, promoting growth in the industrial sector by aligning with EU directives. Concurrently, reforms 1.5.14-1.5.18, focused on enhanced export competitiveness under the same subarea, are expected to improve global market integration through better customs procedures and logistics, aiding the integration of Moldova’s products into global value chains.

Economic sustainability is also ensured by subarea 2.2 (Energy Security), which concentrates on reforms aimed at increasing energy security through the diversification of energy suppliers and the more efficient use of energy (reform 2.2.1). This reform includes seven specific initiatives directly relevant to the economic resilience topics addressed in the NEDS. Similarly, subarea 5.1 (Environmental Protection and Climate Actions) focuses on strengthening resource productivity through reform 5.1.3, which aims to enhance waste management and promote circular economy practices.

The Reform Agenda also targets improved public finance management in line with the NEDS objective of strengthening state-owned enterprises (SOEs). Subarea 3.1 (Public Finance Management) addresses fiscal sustainability by reinforcing Moldova's tax system and tax administration, thereby contributing to fiscal stability and better public services.

Finally, the Reform Agenda emphasizes the improvement of the labour market through reform 4.3.1, which aims to reduce undeclared work and promote participation in the labour market. This reform supports the NEDS’ goal of making the labour market more attractive to workers. In the education sector, the reform in subarea 4.1, specifically reform 4.1.1, seeks to enhance the alignment of skills developed in initial professional education with the demands of the labour market.

TABLE 4. CONSISTENCY BETWEEN THE NATIONAL ECONOMIC DEVELOPMENT STRATEGY AND THE REFORM AGENDA

NEDS objectives	**Reform Agenda**	
	Policy sub-area	**Reform**
Digitalization of both the private sector and public institutions.	2.3: Digital	2.3.1: Enhancing connectivity through telecommunications and digital infrastructure
	3.3: Public administration reform	3.3.2: Establishing an efficient career development framework and a unitary and transparent remuneration system to make public service more attractive and performant
	4.2: Social protection	4.2.1: Enhanced quality and accessibility of social services meeting minimum standards and population needs
Enhancing digital tools and economic digitalization to attract and retain foreign investors.	1.1: Business Environment	1.1.1: Enhancing the competitiveness of entrepreneurship environment through the improved regulatory and administrative framework and enhanced digitalization
A diversified financial sector to support economic growth.	1.3: Access to finance and capital market development	1.3.1: Access to finance for companies is strengthened and diversified
A dynamic and innovative entrepreneurial ecosystem, inclusive of men and women of all ages, from both rural and urban areas.	1.2: Business sector competitiveness	1.2.1: Strengthened the public SME support system, increasing efficiency and relevance of government support to entrepreneurs to boost competitiveness
Increased foreign and local direct investment.	1.2: Business sector competitiveness	1.4.11-15: Industry and service development
A labor market that makes the economy more attractive to workers.	4.1: Education	4.1.1: Reducing mismatch between skills and labour market demands through enhanced vocational education and training
Formalizing the economy to promote transparency in economic activities.	4.3: Employment and labour markets	4.3.1: Strengthened active labour market policies and facilitation of labour market participation and fighting undeclared work and labour exploitation
	6.3. Energy security	6.3.1. Guaranteeing energy security

NEDS objectives	Reform Agenda	
	Policy sub-area	Reform
Economic sustainability, ensuring resilience through energy security and circular economy principles, supported by private-sector investment.	5.1: Environment protection and climate actions	5.1.3: Strengthening resource productivity and circularity including waste management
Efficient and sustainable state-owned enterprises (SOEs).	2.1: Transport connectivity	2.1.2: Enhancing transport connectivity through rehabilitated and modernised rail network
Effective economic policies to drive growth and stability.	3.1: Public finance management	3.4.11-12: Strengthened tax system contributes to fiscal sustainability, provides for a level playing field and provides for better services for citizens and businesses
A business-friendly environment for the services sector, aligned with EU directives.	1.1: Business Environment	1.1.1: Enhancing the competitiveness of entrepreneurship environment through the improved regulatory and administrative framework and enhanced digitalization
		1.2.3: Service Development
High-quality exported services that meet international standards.	1.1: Business Environment	1.2.3: Service Development
Strengthened infrastructure and logistics to support economic activities.	2.1: Transport connectivity	2.1.1: Enhancing the transport system, network, and institutional capacities
		2.1.2: Enhancing transport connectivity through rehabilitated and modernised rail network
An internationally attractive tourism offering.	1.11: Tourism	1.11.29-30: Tourism
A business-friendly environment for the industrial sector, aligned with EU directives.	1.1: Business Environment	1.2.2: Industrial Development
Moldova adopts EU quality standards, corporate governance principles, ESG practices, and other modern regulations.	1.2: Business Sector Competitiveness	1.4.11-15: Industry and service development
Competitive niche products integrated into global value chains, supported by improved customs procedures and logistics.	1.1: Business Environment	1.5.14-18: Enhanced export competitiveness of MD goods and services (Customs Decisions Systems, Joining the Common Transit Convention, Customs Single Window)
High-quality waste processing services to support environmental sustainability.	5.1: Environment protection and climate actions	5.1.3: Strengthening resource productivity and circularity including waste management

Consistency with the Economic Reforms Programme (2025-2027)

Moldova submitted its second Economic Reform Programme (ERP) for 2025-2027 on 28 February 2025. The ERP implicitly outlines several policy objectives, including fiscal consolidation, increased efficiency, and the promotion of performance and transparency in public finances, alongside controlling the national public budget deficit and responsible debt management.

The Reform Agenda addresses key policy objectives from the ERP by concentrating on critical areas of fiscal and public finance management. A central goal of the Agenda is to strengthen economic growth while reducing the shadow economy and ensuring alignment with EU standards. In this regard, the reforms within the public finance management subarea (reforms 3.1.1-3.1.4) are designed to enhance budgeting, expenditure controls, and execution, which in turn improve budgetary planning and policy implementation. By reinforcing these elements, the Moldovan government aims to ensure a more efficient fiscal system that fosters economic growth and supports sustainable public finances. Additionally, reform efforts seek to decrease the informal economy and boost labour market participation, particularly through active labour market policies (reform 4.3.1), which aim to combat undeclared work and labour exploitation.

Education reforms play a crucial role in strengthening the country's human capital and addressing labour market demands. The Reform Agenda focuses on diminishing the mismatch between educational outcomes and labour market needs, especially by enhancing vocational education and training (reform 4.1.1). The objective is to better equip the workforce with the skills required by modern industries, thereby increasing employment and productivity. Furthermore, reforms aimed at university education (reform 4.1.3) seek to improve educational outcomes, ensure quality, and maintain the integrity of higher education. Collectively, these reforms address the policy objective of accelerating economic growth.

The Moldovan government is dedicated to enhancing the country's tax and customs systems, ensuring transparency, and facilitating international trade. The reforms to tax administration envisaged by the Reform Agenda (reforms 3.4.11-3.4.12) seek to improve the efficiency and sustainability of the tax system, ensuring fiscal transparency while creating a level playing field for businesses. This is crucial for supporting fiscal sustainability and reducing informal economic activities. Similarly, reforms concerning customs services and trade facilitation (reforms 1.5.14-1.5.18) aim to boost Moldova's export competitiveness by enhancing the efficiency of customs operations, ensuring smoother transitions for goods and passengers, and strengthening the country’s economic security. Together, these reforms are expected to improve Moldova's public sector governance and position the country for greater integration into the global economy. Table 5 highlights how the Reform Agenda addresses the policy objectives.

TABLE 5. CONSISTENCY BETWEEN THE IMPLICIT ERP 2025-2027 POLICY OBJECTIVES AND THE REFORM AGENDA

ERP policy objective	**Reform Agenda**	
	Policy sub-area	**Reform**
Fiscal policy: strengthening economic growth, stimulating the demand and supply of work, reducing the shadow economy and gradually connecting the fiscal system to the provisions of the EU acquis	3.1: Public finance management	3.1.1-4 Strengthened budgeting, expenditure controls and execution for better budgetary planning and policy implementation
	4.1: Education	4.1.1: Reducing mismatch between skills and labour market demands through enhanced vocational education and training
		4.1.3: Strengthening education outcomes, quality and integrity of university education
	4.3: Employment and labour markets	4.3.1: Strengthened active labour market policies and facilitation of labour market participation and fighting undeclared work and labour exploitation
Tax administration: ensuring correctness, coherence and transparency	3.1: Public finance management	3.4.11-12: Strengthened tax system contributes to fiscal sustainability, provides for a level playing field and provides for better services for citizens and businesses
Customs administration: facilitating the transition process of goods and passengers, as well as on improving the methods of ensuring the economic security of the Republic of Moldova	1.5: Trade and investment promotion	1.5.14-18: Enhanced export competitiveness of MD goods and services (Customs Decision Systems part)
Public expenditures: strengthening the stability and sustainability of public finances, ensuring budgetary discipline	3.1: Public finance management	3.1.1-4 Strengthened budgeting, expenditure controls and execution for better budgetary planning and policy implementation
		3.3.8-10: A transparent and efficient public procurement system ensures value for money for citizens and creates a level playing field for businesses
Governmental debt management: ensure the financing needs of the balance (deficit) of the state budget at an acceptable level of expenditures in the medium and long term	3.1: Public finance management	3.1.1-4 Strengthened budgeting, expenditure controls and execution for better budgetary planning and policy implementation

Consistency with the EU-Republic of Moldova Association Agreement

The Association Agreement between the EU and the Republic of Moldova, which fully entered into force on July 1, 2016, establishes a comprehensive framework for political and economic association between the parties. The Agreement aims to deepen the relationship between the EU and Moldova, supporting Moldova's political stability, economic development, and integration into European structures.

The Reform Agenda plays a crucial role in advancing the objectives of the EU-Moldova Association Agreement by introducing targeted reforms across key areas such as governance, economic development, sectoral modernization, and institutional alignment. One of the primary objectives of the Association Agreement is the promotion of the rule of law, particularly ensuring the independence of the judiciary and guaranteeing universal and fair access to justice. The Reform Agenda responds to this objective by focusing on strengthening the judiciary's independence, accountability, quality and integrity (reform 7.2.1), aiming to improve public trust and the effectiveness of the justice system. Fight against corruption is central under the Association Agreement, with the Reforms Agenda focusing on improving the prevention and repression of corruption as part of the reform 7.1.1 and creating a level playing field for business by combating economic crime and anti-money laundering as part of the reform 7.5.1. These measures are seen as essential for reinforcing Moldova's legal framework, enhancing transparency, and fostering a more competitive environment for businesses and citizens alike.

Public administration reform is another key area where the Reform Agenda seeks to meet the Association Agreement's objectives, which call for the development of an efficient and accountable public administration system. To this end, the Reform Agenda focuses on modernizing public institutions and strengthening their administrative capacities (reform 3.3.1), which is crucial for improving the delivery of public services for both citizens and firms. Moldova also aims to align its public finance management system with EU standards, ensuring transparency, accountability, and efficiency. This is addressed through reforms that strengthen budgeting, expenditure controls, and public procurement systems (reforms 3.1.1-3.1.4, 3.3.8-3.1.10), contributing to a more sustainable and predictable fiscal environment. Additionally, Moldova's tax system is set to be reformed under the Reform Agenda to enhance fiscal sustainability, while providing better services to citizens and businesses (reform 3.4.11-12).

The Reform Agenda also addresses several key economic and sectoral areas for Moldova – EU cooperation in the Association Agreement, including energy, transport, agriculture, and environmental protection. In the energy sector, reforms committed as part of the Reform Agenda aim to reduce Moldova's dependence on energy imports and enhance energy security, which aligns entirely with the goals of the Energy Community Treaty (reform 2.2.1). Furthermore, Moldova commits to further strengthening its transport infrastructure, focusing on modernizing road and rail networks to improve connectivity and regional integration (reforms 2.1.1-2.1.2).

In the agricultural sector, reforms are being implemented to better align Moldova's agricultural regulatory framework with EU policies, thus facilitating the integration of Moldovan products into international markets (reform 1.5.1). Finally, Moldova's Association Agreement commitment to environmental sustainability is reflected in its reforms aimed at modernizing environmental governance, promoting low-carbon development, and enhancing resource productivity (reforms 5.1.1-5.1.3), which is crucial for combating climate change and supporting sustainable development. Table 6 highlights how specific reforms contribute to the relevant objectives of the Association Agreement.

TABLE 6. CONSISTENCY BETWEEN THE ASSOCIATION AGREEMENT AND THE REFORM AGENDA

Objective of the Association Agreement	Reform agenda	
	Policy sub-area	Reform
Promotion of the rule of law, including independence of the judiciary, access to justice and the right to a fair trial (article 12)	7.1: Fight against corruption	7.2.1. Strengthening independence, accountability, quality and integrity of the justice system
Preventing and combating all forms of criminal and illegal activities, organised or otherwise, including those of a transnational character (article 16).	7.1: Fight against corruption	7.1.1. Improve the effectiveness of the prevention and repression of corruption, including by improving the institutional and legislative framework
Cooperate in order to prevent the use of their financial and relevant non-financial systems to launder the proceeds of criminal activities, as well as for the purpose of financing of terrorism; cooperate in the recovery of assets or funds		7.5.1: Creating level playing field for business by fighting economic crime and AML

Objective of the Association Agreement	Reform agenda	
	Policy sub-area	**Reform**
derived from the proceeds of crime (article 18)		
Development of efficient and accountable public administration in the Republic of Moldova (article 21)	3.3: Public administration reform	3.3.1: Ensuring a flexible and efficient institutional system of the central public administration by reforming the public institutions (agencies) and increasing their administrative capacities
Implementation of international standards as well as EU good practice in the field of public finance management, which will contribute to the development of a modern public finance management system in the Republic of Moldova, compatible with basic EU and international principles of transparency, accountability, economy, efficiency and effectiveness (article 47)	3.1: Public finance management	3.1.1-4 Strengthened budgeting, expenditure controls and execution for better budgetary planning and policy implementation
Cooperate to enhance good governance in the tax area, with a view to the further improvement of economic relations, trade, investment and fair competition (article 52)	3.1: Public finance management	3.4.11-12: Strengthened tax system contributes to fiscal sustainability, provides for a level playing field and provides for better services for citizens and businesses
Develop and strengthen their cooperation on industrial and enterprise policy, thereby improving the business environment for all economic operators, but with particular emphasis on small and medium-sized enterprises (SMEs) (article 62)	1.1: Business Environment	1.2.2: Industrial Development
Cooperate to promote agricultural and rural development, in particular through progressive convergence of policies and legislation (article 67)	1.5: Trade and investment promotion	1.5.1: Agricultural regulatory and administrative institutional framework is strengthened to better deal with EU CAP policies and to integrate better into international value chains
Continue cooperation on energy matters on the basis of the principles of partnership, mutual interest, transparency and predictability aiming at energy efficiency, market integration and regulatory convergence in the energy sector, taking into account the need to ensure competitiveness and access to secure, environmentally sustainable and affordable energy, including through the provisions of the Energy Community Treaty (article 76)	6: Energy	All reforms under this policy area.
Expand and strengthen transport cooperation in order to contribute to the development of sustainable	2.1: Transport connectivity	2.1.2: Enhancing transport connectivity through rehabilitated and modernised rail network

<table>
<tr><th rowspan="2">Objective of the Association Agreement</th><th colspan="2">Reform agenda</th></tr>
<tr><th>Policy sub-area</th><th>Reform</th></tr>
<tr><td>transport systems, promote efficient, safe and secure transport operations as well as intermodality and interoperability of transport systems; and endeavour to enhance the main transport links (article 80).</td><td></td><td>2.1.2: Enhancing transport connectivity through rehabilitated and modernised rail network</td></tr>
<tr><td rowspan="3">Develop and strengthen cooperation on environmental issues, thereby contributing to the long-term objective of sustainable development and greening the economy (article 86)</td><td rowspan="3">5.1: Environment protection and climate actions</td><td>5.1.1: Establishing the environmental playing field through modernising environmental governance and promoting low carbon dev</td></tr>
<tr><td>5.1.2: Halting biodiversity loss and protecting biodiversity and natural ecosystems</td></tr>
<tr><td>5.1.3: Strengthening resource productivity and circularity including waste management</td></tr>
<tr><td>Develop and strengthen cooperation to combat climate change (article 92)</td><td>6: Energy</td><td>6.4.1: Advancing energy efficiency
6.5.1: Thriving market for renewable energy</td></tr>
<tr><td>Strengthen cooperation on the development of the Information Society to benefit citizens and businesses through the widespread availability of Information and Communication Technology (ICT) and through better quality of services at affordable prices (article 98)</td><td>2.3 Digital</td><td>2.3.1: Enhancing connectivity through telecommunications and digital infrastructure</td></tr>
<tr><td>Cooperate to promote lifelong learning and encourage cooperation and transparency at all levels of education and training, with a special focus on higher education (article 122)</td><td>4.1: Education</td><td>4.1.3: Strengthening education outcomes, quality and integrity of university education</td></tr>
</table>

Consistency with the 2025-2030 National Integrated Plan for Energy and Climate

The 2025-2030 National Integrated Plan for Energy and Climate (NIPEC) was approved on 26 February 2025 by governmental decision. The Plan involves the implementation of energy governance mechanisms and climate actions across all five dimensions of the Energy Community: integrated energy markets, energy security, sustainable development, cooperation and dialogue, and European integration. Accordingly, the Plan represents an ambitious yet feasible initiative to fulfil the obligations of the Republic of Moldova in transposing the Energy Community's acquis into its national legislation, continuing the process of liberalising energy markets, promoting renewable energy sources, and integrating into the energy systems of the European Union. The Plan also aims to ensure the implementation of the provisions of the national energy law and the national regulation on the energy governance mechanism and climate actions.

The Plan envisages a comprehensive set of reforms and measures in five key dimensions of energy and climate policy: decarbonisation (including by reducing GHG emissions and further promoting renewable energy), energy efficiency, energy security, the domestic energy market, and research, innovation and competitiveness. The Reform Agenda, in turn, incorporates a number of short- to medium-term reforms supporting the implementation of the long-term objectives of the Plan. Table 7 provides an overview of the correlation between the policy dimensions and objectives of the NIPEC and the areas of the Reform Agenda reforms.

TABLE 7. CONSISTENCY BETWEEN THE NATIONAL INTEGRATED PLAN FOR ENERGY AND CLIMATE AND THE REFORM AGENDA

Policy dimension and objectives of the 2025-2030 National Integrated Plan for Energy and Climate	Reform Agenda	
	Policy sub-area	**Reform**
Decarbonization: fulfilling the obligations undertaken under the Paris Agreement and the Energy Community; contributing to the Energy Community objective of reducing greenhouse gas (GHG) emissions by 60.9% through the reduction of national emissions by 2030; achieving the national target of reducing GHG emissions by 68.6% by 2030 compared to 1990 levels; achieving the national target of a 27% share of renewable energy in final energy consumption by 2030	6.5: Renewable energy sources	6.5.1. Thriving market for renewable energy
Energy efficiency: national energy consumption objective is a maximum of 2,800 ktoe for final energy consumption by 2030, for a maximum value of gross domestic consumption of 3,000 ktoe by 2030.	6.4: Energy efficiency	6.4.1. Advancing energy efficiency
Energy security: reducing dependence on energy imports and diversifying energy resources and import routes.	6.3: Energy security	6.3.1. Guaranteeing security of supply
Domestic energy market: Implementing a better functioning energy market.	6.1: Electricity market and 6.2 Gas market	6.1.1. Open and competitive electricity market; Reform 6.2.1. Open and competitive gas market;
Research, innovation and competitiveness: facilitating and promoting research, development and innovation	1.9: Research and Innovation	1.9.1: Improve Research and Innovation capacities in the priority areas of Smart Specialisation Strategy

4 KEY POLICY PRIORITIES

4.1 Fundamental sectors

The Reform Agenda aims to reinforce the EU enlargement process, focusing on the rule of law, democratic institutions, public administration reform, fundamental rights, and anti-corruption measures. Moldova regards these elements as vital for a competitive economy and a safer society, bolstering them through well-coordinated policies.

To tackle corruption, Moldova will enhance institutional effectiveness and improve investigations and prosecutions, particularly in high-profile cases, while it will increase asset verifications carried out by the national integrity authority.

Judicial reforms will ensure independence and accountability by filling key vacancies and appointing vetted candidates to the courts, including to the Supreme Court. Moldova will implement the revised court and prosecutorial maps and establish a human resources strategy for the judiciary.

Anti-money laundering efforts will align with EU standards, creating a central register of beneficial ownership for better compliance and cross-border cooperation. Law enforcement will intensify the detection and prosecution of financial crimes, supported by a new National AML Risk Assessment for targeted strategies.

Moldova will bolster social protection and security frameworks, focusing on care for survivors of gender-based violence and improving its migration. Border control will be strengthened to combat illegal activities.

The fight against organised crime includes legal frameworks for reusing confiscated assets and a functional Register of Seized Criminal Assets. Enhanced public finance measures will prevent fraud and embezzlement while protecting the EU interests.

4.2 Digital transformation and digital security issues

Moldova has embarked on an ambitious digital transformation agenda aimed at mainstreaming digital technologies across all facets of economic, social, and cultural life. This transformation necessitates significant changes in how businesses operate, how the government functions and delivers services, and how individuals interact with each other, the state, and technological infrastructure. The digital revolution encompasses a variety of high-impact technologies, including routine automation, artificial intelligence, cloud computing capabilities, and the integration of big data analytics into public policy, along with other innovations designed to enhance efficiency and improve the quality of decision-making. For Moldova, digital transformation presents the most promising opportunity to overcome the constraints imposed by its economic size, geographical position, and modest natural resource endowment.

Drawing from lessons learned about hybrid threats and risks in recent years, Moldova has established its Reform Agenda to accelerate the alignment of national policies with EU standards, bolster cybersecurity, increase the number, quality, and relevance of digital public services, and strengthen both digital and conventional infrastructure.

To enhance its infrastructure, Moldova will align its primary and secondary legislation with the EU Gigabit Infrastructure Act, ensuring high-speed and reliable connectivity. Following a thorough analysis of the risks and impacts of cybersecurity measures, supply chain vulnerabilities, and weaknesses in critical infrastructure and end-user devices, Moldova will adapt its cybersecurity framework to comply with the EU 5G Cybersecurity Toolbox and the Communication from the Commission from 15 June 2023 on the Implementation of the EU 5G cybersecurity toolbox, thereby ensuring adherence to EU standards for the security and resilience of 5G networks.

Aiming to improve the framework for digital identity and secure cross-border exchanges and transactions, Moldova will also adjust its legal structure in accordance with the eIDAS II Digital Identity Regulation. Furthermore, the Moldovan Digital Wallet (EVO Sign) will be developed further and expanded to integrate at least 20 digital public services. Moldova will also take steps to join the EU Third Countries Trusted List to validate advanced electronic signatures and enhance the recognition of its electronic signatures in line with EU standards.

The Reform Agenda will significantly contribute to improving the institutional framework for cybersecurity. A sufficient number of personnel will be recruited for the newly established National Agency for Cybersecurity and for the operationalisation of the national Computer Emergency Response Team (CERT), ensuring that the country has the necessary resources to detect, prevent, and respond to cyber incidents. Moreover, the cybersecurity agency will be legally empowered to carry out cybersecurity audits and enforce compliance measures based on the results of these audits.

To enhance the security of critical infrastructure and digital services, Moldova will further develop and enforce cybersecurity regulations. A significant step in this regard is the adoption of a cybersecurity law that aims to transpose the NIS II Directive. In view of alignment with the Cyber Resilience Act, mandatory cybersecurity requirements will be introduced for hardware and software products.

Together, these measures are expected to markedly improve security, increase digital inclusion, and support Moldova's European integration efforts.

4.3 Education, training, employment and social objectives

Moldova's Reform Agenda supports long-term social progress by promoting inclusive, sustainable, and equitable economic growth. It focuses on enhancing education and employment opportunities (including for minorities and refugees) and improving social protection to build a prosperous society.

In education, the top priority is reducing the skills mismatch in the labour market by improving vocational education and training. Strengthening the VET qualification framework aligns programmes with standards and technological changes. Expanding the dual-education track increases student enrolment, enhancing the employability of VET graduates. To boost educational outcomes, lower-secondary and upper-secondary curricula will be revised, and teacher training programmes will be implemented. Additionally, anti-corruption measures in universities and a national anti-plagiarism platform with quality assurance will be established.

For social protection, the Agenda seeks to improve the quality and accessibility of services, enforcing minimum standards for providers. The child protection system will be strengthened by hiring more specialists. A key reform is the creation of a unified Automated Information System for social services (eSocial) to integrate the Ministry's current data systems.

The Agenda also strengthens labour market policies to boost participation and combat undeclared work. The State Labour Inspectorate will gain powers aligned with ILO Conventions, and regulations will be updated for effective health and safety enforcement. The issue of undeclared work will be addressed through a digital voucher platform for informal workers, ensuring tax registration and payment. After revising active labour market measures, more unemployed individuals will be covered.

4.4 'Do no significant harm' principle

Most of the reforms and investment projects envisaged by the Reform Agenda / Growth Plan will not negatively impact any of the six environmental objectives as defined in Article 17 of the EU Taxonomy Regulation. Moreover, a significant number of the reforms anticipated by the Agenda are expected to actively contribute to both the EU's and Moldova's commitments towards climate change mitigation, climate change adaptation, sustainable use and protection of water and marine resources, advancing the transition to a circular economy, pollution prevention and control, as well as the protection and restoration of biodiversity and ecosystems. The Agenda allocates an entire policy area (number 5) to the green transition and the safeguarding of natural capital. In case of the investment projects involving environmental risks, the DNSH principle will be applied to each investment, and appropriate DNSH assessments will be conducted, leveraging the results of Environmental Impact Assessment procedures, as relevant.

Regarding the climate change mitigation objective outlined in Article 17, the Reform Agenda anticipates high-impact measures aimed at mitigating climate change, including the expansion of renewable energy resources relevant to Moldova (primarily solar and wind), and consequently reducing dependence on imported fossil fuels. Additional contributions to this objective will be made through measures enhancing energy efficiency in buildings as well as in the industry and transport sectors.

Given Moldova's vulnerability to climate change, the objective of climate change adaptation will be pursued by strengthening water management systems and improving agricultural resilience through the promotion of green practices in agriculture.

The objective of the transition to a circular economy will be addressed through various reform measures and investment projects. Municipal waste management and recycling systems will be expanded to decrease landfill dependence as much as is economically and technically feasible. In line with this, a specialised facility will be established for the safe collection, treatment, storage, and disposal of hazardous waste.

The objective of pollution prevention and control will be achieved, amongst other measures, by drafting and approving a law that establishes a new system of payments for environmental pollution and taxes for utilising natural resources, aligning with EU approaches and requirements. The gradual increase in the production of energy from renewable sources, thus reducing the economy's reliance on fossil fuels, also constitutes a significant contribution to this objective.

The Reform Agenda envisions reforms aimed at halting biodiversity loss and protecting ecological systems. Significant efforts will be directed towards strengthening forest conservation and rehabilitation, including consolidating legislation for the traceability of forest products and enhancing the regulatory, institutional, and technological framework for conducting forest inventories. A dedicated authority will be established and made operational to oversee the implementation of state policy concerning the protection and management of all designated protected areas.

Finally, all strategies, action plans and investment cost analysis done for the purpose of the Reform Agenda, as stipulated in the Environmental Strategy 2030, will comply with the DNSH principle.

5 MAINSTREAMING

The Reform Agenda in Moldova focuses on human rights, gender equality, and vulnerable groups (including refugees) following a dual approach. Horizontally, it aligns interventions with EU values and international commitments, ensuring transparent decision-making for equitable reform benefits. Vertically, it includes targeted initiatives for vulnerable groups, empowers women and strengthens democratic institutions through judicial and anti-corruption reforms, promoting equal access to justice and protection of rights. Public sector transparency measures will foster trust and support democracy.

An integration mechanism for foreigners and a clearer legal framework for residency will benefit both foreigners and the host society in cohesion and economic terms while ensuring fair treatment for displaced and stateless individuals, in line with international standards. Additional investments in services for victims of gender-based violence will improve access to health and legal support, while economic empowerment initiatives aim to equalize opportunities in the labor market and combat exploitation of women and girls. Reforms will elevate women's representation in decision-making roles.

The agenda also calls for the redesign of social protection services to improve accessibility. A coherent case management system will serve vulnerable populations better. Furthermore, it emphasizes Moldova’s green economy transition, focusing on decarbonization and climate resilience through institutional reforms, enhanced environmental governance, and legislation promoting accountability for environmental damage.

Overall, the agenda aims for a sustainable future through united action across various sectors.

PART 2: DESCRIPTION OF POLICY AREAS AND RELATED REFORMS

1. POLICY AREA 1: ECONOMIC COMPETITIVENESS / PRIVATE SECTOR DEVELOPMENT

Introduction

Moldova faces considerable challenges that constrain its private sector development, competitiveness, and overall economic growth. Despite recent progress, the regulatory and institutional landscape remains fragmented, marked by bureaucratic inefficiencies, outdated administrative procedures, and limited digital integration, all of which adversely impact entrepreneurship, innovation, and investment. The agricultural sector, a vital driver of Moldova's economy, endures structural weaknesses, inadequate infrastructure, limited access to finance, and underdeveloped advisory services, obstructing producers' integration into international value chains and compliance with EU standards.

Access to finance continues to be a significant obstacle, particularly for SMEs, due to incomplete credit reporting systems, restrictive collateral frameworks, and limited capital market infrastructure. Furthermore, Moldova's trade competitiveness is hampered by outdated customs processes and insufficient digitalisation, complicating efforts to integrate into EU and international markets.

Simultaneously, rural areas confront substantial socioeconomic disparities, underinvestment in infrastructure, and limited capacity for sustainable economic diversification. The tourism sector remains underdeveloped, lacking strategic diversification and the necessary digital transformation to attract international visitors and investment.

Addressing these structural and institutional barriers is essential for Moldova's sustainable growth and successful integration into the European economy. The reforms outlined in this section aim to improve the business environment, expand SMEs' access to finance, modernise agricultural and rural development frameworks, strengthen trade competitiveness, and accelerate digital transformation and innovation capacities, positioning Moldova as a dynamic, competitive, and attractive economy aligned with EU standards and international best practices.

SUB-AREA 1.1: Business environment

Reform 1.1.1-4: Enhancing the competitiveness of entrepreneurship environment through the improved regulatory and administrative framework and enhanced digitalization

Challenges

Moldova's business environment continues to be hindered by a complex and outdated regulatory framework that imposes unnecessary administrative burdens and stifles entrepreneurship. The regulatory landscape is marked by a high number of permits and approvals, many of which have not been reviewed or reassessed for over a decade. Currently, 139 permits fall under the framework of Law 160/2011, while an additional 57 exist outside this framework as so-called hidden permits. These hidden permits create significant regulatory inconsistencies, often resulting in excessive bureaucracy, increased compliance costs, and legal uncertainty for businesses. The absence of a standardised and transparent permit management system restricts the predictability of the business environment and deters investment, particularly from foreign firms seeking clear and stable regulatory measures conditions.

Existing insolvency framework is outdated and fails to provide efficient mechanisms for business restructuring and recovery. Entrepreneurs encounter prolonged insolvency proceedings, unclear protections for creditor rights, and a lack of structured second-chance opportunities for financially distressed but viable businesses. SMEs, which form the backbone of Moldova's economy, are particularly vulnerable due to their limited access to legal and financial support during financial distress. Unlike EU jurisdictions that offer structured second-chance programmes and debtor-friendly restructuring options, Moldova's framework lacks comprehensive debt discharge provisions, making it challenging for entrepreneurs to recover and reintegrate into the economy after experiencing financial setbacks.

Compounding these challenges is the sluggish progress in digitising public services for businesses. Moldova's e-government ecosystem is still underdeveloped, characterised by fragmented and inconsistent digital services. While some business-related processes have been digitised, many critical functions, such as permit applications, insolvency case management, and updates to the business registry, continue to necessitate excessive physical paperwork and face-to-face interactions with authorities. The lack of a fully operational State Register of Legal Units hampers businesses, including foreign investors, from effectively managing legal and administrative affairs remotely. This absence of digital integration leads to inefficiencies, heightens opportunities for corruption, and incurs unnecessary costs for businesses, making it increasingly difficult for Moldova to compete regionally as a business-friendly destination.

Without decisive regulatory reform, Moldova risks falling further behind in enhancing its investment climate, supporting SME growth, and fostering innovation, including green innovation. Reducing the regulatory burden, streamlining insolvency procedures, and accelerating digital transformation are essential steps to unlocking business potential and aligning Moldova's business environment with EU best practices.

Objectives

This reform aims to streamline business regulations by eliminating unnecessary permits and ensuring that all regulatory approvals align with better regulation principles and EU standards. The objective is to implement a unified approach to permit management, remove unjustified regulatory barriers, and incorporate hidden permits within a transparent framework. Furthermore, the reform will enhance insolvency procedures by introducing legal amendments that improve case adjudication, strengthen creditor rights, and refine recovery mechanisms. A structured second-chance programme for SMEs, along with the establishment of an electronic insolvency register, will further bolster business resilience. Finally, the reform seeks to accelerate e-government transformation, increasing the availability of digital public services for businesses and facilitating remote business management, including for foreign investors.

Qualitative and Quantitative Steps to be taken under this reform

- *Business permits are streamlined and the unified approach on permits is enforced, with at least 20 permits abolished and at least 80 permits revised in line with better regulation principles and EU rules. Based on the regulatory mapping, one normative deregulation package is adopted, incorporating at least 15 targeted deregulation measures. December 2025*
- *Further deregulation reforms are implemented, with at least 20 other permits abolished and the remaining 'hidden permits' discontinued through abolishing or integration into the framework law, if justified by the regulatory impact assessment. There will be no permits outside the framework law. Based on the regulatory mapping at least two normative deregulation packages are adopted, incorporating at least 30 targeted deregulation measures in a number of strategic sectors/regulatory domains. December 2026*
- *Moldova strengthens its insolvency and bankruptcy procedures by revising the relevant legislation, launching the second chance support programme for SMEs and establishing the electronic insolvency register. December 2026*
- *A functioning e-government ecosystem that provides efficient and accessible digital services to businesses is established with increased availability of digital government-to-business services. The State Register of Legal Units, enabling remote business management, including for foreign investors is fully operational and secure. The methodology on institutionalization of life events for citizens and business is approved. December 2025*

Description of implementation

The Ministry of Economic Development and Digitalisation will oversee the revision of Law 160/2011 to enhance regulatory efficiency and bring unregistered permits into compliance. Regulatory assessments will be undertaken across key economic sectors and regulatory domains to identify and eliminate redundant permits. Legal modifications will align with EU acquis, ensuring consistency and predictability in business regulations.

For insolvency reforms, a comprehensive review of the current legal framework will identify inefficiencies and streamline procedures to reduce case processing times while reinforcing creditor protections. The second-chance programme for SMEs will be expanded, and an electronic insolvency register will be developed to improve transparency and efficiency. Benchmarking against EU Directive 2019/1023 will inform these enhancements.

The expansion of digital business services will be realised through the full operationalisation of the State Register of Legal Units and the institutionalisation of life-event-based service delivery. This will simplify interactions between businesses and public authorities, facilitating investment and growth.

These reforms will benefit entrepreneurs by diminishing bureaucratic burdens, bolstering business resilience, and expanding digital access to public services.

Key stakeholders comprise government institutions responsible for legislative amendments, IT providers for digital infrastructure development, and international partners supporting technical and financial implementation. Civil society organisations will ensure transparency and stakeholder engagement throughout the reform process.

SUB-AREA 1.2: Business sector competitiveness

Reform 1.2.5-8: Strengthened the public SME support system, increasing efficiency and relevance of government support to entrepreneurs to boost competitiveness

Challenges

Access to finance remains one of the most significant constraints for SMEs in Moldova. The primary barrier arises from an underdeveloped credit information system that fails to provide comprehensive, high-quality, and transparent credit data. The current framework limits reporting obligations to banks, non-banking credit organisations, and crowdfunding platforms, excluding essential sources such as savings and loan associations and alternative lenders. This results in an incomplete financial profile for SMEs, increasing perceived risk for creditors and restricting access to financing.

Moreover, credit history bureaus do not systematically capture alternative credit data—such as trade credit, factoring arrangements, and payment histories with suppliers and utility providers. Without these data points, many SMEs, particularly startups and microenterprises, struggle to establish a robust credit standing, making it difficult to secure loans. The absence of clear mechanisms for SMEs to review and correct inaccuracies in their credit reports further erodes trust in the system and discourages participation in formal financing channels.

Collateral-related inefficiencies also impede financial access. While a collateral registry exists, its functionality is suboptimal due to outdated regulations, a lack of standardisation, and poor digital integration. Many SMEs encounter difficulties in leveraging movable assets—such as machinery, receivables, and inventory—as collateral, significantly restricting their borrowing capacity. Without an efficient collateral framework, credit providers remain hesitant to extend loans, particularly to businesses with limited fixed assets.

Objectives

The primary objective of this reform is to enhance SMEs' access to finance, including that enabling green transition measures, by improving the quality, coverage, and transparency of credit data while strengthening the collateral framework. By amending the Law on Credit History Bureaus, the reform aims to create a more comprehensive and reliable credit reporting system that includes a broader range of financial and non-financial data sources. Expanding the scope of reporting entities to include savings and loan associations, trade creditors, and alternative lenders will allow for a more complete assessment of SMEs' creditworthiness, reducing information asymmetry and enabling lenders to make better-informed financing decisions. Additionally, incorporating alternative credit data—such as trade credit history, supplier payments, and factoring arrangements—will provide a more accurate representation of SMEs' financial behaviour, ensuring that businesses without traditional banking relationships or significant collateral are not unfairly excluded from formal credit markets.

Another key objective is to improve transparency and accessibility within the credit reporting system. Establishing clear mechanisms for SMEs to access their credit reports, dispute inaccuracies, and correct errors will foster trust in the financial system and enable businesses to actively manage their credit profiles. Simplifying the process and reducing the cost of obtaining credit reports will further encourage SME participation, ultimately leading to a more dynamic and financially inclusive business environment.

In parallel, the reform seeks to modernise the collateral registry by updating its regulatory framework and digital infrastructure to facilitate the use of movable assets—such as machinery, receivables, and inventory—as collateral for loans. By improving asset registration procedures, enhancing data standardisation, and integrating digital solutions, the reform will make secured lending more efficient and accessible to SMEs. The ultimate goal is to reduce SMEs' reliance on fixed-asset collateral, unlock new financing channels, and lower borrowing costs, thereby increasing overall financial inclusion and competitiveness within Moldova's SMEs sector.

Qualitative and Quantitative Steps to be taken under this reform

- *Accountability and efficiency of governmental SME support mechanisms by Moldova's Entrepreneurship Agency ODA are strengthened through streamlining of support mechanisms to SMEs, aligning monitoring and evaluation methodology with best practices, digitalisation of ODA's processes and strengthening capacities in internal controls and risk management. December 2026*
- *The Law on Credit History Bureaus is amended to enhance data quality and transparency, while movable collateral norms are strengthened within the collateral registry to improve access to finance. December 2026*
- *Digital cadastre covers 98% of the national territory. Data is regularly updated and available online. December 2027*
- *Access to finance for SMEs is facilitated by ODA through: (i) finalizing the assessment of the main ODA's instruments on access to bank finance; (ii)improving internal CGF procedures, (iii) introduction of two new instruments under the ODA Credit Guarantee Fund strengthening SME borrowing capacities, including targeting in particular export-oriented SMEs and (iv) 2 new programs under the Fund for Entrepreneurship and Economic Growth of Moldova (FACEM), to allow for provision of a larger range of access to finance instruments, and (v) provision of business advisory services to SMEs. December 2026*

Description of implementation

The implementation of this reform will be structured through a coordinated approach involving legislative amendments, regulatory adjustments, infrastructure upgrades, and capacity-building initiatives.

As part of the broader effort to enhance SME access to finance, an assessment will be undertaken to evaluate the effectiveness of two key ODA instruments: the '373' interest compensation program under FACEM and the individual financial guarantees provided through the Credit Guarantee Fund. This exercise will examine the extent to which these instruments have achieved their intended objectives and key performance indicators, while also conducting a cost-benefit analysis to determine their fiscal impact. Particular attention will be paid to identifying implementation bottlenecks and areas for improvement. The findings will inform targeted recommendations aimed at optimising the design and delivery of these financial instruments, ensuring more efficient use of public resources and increased impact for beneficiary enterprises.

The Ministry of Economic Development and Digitalization, in close collaboration with the Ministry of Finance and the National Bank of Moldova, will lead the process of amending the existing legal framework governing credit history bureaus. This phase involves comprehensive consultations with financial institutions, SME representatives, credit bureaus, and legal experts to ensure the proposed amendments adequately address the gaps in data collection, reporting standards, and data accessibility. Subsequent secondary regulations will be developed to establish clear guidelines on reporting formats, data privacy protocols, error correction procedures, and dispute resolution mechanisms.

Concurrently, the reform will prioritise upgrading the digital infrastructure and operational capacity of both credit history bureaus and the collateral registry. This involves significant investments in IT systems, enhancing data interoperability, ensuring robust cybersecurity measures, and providing user-friendly interfaces for SMEs and financial institutions. The upgraded collateral registry platform will facilitate easier and quicker registration and verification of movable assets, creating a more efficient and reliable environment for secured lending.

To ensure that stakeholders are adequately prepared for the new regulatory and operational landscape, targeted training and capacity-building programs will be initiated. Financial institutions, credit bureaus, SME associations, and relevant public-sector agencies will receive comprehensive training to familiarise them with the enhanced systems and processes. Public awareness campaigns will accompany these efforts, promoting increased understanding among SMEs regarding the benefits of improved credit history transparency and movable collateral usage.

Finally, continuous monitoring and evaluation mechanisms will be established, with periodic assessments conducted to measure the effectiveness and impact of the reforms on SME access to finance. Adjustments and improvements will be introduced based on feedback from stakeholders and market developments, ensuring the long-term sustainability and adaptability of the credit and collateral frameworks. This structured and integrated implementation approach will ultimately lead to a more inclusive, efficient, and competitive financial ecosystem for SMEs in Moldova.

Reform 1.3.9-10: Capacities of agricultural producers to access markets and funding are strengthened through the introduction of targeted advisory services in line with EU standards

Challenges

Moldova's agricultural sector continues to encounter significant barriers to growth due to inadequate market access, limited funding opportunities, and a lack of comprehensive advisory support services. Agricultural SMEs and individual farmers lack structured guidance and targeted technical assistance, which restricts their ability to adopt modern practices, comply with market standards, and secure necessary financing. Although the Centre for Technical Advisory Services was established in 2024, it currently operates primarily through pilot initiatives without established regional structures. This situation creates a substantial gap in continuous, region-specific support, leaving agricultural producers without reliable access to essential market intelligence, technical expertise, and funding mechanisms.

Objectives

The primary objective of this reform is to institutionalise a robust Technical Advisory Service for agriculture (initiation of AKIS) through the establishment and operationalisation of regional chambers of agriculture. These chambers will offer consistent and targeted advisory services specifically tailored to agricultural SMEs, closely aligning with EU standards and best practices. By formalising these local advisory structures, the reform intends to significantly enhance the capabilities of agricultural producers, enabling at least five registered chambers to provide direct support to a minimum of 200 agricultural SMEs annually. The advisory services will concentrate on improving market access, increasing funding opportunities, and promoting the adoption of sustainable and competitive agricultural practices.

Qualitative and Quantitative Steps to be taken under this reform

- *Access to finance through investment grants for farmers and agri-food operators is improved under the National Fund for agriculture and rural development, in line with the new forthcoming subsidy program that sets more stringent conditions for grants. Number of beneficiaries is increased to at least 300 including young farmers (under 40 years), small farmers (under 10ha) for start-ups for the years 2026 and 2027. December 2027*
- *The Technical Advisory Service for agriculture (AKIS initiation) is institutionalised in the regions providing a more targeted support to agricultural SMEs. At least 5 registered chambers of agriculture registered by Public service agency provide services to at least 200 members (agri-food MSMEs including farmers) per year starting with 2026. December 2026*

Description of implementation

The implementation process will be led by the Ministry of Agriculture in collaboration with the Public Service Agency and regional authorities, ensuring the efficient establishment, registration, and operationalisation of the chambers of agriculture. Legislative and regulatory frameworks will be developed through extensive consultations with relevant stakeholders, including agricultural SMEs, farming associations, and local communities. Following legislative adoption, dedicated infrastructure and qualified human resources will be deployed within each chamber to provide advisory support services in alignment with EU standards.

Stakeholders—including agricultural producers, government agencies, EU institutions, and international development partners—will play crucial roles throughout the implementation phase. Technical assistance and financial support from international partners will be essential in ensuring compliance with EU standards and best practices. Non-governmental organisations (NGOs) and civil society organisations will actively participate, ensuring transparency, accountability, and stakeholder engagement, thus fostering an inclusive and collaborative approach to strengthening Moldova's agricultural sector. The ultimate beneficiaries of this reform will be agricultural SMEs and local farming communities, who will experience improved market positioning, enhanced productivity, and greater access to financial resources.

Reform 1.4.11-15: Industry and service development

Challenges

Moldova’s industrial sector has faced a prolonged decline, characterized by deindustrialization, outdated technologies, and underinvestment. The country’s manufacturing industry remains heavily reliant on low-tech products, limiting its competitiveness in regional and global markets. Structural weaknesses are exacerbated by disruptions from geopolitical crises, such as Russia’s invasion of Ukraine, which have led to interrupted supply chains, rising energy costs, and restricted market access. Additionally, industrial infrastructure remains inadequate, preventing many producers from meeting international standards and entering new markets. The absence of state-supported industrial development mechanisms aligned with European Union standards further hinders local businesses' competitiveness.

Similarly, Moldova faces significant regulatory challenges in developing a framework for crypto-assets and Virtual Asset Service Providers (VASPs). The current ban on crypto-assets creates a legal void, exposing businesses and consumers to financial risks such as fraud, cyber-attacks, and market volatility. Moreover, inadequate regulatory oversight heightens the risks of money laundering, terrorist financing, and other financial crimes. Moldovan authorities currently lack the technical expertise necessary to monitor and regulate the rapidly evolving digital financial ecosystem effectively. Addressing these challenges requires a comprehensive regulatory and industrial strategy to enhance Moldova’s competitiveness and economic resilience.

Objectives

The reform aims to revitalize Moldova’s industrial sector by improving competitiveness, attracting strategic investments, and integrating local businesses into European and global value chains. Key measures include introducing a new state aid scheme aligned with EU competition rules to stimulate investment, establishing multifunctional industrial platforms (MIPs) to address infrastructure gaps, and strengthening Moldova’s quality infrastructure to enhance market access and technological advancement.

Simultaneously, the reform seeks to establish a robust regulatory framework for crypto-assets and VASPs in full alignment with EU legislation (MiCA Regulation). The framework will encourage responsible growth in the digital financial sector while ensuring financial stability, strong consumer protection, and compliance with international AML/CFT standards. By fostering innovation, increasing transparency, and mitigating financial risks, Moldova aims to position itself as a competitive player in the emerging digital economy.

Qualitative and Quantitative Steps to be taken under this reform

- *At least 10 companies benefit (signed contracts) from the new state aid scheme aligned with EU standards. December 2025*
- *4 multifunctional industrial platforms (MIP) are fully operational with relevant construction works terminated in the 2 newest platforms, in line with National Industrialisation Programme.*
- *14 resident companies join the 2 initial platforms with contracts signed or investments of equivalent of EUR 2 million are attracted. Moldova has clear regulatory provisions to define the methodology for assessing the value of investments implemented in industrial parks. The mechanism for monitoring and reporting on the implementation of investment projects is established.*
- *Moldova adopts and enacts regulatory framework for crypto-assets, virtual asset service providers. June 2027*
- *The Action Plan to implement the recommendations of the COM operational pre-assessment for signing an ACAA is approved and the recommendations having a deadline by December 2026 are implemented. December 2026*
- *Three measures on quality infrastructure strengthening are implemented, in line with Action Plan for implementing the Industrialisation Program: in standardisation, conformity assessment and accreditation. December 2026*

Description of implementation

The Ministry of Economic Development and Digitalization will oversee the implementation of industrial development initiatives, working closely with local authorities, sectoral business associations, and international development partners. A specialized subdivision will be established to administer the state aid scheme, ensuring transparent allocation in compliance with EU standards. The competitive selection of MIP locations will involve local authorities submitting proposals based on regional economic strategies, with final decisions managed by the Ministry and the Public Institution "ODA."

To ensure alignment with global standards, Moldova will strengthen its quality infrastructure by enhancing standardization committees and laboratory testing capacities in priority sectors. These improvements will enable Moldovan companies to meet international compliance requirements, thereby expanding export opportunities and attracting foreign investment.

For the regulatory framework governing crypto-assets and VASPs, the National Bank of Moldova (NBM) and the National Commission for Financial Markets (NCFM) will lead the drafting and implementation of new legislation. The framework will define operational, organizational, and prudential requirements for all crypto-related activities, incorporating transparency standards and mandatory disclosures for crypto-asset issuers and platforms. VASPs will be subjected to rigorous authorization procedures and AML/CFT compliance to mitigate financial crime risks.

Capacity-building programs and technical assistance initiatives will be deployed to equip regulatory bodies with the necessary expertise to oversee and enforce the new framework effectively. These measures will ensure that Moldova's industrial and digital financial reforms drive sustainable economic growth, increase investor confidence, and enhance global market integration.

SUB-AREA 1.3: Access to finance and capital market development

Reform 1.5.17: Capital Markets

Challenges

Moldova's capital market infrastructure, particularly the Single Central Securities Depository (SCSD), faces numerous challenges that hinder market growth, limit investor confidence, and impede integration with European financial markets. Despite initial steps taken through Law No. 234 (2016), the SCSD operates within an outdated technological environment that does not permit remote access or real-time market interaction. The absence of modern digital infrastructure and analytical data tools significantly restricts market transparency, reduces operational efficiency, and limits opportunities for local and international investor participation.

The current legal framework concerning investor protection and securities market regulation is not adequately aligned with European standards, particularly the Markets in Financial Instruments Directive (MiFID II). This misalignment results in regulatory uncertainty, insufficient protection of investor rights, and barriers to cross-border investment activities. Additionally, Moldova's securities depository does not consistently implement omnibus account segregation across all sectors, limiting operational efficiency, especially for banks and insurance companies. Furthermore, the lack of established depository links with EU-based Central Securities Depositories restricts cross-border investment flows, diminishing the attractiveness of Moldova's market for international investors.

Objectives

The primary objective of this reform is to modernise and strengthen Moldova's capital market infrastructure, bringing it into full compliance with European Union standards. Key goals include enhancing investor confidence and market transparency through regulatory alignment with MiFID II standards, modernising the operational framework of the SCSD, introducing omnibus account segregation, and establishing operational depository links with EU-based central securities depositories. Achieving these objectives will facilitate easier access to European capital markets for Moldovan businesses, promote greater liquidity, reduce transaction risks, and stimulate broader investor participation, both domestic and foreign international.

Qualitative and Quantitative Steps to be taken under this reform

- *Capital market development is fostered, in particular through strengthened stock exchange and post trading infrastructure and enhanced regulatory framework on investor protection. June 2027*

Description of implementation

The implementation of this reform will be led by the National Bank of Moldova (NBM) and the National Commission for Financial Markets (NCFM), collaborating closely with the Single Central Securities Depository (SCSD), financial institutions, and market participants. Initial legislative revisions will take place through extensive stakeholder consultations, ensuring that regulatory amendments fully align with EU standards, particularly MiFID II. This regulatory framework will enhance investor rights, streamline regulatory oversight, and establish clear, standardised operational procedures.

Concurrently, SCSD's operational capabilities will undergo significant technological modernisation, introducing remote market access, advanced data analytics tools, and robust cybersecurity frameworks. The adoption of omnibus account segregation will simplify the structure of securities holdings, reducing administrative complexity and improving market efficiency. To facilitate deeper market integration, Moldova will establish at least one operational depository link with an EU-based Central Securities Depository, promoting cross-border investment flows and the internationalisation of Moldovan financial instruments.

Implementation will be coordinated by the Ministry of Economic Development and Digitalization, the National Bank of Moldova, and the SCSD, in collaboration with financial market institutions, local corporate issuers, and international partners. These actions will collectively enhance the attractiveness of Moldova's market, foster investor confidence, and drive sustainable economic growth through better-integrated and internationally competitive capital markets.

SUB-AREA 1.4: Trade and investment promotion

Reform 1.6.17-20: Enhanced Export Competitiveness of Moldova Trade in Goods *Challenges*

Moldova's trade competitiveness faces significant challenges due to outdated and inefficient customs procedures. Currently, most customs processes remain paper-based, leading to lengthy border clearance times, increased costs, and reduced predictability for businesses engaged in international trade. As of 2024, Moldova does not have a fully integrated electronic customs system; only a limited number of applications and authorisations within the Customs Decisions System (CDS) are available electronically. Furthermore, Moldova has yet to join the Common Transit Convention, which limits seamless cross-border trade and complicates integration into European and international supply chains.

Another critical challenge is the lack of interagency digital cooperation, as national regulatory bodies—such as those governing health, safety, agriculture, and environmental protection—function independently of customs authorities, resulting in repetitive and disconnected processes. Additionally, Moldova's customs authorities lack advanced automated risk management systems, leading to inefficient resource use and increased vulnerability to illicit activities trade.

Objectives

The overarching objective of this reform is to enhance Moldova's export competitiveness by modernising and digitalising customs procedures, integrating the country fully into the European customs ecosystem, and significantly improving trade facilitation. Moldova aims to join the Common Transit Convention, fully implement the Customs Decisions System (CDS), establish a national single window environment for customs operations, and adopt robust automated risk management systems aligned with EU standards.

Through these improvements, Moldova seeks to substantially reduce administrative burdens and processing times at borders, enhance trade predictability and transparency, and improve overall business conditions for Moldovan exporters and importers.

Qualitative and Quantitative Steps to be taken under this reform

- *Moldova joins the Common Transit Convention and implements 8 out of 17 applications/authorizations of the Customs Decision System (CDS) in electronic format, facilitating transit simplifications and integration with the New Computerised Transit System (NCTS). December 2025*
- *Full-fledged implementation of Customs Decision system (CDS), with. 17 out of 17 applications/ authorisations operational. June 2026*
- *Clearance/ customs declaration processing time is reduced by 30% due to customs simplifications, digitalisation and the use of the automated risk management: (i) Simplifications provided for in the new Customs Code are implemented; (ii) all declarations in customs procedures for imports and exports are done in electronic way and there is positive trend in digitalisation of special customs procedures. (iii) Automated risk management system in key customs procedures is implemented for pre-arrival customs and post-clearance controls. Risk analysis of prearrival customs data on security and safety aspects (entry/exit summary declaration) is operational. Post clearance risk-based controls are implemented. June 2027*
- *Customs single window environment is operational. December 2027*

Description of implementation

The implementation of these reforms will adopt a phased approach. Initially, Moldova will complete its accession to the Common Transit Convention and fully implement the New Computerised Transit System (NCTS), transitioning from paper-based customs processes to electronic procedures. This necessitates extensive technical upgrades, staff training, and the harmonisation of customs legislation with the EU acquis.

Subsequently, the Customs Decisions System (CDS) will become fully operational, allowing economic operators to benefit from simplified electronic procedures that significantly reduce clearance times and compliance costs. The introduction of a national single window environment for customs will facilitate seamless data sharing and coordination among regulatory bodies, greatly enhancing the speed and efficiency of customs processes.

Furthermore, Moldova will implement and operationalise automated risk management tools, both pre-arrival and post-clearance, thereby improving the efficiency and effectiveness of customs control. This comprehensive risk-based approach will optimise resource allocation, expedite clearance for compliant traders, and better safeguard Moldova's market from illicit activities.

The principal beneficiaries of this reform are Moldovan businesses, exporters, and importers, who will enjoy reduced administrative burdens, quicker clearance times, lower costs, and enhanced market competitiveness. Key stakeholders involved in the reform's implementation include the Customs Service, regulatory agencies, IT infrastructure providers, and Moldova's economic operators. The Ministry of Finance, the Customs Service, and regulatory agencies will spearhead the implementation efforts, supported by technical assistance from EU institutions and international organisations partners.

SUB-AREA 1.5: Competition / state aid

Reform 1.5.21-22: Competition / state aid

Challenges

Moldova's competition and state aid management frameworks face significant operational inefficiencies due to outdated digital infrastructure and fragmented regulatory enforcement mechanisms. The National Competition Authority struggles with limited technological capabilities, particularly in the absence of an e-case management system and forensic IT tools. Manual processing methods hinder efficient case tracking, delay investigations, and reduce transparency, ultimately impairing the enforcement of competition law. Additionally, the lack of digital forensic tools limits the authority's ability to conduct in-depth investigations into complex competition law infringements, particularly in digital markets and cross-border cases. These deficiencies weaken Moldova's compliance with EU competition regulations and best practices, negatively impacting market fairness, consumer trust, and investor confidence.

Similarly, Moldova's state aid management system is constrained by an outdated registry that does not comprehensively track all state aid measures, including de minimis aid. The absence of a unified and mandatory digital reporting platform results in inconsistent data collection, reduced oversight, and inefficient monitoring of state aid allocation. The reliance on manual reporting processes among public institutions further exacerbates inaccuracies and delays in state aid governance. Without a robust and integrated state aid registry, Moldova risks failing to meet EU transparency and compliance standards, which could hinder its economic integration and investment attractiveness.

Objectives

This reform aims to modernize Moldova's competition and state aid frameworks by implementing digital solutions that enhance operational efficiency, transparency, and compliance with EU regulations. In competition law enforcement, the reform focuses on implementing a fully digital e-case management system to streamline case processing, reduce administrative inefficiencies, and improve regulatory oversight. The adoption of forensic IT tools will strengthen the Competition Authority's ability to conduct rigorous investigations, detect digital evidence, and address complex competition infringements.

In state aid governance, the reform seeks to upgrade Moldova's state aid registry into a comprehensive and integrated digital platform that mandates real-time reporting and monitoring of all state aid measures, including de minimis aid. This upgrade will improve transparency, regulatory compliance, and efficient resource allocation. By aligning Moldova's competition and state aid management systems with EU best practices, the reform aims to improve market competitiveness, foster a fair economic environment, and increase investor confidence.

Qualitative and Quantitative Steps to be taken under this reform

- *E-case management system is operational and forensic IT tools are used for inspections, in order to improve the capacities of the National Competition Authority to carry out relevant investigations procedures concerning Competition Law infringements. June 2026*
- *The upgraded state aid registry is fully operational and all state aid grantors are obliged to report on the provided state aid through the digital system. June 2027*

Description of implementation

The reform will be implemented through a coordinated approach involving the National Competition Authority, the Competition Council, the Ministry of Economic Development and Digitalization, and other relevant public institutions. The competition law enforcement improvements will be led by the National Competition Authority, which will oversee the procurement and deployment of the e-case management system. Alignment with EU competition authorities' best practices will be ensured, and training programs will be established to equip staff with the necessary skills to operate the new system and forensic IT tools. Businesses and consumers will benefit from a more competitive and transparent market environment, while investors will experience increased confidence in Moldova's regulatory framework. Continuous performance evaluations will be conducted to ensure long-term effectiveness in competition enforcement.

For state aid management enhancements, legislative amendments will be introduced to mandate comprehensive reporting through the upgraded digital registry. The technical development of the registry will include user-friendly interfaces, automated reporting mechanisms, and enhanced data analytics capabilities to improve monitoring and decision-making. Public institutions responsible for granting state aid will undergo capacity-building programs to ensure full compliance with the new reporting requirements.

The reform will contribute to a fairer and more efficient allocation of public resources, enhancing accountability and ensuring better oversight. Public institutions and regulatory authorities will benefit from improved enforcement tools and increased operational efficiency, while EU and international partners will provide technical assistance to align Moldova's competition and state aid policies with European standards. Ongoing assessments and adjustments will be made to optimize system functionality and maintain alignment with EU regulatory standards. The reform will ultimately foster a transparent, efficient, and competitive economic environment, facilitating Moldova's deeper integration into the European regulatory framework and enhancing its attractiveness for investment and sustainable growth.

SUB-AREA 1.6: SPS

Reform 1.8.23-24: SPS

Challenges

Moldova faces significant challenges in its sanitary and phytosanitary (SPS) framework, particularly concerning food safety monitoring and surveillance. The current national residue monitoring programme covers only a limited range of agri-food products, omitting several key categories such as sheep and goat meat, rabbit, and porcine products. This incomplete coverage creates considerable gaps in food safety oversight, hindering Moldova's ability to ensure consumer protection and effectively manage potential public health risks.

Furthermore, Moldova's existing laboratory infrastructure is inadequate for comprehensive national surveillance, lacking regional capabilities and accredited methods necessary for efficient and reliable testing. The absence of regional laboratories significantly delays response times, diminishes the frequency of testing, and elevates logistical costs due to centralised testing. Current laboratories also have a limited number of accredited analytical methods, restricting Moldova's capacity to comply with EU standards and effectively monitor residues, pathogens, and other contaminants across the entire agri-food supply chain.

Objectives

The primary objective of this reform is to strengthen Moldova's Sanitary and Phytosanitary (SPS) monitoring and surveillance system by significantly expanding the coverage of official controls to include additional product groups and enhancing laboratory testing capabilities. This involves broadening the national residue monitoring programme to encompass key agri-food products that are currently not monitored, thereby aligning Moldova's food safety practices more closely with European Union standards.

To achieve this, Moldova will substantially enhance its national analytical capacities by developing fully operational regional laboratories equipped to conduct comprehensive official controls and private sector self-controls. The reform will concentrate on increasing the number of accredited testing methods available, particularly for detecting residues, ensuring robust compliance with EU SPS standards. This effort aims to guarantee food safety, protect consumer health, and facilitate Moldova's integration into the EU single market by improving the national infrastructure to effectively manage food safety risks.

Qualitative and Quantitative Steps to be taken under this reform

- *The scope of the National SPS Monitoring and Surveillance Programme, Residues monitoring, is extended for product groups and number of samples taken for official controls /inspections. June 2027*
- *To increase national analytical and testing capacities to increase efficiency of food safety controls, SPS monitoring is strengthened through 4 regional laboratories becoming operational for official controls (surveillance) and testing for self-controls by the private sector, with an increasing number of accredited methods for both, food/animal and plant health as well as for chemical residues. December 2027*

Description of implementation

Implementation will follow a structured approach led by Moldova's National Food Safety Agency (ANSA). Initially, the National SPS Monitoring and Surveillance Programme will be expanded to include comprehensive product categories, bringing it more in line with EU regulatory frameworks and consumer safety standards. This expansion will incorporate both regulatory updates and practical measures such as systematic sampling, increased frequency of controls, and data analysis.

Concurrently, the development and operationalisation of regional laboratories will commence, beginning with the formal approval of a comprehensive laboratory development plan. This plan will outline financial allocations, accreditation pathways, methodological validations, and personnel training requirements, thereby enhancing laboratory reliability and testing precision. Extensive training and capacity building will be provided to laboratory staff, ensuring proficiency in new testing methodologies and laboratory management.

The enhanced testing capabilities will enable Moldova to effectively monitor and respond to food safety risks, supporting the growth of the agri-food sector through greater compliance with international SPS standards. Beneficiaries of this reform include consumers, agricultural producers, and food processors, who will enjoy safer products and improved market access. Key stakeholders comprise ANSA, the Ministry of Agriculture and Food Industry, laboratory facilities, regional authorities, the business community, and EU and international partners providing expertise and financial support.

SUB-AREA 1.7: Agriculture

Reform 1.9.25-27: Agricultural regulatory and administrative institutional framework is strengthened to better integrate better into international value chains

Challenges

The agricultural administrative and regulatory institutional framework in Moldova currently faces several structural, technological, and institutional challenges that constrain the sector's potential to effectively integrate into international value chains, particularly those associated with the European Union. A fundamental constraint is the lack of an operational and comprehensive National Farm Register (NFR), which hinders accurate identification, registration, and monitoring of agricultural entities, farms, and their activities. This absence limits the government's ability to manage agricultural subsidies effectively, undermining both transparency and efficiency.

Another critical challenge relates to the non-operational status of the Land Parcel Identification System (LPIS), a core element essential for the management and control of area-based subsidy payments in alignment with EU Common Agricultural Policy (CAP) practices. Without a functioning LPIS, Moldova lacks a vital tool to ensure precise verification of agricultural land use claims and compliance with subsidy conditions, leaving the system vulnerable to inaccuracies and misuse. While a pilot initiative was previously conducted, comprehensive institutionalisation and technical capacity-building have yet to be adequately addressed.

Moreover, the absence of clearly defined conditionality mechanisms—outlining statutory management requirements for financial support—and robust sanctioning measures for non-compliance further weakens administrative control and oversight. Currently, compliance checks are limited and fragmented, undermining the efficiency, transparency, and accountability of subsidy distribution. This situation creates risks of funds being misallocated or failing to incentivise the adoption of sustainable agricultural practices.

Finally, the capacity constraints within the Ministry of Agriculture and Food Industry (MAIA) and related institutions, including the Agency for Intervention and Payments in Agriculture (AIPA), further complicate the administrative management of EU-aligned agricultural policies. These institutions require substantial investment in human capital development, refinement of the regulatory framework, and digitalisation to effectively manage the complexities involved in implementing EU agricultural standards and fostering compliance among agricultural stakeholders.

Objectives

The primary objective of this reform is to strengthen Moldova's agricultural administrative and regulatory institutional framework to ensure enhanced compliance with EU standards, thereby facilitating a more seamless integration of Moldovan agricultural enterprises into international value chains. This objective will be realised by operationalizing a comprehensive digital infrastructure, which includes the National Farm Register (NFR) and the Land Parcel Identification System (LPIS), essential for the administration, monitoring, and evaluation of agricultural subsidies and policies aligned with the EU Common Agricultural Policy (CAP).

The reform further aims to improve transparency, accountability, and compliance by establishing clear conditionality criteria and a robust monitoring and sanctioning mechanism. This will enhance subsidy administration, reduce misuse, and incentivise sustainable agricultural practices. The introduction of conditionality measures and increased monitoring capacities will ensure that Moldova's agricultural policies promote practices consistent with EU regulatory standards and sustainable environmental management, ultimately facilitating better integration into international agricultural value chains.

Qualitative and Quantitative Steps to be taken under this reform

- *The Moldova farm register is operational and fully populated with data. December 2026*
- *The Land and Parcel Identification System (LIPS) is operational, being a precondition for area based payments in the future. December 2027*
- *Conditionality (to adhere to statuary management requirements) and sanctioning mechanism for non-compliance on the AIPA financial support are introduced to stimulate implementation of EU standards for public, plant, and animal health and welfare. December 2027*

Description of implementation

The successful implementation of this agricultural reform requires a phased and coordinated approach involving legislative amendments, technical infrastructure development, capacity building, and institutional restructuring. Firstly, the National Farm Register will be developed as a comprehensive digital database capturing detailed information on all subsidy beneficiaries. Farmers and agri-businesses will be required to provide up-to-date and accurate information on farm size, type of production, and compliance with subsidy conditions, thus enabling transparent and efficient administration.

Simultaneously, the operationalisation of the LPIS will involve extensive digital mapping of agricultural parcels across Moldova, utilising high-resolution satellite imagery to accurately verify agricultural land claims. Integration with existing agricultural databases will facilitate interoperability, significantly enhancing verification processes and reducing administrative inefficiencies or misuse of public funds.

Institutional strengthening is a critical component, with dedicated training provided to officials from MAIA, AIPA, and regional agencies on effectively managing and utilising these new digital tools. Additionally, a conditionality mechanism will be established by clearly defining statutory management requirements and sanctioning mechanisms, ensuring compliance through rigorous monitoring. Periodic training and capacity-building activities will be provided to ensure institutional readiness for these enhanced administrative functions.

The primary beneficiaries of this reform are Moldova’s agricultural producers, who will gain from clearer and more reliable subsidy processes and improved market access through better alignment with international standards. Furthermore, government institutions responsible for agricultural governance will benefit from strengthened operational capabilities and enhanced credibility in subsidy management.

Key stakeholders include the Ministry of Agriculture and Food Industry (MAIA), responsible for overall reform supervision and regulatory changes; the Agency for Intervention and Payments in Agriculture (AIPA), tasked with subsidy management and compliance monitoring; technical IT providers charged with infrastructure development; EU and international partners supplying technical expertise and resources; and agricultural cooperatives and associations, which will support dissemination, training, and compliance monitoring activities.

SUB-AREA 1.8: Rural development

Reform 1.10.28: Rural development

Challenges

Moldova’s rural areas face significant developmental challenges that adversely affect economic opportunities, social cohesion, and the quality of life. Rural communities are confronted with limited access to economic resources, insufficient infrastructure, and inadequate public services. These constraints contribute to persistent poverty, a lack of economic diversification, and considerable rural depopulation due to migration towards urban areas or abroad.

The existing rural development mechanisms, particularly the LEADER approach, have made progress but require substantial expansion and strengthening. Although 56% of Moldova’s territory currently benefits from LEADER rural development measures, coverage remains uneven, and many communities lack consistent access to essential resources and advisory services. Furthermore, out of the 54 existing Local Action Groups (LAGs), only a subset receives funding, highlighting the need for improved governance structures, clearer funding criteria, and augmented financial resources.

Additionally, the fragmentation and inadequate coordination of rural development programmes and funding mechanisms contribute to inefficiencies, resulting in missed opportunities for integrated rural growth and innovation.

Objectives

The primary objective of this reform is to enhance rural development across Moldova by expanding geographical coverage, improving governance, and increasing funding efficiency for rural projects through the comprehensive implementation of the LEADER approach. This reform will focus on strengthening Local Action Groups (LAGs), extending their reach, and providing targeted financial support for local projects that stimulate economic diversification, entrepreneurship, and community resilience.

By establishing a more robust, sustainable, and inclusive rural development framework, Moldova aims to boost local economic activity, reduce regional disparities, and create more favourable living and business conditions in rural areas. The reform will also enhance local governance capacity, ensuring better coordination among stakeholders and thereby promoting equitable rural development and alignment with EU rural development standards.

Qualitative and Quantitative Steps to be taken under this reform

- *At least 70% of the national territory is covered by LEADER Rural development strategies and at least 80% of registered LEADER Local Action Groups (LAGs) benefit from AIPA funding. At least 500 rural development projects are implemented annually by the National Fund for agriculture and rural development. December 2027*

Description of implementation

The implementation of this reform will systematically scale up the LEADER approach through targeted financial allocations, institutional development, and effective governance mechanisms. Annual allocations from the National Fund for Agriculture and Rural Development, administered by the Agency for Intervention and Payments in Agriculture (AIPA), will provide consistent financial support for rural initiatives selected through participatory decision-making processes at the local level.

Expanding the LEADER approach will involve registering and operationalising additional Local Action Groups (LAGs), supporting them in the development of Local Development Strategies, and facilitating their access to the national funding framework. Regular training and capacity-building measures will be offered to enhance local stakeholders' capabilities in project management, reporting, and sustainable community development practices.

Implementation will be supported by robust digital infrastructure through the “Moldova LEADER IT SOFT” Information System (MLIS), ensuring transparent, real-time monitoring and reporting of project implementation, financial management, and results achieved. This digital platform will improve transparency, efficiency, and accountability throughout the project lifecycle, providing a solid foundation for continuous improvement and stakeholder collaboration.

The primary beneficiaries of this reform include rural communities, local entrepreneurs, and farmers who will gain access to improved infrastructure, economic opportunities, and enhanced support services. Local Public Authorities and LAGs will significantly benefit from strengthened governance capabilities and better access to funding mechanisms. Key stakeholders in this reform include the Ministry of Agriculture and Food Industry (MAIA), AIPA, local public authorities, LAGs, civil society organisations, and international partners who provide financial and technical assistance to ensure alignment with EU rural development practices.

SUB-AREA 1.9: Tourism

Reform 1.11.29-30: Tourism

Challenges

Moldova’s tourism sector is significantly constrained by a lack of diversification in its offerings, outdated infrastructure, and inadequate capacity-building measures for SMEs. The sector relies heavily on traditional products, particularly wine tourism, which, despite its cultural allure, has not yet reached its full potential. Furthermore, the current digital and innovative capabilities within Moldova’s tourism industry remain limited, hindering the country’s ability to effectively showcase its cultural heritage and natural assets to wider international markets.

The absence of comprehensive support mechanisms for tourism SMEs further restricts sector growth, as these enterprises often struggle to adopt eco-friendly and innovative practices due to insufficient access to technical expertise, financial resources, and modern business skills. This incapacity hinders Moldova’s ability to attract tourists who increasingly seek authentic, digitally integrated, and sustainable tourism experiences. The overall effect is diminished competitiveness and market appeal compared to other regional destinations that are already aligning their tourism strategies more closely with the European Union standards.

Objectives

The primary objective of this reform is to substantially enhance Moldova’s competitiveness in the tourism sector, provide for sustainable practices and environment protection while developing tourism, and to diversify its offerings, thereby significantly increasing the country’s appeal to both domestic and international tourists. Achieving this will necessitate a strategic approach that encompasses support for small and medium-sized tourism enterprises (SMEs), innovative utilisation of digital technologies, and the culturally integrated promotion of Moldova’s unique wine routes.

The reform aims to empower SMEs by providing tailored capacity-building initiatives along with targeted financial and technical assistance, enabling these enterprises to adopt sustainable practices and improve service quality in line with EU standards. Simultaneously, the reform intends to leverage digital innovation, including artificial intelligence and the digitisation of cultural heritage, to enrich tourists’ experiences and facilitate easier access to Moldova’s unique attractions. Finally, promoting culturally integrated wine tourism through enhanced marketing and improved infrastructure will help Moldova position itself distinctly in the global tourism landscape, attracting a higher number of visitors and driving sustainable economic development growth.

Qualitative and Quantitative Steps to be taken under this reform

- *A strategic plan for the diversification of tourism offer is implemented ensuring the number of tourists to Moldova increasing by 30% compared to 2024. December 2026*

- *At least 6 capacity-building programmes, technical and financial assistance for SMEs in tourism and travel services are operational while the National Tourism Office (NTO) has at least three development programs aligned with European Agenda for Tourism 2030. December 2027*

Description of implementation

The implementation of this reform will follow a structured, integrated approach aimed at leveraging Moldova's unique assets to enhance its tourism appeal. Central to this effort will be the execution of a comprehensive strategic plan designed to diversify the country's tourism offering by improving the visibility and attractiveness of Moldova's cultural and natural assets, particularly through digitally-enabled experiences and innovative services.

The National Tourism Office (NTO) will play a pivotal role, steering the alignment of Moldova's tourism strategy with the EU's Agenda for Tourism 2030. This will encompass capacity-building programmes tailored specifically to SMEs, equipping them with the financial and technical assistance necessary for adopting sustainable practices, digitalisation, and the integration of innovative business models. These programmes will foster a more resilient, competitive, and environmentally sustainable tourism sector.

The expansion of culturally integrated wine tourism will involve strategic marketing initiatives, regional cooperation, and enhanced infrastructure. The NTO, collaborating closely with local communities, wine producers, and tourism operators, will develop targeted promotional campaigns, highlighting Moldova's rich wine heritage, culinary traditions, and authentic rural experiences. Digital tools and innovative platforms will be employed to provide comprehensive and appealing information to potential visitors, both locally and internationally.

The primary beneficiaries of this reform include tourism SMEs, local communities, and tourists, who will benefit from improved tourism infrastructure, diversified tourism products, and enhanced service quality. Additionally, government institutions, particularly the Ministry of Culture and the NTO, will gain from strengthened capabilities to design and implement tourism strategies aligned with EU standards. Stakeholders involved in the reform consist of local and national authorities, tourism SMEs, EU institutions, and international partners who will contribute technical expertise, financial resources, and best practices to support successful implementation efforts.

SUB-AREA 1.10: Research and innovation

Reform 1.12.31: Improve Research and Innovation capacities in the priority areas of Smart Specialisation Strategy

Challenges

Moldova's research and innovation (R&I) landscape faces significant challenges that hinder its alignment with EU standards and limit its competitiveness. Although the "Smart Moldova" programme was formally approved, its practical implementation remains incomplete, highlighting structural weaknesses in R&I infrastructure, limited public-private collaboration, and inadequate mechanisms for technology transfer. The current state of laboratories, research hubs, and university departments is poorly equipped and underfunded, constraining Moldova's capacity to conduct advanced research, particularly in strategic areas identified as competitive advantages: agriculture and food processing, information and communication technology (ICT), sustainable energy, and biomedicine and biopharmaceuticals. Moreover, Moldova struggles with weak engagement between public research institutions and private sector entities, undermining innovation potential and resulting in the slow commercialisation of research outcomes. The lack of innovation-focused funding instruments, such as innovation vouchers and targeted public-private partnerships, further impedes SMEs' and startups' ability to develop innovative solutions or access advanced technologies. Consequently, Moldova is lagging behind regional competitors and is unable to fully leverage its potential within identified priority sectors.

Objectives

The primary objective of this reform is to significantly strengthen Moldova's research and innovation capacities by implementing the national Smart Specialisation Strategy ("Smart Moldova 2024-2027"). This involves targeted investment in critical R&I infrastructures, fostering robust public-private collaboration, facilitating technology transfer, and providing specific financial instruments to encourage innovation. The reform aims to position Moldova's research ecosystem as a catalyst for sustainable economic growth, thereby increasing productivity and competitiveness within the four priority sectors.

By supporting collaborative research projects, equipping and upgrading research infrastructures, offering innovation vouchers to incentivise business innovation, and improving technology transfer mechanisms, Moldova aims to stimulate market-oriented research and foster a vibrant innovation environment. Ultimately, the reform seeks to align Moldova's research and innovation system with EU best practices, ensuring integration into European innovation networks and enhancing Moldova's appeal as an investment destination for high-tech industries.

Qualitative and Quantitative Steps to be taken under this reform

- *Research and Innovation capacities are strengthened through the implementation of the national Smart Specialization strategy, with award of R&I infrastructures programs, collaborative public-private partnership for research and innovation activities and innovation vouchers, and technology transfer programs. June 2026*

Description of implementation

The implementation of this reform will be led by the Ministry of Education and Research, alongside the National Agency for Research and Development, in collaboration with universities, research institutions, and industry representatives. The process will commence with an open call for proposals under the defined infrastructure programmes, public-private partnership projects, innovation voucher schemes, and technology transfer initiatives, ensuring transparency and competitiveness throughout the selection process.

Research and Innovation (R&I) infrastructure programmes will prioritise the modernisation of existing facilities and the establishment of new capabilities aligned with strategic sectors. Collaborative public-private partnerships will be structured to encourage joint investment, knowledge exchange, and shared project ownership, thereby enhancing innovation outcomes. Innovation vouchers will provide SMEs and entrepreneurs with access to the funding and expertise necessary to overcome initial barriers to adopting innovation, while technology transfer programmes will systematically address commercialisation gaps by offering targeted support for patents, licensing, and startup incubation.

Key beneficiaries include research institutions, SMEs, startups, and technology-driven companies operating within Moldova's identified priority sectors. These entities will benefit from improved research facilities, stronger industry linkages, enhanced innovation capabilities, and better access to funding. Government institutions will gain from strengthened institutional capacities and improved alignment with European standards. International and EU partners will offer critical technical expertise, knowledge transfer, and financial support, ensuring compliance with EU benchmarks. Civil society organisations will play a supportive role, ensuring accountability and fostering broader stakeholder participation in the innovation process ecosystem.

2. POLICY AREA 2: CONNECTIVITY AND DIGITAL INFRASTRUCTURE

Introduction

Reforming Moldova's transport, spatial planning, and digital connectivity sectors is crucial for both EU integration and promoting stronger, more inclusive, and sustainable economic growth. EU accession necessitates compliance with the EU acquis for Moldova to become an active participant in European initiatives, such as the Trans-European Transport Network and the Digital Single Market. As Moldovan economic growth significantly relies on both physical and digital access to external markets, more efficient transport systems will reduce trade costs and enhance access to EU markets, thus increasing trade volumes. Seamless digital connectivity will further bolster cross-border e-commerce and digital services, enabling businesses to integrate into European value chains and leverage the considerable comparative advantages Moldova holds in services trade. Furthermore, by modernising its external and domestic transport links and by enhancing digital access and network resilience, Moldova will connect remote and underserved peripheral areas to economic hubs, thereby reducing regional inequalities. Without major reforms, Moldova risks entering a suboptimal growth model, becoming economically isolated and missing out on the opportunities that EU accession offers.

SUB-AREA 2.1: Transport connectivity

Reform 2.1.1-4: Enhancing the transport system, network, and institutional capacities

Challenges

Moldova's transport infrastructure currently fails to meet the standards and functional capacities required by the EU, presenting a challenge in terms of modernisation and alignment. The country is experiencing rising traffic congestion, largely due to the lack of Intelligent Transport Systems (ITS) infrastructure at both national and local levels, as well as insufficient funding for the renewal, modernisation, and maintenance of the road network. Approximately 50% of the road network is in poor or very poor condition, with serious implications for public safety, comfort, and environmental quality. Regarding road transport, legislation is partially aligned with the relevant EU acquis, necessitating further efforts for complete alignment. Amendments to the Road Transport Code No 150/2014 approved in late 2023 have marked considerable progress in aligning with the relevant EU acquis in this area. However, most of the associated legal acts remain only partially transposed. Additionally, Moldova's road infrastructure faces significant issues related to safety management. These include inadequate road safety features, poor signage, outdated or insufficient traffic control systems and recharging infrastructure, as well as a lack of systematic safety audits and risk assessments. The absence of a cohesive approach to road safety management further intensifies the vulnerability of road users, contributing to higher accident rates and diminished safety standards throughout the network. Addressing these safety management issues is vital not only for enhancing the overall condition of the road infrastructure but also for safeguarding public health and reducing the economic costs associated with traffic accidents. The Republic of Moldova is still in the early stages of developing ITS solutions for its road infrastructure. Regulatory compliance with the relevant acquis has not been attained, compounded by limited internal capacity and a nascent internal market for ITS solutions. Furthermore, the corresponding institutional framework has not yet been established.

Objectives

The aim of this reform is to enhance the road network and road services in Moldova, supported by strengthened management and legislation within the sector, continuous investments in infrastructure and modern equipment, and the adoption of the highest standards of road safety.

Qualitative and Quantitative Steps to be taken under this reform

- *Based on the road safety program, the number of fatal and serious road traffic injuries is reduced by 20% compared to 2024. December 2027*
- *Road market access, working conditions and access to occupation are improved. A competent authority to authorise road transport operator occupation is designated and established, transport managers certification system is introduced, and the system of authorisation of international transport operators is fully operational. The electronic road transport register is established. The national electronic register of road transport undertakings is adjusted to comply with EU requirements. Also, the legal framework is revised for social regulations for road transport, complementing existing AETR membership obligations. June 2027*
- *Moldova submits for validation the National Plan on implementation of Smart Tachograph National Policy. December 2027.*
- *Intelligent Transport System is implemented and the National Access Point and National Body are established in the ITS network and legal approximation with Intelligent Transport System standards has been adopted. December 2027*

Description of implementation

The Ministry of Infrastructure and Regional Development (MIDR) is the key policy stakeholder responsible for reform's initiation. The reform will start with the adoption and implementation of the National Road Safety Program 2025-2030, which includes designating the administrative authority responsible for road safety and improving road infrastructure safety. Road safety audit reports will be integrated into all ongoing road rehabilitation, modernization, and construction projects. Additionally, annual reports on the safety inspection of roads will be published on the MIDR website.

As part of the second step, Moldova will designate and list at least one competent authority responsible for overseeing and approving of the occupation of road transport operators, following established EU standards. Training programs and certification processes for transport managers that meet EU requirements will be created and implemented. A system for approving international transport operators will be established, including check of establishment, professional competence, reputation, and financial stability. Moldova will also update its national electronic register of operators to meet EU standards, allowing for better oversight and information sharing. In addition, Moldova will adopt rules on the mandatory rest periods for drivers, particularly focusing on weekly rest requirements, to align with EU safety standards.

At the third step, the MIDR will develop and submit for validation the National Plan on implementation of Smart Tachograph National Policy. The final step of this reform involves establishing a clear vision and strategic objectives for the development of ITS in Moldova by formulating a detailed ITS Strategy, which will serve as a comprehensive blueprint for ITS development and implementation in the country.

The primary beneficiaries of this reform will be the Moldovan citizens, who will benefit from a safer, smarter, and more sustainable transport system, contributing to environmental sustainability through optimized traffic flow and reduced emissions. Transport operators will also benefit from enhanced road market access and improved working conditions, while businesses will gain from better connectivity with the EU, facilitating trade and other economic activities.

Reform 2.2.5-6: Enhancing transport connectivity through rehabilitated and modernised rail network

Challenges

Moldova's Railway Transport Code no. 19/2022, effective from 18 February 2024, is partially aligned with the EU acquis. It introduces provisions for the establishment of an independent infrastructure management entity and separate undertakings for freight and passenger services, alongside the creation of an independent market regulatory body and a rail safety authority to ensure transparent, fair, and non-discriminatory treatment for any future rail undertakings wishing to offer services in Moldova. The Government is currently progressing with the reorganisation of the State Enterprise "Calea Ferată din Moldova" (Moldovan Railway), focusing on the separation of infrastructure management and operational functions.

The rail sector in Moldova possesses considerable potential to provide a competitive, environmentally sustainable, and climate-friendly transport solution. However, several technical challenges must be addressed. A major issue is the absence of a comprehensive funding framework for railway infrastructure, which restricts the capability to enhance service quality. The deteriorating condition of the rail network has resulted in numerous speed restrictions, adversely affecting service levels and leading to multiple consequences, including increased operational costs, higher tariffs, and reduced commercial speeds. For the passenger sector, this has rendered train transportation services less appealing compared to road transport alternatives.

Additionally, the rail sector faces significant challenges due to the ageing and rapidly diminishing availability of rolling stock, exacerbated by financial constraints that hinder investment in new fleets. Another obstacle to efficient rail transport is the variance in rail gauge between Moldova and the EU, which creates complex and costly transhipment operations at borders, obstructing full interoperability between the two networks. Given Moldova's strategic position as a transit country and its potential to join the EU, ensuring integration of Moldova's rail network with the European network is crucial. Deployment of European Standard Gauge is crucial to eliminate the need for transhipment or axle changes at the Romanian border. This alignment would enhance connectivity and facilitate smoother cross-border rail operations, contributing to Moldova's integration into the broader European transport system network.

Objective

The aim of this reform is to enhance the economic appeal of the rail sector, promote competition and integration with the European rail network, improve the efficiency of railway operations, and reorganise the State Enterprise "Calea Ferată din Moldova" (CFM), which are essential preconditions for maintaining and strengthening Moldova's role in regional and international transport, as well as for promoting the long-term sustainability of rail transport services.

Qualitative and Quantitative Steps to be taken under this reform

- *State Enterprise „Calea Ferată din Moldova" is reorganised into two joint stock companies, Joint Stock Company" CFM Infra" and Joint Stock Company" Pasageri si Marfa" with organisational charts adopted, financial and accounting separation completed and business strategy development plans adopted. December 2026*
- *Key provisions of the new Railway Code are implemented including award of public service contracts and multiannual infrastructure contracts, in line with requirements under the EU acquis. This includes: (i) Establishing an operative national rail safety authority, (ii) Establishing an operative national investigating body obliged to investigate serious accidents, (iii) Establishing a functioning licensing body (granting licences to operate railway services), (iv) Introducing a legal basis for the application of EU Technical Specifications for Interoperability. In addition, to establish a public service contract, the requirements set by the competent authority and the parameters for the compensation are set, and mechanism for avoiding overcompensation is established. December 2027*

Description of implementation

The primary beneficiaries of this reform will be both individuals and businesses, as it enhances railway transport capacity, reduces travel times, and aligns Moldova's railway infrastructure with European standards and regulations. By improving the efficiency and quality of rail services, the reform will provide more reliable and competitive transport options, contributing to a better overall travel experience for passengers and a more efficient logistics network for businesses.

Furthermore, alignment with EU standards will facilitate smoother cross-border connections, foster economic growth, and attract investment, benefiting Moldova's broader economy.

MIDR will play a key role in launching the reform, which will begin with the reorganisation of State Enterprise "Calea Ferată din Moldova" (CFM) into two distinct companies: the Joint Stock Company CFM Infra, responsible for infrastructure management, and the Joint Stock Company CFM Pasageri şi Marfã, responsible for passenger and freight operations. This process will include the approval of organisational structures and staffing plans by the administration board, alongside decisions to ensure internal financial and accounting separation. The separation of employees into distinct areas—such as infrastructure, passenger, and freight—will also be carried out, along with the approval of business plans and development strategies for each entity.

With respect to the new Railroad Code, the focus will be on ensuring an operational national rail safety authority supervising the rail safety management system, an operational national investigating body mandated to investigate serious accidents, a functioning licensing body granting licences to operate railway services, and a legal basis for applying EU Technical Specifications for Interoperability. To establish a public (multi-annual) service contract, the requirements set by the competent authority (perimeter, frequencies, quality requirements) and the parameters for compensation will be established. Additionally, a mechanism for avoiding overcompensation will be created.

These comprehensive steps will enhance the competitiveness, efficiency, and sustainability of Moldova’s rail sector, ensuring its alignment with EU standards and its integration into the broader European transport network. This transformation will contribute to long-term economic growth and strengthen Moldova’s role in regional and international transport activities.

SUB-AREA 2.2: Spatial development

Reform 2.2.7: Spatial Development

Challenges

A fragmented legal and institutional framework poses one of the key challenges to more efficient planning and balanced spatial development. Moldova’s national and urban planning legislation remains disjointed, outdated, and often inconsistent with EU directives and best practices. There exists a lack of harmonisation among different laws governing land use, spatial planning, environmental protection, and infrastructure development. Overlapping responsibilities between national, district/municipal, and local authorities result in coordination difficulties and inefficiencies in planning processes.

Limited administrative capacity also presents a significant concern. Local public authorities, especially in rural areas and smaller towns, frequently lack the technical expertise, human resources, and financial means to develop and implement urban and spatial plans in accordance with EU requirements. Many Moldovan communities operate with outdated development plans that do not reflect current demographic, economic, or environmental realities. The absence of comprehensive general urban plans and zoning plans hinders sustainable land use, investment promotion, and infrastructure development. Additionally, the enforcement of existing urban planning regulations is inconsistent, which contributes to unregulated urban sprawl, informal construction, and inefficient land use. Moreover, corruption and a lack of transparency in granting planning permits further undermine compliance and public trust in the planning system process.

Objectives

The primary aim of this reform is to modernise and harmonise Moldova’s national and urban planning framework with EU standards in order to promote sustainable, inclusive, and climate-resilient territorial development, improve investment readiness, and foster more balanced regional development growth.

Qualitative and Quantitative Steps to be taken under this reform

- *Comprehensive National and Urban Planning Framework is aligned with EU standards by completing the following reforms: (i) Regulatory framework is revised introducing legal amendments and government decisions providing guidelines for the development of national spatial planning plans in line with EU methodologies; (ii)Regulatory framework is revised introducing regulations / methodology / guidelines for the development of Sustainable Urban Mobility Plans (SUMPs), which include implementation and investment planning. June 2027*

Description of implementation

The reform will commence with enhancing the regulatory framework for sustainable spatial development. The Government of Moldova will strengthen the national spatial planning and urban development framework through comprehensive legal amendments and government decisions that align with EU standards and best practices. Under the leadership of MIRD, these reforms will establish clear, enforceable standards for sustainable spatial development at both national and local levels. The process will encompass stakeholder consultations with local authorities, regional development agencies, urban planners, and civil society to ensure the framework is inclusive and practical. The legal amendments will introduce quality control mechanisms and monitoring systems to ensure compliance, improve planning quality, and promote balanced territorial development in line with relevant EU agendas and standards.

In addition, Moldova will institutionalise Sustainable Urban Mobility Plans (SUMPs) by adopting a national methodology that is aligned with EU SUMP principles. MIDR will develop and promote a standardised framework for municipalities to implement SUMPs as part of their urban development strategies. Government-adopted regulations will define quality standards, monitoring indicators, and reporting requirements, ensuring SUMPs are integrated into broader spatial planning initiatives. Capacity-building programmes, technical assistance, and funding mechanisms will be established to support local authorities in designing and implementing mobility plans that foster climate neutrality, inclusive transport systems, and reduced congestion.

The primary beneficiaries of these reforms are local public authorities, which will receive enhanced tools, methodologies, and legal clarity to guide urban planning and mobility initiatives. Citizens and communities will benefit from more inclusive, sustainable, and efficient urban development, improved transport systems, and an enhanced quality of life. The private sector will gain from a more transparent and predictable regulatory environment that encourages investment in sustainable infrastructure and housing. Civil society organisations will have increased opportunities to participate in planning processes, contributing to more responsive and equitable urban development.

SUB-AREA 2.3: Digital

Reform 2.3.8-11: Enhancing connectivity through telecommunications and digital infrastructure

Challenges

The electronic communications sector in Moldova faces challenges that limit the deployment of high-speed, affordable broadband. The legal framework is not fully aligned with the EU Electronic Communications Code or the EU Roaming Regulation, resulting in regulatory gaps that hinder competition, consumer protection, and network expansion. Secondary legislation lacks consistent implementation rules. Network sharing with the incumbent operator remains minimal (0.95% of infrastructure), which drives up deployment costs and discourages new entrants. The absence of a comprehensive Broadband Mapping System further restricts effective monitoring, investment strategies, and the targeting of public subsidies.

Moldova has yet to adopt a holistic cybersecurity framework, leaving it vulnerable to supply chain risks, cyber-attacks, and threats to critical infrastructure. The lack of thorough risk and impact analysis impedes the development of countermeasures. Implementing cybersecurity standards will require significant investments in infrastructure, workforce training, and regulatory enforcement, with potential resistance from market operators due to compliance costs. The country also lacks a national digital wallet aligned with EU Digital Identity (EUDI) standards, limiting secure digital identity services. Without mutual recognition of electronic signatures with the EU and alignment with the eIDAS II Regulation, cross-border digital transactions and e-government services are hindered. Moldova’s National Agency for Cybersecurity lacks adequate staffing, IT resources, and legal authority, which reduces its capacity to enforce regulations, conduct audits, and coordinate cybersecurity efforts.

Objective

The proposed reform aims to enhance Moldova’s digital connectivity, cybersecurity, and digital public services by aligning with EU standards and frameworks, improving infrastructure sharing and network resilience, deploying secure 5G networks, implementing a trusted national digital identity system, and strengthening national cybersecurity capabilities.

Qualitative and Quantitative Steps to be taken under this reform

- *Speed and infrastructure sharing of digital connectivity are improved through the implementation of the EU Electronic Communications Code. Stability of internet connection is 2 ms, percentage of infrastructure (i.e. poles used by other operators) that is shared is at least 3%. June 2026*

- *Moldovan resilience of networks is improved through full alignment with the 5G Toolbox, which includes: adoption of the appropriate legal framework to implement the 5G Toolbox; assessment of assets and suppliers and identification of high-risk suppliers; adoption of restrictions/exclusions of high-risk suppliers, for key assets defined as critical and highly sensitive in the EU coordinated risk assessment for 5G networks in alignment with EU's 5G cyber-security toolbox. December 2027*
- *Moldova's national digital wallet (EVO Sign) is aligned with EU digital identity standards, with Moldova joining the EU Third Countries Trusted List for validation of advanced electronic signatures. Moldova aligns with the EU digital identity framework (eIDAS 2) and integrates at least 20 Moldovan e-services under the EVO application. December 2026*
- *To implement its new National Cyber-Security Programme of actions for 2025-2030, Moldova makes its National Agency for Cybersecurity fully operational and establishes the National Computer Emergency Response Team (CERT). The Agency is equipped with relevant powers, premises, human and IT resources while competences between the different Moldovan cyber-security institutions are clearly delineated. December 2025*

Description of implementation

The reform will establish a modern regulatory framework to facilitate the rollout of high-speed, affordable electronic communications networks and services in Moldova, fully aligned with the EU Electronic Communications Code and the EU Roaming Regulation. Secondary legislation will ensure consistent enforcement of the EU acquis, including the roaming regulation, implementation regulation, delegated act on termination rates, and BEREC regulation. The incumbent operator will implement network-sharing agreements, thereby reducing deployment costs in line with the EU Gigabit Infrastructure Act. A Broadband Mapping System will be developed to enable accurate monitoring of internet coverage, service quality, and infrastructure availability, thereby supporting targeted investment strategies. The Ministry of Economic Development and Digitalisation (MEDD), together with ANRCETI, will oversee implementation and regulatory enforcement.

Moldova's legal framework will also align with the EU's 5G cybersecurity toolbox. A comprehensive national risk assessment of 5G network suppliers will be conducted in consultation with the EU, identifying high-risk suppliers and applying necessary restrictions for critical assets, in accordance with EU coordinated risk assessment guidelines. These measures will enhance the security and resilience of Moldova's 5G networks and ensure a safe deployment of advanced technologies.

In parallel, Moldova will ensure mutual recognition of electronic signatures with the EU by implementing technical requirements and adopting a law fully compliant with the EU identity framework (eIDAS II). This will enable the launch of the Moldovan Digital Wallet (EVO Sign), developed according to EU standards and integrating at least 20 digital public services, fostering secure digital interactions and cross-border transactions.

Finally, the National Agency for Cybersecurity will become fully operational, with at least 30 staff recruited and trained. The National CERT will be established to provide real-time monitoring and coordinated responses to cybersecurity incidents. The agency will be legally empowered to conduct audits and operate from fully equipped offices. Institutional responsibilities for cybersecurity will be clarified and aligned with EU practices and legislative instruments (in particular the NIS2 Directive), thereby strengthening Moldova's cyber governance. Through reforms to enhance the cybersecurity governance structures and the cybersecurity of critical infrastructures, Moldova will increase its level of alignment with the framework established by the NIS2 Directive. Key stakeholders include MEDD, ANRCETI, the National Agency for Cybersecurity, and EU institutions. Beneficiaries are Moldovan citizens, businesses, public institutions, and critical infrastructure operators, who will gain improved connectivity, enhanced cybersecurity, and greater trust in digital services.

3. POLICY AREA 3: ECONOMIC GOVERNANCE

Introduction

The Republic of Moldova is at a critical juncture in its economic development, facing pressing challenges in public finance management, debt sustainability, public investment efficiency, and fiscal governance. While the country has made strides in aligning its legal and institutional frameworks with international best practices, systemic inefficiencies continue to hinder economic stability and growth. Recent crises, including geopolitical tensions, inflationary pressures, and budgetary imbalances, have further exacerbated existing structural weaknesses, underscoring the urgent need for comprehensive reforms to enhance economic governance.

One of the key priorities is to strengthen public finance management to ensure the efficient allocation and execution of budgetary resources. Despite improvements in budget transparency and performance-based programming, excessive expenditures, non-transparent budget transfers, and weak expenditure controls limit the effectiveness of fiscal policies.

The growing central government debt, particularly the reliance on short-term domestic borrowing, poses additional risks to macroeconomic stability. Addressing these challenges requires institutionalising spending reviews, improving debt management strategies, and enhancing fiscal discipline to optimise public resource utilisation.

Another critical area for reform is public investment management, where inefficiencies in project execution, low-quality feasibility studies, and weak institutional capacity have impeded infrastructure development. Strengthening capital investment planning, aligning budgeting processes with international standards, and ensuring transparent project execution will be pivotal in fostering sustainable economic growth.

Tax administration and compliance risk management also demand urgent attention. While Moldova has introduced measures to modernise its tax system, challenges persist in ensuring taxpayer compliance, reducing administrative burdens, and integrating digital solutions. The European Commission's recommendations, including the need for a comprehensive IT strategy in taxation, highlight the necessity of aligning Moldova's fiscal policies with EU standards to enhance revenue collection and economic competitiveness.

In addition, Moldova's public procurement system remains fragmented, lacking central coordination and uniform efficiency. The absence of a centralised procurement authority for key sectors such as infrastructure and energy has led to inefficiencies, cost disparities, and limited competition. Enhancing procurement procedures through digitalisation, professionalisation, and transparency reforms will be essential in fostering accountability and value for money.

These economic governance challenges are compounded by inefficiencies in state-owned enterprises (SOEs), which require urgent restructuring, privatisation, or liquidation to improve corporate management and competitiveness. Moreover, public administration reform is necessary to enhance institutional capacity, streamline bureaucratic processes, and establish a meritocratic public service system.

Recognising these pressing challenges, Moldova has embarked on an ambitious reform agenda to strengthen economic governance, improve fiscal sustainability, and align with European integration objectives. These reforms aim to modernise public financial management, enhance investment efficiency, strengthen tax compliance, and build a resilient and transparent economic system. Successful implementation of these measures will be crucial for Moldova's long-term economic stability, increased investor confidence, and progress towards EU integration accession.

SUB-AREA 3.1: Public finance management

Reform 3.1.1-4 Strengthened budgeting, expenditure controls and execution for better budgetary planning and policy implementation

Challenges

The legal framework for budgetary planning is rooted in international best practices. The budgetary process is dependent on performance-based programmes. Annual budget documentation is extensive and prominently published on government websites; budget classification aligns with international standards, and fiscal risks are rigorously analysed.

Enhancing the efficiency of budgetary resource allocation remains a medium-term challenge. The crises of recent years have adversely affected the national public budget and have created new challenges for the government in identifying methods to meet public needs and address the budget deficit. At the same time, budgetary expenditures exceed those of countries with a similar level of development, suggesting the potential for efficiency improvements in accordance with the principle of performance from Article 11 of the Law on Public Finances and Budgetary-Fiscal Responsibility nr.181/2014, which states that budgetary resources must be allocated and utilised economically, efficiently, and effectively, in line with the principles of good governance.

The current budget planning process involves reflecting transfers to other budgets under „General Action." Consequently, due to the significant share of these transfers in state budget expenditures, more than half of the state budget expenditure is recorded under „General Action.'

Another challenge that limits transparency is the non-reporting of the own resources of self-managed entities in the budget documents.

Objective

Medium-term and long-term objectives for strengthening budgeting, expenditure controls, and execution are outlined in the Strategy for the Development of Public Finance Management for 2023-2030.

To ensure well-targeted and sustainable savings measures, as well as higher-quality spending, it is essential to continue and institutionalise the spending review process. This will guarantee that, within seven years, every sector managed by ministries will undergo a spending review. Furthermore, including self-managed institutions in the report on budget execution and reducing „General Action” allocations also represent medium-term priorities.

Qualitative and Quantitative Steps to be taken under this reform

- *Develop and implement an integrated forecasting framework and prepare labour market forecasts and external dimension (balance of payments). December 2026*
- *Transparency of medium-term fiscal planning is increased and the link between the medium-term fiscal plan and the annual budget is strengthened through amendments to MOF regulation on budgetary process and implementation of relevant provisions for 2028-30 medium-term budgetary framework. MOF regulation on budgetary process is amended to streamline budgetary calendar. December 2027*
- *The legal obligation to regularly review all budgetary spending over at most 7 years is introduced and methodology is adopted. June 2026*
- *Budget transparency is increased by including extra budgetary units in the Budget execution report for 2024 budget, and reducing the General actions under the State budget starting from 2026 to below 32% of total budget expenditures and obliging all extra budgetary entities to report on their budgets as of 2027. December 2025*

Description of implementation

The government will enhance its macroeconomic and fiscal forecasts, including assessments of the structural fiscal balance, debt sustainability, and labour market trends, while also incorporating external factors such as the balance of payments. A coordination mechanism will be established to streamline these forecasts.

To improve the budgetary process, the Ministry of Finance will amend regulations to mandate a budgetary impact assessment for the medium-term framework covering 2028-2030. This assessment will detail expenditure items and financing sources, clarifying discrepancies in revenue forecasts and expenditure ceilings compared to the previous year.

Changes to the Law on Public Finances will empower the government, the Ministry of Finance, and central authorities to conduct spending reviews, which will now be systematically managed every seven years. Key provisions include publishing reviews, incorporating recommendations, and assigning timelines and responsibilities for implementation.

To reduce "General Actions" in the state budget, transfers to the State Social Insurance Budget and Compulsory Medical Insurance funds will be managed by the Ministry of Labour and Social Protection and the Ministry of Health, respectively. Future evaluations will consider categorising transfers to local authorities based on their purpose. The 2024 budget report will also encompass self-managed entities, and starting in 2027, all extra-budgetary entities will be required to report on their budgets.

Reform: 3.2.5. Debt management

Challenges

As of 31 December 2024, the structure of the domestic public debt portfolio in the Republic of Moldova reveals that government securities with maturities of up to one year comprise a substantial 94.7% of the total domestic government debt, while government bonds make up the remaining 5.3%. In 2024, the issuance of short-term government securities reached 35.2 billion MDL, in stark contrast to a modest issuance of 0.6 billion MDL in government bonds.

To meet the need for extending maturity and diversifying the sale channels for government securities, the Ministry of Finance launched an electronic platform titled "Direct Sale Programme of Government Securities to Individuals." This initiative garnered an impressive response, with demand exceeding supply by a factor of 3.8, indicating strong interest from investors.

However, the domestic market is currently hindered by insufficient competition, which obstructs its efficient development. In response to these challenges, the Ministry of Finance amended Government Decision No. 1136/2007 concerning the implementation of Law No. 419/2006 on public sector debt and related matters in 2023. These amendments aim to enhance the procedures for contracting external public debt. Notably, the issuance of Eurobonds will now be regulated by an Order of the Minister of Finance. Following the approval of this order, the Ministry of Finance will be responsible for selecting specialised companies, including financial institutions to act as main managers and legal advisors for the Eurobond issuance.

It is also important to note that the 2025-2027 Medium-Term Debt Strategy (MTDS) does not currently foresee any Eurobond issuance within the medium term, reflecting a high level of external debt and a cautious approach to foreign debt instruments.

Objective

To enhance competition among primary dealers and thereby strengthen the primary dealer system, an amendment to Regulation No. 170/2018 will be made. Ensuring transparency and competitiveness in the domestic market of the Republic of Moldova is essential for fostering investor confidence and promoting a healthy financial ecosystem.

Furthermore, there is a need to develop a comprehensive regulation on Eurobond issuance. This regulation will facilitate access to international debt markets and will be designed to meet applicable standards, ensuring compliance and bolstering market confidence. The regulation will be approved by the Order of the Minister of Finance and subsequently published in the Official Gazette of the Republic of Moldova, marking a significant step towards improving the country's fiscal management and broadening funding opportunities.

Qualitative and Quantitative Steps to be taken under this reform

- *Deepening and diversifying Moldova domestic government debt market is advanced. December 2025:*
    - *Improving the regulatory framework to strengthen the primary dealership system*
    - *Adoption of the regulatory framework for issuing debt instruments in the international markets.*

Description of implementation

Amendments to NBM Regulation No. 170/2018 will foster the growth of the primary dealership system. Additionally, new secondary legislation will establish clear procedures for selecting financial and legal intermediaries. The Ministry of Finance will introduce new criteria for primary dealers and will conduct quarterly and annual evaluations. These evaluations will culminate in a public performance ranking, thereby enhancing transparency and accountability in the market. Once approved, the regulation will also outline procedures for issuing Eurobonds, thus expanding financing options. Key stakeholders will include primary dealers, and the state budget.

Reform 3.3.6-7: Public investment management system is transparent and rules based, with appraisal, budgeting and execution processes aligned with international best practices with improved capital investment execution

Challenges

The effectiveness of project implementation within central public administration authorities (CPAA) has been hindered by several significant challenges. One primary issue is the reduced capacity of these authorities, which affects their ability to manage and execute projects efficiently. Furthermore, there is often a lack of specialised subdivisions or dedicated staff units within the CPAA that possess the necessary skills for effectively planning public capital investment expenditures. Another critical concern is the low quality of the developed feasibility studies. These studies serve as vital tools for assessing the viability and potential impact of proposed projects, and when they lack thoroughness and accuracy, it compromises the success of future investments. Addressing these challenges is essential for enhancing the capabilities of CPAA and ensuring that public capital investments are effectively planned and implemented.

Objective

The budget expenditure management system for public capital investments is designed to ensure transparency and adherence to established regulations. It includes evaluation processes, and the implementation of budgets is conducted in accordance with the guidelines set forth by GD 684/2022. The objective is to enhance the efficiency of expenditure execution for public capital investments.

Qualitative and Quantitative Steps to be taken under this reform

- *Public investment management is strengthened through establishment of designated focal point for Public Investment Management (PIM) in each ministry, public investment planning units established in at least 5 ministries, PIM procedures streamlined and capital investment project monitoring digitalised. December 2025*
- *Single national project pipeline is fully implemented for all funds with coherent and internally aligned requirements. June 2026:*
    - *Only project proposals appraised in line with general rules for PIM established in Regulation 684 and are deemed eligible are included in the MTBF and considered for funding by the annual budget.*

- *For Special Funds, all public capital investment projects proposals above the minimum threshold established in Regulation 684 are submitted through the Project Appraisal IT system and appraised according to the general rules on preparation and appraisal of capital investment projects.*

Description of implementation

The implementation of future actions will focus on strengthening public investment management through institutional capacity building, regulatory alignment, and improved project oversight. Public investment planning units will be established in all ministries, equipping personnel with the necessary methodologies to coordinate investment management effectively. Additionally, specialised Public Investment Management (PIM) units will be created in at least five ministries to enhance coordination and efficiency.

To streamline procedures, the provisions of Government Decisions 1070/2023 and 684/2022 will be aligned, ensuring consistency in the public investment process. Only fully appraised projects will be included in the annual and multiannual budget planning framework, reinforcing accountability and strategic resource allocation.

Large-scale capital investment projects will be defined in legislation based on international best practices, ensuring transparency and effective governance. Primary and secondary legislation governing special funds will be amended so that large-scale projects follow general investment procedures and are integrated into the Single Project Pipeline. Investment projects funded by the Road Fund, Regional Development Fund, and Environment Fund will also be included in this unified framework.

To enhance project evaluation, the budget circular will be updated, and ministries' capacities strengthened. Certain public capital investment projects will be implemented by the Public Institution "National Office for Infrastructure Development Moldova – Project" to improve execution. Additionally, externally financed projects will be divided into separate public capital investment projects or subprojects for better oversight.

Finally, the possibility of amending Law 181/2014 will be examined to allow the redistribution of capital investment allocations between projects in the annual budget law annex. Central public authorities will be the primary beneficiaries and key stakeholders in these reforms, ensuring effective implementation and oversight.

Reform 3.4.8-10: A transparent and efficient public procurement system ensures value for money for citizens and creates a level playing field for businesses.

Challenges

Public procurement is crucial for governance, impacting economic and social development. An efficient system supports national goals like infrastructure modernization, energy efficiency, job creation, business growth, and quality services.

Moldova has progressed in aligning its public procurement laws with European standards, focusing on transparency and modernization. In 2023, the government approved the National Programme for the Development of the Public Procurement System (2023-2026) to enhance efficiency and ensure value for money. The Action Plan outlines alignment with EU norms, reforming the electronic procurement system, and integrating social and environmental aspects, alongside professionalizing procurement staff. A transparent procurement system is essential for good governance and fair competition, yet centralised coordination is lacking, affecting efficiency and transparency. Thousands of contracting authorities manage a decentralised system, each forming working groups to conduct procurement.

A major issue is the absence of a central procurement structure for sectors like infrastructure, education, and energy. While health benefits from a centralised system, other sectors face fragmented processes that degrade quality and negotiation capabilities. Cost optimisation is also a challenge; without a national mechanism, authorities independently negotiate, resulting in cost discrepancies and ineffective fund management. Institutions miss economies of scale and often pay varied prices for identical goods, causing inequalities and waste.

The fragmentation of resources complicates procurement further. Each entity manages procedures separately, leading to excessive administrative steps and strained infrastructure. Institutions with limited capacity struggle to apply laws consistently, impeding efficiency. Certification of procurement specialists is crucial for reform success. Moldova currently lacks a certification system, which disrupts uniformity in the procurement process and varies expertise among authorities.

The absence of certification causes inconsistent training for procurement specialists, relying on individual initiatives without standardised evaluation. This lack of regulation significantly affects public procurement quality, as those drafting tenders may have differing competences. Without minimum standards, procurement decisions can be influenced by misinterpretations of legislation, causing delays and irregularities in fund management.

The proposed reform includes digitising the procurement cycle. Moldova's MTender system aims to enhance transparency and efficiency through electronic procedures. Since its 2018 launch, it has enabled electronic procurement, ensuring public access to documents. MTender functions with a Central Database and commercial platforms for document publishing, bid submission, and procedural visibility, fostering transparency through publicly available information. However, due to technical limitations, MTender does not fully cover the procurement cycle, lacking key modules like annual planning and contract management, compelling authorities to seek alternative solutions that may cause delays. Currently, it only supports contract awarding based on the lowest price, neglecting other important criteria like quality and innovation, which impedes sound long-term procurement decisions.

Moreover, not all mandated procurement procedures and award instruments are accessible via MTender, limiting flexibility for contracting authorities. The non-integrated system results in fragmented processes, hindering resource efficiency. Modernising the e-procurement system is essential to cover all stages and allow multiple award criteria, leading to increased efficiency and better alignment with European public standards procurement.

Objective

The reform seeks to enhance procurement processes through centralisation, professionalisation and digitalisation. Establishing a centralised system will enable the aggregation of demand and a more efficient use of resources, thereby reducing costs and increasing competitiveness. Professionalising specialists in the field by introducing a certification system will ensure a consistent level of competence and contribute to the uniform application of legislation at all stages of public procurement. Concurrently, reengineering the electronic procurement system will promote transparency in the process, ensuring equal access for all participants and reducing bureaucracy. These measures aim to establish an efficient and sustainable public procurement system that will support the country’s economic growth and bolster citizens' trust in public services administration.

Qualitative and Quantitative Steps to be taken under this reform

- *At least 3 centralized public procurement institutions are established and operational at central and/or local levels. The share of the total value of contracts concluded by centralized procurement institutions increases to 25% of total public procurement. December 2027*
- *Enhancing the professionalization of public procurement staff in contracting authorities, including the implementation of a certification system in line with EU best practices. At least 200 specialists are certified in public procurement and at least 10 training programs are implemented. June 2027*
- *The new electronic procurement system is piloted, focused on the essential modules required by the EU acquis, such as eTendering, eAwarding, eInvoicing, and eComplaint, including the launch of electronic procurement catalogues. December 2027*

Description of implementation

Moldova will implement a centralised public procurement system at all levels, based on an analysis of procurement categories and demand aggregation impacts. The optimal model will be defined, followed by drafting normative acts to organise central procurement authorities for key categories. At least three centralised institutions will be operational, ensuring efficient and transparent processes, strengthening governance by consolidating purchasing power, reducing costs, and enhancing coordination across authorities.

Moldova will also develop a national certification system for procurement specialists, aligned with EU practices. This system will ensure qualified professionals in contracting authorities, with formal approval and structured training programs for at least 200 government officials. Legislative amendments will establish a working group for procurement implementation, including certified specialists in decision-making. The framework will provide general training and advanced certification for specialists managing complex procedures, ensuring high standards of expertise and accountability.

Public procurement modernisation will include a new electronic system and electronic catalogues, beginning with a re-engineering concept for national and European integration. Business processes will be defined, tender documentation prepared, and procurement procedures launched to select suppliers. After securing suppliers, the system will include modules like e-Tendering, e-Awarding, e-Invoicing, and e-Complaint. Training for authorities and economic operators will enable efficient use of the system, with a pilot phase before full deployment, enhancing transparency, efficiency, and accessibility in procurement.

Key stakeholders include the Ministry of Finance (MoF) overseeing implementation and ensuring alignment with national and EU regulations, along with the Public Procurement Agency and the National Authority for the Settlement of Complaints for regulation and fairness system.

Reform 3.5.11-13: Strengthened tax system contributes to fiscal sustainability, provides for a level playing field and provides for better services for citizens and businesses

Challenges

The State Tax Service of the Republic of Moldova faces several challenges that impact its efficiency and effectiveness. One of the key issues is the limited availability of human and time resources needed for the full digitalization of services. Additionally, many taxpayers continue to prefer traditional, in-person interactions at service counters rather than utilizing electronic services, slowing the transition to a more modern and efficient tax administration system.

Another major challenge is the lack of an automated compliance risk management system and a centralized data warehouse. Without these critical tools, the STS struggles to efficiently identify, assess, and mitigate compliance risks. Furthermore, the existing risk analysis methods require updates to align with best practices. The audit system also remains unautomated and is not integrated with risk assessment analyses, limiting its effectiveness in targeting high-risk areas.

At the same time, the STS is actively assessing its compliance risk management processes to identify and implement the most effective solutions used in EU countries, either through acquisition or internal development. Strengthening risk management is crucial for detecting areas with the highest risks and potential revenue losses. This necessity arises from recommendations such as the TADAT assessment and technical assistance reports from the International Monetary Fund. Additionally, the 2024 EU Enlargement Report provides recommendations from the European Commission regarding taxation, emphasizing the importance of strengthening the administrative and operational capacity of the tax administration, developing an IT strategy to enhance risk management, and ensuring broader taxpayer compliance.

To address these challenges, the STS is contemplating several strategic actions. These include revision of compliance program, implementing measures to influence the fiscal behaviour of major taxpayers. These steps aim to modernize tax administration, improve compliance, and increase number of planned tax audits based on risk analyses

Objective

Moldova will enhance the digitalization and interoperability of its tax administration system in preparation for EU accession by aligning with EU IT systems related to taxation and drawing on the experiences of other member states. This process will be supported by expert technical assistance, including a TAIEX expert mission and collaboration with external partners. As part of this modernization effort, the State Tax Service IT Development Programme for 2025–2027 will be approved to guide reforms. By 2025, at least two tax services will be digitalized, followed by an additional two services in 2026, with the ultimate goal of achieving 90% service digitalization.

To improve compliance risk management, a balanced approach will be adopted between voluntary and enforced compliance. This will include the effective use of punitive measures such as penalties while prioritizing risk areas based on comprehensive analysis. A fully automated compliance risk management system will be implemented, integrating risk rules and risk scoring mechanisms. The IT solution for compliance risk management will be fully operational, including an analytical module to enhance tax administration efficiency.

In strengthening enforcement and audit effectiveness, Moldova will increase the share of risk-based tax audit cases to at least 30% of all audits conducted between July 2026 and June 2027. Additionally, an automated monitoring management system will be implemented to improve oversight. A secure data warehouse will be established, allowing the State Tax Service to efficiently match, mine, and analyse large volumes of data, further supporting evidence-based decision-making and improving tax compliance.

Qualitative and Quantitative Steps to be taken under this reform

- *More tax services are made available electronically for businesses and citizens, with 18 out of 19 (90%) tax payer services are digitalised. December 2026*
- *Tax administration is modernised through (i) strengthened risk-based approach to compliance risk management through revision and implementation of the new compliance program and (ii) an automated compliance risk management system becomes operational. December 2027*
- *The share of risk based tax audits is increased to 30% of all audits for the last 12 months; tax audit process is digitalised through implementing an automated case management system and establishing a data warehouse. June 2027*

Description of implementation

Moldova will continue advancing its digital transformation in tax administration by focusing on process automation and standardization. Efforts will be directed towards ensuring secure and efficient data access while also prioritizing staff training and taxpayer education to facilitate a smooth transition to digital services. To support this transition, the State Tax Service (STS) will conduct thorough testing before launching key digital services. These efforts will align with EU accession requirements, enhancing interoperability with EU IT systems and preparing Moldova's tax infrastructure for integration into the European framework.

In parallel, the STS will work on strengthening compliance risk management by designing and testing the architecture required to support an advanced risk assessment system. The initial phase will involve discussions within the STS Risk Management team and leadership to ensure the proposed data platform architecture aligns with operational needs. Once this alignment is confirmed, internal resource allocation will take place, followed by the creation of a development team. The IT department will then assess available options to support a proof of concept, ensuring sufficient storage capacity and computational resources for data processing. If these steps are successfully completed, external resources will be mobilized, including the recruitment of experienced data specialists to develop and optimize the system. After the foundation is established, the next steps will involve finalizing the system's architecture, defining and installing the necessary technology, developing models to address priority risk areas, and applying compliance tools tailored to taxpayers under the new compliance program.

To further improve tax enforcement, the STS will implement measures to modernize tax audits and enhance risk detection. Given the evolving economic landscape and the increasing diversification of business activities, the STS will continuously monitor taxpayer behaviour to identify emerging tax risks. As part of these efforts, a tax audit modernization action plan will be developed and approved, outlining key strategies for improving audit efficiency. The STS will also create dashboards and implement data visualization tools to enhance its monitoring system, ensuring better oversight and analysis of taxpayer compliance. Additionally, the risk assessment framework will be improved to increase the number of planned audit cases, ensuring that at least 30 percent of audits between July 2026 and June 2027 are based on risk analysis. By implementing these reforms, the STS will strengthen tax enforcement mechanisms, improve revenue collection, and support Moldova's economic development and EU integration.

Key stakeholders in Moldova's digital transformation of tax services and compliance risk management include the State Tax Service, Ministry of Finance, Government of Moldova, European Union, international financial institutions, and IT teams.

Reform 3.6.14-15: Strengthened external audit system and public internal and financial control

Challenges

The external audit in the Republic of Moldova is carried out by the Court of Accounts (CoA), an autonomous public authority that reports to Parliament. The CoA's independence, mandate, and organisation are adequately established in the Law on the Organisation and Functioning of the Court of Accounts. However, critical elements of its independence are not upheld in practice, as the implementation of other laws undermines essential aspects of the CoA's operational effectiveness.

The full independence of the Court of Accounts should be ensured in accordance with INTOSAI-P 10 (Mexico Declaration on SAI Independence), Principle 8, which stipulates that the SAI should have access to necessary and reasonable human, material, and financial resources, without control or direction from the Executive regarding these resources. In this context, laws related to the budget, public service, and salaries should be amended and implemented to prevent compromising the CoA's organisational and financial independence.

The status of the Supreme Audit Institution, as a constitutional public authority, implies an adequate salary level for the CoA's employees. In practice, the situation is unsatisfactory, as employees of most public entities audited by the CoA receive higher salaries than those at the Court of Accounts.

Improvements are necessary to enhance performance auditing. Although the CoA conducts performance audits, the scope and coverage of policy areas are relatively limited. Developing the capacity for performance audits is a priority within the CoA's strategies. The CoA Development Strategy for 2021–2025 focuses on objectives that strengthen performance auditing: building institutional capacity to conduct high-quality performance audits; ensuring audit methodology aligns with international standards for supreme audit institutions; and performing audits in areas of significant relevance to society to contribute to the efficiency of public spending and the enhancement of public services.

Objective

The reform aims to increase the budgetary independence of the Court of Accounts. To ensure financial independence and implement the recommendations of the European Commission, the draft law to amend Article 4 of Law No. 260/2017 regarding the approval method for the CoA budget should be adopted. Salaries for CoA employees should not be less than those in central public authorities (audited entities). The aim of the reform is to ensure the sustainability of the performance audit function of the Court of Accounts as well.

Qualitative and Quantitative Steps to be taken under this reform

- *Legal amendments are adopted increasing budgetary independence of the Court of Accounts. June 2026*
- *External audit function is strengthened through enhanced performance audits and better follow up of recommendations: (i) The share of total CoA audit capacity devoted to performance audits increases to 15%; (ii) The share of CoA recommendations addressed to the audited public institutions for all types of audits performed in 2025 is on the positive trend, with at least 50% of recommendations partially or fully implemented. (iii) CoA capacities are strengthened. June 2027*

Description of implementation

The Court of Accounts (CoA) has drafted a legislative proposal to amend Article 4, paragraph (3) of Law No. 260/2017, ensuring that the CoA's draft budget is submitted directly to the parliamentary committee responsible for budgetary matters. This committee will express its position on the final version of the CoA's budget for the following year and forward it to the Government for inclusion in the draft State Budget Law. Since the CoA lacks legislative initiative, the proposed amendment must be promoted in Parliament by a central public authority or a parliamentary committee. To strengthen the CoA’s financial independence and align with international best practices, legal amendments should be adopted by Parliament by June 2026, ensuring that the CoA’s budget is approved without executive interference. Parliamentary procedures will be adjusted accordingly to support this reform. Additionally, the salaries of CoA employees should be raised to levels at least equal to those in central public authorities (audited entities), securing the institution’s capacity to attract and retain qualified professionals.

To enhance the effectiveness of public financial oversight, the CoA will strengthen its external audit function by expanding its capacity for performance audits and ensuring better follow-up on audit recommendations by public institutions. The share of the CoA’s total audit capacity dedicated to performance audits will increase to 15%, reinforcing the institution’s ability to assess the efficiency and impact of public spending. Moreover, the implementation rate of CoA recommendations by audited entities is expected to improve, with at least 50% of recommendations being partially or fully implemented by 2025. Legal amendments to the CoA law and other relevant legislation will be adopted to align the institution’s regulatory framework with international standards, eliminating inconsistencies with other laws and enhancing the overall efficiency of audit processes.

The CoA will strengthen its institutional capacities by partnering with external organisations, including the Swedish National Audit Office, to sustain and improve its performance audit function. Under the 2025-2030 development project, specific training and coaching programmes will be provided to CoA performance auditors, equipping them with advanced skills to conduct high-quality audits. The CoA will also focus on identifying audit topics of significant public interest, increasing the number of performance audits from two in 2025 to four in 2026. In parallel, risk-based tax audits will be expanded, ensuring that at least 30% of all audits conducted between July 2026 and June 2027 are risk-based. Additionally, an automated case management system will be implemented, and a secure data warehouse will be developed to enable the State Tax Service (STS) to process and analyse large volumes of tax data efficiently. These initiatives will enhance Moldova’s public financial management system, strengthen compliance enforcement, and ensure greater accountability in the public sector spending.

Reform 3.6.16: Strengthened external audit system and public internal and financial control

Challenges

The Republic of Moldova has made significant progress in aligning its Public Internal Financial Control (PIFC) framework with international standards and EU best practices. However, several challenges remain in implementing risk management, including insufficient integration of fraud and anti-corruption risk assessments, limited capacity within public bodies to adopt internal control standards, and a lack of digital tools to assist in monitoring and reporting risks.

Risk management is not systematically integrated into the daily operations of central authorities (ministries and agencies). The development of risk registers and risk strategies is at a minimal level. This is partly attributed to a lack of awareness and understanding of internal control requirements, as well as insufficient capacity and skills among public sector managers and staff regarding risk identification, assessment, and mitigation. Furthermore, the absence of an integrated IT system for risk management linked to planning and reporting of performance results has resulted in limited oversight and institutional effectiveness coordination.

Objective

The reform aims to institutionalise risk management in central public bodies, including structured fraud and anti-corruption data, with implemented risk procedures across at least 50% of central government entities. Additionally, the integrated risk management module within the E-Monitorizare IT system (dedicated to public policy monitoring) will facilitate planning and real-time reporting and decision-making at both strategic and operational levels of Government.

Qualitative and quantitative steps to be taken under this reform

- *Risk management approach in PIFC is rolled out: (i) guidelines for management in central level public institutions are aligned with EU-best practices, based on internationally recognized risk management frameworks, and implemented in at least 50% of first level budget user organization (ministries, agencies); (ii) Risk management tool, supportive and aligned with the risk management guidance which is based on EU best practices and internationally recognized risk management frameworks, integrated within the IT system for monitoring and reporting of the central Government performance (E-monitorizare) is operational in at least 50% of central government public bodies. December 2026*

Description of implementation

Moldova will implement a structured and systematic approach to risk management across central government, aligning with EU best practices and internationally recognised risk management frameworks. The Risk Management Guide, which includes comprehensive procedures for identifying, assessing, and mitigating fraud and corruption risks, will serve as the primary reference for public institutions. To ensure its practical applicability, a pilot exercise will be conducted within a selected central public body, providing an opportunity to refine and adapt the guidelines based on real-world implementation. The insights gained from this pilot will be used to facilitate a phased rollout of risk management practices across ministries, subordinate institutions, and agencies, ensuring a consistent and effective framework for risk control at the national level.

To reinforce institutional oversight and accountability, a risk management tool will be integrated into the government's IT system, E-Monitorizare, which is currently being developed to enhance public policy planning, monitoring, and reporting. This digital tool will enable central public bodies to systematically track, report, and address risk-related issues, thereby improving decision-making and response mechanisms. By 2026, at least 50% of central public bodies, including ministries, subordinate institutions, and agencies, are expected to have adopted structured risk management procedures, thereby ensuring a more resilient and transparent governance framework.

The reform will be led by the Ministry of Finance in coordination with the State Chancellery as key stakeholders.

Reform 3.6.17: Strengthened public internal and financial control and audit systems

Challenges

While Moldova has established a well-structured legislative framework for PIFC, key institutional weaknesses in human resources and expertise hinder its effectiveness. The PIFC Council and the Central Harmonisation Unit (CHU) are the primary entities responsible for coordinating and harmonising internal control and audit practices across the public sector. The Ministry of Finance (MoF) monitors developments in the PIFC arena and reports to the Government through an annual PIFC Consolidated Report. However, the CHU's limited capacities impede its ability to comprehensively monitor and oversee the implementation of internal control and audit standards across the public sector. Specifically, the CHU's resources are inadequate to ensure sufficient oversight of developments at the local government level. In this context, an IT tool should be considered to efficiently enhance the oversight capabilities of the CHU way.

Objective

Strengthen the PIFC governance structure by enhancing the MoF CHU's capacity and expanding the mandate of the PIFC Council to improve oversight of internal audit independence. The consolidated CHU capacity, achieved through enhanced expertise and resources, along with the introduction of an IT-based reporting tool, will facilitate more efficient coordination and monitoring of internal control and internal audit practices across the public sector.

Qualitative and quantitative steps to be taken under this reform

- *Public internal financial control system is strengthened: (i) The mandate of the PIFC Council is strengthened through increased oversight capabilities on the independent functioning of the internal audit activity. (ii) The capacity and resources of the CHU are enhanced, including the increase of CHU staff and PIFC IT reporting tool is extended to local governments; (iii) the network of internal control coordinators is extended to local public administrations. June 2027*

Description of implementation

Moldova will implement comprehensive institutional reforms to enhance the coordination and effectiveness of Public Internal Financial Control (PIFC) implementation. The mandate of the PIFC Council will be expanded to strengthen its oversight capabilities, ensuring the independence of internal audit functions within public institutions. This reform will guarantee that internal audit units operate free from external influence and can objectively evaluate public management and control systems. The organisation and regulatory framework of the PIFC Council will be revised to bolster its role in maintaining the integrity and efficiency of internal audit functions, with existing internal audit units as the primary beneficiaries of this initiative.

The capacity of the Central Harmonisation Unit (CHU) within the Ministry of Finance will be significantly enhanced to improve its coordinating and monitoring functions. This will include increasing CHU staffing to a minimum of ten experts and providing the unit with additional technical and financial resources. A priority focus will be the exchange of best practices with EU member states, equipping CHU personnel with specialised knowledge in internal control and audit processes. Furthermore, a new IT tool for monitoring and reporting PIFC implementation will be introduced, extending its reach to local administrations with populations exceeding 50,000 inhabitants. This tool will enhance oversight by enabling the CHU to systematically track compliance, identify weaknesses, and ensure adherence to EU-aligned internal control principles.

The reform will be implemented by the Ministry of Finance, with support from key stakeholders represented in the PIFC Council, including the Court of Accounts, the State Chancellery, relevant professional civil society organisations, and academia.

Reform 3.7.18-21: Antifraud measures and protection of EU financial interests

Challenges

Ensuring the protection of EU financial interests remains a fundamental challenge for Moldova as it progresses with its reform agenda. The European Commission has emphasised the importance of preventing financial fraud, recognising that effective safeguards are crucial for maintaining trust in the management of EU funds. Strengthening anti-fraud measures is essential not only for ensuring high-quality fund absorption but also for enhancing Moldova’s institutional credibility and reinforcing its commitment to transparency, accountability, and the rule of law. However, Moldova currently lacks a structured and comprehensive national anti-fraud strategy aligned with European best practices. The absence of a unified framework weakens institutional coordination, limits interagency cooperation, and results in inconsistencies in fraud prevention, detection, and reporting. Establishing a strategic and structured approach will be critical in addressing these gaps and ensuring a more effective anti-fraud system.

Despite efforts to bolster financial control mechanisms, Moldova continues to encounter challenges in establishing a robust system for managing and investigating fraud and irregularities. While the revision of the State Financial Control Inspectorate’s regulatory framework has expanded its mandate to protect EU financial interests, further enhancements are necessary. Institutional capacity remains a key challenge, as clear procedural guidelines for financial investigations are still absent. The lack of a unified methodology for fraud detection, documentation, and reporting leads to fragmented practices, while insufficient training and resource allocation impede the effectiveness of investigations. Moreover, weak coordination between financial control and internal audit functions creates inefficiencies, reducing the overall effectiveness of fraud prevention mechanisms. Addressing these issues will require targeted investments in institutional capacity building, streamlined procedures, and enhanced inter-agency cooperation.

A critical step towards overcoming these challenges is the digitisation of the National Anti-Fraud System through the development and operationalisation of an integrated information system. This system will facilitate real-time reporting, monitoring, and coordination of fraud prevention efforts, significantly improving the responsiveness and efficiency of financial oversight institutions. By enhancing communication and collaboration between national institutions and international partners, particularly the European Anti-Fraud Office (OLAF), Moldova will strengthen its ability to detect and prevent financial fraud. The successful implementation of this system will be instrumental in aligning Moldova’s financial oversight mechanisms with EU standards, ensuring the efficient and transparent management of public funds.

Moldova's legislative framework to combat financial crime is incomplete, fragmented, and lacks the necessary provisions for the effective prevention and investigation of these crimes. This is reflected in the country's low ranking in the Global Financial Integrity Index (GFI), which measures the effectiveness of financial systems in preventing illicit financial flows. Corruption and a lack of transparency in Moldova's financial sector can facilitate financial crime. The level of corruption in the country undermines the effectiveness of law enforcement agencies in addressing financial crime. Consequently, establishing a financial crime investigation system is essential to give particular attention to managing related corruption risks. It is deemed necessary to modernise and streamline the approach of certain national institutions towards preventing and combating crimes and other offences against the Republic of Moldova's financial system. Effective financial oversight requires robust documentation mechanisms that enable comprehensive monitoring of public funds and assets. By strengthening a national authority to detect such crimes and generate substantial documentation, external partners and law enforcement agencies can benefit from a rigorous evidentiary framework. This approach ensures transparency, accountability, and systematic verification of financial transactions at state and union resource levels, ultimately bolstering the integrity of budget management and governance.

Objective

The government aims to develop and adopt a national medium-term strategic framework for the protection of EU financial interests, ensuring a structured and coordinated approach to fraud prevention, detection, and investigation. This framework will define clear institutional responsibilities, strengthen procedural guidelines, and integrate best practices recommended by the European Anti-Fraud Office (OLAF). By establishing a more robust and transparent system, Moldova will enhance its capacity to safeguard the integrity and proper use of EU funds, thereby reinforcing trust in its financial oversight mechanisms.

A key objective is to develop and implement a standardised methodology for managing and investigating fraud and irregularities, ensuring full compliance with EU standards. This methodology will provide a structured and transparent framework for detecting, documenting, and responding to financial misconduct, addressing inconsistencies in current investigative practices. Strengthening these mechanisms will significantly improve the credibility and effectiveness of the State Financial Control Inspectorate, ensuring that fraud prevention efforts are systematic, evidence-based, and aligned with international best practices.

A critical priority is the digitisation of the national anti-fraud system through the development and operationalisation of an integrated information system. This system will enable real-time reporting, monitoring, and coordination of fraud prevention efforts, enhancing the responsiveness of oversight institutions. By facilitating seamless communication and collaboration between national agencies and international partners, including OLAF, Moldova will bolster its capacity to detect, prevent, and address financial fraud, ensuring the transparent and efficient management of public funds.

Another objective is to adjust the legal framework thus assigning competences and strengthen the current national financial crime investigation system to ensure the integrity and security of national and EU financial flows. It involves a combination of legal reforms, capacity building, and strategic cooperation.

Qualitative and quantitative steps to be taken under this reform

- *AFCOS network is established and implemented through formally assigning the national AFCOS coordinator, amending the regulatory framework to establish the Anti-Fraud Coordination Platform and signing relevant agreements between the MD national public institutions participating in the protection of EU's financial interests. December 2025*
- *A multi-year Anti-Fraud strategy framework is adopted. This includes a comprehensive action plan aligned with the guidelines set by the European Anti-Fraud Office (OLAF) for national anti-fraud strategies. The methodology for managing / investigating irregularities and fraud is adopted ensuring a structured and consistent approach to the reporting of these cases. The new methodology is piloted in at least 2 public authorities that use EU funds and then rolled out nationally. December 2026*
- *Automated information system for anti-fraud monitoring and coordination is operational. Anti-Fraud Information System is made operational integrating key modules to streamline anti-fraud processes including the Register of Irregularities and Suspected Fraud and Reception/Dissemination/Monitoring System for Anti-Fraud Coordination. December 2027*
- *In consultation with the European Commission services, strengthening the financial crime investigation system, by reviewing legal competences and increasing capacities of national specialized investigative bodies to proactively detect and investigate financial crimes and related illegal acts which affect financial interests of Moldova and the EU. June 2026*

Description of implementation

Moldova will develop a national anti-fraud strategic framework based on best practices from OLAF and EU member states, ensuring a structured approach to fraud prevention, detection, and reporting. A Government Decision will designate the State Financial Control Inspectorate as the National Anti-Fraud Coordination Authority, expanding its responsibilities in cross-border cooperation. Another decision will regulate the institutional framework and operational mechanisms of AFCOS to clarify roles and improve coordination. To enhance inter-institutional cooperation, agreements will be signed between national authorities involved in protecting EU financial interests. The Ministry of Finance will lead the reform, while the State Financial Control Inspectorate will strengthen its operational capacity to implement the National Anti-Fraud Programme effectively.

A comprehensive review of the legal and institutional framework for fraud detection and financial investigations will identify gaps and guide necessary reforms. The national medium-term strategic framework for protecting EU financial interests will be adopted, integrating safeguards against fraud and misappropriation of funds. An order from the Ministry of Finance will establish standardised fraud documentation, investigation, and reporting procedures, ensuring consistency across institutions. Capacity-building initiatives will include specialised training for financial investigators, while inter-institutional cooperation will be reinforced by defining the roles of financial control and internal audit functions. The State Financial Control Inspectorate will oversee these reforms, improving oversight, accountability, and fraud documentation processes across the AFCOS network.

The automated information system for anti-fraud monitoring will be implemented in two phases. The first phase, led by the Ministry of Finance with support from the State Financial Control Inspectorate, will focus on regulatory compliance, technical feasibility, and securing government approval through a Government Decision defining system specifications and operational regulations. The second phase will involve system development, pilot testing by AFCOS agencies, and full national deployment. Once operational, the system will provide real-time fraud monitoring, enhance data analysis, and ensure continuous improvements for adaptability and efficiency. This data-driven approach will strengthen Moldova’s ability to detect, prevent, and respond to financial fraud, to reinforce institutional accountability and to align with EU best practices.

Discussions are currently underway on several alternative options for strengthening the system for investigating financial crimes. Among the options discussed are - strengthening the State Tax Service Anti-Fraud General Directorate, Financial Control Inspectorate, expanding the powers of the National Anti-Corruption Centre, or creating a separate specialized Financial Crimes Investigation Agency. Government decision on the revised mandates and capacities will be facilitated by the implementation of a costed roadmap/implementation plan, leading to the budgetary resources provided within the national budget law. All undertaken decisions and measures will be in close consultation with the European Commission services.

SUB-AREA 3.2: SOE reform

Reform 3.8.22-24. Making the SOE sector sustainable and financially viable

Challenges

The development of the investment profile, along with the necessary specification documents, poses a significant challenge for some state-owned enterprises engaged in production activities, such as the State Enterprise "Fabrica de Sticlă din Chișinău." These enterprises require multiple specification documents, which can complicate and prolong the process. Ensuring the accuracy and completeness of these documents is crucial for attracting investment and facilitating enterprise restructuring; however, many SOEs may lack the internal expertise or resources needed to comply with these requirements efficiently.

The liquidation and reorganisation of SOEs introduce additional complexities. For category 5 enterprises recommended for liquidation, the Public Property Agency encounters challenges in overseeing the process, as liquidation is conducted under judicial procedures established in the Civil Code, rather than through unilateral agency decisions. This reliance on court rulings can slow the process and limit the agency’s ability to expedite liquidation. Similarly, category 2 enterprises, which are recommended for reorganisation into different legal forms, require collaboration among multiple central public authorities. Since SOE restructuring must be approved by Government decision and advocated by the relevant branch ministry with the support of the Public Property Agency, this process may be protracted, further delaying much-needed reforms.

Another challenge presently faced by the Public Property Agency is the low interest among experts in serving as independent members of SOE boards of directors. This lack of interest may stem from limited incentives, governance concerns, or reputational risks associated with state-owned enterprises. Without attracting qualified professionals, SOEs may struggle to enhance corporate governance, accountability, and strategic decision-making, ultimately hindering efforts to modernise and increase their efficiency.

Objective

The objective is to privatise state-owned enterprises through transparent and competitive procedures, ensuring that qualified investors acquire and develop these enterprises to enhance their efficiency, competitiveness, and contributions to the national economy. The privatisation process will be conducted through investment competitions, promoting sustainable business growth while fostering a more dynamic and market-driven economic environment. By ensuring that privatisation is conducted in a fair and open manner, the government aims to attract strategic investors capable of modernising these enterprises and increasing their impact on the domestic market.

Another key objective is to streamline the SOE sector by liquidating non-viable enterprises, allowing the Public Property Agency to focus on improving corporate governance within profitable and well-functioning SOEs. This will ensure that only commercially viable enterprises continue operating under a corporate structure, while SOEs engaged in social activities will transition into public organisations rather than functioning as commercial entities. This restructuring will create a more transparent, efficient, and sustainable SOE sector, aligning with best practices in public asset management and ensuring that state resources are allocated effectively.

Improving corporate governance is also a priority, with a focus on enhancing expertise on SOE boards of directors and reducing governmental and political influence in decision-making. By attracting independent professionals with relevant experience, SOEs will benefit from improved strategic oversight, transparency, and accountability. Strengthening board leadership will contribute to better decision-making, increased efficiency, and long-term sustainability, ensuring that state-owned enterprises operate based on sound business principles and market principles competitiveness.

Qualitative and Quantitative Steps to be taken under this reform

- *Investment profiles for 5 SOEs are elaborated and privatisation procedures are launched. June 2026*
- *At least 10 (out of 97 inactive and loss-making) SOEs are liquidated and at least 15 are reorganised (out of 55 classified for changing the legal form of organisation). December 2026*
- *SOE accountability and corporate governance are strengthened: (i) Rules are amended to require the appointment of 1/3 of independent board members in the SOEs remaining in state property while remuneration rules and KPIs for SOE board members are adjusted to provide for adequate remuneration of board members in the SOEs remaining in state property. Rules are amended introducing requirement for an independent member in the selection committee. June 2027*
    - *The new boards of directors in key 12 SOEs including in telecoms, rail, electricity, gas, and metal processing are appointed, with at least 1/3 of members being independent.*
    - *The requirement is introduced to publish the SOE audits while their quality requirements are strengthened; corporate governance code for SOEs is adopted at the company level by at least 90% of active SOEs and the annual corporate governance implementation reports are published.*

Description of implementation

The Public Property Agency is currently contracting an evaluator to assess the State Enterprise „Fabrica de Sticlă din Chișinău” and provide recommendations for additional specification documents necessary for privatisation. In accordance with Article 25 of Law No. 121/2007 on the administration and deetatization of public property, eligible participants in the privatisation process include natural and legal persons from Moldova, foreign private individuals and legal entities, as well as associations formed by these groups. To expand international interest and attract potential investors, the Ministry of Foreign Affairs and Invest Moldova are actively supporting the Public Property Agency in promoting privatisations abroad. These efforts aim to enhance competitiveness and ensure a more efficient and transparent privatisation process.

The implementation of privatisation and restructuring measures is guided by the Mechanism of Triage for State Enterprises and Commercial Companies with State Participation, as established by Government Decision No. 819/2023. Within this framework, enterprises have been categorised based on their viability and strategic importance. For category 2 enterprises, which are recommended for reorganisation into a different legal form, the government has adopted decisions for the reorganisation of 11 SOEs, with several already finalised. In category 5, which includes enterprises recommended for liquidation, seven SOEs have been successfully liquidated. These actions contribute to streamlining the state-owned enterprise sector, focusing resources on viable businesses while ensuring the responsible management of non-performing assets.

Strengthening SOE corporate governance is a priority, with legal amendments making the inclusion of independent board members mandatory rather than optional. SOEs remaining under state ownership must have at least one-third of independent board members, ensuring professional oversight. The selection process will be refined by requiring an independent expert on the selection committee, while remuneration rules and performance indicators will be adjusted to align with best governance practices. New boards of directors will be appointed in 12 key SOEs, including JSC „Moldtelecom," JSC „Termoelectrica," JSC „Energocom," JSC „Metalferos," and SE „Poșta Moldovei," among others. These appointments will follow the government's triage exercise, ensuring professional and performance-oriented leadership. To enhance transparency, the legal framework will require independent SOE audits and the publication of annual audit reports on the websites of the Ministry or Public Property Agency. At least 90% of active SOEs will be required to adopt an SOE Corporate Governance Code, with annual implementation reports made publicly available. These reforms will align Moldova's SOE governance with international best practices, strengthening investor confidence, promoting responsible state ownership, and ensuring long-term financial stability.

The main stakeholders include the Public Property Agency, the Ministry of Finance, and sectoral ministries, while the beneficiaries are state-owned enterprises, investors, and the broader economy, which will benefit from improved governance, transparency, and efficiency in the management of public assets.

SUB-AREA 3.3: Public administration reform

Reform 3.9.25: Ensuring a flexible and efficient institutional system of the central public administration by reforming the public institutions (agencies) and increasing their administrative capacities

Challenges

Law no. 98/2012 on specialised central public administration establishes the general regulatory framework for central public administration as well as the fundamental principles of its organisation and functioning. However, the existing provisions must be strengthened to create a robust and coherent system of accountability and performance management. This includes ensuring a clearer delineation of responsibilities among central public authorities and establishing uniform criteria for efficiency, accountability, and transparency to enhance the operation of public authorities and institutions.

Currently, the regulatory framework governing public institutions is fragmented and partially contradictory. Key concepts such as 'implementing institution' and 'self-financing institution' are defined inconsistently. Additionally, non-uniform rules exist regarding the establishment and operation of public institutions, with unclear definitions of „subordination" and „independence" in legal and financial contexts, as well as non-transparent financial-budgetary reporting rules that differ from those applicable to public institutions authorities.

Objective

The central public administration system is rationalised and streamlined through a unitary, coherent, and transparent regulatory framework, which eliminates overlaps and clarifies the distinctions between public authorities and public institutions. The objective of the reform is to ensure a unitary, coherent, and transparent regulatory framework for public institutions, excluding those in education, research, health, culture, youth, and sports, which are governed by specific legislation. As a baseline, 80 public institutions providing administrative services will be restructured and integrated under a single law governing public institutions. Additionally, 90% of central public authorities will be restructured and placed under the jurisdiction of the relevant ministries where policies are developed. Simultaneously, only those with intersectoral responsibilities will remain under the direct coordination of the Government, ensuring effective control and performance management. This process will eliminate overlaps, establish a clear distinction between public authorities and institutions, and enhance governance efficiency.

Qualitative and Quantitative Steps to be taken under this reform

- *Public institutions (covered by the provisions of the Law on public institutions) are aligned with the standard regulatory framework (internal governance, HRM, pay system and budgetary planning and reporting including on subsidies), through the development and approval of the primary and secondary legislation. Central public authorities subordinated to the Government are restructured based on the analysis of their functions and competences and are aligned with the SIGMA principles, (ministries focus on policy development, the administrative authorities subordinated to the ministries ensure policy implementation). 90% of central public authorities that are subordinated to the Government are restructured. December 2027*

Description of implementation

The reform of public institutions will proceed with the objective of creating a more coherent and efficient governance framework. By the end of 2027, approximately 80 public institutions providing administrative services will be assessed and reorganised under the new Law on Public Institutions, ensuring their integration into a unified system of central public administration. To achieve this, the legal framework will be amended to establish a transparent and consistent regulatory structure for all public institutions, except those in education, research, health, culture, youth, and sports, which will continue to be governed by sector-specific laws. This reform will provide clear criteria for efficiency, accountability, and transparency, optimising institutional operations and aligning them with modern public administration principles.

By the end of 2026, the responsibilities of central public authorities will be distinctly delineated to streamline governance. Ministries will focus exclusively on policy-making, while their subordinate administrative authorities will be tasked with policy implementation. In line with this restructuring, 90% of central public authorities currently subordinated to the Government will be migrated under the relevant ministries, ensuring a more logical and efficient institutional hierarchy. Only public authorities with intersectoral responsibilities will remain directly coordinated by the Government. This reform will reduce fragmentation, eliminate duplication of functions, and enhance coordination between policy-making and execution.

By establishing a clear distinction between strategic governance and administrative implementation, the reform will promote a more efficient, results-driven public administration. The restructuring will improve decision-making processes, strengthen institutional accountability, and enhance service delivery to citizens and businesses. These changes will contribute to a more transparent and performance-oriented public sector, ensuring that institutions operate with greater effectiveness and responsiveness to national priorities.

The main stakeholders in this reform include the Government, the Ministry of Finance, sectoral ministries, and the Public Property Agency, while the primary beneficiaries will be public institutions, businesses, and citizens, who will experience improved governance, greater transparency, and more efficient public service delivery.

Reform 3.9.26-27: Establishing an efficient career development framework and a unitary and transparent remuneration system, to make public service more attractive and performant

Challenges

The current salary system in Moldova’s public sector has evolved due to changes made during the adoption and implementation of the regulatory framework. These adjustments have directly affected the hierarchy of positions and contributed to systemic challenges associated with equity and competitiveness. The system does not provide competitive salaries, making it difficult to attract and retain qualified staff. Moreover, the salary structure lacks transparency because of the numerous components and reference values used to calculate wages. This has led to disparities within public sector pay scales, inconsistencies when compared with private sector salaries, and insufficient incentives for professional performance. To address these issues, the unified salary system must be revised to align with key principles such as non-discrimination, equity, coherence, and financial sustainability. Ensuring equal pay for equal work will be crucial in enhancing the efficiency and attractiveness of public service employment.

Moldova has made strides in modernising its civil service regulatory framework, aligning it with SIGMA/OECD Public Administration Principles based on recommendations from the 2023 SIGMA Monitoring Report. In 2024, regulatory updates were introduced to strengthen civil service management, ensuring a professional, impartial, transparent, and efficient workforce that serves the interests of both society and the state. However, the absence of a unified and functional information system for human resource management remains a critical gap. A modern system could provide updated and comprehensive personnel data across public authorities while serving as a valuable tool for HR administrators. The Regulation on the organisation and functioning of the IS "Register of Public Functions and Civil Servants" (IS RPFCS), approved by Government Decision No. 106/2014, initially mandated its use in managing public sector human resources. Nevertheless, technical and organisational challenges have hindered its effective implementation, limiting its intended role in enhancing transparency and personnel administration.

Despite initial plans to improve IS RPFCS through the 2017 Public Administration Reform Strategy, the system was never fully developed or implemented. In 2019, data migration to the MCloud platform resulted in prolonged system inoperability, causing many public authorities to abandon its use. Consequently, IS RPFCS has not succeeded in becoming an operational tool for managing human resources efficiently. Technical difficulties, inconsistent usage, and outdated data have further undermined its functionality. Without a viable digital solution, public authorities encounter significant limitations in managing human resources transparently and effectively. This highlights the urgent need for a modern and fully functional human resource management system that ensures accurate personnel tracking, facilitates policy implementation, and supports a more efficient public service administration.

Objective

The salary reform aims to establish a fair, transparent, and competitive unified salary system that enhances equity and attractiveness in the public sector. It will unify and standardise salary calculations, strengthen the fixed salary component, and re-hierarchise the salary scale to reflect job responsibilities and career progression. Clear criteria for salary increases will be introduced with specific milestones to ensure structured adjustments. These measures will make public sector salaries more competitive, thereby improving the ability to attract and retain skilled professionals while enhancing workforce motivation and efficiency.

Another key objective is to provide public administration authorities with reliable staffing data to support informed decision-making. This will be achieved by automating personnel management processes, enabling officials to maintain electronic personal files and generate administrative documents digitally. The system will streamline key HR procedures such as recruitment, professional development, and performance evaluation while ensuring a continuously updated national database for real-time reporting. By digitalising civil service management, this initiative will enhance efficiency, transparency, and accountability in public sector human resource administration.

Qualitative and Quantitative Steps to be taken under this reform

- *Civil service salary reform. June 2027:*
  - *Adopting a new salary grid based on job evaluation results;*
  - *Reducing salary grid reference values from 9 to at most 6 are adopted and implemented;*
  - *Increasing the fixed salary part to 70% of payroll budget of the institution;*
  - *Defining clear conditions for targeted performance-based salary supplements.*
- *A human resource management information system (HRMIS) for all central level government institutions is established with at least 3 modules being operational. December 2027*

Description of implementation

The public sector salary reform aims to establish a fair and sustainable remuneration system by addressing existing salary disparities, restoring the hierarchy of positions across sectors, revising the bonus allocation system, and introducing a performance-based incentive structure. This initiative will involve collaboration with both local and central public authorities, as well as representatives of national trade unions, ensuring broad participation in the reform process. The goal is to create a transparent and equitable salary system that enhances the attractiveness and efficiency of public service. To achieve this, Law No. 270/2018 on the unified salary system in the public sector and its secondary regulatory framework will be revised by the end of 2026. Key measures will include the consolidation of reference values for salary calculations, the reevaluation and reordering of positions, and the restructuring of fixed and variable salary components. The reform will be implemented through an Action Plan for 2026–2032, which will be finalised by the end of 2025, ensuring a structured and long-term approach to salary modernisation. In parallel, the modernisation of human resource management in the public sector will be a crucial component of broader administrative reforms. The transition to a centralised recruitment and HR system will be introduced gradually, supported by a newly adopted legislative and regulatory framework that defines the system's concept, regulation, and technical specifications. To ensure proper implementation, a specialised unit within the State Chancellery's Department on Civil Service Management will be established to oversee the development, coordination, and monitoring of the Human Resource Management Information System (HRMIS). This system will automate key HR processes, making recruitment, selection, and professional development more efficient while ensuring a fair, merit-based approach to career advancement. The first phase of HRMIS implementation, running until 2027, will focus on the development of essential system components, including databases for public authorities, structured organisational charts, access rights, and personal profiles for civil servants. Key modules such as employment relations, leave management, and civil servants reserve pool will be introduced to streamline personnel administration. A phased public procurement process will ensure the selection of an IT solution developer, enabling modular system development that meets interoperability and functional requirements. Initial implementation will begin at the central level, integrating up to three modules before conducting final testing and training HR personnel. By fully digitalising HR processes, the reform will improve decision-making through real-time data, enhance transparency, and strengthen workforce management across public administration, ultimately leading to a more accountable and performance-driven civil service. The main stakeholders include the Government, the Ministry of Finance, the State Chancellery, sectoral ministries, and public institutions, while the beneficiaries are civil servants, public administration authorities, and the broader public, who will benefit from a more transparent, efficient, and equitable salary and human resource management system.

Reform 3.9.28: Establishing an efficient career development framework and a more transparent remuneration system, to make public service more attractive and performant

Challenges

The efficiency of public administration largely depends on the human resource management systems employed by public authorities, the professionalism of civil servants, and their commitment to meeting citizens' legitimate needs and interests. Currently, the civil service recruitment system is decentralised, and various challenges affect the efficiency and transparency of the selection process. The absence of recruitment monitoring and comprehensive workforce strategies prevents public administration authorities and the State Chancellery from anticipating and proactively addressing these challenges.

Moreover, despite legislation mandating objective eligibility criteria and selection methods for public positions, competition committees are highly susceptible to political influence. According to the SIGMA Monitoring Report "Public Administration in the Republic of Moldova" (2023), in 2022, an average of only two candidates were announced for each vacant position, raising serious concerns regarding the quality of recruits, as 57% of vacancies were filled despite this low rate. Additionally, SIGMA experts identified that during this period, a significant problem was that most appointments to senior public management positions were made without competition. In 2021, 43% of vacant positions in this category were filled through competition, while in 2022, none of the seven appointments to these roles resulted from a competitive process.

The inconsistency in recruitment procedures results in varying selection criteria based on the public authority, leading to discrepancies in competency standards and complicating the assurance of a fair level of professionalism. Furthermore, the lack of transparency in decentralised recruitment processes can undermine public trust, as there are no effective monitoring or control mechanisms to guarantee the objectivity and fairness of selections.

Additionally, each public authority's recruitment management contributes to inefficient resource use and delays in filling vacant public positions, which adversely affects the public administration's capacity to operate optimally. Moreover, practices that actively promote professional recruitment, such as systematic training for competition committee members, remain limited and inconsistently applied across public authorities.

Another significant obstacle is the restricted access to talent. The absence of a centralised platform complicates candidates' ability to identify employment opportunities, diminishing the diversity and quality of human resources in the public sector. Furthermore, the lack of a unified system hampers the collection and analysis of recruitment data, impeding the evaluation of process effectiveness and the implementation of improvement measures.

These factors, coupled with the committees' vulnerability to unwarranted political influences, hinder objective and professional selection. They underscore the necessity for a centralised approach to ensure coherence, transparency, and efficiency in civil servant selection, thereby enhancing professionalism in public administration. In this regard, it is proposed to pilot a centralised recruitment system for specific categories or types of public positions within central public administration to achieve a higher level of transparency, meritocracy, and standardisation in the process of accessing public roles. During this reference period, the Public Function Management Directorate will be bolstered by establishing a specialised subdivision to pilot the centralised recruitment

Objective

The objective of the centralised recruitment system reform is to modernise and streamline the civil servant selection process, ensuring efficiency, transparency, and merit-based hiring. By reducing bureaucracy, the reform will create a faster, more cost-effective process for both public authorities and candidates. A key priority is to establish uniform, objective evaluation criteria that guarantee the selection of the most qualified individuals, thereby strengthening the professional capacity of public administration and improving the quality of services provided to citizens. The reform will be grounded in the principles of open competition, transparency, rigorous competency-based evaluation, and equal access to public positions for all eligible candidates.

A critical component of this transformation is the creation of a specialised subdivision within the Public Function Management Directorate of the State Chancellery, which will oversee centralised recruitment, serve as an expertise centre for selection processes, promote best practices, and ensure coherence and standardisation across public service recruitment. This structure will enhance coordination and elevate the professionalism of civil service hiring, reinforcing political neutrality and aligning selection procedures with European standards. By developing a highly competent and adaptable workforce, the reform will foster a results-oriented administration capable of delivering efficient and high-quality services to citizens.

Beyond procedural changes, this reform represents a fundamental shift in how civil servants are recruited and integrated into public administration. The long-term goal is to establish a professional and performance-driven civil service that operates with integrity, competence, and a commitment to the public interest. By ensuring a fair and competitive selection process, the reform will enhance the overall effectiveness of governance, contribute to the modernisation of public administration, and strengthen trust.

Qualitative and Quantitative Steps to be taken under this reform

- *The career development framework is enhanced in central public authorities through piloting of the centralized recruitment system, uniform implementation of promotion and performance evaluation and adoption of a new competence framework. December 2027:*
    - *To ensure uniform access to civil service positions, the new centralised recruitment system is piloted.*
    - *Implementation of uniform promotion and performance evaluation practices in central public authorities by establishing the internal competition mechanism for promotion, adopting a methodological guide and providing trainings.*
    - *A new competence framework is adopted.*

Description of implementation

The reform of the civil servant recruitment system will be implemented through a phased and structured approach, ensuring a smooth transition to a uniform, transparent, and efficient selection process in public administration. This transformation is essential for addressing the challenges of decentralised recruitment and guaranteeing fair access to civil service positions based on merit and competence. The first step will involve strengthening the regulatory framework by defining clear rules and procedures for centralised recruitment. Existing regulations will be reviewed and aligned with civil service legislation and international best practices, introducing objective selection criteria, transparent evaluation mechanisms, and digitalised processes to enhance accessibility and efficiency. A key feature of the reform is the introduction of a standardised written test on a secure digital platform, minimising human intervention and ensuring transparency. To support this initiative, a special unit within the State Chancellery's Department for Civil Service Management will be established, and a comprehensive concept for the centralised recruitment system will be adopted. Additionally, the primary and secondary regulatory frameworks for piloting the system will be implemented, along with the necessary institutional, methodological, technical, and logistical arrangements for its execution.

A dedicated institutional structure will oversee the reform, ensuring compliance with new regulations and providing technical and methodological support to relevant institutions. Adequate resources will be allocated, trained personnel assigned, and modern tools developed to manage the selection process effectively. A key component of the reform is the professional development of those involved in recruitment, including human resource specialists and selection committees. Training sessions will be conducted to ensure the proper application of modern selection methodologies, digital tools, and competency-based evaluations. A pilot phase will be launched within selected ministries, initially targeting entry-level and senior management civil servant positions, allowing for real-time assessment of the new procedures and enabling necessary adjustments based on feedback. Furthermore, uniform promotion and performance evaluation practices will be introduced across central public authorities through the establishment of an internal competition mechanism, the adoption of a methodological guide for managers, and targeted training programmes for middle managers on performance evaluation.

Following the pilot phase, an evaluation period will assess the results and propose refinements to optimise the system. Adjustments will be made to selection criteria, procedures, and technological tools to ensure efficiency and transparency. A new competence framework for central public authorities will be developed and adopted by State Chancellery order, with key knowledge and abilities tested in the piloted centralised recruitment system. Centralised recruitment will then be progressively extended across all relevant public administration authorities, allowing time for institutions to adapt to new requirements and avoid administrative disruptions. Continuous monitoring mechanisms will be implemented to ensure recruitment remains predictable, fair, and effective. The reform is expected to significantly improve public administration by reducing recruitment timelines, increasing retention rates for newly hired personnel, and enhancing overall satisfaction within the civil service. By modernising recruitment, standardising performance evaluation, and aligning selection with competency-based criteria, this process will contribute to a more professional, capable, and future-ready public administration.

The main stakeholders include the State Chancellery, the Ministry of Finance, sectoral ministries, and public administration authorities, while the primary beneficiaries are civil servants, job applicants, and the broader public, who will benefit from a more transparent, merit-based, and efficient recruitment system that strengthens public sector performance.

4. POLICY AREA 4: SOCIAL CAPITAL

Introduction

Social capital is a critical foundation for economic resilience, inclusive growth, and societal well-being in Moldova. It encompasses the collective value embedded within social networks, the education system, labour market policies, and social protection mechanisms that foster cooperation, trust, and mutual support among citizens. Moldova faces structural challenges in effectively aligning its educational outputs with labour market demands, ensuring robust social protection systems, promoting employment, and providing equitable healthcare services. These inefficiencies have resulted in pronounced disparities in labour market participation, particularly among youth and vulnerable groups, limiting Moldova's ability to achieve sustained economic convergence with EU standards.

Addressing these challenges through targeted reforms in education, social protection, employment, and healthcare is essential. Such reforms are aimed at building a more inclusive society, enhancing workforce capabilities, reducing economic vulnerabilities, and fostering sustainable development. By investing strategically in social capital, Moldova can significantly enhance its human resource base, leading to increased productivity, improved social cohesion, and ultimately, stronger economic growth and stability.

SUB-AREA 4.1: Education

Reform 4.1.1-4: Reducing mismatch between skills and labour market demands through enhanced vocational education and training

Challenges

One of the primary challenges in vocational education and training (VET) is the lack of alignment between curricula and industry needs. Many VET programmes fail to reflect evolving labour market demands, leaving graduates without the essential skills required by employers. Rapid technological advancements and shifting industry requirements further widen this gap, making it difficult for VET institutions to provide pertinent training.

Another issue is the insufficient collaboration between the private sector and VET institutions. Close cooperation with employers is crucial to ensuring that training remains relevant and effective. However, many industries hesitate to invest in VET due to concerns about high costs and a lack of incentives, leading to uncertainty regarding the return on investment. This limits opportunities for students to gain practical experience and industry exposure.

A further challenge is the shortage of trained and qualified human resources. Many VET educators lack practical industry experience and access to ongoing professional development. Without regular training in emerging technologies and industry practices, educators may struggle to equip students with current practical skills, diminishing the overall effectiveness of vocational training.

The VET system also faces an unfavourable public perception. Many students and parents perceive vocational education as a less prestigious alternative to traditional higher education. This stigma leads to low enrolment in VET programmes and discourages talented individuals from pursuing vocational careers, ultimately contributing to skill shortages in key industries.

Additionally, insufficient career guidance and labour market information hinder students' ability to make informed decisions about their professional futures. Without clear pathways and insights into job opportunities, students may find it difficult to recognise the value of vocational training.

Another barrier is the inadequate preparation in STEAM disciplines at the general education level. A weak theoretical foundation in science, technology, engineering, arts, and mathematics renders these fields less attractive for further study and complicates learning at the university level. This lack of preparation affects students' capacity to succeed in technical and specialised vocational fields.

Gender disparities in STEAM education also remain a significant issue. These fields continue to be male-dominated, with fewer girls enrolling in subjects such as IT, mathematics, physics, computer science, and engineering. A lack of encouragement and confidence in their abilities dissuades female students from pursuing careers in these areas, further limiting diversity in the workforce.

Finally, limited financial resources present a major obstacle to the development of VET qualifications and curricula. An estimated 27 million MDL is required to develop 50% of VET qualifications and 105 curricula and qualification standards necessary to address these challenges. Without adequate funding, efforts to modernise VET programmes and improve their alignment with industry needs will remain constrained.

Objective

The measure aims to bridge the gap between labour market needs and the education system's offerings by strengthening the vocational education and training (VET) qualification framework. This approach ensures that graduates acquire the necessary skills to meet industry demands, thereby enhancing their employability and career prospects.

To achieve this objective, the first step involves identifying market needs to ensure that VET programmes respond effectively to current and future labour demands. Based on these findings, the curriculum will be aligned with the identified requirements, ensuring that training remains relevant and up to date. Additionally, VET teachers will receive comprehensive training and access to gender- and disability-sensitive teaching and learning materials approved by the Ministry of Education and Research, fostering inclusivity and accessibility in education.

Another key focus is to enhance teachers' digital skills, strengthening their ability to deliver modern, interactive, and technology-driven learning experiences. Furthermore, efforts will be made to promote the benefits of VET to potential students and their parents, aiming to improve enrolment rates and diminish the stigma associated with vocational education.

By implementing these measures, the initiative seeks to create a more responsive and inclusive VET system that equips students with the skills required for a successful transition into the labour market, ultimately contributing to a stronger and more competitive workforce.

Qualitative and Quantitative Steps to be taken under this reform

- *VET qualification framework is strengthened, with at least 50% of the active VET study programmes aligned with qualification-based curricula, and at least 4 VET programmes on green transition are approved (developed in collaboration with the private sector). December 2027.*
- *At least 50% of the active technical vocational education programs are conducted by VET teachers who have attended in-service training and make use of gender and disability-sensitive teaching and learning materials approved by order of the Ministry of Education and Research. December 2027.*
- *Populations' digital skills are strengthened, with at least 25% of teachers (in the general education and VET system) obtaining a certification of minimum level A1 on digital competencies, based on the DigiCompEdu framework, and the share of tertiary level students in STEAM and ICT disciplines is increased to at least 25%. December 2027.*
- *Dual-education reform is advanced, increasing the total number of students enrolled in dual-VET programmes to at least 6000 for the years 2025-27 cumulatively, and increasing the number of students in dual-higher education programmes to at least 600 for 2025-27 cumulatively. December 2027.*

Description of implementation

To enhance the quality and relevance of vocational education and training, a comprehensive strategy will be implemented, commencing with a thorough review of the current mechanisms for developing occupational standards. This review will ensure that industry needs and labour market trends are effectively integrated into the framework of vocational qualifications.

Building on this foundation, new VET curricula and programmes will be created at both ISCED 3 and ISCED 4 levels, aligning them with international educational standards. Once designed, these qualification-based curricula will be formally approved and introduced across VET institutions to standardise and modernise vocational education pathways.

To support educators in delivering these updated programmes, targeted in-service teacher training initiatives will be developed. Training programmes will be rolled out to ensure that at least 50% of VET teachers receive professional development opportunities, including specialised instruction in digital skills. Over the course of three years, at least half of all teachers will be equipped with essential digital competencies to effectively integrate modern technology into their teaching methodologies.

In parallel, efforts will be made to increase student engagement in Science, Technology, Engineering, Arts, and Mathematics disciplines. A series of information campaigns will be launched to encourage enrolment in STEAM-related programmes at both the vocational and university levels, ensuring a steady flow of skilled graduates for key industries.

Four VET programmes in collaboration with the private sector will be launched to support the green transition, ensuring they align with qualification-based curricula.

Furthermore, collaboration with the private sector will be strengthened through dedicated events designed to foster partnerships between educational institutions and businesses. These initiatives will enhance dual VET and tertiary dual-education programmes, providing students with hands-on experience and improving their employability upon graduation.

Through these coordinated efforts, the vocational education system will be modernised, equipping students with the skills needed to thrive in an evolving workforce.

Reform 4.2.5-7: Improving quality, relevance and inclusiveness of education through improved access to preschool, primary and secondary education

Challenges

The curriculum used in primary and secondary education systems has not undergone significant revisions, even as the world rapidly changes and demands new skills and abilities. The Ministry of Education and Research has initiated a review of the national curriculum from primary to upper secondary education; however, no effective monitoring system exists to ensure that the reform achieves its objectives. The education system lacks sustained funding to invest in data analytics, teacher training, and feedback mechanisms to remain effective. Balancing the interests of stakeholders—policymakers, educators, parents, and industry representatives—who have differing views on curriculum priorities complicates the process of consensus-building.

Early childhood education and care in Moldova faces significant challenges that limit its ability to promote equitable learning and long-term success. Despite improved enrolment rates, especially in pre-primary education, access, quality, and equity remain underdeveloped, particularly for disadvantaged and rural children.

While attendance is relatively high, disparities persist: socio-economically advantaged children are far more likely to attend early childhood education, and many children enter school unprepared. The benefits of pre-primary education are closely tied to socio-economic background, indicating that early childhood education is not effectively closing early learning gaps.

Structural issues, such as outdated facilities, staff shortages, and limited resources, further undermine the quality of early learning, especially in underserved areas. Despite recognition of its importance, investment in early childhood education remains modest compared to other education sectors.

Objective

Enhance the quality and effectiveness of education through a strengthened access to preschool education, an updated curriculum in line with societal expectations, and an evidence-based monitoring and evaluation system.

Qualitative and Quantitative Steps to be taken under this reform

- *Private and public sector childcare service provision is strengthened with a number of childcare places to increase by 5 000 compared to 2024. December 2027.*
- *The curriculum reform is advanced, with operationalisation of an evidence-based Monitoring & Evaluation system to assess the progress of students' performances, including sample-based standardised student assessments. December 2026.*
- *All compulsory subject-curricula for lower-secondary and upper-secondary education are revised and approved, and pedagogical support for their implementation is provided to teachers, with at least 25% of all the teachers of the lower-secondary and upper-secondary levels trained to teach according to the revised curricula, through specific teacher training and mentorships programmes (8000 teachers out of the total 33,000 teachers of the general education system). December 2026.*

Description of implementation

As part of an ongoing effort to enhance the quality and effectiveness of education, a series of key initiatives will be implemented. A Ministerial Order will be approved to formalise the curriculum review process, ensuring a structured and standardised approach to educational reform. Following this, a comprehensive Curriculum Evaluation Plan will be developed and approved, which will include standardised assessments for student evaluation and a reporting template. This template will provide a clear overview of the reform's progress and insights into student performance based on assessment results. The evaluations will cover 10% of the enrolled students, thus offering an independent, objective view of the competences achieved by them. In alignment with these efforts, curricula for 28 compulsory subjects will be developed and approved, ensuring that students receive a well-rounded education that meets both national and international standards.

To support the successful implementation of these curricular changes, teacher training programmes will be conducted, equipping educators with the necessary knowledge and skills to deliver the updated content effectively. The training on the revised curricula will involve 8 thousand teachers from lower secondary and upper secondary education over the course of 2025 and 2026. Reports on these training programmes will be made publicly available on the Ministry of Education's website, ensuring transparency and accountability in the professional development of teachers and educators.

The main issues that should be addressed during the implementation phase are:

- Resistance to Change: Schools and teachers may struggle to adapt to new curricula without adequate transition planning and support. Additionally, educators may be hesitant to adopt new teaching methods or pedagogical approaches, particularly if they have been teaching under previous systems for many years.
- Resource and Material Development: Updating textbooks, learning materials, and teaching resources to match the revised curricula requires significant time and financial investment,
- Time and Workload Constraints: Teachers already face heavy workloads, and adding mandatory certification requirements may create logistical and scheduling difficulties.
- Funding and Sustainability Issues: Teacher training and mentorship programmes require ongoing financial support, and ensuring long-term sustainability may be challenging without dedicated funding streams.

The reform, alongside the modernisation of vocational education, digital competency training, and strengthened industry collaboration, will drive a significant transformation in the education sector, ultimately enhancing student learning outcomes and workforce development readiness.

Until now, the establishment of new childcare facilities has relied primarily on foreign donor assistance. While the Ministry will continue to seek external support for expanding services, a significant portion of future funding will be covered by the state budget. The expansion is particularly targeted to underserved areas, including large municipalities and rural communities.

This effort will require coordinated action across multiple ministries, as it involves infrastructure development, education, and social protection components.

These measures are expected to support women's labor force participation, reduce care burdens on families, and enhance the cognitive and emotional development of children, thereby contributing to Moldova's human capital development and economic resilience.

Reform 4.3.8-9: Strengthening education outcomes, quality and integrity of university education

Challenges

At present, there are 46 doctoral schools in Moldova, all provisionally accredited since 2015. However, none of these schools or their doctoral programmes have attained full accreditation. The methodology for accrediting doctoral schools is still under discussion, which delays the formal recognition of their status. Furthermore, the National Agency for Quality Assurance in Education and Research (ANACEC) is not listed in the European Quality Assurance Register for Higher Education (EQAR), complicating the international recognition of doctoral diplomas.

Internal quality assurance mechanisms remain weak. Many universities lack robust governance structures to uphold academic integrity, evaluate faculty performance, and ensure transparent decision-making processes. Existing digital platforms at the university level are not fully functional, as they are primarily designed for bachelor's degree programmes. While ANACEC is responsible for enforcing anti-plagiarism measures at the doctoral level, there is no unified platform that integrates all academic levels to ensure consistent quality control across universities.

Academic fraud, plagiarism, and unethical research practices severely undermine confidence in the evaluation system and the credibility of awarded degrees. A survey conducted by the Ministry of Education, involving 4,209 students from seven universities in Moldova, revealed that the vast majority perceive fraud and corruption as pervasive in the educational process. These findings underscore the urgent need for comprehensive reforms to strengthen academic integrity and restore trust in higher education institutions.

Objective

Enhance integrity in Moldovan universities by implementing strong anti-corruption and anti-fraud measures, establishing a national anti-plagiarism platform with stringent internal quality assurance procedures, widely promoting the accreditation of doctoral programmes, and aligning the country more closely with the Bologna Process and the European Higher Education Area (EHEA) standards.

Qualitative and Quantitative Steps to be taken under this reform

- *25% of doctoral level programmes in Moldova's Higher Education Institutions are international accredited by EQAR registered agencies (European Quality Assurance Registry), further aligning the Country with the Bologna process and with the standards of the EHEA. June 2027.*
- *Robust anticorruption and antifraud measures are implemented in Moldova's universities, with the adoption of a single national plagiarism-detector software, and at least 50% of students in HEIs having attended on-line or off-line trainings and awareness-raising campaigns on ethics and anti-plagiarism measures with the involvement of the National Anticorruption Centre. June 2026.*

Description of implementation

To enhance the quality and credibility of doctoral education in the Republic of Moldova, a series of strategic actions will be undertaken. By June 2025, an updated analysis of existing doctoral programmes will be conducted, alongside a comprehensive mapping of all doctoral schools. This assessment will provide a clearer understanding of the current landscape and inform future accreditation processes.

To ensure an objective and internationally recognised evaluation, an EQAR-registered international quality assurance agency will be contracted by May 2025. The agency's evaluation and accreditation methodology will then be checked against international standards by June 2025, ensuring alignment with best practices. In preparation for the accreditation process, specialised training sessions for doctoral school representatives will be organised in September 2025 to familiarise them with evaluation requirements and procedures. The evaluation of 50% of doctoral programmes is scheduled to take place by June 2027, with the target of at least 25% of the overall number of 300 doctoral programmes having received international accreditation.

Academic integrity remains a critical focus. A second phase of the academic integrity survey will be conducted in June 2025 to assess progress and identify areas for further improvement. At the same time, a mapping of existing anti-plagiarism platforms will be carried out to determine their alignment with national needs. Based on these findings, a Ministerial Order will be approved in August 2025 to establish an official anti-plagiarism system with clear quality control mechanisms. This will be followed by the acquisition of the selected anti-plagiarism platform in the same month.

To ensure the proper implementation and governance of this system, a Government Decision will be approved in September 2025, outlining platform ownership, operational regulations, and technical specifications. Training sessions for personnel on the use of the platform will be organised in October 2025 to ensure its effective deployment across academic institutions. Additionally, awareness campaigns and training sessions for students and academic staff will be launched in October 2025 to promote academic integrity and reinforce ethical research practices.

Through these coordinated efforts, Moldova aims to strengthen its doctoral education system, enhance quality assurance, and foster a culture of academic integrity in higher education.

SUB-AREA 4.2: Social protection

Reform 4.4.10-13: Enhanced quality and accessibility of social services meeting minimum standards and population needs

Challenges

The Republic of Moldova faces challenges in ensuring accessible and high-quality social services that meet minimum standards and effectively address the needs of vulnerable categories of populations. One of the key obstacles is an outdated and inconsistent regulatory framework, which fails to provide a robust quality assurance system for social service delivery. This lack of standardisation contributes to inconsistencies in the provision and oversight of essential services.

Another major issue is the fragmentation of case management systems, which limits coordination among various social assistance programmes. The implementation of case management is still in its early stages, and ongoing efforts are crucial to enhance the quality of public social and employment services.

Additionally, there is a shortage of specialised personnel working on the frontlines of child protection. This lack of trained professionals undermines the efficiency and responsiveness of interventions, making it more difficult to ensure the safety and well-being of at-risk children.

Compounding these challenges is the fragmented digital infrastructure of the social protection system. Inefficiencies in data collection, monitoring, and service delivery hinder the ability to track cases, evaluate programme effectiveness, and provide timely support to those in need.

Addressing these issues through regulatory reform, improved coordination, workforce strengthening, and digital modernisation is essential for enhancing the overall quality and accessibility of social services in Moldova

Objective

The reform aims to enhance the quality and accessibility of social services in Moldova. A unified case management system and a supportive regulatory framework will ensure that citizens in need of social protection are identified, their needs are recognised, and a minimum level of assistance is provided. By better addressing child protection issues and implementing preventive measures, the country will reduce the number of child abuse cases, leading to a healthier society. This reform will significantly contribute to Moldova's broader social protection strategy and socio-economic growth, ensuring a resilient and inclusive service system that meets European standards.

Qualitative and Quantitative Steps to be taken under this reform

- *The regulations on quality assurance and minimum quality standards for 80% of social services are updated. December 2025.*
- *At least 30,000 persons benefit from social assistance and employment services through a coherent case management implemented for 15 social assistance and employment measures. December 2026.*
- *Child protection system is strengthened by recruitment and retention of additional 200 child protection specialists, funded through the state budget. December 2025.*
- *The unified Automated Informational System for social services (eSocial) is operational, integrating the Ministry of Labour and Social Protection's current data framework. The following modules are included- social assistance, employment, and disability modules – and are fully deployed and accessible to social workers, and government agencies. June 2027.*

Description of implementation

The reform will be implemented through a comprehensive approach that combines legislative, administrative, and digital advancements to ensure long-term sustainability and impact. As part of the regulatory framework and quality standards, the Ministry of Labour and Social Protection will lead efforts to revise and harmonise existing quality standards for social services, aligning them with EU best practices. Quality assurance mechanisms will be introduced and integrated into the accreditation and monitoring processes of social services. Additionally, training programmes will be conducted to equip social service providers with the necessary skills to comply with the updated standards.

In the area of case management, a standardised framework will be established to unify procedures and ensure consistent service delivery across 15 social assistance measures. Digital tools and software solutions will be developed to support real-time case tracking and facilitate informed decision-making. To ensure effective implementation, a capacity-building programme will train social workers and case managers on the new system.

The reform also focuses on strengthening the child protection system by recruiting an additional 200 child protection specialists. Specialised training programmes will be rolled out to enhance the skills and capacity of these newly recruited professionals. This initiative will enhance service capacity, improve response mechanisms for vulnerable children, and ensure sustainable, high-quality child protection services nationwide.

Child protection specialists will be deployed to the areas where they are needed most, with a particular focus on rural and underserved communities that experience a high incidence of child protection issues.

Furthermore, digitalisation will play a key role through the development of the Automated Information System for Social Services (eSocial). This system will be integrated with the Ministry of Labour and Social Protection's existing data frameworks, enabling digital case management, beneficiary tracking, and performance monitoring.

By implementing these reforms, Moldova will achieve: improved quality and accessibility of social services for vulnerable groups; enhanced coordination and efficiency in social assistance through a unified case management system; strengthened workforce capacity in social services, ensuring long-term sustainability; a fully operational digital infrastructure for social services, enhancing efficiency and data-driven effectiveness decision-making.

SUB-AREA 4.3: Employment and labour markets

Reform 4.5.14-16: Strengthened active labour market policies and facilitation of labour market participation and fighting undeclared work and labour exploitation

Challenges

The Republic of Moldova faces challenges in ensuring fair and well-regulated participation in the labour market. One primary issue is the high prevalence of undeclared work, which undermines workers' rights, reduces tax revenues, and weakens social protection systems. The persistence of informal employment highlights gaps in oversight and enforcement. Insufficient resources, outdated regulatory mechanisms, and a lack of coordination among relevant agencies hinder efforts to detect and address labour violations. Another major challenge is the inadequate mechanisms for integrating vulnerable groups into the formal labour market. Many individuals struggle to access stable employment opportunities due to systemic barriers and a lack of targeted support programmes. Additionally, the absence of digital tools for monitoring temporary and seasonal workers further complicates labour market regulation. Without modernised tracking and data management systems, it becomes difficult to ensure proper working conditions, prevent exploitation, and uphold labour rights for these workers

Objective

The reform aims to enhance labour market participation, combat undeclared work, and strengthen the enforcement of labour rights. By implementing the reform, Moldova intends to achieve:

- Strengthened enforcement of labour laws, reducing instances of undeclared work;
- Enhanced occupational health and safety standards through proactive state inspections;
- Formalisation of temporary and seasonal work, ensuring access to social benefits and fair wages;
- Increased transparency and efficiency in monitoring labour market dynamics through digital transformation;
- Increased employment among women and individuals from rural areas. This reform is a key component of Moldova's broader labour market strategy, aligning with EU standards and fostering a more inclusive and regulated economy environment.

Qualitative and Quantitative Steps to be taken under this reform

- *State Labour Inspectorate is reformed and has the power to conduct unannounced inspection visits while limitations linked to the law 131 are eliminated. A monitoring system for inspection visits' recommendations is in place. December 2025.*
- *Digital voucher pilot project addressing undeclared work in agriculture. 6 000 workers in agriculture registered and paying social contributions and the information system is operational. December 2026.*
- *The number of beneficiaries of active labour market measures implemented by the Government is increased by 400% compared to 2024. At least 60% of beneficiaries are women.* At least 10% of beneficiaries are persons with disabilities. *December 2026.*

Description of implementation

The reform will be carried out through a combination of legislative amendments, administrative measures, and digital innovation to ensure long-term impact and sustainability.

As part of the State Labour Inspection Reform, amendments to the legal framework will empower labour inspectors to conduct unannounced visits focused on workplace health and safety. To support these changes, capacity-building programmes will be provided to enhance enforcement mechanisms and align inspection practices with EU best standards.

In the agricultural sector, a national-level pilot voucher programme will be introduced to promote the formal employment of seasonal workers. This system will guarantee that temporary workers receive formal contracts, social protection benefits, and fair wages.

A key digital innovation will be the development of the www.zilieri.gov.md information system, which will serve as a centralised platform for registering, monitoring, and regulating daily and seasonal workers in Moldova. The system will integrate digital contracts, real-time employment status verification, and reporting mechanisms to enhance transparency. To ensure widespread adoption, a comprehensive training programme will be provided for both employers and workers on the platform's use.

Moreover, access to active labour market measures will be expanded, offering more unemployed individuals opportunities to participate in professional training courses, on-the-job training, and professional internships. Additional support will be provided to improve the labour force participation rate, particularly among vulnerable groups in rural areas.

SUB-AREA 4.4: Health

Reform 4.6.17-18: The quality of health service delivery nationwide is improved

Challenges

Moldova's hospital bed capacity is witnessing a declining trend, mirroring the overall demographic decrease. In 2023, the total number of hospital beds was 5% lower than in 2019, consistent with the country's population reduction. Despite this decline, Moldova remains above the EU average for hospital beds per 1,000 population. However, the data indicates that inpatient care is overrepresented in the Moldovan healthcare system compared to EU standards, signifying an excessive use of hospital services.

The average bed occupancy rate in major urban centres is notably high at 87%, indicating potential overloads in these areas. For certain specialties, such as oncology and nephrology, the occupancy rate exceeds 95%. Interestingly, nearly half (46.7%) of all hospitalisations in 2023 took place in the capital city, Chișinău, underscoring a disproportionate reliance on urban inpatient services.

To address these imbalances, it is essential to construct new regional hospitals and increase bed capacity in smaller cities. However, merely adding new facilities will not improve healthcare outcomes unless they are integrated into a functional regional referral network. Such a system would ensure coordinated care across different levels of providers, optimising hospital resources and enhancing access to appropriate levels of care.

The regionalisation of the hospital network in the Republic of Moldova, which is already underway, will be bolstered by the construction of two new regional hospitals, funded through facilities under the EU Growth Plan. Improved access to complex care outside the capital city, Chișinău, will enhance equity of access to healthcare for residents in regions beyond the capital, while reducing healthcare-related out-of-pocket expenses.

Nonetheless, the addition of new hospitals alone will not improve patient financial protection or equity in access. These facilities must be integrated into a functional regional referral network capable of providing coordinated care among providers of various levels to facilitate the appropriate delivery of healthcare services. The levels of care for hospitals and specific regional clinical pathways for patients are currently not finalised and are being implemented only for very specific disease areas.

At present, the existing regulatory framework for the national licensing system for healthcare professionals in the Republic of Moldova, which is primarily governed by Health Law 411/1995 and the Law on the Exercise of the Medical Profession 264/2005, requires structuring to adequately ensure the continuous monitoring and validation of healthcare providers' competencies. Monitoring and enforcement responsibilities are fragmented, particularly concerning the management of the right to practise. Additionally, Moldova needs a more aligned mechanism to EU standards in authorising foreign healthcare professionals. Overall, there is a lack of a dedicated, independent regulatory body to systematically oversee licensing, continuous professional development, and compliance monitoring processes.

Objective

The reform’s objective is to establish conditions for a decentralised medical care system, enabling regional availability of healthcare services and ensuring that health workers have the necessary qualifications for the services they provide. A regional referral network is an organised system through which patients are transferred between providers within a region. This system ensures that care is delivered appropriately across the health system, considering referral criteria based on patients' risk and the adequate resources of the healthcare provider (e.g., the number of specialists, diagnostic and treatment facilities, experience with specific pathologies, etc.). The clinical regional pathways developed provide healthcare professionals in lower-level hospitals with the predictability and criteria needed to refer patients to higher-level providers when more complex care is required. Higher-level hospitals must also be able to refer patients back to lower-level hospitals for rehabilitation, thus freeing up capacity and resulting in shorter average lengths of stay and higher bed occupancy rates—exactly the opposite of the current situation. Additionally, criteria to minimise admissions for conditions that do not necessitate complex care and can be managed at secondary level hospitals or in primary care must be clearly identified and developed using evidence-based practice tools.

Qualitative and Quantitative Steps to be taken under this reform

- *As part of the hospital system reform aiming at decentralizing specialized medical care, integration of the existent and future specialised regional hospitals within the hospital network is advanced through the development of an integrated regional referrals network. June 2027.*

- *The national licensing system for health professionals is introduced to ensure that all health workers are qualified to provide quality and safe healthcare services and at least 200 healthcare professionals receive specialized training in modern care models. December 2027.*

Description of implementation

The implementation of integrated referral networks in Moldova aims to reorganize specialized healthcare services, ensuring equitable access by defining hospital roles, establishing referral criteria, and creating supportive financing structures. It will begin with regional plans to assess healthcare provider capacities, categorizing hospitals based on infrastructure, resources, and competencies into various care levels for streamlined referrals. Clinical referral criteria will be developed with healthcare professionals based on evidence-based guidelines tailored to Moldova’s needs, aiding clinicians in lower-level hospitals to refer cases appropriately to higher-level facilities. Counter-referral mechanisms will enable regional hospitals to transfer patients back for rehabilitation, optimizing hospital utilization and patient flow.

Regional clinical pathways will be developed for key medical conditions, detailing hospital roles, patient transfer procedures, and care coordination for continuity. The governance framework will establish coordination bodies from hospitals and health authorities, fostering collaboration and oversight. Strong leadership from the Ministry of Health will ensure accountability in network operations.

An integrated financing model will incentivize compliance with referral protocols, using payment mechanisms like bundled payments linked to quality standards and outcomes, inspired by successful European systems. Investments in communication channels and transfer capabilities, including telemedicine, will enhance timely clinical information exchange and patient transfers.

Successful implementation hinges on strong coordination, clear clinical guidelines, supportive governance, and an integrated financing framework, drawing on regional best practices.

The national licensing system will begin with legislative reforms assessing current regulatory frameworks and proposing updates in consultation with stakeholders. The next step involves creating a national licensing and accreditation body with clear governance and operational processes aligned with EU and WHO standards. This body will maintain an updated registry of licensed professionals and conduct regular compliance checks.

Educational programs will be revamped with the State Medical University to ensure alignment with updated standards, and stakeholder consultations will promote transparency in the reform process. Training workshops will prepare regulatory staff and healthcare professionals for new requirements.

This reform will enhance patient safety, service standards, and overall healthcare effectiveness in Moldova, particularly benefiting citizens in underserved areas by improving access to specialized services. Patients will experience more coordinated care, reduced hospitalizations, and lower healthcare costs. Healthcare professionals will gain from improved standards and training opportunities. The Ministry of Health will work closely with local authorities, hospital management, CNAM, and other institutions to ensure successful implementation sustainability.

Reform 4.7.19-20: Integrated tools for digital transformation are in place to ensure better access and quality of healthcare

Challenges

Moldova lacks an approved eHealth strategy and regulatory framework for digital health, which hinders the development of healthcare services and interoperability with EU standards. There is no structured concept for an Electronic Health Record (EHR) system, limiting patient data management and access. Healthcare providers struggle with fragmented e-systems across agencies, restricting data sharing and decision-making. An operational e-governance infrastructure exists, but essential systems like the Primary Healthcare information system remain disconnected, despite generating large amounts of patient data daily.

Additionally, Moldova has no robust supply chain for medical products, leading to inefficiencies and shortages, particularly exacerbated by the Russia’s war of aggression against Ukraine, which has affected 15% of its medicine supply. As of June 2024, 12 essential medicines are facing availability issues, most of which are on the WHO Model List of Essential Medicines. Although measures have been implemented to address these shortages, they fail to ensure swift responses to crises. The government prioritises the development of an integrated track and trace system for medicine stocks, aiming to identify trends and enable preemptive actions against shortages 2030.

Objective

To establish and approve the necessary legal framework that facilitates the institutionalisation of digital health services, followed by the development, implementation, and operationalisation of EHRs, ensuring regulatory alignment with EU recommendations. To implement an integrated track-and-trace system that monitors medicine supply chains, enhances stock management, and mitigates the risk of drug-related issues shortages.

Qualitative and Quantitative Steps to be taken under this reform

- *The digitalization of the health sector is strengthened through the implementation of electronic health records (EHR) for 40% of the insured population. December 2027.*
- *Health sector services are digitalised through the implementation of an integrated track-and-trace system. December 2026.*

Description of implementation

The Ministry of Health will implement the eHealth Strategy and legal framework by 2025, aligning with the EU's 2017 conclusions on Health in the Digital Society. This involves assessing needs, drafting the legal framework, public consultations, and procurement for system development. By December 2025, the National Contact Point for eHealth will be established to enhance interoperability with EU digital health systems for better data exchange.

By late 2026, an electronic health record (EHR) concept and architecture will be finalized for national implementation, alongside an approved regulatory framework detailing secure data management standards. Upon approval of the business and regulatory frameworks, EHR system development will begin, with the Ministry overseeing the rollout through pilot programs, national coverage, staff training, and awareness campaigns, tracking progress via usage data and coverage rates. By late 2027, key institutions will have a fully functional EHR system providing secure, real-time access to patient records.

The goal is to ensure at least 40% of the insured population have active EHRs by 2027, demonstrating successful system adoption and digitization of healthcare records.

The Ministry and National Medicines Agency will implement a track-and-trace system per WHO and EU standards, requiring medical suppliers to report stock levels for proactive shortage management. A pharmaceutical inventory system will ensure continuous supply availability. By the end of 2025, the national track-and-trace system's concept and architecture will be completed, with stakeholders required to report stock updates to facilitate risk management.

Due to resource and infrastructure challenges, implementation will be phased, beginning with a national pharmaceutical supply chain analysis to produce a comprehensive report. The system will enhance inventory management through efficient data exchange, stockout detection, and predictive analytics, using GS1-compliant barcodes for product identification. Electronic monitoring will ensure accurate demand forecasting and timely replenishment notifications, strengthening Moldova's resilience against supply shortages.

By March 2026, the legislative framework for the track-and-trace system will be approved, detailing compliance and data-sharing requirements. A pilot phase will assess system performance, with stakeholder consultations ensuring alignment with business processes. A cost analysis and sustainability strategy will be developed to maintain affordability while ensuring patient access. Data security will meet international standards, supported by training, communication strategies, and ongoing stakeholder engagement for successful system adoption.

By December 2027, the track-and-trace system will be operational, enabling real-time stock monitoring to prevent shortages and enhance supply chain efficiency and security. Moldovan patients will benefit from improved access to healthcare and medicines through this enhanced digital infrastructure, while healthcare professionals will enjoy streamlined workflows and secure access to patient records via the EHR system. Key roles in policy, implementation, and oversight will be played by the Ministry of Health, National Medicines Agency, and National Health Insurance Company, with additional support from various stakeholders including the State University of Medicine and Pharmacy, civil society, and international partners like the EU and WHO sustainable.

Reform 4.8.21: Increased access to novel treatments for high burden of disease patients

Challenges

Moldova's regulations on medicines and pharmaceutical activities were initially approved over 20 years ago. Although some updates have been made recently — such as the introduction of mutual recognition and accelerated procedures for products authorised by the European Medicines Agency — the medicines law necessitates a comprehensive overhaul.

This reform aims to strengthen the pharmaceutical sector, aligning with one of the key objectives of Moldova's National Health Strategy 2030. Key areas of focus include clinical trials, authorisation procedures, marketing authorisation variations, and advanced therapies.

Even though the share of annual out-of-pocket (OOP) expenditure for healthcare has decreased in the Republic of Moldova since 2019, the highest share of healthcare expenditure from the total OOP costs is for medicines, which accounted for 59% of the total in 2023 (source of data: Moldova National Bureau of Statistics). As of 2025, the positive reimbursement list in Moldova, which ensures coverage for medicines for insured patients, included 171 medicines (international non-proprietary names) and consists solely of off-patent drugs. Furthermore, many medicines already authorised and reimbursed in neighbouring countries are not yet reimbursed in the Republic of Moldova. Currently, there exists a legislative gap that prevents efficient prioritisation of innovative medicines proposed for inclusion in the positive reimbursement list, and specific contracting methods for these innovative medicines have yet to be implemented to ensure the cost-effective use of public funds. This situation affects many patients, particularly in areas with a high social and economic burden of disease, such as cancer.

Objective

The main objective is to align Moldova's pharmaceutical regulations with European standards by modernizing key areas such as medicine authorization, clinical trials, inspections, and advanced therapies, while improving access to and affordability of innovative medicines through reduced out-of-pocket expenses and the inclusion of at least two innovative treatments for high-burden diseases on the positive reimbursement list.

Qualitative and Quantitative Steps to be taken under this reform

- *Moldova revises the Law on Medicines and includes at least two innovative medicines in the positive reimbursement list. Regulations are revised to allow for risk-sharing agreements. December 2026.*

Description of implementation

The Ministry of Health, in collaboration with the National Agency for Medicines and Medical Devices, is advancing the draft of the new Law on Medicine. It will follow the legal procedural steps, including readings in Parliament, and will be approved in its final version by the Parliament of the Republic of Moldova.

To include innovative medicines for areas with a high burden of disease in the positive reimbursement list, several activities are required. The evidence-based prioritisation process for the inclusion of innovative medicines in the reimbursement list is conducted using a Health Technology Assessment (HTA) process based on the principles outlined in EU Regulation 2021/2282. For this purpose, the institution responsible for HTA functions will pilot the assessment phase for at least two innovative medicines with technical input from experts in public healthcare institutions.

The conclusions of the HTA reports will be evaluated by an inter-institutional committee chaired by the Ministry of Health, and a risk-sharing contracting process will be initiated for the drugs that receive positive recommendations. Through this type of contracting, health authorities will be better positioned to obtain better value for money for innovative medicines. The process will be completed when at least two innovative medicines are included in the positive reimbursement list, thereby ensuring better access to cost-effective medicines for patients and decreasing the financial burden incurred by those with a high burden of diseases.

5. POLICY AREA 5: GREEN TRANSITION AND NATURAL CAPITAL

Introduction

The Reform Agenda Policy Area 5 is a set of steps aimed at transforming Moldova's environmental and climate governance. It addresses the critical need to enhance environmental protection, promote low-carbon development, and ensure the sustainable management of natural resources. These reforms are essential not only for the country's long-term economic stability but also for its alignment with European Union environmental directives and international climate goals. At the heart of the agenda is the strengthening of environmental governance and institutional capacities, alongside the modernisation of waste, including hazardous materials management systems. The agenda emphasises climate change mitigation and adaptation, with a focus on reducing greenhouse gas emissions, enhancing energy efficiency, and building resilience to climate risks. Key actions also include improving biodiversity protection, addressing land degradation, and transitioning to a circular economy. By adopting this multifaceted approach, Moldova aims to create a resilient, low-carbon, and resource-efficient economy, thereby enhancing public health and meeting EU environmental obligations standards.

SUB-AREA 5.1: Environment protection and climate actions

Reform 5.1.1-4: Establishing the environmental playing field through modernising environmental governance and promoting low carbon development

Challenges

The environmental governance framework in Moldova presently suffers from structural inefficiencies, limited institutional capacities, and inadequate regulatory clarity, which significantly impairs effective environmental protection and low-carbon development. Key institutions, such as the Environment Agency and the Environmental Protection Inspectorate (IPM), face substantial constraints, including insufficient staffing, ambiguous or overlapping mandates, and outdated operational practices. These limitations hinder Moldova's capacity to manage chemicals effectively, conduct thorough Environmental Impact Assessments (EIAs) and Strategic Environmental Assessments (SEAs), enforce climate-related actions, and respond promptly to environmental incidents. Furthermore, Moldova currently lacks a comprehensive environmental liability system, which weakens accountability mechanisms and undermines efforts to enforce the polluter-pays principle efficiently.

Additional challenges arise from deficiencies in the management of the National Environmental Fund. Existing practices lack transparency, clear project-selection criteria, and rigorous oversight mechanisms. These shortcomings diminish the effectiveness of environmental investments and erode public trust. Moreover, Moldova's framework for environmental taxes and pollution payments is outdated, as it neither incentivises environmentally friendly practices nor adequately penalises non-compliance. The absence of a modern, integrated environmental data and information management system further restricts the ability to monitor, report, and respond effectively to environmental issues, undermining the country's compliance with EU environmental standards directives.

Objectives

The reform aims to establish a transparent, effective, and responsive environmental governance system that aligns with EU practices. It targets substantial improvements in institutional capacity, regulatory clarity, and public transparency. Key objectives include strengthening the roles and responsibilities of environmental institutions, modernising environmental enforcement and liability mechanisms, enhancing the transparency and effectiveness of the National Environmental Fund, providing for full implementation of EIA and SEA Directives, reforming the environmental payment and taxation system, and establishing an integrated digital environmental information system platform.

Qualitative and Quantitative Steps to be taken under this reform

- *Environmental regulatory and enforcement field is substantially strengthened with implementation of key functions of Ministry of Environment, the environmental inspectorate and environmental agency, enforcement of environmental control/regulation function, and functions arising from horizontal legislation Directives (including Environmental Impact Assessment, Strategic Environmental Assessment) ensuring relevant staffing for an effective implementation. June 2026*
- *The reform of the National Environmental Fund is completed, in particular by ensuring adequate funding, publishing calls for Proposals/ Funding opportunities, adopting clear and transparent rules and selection criteria for projects, establishing an evaluation committee and disclosure of projects to be funded and of already funded projects as well as reporting on project implementation. December 2025*
- *The enforceability of the new Law on Environmental Liability is ensured in line with Directive 2004/35/EC. June 2026*
- *An updated system of payments for environmental pollution and taxes for the use of natural resources, is established. June 2027*

Description of implementation

The reform will be coordinated by the Ministry of Environment, with close collaboration from the Environmental Agency and the Environmental Inspectorate. Institutional restructuring will clearly delineate responsibilities, particularly concerning environmental permits, chemical management, and emissions monitoring. Adequate staffing, training, and resources will bolster institutional capacity building, ensuring effective implementation and enforcement.

The rapid-response mechanism for environmental incidents will incorporate digital alert systems, facilitating real-time incident management. Transparent guidelines and standardised methodologies will enhance the effectiveness of environmental inspections and responses. The reform of the National Environmental Fund will entail clear and publicised selection criteria, an independent evaluation committee, and regular dissemination of project outcomes.

Administrative capacity will be at the level to provide for performing the duties arising from horizontal legislation Directives (EIA, SEA) and ensuring their effective implementation (including on sufficient number of civil servants). Environmental Impact Assessments are carried out for all major investments. Strategic Environmental Assessments are carried out for all major plans and programmes.

The updated environmental liability framework will adopt EU-aligned practices, supported by comprehensive inspector training programmes. Reforms in environmental taxation will involve legislative revisions, transparent guidelines, and effective enforcement mechanisms that reflect the polluter-pays principle. The development of an integrated digital environmental platform will further improve transparency, data availability, and stakeholder engagement.

Beneficiaries of this reform include Moldova's citizens, businesses, and environmental institutions, who will benefit from improved environmental quality, increased transparency, and enhanced institutional efficiency. Key stakeholders comprise the Ministry of Environment, Environmental Agency, Environmental Inspectorate, international partners, IT solution providers, NGOs, and civil society organisations.

Reform 5.2.5: Monitoring and data gathering system to help shape environmental policies

Challenges

Moldova currently lacks an integrated and comprehensive environmental data and monitoring system, which severely restricts the ability to formulate, implement, and evaluate effective environmental policies. Environmental data is fragmented across multiple agencies and systems, resulting in inconsistencies, duplication of efforts, inefficient resource use, and diminished reliability of environmental assessments. Furthermore, existing data collection practices and technologies are outdated, hindering Moldova's ability to comply with EU environmental data standards and reporting obligations, particularly those set by the European Environment Agency (EEA). The absence of a unified information platform limits public access to reliable environmental information, undermining transparency, public accountability, and participation in environmental matters decision-making.

Objectives

The primary objective of this reform is to establish a unified and integrated environmental information platform to systematically collect, manage, and disseminate environmental data, fully aligning Moldova's monitoring practices with EU and EEA standards. The platform will ensure public accessibility to comprehensive, high-quality environmental information, facilitating evidence-based policy-making, enhancing transparency, and promoting active civic engagement in environmental governance.

This reform specifically aims to develop robust technical infrastructure and clear protocols for data integration, standardise environmental data reporting practices, and facilitate efficient cross-agency data exchange. By achieving greater interoperability with European systems, Moldova will be able to comply effectively with international environmental reporting obligations and strengthen domestic environmental management capabilities.

Qualitative and Quantitative Steps to be taken under this reform

- *To ensure public access to environmental information a single environment information platform is prepared with IT specifications for the development of the integrated information system completed and the procurement process is launched. December 2027*

Description of implementation

The implementation will involve structured actions coordinated primarily by the Ministry of Environment, in collaboration with the Environmental Agency and other relevant authorities. The process will commence with the development and approval of a detailed technical concept, outlining the architecture, data management protocols, and interoperability with existing national and international systems. This phase will be bolstered by expert consultations and stakeholder engagements, ensuring comprehensive integration and practical usability.

Following the approval of the technical concept, an external evaluation will be conducted to assess the platform's compliance with EU standards, validating its functionality, interoperability, and data quality. Upon receiving positive feedback, the procurement of IT systems aligned with national and EU standards will be initiated, adhering to transparent and competitive procedures to ensure accountability and optimal resource utilisation. The reform will be implemented considering the requirements of the European Environment Agency (EEA) and in coordination with the EEA.

Beneficiaries of this reform include government institutions that will gain enhanced capabilities for data-driven environmental policy-making, as well as environmental organisations benefiting from reliable data to support research and advocacy. Businesses and industry stakeholders will experience improved regulatory clarity, reducing compliance costs and uncertainty. The general public will benefit significantly from increased transparency, easier access to environmental information, and greater opportunities for informed civic participation.

Key stakeholders involved in the implementation include the Ministry of Environment, the Environment Agency, the Environmental Protection Inspectorate, IT providers responsible for technical development, NGOs, research institutions, and international partners providing technical and financial assistance. NGOs and civil society organisations will play critical roles in ensuring transparency, fostering public participation, and maintaining accountability throughout the implementation process, thus reinforcing Moldova's commitment to sustainable environmental governance aligned with European standards.

Reform 5.3.6-8: Halting biodiversity loss and protecting biodiversity and natural ecosystems

Challenges

Moldova’s biodiversity protection efforts are significantly challenged by the lack of a comprehensive forest inventory system. Currently, there is no operational continuous forest inventory, which prevents effective monitoring, assessment, and sustainable management of Moldova's approximately 365,000 hectares of forest ecosystems. Without systematic and ongoing monitoring, national authorities cannot reliably track changes, promptly detect risks, or implement informed policies aligned with EU practices. Furthermore, Moldova lacks a dedicated institutional framework for managing protected natural areas, resulting in fragmented competencies and conflicts within existing structures, particularly with the agency Moldsilva. Responsibilities for managing protected areas are currently dispersed across multiple institutions, leading to inefficiencies, unclear accountability, and ineffective implementation of conservation policies. The absence of a dedicated authority also hinders Moldova's ability to transition from the existing Emerald Network to EU Natura 2000 standards, limiting international cooperation and EU alignment efforts.

Objectives

The primary objective of this reform is to halt biodiversity loss by improving forest ecosystem management, institutionalising comprehensive environmental governance, and aligning Moldova's biodiversity protection framework with EU standards. Specifically, the reform aims to implement a continuous forest inventory (CFI) system that ensures accurate forest monitoring, management, and conservation. Additionally, establishing a dedicated authority for the management of protected areas will enhance accountability, strengthen biodiversity conservation, and facilitate the effective transition from the Emerald Network to Natura 2000 sites. These actions will collectively ensure sustainable ecosystem management, enhance biodiversity conservation, and integrate Moldova into broader EU environmental frameworks.

Qualitative and Quantitative Steps to be taken under this reform

- *The inventory of the national forest fund is institutionalised and completed (100%) in line with amended legal basis and methodology and continuous forest inventory is established. December 2027*
- *A separate institution responsible for the management of all protected areas and ensuring adequate resources for their management is established and operational, including legal basis, premises allocated, operational guidelines and procedures for the authority are approved and 50% staff recruited. December 2026*
- *Moldova’s Proposal for Natura 2000 sites (Bird and Habitat Directive) is prepared in line with scientific criteria (and submitted to the European Commission). December 2027*

Description of implementation

The implementation process will commence with the establishment of the Continuous Forest Inventory (CFI), employing systematic sampling techniques that incorporate both permanent and temporary sample plots. ICAS will be designated as the responsible institution and will undergo structural enhancement, including staffing and training, to effectively conduct continuous forest inventory activities.

Simultaneously, a new authority dedicated exclusively to the management of protected areas will be established, addressing existing institutional overlaps and inefficiencies. This will involve defining the legal framework, appointing at least 20 specialised staff members, establishing operational guidelines, securing necessary infrastructure and budgetary allocations, and preparing for the implementation of Natura 2000.

The proposal for Moldova's Natura 2000 sites will be developed based on comprehensive assessments, clearly articulated conservation objectives, and robust management plans, ensuring alignment with the EU Birds and Habitat Directives.

Beneficiaries include Moldovan citizens, who will enjoy improved environmental quality and biodiversity conservation outcomes. Farmers, local landowners, and community stakeholders will benefit from clearer regulations and enhanced support for sustainable practices. Key stakeholders include the Ministry of Environment, ICAS, the new protected area management authority, local governments, and NGOs. International partners and EU institutions will provide critical technical and financial support, ensuring compliance with international standards and fostering transparency and community involvement in biodiversity conservation.

Reform 5.4.9-10: Strengthening resource productivity and circularity including waste management

Challenges

Moldova's efforts to transition to a circular economy and effectively manage waste encounter significant structural and institutional limitations. The lack of an operational centralised Hazardous Waste Management Centre leads to fragmented and inefficient handling of hazardous waste, posing environmental and health risks. At present, hazardous waste is managed through ad-hoc measures without a dedicated institutional framework, infrastructure, or consistent budget allocation. Furthermore, the existing Environmental Reference Laboratory (ERL) within the Environmental Agency has limited analytical capabilities, accrediting only about 20 parameters, which is far fewer than those mandated by EU environmental directives. The laboratory is unable to adequately conduct routine monitoring of water, air, soil quality, hazardous waste, and environmental radioactivity according to European standards, resulting in gaps in environmental data collection, management, and reporting. This constrains Moldova's ability to ensure effective environmental governance and compliance with EU environmental standards regulations.

Objectives

The primary objective of this reform is to significantly strengthen Moldova's environmental governance by enhancing the analytical capacity of the Environmental Reference Laboratory and establishing a dedicated Hazardous Waste Management Centre. This reform aims to ensure comprehensive monitoring of environmental components—air, water, soil, waste, and environmental radioactivity—in alignment with European Union standards. Upgrading the ERL's capabilities and accreditation status will enable Moldova to effectively fulfil its EU monitoring obligations, improve the quality of environmental data, and support evidence-based environmental policies. Concurrently, the establishment of a Hazardous Waste Management Centre will ensure centralised and standardised hazardous waste management, aligning Moldova with international best practices. This comprehensive institutional approach will enhance environmental compliance, reduce health and ecological risks, and promote the transition towards a sustainable and circular economy models.

Qualitative and Quantitative Steps to be taken under this reform

- *The Environmental Reference Laboratory within the Environmental Agency is operational on all environmental components for which it is responsible: water, air, soil, waste, environmental radioactivity. The ERL implements a public database or reporting system where environmental monitoring data and laboratory results are shared with the public and relevant stakeholders in a transparent manner. December 2026*
- *A Hazardous Waste Management Centre is established by government decision, decision on the premises made and budget allocation approved for 2028. December 2027*

Description of implementation

The implementation of this reform involves coordinated actions led by Moldova's Environmental Agency, in collaboration with relevant government institutions, particularly the Ministry of Environment. Initially, the establishment of the Hazardous Waste Management Centre will be formalised through a government decision, detailing its mandate, organisational structure, staffing requirements, and budgetary provisions. Following governmental approval, premises for the Centre will be selected, accompanied by comprehensive technical and feasibility assessments to confirm viability, operational functionality, and alignment with EU standards. Budget allocations will be secured from national sources, complemented by international funding support.

Concurrently, the Environmental Reference Laboratory (ERL) will undergo substantial capacity enhancement, beginning with the procurement of advanced laboratory equipment that meets EU standards. The ERL will achieve accreditation expansion through a rigorous accreditation process, enabling it to perform routine environmental monitoring tasks comprehensively. Moreover, an automated database will be implemented, providing the public and relevant stakeholders with easy, transparent, and real-time access to environmental monitoring results, thus fostering public participation and accountability.

Key beneficiaries include government agencies responsible for environmental policy-making, local authorities, businesses involved in waste generation or handling, environmental organisations, and Moldovan citizens who will benefit from enhanced environmental protection and public health safeguards. Stakeholders integral to the implementation include the Ministry of Environment, the Environmental Agency, and the newly established Hazardous Waste Management Centre. EU bodies and international partners will provide crucial technical expertise and financial resources, ensuring alignment with European standards. NGOs and civil society groups will play a supportive role, promoting transparency, accountability, and active public engagement throughout the reform process, thus collectively advancing Moldova towards sustainable environmental governance.

Reform 5.5.11: Strategic planning in environment protection and climate actions

Challenges

The Environmental Strategy for 2024-2030, approved in 2024, outlines a staged implementation of environmental measures and sector-specific activities, emphasising immediate impacts on public health and ecosystem protection to achieve sustainability and compliance with European standards. Several programmes under this strategy, such as the National Programme for Adaptation to Climate Change, the Low Emission Development Programme, Sustainable Chemicals Management Programme, and the National Waste Management Programme, already contain detailed and budgeted action plans approved by the government. Additionally, water management remains a key aspect of the strategy, with the existing Updated River Basin District Management Programs and Small River Sub-Basin Management programs playing a crucial role in ensuring sustainable water resource management. Their continued implementation remains essential to aligning Moldova's water management policies with EU standards and supporting long-term environmental resilience. However, several critical programmes remain undeveloped and yet unapproved, posing a significant challenge for comprehensive and effective implementation.

The absence of these detailed approved programmes and their respective costed action plans risks limiting the strategy's effectiveness, as essential environmental initiatives may lack necessary financial and logistical support. Without approved, structured, and adequately financed plans, resource allocation becomes inefficient, accountability diminishes, and the intended strategic outcomes could be compromised. Addressing this gap is critical to ensuring the environmental strategy moves beyond broad aspirational objectives to become a practical, implementable, and measurable roadmap aligned with national priorities and EU standards.

Objectives

The primary objective is the full operationalization of the Environmental Strategy for 2024-2030 through the approval of detailed, costed action plans for all outstanding sector-specific programs. These programs will address critical environmental areas, including air quality management, integrated environmental monitoring, pollution control, biodiversity conservation, waste management, sustainable use of natural resources, greening of SMEs, environmental education, and research. The approval of these programs aims to enable effective policy implementation by clearly defining financial requirements, facilitating resource mobilization, and integrating various funding opportunities, including national budgets, EU grants, international partnerships, and private sector investments.

Another key objective is to strengthen inter-agency coordination and stakeholder engagement to ensure consistent policy execution across different governance levels. Ultimately, this strategic planning will translate into tangible environmental improvements, socio-economic benefits, and alignment with the European Union directives.

Qualitative and Quantitative Steps to be taken under this reform

- *As per MD's Environmental Strategy, the outstanding programs with costed action plans are approved through Government Decisions or ministerial orders. June 2027*

Description of implementation

Successful implementation will depend on a structured, multi-stakeholder approach involving government institutions, private sector entities, academia, research institutions, NGOs, and the general public. Each program will adhere to a clearly defined phased approach, from policy formulation and stakeholder consultations to capacity building, securing financial resources, and regular monitoring and evaluation.

The Integrated Environmental Monitoring System Development Program will establish a unified, digital monitoring platform utilizing real-time data collection and advanced remote sensing technologies to inform environmental policies effectively. Air quality management plans will be implemented in urban and industrial areas facing high pollution, incorporating strict emission reduction targets, urban planning adjustments, and enhanced regulatory oversight. The Air Pollution Control Program will introduce standardized emission limits and promote the adoption of cleaner industrial technologies.

The Sustainable Use of Mineral Resources Program will promote environmentally responsible practices in resource extraction, minimizing environmental impacts. The Desertification and Land Restoration Program will involve targeted initiatives such as afforestation, soil stabilization, and sustainable land management practices to combat land degradation effectively. The Biodiversity Program will emphasize habitat restoration, protection of endangered species, and ecosystem connectivity.

The National Program on Greening SMEs will incentivize SMEs through financial support, technical guidance, and sustainable business practices, fostering a greener economic landscape. The New Waste Management Program (2028-2032) will enhance waste reduction efforts, establish advanced recycling facilities, and ensure rigorous enforcement of disposal regulations. Environmental Education and Training Programs will embed sustainability principles in school curricula, professional training, and public awareness campaigns. The Fundamental and Applied Research Programs will support innovative solutions in climate adaptation, pollution management, and renewable energy advancements.

Key stakeholders include the Ministry of Environment, Environmental Agency, Environmental Protection Inspectorate, Ministries of Economic Development and Digitalisation, Health, Agriculture and Food Industry, local authorities, financial institutions, business associations, private industries, academic institutions, and NGOs. Beneficiaries encompass government agencies, policymakers, researchers, businesses, students, educators, environmental organisations, health institutions, local communities, and the broader public, who will benefit significantly from improved environmental outcomes, public health protection, and sustainable economic opportunities.

Reform 5.6.12-13: Climate actions

Challenges

At the moment, Moldova has no price on greenhouse gas emissions. As indicated in its National Energy and Climate Plan, Moldova is committed to developing a carbon pricing tool. Design and implementation of a regulatory and legal framework for introducing such prices is a significant challenge for the country. Similarly, there is very limited experience in the country and important needs for capacity-building. Carbon pricing, regardless of its concrete shape, requires a robust system for monitoring, reporting and verifying greenhouse gas emissions at installation level, as well as for accreditation of verifiers. MRV-A is the first building block of the EU Emission Trading System; which Moldova will eventually join upon accession. The Association Agreement between the EU and Moldova also commits Moldova to developing such system for MRV-A.

Moldova as a Contracting Party (CP) to the Energy Community (EnC) is working to adopt the EnC climate acquis to its ledgers in alignment with directives issued by the EnC governing body, the Ministerial Council.

EnC CPs must fully implement the EnC MRV-A package by the end of 2025. The rules governing the most fundamental building blocks of the MRV-A package include, *inter alia*, the obligation to obtain a GHG emission permit, the scope of activities and gases, the appointment of the competent authority for the permitting process and the implementation of MRV-A in general, and the recognition of verifiers from the EU or the requirements for the accreditation of verifiers by the National Accreditation Body set in domestic legislation.

The Republic of Moldova already transposed the monitoring and reporting part of the EnC acquis, which will enter into force in November 2025.

As a next step, Moldova is in the process of adopting later in 2025 the verification and accreditation part of the EnC acquis, and this is planned in the National Plan for Accession for 2025.

Moldova, through the adoption of the Law on Climate Action in 2024, transposed some of the definitions and concepts from the EU ETS Directive including the obligation for stationary installations to have a dedicated greenhouse gas (GHG) emissions permit, and the list of activities covered by the emissions monitoring and reporting EnC requirements. The Environmental Agency has been appointed as the competent authority to issue permits and to coordinate emission monitoring plans. Stationary installations and aircraft operators to be covered by MRV-A have already been identified and the Environmental Agency has to introduce internal procedures and processes for the permitting purposes.

Objectives

As a significant stepping stone towards full compliance with EU ETS MRV-A requirements, the primary objective is the full operationalisation of an MRV-A system fully aligned with the requirements of the EnC Decarbonisation Roadmap (hereinafter “EnC MRV-A package”), covering the entirety of the territory of the Republic of Moldova. An operational MRV-A system from 2027 onwards will ensure that data gathering at installation level can start early enough for Moldova to build its carbon pricing tool on reliable data, regardless of the shape of this carbon pricing tool and regardless of the date of accession.

Qualitative and Quantitative Steps to be taken under this reform

- *Adopting relevant regulatory framework to fully align with the EU MRV-A Acquis. June 2026.*
- *A monitoring, reporting and verification system for the greenhouse gas emissions aligned with the EU requirements is fully operational. December 2026 (Baseline: No operational MRV-A system).*

Description of implementation

The implementation of the EnC MRV-A package requires the following actions:

- Designate and make operational a Competent Authority for issuing the GHG permits, approving the monitoring plans and annual emission reports;
- Define the activities and greenhouse gases that are to be monitored in line with EU legislation and set them out in domestic legislation;
- Designate a National Accreditation Body and domestic legislation setting out the requirements for the accreditation of ETS verifiers and/or adopt domestic legislation which recognises verifiers accredited by an EU National Accreditation Body in the context of the implementation of the EU ETS;
- Set out the process and deadlines for entities to request GHG permits, including a draft monitoring plan to the Competent Authority, and for the monitoring and reporting of verified emissions;
- Identify the entities that will be subject to the MRV-A system;
- Each entity must apply for a GHG permit, including submitting a draft monitoring plan, to the Competent Authority. The Competent Authority approves the Monitoring Plan once the Monitoring Plan is considered satisfactory and issues a GHG permit;
- The entities start the monitoring of their emissions in line with the approved monitoring plan, with the annual emission report to be submitted yearly. Before submitting the emissions report to the competent authority, an accredited verifier has to confirm that the emissions data for the year N is accurate and that the monitoring plan has been implemented. For each monitoring period, which runs from 1 January of the year N to 31 December of the year N: the operators and the aircrafts operators must report their verified annual emission report to the competent authority by 31 March of the following year (N+1).

This conditional step refers only to the EnC acquis contained in the Decarbonisation Roadmap. It does not pre-empt Moldova’s alignment with the wider EU climate acquis on the EU ETS, which includes more ambitious MRV-A provisions go beyond the EnC acquis.

6. POLICY AREA 6: ENERGY

Introduction

For the Republic of Moldova, enhancing energy security entails reducing dependence on energy imports, diversifying energy suppliers and supply routes, as well as improving energy efficiency measures. These initiatives are also critical for sustainable development and resilience against energy challenges. A central element of Moldova’s strategy in the energy sector is the establishment of a balancing market and an ancillary services market designed to bolster the stability, reliability, and efficiency of its electricity sector. Aligning electricity supply with demand will facilitate the integration of more variable renewable energy sources, contributing to the sustainable development of the energy sector. With these components, the electricity market will more readily align with European standards, which is crucial for Moldova's full integration into the EU single electricity market. The balancing market and ancillary services market will ensure grid stability, support renewable energy integration, and foster a resilient energy infrastructure, in addition to being mandatory under EU regulations.

Moldova's Residential Energy Efficiency Fund (REEF) is anticipated to play a vital role in its energy transition. Through targeted financing, REEF will support the rehabilitation of over 500,000 square metres of residential buildings and reduce their energy consumption, thereby alleviating energy poverty and enhancing access to modern, sustainable energy technologies such as heat pumps and battery storage. By reducing reliance on external energy sources through lower energy demand, this initiative will not only improve energy efficiency but also contribute to increasing Moldova's energy security.

By advancing these objectives, the Republic of Moldova aims to accelerate its energy transition, enhance energy security, and reduce dependency on energy imports, thus paving the way for a sustainable and resilient energy future.

SUB-AREA 6.1.: Electricity market

Reform 6.1.1-7. Open and competitive electricity market

Challenges

Despite significant reforms following the adoption of the Electricity Market Rules in 2020 and the urgent synchronisation with the European power system in 2022, the country still grapples to fully implement a competitive electricity market aligned with EU standards. Central to these challenges is the establishment of a functional balancing market, an essential component for ensuring grid stability, integrating renewable energy, and supporting Moldova's goal of joining ENTSO-E. SE „Moldelectrica", the national transmission system operator, is tasked with organising the balancing market and securing adequate balancing reserves. However, the limited availability of power reserves and a lack of participation from potential service providers hinder progress. The absence of an ancillary services market, which would incentivise producers to offer balancing services such as frequency regulation and reserve power, represents a critical gap.

The regulatory environment for ancillary services is complex, necessitating clear service specifications, transparent pricing mechanisms, and stringent adherence to EU regulations. High barriers to entry, substantial capital requirements, and the technological intricacy of these services may restrict competition and participation, particularly from smaller market actors. Market volatility, unpredictable demand and supply, and the increasing integration of intermittent renewable energy sources may further complicate efforts to ensure grid stability and cost efficiency. Moldova's geographic and infrastructural limitations, including its less interconnected national grid, exacerbate the challenge of facilitating effective cross-border electricity balancing.

At the same time, the development of the Day-Ahead and Intra-Day Markets is crucial for ensuring efficient pricing and a reliable electricity supply. These markets face challenges related to liquidity, price volatility, and accurate forecasting, particularly due to the variability of renewable energy sources. Transmission bottlenecks and regulatory differences with neighbouring countries hinder seamless cross-border trading, which is essential for market integration.

Another significant challenge lies in aligning Moldova's VAT system with EU legislation, especially concerning wholesale energy market integration and cross-border trade. Moldova must adopt the EU's destination principle, implement reverse charge mechanisms, and introduce VAT exemptions for cross-border energy transactions. These changes require careful adjustments to Moldova's existing VAT framework, along with the development of effective registration and compliance mechanisms for businesses involved in cross-border energy trade.

Overcoming these challenges demands comprehensive reforms, robust legal and regulatory frameworks, as well as investment in technology and infrastructure. Effective stakeholder engagement, transparency, and compliance with EU and Energy Community regulations are vital for promoting competition, attracting investment, and ensuring reliable and affordable electricity for consumers.

Objective

The aim of the reform is to create an efficient, secure, and fully integrated electricity market that ensures grid stability, facilitates cross-border trade, supports the integration of renewable energy, and promotes competition through transparent, market-based mechanisms—aligning Moldova's legal, regulatory, and fiscal frameworks with EU standards to encourage investment, efficiency, and consumer protection benefits.

Qualitative and Quantitative Steps to be taken under this reform.

- *National terms and conditions for the balancing are established in line with the provisions of EBGL and other Energy Community acquis. December 2025*
- *The public procurement tenders are launched for balancing services for new capacities by Moldelectrica. December 2025*

- *The balancing market is in place. December 2025*
- *Nominated Electricity Market Operator is designated. June 2025*
- *Day ahead and intraday markets are introduced. December 2025*
- *Fulfilment of the requirements for market coupling and submitting the application for acceptance to the Market Coupling Steering Committee (MCSC). June 2027*
- *Moldova VAT Law approximated to the EU legislation to integrate the wholesale market is adopted by Parliament. December 2025*

Description of implementation

The reform will be implemented through a structured legislative, regulatory, and operational process, aligned with the Energy Community (EnC) acquis and EU requirements. The key objective is to establish an efficient, transparent, and competitive balancing market, operationalising the Day-Ahead (DAM) and Intra-Day Markets (IDM), and harmonising Moldova's legal and fiscal frameworks to enable full integration into the EU electricity market.

The process begins with the adoption of primary legislation by Parliament, which establishes the legal basis for balancing market operations. Following this, the Electricity Balancing Guideline (EBGL), aligned with Commission Regulation (EU) 2017/2195, will be transposed and approved by ANRE. On this legal foundation, Moldelectrica will adopt the national terms and conditions for balancing, as required by Article 18 of the EBGL. This framework ensures non-discriminatory and transparent conditions for balancing service providers (BSPs) and balance responsible parties (BRPs), fostering competition and attracting investment in balancing services. Furthermore, it will enable Moldova to meet the prerequisites for joining EU balancing platforms.

Moldelectrica will prepare and publish the tender framework, including procedures, technical requirements, and contract templates. These tenders are necessary to unlock investments in balancing capacities and are expected to be launched by September 2025.

ANRE will approve the regulatory and contractual framework enabling the market-based procurement of balancing services, covering both capacity and energy. Moldelectrica will establish and operate the balancing market, including procuring and operationalising the necessary IT platform (linked to the MMS system). Once the framework is adopted and the platform is operational, prequalified participants will be able to conclude BSP contracts and submit offers for balancing services, including cross-border providers (e.g., Romania, Ukraine).

To enable DAM/IDM, ANRE will appoint a Nominated Electricity Market Operator (NEMO) in accordance with EU Regulation 2015/1222 (CACM). Essential elements, such as settlement rules, financial guarantees, and framework contracts, must be finalised. The power exchange (PX) will announce the go-live date, commence the registration of market participants, and initiate auctions. Upon the conclusion of auctions, results will be published on the PX platform. ANRE's decision conditions the formal launch of DAM/IDM. Operational DAM and IDM will provide transparent price signals, support market balancing close to real-time, and serve as prerequisites for market coupling with EU systems.

To submit Moldova's application for market coupling under the MCSC, complete transposition of EU Directives and Regulations in line with the Energy Community framework is required. Additionally, there should be contractual adherence to Single Day-Ahead Coupling (SDAC) and the operational Eastern Europe Capacity Calculation Region. The application will be submitted jointly by Moldelectrica (TSO) and the NEMO. Market coupling will enhance competition, liquidity, and investment signals in Moldova, ensuring access to EU balancing services and potentially reducing domestic balancing needs. The go-live decision will be made jointly by NEMOs and TSOs within the MCSC, provided all conditions under the MCO Implementation Project (MCO IP) are satisfied.

Ultimately, Moldova will align its VAT legislation with the EU framework to remove market distortions and provide legal certainty. Harmonised VAT rules are essential for integration into SDAC, SIDC, and EU balancing platforms, tackling risks of non-taxation and double taxation fraud.

SUB-AREA 6.2: Gas market

Reform 6.2.8-9. Open and competitive gas market

Challenges

Opening the gas market to competition requires all stakeholders to adapt to new regulations and mechanisms that establish a functional and competitive market, while also ensuring that large consumers can negotiate favourable contracts. Ensuring fairness through the harmonised distribution tariff is essential, as introducing a unified distribution tariff necessitates a detailed assessment to avoid disproportionate impacts on specific consumer categories. Managing outstanding debts among consumers is another crucial consideration. Conditioning the change of supplier on signing a debt rescheduling agreement may help prevent debt accumulation on the supplier's side, thus contributing to the efficient operation of the market where no consumer should bear the debt of another. Moreover, an effective monitoring mechanism must be implemented to prevent tariff deviations that exceed the 1% limit, in accordance with the applicable provisions of the gas law. Additionally, Moldova must establish a transparent and non-discriminatory framework for selecting a universal gas supplier and a fallback supplier. Currently, the number of active suppliers in the market is limited, and the selection process must ensure genuine competition, fair access, and compliance with EU and Energy Community standards regulations.

Objective

The primary aims of this reform are to strengthen a competitive gas market in accordance with EU principles by enhancing market liberalisation and competition within the natural gas sector, eliminating distortions caused by preferential regimes for specific customer categories, and ensuring a balanced regulatory framework that protects both suppliers and consumers. Additionally, it aims to maintain market stability and facilitate access to a broader range of suppliers for businesses, organise a competitive procedure for selecting the universal service supplier and the supplier of last resort, and to create a predictable and transparent framework for new suppliers wishing to enter Moldova's natural gas supply market.

Qualitative and Quantitative Steps to be taken under this reform

- *Large industrial gas consumers procure gas on the open gas market. December 2025*
- *The supplier of the last resort/universal gas supplier is appointed by ANRE, based on the transparent and non-discriminative procedure. December 2025*

Description of implementation

To achieve the outlined objectives, the implementation process will commence through a collaborative effort between the Ministry of Energy and ANRE to define large gas consumers. This involves establishing a clear annual consumption threshold to categorise these consumers and requiring them to purchase gas exclusively from the free market starting from 1 October 2025. Implementing the harmonised distribution tariff necessitates the development and approval of a pricing methodology that ensures fairness for all natural gas consumers. In the next step, conditions for supplier switching will be established, with an obligation to reschedule outstanding debts before allowing consumers to switch to a new supplier.

Regulating gas procurement by the public service supplier involves developing a stringent oversight system to ensure compliance with the imposed tariff deviation limits and to mitigate financial risks within the energy system. These measures will facilitate a smooth transition towards a fully liberalised and competitive market, through an expedited market opening for large gas consumers.

The group of direct beneficiaries of this reform includes large natural gas consumers (such as industrial companies, electricity and heat producers, hospitals, universities, etc.), who will have access to a wider range of suppliers and the ability to negotiate more advantageous prices. SMEs will benefit from a more competitive environment and more transparent tariffs. In the long run, household consumers will benefit from the creation of a more competitive market that may lead to fairer prices and more efficient services. Following this reform, household and vulnerable consumers will have guaranteed access to a gas supplier, even in crisis situations, preventing supply interruptions. Businesses and SMEs will benefit from a more predictable framework ensuring the continuity of their gas supply if their suppliers withdraw from the market. The reform will ensure that consumers in remote or limited-access areas will have a designated supplier to meet their natural gas needs.

In the implementation of this reform, the Ministry of Energy of the Republic of Moldova will be responsible for drafting and implementing the legislative and strategic framework. As the market regulator, the Energy Regulatory Agency (ANRE) will establish the tariff methodology, monitor compliance with the new rules, and oversee the transparent and non-discriminatory selection process for a universal service gas supplier and a supplier of last resort. Natural gas network and transmission operators (such as Vestmoldtransgaz) are responsible for ensuring fair access to infrastructure. Consumer associations and business representatives will play a role in protecting consumer interests and promoting a balanced competitive environment.

SUB-AREA 6.3: Energy security

Reform 6.3.10-14. Guaranteeing energy security

Challenges

Enhancing the energy security of Moldova involves a number of priority measures to regulate gas storage, secure electricity interconnections, and increase domestic generation capacity. Considering the characteristics of the gas market in the Republic of Moldova, regulating the gas storage obligation presents several significant challenges. The impact on small suppliers must be carefully considered, as they may struggle to meet storage obligations due to their more limited access to financial and logistical resources. The allocation mechanism must be clearly defined and applied uniformly to prevent favouritism towards certain market players.

The certification process of Vestmoldtransgaz (VMTG) as a transmission system operator continues to pose a significant challenge due to the compliance requirements of EU regulations. The primary concern is the ownership structure of the transmission system, which must be entirely independent of vertically integrated undertakings.

Accomplishing the 400 kV Vulcănești - Chișinău overhead power line is a key short-term priority. As the construction process continues, the main difficulties that may arise include adverse weather conditions and lengthy equipment production times at the substations. Launching the construction of the new 400 kV Balti–Suceava line will significantly enhance cross-border capacities for electricity trading. Identifying the optimal route is likely to be among the key challenges of the project, as well as potential delays related to tendering procedures, implementation, and administration.

To support Moldova in building additional energy production capacity, a gas turbine has been provided by Norwegian donors. Logistical complexity presents an obstacle, as the turbine must be transported through multiple countries before reaching Moldova. Transport limitations and coordination issues could affect the timeline. Additionally, integrating the turbine into Moldova’s energy grid requires careful planning to ensure stability and efficiency operation.

Objective

The objective of this reform is to enhance Moldova’s energy security by establishing legal and regulatory conditions for natural gas storage, further promoting unbundling requirements in the gas market, achieving the ongoing Moldova-Romania electricity interconnection project, and launching a new one, as well as through the rapid deployment of additional capacities for domestic energy production.

Qualitative and Quantitative Steps to be taken under this reform

- *Gas storage obligation of 15% of the total consumption of the Republic of Moldova is secured on an annual basis. December 2027*
- *ANRE takes a decision concerning re-submitted opinion of the Ministry and considers re-opening of the certification on Vestmoldtransgaz in regards the transmission system ownership. December 2025*
- *Moldova finalises the construction of 400 kV line Vulcănești – Chișinău to secure its power system. December 2025*
- *Moldova will ensure commissioning of additional dispatchable capacity. June 2026*
- *Moldova starts construction of the 400 kV line Balti – Suceava to increase cross-border capacities to Romania. December 2027*

Description of implementation

The Government of Moldova will initiate amendments to the law to ensure gas storage is maintained through market-based mechanisms. This process will be conducted in consultation with the EU and the Energy Community Secretariat. The amended law will establish the requirement for securing gas storage equal to 15% of total consumption at the start of the heating seasons in 2025, 2026, and 2027. The implementation will be monitored by ANRE, which will track gas storage levels and ensure compliance with the regulations.

In parallel, ANRE will oversee the transfer of ownership of Moldova's gas transmission network from Moldovagaz to a new, independent entity. This decision is part of the ongoing effort to comply with EU directives, ensuring that the transmission system is not integrated with gas supply, trade, or distribution. ANRE is expected to make this decision by the third quarter of 2025, with the certification of the new entity published on the Ministry of Energy's website.

Completing the construction of the 400 kV internal power line from Vulcănești to Chișinău by the end of 2025 is critical for enhancing Moldova’s energy security. This line will facilitate the direct transmission of electricity imported from Romania to Moldova's capital, ensuring system stability in the event of outages or disruptions along other critical lines. At least 50% of the construction work for the new interconnection 400 kV line Balti – Suceava on the Moldovan side will be finalised. The new interconnection with the EU market (Romania) will increase potential exchanges between Romania and Moldova, contributing to the security of electricity supply. Completion and operationalisation of these lines will be monitored by the Ministry of Energy to ensure full compliance with relevant deadlines, commitments, and regulations.

As part of this reform, Moldova will progress towards the operationalisation of a 125 MW gas turbine power plant to enhance domestic power generation capacity. This initiative will be supported through the European Union's Civil Protection Mechanism and will include a comprehensive set of steps, including the approval of a draft law declaring the project a public utility, the establishment of a working group, and the development of a feasibility study. The operationalisation plan will be designed to enhance Moldova's energy resilience and reduce dependency on external power sources. Stakeholders include the Ministry of Energy, the Moldovan Energy Projects Implementation Unit (MEPIU), and EU partners.

The beneficiaries of the reform will be end-consumers, both households and businesses, who will benefit from enhanced energy security and a reduced risk of supply shortages during peak demand periods, particularly in the event of energy crises or demand surges. Gas consumers and industry participants will also benefit from a more transparent and competitive gas transmission system.

SUB-AREA 6.4: Energy efficiency

Reform 6.4.15-19. Advancing energy efficiency

Challenges

The residential sector in the Republic of Moldova is the largest energy consumer, accounting for approximately 50% of the country's final energy consumption. Over 70% of residential buildings were erected during the Soviet era, with little consideration for energy efficiency. These ageing structures lack adequate insulation, suffer from excessive heat loss, and require substantial modernisation, imposing a heavy financial burden on households—particularly in rural areas where access to energy-efficient solutions remains limited. Many apartment blocks and individual houses suffer from uninsulated walls and windows, along with outdated, inefficient heating systems, resulting in high energy consumption and costs. This presents significant challenges for low-income households, as energy bills take up a considerable portion of their income, exacerbating fuel poverty during harsh winters. According to the National Bureau of Statistics, household expenditure on housing, water, electricity, and heating accounted for 17.6% of total expenditure in 2023, an increase of 2.4 percentage points compared to 2021. To address the low energy efficiency of existing buildings, the Moldovan government established the Residential Energy Efficiency Fund (REEF) through Government Decision 251/2024. Managed by the National Centre for Sustainable Energy (NCSE), REEF is a long-term incentive programme with its first phase running from 2024 to 2027. The initial objective is to renovate 370,000 m² of heated area in apartment buildings and 130,000 m² in individual houses, funded by the Moldovan government and international partners. The budget supports financial incentives in the form of two complementary subsidy components: the grant component and the allocation. The grant component covers up to 70% of the total investment costs for apartment buildings and up to 50% for individual houses. The remaining contribution can be subsidised by up to 90% through the allocation, in cases of proven energy poverty of the homeowner. The allocation is provided by the Energy Vulnerability Reduction Fund (EVRF), a social instrument managed by the Ministry of Labour and Social Protection. Funding for the grant component will be provided 50% by the Energy Efficiency Obligation Scheme (EEOS) and 50% by international donors, such as the European Union.

Objective

This initiative seeks to enhance access to modern, efficient, and sustainable energy technologies, reduce energy poverty, and increase energy security through measures such as heat pumps, battery storage, and cooling stations; the reform beneficiaries will gain greater control over their energy consumption and consequently reduce their energy vulnerability.

Qualitative and Quantitative Steps to be taken under this reform

- *Scaling up of Residential Energy Efficiency Fund to provide incentives for multi-apartment residential buildings and individual houses renovation, including vulnerable households. December 2025*
- *Roll out of energy efficiency measures (December 2026 deadline measures). December 2026*
- *Roll out of energy efficiency measures (December 2027 deadline measures). December 2027*
- *The energy performance of building legal framework (related to energy performance certificates issuing) is in place. The tool for energy performance of building certificates is fully functional. December 2027*
- *Eco-vouchers program is scaled up. December 2025*

Description of implementation

As part of the REEF scaling up, the National Centre for Sustainable Energy (CNED) will undertake the mandatory assessment for additional subsidies, provide incentives for energy-efficient refurbishment to facilitate the transition from gas heating systems to renewable energy systems, support the rollout of energy-efficient stoves, and contribute to the renovation and cost-effective transformation of a specific number of buildings to nearly zero-energy standards.

The energy efficiency measures rolled out as part of Phase 1 will include conducting at least 200 energy audits across various residential building types, including apartment blocks, individual houses, and rural households; developing at least 20 technical designs for energy efficiency interventions in multi-storey residential buildings; and signing financing contracts with at least 20 homeowners' associations for the renovation of multi-storey buildings, as well as with at least 300 individual houses, including those belonging to vulnerable households, to implement energy efficiency measures. REEF will support the renovation of at least 20 multi-apartment residential buildings and at least 200 individual houses, either in progress or completed, with a minimum of 50% financial support from the EU. Renovation works on three public buildings will be either in progress or completed, with a minimum of 50% financial support from the EU.

As part of phase 2, additional energy efficiency measures will be implemented. These include developing at least 30 further technical designs for energy efficiency interventions in multi-storey residential buildings and signing financing contracts with at least 30 more homeowners' associations for multi-storey building renovations. REEF will support the renovation of at least 30 additional multi-apartment residential buildings, and renovation works on 10 public buildings will be either in progress or completed, with 50% financial support from the EU. Furthermore, REEF will assist in the renovation of at least 250 individual houses, also with 50% financial backing from the EU.

The development of a legal framework for energy efficiency measures requires the Government to elaborate and adopt the secondary legal framework for energy performance certificates. Following this, the system for delivering energy performance certificates for buildings will be developed by CNED.

SUB-AREA 6.5: Renewable energy sources

Reform 6.5.20-24. Thriving market for renewable energy

Challenges

The introduction of renewable energy in the Moldovan energy system faces several challenges. A primary obstacle is the need to refine auction mechanisms to incorporate energy storage solutions and allocate capacities strategically. The financial ecosystem for energy storage remains underdeveloped, limiting adoption among residential and business consumers. The absence of dedicated financial products and incentives curtails widespread deployment, thereby restricting grid flexibility and renewable integration. Additionally, Moldova must fully transpose sustainability criteria for biomass and biofuels into national legislation. This includes implementing stringent compliance mechanisms to ensure that biofuels consumed domestically meet EU sustainability and greenhouse gas reduction requirements. Another challenge is establishing an electronic registry for guarantees of origin (GO) for electricity. The lack of a digital platform for GO issuance, transfer, and cancellation affects transparency and credibility in the renewable energy market. Furthermore, complex and protracted administrative procedures hinder the permitting process for renewable energy projects. Streamlining these procedures is essential to accelerate the deployment of renewables and attract investors.

Objective

The objective of this reform is to accelerate Moldova's deployment of renewable energy by improving the auction framework, developing financial products for energy storage, transposing EU sustainability criteria for biofuels, implementing an electronic GO registry, and simplifying permitting processes. These measures aim to enhance investment attractiveness, increase transparency, and support the efficient integration of renewable energy into Moldova's energy sector system.

Qualitative and Quantitative Steps to be taken under this reform

- *The Action Plan for the deployment of renewable energy, and energy storage continue to be implemented. December 2025*
- *Development of the Energy Storage support mechanism for residential sector and business. December 2026*
- *The secondary legislation concerning sustainability criteria for biomass, biofuels, and greenhouse gas emission reduction criteria is fully transposed, ensuring that the fuels consumed nationally are blended with certified biofuels, either locally produced or imported is adopted. December 2027*

- *Electronic registry for issuance, transfer and cancellation of guarantees of origin for electricity is established. December 2025*
- *Streamlined permit-granting procedures for renewable energy are established within single point of information platform. December 2027*

Description of implementation

The Ministry of Energy will lead policy formulation, legislative amendments, and implementation oversight. The National Agency for Energy Regulation (ANRE) is responsible for defining regulatory frameworks, overseeing auction processes, implementing the GO registry, and regulating energy storage policies. Moldelectrica, in its role as the transmission system operator, will ensure grid readiness for integrating new renewable energy capacities and storage solutions. Distribution system operators will facilitate the integration of new renewable energy capacities into the distribution network. The Environmental Agency and local authorities will provide support for permitting reforms and ensure compliance with sustainability regulations. Organisations such as CNED and ODA will develop and manage financial instruments for energy storage. Private investors are expected to participate in renewable energy auctions and contribute to the expansion of energy storage.

The Action Plan for the deployment of renewable energy and energy storage will continue to be implemented by the Government and will be monitored to ensure that it revises the auction design to include storage, reflects the outcomes of the first auction, prepares a framework including tender documentation, and launches actions for new renewable energy and energy storage in 2025, specifying the allocated capacities for each technology, with a view to fast-tracking renewable energy deployment.

The mechanism targeting financing for battery storage systems for the residential sector and businesses will be launched by extending the scope of existing financing programmes for renewable energy and energy efficiency. By supporting individuals and businesses to generate and consume their own renewable energy or store it, reliance on centralised energy sources and imports will be reduced, while also alleviating pressure on the grid by smoothing consumption curves and enhancing energy availability during peak demand.

The primary beneficiaries of this reform are renewable energy developers and investors, who will benefit from simplified permitting procedures, improved auction mechanisms, and enhanced market transparency. Households and businesses adopting renewable energy solutions and energy storage systems will gain access to tailored financial products and incentives, reducing upfront costs and improving energy affordability. Vulnerable consumers, particularly in rural areas, will benefit indirectly through increased access to clean, reliable, and affordable energy. Furthermore, the broader Moldovan economy will experience positive effects through job creation in the renewable energy sector, increased energy security, and reduced dependence on imported fossil fuels. National and local authorities will also benefit from improved regulatory frameworks and streamlined processes, facilitating more efficient oversight and enabling Moldova's alignment with EU energy and climate objectives.

7. POLICY AREA 7: FUNDAMENTALS

Introduction

Fundamentals of the EU enlargement process encompass the core institutional, regulatory, and governance frameworks vital for Moldova's sustainable economic development and alignment with European standards. This policy area addresses strategic objectives such as combating corruption, strengthening judicial independence, enhancing financial oversight, protecting fundamental rights, aligning visa policies, fighting organised crime, and improving statistical capacity. Addressing existing weaknesses in these foundational aspects will spur investor confidence, strengthen market competition, and improve the effectiveness of public institutions and policies.

Moldova is actively pursuing comprehensive governance reforms to strengthen the fundamentals. By reinforcing judicial independence, increasing transparency, and strengthening anti-corruption measures, Moldova aims to establish a robust and trustworthy governance system. Additionally, enhancing financial integrity and aligning competition policies with EU regulations will create a fairer and more predictable business environment. These reforms are essential for fostering investor confidence, ensuring economic resilience, promoting social cohesion, and ultimately driving sustainable growth and closer integration with European Union standards.

SUB-AREA 7.1: Fight against corruption

Reform 7.1.1-5. Improve the effectiveness of the prevention and repression of corruption, including by improving the institutional and legislative framework

Challenges

Annually, around 75,000 wealth and interest declarations are submitted, yet the limited number of integrity inspectors cannot manually verify them all. Without an automated system, the analysis of these declarations is slow and ineffective, making it difficult to identify discrepancies. Manual verification can take up to two months, consuming resources and hindering the early detection of irregularities. The current verification process lacks advanced algorithms, which restricts the identification of data inconsistencies, resulting in a first-in-first-out approach without prioritisation. Repetitive manual tasks lead to human errors and subjective interpretations. Inspectors treat all cases equally due to the absence of a risk identification mechanism, preventing them from focusing on complex cases that require thorough analytical systems.

Public trust in judicial systems is low due to an unfinished vetting process among prosecutors and judges. There is a need for ongoing professional training for law enforcement entities to tackle challenges such as electoral corruption and organised crime. The prosecution system lacks effective reporting mechanisms for legal violations and protections for whistleblowers, which should be in line with existing integrity laws. Anti-corruption expertise regarding draft laws is essential for preventing corruption, ensuring laws do not facilitate corrupt activities and assisting in the identification of risks.

Objective

The objective of the measure is to streamline the framework for corruption prevention through the organisation of an efficient system for checking wealth and interest declarations, conducting anti-corruption expertise on normative documents prior to their approval, assessing institutional integrity, and monitoring corruption cases effectively. Anti-corruption expertise aims to prevent corruption manifestations by excluding risk factors from projects, informing authors and the general public about identified risks, and providing additional guarantees for the conduct of the legislative process in the interest of citizens and the public. The institutional integrity assessment seeks to enhance good governance in the public sector by ensuring the institutional and professional integrity of public agents. Simultaneously, it can hold public entities accountable, strengthen the environment of institutional integrity, and reduce corruption risks in specific contexts and areas.

Qualitative and Quantitative Steps to be taken under this reform

- *Track record of effective and efficient investigations, prosecutions, final judgments in corruption is improved, including high level corruption cases. Statistical definition of different crime categories is revised and aligned with international standards. June 2027.*
- *100% of declarations are submitted electronically to the new e-Integrity system and the red flagged ones are assigned automatically and randomly to the National Integrity Agency (NIA) inspectors. Interoperability with other platforms is ensured through the MConnect platform. December 2026.*
- *100% of NAC recommendations on corruption risks mitigating measures are addressed in the final draft laws by the author of the draft law. If some of the recommendations are not accepted, a written justification should be made. December 2026.*
- *95% of integrity assessment recommendations that are accepted to be integrated into the local integrity plans of evaluated institutions and at least 85% of recommendations implemented. December 2026.*
- *Through strengthening the legal framework on a dedicated anti-corruption adjudication infrastructure, MD achieves a 40% reduction in disposition time for corruption and related cases compared to 2024 and increases the clearance rate by 10% for these cases compared to 2024. December 2026*.

Description of implementation (beneficiaries and stakeholders)

The implementation of this reform will follow a structured approach and involve strengthening the processes at each stage of the criminal justice system, thereby improving efficiency, increasing transparency, and ensuring accountability. The goal is to enhance the number of successful investigations, prosecutions, and judgments, while presenting measurable evidence of these improvements to foster public trust and confidence in the justice system.

Through a new version of the e-Integrity system, the efficiency of the declaration submission process will be streamlined. A mechanism will be assigned to the national integrity authority to flag declarations, which will automatically be routed to integrity inspectors for further review. Furthermore, this new e-Integrity system will be interoperable with other relevant platforms, enabling data sharing across various governmental systems. Dedicated measures will focus on reducing the average time to process and adjudicate corruption-related cases (such as money laundering, fraud, bribery, etc.). This will include improving case management, reducing procedural delays, and enhancing judicial processes efficiency.

SUB-AREA 7.2: Judiciary and prosecutorial system reform

Reform 7.2.6-7. Strengthening independence, accountability, and integrity of the justice system

Challenges

The Moldovan justice system faces a combination of structural, legal, political, and resource-related challenges that undermine its ability to function effectively. To improve the system, it is essential to address issues related to corruption, judicial independence, case management efficiency, public trust, and infrastructure. Significant legal reforms, stronger enforcement of laws, investment in technology, and capacity building within the judiciary will be critical for enhancing the justice system in Moldova. The extraordinary integrity vetting exercise represents a crucial tool designed to ensure that the judicial system is free from corruption and political interference. By the end of 2024, more than 50 judges had resigned before undergoing evaluation, including 22 of the 25 judges of the Supreme Court of Justice (SCJ) and over 30 judges from the country's four courts of appeal.

The integrity assessment of judges and prosecutors is currently one of the most challenging and demanding tasks facing the justice system. The activities of the Pre-vetting Commission (Commission No. 1) commenced in 2022 and have now concluded. Among its significant deliverables is the establishment of the vetted self-governing bodies for judges and prosecutors. The Superior Council of Magistracy became functional with its new composition in September 2023, when the ninth (9th) member was appointed, making the Council deliberative with a pre-vetted composition of 9 out of 12 members appointed. As of April 2025, the SCM has its full composition of 12 members. The Superior Council of Prosecutors became fully operational with its new composition in December 2023, with most of its members having been vetted.

Under the guarantees set by Law No. 65/2023, the Commission for the Evaluation of Judges is currently active and is mandated to assess the candidates for the Supreme Court of Justice, candidates for membership in the specialised boards of the SCM, as well as all judges of the appeal courts and judges holding key positions (presidents and vice-presidents of courts). Another Commission for the Evaluation of Prosecutors has been established and is currently evaluating candidates for the specialised boards of the SCP, prosecutors of the Anti-Corruption Prosecutor’s Office.

The National Institute of Justice plays a pivotal role in Moldova’s justice system by ensuring the continuous professional development and training of judges and prosecutors. Despite its critical mandate, the NIJ currently operates without a comprehensive strategic plan: a gap that poses significant challenges to the institution’s effectiveness and coherence. The absence of a strategic plan hinders the NIJ’s ability to align its training programs with national justice reforms and international standards and to respond proactively to emerging challenges in the justice sector.

Objective

The objective of this measure is to ensure that self-governing bodies of judges and prosecutors are filled with vetted candidates and are operational, thereby increasing their effectiveness and transparency. The primary role of the specialised boards will be to ensure that judicial and prosecutorial appointments are made based on merit, qualifications, and professional integrity rather than political influence or personal connections. This should reduce the risk of political or corrupt influences in the appointment process, thus promoting judicial independence and enhancing the credibility of the judiciary and prosecution service. The specialised boards under legal guarantees are mandated to regularly assess performance and ensure continuous legal education, maintain high professional standards in the judiciary and prosecution services, upheld the culture of accountability and high ethical standards among judicial and prosecutorial professionals.

Qualitative and Quantitative Steps to be taken under this reform

- *All members of the SCM specialised boards are appointed and all of them have been previously vetted. June 2026.*
- *All members of the SCM specialised boards are appointed and all of them have been previously vetted June 2026.*
- *at least 50% of the vacant positions in the Courts of Appeal are filled with vetted judges and 18 of the vacant positions of the Supreme Court of Justice are appointed from vetted candidates. June 2027*
- *A new strategic plan for the National Institute of Justice (NIJ) aligned with the 2022 TAIEX Peer review recommendations is adopted and a significant* part of it is implemented. *December 2026*

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Description of implementation

The integrity assessment process is ongoing, and the timing of the public hearings was announced in early 2025. The average waiting period for judges to undergo evaluation, from the date of notification of the evaluation initiation procedure until the receipt of the Evaluation Decision, ranges from 6 to 12 months. The CSM will organise competitions for the vetted candidates. Additionally, the SCM will undertake various measures to address the negative impact of resignations from the judicial system following notifications by the Vetting Commission. The SCM will ensure continuous competitions for filling temporary transfers or vacant positions at the SCJ, courts of appeal, and for filling managerial positions in district courts.

An important aspect to highlight, based on the legal safeguards, is that the mandate of the two vetting commissions includes a thorough assessment of the personal integrity and professional ethics of judges and prosecutors. The commissions conduct their assessments independently of any political influence or external pressure. Given these legal safeguards, the Government may not interfere in the work of the two commissions, meaning that the the speed of the processes is at the pace of the commissions.

The National Institute of Justice (NIJ) is vital to the country's judicial system. Its training programs, both initial and continuous, are designed to ensure that legal professionals are well-equipped to uphold the rule of law and foster a fair and transparent justice system. The NIJ should adopt and implement a strategic plan aligned with the 2022 TAIEX Peer Review recommendations, driving meaningful improvements on its operational level and enhancing its contributions to the justice system.

Reform 7.3.8-9. Building further a more efficient, modern, digital and user friendly administration of the justice sector

Challenges

The national justice system faces several challenges in becoming a more efficient, modern, digital, and user-friendly administration. While there have been significant improvements in recent years, barriers still impede the full realisation of these goals. Among these is the limited digital infrastructure. For a substantial part of the processes, the system still relies on paper-based procedures, which hinders the interoperability of different judicial institutions (courts, prosecutors, police, etc.), leading to inefficiencies and delays in processing cases.

Courts face a backlog of cases, which is compounded by the increasing number of vacancies among judge positions and the inefficiency of manual processes. The slow handling of cases and decision-making affects the timeliness and quality of justice. The substantial backlog of cases faced by many courts in the system necessitates prompt action by the authorities to address the situation and ensure that justice is delivered within a reasonable timeframe.

Objective

The objective of this action is to increase access to justice, improve the efficiency and timeliness of judicial proceedings, and promote greater transparency, accountability, and public confidence in the system. By integrating digital tools and modernising judicial processes, existing technical inefficiencies will be addressed, the risk of corruption will decrease, and confidence in the justice system, which should serve all citizens fairly and promptly, will rise.

Specifically, the key objectives are to streamline administrative processes and reduce the disposition time for different categories of cases at all levels of the courts; to facilitate access to the judicial system for all categories of beneficiaries, including public authorities and legal persons, through the use of e-Filing. An important objective is to reduce operational costs within courts by implementing digital solutions. Increased case monitoring and case flow management will also be ensured to allow for more accurate statistical data generated by the courts. Additionally, the objective of achieving a full transition of all case-related data to an electronic format, eliminating reliance on paper-based records and manual processes, will facilitate quicker access to case data, reduce the administrative burden, and improve efficiency in case handling, as legal professionals will be able to access and update cases real-time.

Qualitative and Quantitative Steps to be taken under this reform

- *To increase transparency and efficiency of the justice sector, the E-File application is operational in all first instance courts and at least 15% of all cases submitted and processed through this application. The integrated case management system (ICMS) is operational with 100% of all cases covered and all data accessible in electronic form and connection with 7 information systems is ensured. December 2027.*

- *A 30% reduction in disposition time for administrative cases is achieved in first instance courts compared to 2023. Increase the clearance rate to 110% for civil and commercial cases, and 100% for administrative cases in first and second instance courts. December 2027.*

Description of implementation (beneficiaries and stakeholders)

To ensure that the E-File application is fully operational in all first-instance courts, several significant steps must be taken. Currently, the E-File application is being piloted with advocates across several national courts. In the next stage, the user categories will expand to include public authorities and legal entities, allowing them to submit documents via the E-File system. The implementation of E-File signifies the digitisation of filing, managing, and accessing court documents and case files. To reach the established benchmark, a fully operational transfer of files between courts at all levels must be guaranteed. From a technical perspective, this necessitates that all first-instance courts possess the necessary hardware (e.g., computers, servers) and internet connectivity to support the E-File system. Additionally, the E-File system will be integrated with other relevant court management systems, such as the Integrated Case Management System (ICMS), to facilitate seamless data sharing and interoperability. Training programmes will be provided for judges, court clerks, and other court staff on the effective use of the E-File system.

According to the SCM activity plan, a reduction in disposition time for several categories of cases will be ensured through various measures: a) an increased number of judges in specialised panels for administrative and corruption-related cases; b) effective monitoring of specific cases (those examined for more than five years, electoral corruption cases); c) the adoption and implementation of a backlog reduction tool.

The backlogs will be identified by carefully analysing the process of examining all cases and pinpointing those that have not been resolved within the specified time limit or within a reasonable timeframe. Additionally, SCM will undertake an internal evaluation based on the contribution of judicial statistics, reflecting aspects such as: inefficient organisation of the network of courts; insufficient qualifications and competence of staff; significant discrepancies between the flow of cases and the resources allocated to the various courts, resulting in intolerable pressure on some of the system's employees; improper allocation of cases between judges, disregarding the rules of random allocation or failing to consider their complexity; resource management informed by institutional memory rather than objective factors, including the flow of files and outcomes; and issues related to technical-material supply.

SUB-AREA 7.3: Anti money laundering and financial crime investigations

Reform 7.4.10-12: Creating level playing field for business by fighting economic crime and AML

Challenges

An effective financial system in a country is a crucial factor in fostering economic development. The misuse of the financial system for money laundering and terrorist financing undermines its functionality and integrity. Money laundering and terrorist financing are global crimes that are constantly evolving, with new techniques, methods, and trends emerging. Therefore, a continuous process of professional training is essential to ensure a consolidated and efficient system for preventing and combating these illicit activities. Although the Office for Prevention and Fight against Money Laundering (FIU Moldova) periodically organises training sessions for reporting entities, these efforts need to be strengthened. Currently, there is no certification system for professionals conducting training activities. The number of training requests from representatives of the private sector is continually rising, as is the demand for personalised sessions tailored to the specific needs of reporting entities activity.

Objective

The objective of the AML Centre is to establish a continuous training platform for specialists in the prevention and combat of money laundering and terrorist financing. It will offer advanced training programmes, adapted to international standards, with a focus on emerging risks, trends, and typologies, thereby contributing to the enhancement of professionals' capacities in the field.

The overarching results achieved through this objective will improve cooperation between the public and private sectors. The AML Centre will operate as a hub for information exchange between state authorities (FIU Moldova, authorities overseeing reporting entities, law enforcement agencies) and reporting entities from the private sector. It will facilitate the exchange of best practices and provide guidelines for the efficient and consistent implementation of their obligations as reporting entities.

Qualitative and Quantitative Steps to be taken under this reform

- *A central register of beneficial ownership (BO) is fully operational and updated, ensuring a transparent access for competent authorities, FIUs, and reporting entities; and sanctions for non-compliance with BO obligations are enforced, where applicable. 90% of active businesses filed the BO declaration. Access granted to (i) all competent authorities and FIU, (ii) obliged entities in the framework of CDD and (iii) any person/organisation that can demonstrate a legitimate interest. December 2025.*
- *A national certification system on AML is established and operational, with at least 500 AML professionals certified. December 2026.*
- *Track record in financial investigations as well as investigations, prosecutions and convictions for money laundering (including stand alone money laundering) is improved. December 2026.*

Description of implementation

The efficiency of a system for preventing and combating money laundering and terrorist financing relies on a strategic approach that includes strengthening the essential training framework for exchanging best practices at both national and international levels. The establishment of the AML Centre signifies a significant step in this direction; however, its effective implementation necessitates inter-institutional coordination and optimal resource allocation.

The Centre is set to be established in the second semester of 2025. The activities include a) defining the objectives and purpose of the Centre; b) establishing a certification system; c) developing and approving the legal framework necessary for its operation; d) providing modern infrastructure and adequate equipment; and e) creating an effective inter-institutional coordination mechanism.

At the same time, the Curriculum will be approved, requiring the involvement of national and international experts. The first specialist is expected to be employed in the first semester of 2026. The hiring process encompasses the establishment of selection criteria for specialists, defining motivational mechanisms, and organising partnerships with international institutions for the exchange of experiences. As the activities of the AML Centre expand and additional capacities are needed, a gradual hiring process will be implemented to ensure that the needs of the AML Centre are met.

The implementation of the AML Centre marks a crucial step in strengthening the national mechanism for preventing and combating money laundering and terrorist financing, aiming to enhance financial integrity and protect the national economic system from the risks associated with illegal activities.

Particular emphasis will be placed on continuous employee training, certification, and the development of effective internal risk assessment processes to ensure that any potential threats can be addressed swiftly. These measures will contribute to creating a safe and transparent economic environment, in line with international standards, thereby safeguarding the integrity of the national economy and public confidence in financial systems.

The establishment of a Training Centre in the field of preventing and combating money laundering and terrorist financing (AML Centre) will address the issue of providing sectoral training and certification for professionals. The AML Centre will serve as a platform dedicated to the training and continuous development of specialists in the field, thereby bolstering national capacities to prevent and combat money laundering and terrorist financing. Additionally, the aforementioned Centre will facilitate the organisation of training sessions by developing specialised programmes for all categories of reporting entities.

Beneficiaries of the Reform are reporting entities: banks, exchange offices, investment societies, non-banking credit organisations, and other financial institutions, as stated by the Anti-Money Laundering Law (308/2017). The main stakeholders are authorities with supervisory functions over the reporting entities, as stated by the AML Law, including the National Bank of Moldova, the National Committee for the Financial Market Supervision, the Notary Chamber, and the Authorised Administrators Union etc.

SUB-AREA 7.4: Fundamental rights

Reform 7.5.13: Level of gender based violence is decreased and access to justice and services for victims are improved

Challenges

The Republic of Moldova faces challenges regarding domestic violence, particularly in ensuring that victims can access essential services:

- Insufficient shelter availability: Only 178 out of the required 260 spaces are available for the temporary accommodation of domestic violence victims. This number falls short of the standards established by the Convention on Preventing and Combating Violence Against Women and Domestic Violence, which recommends one shelter space for every 10,000 individuals.
- Imbalanced geographical distribution of shelters and specialised services limits victims' ability to receive necessary protection and support.
- Lack of infrastructure designed to meet the needs of elderly residents and individuals with disabilities within the shelters.
- Insufficient professional capacity among social service providers, highlighting the need for enhanced training to effectively deliver victim-sensitive support.

Objective

To ensure effective protection of victims of violence against women and domestic violence and to adequately address their complex needs by developing a national network of specialized services that are accessible and aligned with international standards.

Qualitative and Quantitative Steps to be taken under this reform

- *To address gender violence and human trafficking, a centralized one-window GBV database on gender violence cases is operational while the network of GBV shelters is extended to reach a total of 260 places for victims of gender-based and domestic violence, and victims of trafficking of human beings. December 2027.*

Description of implementation

To enhance and expand the capacity of shelters while strengthening existing services, a comprehensive plan will be implemented, focusing on resource allocation, infrastructure improvement, staff development, interinstitutional cooperation, and ongoing monitoring and evaluation.

Efforts will begin with identifying suitable locations for new shelters, ensuring accessibility and safety for victims. A stable budget will be secured from both governmental and international sources to support the sustainable operation of these facilities. Additionally, a regulatory framework will be established to govern the management and functioning of the new shelters.

Existing and newly established shelters will meet international standards, prioritizing safety, comfort, and well-being. These facilities will be equipped with the necessary infrastructure to create a secure and supportive environment for victims.

Qualified personnel will be recruited and supported through mentorship programmes tailored to address the unique challenges faced in shelter environments. Continuous training programmes will be developed and implemented, adopting a multidisciplinary approach to equip specialists with the skills needed to prevent and combat violence against women and domestic violence. Particular attention will be given to enhancing victims’ access to support services and legal assistance.

To ensure a coordinated response, collaboration among law enforcement, the judiciary, social services, and non-governmental organizations providing victim support will be strengthened. Intervention and support procedures will be optimized to improve response efficiency, and victims’ access to services will be enhanced through informational outreach, visibility campaigns, and the development of promotional materials.

Electronic record-keeping procedures and data collection systems will be implemented to track progress, analyse trends, and measure the impact of interventions. Based on these insights, policies, procedures, and operational tools will be adjusted to address emerging needs and enhance the overall effectiveness of shelter services.

Reform 7.6.14. Integration system and border management is strengthened

Challenges

An efficient system for border management is crucial for ensuring a stable internal security environment, positively impacting both the general public and the growth of the economic sector. A robust border security system prevents and combats irregular migration and cross-border crime that can adversely affect economic growth and public safety, thereby acting as a catalyst for both growth and reduced immigration. Concurrently, it is essential to maintain a delicate balance between necessary security measures and the requirement for a seamless and swift process for the crossing of individuals and goods. It is also important to ensure that control measures are applied respecting the individuals' fundamental rights. While it is crucial to ensure high standard of border controls, it is important to develop capacity allowing for a targeted approach during border checks and, referring individuals and goods for secondary checks in case of doubt. Although a system for secondary checks has been established at all international border crossing points, there are still deficiencies as regards dedicated personnel specialised in conducting them. Furthermore, the information system of the Border Police does not facilitate the automatic transfer of individuals from first-line to secondary checks. These issues adversely affect the efficiency of border checks. Another vulnerability is the lack of sufficient capabilities to conduct biometric checks at the border, which impairs the possibility of identifying impostors or individuals who have altered their appearance passports.

Objective

The objective is to enhance border check capabilities by reinforcing the capacities in the first-line checks and implementing a second-line checks system at all Border Crossing Points (BCPs) open for international travel with a view to ensuring high level of border control compatible with the EU standards. This will be realised in particular by establishing a specialised position for second-line officers, ensuring the appropriate infrastructure, and providing the necessary equipment to conduct second-line checks building, in particular, on the EU standards and expertise applicable to documents security. Furthermore, by equipping tactical units with the essential apparatus for collecting and verifying biometric data, alongside providing adequate training for Border Police personnel, the aim is to address vulnerabilities that could be exploited during border crossings or when seeking protection within the Republic Moldova.

Qualitative and Quantitative Steps to be taken under this reform

- *Border control system is reinforced in accordance with EU standards, in particular through the consolidation of the second-line checks at the international border crossing points. Border surveillance capabilities are enhanced including through biometric control capabilities as well as fixed and mobile surveillance systems. December 2027.*

Description of implementation

By 2027, several institutional actions will be implemented to create both the legal framework necessary for strengthening second-line checks and to establish and develop capabilities for capturing and verifying biometric data during border controls. In the first stage, a comprehensive assessment of the current legal framework will be conducted to facilitate essential legislative changes at both the national and institutional levels. Concurrently, an evaluation will be undertaken regarding the equipment required to provide the appropriate tools necessary to deliver on the objective to reinforce border control, while ensuring compatibility with EU standards. Based on this, the technical specifications will be formulated to initiate the acquisition process. Once the acquisition phase is complete, hardware and software solutions will be deployed at border crossing points and Border Police tactical units. The technical solutions will be interconnected with relevant institutional information systems, as well as with the information systems of other national agencies. A crucial aspect of the process is ensuring the proper training of staff responsible for conducting checks in first and second-line in particular as regards the use of biometric data. It is important to note that, given the aim of ensuring a specialised approach to second-line checks through the creation of a dedicated position for second-line officer, comprehensive training of appointed staff will be required.

SUB-AREA 7.5: Visa policy alignment

Reform 7.7.15. Aligning visa requirements with EU standards

Challenges

On 3 April 2014, a decision regarding visa liberalisation for citizens of the Republic of Moldova was signed at the European Union (EU) level, which came into effect on 28 April 2014. Therefore, the European Commission (EC) advises, within the framework of political dialogue with the European Union, that countries benefiting from a liberalised visa regime with this organisation align their visa policies with those of the EU.

Currently, PL No 257 / 2013 concerning third-country nationals subject to a visa obligation and those exempt from that requirement when crossing the state border of the Republic of Moldova is harmonised with European Union legislation and ensures the partial transposition of Regulation (EU) 2018/1806 of the European Parliament and of the Council of 14 November 2018, which lists the third countries whose nationals must possess visas to cross the external borders and those whose nationals are exempt from that requirement.

In this context, the Republic of Moldova maintains a liberalised visa regime for a number of countries, whose nationals require a visa to enter the European Union.

Objective

In this framework, the Republic of Moldova aims to gradually align with the provisions of Regulation (EU) 2018/1806 of the European Parliament and of the Council of 14 November 2018, which lists the third countries whose nationals must possess visas when crossing external borders, as well as those whose nationals are exempt from this requirement.

Qualitative and Quantitative Steps to be taken under this reform

- *Aligning the list of MD visa required countries with EU Regulation 2018/1806 for at least three countries which are visa required for the EU. December 2027.*

Description of implementation

Moldova intends to implement enhanced security measures to improve the screening of visa-free arrivals and gradually align with the EU's visa policy with at least three additional countries by December 2027.

SUB-AREA 7.6: Fight against organised crime

Reform 7.8.16-18. Asset recovery and management

Challenges

One of the challenges within the current system is the poor management and use of confiscated assets. There is a need to develop a functional mechanism for the social and public re-use of confiscated assets. If not addressed, this can result in assets remaining underutilised or delayed in their repurposing for public benefit. By establishing a mechanism for the utilisation of confiscated assets for social and public interest purposes, we aim to optimise the recovery process and ensure these assets are allocated to projects that benefit society, such as social, educational, and infrastructure initiatives.

The low level of parallel financial investigations into profit-generating offences highlights the ongoing necessity for continuous modernisation of tools that facilitate such investigations. Crime investigations often lack the requisite parallel inquiries to trace illicit financial flows and identify concealed assets. This gap in investigative strategy limits the ability to dismantle criminal networks and recover the proceeds of crime. Increasing the ratio of parallel financial investigations in profit-generating criminal cases is essential to strengthen the overall capacity of law enforcement and ensure that illicit financial activities are comprehensively investigated and prosecuted.

Furthermore, the absence of an integrated system to track and manage detailed statistical data on seized assets and confiscation orders complicates the assessment and reporting on the effectiveness of asset recovery efforts. The lack of transparency also hampers accountability and the potential for improved decision-making. By implementing a centralised electronic register and a functional system for generating statistical data, we aim to enhance the oversight and management of confiscated assets, ensure more accurate reporting, and provide data access to authorised bodies for improved coordination evaluation.

Objective

The primary objective is to enhance the efficiency and effectiveness of asset recovery and financial crime investigations, ensuring that seized assets are appropriately managed and used for public benefit while optimizing the law enforcement response to financial crimes. This objective is composed of three interrelated goals:

- Establishing a Mechanism for the use of confiscated assets for social and public interest purposes.
- Increasing the ratio of parallel financial investigations in profit-generating criminal cases.
- Ensuring the functional operation of the Centralized Electronic Register of Seized Criminal Assets.

Qualitative and Quantitative Steps to be taken under this reform

- *A mechanism to socially reuse the confiscated assets and a mechanism for civil confiscation is introduced through relevant primary and secondary legislation. 20% of the assets recovered in the previous year re-used for social purposes. December 2026.*

- *An increase in the overall value of freezing and confiscations of the proceeds of crime compared with last 3 year average. The share of parallel financial investigations in the total number of profit-generating criminal cases is increased. December 2026.*
- *The centralized electronic Register of Seized Criminal Assets is populated with data, fully functional and generates and disseminates relevant statistical data on assets. December 2025.*
- *Improved track record of effective and efficient investigations, prosecutions, and convictions in cases of serious and organised crime. December 2027.*

Description of implementation

By December 2026, a mechanism for the social reuse of confiscated assets will be adopted through the relevant primary and secondary legislation. By January 2027, the value of seizures, freezing, and confiscation of the proceeds of crime will increase compared to the average over the last three years. Statistical figures will be available via the COM-led Eplatform.

By December 2027, a functional system will be established to generate statistical data on the following: the number of restraining and confiscation orders executed, the estimated value of seized and recovered property, the number of requests (applications) submitted and executed in other Member States, and the value of goods reused for social purposes.

Reform 7.9.19. Fighting organised crime

Challenges

A challenge in improving the effectiveness of investigations, prosecutions, and convictions in cases of serious and organised crime is the lack of a robust records system. In many cases, law enforcement and judicial institutions operate with fragmented data, making it difficult to track case progress, identify patterns, and ensure proper documentation throughout the investigative and judicial processes.

The absence of a centralized, digital case management system often results in inconsistent data collection and poor information sharing between agencies. Critical evidence and procedural updates may be lost or delayed, hindering timely decision-making and reducing the overall efficiency of investigations and prosecutions. Moreover, without comprehensive records, it becomes challenging to monitor case outcomes, measure performance, or conduct thorough analysis for future crime prevention strategies.

Implementing a reliable records system is essential for enhancing transparency, improving interagency collaboration, and ensuring that each case is properly documented from investigation through to conviction. Such a system would also support evidence-based policy decisions and strengthen accountability, ultimately contributing to a more effective response to serious and organised crime.

Objective

The objective is to enhance the effectiveness and efficiency of investigations, prosecutions, and convictions in cases of serious and organised crime, ensuring a more robust and coordinated response that strengthens justice outcomes and deters criminal activity.

Qualitative and Quantitative Steps to be taken under this reform

- *Improved track record of effective and efficient investigations, prosecutions, and convictions in cases of serious and organised crime. December 2027.*

Description of implementation

The implementation of reforms to combat organised crime will prioritise enhancing investigative capacities and fostering inter-agency cooperation. Steps will include strengthening specialised investigative units within law enforcement agencies and providing targeted training programmes to improve investigative techniques, particularly in complex crimes such as money laundering, cybercrime, drug trafficking, and human trafficking. Additionally, efforts will be made to implement advanced technological tools to support efficient and thorough investigations, contributing to a more robust track record of detecting and dismantling organised criminal activities.

Moldova will strengthen its judicial response to organised crime through targeted judicial training and the introduction of dedicated panels within courts to address serious criminal offences. Steps will include continuous professional development programmes for judges dealing with organised crime cases, enhancing their capacity to adjudicate complex issues effectively. Additionally, Moldova will improve judicial oversight mechanisms, ensuring transparency and accountability throughout the trial process. These comprehensive measures are intended to demonstrate a positive and sustainable improvement in the country's overall track record, clearly reflected in higher-quality investigations, prosecutions, and conviction rates.

SUB-AREA 7.7: Statistics

Reform 7.10.20-22. Increase production and dissemination of official statistics aligned with EU requirements ***Challenges***

The Republic of Moldova faces challenges in aligning the production and dissemination of its official statistics with EU requirements, which is essential for ensuring informed decision-making, data comparability, transparency, and overall quality in accordance with the EU acquis. These challenges include:

- Limited production and dissemination of key macroeconomic indicators in line with ESA 2010, due to insufficient data sources suitable for compiling national accounts, a lack of expertise, and resource constraints for compiling data according to ESA 2010. The national accounts of the Republic of Moldova are compiled in line with the UN standard, the 2008 System of National Accounts (SNA 2008), which serves as the methodological basis for ESA 2010. However, further improvements are necessary to ensure the production and dissemination of national accounts aggregates according to ESA 2010.
- Absence of Harmonised Index of Consumer Prices (HICP) data. Moldova does not yet produce HICP data due to a lack of technical expertise.
- Limited data sources and expertise related to Moldova's participation in the European Comparison Programme (ECP). To provide the complete set of data required by the ECP, additional financial and human resources are necessary to enhance the collection of missing information, as well as to build capacity.
- Limited capacities and resources for the production and dissemination of the final results of the 2024 Population and Housing Census (PHC). Preliminary census results were disseminated in January 2025, whereas the final results, broken down by census topics to ensure comparability with EU member states, will be disseminated gradually until the first quarter of 2026. To achieve this, the institutional capacities of the National Bureau of Statistics (NBS) need to be bolstered, specifically through technical assistance (including international expertise) and necessary financial support.
- Insufficient geospatial infrastructure for the dissemination of census data. Despite employing modern tools for the 2024 Population and Housing Census, including GIS technologies, Moldova still lacks a statistical geodatabase. The NBS requires additional human and technical resources to establish the geodatabase, integrate it with census data, and disseminate census results using GIS at a 1 km^2 grid level, in accordance with EU requirements.
- No legal framework yet developed for the conduct of the General Agricultural Census (GAC) to ensure agricultural census data collection in line with the EU requirements.

Objective

The main objective of this reform is to strengthen the statistical system of the Republic of Moldova by enhancing the production and dissemination of official statistics in compliance with the EU standards.

Qualitative and Quantitative Steps to be taken under this reform

- *The National Bureau of Statistics produces and disseminates on its website key macroeconomic indicators in line with ESA 2010, as well as the Harmonized Index of Consumer Prices (HICP) and data collected within the European Comparison Program. December 2027.*
- *The National Bureau of Statistics processes and disseminates the 2024 Population and Housing Census data according to the census topics and their breakdowns to ensure comparability with the EU member states. December 2026.*
- *Moldova adopts the Government Decision on the agricultural census in line with EU requirements. June 2027.*

Description of implementation

Strengthening the production and dissemination of official statistics in alignment with EU requirements to Eurostat across various statistical domains is vital for the Republic of Moldova in the context of its European integration process. This will ensure reliable, timely, and comparable statistical information to support transparent public governance, evidence-based policymaking, and economic and social reforms. In this regard, enhancing the institutional capacities of national institutions involved in the production of official statistics, alongside allocating additional resources to address data gaps in the collection, processing, analysis, and dissemination of statistics in accordance with EU standards and best practices, is of utmost importance.

With the support of the EU, by December 2027, the Republic of Moldova will improve the production and dissemination of key macroeconomic indicators through the NBS website in line with ESA 2010. The production and dissemination of key aggregates of national accounts will gradually increase by at least five tables of data aligned with ESA 2010, while the consistency among macroeconomic indicators will also be reinforced.

The Republic of Moldova will ensure the production and dissemination of data on the Harmonised Index of Consumer Prices (HICP) through the NBS website in accordance with EU requirements.

Furthermore, Moldova will enhance its participation in the European Comparison Programme by broadening data collection within the programme and ensuring the submission of data to Eurostat, with a minimum of 11 statistical surveys to be conducted.

The final results of the 2024 Population and Housing Census in the Republic of Moldova will be released in two stages, covering 35 topics and their breakdowns, in accordance with EU Regulation No. 2017/543. A statistical geodatabase based on the results of the PHC will be established and made operational to improve detailed analysis and support data-driven policy-making. Data on at least six selected census topics from the 2024 Population and Housing Census results will be geocoded at the 1 km^2 grid level, ensuring adherence to EU Regulation No 2018/1799.

The Republic of Moldova will adopt a Government Decision regarding the General Agricultural Census (GAC) for the 2030 round by June 2027. This decision will assist in establishing the legal and institutional framework for census data collection, ensuring compliance with EU requirements concerning the agricultural census.

To strengthen the production and dissemination of key statistical data in line with EU standards, significant emphasis will be placed on capacity-building within the National Statistical System, as well as identifying and addressing data gaps. Targeted training sessions and workshops will be organised to enhance the expertise and technical knowledge of Moldovan statisticians, ensuring adherence to EU acquis. Furthermore, the development of methodologies in key statistical domains will be prioritised to improve the quality and efficiency of statistical data.

6 GENERAL CONDITIONS FOR PAYMENTS

Macroeconomic stability

After a positive evolution in the first half of 2024, the annual GDP dynamics turned negative in the third quarter, with its level contracting by 1.9 per cent compared to the same period of 2023. The dynamics continued in the fourth quarter, so the year 2024 resulted in an annual GDP growth of 0.1%. The performance has been weaker than anticipated mainly due to the negative impact of net external demand. Domestically, the negative impact on GDP dynamics from the agricultural sector is worth mentioning, reflecting the severely arid conditions undermining the harvest. Additionally, declines in trade and real estate transactions further weighed on economic activity. These were partially offset by the more tepid developments in construction, the financial sector, and the information and communications sector.

In the fourth quarter of 2024, the annual inflation rate continued its upward trajectory, which had begun in mid-2023. As a result, the annual inflation rate increased from 5.2 percent in September 2024 to 7.0 percent in December 2024, exceeding the upper limit of the National Bank inflation target. The upward trend in the annual inflation rate in late months of 2024 was supported by several adverse sectoral developments, including the adjustment of the network gas tariff, growth in regulated tariffs and consequences of the drought. The inflation dynamics observed in December 2024 - February 2025, along with the adjustments to tariffs for district heating and electricity at the beginning of the current year, are expected to keep the annual inflation rate above the upper limit of the inflation target range, at least in the first half of 2025.

Going forward, domestic demand is projected to continue exerting a disinflationary impact. In the baseline scenario, the GDP is expected to grow 2.5-3.0% in 2025 and the inflation rate to come in the target corridor in late 2025. However, the depth and pace of tariff adjustments, along with the rather tense geopolitical situation, maintain a high degree of uncertainty surrounding the inflation and growth prospects for 2025.

Over the period of 2025-2027, the Government of the Republic of Moldova will be committed on maintaining and strengthening the macro-fiscal framework by pursuing the following policy objectives:

- Fiscal consolidation: Ensure a national budget deficit relative to GDP at sustainable levels.
- Strengthening the tax base: Continue reforms in tax and customs administration to broaden the tax base and improve fiscal compliance.

- Enhance fiscal administration: Promote fairness, coherence, and transparency in managing financial resources.
- Streamlining and securing customs procedures: Simplify transit processes for goods and passengers while enhancing tools and methods for curbing illegal flows.
- Strengthen spending discipline: Strengthen public finance stability and sustainability through adopting a more rigorous budgetary discipline.
- Targeted support for vulnerable populations: Allocate necessary resources in a well-targeted way to assist populations affected by recent extreme events and support economic recovery efforts.
- Strategic investment in infrastructure and development: Promote prudent public spending to support infrastructure investments and long-term economic development.
- Maintain sustainable debt management: Ensure public debt sustainability to avoid burdening future generations and foster a stable economic environment.
- Pursue prudent financing strategy: Adopt a flexible financing approach, utilizing both internal and external sources and debt instruments to extend debt maturity and mitigate associated risks.

Public Financial Management

In 2023 the Government of the Republic of Moldova adopted the Public Finance Management development strategy. The PFM development strategy adopts the strategic goal of improving efficiency, effectiveness and transparency of public finances across all levels and stages.

The PFM development strategy includes seven areas of intervention, each with specific objectives for short-term (up to 2026) and long-term (2030). Below, intervention areas, with consolidated general goals and short-term objectives are outlined in greater detail.

The key goals of the Macroeconomic analysis and macrofinancial framework area are: 1) to improve the quality of macroeconomic and fiscal forecasts to ensure the preparation of the budget is based on a realistic and predictable macro-fiscal framework; 2) to ensure the financing needs of the state budget at an acceptable level of expenditures in the medium and long term, while limiting the associated risks. The main policy priorities under this area include:

- Establish a consolidated methodological framework for macroeconomic forecasting.
- Develop mechanisms for consultation and comparison with macroeconomic forecasts prepared by non-governmental institutions.
- Continuously improve the methodology for revenue estimation by adopting modern practices and tools.
- Develop modern tools (micro-models) for evaluating the impact of fiscal policy measures on revenue planning.
- Strengthen the capacity for macroeconomic analysis and forecasting.
- Enhance the capacity to analyse budgetary and fiscal risks by introducing risk scenario analysis, including simultaneous risk scenarios (stress testing)
- Develop and maintain the domestic government securities market.
- Ensure transparency regarding the debt level.

Budget development and planning is the second area of intervention under the PFM strategy. Its goals include: 1) to ensure overall fiscal-budgetary discipline and the stability of the national public budget in the medium and long term, ensure compliance with the budget calendar, and guarantee the allocation of public financial resources in close correlation with policy priorities and the expenditure limits established in the medium-term budgetary framework; 2) to ensure the sustainability of public investment projects; and 3) to ensure a fair level of remuneration in the public sector. In order to achieve these goals, the following policies are identified as top priority in mid-term:

- Strengthen the capacity to estimate the costs of reforms and policy measures.
- Ensure consistency in the presentation of expenditures within the Medium-Term Budgetary Framework (MTBF) and the annual budget.
- Ensure that sectoral spending strategies are aligned with strategic planning documents and medium-term expenditure limits.
- Revise the budget calendar to adjust its structure, ensuring it can be effectively followed by all authorities involved in the budget process.
- Institutionalise the process of periodic evaluation of sectoral spending performance (expenditure rationalisation).

- Integrate the gender dimension into medium-term budget planning. Update the registry of public capital investment projects, including unfinished projects.
- Implement the national mechanism for evaluating the eligibility of public capital investment projects.
- Develop a portfolio of investment projects that are ready for implementation.
- Prioritize investment projects and introduce multi-annual budgeting for investment objectives/projects.
- Increase transparency regarding the results of the economic analysis of investment projects.
- Strengthen the institutional capacities of central and local public authorities for evaluating, monitoring, and implementing projects financed from all sources (both domestic and external).
- Implement the new Regulation on public capital investment projects, as well as the Information System for the Registry of Public Capital Investment Projects (SI RPIC).
- Evaluate the current remuneration system in the public sector, as defined by Law No. 270/2018 on the unified salary system in the public sector.
- Conduct a systematic evaluation of all public sector functions, based on the results of the implementation of Law No. 270/2018 on the unified salary system. Develop various scenarios and intervention models for medium-term forecasting and planning of personnel expenditures in the public sector.
- Review and improve the regulatory framework related to the public sector remuneration system.
- Develop and implement information systems for tracking budget indicators related to personnel expenditures, ensuring efficient monitoring and management

The third area of intervention is **Budget execution, accounting and reporting** where the key goals are: 1) to ensure effective control and adequate monitoring at each stage of the budget execution process; and 2) to establish an adequate accounting and reporting system in the budgetary sector.

- Reduce deviations in the composition of expenditures from an economic classification perspective compared to the approved budget.
- Monitor consolidated information on funds in the Single Treasury Account (STA), and include the funds managed by all self-managed public institutions in the STA and other accounts opened at the National Bank of Moldova and licensed commercial banks.
- Improve commitment control and enhance the quality of forecasts.
- Institutionalize the verification and evaluation of the performance of Central Public Authorities (CPAs) in adhering to allocations within the limits approved by the annual budget laws.
- Continuously monitor and strengthen the permanent control by budgetary units over arrears on expenditures to maintain them at a minimum level.
- Continuously monitor arrears on receivables for advance payments to the state budget.
- Enhance budget credibility by ensuring predictability in the financing of expenditures.
- Improve the regulatory framework for processing unidentified revenue amounts collected in the treasury revenue account.
- Strengthen the capacities of Central Public Authorities (CPAs) in monitoring and providing budget execution reports.
- Enhance budgetary analysis and public finance outlooks by expanding the Budget Execution Report to include information on cash flows presented in financial reports.

In the area of Internal public financial control, the main goal is: to ensure the use of public funds in accordance with good governance principles by implementing internal managerial control and internal audit in public entities, based on EU standards and best practices. In this regard, the Government will pursue the following policies:

- Develop a conceptual framework for a decentralized model of operational processes within a delegated management system.
- Strengthen planning and reporting mechanisms based on performance and risk management.
- Enhance monitoring and reporting procedures related to Internal Managerial Control (IMC).
- Design and implement a capacity development system (knowledge and skills) to support the organization of an effective IMC system.

- Strengthen the internal audit function at all levels of public administration.
- Improve the certification system and professional qualification development for internal auditors in the public sector.
- Develop a procedural framework for applying modern internal audit techniques, including the integration of gender equality considerations.

The Tax and customs policies and revenue management is the most comprehensive area of intervention under the PFM. It includes three overarching goals: 1) to establish a harmonized, fair, efficient, and simple tax and customs system that ensures the mobilization of budgetary resources necessary to finance sustainable development objectives, facilitate trade, and support the transition to a green, digital, and competitive economy; 2) to enhance the efficiency of tax administration by improving the quality of tax services provided, digitizing tax processes, and increasing taxpayer satisfaction; and 3) to ensure the mobilization of customs revenues, facilitate international trade, and ensure the economic security of the state. These goals will be achieved by:

While apparently more modest, the public procurement area of intervention is critically important for Moldova's PFM strategy. Its key goal is: to develop an efficient public procurement system that provides "value for money" in the use of public funds. This goal is going to be achieved by sustainable efforts to:

- Fully harmonize the legislation in the field of public procurement, sectoral procurements, public works and services concessions, public-private partnerships, as well as the Regulation on the procurement of goods, works, and services by state-owned enterprises, especially by clearly designating the authorities that apply the regulatory provisions and specifying the procedures for contesting each type of contract award.
- Re-engineer the electronic public procurement system to meet national and European requirements by using the electronic system for the entire procurement cycle (planning, procedure execution, awarding, contract management – amendments).
- Create an integrated public procurement system with the aim of achieving the objectives set out in public policy documents, focusing on social, environmental, innovation, and performance aspects, with clear roles for organisations at the strategic, tactical, and operational levels to avoid jurisdictional conflicts.

In the area of Transparency of public finances, the main goal is: to improve the transparency of the preparation, execution, and reporting procedures of the budget. To achieve this, the following priorities are established by the PFM:

- Establish rules for the preparation, approval, and execution of the entire public system (expanding budgetary regulations to include authorities/institutions that are self-managed, whose founders are central and local public authorities);
- Manage budgetary resources received by self-managed public institutions, state-owned enterprises, municipal enterprises, joint-stock companies, and other public institutions whose founders are central and local public authorities, through the Treasury Single Account;
- Increase the number of self-managed public institutions served by the Treasury Single Account. Maintain clearly defined rules and criteria for calculating/distributing transfers to Local Public Authorities.

As highlighted by this comprehensive list of priorities, the PFM strategy is a more ambitious continuation of previously launched reforms and is fully aligned with the development and reform priorities established by the Reform Agenda. The PFM development strategy will also align with the public administration reform strategy. Particular attention will be paid to strengthening human resources, policy planning, provision of e-services and digital transformation and improvement of information systems capacities.

Transparency and oversight of the budget

The transparency and oversight of the public budget in the Republic of Moldova have significantly improved in recent years. This improvement is acknowledged in the Open Budget Index, where Moldova's transparency index rose from 58 points in 2015 (below the global benchmark of 61 points) to 81 points in 2023. Similar progress is noted in the Public Expenditures and Financial Accountability evaluation.

The law on the state budget for 2024 was published in the Official Gazette on 26 December 2024 under number 310. The law on the state social insurance budget was published on 19 December 2024 under number 303. On the same date, the law regarding the funds of compulsory health insurance for the year 2025 was published under number 304. Once adopted by local councils, the budgets of local public administrations are either published in local media or displayed in prominent locations

The Ministry of Finance publishes monthly updates on the execution of the National Public Budget (which encompasses all four components mentioned above), along with detailed reports on each component. Furthermore, fully disclosed information regarding public debt and publicly guaranteed debt is available. The Ministry prepares annual reports on the execution of the state budget, which are approved by the Government and submitted to Parliament. Annual budget execution reports are subject to audits by the Court of Accounts. Consequently, there is a very high level of transparency regarding public finance in Moldova at all levels and throughout all stages of the budgetary cycle.

Another commendable practice adopted by the Republic of Moldova is the introduction and publication of the Citizens Budget. It presents the most significant figures from the national public budget in a simplified and concise manner, emphasising the details that are of priority interest to the general public.

PART 3: COMPLEMENTARITY AND IMPLEMENTATION OF THE REFORM AGENDA

7. CONSULTATION

The initiation and coordination of the Reform Agenda fall within the mandate of a Coordination Council established by the Prime Minister's Decision No. 206 of 29 October 2024. The Council is chaired by the Deputy Prime Minister, who also serves as Minister of Economic Development and Digitalisation, and includes the Deputy Prime Minister for European Integration, the Minister of Finance, and the Government Secretary General. The Council reviewed and validated the reforms and investment proposals of the relevant public authorities, ensuring alignment with the national development objectives outlined in the "European Moldova 2030" National Development Strategy, the 2024–2027 National Action Plan for EU Accession, the 2025–2027 National Development Plan, and the 2030 National Economic Development Strategy.

On 5 and 12 February 2025, the Ministry of Economic Development and Digitalisation hosted two public information and consultation roundtables to engage key stakeholders regarding the Growth Plan and Reform Agenda. The first roundtable featured active participation from national and sector-level business associations and unions, facilitating discussions on business and market regulation priorities for inclusion in the Reform Agenda. The second roundtable brought together leading national and local NGOs, think tanks, and foundations, providing a platform to discuss the socioeconomic implications of the proposed reforms and their alignment with sustainable development goals.

In accordance with national regulations on transparency in decision-making, a public announcement regarding the initiation of a Governmental Decision to approve the Reform Agenda for 2025–2027 was published on 3 March 2025. All interested parties and stakeholders were invited to submit proposals and recommendations to further shape the Reform Agenda.

Subsequently, on 21 March 2025, the official announcement regarding the organization of public consultations on the 2025–2027 Reform Agenda of the Republic of Moldova's Growth Plan was posted, with the consultation period set for 21-31 March 2025.

On 25 March 2025, a public consultation event was held, structured around the seven pillars of the Agenda. More than 100 representatives from civil society, the business community, academia, local authorities, and social partners attended the event, which was chaired by the Coordination Council for the development and implementation of commitments under the Growth Plan.

Approximately 160 proposals were received from 17 institutions and experts from the civil society, including NGOs, trade-unions, business associations and representatives of academia. Following consultations with the institutions responsible for the reforms, several proposals addressing disadvantaged groups, including persons with disabilities and children with special educational needs, have been validated and discussed with the European Commission. These proposals formed the basis for the final amendment of the 2025–2027 Reform Agenda.

Institutionalized democratic participation mechanisms will play a key role in implementing the reforms outlined in the Reform Agenda. In line with existing legislation and established practices on public participation in policymaking, key reforms will be subject to both preliminary and public consultations with stakeholders and the wider public. These consultations will be conducted by the institutions responsible for each reform.

Specifically, each draft law and implementing regulation will undergo consultations during its drafting phase.

During the implementation phase, Parliament will play a central role in ensuring effective oversight, monitoring progress, conducting hearings and public audits if necessary, and ensuring that the implementation of the Reform Agenda aligns with the established goals. Relevant parliamentary committees will hold public hearings, scrutinise implementation activities, and question executive agencies if necessary, thereby institutionalising democratic review mechanisms.

In addition, external monitoring and evaluation will be facilitated, including as part of the communication strategy outlined two sections below.

8. MONITORING, REPORTING, EVALUATION

Moldova is establishing a robust institutional framework for coordinating the European Union integration process at all levels. This involves ensuring effective evaluation, monitoring, and reporting on the implementation of reforms that support EU accession, as well as the utilisation of EU funds for these reforms. Moldova will leverage this institutional setup to monitor and report on the execution of its Reform Agenda over the next three years.

Monitoring process

Moldova will utilise its well-established institutional framework to coordinate the implementation, monitoring, and reporting of the current Reform Agenda. This system will also be employed for reporting to the European Commission, particularly concerning the financial package allocated, which includes grants and loans administered through direct budget support and investment projects.

To ensure a systematic and consistent approach, as well as accountability at every stage, the Government will oversee the process at the highest political level through the State Chancellery. Strategic reforms and investments outlined in the Reform Agenda will be prioritised for review and approval, including acquis-aligned legal reforms, which will be submitted to Parliament for final adoption. Non-governmental organisations (NGOs) and civil society organisations will actively participate in monitoring, ensuring transparency, accountability, and stakeholder engagement.

Moldova has developed a proper system for monitoring and reporting on the National Action Plan for Moldova's accession to the EU for 2024-2027 over the past year. A quarterly reporting system ensures that state institutions responsible for implementing the NAP 2024-2027 provide regular updates on progress. The State Chancellery, through the Bureau for European Accession, validates these records, while all relevant institutions, including the Prime Minister's Office, can access and monitor the status of actions via the NAP monitoring dashboard. In the initial stage (the first few months), a similar system will be employed by state institutions to report on the progress of the Reform Agenda.

In the summer of 2024, the Government launched a project management system for the implementation of the National Development Plan (project.gov.md). This system is designed to ensure that all projects managed by state institutions are completed on time and achieve the expected results. All reforms under the current Agenda will be managed within the respective system as separate projects, each structured with defined phases and critical milestones. Where applicable, process and product indicators will be established to monitor progress.

The current monitoring system, which uses a red-flag approach, identifies critical issues such as poorly planned projects, phases at risk of deadlines, and projects with underperforming indicators.

Departments responsible for European accession within ministries and other institutions will work closely with EU experts to ensure the adoption of best practices, prevent misinterpretations, and achieve the desired outcomes. Approved documents and implemented actions will be assessed by EU experts for alignment with EU standards.

The Direction for Policies Coordination and Projects Monitoring within the State Chancellery, which is responsible for managing the project management system, will oversee the implementation of the Reform Agenda, ensuring proper planning and internal progress reporting.

Reporting process

The Government will conduct reporting on the implementation of the Reform Agenda throughout the next three years on a semi-annual basis.

The Report will encompass all reforms, irrespective of their deadlines or current status. Its primary aim will be to provide relevant evidence of progress towards fulfilling the payment conditions outlined in the Reform Agenda. Another priority will be identifying challenges and potential delays in the implementation process, which will be communicated to the Commission.

There will be six semi-annual reports delivered in September 2025, March 2026, September 2026, March 2027, September 2027, and March 2028, covering the months of January to June and July to December, respectively. The reports will provide detailed information on the implementation of the reform steps planned for that timeframe and will be submitted to the European Commission as part of fund disbursement request packages, including the supporting documentation listed in the Reform Agenda as sources of verification. The submission of internal reports to the State Chancellery and the preparation of the semi-annual report for the Commission will take two months.

Additionally, three annual reports will be submitted in March, providing a clear overview of all reforms included in the Agenda. They will detail progress on each step by institution and, where applicable, the status of relevant matters indicators.

TABLE 8. SCHEDULE OF THE GOVERNMENT REPORTING ON THE IMPLEMENTATION OF THE REFORM AGENDA

Report periodicity	Reported period	Reporting timeframe	Submission timeframe
Semiannual	April-June 2025	July-August 2025	September 2025
	July-December 2025	January-February 2026	March 2026
	January-June 2026	July-August 2026	September 2026
	July-December 2026	January-February 2027	March 2027
	January-June 2027	July-August 2027	September 2027
	July-December 2027	January-February 2028	March 2028
Annual	January-December 2025	January-February 2026	March 2026
	January-December 2026	January-February 2027	March 2027
	January-December 2027	January-February 2028	March 2028

At the request of the European Commission, the Government will furnish appropriate evidence of progress towards meeting the payment conditions, encompassing both quantitative and qualitative steps. It will also grant the Commission access to the underlying data, including relevant administrative records.

The consistency of the reported data will be assessed using a two-step approach. Prior to internal reporting, departments responsible for European Accession within the reporting institutions will confirm that the information aligns with the methodology specified in the Reform Agenda for the reported indicator and that it is accurate. The accuracy of the data will be verified using primary data, where applicable. Identified challenges and potential delays will be specified by the respective directions. In cases of identified discrepancies or suspicions of inaccurate data, the Ministry or the highest-ranking official within the institution will have the authority to decide on the data submitted to the State Chancellery.

The State Chancellery will conduct the second level of verification upon receiving reports from the institutions responsible for implementing the reforms. The adoption of laws and government decisions will be checked by the Centre for Legislative Harmonisation, which ensures the daily monitoring of legislative acts approved and their compliance with the Acquis Communautaire. The State Chancellery will verify whether the reforms have been fully and effectively implemented. If additional information is required or discrepancies are identified, it will request clarifications from State Secretaries in the ministries or the highest-ranking officials in other institutions.

Overall coordination of regular monitoring and reporting of the Reform Agenda and the periodic reporting to the European Commission will be conducted by the State Chancellery through the existing reporting system. The State Chancellery will prepare the request for disbursement, indicating the steps implemented and providing supporting evidence.

Within two months from the adoption of the Reform Agenda the State Chancellery will define the reporting process and its directions involved. The reporting guideline will be approved by the Government General Secretary and will provide clear instructions for:

- Scanning of the current situation. It will provide guidance on data collection and update on the progress made, identifying open issues and proposing actions for intervention, evaluating the performance status based on the criteria set in advance, as well as documentation and verification of implementation.
- Data analysis and assessment of the state of play and evaluation of progress. It will provide guidance on processing of substantive and statistical data at all levels of the hierarchy of the Reform Agenda, as well as on assessing the state of play and evaluating the performance status on each reform step.
- Drafting of the report, including its structure and content

Progress reports will be reviewed by the General Secretary of the Government and sent to the Commission as an attachment to the payment request. Progress reports will be published on the Government's website. If the European Commission does not carry out a final evaluation, the Republic of Moldova may conduct its own to provide an independent assessment of the achievements under this Reform Agenda. In this case, the evaluation services will be outsourced to a reputable company with proven expertise in evaluation, and the resulting report will be shared with the European Commission and other relevant parties stakeholders.

9. CONTROL AND AUDIT

In the realm of public control and audit, the Parliamentary oversight function is undertaken by three key standing committees. The Public Finance Control Committee is a standing body that oversees budget execution and monitors the implementation of audit recommendations. It serves as the main parliamentary entity for interactions with the Court of Accounts, examining and holding public hearings on the annual and audit reports of the Court of Accounts. The Legal, Appointments and Immunities Committee oversees legislative compliance regarding anti-corruption and integrity matters. Furthermore, the Standing Committee on Economy, Budget and Finances reviews the annual reports of the Government concerning the execution of state budget.

A key institution in the system of external control and audit is the Court of Accounts of the Republic of Moldova. This is the supreme audit institution that audits public funds, including EU funds, and provides independent external audit reports. Following its audit missions, the Court issues recommendations to improve PFM, prevent irregularities, and enhance public sector accountability.

The central institution for public financial management and internal control is the Ministry of Finance, which is responsible for ensuring budgetary discipline, internal control, and oversight of public procurement. Its General Directorate for Public Financial Control and Internal Audit coordinates the Internal Audit Units in public entities and provides methodological guidance. The Directorate for Public Procurement Policy develops procurement policies and ensures compliance with principles of transparency and competition. Among central public authorities, the State Chancellery serves as another important stakeholder, conducting an overall policy coordination function, as well as coordinating external assistance and European affairs funds.

In the realm of preventing and combating fraud and corruption, the National Anticorruption Centre is the primary authority tasked with addressing corruption at all levels of government. The Centre investigates high-profile corruption cases, oversees the National Integrity Authority registry for asset declarations and conflicts of interest, and manages the anti-corruption hotlines and whistleblower protection mechanisms. The National Integrity Authority works to prevent and detect conflicts of interest, incompatibilities, and unchecked wealth accumulation by public officials. The Centre also hosts the National Anti-Fraud Coordination Service (AFCOS), which coordinates anti-fraud initiatives aimed at protecting EU financial interests. By fostering cooperation with OLAF, the AFCOS is empowered to implement measures that safeguard EU financial interests.

The Office for Prevention and Combatting Money Laundering serves as Moldova's financial intelligence unit. Its primary function is to identify and analyse suspicious transactions, ensuring that financial institutions and other market participants comply with AML/CFT standards. The Office reports to the National Bank of Moldova regarding the financial sector but maintains broader cooperation with law enforcement bodies.

The Superior Council of Magistracy (SCM) and the Superior Council of Prosecutors (SCP) are two self-governing bodies that ensure the independence, accountability, and transparency of judges and prosecutors. Both institutions are subject to external vetting mechanisms responsible for the recruitment, promotion, and disciplinary actions of magistrates and prosecutors involved in anti-corruption cases.

The function of state aid control is assigned to the Competition Council of Moldova; competition enforcement constitutes the second crucial pillar of its mandate. Key responsibilities of the Council include assessing and authorising state aid measures to ensure compliance with EU and national competition regulations, monitoring aid beneficiaries, ensuring the recovery of illegal or misused aid, issuing guidelines on designing and reporting state aid schemes, and conducting ex-post control over public support schemes.

During the Reform Agenda / Growth Plan, in order to ensure effective control and audit of the EU funds, these institutions will establish a coordinated and transparent system of interactions. This system will ensure an efficient framework for coordination, conduct prevention controls, detect and investigate potential frauds and irregularities, monitor conflicts of interests and integrity of institutions and individuals involved, conduct external audits, ensure effective enforcement and recovery and conduct democratic oversight. In order for these institutions to deliver more efficiently their mandates, the Reform Agenda envisions ambitious institutional development and reform plans which are described in greater detail in Parts 1 and 2. In line with Art 23.1 of the Regulation, the Reform Agenda prioritises in the first years of implementation the reforms related public finance management and internal control, justice, fight against fraud, corruption and organised crime.

10. COMMUNICATION

The global vision of the Government of the Republic of Moldova regarding its communication strategy is for Moldovan citizens, companies, and policy stakeholders to be informed about, engaged with, and empowered by the Reform Agenda/Growth Plan. This aims to foster transparency, accountability, and a general public trust in EU-Moldova cooperation.

The main objectives of the communication strategy include: 1) informing the Moldovan public about EU financial support under the Reform Agenda/Growth Plan and its role in Moldova’s development; 2) enhancing transparency and trust regarding how EU funds are used, what reforms are implemented, and the resulting socio-economic benefits for citizens, firms, and communities; 3) promoting civic engagement, local participation, and feedback on the outcomes of the reforms, ensuring a strong developmental impact from the reforms and investment projects supported by the EU; 4) identifying and promoting success stories that demonstrate the impact of reforms and EU support on people's daily lives; and 5) countering misinformation and disinformation by providing accurate, clear, and timely communication sources.

Among the general public, the communication strategy will specifically emphasise populations in rural and peripheral regions, youth, and vulnerable groups who are more susceptible to misinformation and disinformation. Local communities and authorities represent another crucial target group, particularly in areas and communities that directly benefit from EU-funded projects. Businesses are a key target audience, especially SMEs and start-ups involved in EU-supported reforms. Civil society organisations and NGOs engaged in monitoring, advocacy, and citizen outreach are recognised as some of the most significant and active target groups. Given their influence and public connectivity, traditional media at national, regional, and local levels, as well as social media influencers, are critically important for the communication strategy—not only as recipients of messages but also as channels for further dissemination of these messages.

The communication strategy envisions four categories of outputs. The awareness-building campaign will encompass activities such as: a) launching and maintaining periodic information campaigns; b) developing storytelling initiatives, including testimonials from beneficiaries of key projects and reforms; c) hosting public events, such as open days at EU-funded project sites, town hall meetings, and regional fairs; and d) organising EU-focused public debates, cultural events, and workshops, either as stand-alone events or as part of wider public events, festivals, and campaigns. Considering the results of the sociological surveys and the overall socioeconomic context, projects related to energy security, SMEs and private sector support programmes, anti-corruption measures, and community development initiatives are likely to remain of primary public interest. As these projects usually enjoy significant visibility, they are among the most promising avenues to demonstrate the tangible benefits that citizens and businesses gain from Moldova’s European integration.

The digital communication outputs consider developing a dedicated web portal to be integrated with Moldova’s Government websites to ensure structured access to project details, their progress, and Reform Agenda/Growth Plan visual dashboards. Targeted social media campaigns will be launched on popular platforms using tailored tools, such as short videos highlighting project milestones, infographics illustrating reform outcomes, and interactive Q&A modules with reform leaders. Collaboration with social media influencers will be essential as part of digital communications, particularly with those who are highly popular among youth and rural communities audiences.

As traditional media enjoys high rates of approval in Moldova, it is essential that the Reforms Agenda and Growth Plan maintain an active presence in these media outlets. Regular press conferences and briefings will be hosted by the Ministry of Economic Development and Digitalisation, the Ministry of Energy, the Ministry of Finance, the State Chancellery, and other stakeholders, alongside engagements in less formal events, as part of the main activities planned for this stream. Journalists will be encouraged to publish editorials and success stories in national, regional, and local newspapers. The strategy also includes producing radio and television programmes, as well as online content, featuring testimonials and discussions on reforms, targeting both national and local audiences.

Finally, capacity-building activities will provide additional training to spokespersons and communication officers from line ministries to enhance the visibility of the Reform Agenda and Growth Plan. Workshops for journalists on covering EU-funded reforms will be conducted, and communication toolkits for implementers of projects and reforms supported by the Reforms Agenda and Growth Plan will be provided.

The overall indicative budget for the communication strategy is approximately 300-350 thousand euros annually, funded by the EU Growth Plan technical assistance and complemented by allocations from the National Public Budget of the Republic of Moldova.

It is anticipated that the State Chancellery will spearhead the strategic communication efforts in close coordination with the EU Delegation to Moldova to align messaging, ensure consistency, and comply with EU communication and visibility guidelines. A strategic communication working group will be established with representatives from the Presidency, Parliament, Ministry of Economic Development and Digitalisation, Ministry of Finance, Ministry of Energy, Ministry of Justice, and key implementing agencies. The group may require expertise and advice from communication professionals and will be tasked with monitoring and evaluating the communication campaign against key performance indicators, including the number of communication activities carried out, reach and engagement rates on social media platforms, media coverage, and results from public perception surveys assessing awareness of EU-funded reforms and their impact. Annual communication reports will be submitted to the Government and the EU Delegation, detailing activities, outcomes, and adjustments for future efforts. Communication reports will form part of the annual implementation reports of the Reform Agenda/Growth Agenda. A final independent evaluation will be commissioned to assess the effectiveness and impact of the communication strategy. To enhance communication capabilities, technical assistance support is required at the level of the State Chancellery.

ANNEX 1: MEASURES AND PAYMENT CONDITIONS BY POLICY AREAS

Ambition level:

Category 1 - €15,479,289.94

Category 2 - €11,609,467.46

Category 3 - €7,739,644.97

Category 4 - €3,869,822.49

Category 5 - €1,934,911.24

Pillar 1: Private sector development

Subarea	Reform #	Title of the reform	Step #	Implementation deadline	Institution	Payment condition and implementation deadline	Description and clear definition of what each step entails
Business environment	1	Enhancing the competitiveness of entrepreneurship environment through the improved regulatory and administrative framework and enhanced digitalization	1	Dec 2025	Ministry of Economic Development and Digitalization/Relevant line ministries	Business permits are streamlined and the unified approach on permits is enforced, with at least 20 permits abolished and at least 80 permits are revised in line with better regulation principles and EU rules. Based on the regulatory mapping, one normative deregulation package is adopted, incorporating at least 15 targeted deregulation measures. Baseline: By December 2024, the regulatory burden imposed by permits is high. 139 permits are covered under the framework Law 160/2011 with at least additional 57 operating outside the framework (hidden permits), most of which have not assessed for over a decade, leading to significant regulatory	The framework Law 160/2011 is revised to strengthen the enforcement of better regulation and to prescribe reform approach towards the permits which exist outside this law (hidden permits). Sectoral legislation related to those 20 and 80 permits is revised. Legal modifications comply with EU acquis. Source of verification: Official Journal; reports from the Ministry of Economic Development on reformed permits, explained through the published normative amendments Ambition Level: Category 1

						inconsistencies and unjustified constraints and costs.	
Business environment	1	Enhancing the competitiveness of entrepreneurship environment through the improved regulatory and administrative framework and enhanced digitalization	2	Dec 2026	Ministry of Economic Development and Digitalization/ Relevant line ministries	Further deregulation reforms are implemented, with at least 20 other permits abolished and the remaining 'hidden permits' discontinued through abolishing or integration into the framework law, if justified by the regulatory impact assessment. There will be no permits outside the framework law. Based on the regulatory mapping at least two normative deregulation packages are adopted, incorporating at least 30 targeted deregulation measures in a number of strategic sectors/regulatory domains. Baseline: By December 2024, the regulatory burden imposed by permits is high. 139 permits are covered under the framework Law 160/2011 with at least additional 57 operating outside the framework (hidden permits), most of which have not assessed for over a decade, leading to significant regulatory inconsistencies and unjustified constraints and costs.	Legal revisions are based on annual regulatory screenings across key economic sectors (agri-food, transport, construction, manufacturing, IT&BPO) and regulatory domains (starting business, labour relations, tax administration, state inspections, health and safety and other regulations), aiming to reduce the regulatory burden. Source of verification: Official Gazette; reports from the Ministry of Economic Development on reforms, explained through the published normative amendments. Ambition Level: Category 1
Business environment	1	Enhancing the competitiveness of entrepreneurship environment through the improved regulatory and administrative framework and enhanced digitalization	3	Dec 2026	Ministry of Economic Development and Digitalization/Relevant line ministries Ministry of Justice	MD strengthens its insolvency and bankruptcy procedures by revising the relevant legislation, launching the second chance support programme for SMEs and establishing the electronic insolvency register. Baseline: Only several basic elements of the second chance support program for SMEs are in place (i.e. the debt discharge for natural person entrepreneurs); access to a second chance via a repayment plan is not a possibility; further, no Early	n a comprehensive review of the current insolvency framework, MD will identify procedural inefficiencies, gaps, and areas for digitalization and will adopt legal amendments to streamline insolvency procedures, reduce processing times, and improving creditor rights protection. These reforms will include provisions for faster case adjudication and uniform criteria for case handling. MD will also perform a benchmark analysis of its Insolvency Law against the EU Directive 2019/1023 and align its domestic framework with EU standards, including the second chance policy and the adoption of Early Warning Systems. The electronic insolvency registry to facilitate transparent and efficient management of insolvency cases will be launched and operationalized.

						Warning Systems exist; no electronic insolvency register is operational.	Source of verification: Official Gazette, MEDD report, MOJ reports, government decision to launch the second chance program, government decision on the insolvency registry. Ambition Level: Category 2
Business environment	1	Enhancing the competitiveness of entrepreneurship environment through the improved regulatory and administrative framework and enhanced digitalization	4	Dec 2025	Ministry of Economic Development and Digitalization Ministry of Justice Public Service Agency Electronic Governance Agency	A functioning e-government ecosystem that provides efficient and accessible digital services to businesses is established with increased availability of digital government-to-business services. The State Register of Legal Units, enabling remote business management, including for foreign investors is fully operational and secure. The methodology on institutionalization of life events for citizens and business is approved. Baseline: in 2024, 64% of total services are digitalised for end-user utilisation; no state register of legal units is operational. The register is in piloting phase. 43 MD institutions are being monitored and reports published quarterly	75% of total business-related public services are available in digital format. The State Register of Legal Units is fully operational, secured, and accessible online. MD approves the methodology of identification, description and institutionalization of life events for citizens and businesses. Source of verification: Official statistics, Ministry of Economic Development and Digitalization reports Ambition Level: Category 1
Business sector competitiveness	2	Strengthen the public SME support system, increasing efficiency and relevance of government support to entrepreneurs to boost competitiveness	5	Dec 2026	Ministry of Economic Development and Digitalization ODA (Entrepreneurship Development Agency)	Accountability and efficiency of governmental SME support mechanisms by Moldova's Entrepreneurship Agency ODA are strengthened through streamlining of support mechanisms to SMEs, aligning monitoring and evaluation methodology with best practices, and digitalisation of ODA's processes and strengthening capacities in internal controls and risk management. Baseline: Project evaluation methodology is not aligned with OECD methodology,	Accountability and efficiency of ODA are strengthened (At least 5 support mechanisms are streamlined into a single unified framework to simplify applications and prevent overlaps; (ii) ODA program's monitoring and evaluation methodology is aligned with OECD-DAC criteria and a new financial risk management manual adopted; (iii) digitalization of ODA includes: fully digital application process for grant support programs; digitalization of internal case management system and application evaluation processes; Integration with Mconnect and relevant public registries and EGOV digital infrastructure; Data Analytics Modules; Monitoring and Reporting Module (iv) internal controls and oversight are further strengthened through risk assessment framework and establishing a separate unit on risk management.

						while financial risk management is underdeveloped. Automation of internal ODA processes is limited. ODA's governance and oversight are adequate with Supervisory Board and external experts being part of Finance and Risk Committee (Steering Board), yet internal control/risk management lacks capacity.	Source of verification: government decision on ODA grant programs on the government portal, ODA and MEDD reports. Ambition Level: Category 2
Business sector competitiveness	2	Strengthen the public SME support system, increasing efficiency and relevance of government support to entrepreneurs to boost competitiveness	6	Dec 2026	MOF NBM Ministry of Justice	The Law on Credit History Bureaus is amended to enhance data quality and transparency, while movable collateral norms are strengthened within the collateral registry to improve access to finance. Baseline: Credit history bureaus provide limited or incomplete data on credit history. Collateral Registry is available but not widely used in practice largely due to inefficiencies in design and operation.	For improved access to finance, Law on Credit History Bureaus is amended. The law envisages: (i) a broader range of data points (including alternative credit data); (ii) extending the list of entities that are obliged to report information on financial obligations of subjects of credit history (including savings and loan associations); (iii) easy access for SMEs to their own credit reports and mechanisms for correcting errors build confidence in the system; (iv) reducing costs for accessing information on credit histories. MD upgrades its collateral registry allowing a more efficient use of security rights over movable collateral to obtain finance. Two reforms will be required to achieve this objective: (i) the adoption by the Council of Ministers of new regulations governing the activities of the collateral registry, and (ii) the design and roll out of a new digital infrastructure (including data warehouse and clients' interface) for the Collateral Registry. Source of verification: Official Gazette for legal amendments; Government decision, Functional Collaterals Registry. Ambition Level: Category 2
Business sector competitiveness	2	Strengthen the public SME support system, increasing efficiency and relevance of government support to entrepreneurs	7	Dec 2027	Agency for Geodesy, Cartography and Cadastre	Digital cadastre covers 98% of the territory under the effective control of the constitutional authorities of the Republic of Moldova. Data is regularly updated and available online. The information system is modernized to ensure digitalization and interoperability. Baseline: Cadastral information system is outdated while interoperability with other	Existing records are digitalized into one platform, including spatial extent of immovable's boundaries (all cadastral units) with their cadastral register number, area, intended use, notations by the cadastral registrar and other technical data. Access to information (digital register) is regulated. Mechanism for updating of information is defined. The information system is modernized to ensure digitalization and interoperability with other digital systems, the M-cloud and the government portal of public services is ensured.

		to boost competitivenes s				services is limited. Around 76% of coverage is complete and digitalised.	Source of verification: National cadastre reporting, Cadastral Portal Ambition Level: Category 2
Busin ess sector comp etitiv eness	2	Strengthen the public SME support system, increasing efficiency and relevance of government support to entrepreneurs to boost competitivenes s	8	Dec 2026	Ministry of Economic Development and Digitalisation, ODA	Access to finance for SMEs facilitated by ODA through: (i) finalizing the assessment of the main ODA`s instruments on access to bank finance; (ii) improving internal CGF procedures, (iii) introduction of two new instruments under the ODA Credit Guarantee Fund strengthening SME borrowing capacities, including targeting in particular export-oriented SMEs and (iv) 2 new programs under the Fund for Entrepreneurship and Economic Growth of Moldova (FACEM), to allow for provision of a larger range of access to finance instruments, and (iv) provision of business advisory services to SMEs. Baseline: In 2024, CGF operates with a limited range of financial products, and internal policies need to align with best practices. FACEM, while offering financial support, has a restricted scope that does not fully address the evolving financial needs of SMEs. No business advisory services are provided.	(i) The assessment of the following ODA instruments supporting businesses' access to bank finance is finalised: '373' interest compensation program under FACEM and financial individual guarantees under 'Credit Guarantee Fund. The assessment includes analysis on whether these instruments have successfully met their objectives or predefined KPIs, a cost-benefit analysis assessing the impact on public finances and existing bottlenecks. It provides recommendations to enhance the programmes' effectiveness; (ii) Internal procedures of Credit Guarantee Fund are enhanced through adoption of a new Risk Manual, Internal Control Manual, Investment Policy, and Product Policy documents; (iii) Operationalisation of 2 new guarantees products under the Credit Guarantee Fund including focus on export-oriented SMEs in line with Export Promotion Programme (export credit guarantees and agricultural credit guarantees); (iv) Operationalisation of 2 new financial products of Fund for Entrepreneurship and Economic Growth of Moldova (FACEM) - (preferential investment loans and a credit portfolio loan mechanism) and extension of 373 program compensating the interest rate for the loans for SME; (v) Provision of business advisory services to SMEs. Source of verification: Government decision on financial instruments (FACEM and on CGF), ODA annual reports; assessment of ODA's key instruments available. Ambition Level: Category 1
Busin ess sector comp	3	Capacities of agricultural producers to access markets and funding	9	Decemb er 2027	Ministry of Agriculture, AIPA	Access to finance through investment grants for farmers and agri-food operators is improved under the National Fund for agriculture and rural development, in line with the new forthcoming subsidy	To support agri SMEs, under the National Fund for agriculture and rural development executed by AIPA, access to finance is improved (contracts signed with AIPA).

etitiveness		are strengthened through the introduction of targeted advisory services in line with EU standards				program that sets more stringent conditions for grants. Number of beneficiaries is increased to at least 300 including young farmers (under 40 years), small farmers (under 10ha) for start-ups for the years 2026 and 2027. Baseline: In 2024, AIPA had 126 beneficiaries in these three target groups.	Start-up firms are those firms accessed subsidies for the first time; Young people – farmers under the age of 40, Small farmers – those who declared areas up to 10 hectares. Source of verification: AIPA website/annual AIPA reports. Ambition Level: Category 3
Business sector competitiveness	3	Capacities of agricultural producers to access markets and funding are strengthened through the introduction of targeted advisory services in line with EU standards	10	Dec 2026	Ministry of agriculture and food industry	The Technical Advisory Service for agriculture (AKIS initiation) is institutionalised in the regions providing a more targeted support to agricultural SMEs. At least 5 registered chambers of agriculture registered by Public Service Agency provide services to at least 200 members (agri-food MSMEs including farmers) per year starting with 2026. Baseline: In 2024, Centre for Technical advisory services was created. It implements pilot activities but no local structures for continuous support are in place.	Law on Chambers of agriculture under consultation, secondary legislation is being prepared (definition of funding mechanism etc.). Source of verification: Register of Public Service agency; Chambers activity reports and service agreements (contracts, payment for services, training participant lists etc.) Ambition Level: Category 2
Business sector competitiveness	3	Strengthen investment attraction and investment screening procedures	11	December 2026	Invest Moldova Agency	To strengthen investment attraction, Invest Moldova (i) makes operational a comprehensive Investment Map to highlight key investment opportunities across priority sectors, including concrete business initiatives and companies available for investment (including public companies for privatization) and making at least 50 investment projects available for online review. (ii) establishes a dedicated one-stop shop office for strategic investors and provides services to at least 15 strategic investors; (iii) Investor Due diligence mechanism is established and operational with at least 75 investment projects reviewed.	(i) Investment Map digital tool serves as a strategic guide for investors, offering detailed insights into available projects, their sectoral advantages, and regional distribution providing a structured and easily accessible overview. At least 50 investment projects are available for online review. (ii) A dedicated One-Stop-Shop office is established to streamline the investment process for strategic foreign investors allowing for a specialized team (incl. subcontracting specialized services for investment facilitation) and procedures to provide a fast-track service, ensuring coordination across public institutions, with at least 15 strategic investors receiving support through the one-stop-shop. (iii) To enhance investment security and transparency, Invest Moldova adopts a standardized due diligence mechanism for potential investors. This framework assesses investor credibility, financial capacity, and business intentions ensuring that

						Baseline: Moldova Invest does not have Investment Map online tool, one stop shop for strategic investors, nor due diligence mechanism.	investments align with Moldova's economic and strategic priorities. At least 75 investment projects reviewed. Sources of verification: Moldova Invest website and reporting. Ambition Level: Category 2
Business sector competitiveness	4	Industry and services development	12	December 2025	Ministry of Economic Development and Digitalization	At least 10 companies benefit (signed contracts) from the new state aid scheme aligned with EU standards. Baseline: This state aid scheme entered into force on 1 January 2025.	The new scheme attracting investments is fully compliant with the EU rules and is in line with the National Industrialization Program 2024-2028. The program will attract investments of at least EUR 0.5mn each. Under the scheme, investments are to be contracted within 3 years of implementation. Source of verification: Reports by the Ministry of Economic Development and Digitalisation containing the name of the companies benefiting from the state aid scheme. Ambition Level: Category 1
Business sector competitiveness	4	Industry and services development	13	Dec 2027	Ministry of Economic Development and Digitalization	MD has 4 multifunctional industrial platforms established across the country. All platforms are fully operational with relevant construction works terminated in the 2 newest platforms and 14 resident companies have joined the 2 initial platforms with contracts signed or investments of equivalent of EUR 2 mn attracted. The mechanism for monitoring and reporting on the implementation of investment projects is established. Baseline: On 21/03/2025 the revised law on industrial parks entered into force; In Dec 2024, 2 MIPs have been launched.	4 multifunctional industrial platforms (MIP) are fully operational with relevant construction works terminated in the 2 newest platforms, in line with National Industrialisation Programme. Multifunctional industrial platform is type of industrial park aiming at boosting small scale manufacturing and services related to basic industrial activities at the local level. 14 resident companies join the 2 initial platforms with contracts signed or investments of equivalent of EUR 2 mn are attracted. The mechanism for monitoring and reporting on the implementation of investment projects is established by the government. Source of verification: Government decision on the establishment of MIPs. Monitoring methodology adopted as secondary legislation by the Ministry of Economic Development and Digitalisation; Government report on the functioning of the platforms. Contracts with companies joining the industrial platforms available. Ambition Level: Category 3
Business sector	4	Industry and services development	14	June 2027	National Bank of Moldova	MD adopts and enacts regulatory framework for crypto-assets, virtual asset service providers.	The legal framework, aiming to align with the EU acquis (MiCA Regulation) on circulation of virtual assets and the regulation and

competitiveness						Baseline: Dec 2024, the activity related to crypto-assets is prohibited by law. Thus, there is no regulatory framework for crypto assets, nor regulatory capacity.	prudential supervision of virtual asset service providers is in place and enters into force. Source of verification: Official Gazette for legislation; the examined applications for VASP services - NBM & NCFM actions included within the report to Commission. Ambition Level: Category 3
Business sector competitiveness	4	Industry and services development	15	Dec 2026	MEDD	The Action Plan to implement the recommendations of the COM operational pre-assessment for signing an ACAA is approved and the recommendations having a deadline by December 2026 are implemented. Baseline: limited operational readiness for electromagnetic compatibility and low voltage equipment sectors.	MD addresses the recommendations of the legal and functional pre-assessment which would allow the COM to finalise the assessment of the operational readiness for the two sectors and four horizontal frameworks: electromagnetic compatibility (‘EMC’) and low voltage equipment (‘LVD’), and standardisation, metrology, conformity assessment/accreditation, and market surveillance. Source of verification: regular Ministry of Economic development reports, action plan approved by internal order of Ministry Ambition Level: Category 1
Business sector competitiveness	4	Industry and services development	16	Dec 2026	MEDD	Three measures on quality infrastructure strengthening are implemented, in line with Action Plan for implementing the Industrialisation Program: in standardisation, conformity assessment and accreditation. Baseline: Quality infrastructure measures in MD’s Industrialisation program is adopted but not implemented.	(i) Standardisation: At least 4 Technical Committees are established in priority industrial sectors in line with Industrialisation program. (ii) Conformity assessment: At least 5 new testing methods are introduced and performed by Moldovan laboratories in accordance with European standards in priority industrial sectors identified in the Industrialization Program. (iii) Accreditation: Relevant primary and secondary legislation is amended to allow the use of EU guides for certification of finished products for all sectors. Source of verification: Government Website Ambition Level: Category 2
Access to	5	Capital markets	17	June 2027	National Commission for	Capital market development is fostered, in particular through strengthened stock	Capital market strengthening entails: (i) MD has an operational and functioning stock exchange that allows companies to trade

finance and capital market development					Financial Market National Bank of Moldova,	exchange and post trading infrastructure and enhanced regulatory framework on investor protection. Baseline: (i) The stock exchange continues operating in outdated environment without remote access for market participants, and no analytical data tools. (ii) investor rights legal provisions are not aligned with EU rules; (iii) Omnibus accounts are possible for all companies except for banks and insurance companies; no depository links to EU-based Central Securities Depositories; (iv) NCFM capacities are strengthened.	efficiently, introducing remote access to market participants, allowing for IPOs, providing for analytical data tools for market participants; (ii) Capital market legislation is amended in line with EU rules to enhance investor protection in line with EU MIFID II and (iii) The Moldovan Central Securities Depository implements the omnibus segregation model for eligible entities and establishes depository links with at least one EU-based Central Securities Depository; (iv) NCFM capacities are strengthened to implement risk based supervision including through NCFM staff trainings and development of internal policy documents. Source of verification: NCFM 2026 report; Official Gazette for investor protection legislation; NBM reports and Single Central Securities Depository report Ambition Level: Category 2
Trade and investment promotion	6	Enhanced export competitiveness of MD trade in goods	18	Dec 2025	Ministry of Finance, Customs Service	Moldova has joined Common Transit Convention, and implements 8 out of 17 applications/authorisations of the Customs Decision System (CDS) in electronic format, which are directly linked to transit simplifications and NCTS. Baseline: By December 2024, MD has piloted national wide NCTS phase 5 at the national level but has not joined yet the Common Transit Convention. MD has been managing most of customs application/authorisation in paper version and only 4 out of 17 applications are operational in the electronic format.	Moldova adheres to Common Transit Convention. With the operationalisation of CDS, customs authority aims to replace a paper-format customs procedures with electronic procedures, with total of 8 out of 17 procedures being in electronic format. Source of verification: Common Transit Convention website, Trade Portal, Customs Decision System, Customs Service Report Ambition Level: Category 2
	6	Enhanced export competitiveness of MD trade in goods	19	June 2026	Ministry of Finance, Customs service	Full-fledged implementation of Customs Decision system (CDS), with. 17 out of 17 applications/ authorisations operational.	Pursuant to full implementation of Customs Decision System, customs will be able to provide access to all customs simplifications, such as authorised consignor/consignee, special seals, entry in declarant’s record, comprehensive guarantee, simplified declaration.

						Baseline: in Dec 2024, the Customs Decisions System is partly operational with 4 out of 17 types of applications/authorisations being in place. Low number of economic operators are using simplifications.	Source of verification: Customs Decision System, MD Customs Service Report Ambition Level: Category 2
Trade and investment promotion	6	Enhanced competitiveness of MD trade in goods	20	June 2027		Clearance/ customs declaration processing time is reduced by 30% due to customs simplifications, digitalization and the use of the automated risk management: (i) Simplifications provided for in the new Customs Code are implemented; (ii) all declarations in customs procedures for imports and exports are done in electronic way and there is positive trend in digitalisation of special customs procedures. (iii) Automated risk management system in key customs procedures is implemented for pre-arrival customs and post-clearance controls. Risk analysis of prearrival customs data on security and safety aspects (entry/exit summary declaration) is operational. Post clearance risk-based controls are implemented. Baseline: In 2024, average cargo clearance /customs declaration processing time at the border is 8h. in December 2024 paperless level for customs declaration is 90% for export, 70% for import, and 60% for special procedures. There are no risk assessments in pre-customs arrival data, nor for safety and security aspects. Automated risk analysis/ management and post-clearance risk based controls are not implemented.	Reductions of clearance/ customs declaration processing times by 30% compared with 2024. Implementation of simplifications provided for in the new Customs Code (Simplified declaration, Entry in the declarant's records) are implemented. 100% paperless environment for all customs procedures in import and export and a positive trend in digitalisation for special customs procedures. National risk management system and import control system are made operational in line with EU requirements and is fit for future connection to EU's electronic customs environment. Source of verification: MD Customs Service report/ possible independent audit of MD Customs Service. Ambition Level: Category 1
Trade and invest	6	Enhanced competitivenes	21	Dec 2027	MF	Customs single window environment is operational.	The national single window environment for customs will focus on intergovernmental exchange, and customs will have the coordinating role in the process. The economic operators will not

ment prom otion		s of MD trade in goods				Baseline: In December 2024, the national regulatory agencies involved in customs clearance (such as health and safety, environment protection, market surveillance, agriculture) and customs authority do not have any exchange of data.	need to approach separately to each regulatory agency for obtaining permissive acts for the clearance of goods. This includes actions envisaging existing EU Single Window and future connection to the EU's electronic customs environment. Source of verification: MD Customs Service report. Ambition Level: Category 1
Com petiti on /state aid	7	Competition /state aid	22	June 2026	Competition Council	E-case management system is operational and forensic IT tools are used for inspections, in order to improve the capacities of the National Competition Authority to carry out relevant investigations procedures concerning Competition Law infringements. Baseline: In 2024, no case management system in place and no forensic IT tools are in use.	The e-case management system will integrate also the possibility to manage all internal documents of the Competition authority, including the management of the cases initiated by the Competition Council. The forensic IT tools will be integrated in the internal processes of the Competition Council and used for inspections. The forensic tools should correspond to the tools used by the Competition authorities from EU MS. Source of verification: Reports of the Competition Council of the Republic of Moldova Ambition Level: Category 5
Com petiti on /state aid	7	Competition/St ate aid	23	June 2027	Competition Council	The upgraded state aid registry is fully operational and all state aid grantors are obliged to report on the provided state aid through the digital system. Baseline: state aid registry is in place and functional but needs to be upgraded, including the development of the Central Register for de minimis aid.	Legal amendments are introduced making it obligatory for all de minimis aid to be included in the state aid registry. The update of the state aid registry is completed, with all relevant public institutions receiving access. Source of verification: Official Gazette; state aid registry at the Competition council website. Ambition Level: Category 3
SPS	8	SPS	24	June 2027	ANSA	The scope of the National SPS Monitoring and Surveillance Programme, Residues monitoring, is extended for product groups and number of samples taken for official controls /inspections. Baseline: in 2023, the Residue monitoring plans (pharmacologically active substances, pesticides and	Official controls (inceptions) are conducted to ensure food safety and consumer protection in preparation of EU single market integration. New product groups should be added, monitoring of substances (groups) aligned to the EU according to risk assessments. Level of assurance of product safety to be maintained and constantly updated for new substances and findings, to maintain authorization and include new product groups for transit and export of these products to the EU.

						contaminants) covered honey, aquaculture (finfish and caviar), hen eggs, poultry, bovine milk, sheep and goat milk (no sheet and goat meat, rabbit, porcine etc.)	Source of verification: ANSA annual reporting and submission to DG Sante Ambition Level: Category 3
SPS	8	SPS	25	Dec 2027	ANSA	To increase national analytical and testing capacities to increase efficiency of food safety controls, SPS monitoring is strengthened through 4 regional laboratories becoming operational for official controls (surveillance) and testing for self-controls by the private sector, with an increasing number of accredited methods for both, food/animal and plant health as well as for chemical residues. Baseline: regional laboratories of Drochia and Donduseni functional. Balti and Cahul laboratories are planned to be developed as logistical centres. Currently, a total of 362 methods are accredited, of which 40 are for the determination of residues in agri-food products.	A laboratory development plan has been adopted covering the national reference and regional laboratories (CNSAPSA laboratories), including scope for accreditation, validation of methods, laboratory training plan, financial plan (own resources and outsourcing). Reaching the number of 413 accredited methods, within the reference laboratories for determining food, animal and plant health indicators. Reaching the number of 48 methods implemented in reference laboratories for the determination of chemical residues in agri-food products. Source of verification: Laboratory activity/testing report Ambition Level: Category 4
Agriculture	9	Agricultural regulatory and administrative institutional framework, is strengthened to better integrate into international value chains.	26	Dec 2026	Ministry of agriculture and food industry, AIPA	MD farm register is operational and fully populated with data. Baseline: The National Farm register is not functional (conceptualization and piloting conducted in 2024)	All farmers that are beneficiaries of agri-subsidies from the National Fund for agriculture and rural development are registered in the National Farm register. Source of verification: Ministry of Agriculture report/website Ambition Level: Category 3
Agriculture	9	Agricultural regulatory and administrative institutional framework, is strengthened to better integrate	27	Dec 2027	Min of agriculture and food industry, AIPA	The Land and Parcel Identification System (LIPS) is operational, being a precondition for area based payments in the future.	The LPIS is operational means that high resolution digital maps for land use are available for each annual cropping season that allow verification of payment claims submitted for area based payments by farmers across the territory of Moldova (Nistru right bank) -identification and delineation of land area used by an agriculture producer and claimed for area based payment support.

		into international value chains.				Baseline: The LPIS is not operational. A pilot of crop monitoring was conducted in 2024 in 5 rayons, but with strong support of an external provider. System not operationalized.	Source of verification: LPIS data system reports and simulations. Ambition Level: Category 2
Agriculture	9	Agricultural regulatory and administrative institutional framework, is strengthened to better integrate into international value chains.	28	Dec 2027	Ministry of Agriculture and food industry, AIPA	Conditionality (to adhere to statuary management requirements) and sanctioning mechanism for non-compliance on the AIPA financial support are introduced to stimulate implementation of EU standards for public, plant, and animal health and welfare. Baseline: limited conditionality for direct payments on head of animal in place, but limited field verification. No control and sanctioning mechanism.	Conditionality on income support is introduced and a control/sanctioning mechanism is approved for non-compliance on AIPA payment of farmer income support (animal and area) by government decision or order. On-the-spot checks for eligibility conditions (area, animal-based) are conducted for 2% control rate sample. Source of verification: Government decision/order, Ministry of Agriculture, AIPA website, publication of funding guidelines for applicants; operational procedures. Ambition Level: Category 3
Rural development	10	Rural development	29	December 2027	Ministry of Agriculture and food industry	At least 70% of the national territory is covered by LEADER Rural development strategies and at least 80% of registered LEADER Local Action Groups (LAGs) benefit from AIPA funding. At least 500 rural development projects are implemented annually by the National Fund for agriculture and rural development. Baseline: In Dec 2024, 56% of Moldova national territory benefits from LEADER rural development measures. The population of 54 LAGs includes over 1.19 million citizens, which constitutes 61% of the territory of the Republic of Moldova and which includes 513 Administrative-Territorial Units. 1.14million citizens/1,715,7 (66% of rural population) on 2014 census data.	Annual budget allocations from the National Fund for agriculture and rural development are made for the Leader measure, administered by the Agency for interventions and payments in agriculture (AIPA). Financial support is approved for LEADER Local Action groups and local development projects as result of a Call. Leader local development projects are awarded and executed according to the legal provisions. LEADER Local Action groups are supported with technical and administrative capacity building measures. Advocacy and communication activities are implemented to promote the LEADER approach in Moldova to extend its territorial coverage and the inclusion of new communities. Source of verification: Ministry of Agriculture and Food Industry website; AIPA website; "Moldova LEADER IT SOFT" Information System (MLIS) (https://www.mlis.md/ro). Ambition Level: Category 3

						Note: according to 2024 census date the rural population is now 1,287,5 (NBS). 54 active Local Action groups are registered under Law 51/2021. 32 LAGs received funding from the National Fund for agriculture and rural development.	
Tourism	11	Tourism	30	Dec 2026	Ministry of culture, National Tourism Office	A strategic plan for the diversification of tourism offer is implemented ensuring the number of tourists to Moldova increasing by at least 30% compared to 2024. Baseline: In 2024, number of tourists stood at 550 000.	A sustainable tourism model is implemented based on the following pillars: (i) strategic diversification and SME empowerment (sustainable practices, funding), (ii) innovative tourism service delivery (advanced technologies incl. AI and digitalising cultural heritage), and (iii) expanded, culturally integrated wine route promotion. Source of verification: Official Gazette, Ministry of Culture report and website Ambition Level: Category 1
Tourism	11	Tourism	31	Dec 2027	Ministry of Culture, National Tourism Office	At least 6 capacity-building programmes, technical and financial assistance for SMEs in tourism and travel services are operational while the National Tourism Office (NTO) has at least three development programs aligned with European Agenda for Tourism 2030. Baseline: 0 programs are aligned with European Agenda for Tourism 2030.	At least six capacity-building programs are operational, informed by a thorough needs assessment of tourism SMEs. These programs offer technical and financial assistance to support adoption of eco-friendly practices by MD SMEs. The National Tourism Office (NTO) aligns its development programs with the European Agenda for Tourism 2030. At least three national programs are created addressing sustainable management, digital transformation, and social inclusion. Strategic integration, stakeholder engagement, and robust reporting mechanisms are crucial. Source of verification: National Tourism Office reports, Ministry of Culture report. Ambition Level: Category 3
Research and Innovation	12	Improve Research and Innovation capacities in the priority areas of Smart Specialisation Strategy	32	June 2026	Ministry of Education and Research and National Agency for Research and Development	Research and Innovation capacities are strengthened through the implementation of the national Smart Specialization strategy, with award of R&I infrastructures programs, collaborative public-private partnership for research and innovation activities and innovation vouchers, and technology transfer programs.	In line with National Smart Specialisation Strategy "Smart Moldova 2024-27", MD is to launch: (i) at least four collaborative research and innovation activities and four innovation vouchers, and (ii) at least four R&I infrastructure programs (strengthening existing R&I laboratories, hubs or units/departments in public research performing organizations, including in higher education institutions) and (iii) at least four technology transfer programs.

						Baseline: In 2024, the Program "Smart Moldova" was approved but implementation has not started. It aims at aligning research, technological development, and innovation with economic sectors, enhancing resource efficiency and prioritizing investments in those sectors in which MD has a potential competitive advantage. Four priority areas are identified: 1. Agriculture and food processing; 2. Information and Communication Technology; 3. Sustainable Energy; 4. Biomedicine and biopharmaceuticals.	Source of verification: Website of the National Agency for Research and Development. Reports of the Ministry of Education and Research and reports of the National S3 Team of Moldova (inter-agency team). Ambition Level: Category 2

Pillar 2: Connectivity and digital infrastructure

Subarea	Reform #	Title of the reform	Step #	Implementation Deadline	Institution	Payment condition and implementation deadline	Description and clear definition of what each step entails
Transport connectivity	1	Enhancing the transport system, network, and institutional capacities	1	Dec 2027	Ministry of Infrastructure and Regional Development	Based on road safety program, number of fatal and serious road traffic injuries is reduced by at least 20% compared to 2024. Baseline: The annual number of fatal accidents reached 209 deaths	The transport system is enhanced through the adoption and implementation of the National Road Safety Program 2025-2030, which includes designating the administrative authority responsible for road safety and improving road infrastructure safety. Road safety audit reports are integrated into all ongoing road rehabilitation, modernization, and construction projects. Additionally, annual reports on the safety inspection of roads will be published on the MoIRD website.

						and 2369 road traffic injuries in 2024.	Source of verification: MoIRD and State Road Authority websites Ambition Level: Category 1
Transport connectivity	1	Enhancing the transport system, network, and institutional capacities	2	June 2027	Ministry of Infrastructure and Regional Development	For a better road market access, working conditions and access to occupation are improved. A competent authority to authorise road transport operator occupation is designated and established, transport managers certification system is introduced, and the system of authorisation of international transport operators is fully operational. The electronic road transport register is established. The national electronic register of road transport undertakings is adjusted to comply with EU requirements. Also, the legal framework is revised for social regulations for road transport, complementing existing AETR membership obligations. Baseline: In 2024, MD's road market access system is not in line with EU norms, electronic register is not aligned.	(i) Moldova designates and lists at least one competent authority responsible for overseeing and approving of the occupation of road transport operators, following established EU standards. (ii) Moldova creates and implements training programs and certification processes for transport managers that meet EU requirements. (iii) A system for approving international transport operators is established, including check of establishment, professional skills, reputation, and financial stability. (iv) Moldova updates national electronic register of operators to meet EU standards, allowing for better oversight and information sharing. (v) Moldova adopts rules about required rest periods for drivers, particularly focusing on weekly rest requirements, to align with EU safety standards. Source of verification: National Agency for Road Transport website. Ambition Level: Category 2
Transport connectivity	1	Enhancing the transport system, network, and institutional capacities	3	Dec 2027	Ministry of Infrastructure and Regional Development	MD submits for validation the National Plan on implementation of Smart Tachograph National Policy. Baseline: By Dec 2024, no electronic register in place and no smart tachograph policy adopted.	Submission to/Validation by the European Commission Service (JRC). Source of verification: National Agency for Road Transport website. Ambition Level: Category 4
Transport connectivity	1	Enhancing the transport system, network, and	4	Dec 2027	Ministry of Infrastructure and Regional Development	Intelligent Transport System is implemented and the National Access Point and National Body are established in the ITS network and	ITS strategy and implementation program provide a clear vision and strategic objectives for the

		institutional capacities				legal approximation with Intelligent Transport System standards has been adopted. Baseline: MD has no ITS system in place.	development of ITS in Moldova, in line with EU requirements. Source of verification: website of appointed authority Ambition Level: Category 3
Transport connectivity	2	Enhancing transport connectivity through rehabilitated and modernised rail network	5	Dec 2026	Ministry of Infrastructure and Regional Development APP Public Property Agency	State Enterprise „Calea Ferată din Moldova" is reorganised into two joint stock companies, Joint Stock Company" CFM Infra" and Joint Stock Company" Pasageri si Marfa" with organisational charts adopted, financial and accounting separation completed and business strategy development plans adopted. Baseline: State Enterprise „Calea Ferată din Moldova" is an integrated SOE.	State Enterprise "Calea Ferată din Moldova" (CFM) is reorganized into two separate entities: Joint Stock Company CFM Infra, responsible for infrastructure management, and Joint Stock Company CFM Pasageri și Marfă, responsible for passenger and freight operations. This restructuring includes the approval by the administration board of the organizational structures, the internal financial and accounting separation, the division of employees, as well as the approval of the business strategy and development plans for each entity. Source of verification: Public Property Agency website, websites of the newly created Joint Stock Companies, Decision of the Administrative Board Ambition Level: Category 1
Transport connectivity	2	Enhancing transport connectivity through rehabilitated and modernised rail network	6	Dec 2027	Ministry of Infrastructure and Regional Development	Key provisions of the new Railway Code are implemented including award of public service contracts and multiannual infrastructure contracts, in line with requirements under the EU acquis. This includes: (i) Establishing an operative national rail safety authority, (ii) Establishing an operative national investigating body obliged to investigate serious accidents, (iii) Establishing a functioning licensing	Key provisions focus on ensuring an operative national rail safety authority (supervising a rail safety management system), an operative national investigating body obliged to investigate serious accidents, a functioning licensing body (granting licences to operate railway services), and a legal basis for the application of EU Technical Specifications for Interoperability. To establish a public (multi-annual) service contract, the requirements set by the competent authority

						body (granting licences to operate railway services), (iv) Introducing a legal basis for the application of EU Technical Specifications for Interoperability. In addition, to establish a public service contract, the requirements set by the competent authority and the parameters for the compensation are set, and mechanism for avoiding overcompensation is established. Baseline: The Railway Code is adopted, but provisions are not implemented; no public service contract is in place.	(perimeter, frequencies, quality requirements) and the parameters for the compensation are set, and mechanism for avoiding overcompensation is established. Source of verification: MoIRD website, Railway Agency website, Publications in the State Register of Legal Acts. Ambition Level: Category 2
Spatial Development	2	Spatial Development	7	June 2027	Ministry of infrastructure	Comprehensive National and Urban Planning Framework is aligned with EU standards by completing the following reforms: (i)Regulatory framework is revised introducing legal amendments and government decisions providing guidelines for the development of national spatial planning plans in line with EU methodologies. (ii)Regulatory framework is revised introducing regulations / methodology / guidelines for the development of Sustainable Urban Mobility Plans (SUMPs), which include implementation and investment planning. Baseline: regulatory framework on national spatial planning plans and SUMP is not aligned with EU.	(i) The regulatory framework is strengthened through legal amendments and government decisions that establish standards in line EU standards and best practices for sustainable spatial development. (ii), Sustainable urban mobility plans are institutionalized with a standardized methodology aligned with EU SUMP principles. Government-adopted regulations include comprehensive provisions for quality control and implementation monitoring, with both national spatial plans and urban development initiatives. Source of verification: Official Gazette for legal changes, Website of the Ministry of Infrastructure for government decisions. Ambition Level: Category 2
Digital	3	Enhancing connectivity through	8	June 2026	Ministry of Economic Development	Speed and infrastructure sharing of digital connectivity are improved through the implementation of the	(i) A modern regulatory framework is established facilitating the roll-out of high-speed and affordable electronic communications networks and services, in

		telecommunications and digital infrastructure			and Digitalisation	EU Electronic Communications Code. Stability of internet connection is 2 ms, percentage of infrastructure (i.e. poles used by other operators) that is shared is at least 3%. Baseline: Regulatory framework partially aligned with the EU Communications Code (L 28/2016, L 241/2007); operators not sharing infrastructure. In 2024, stability of connection measured through average delay value for data sets transfer on the network was 2.95 ms; Percentage of infrastructure that was shared was 0.95%.	line with the EU Electronic Communications Code and EU Roaming Regulation; (ii) Secondary legislation is approved to ensure consistent enforcement of the EU Electronic Communications Code and the remaining EU roaming acquis, including the EU roaming regulation, roaming implementation regulation, delegated act on termination rates, BEREC regulation; (iii) Incumbent operator shares its network, prices for deployment are decreased in line with EU Gigabit Infrastructure Act. (iv) Broadband Mapping System is implemented to enable accurate monitoring of internet coverage, quality of service, and infrastructure availability, and supporting targeted investment strategies. Source of verification: Ministry of Economic Development and Digitalisation & ANRCETI (telecom regulator) Ambition Level: Category 1
Digital	3	Enhancing connectivity through telecommunications and digital infrastructure	9	Dec 2027	Ministry of Economic Development and Digitalization	Moldovan resilience of networks is improved through full alignment with the 5G Toolbox, which includes: adoption of the appropriate legal framework to implement the 5G Toolbox; assessment of assets and suppliers and identification of high-risk suppliers; adoption of necessary restrictions/ exclusions of high-risk suppliers, for key assets defined as critical and highly sensitive in the EU coordinated risk assessment for 5G networks. Baseline: EU's 5G cybersecurity toolbox is not implemented.	This step comprises following milestones: (i) National legal framework is adopted to fully align with the EU's 5G toolbox. The framework will include a transitional period for phasing out high-risk supplier equipment from existing networks. (ii) In consultation with the EU, MD conducts a comprehensive national risk assessment of assets and suppliers in line with recommendations of the 5G toolbox and identifies high risk suppliers. (iii) MD adopts necessary restrictions/exclusions of high-risk suppliers, for key assets defined as critical and highly sensitive in the EU coordinated risk assessment for 5G networks and in alignment with EU's 5G cyber-security toolbox. Sources of verification: Official Gazette, Ministry website, adoption of legal framework, administrative

							decisions (for the purposes of imposing restrictions/exclusions of high-risk suppliers). Ambition Level: Category 2
Digital	3	Enhancing connectivity through telecommunications and digital infrastructure	10	Dec 2026	Ministry of Economic Development and Digitalization	Moldova's national digital wallet (EVO Sign) is aligned with EU digital identity standards, with Moldova joining the EU Third Countries Trusted List for validation of advanced electronic signatures. Moldova aligns with the EU digital identity framework (eIDAS 2) and integrates at least 20 Moldovan e-services under the EVO application. Baseline: Moldovan Digital Wallet (EVO Sign) is not developed according to EUDI standards. EU and Moldova do not have mutually recognition of signatures. Existing Law is not aligned with eIDAS II Digital Identity Framework Regulation.	This step comprises following milestones: (i) Moldovan and EU digital signatures are mutually recognised, via the implementation of the technical requirements for mutual recognition of electronic signatures; (ii) adoption of a Law ensuring full compliance with the EU identity framework (eIDAS 2) and launching the EVO Sign digital wallet; (iii) The Moldovan Digital Wallet (EVO Sign) is in line with EU standards and integrates at least 20 digital public services. Sources of verification: Official reports from the Ministry of Economic Development and Digitalization; Legislative and regulatory documents on Moldova's alignment with eIDAS II; Implementation reports on the Moldovan Digital Wallet (EVO Sign); Official records from the EU Third Countries Trusted List Ambition Level: Category 2
Digital	3	Enhancing connectivity through telecommunications and digital infrastructure	11	Dec 2025	Ministry of Economic Development and Digitalization	To implement its new National Cyber-Security Programme of actions for 2025-2030, Moldova makes its National Agency for Cybersecurity fully operational and establishes the National Computer Emergency Response Team (CERT). The Agency is equipped with relevant powers, premises, human and IT resources while competences between the different Moldovan cyber-security institutions are clearly delineated.	National Agency for Cybersecurity reforms comprise: (i) at least 30 staff recruited; (ii) National Computer Emergency Response Team (CERT) is established and operational, (iii) National Agency for Cyber Security is legally empowered to conduct cyber-security audits; (iv) Agency occupies in full its offices and install its equipment without any limitation; (iv) Delineation of the competences of MD cyber-security institutions is clear and transparent with mandates of relevant institutions are adjusted following an expert note. Source of verification: Official reports from the Ministry of Economic Development and Digitalization on the operational status of the National Agency for Cybersecurity; ASC staffing records; infrastructure and

						Baseline: The National Agency for Cybersecurity lacks the necessary resources, including staff, IT infrastructure, and legal authority, to fully exercise its functions as outlined in the legislation. Additionally, the National Computer Emergency Response Team (CERT) has not been established.	procurement records confirming the establishment of office premises and installation of necessary IT equipment. ITU Global Cybersecurity Index (GCI); eGA National Cybersecurity Index (NSCI). Report by the Ministry of Economic Development and Digitalisation (MEEDD)D on clarifying mandates and competences. Ambition Level: Category 3

Pillar 3: Economic governance

Subarea	Reform #	Title of the reform	Step #	Implementation Deadline	Institution	Payment condition and implementation deadline	Description and clear definition of what each step entails
Public finance management	1	Strengthened budgeting, expenditure controls and execution for better budgetary planning and policy implementation	1	December 2026	Ministry of Economic Development, Ministry of Finance, NBM, Ministry of Labour, National Statistical Bureau	MD develops and implements an integrated forecasting framework and prepares labour market forecasts and external dimension (balance of payments). Baseline: Some key forecasts like labour and macroeconomic for external dimension are not being prepared. Labour forecast is not produced at any level. Coordination mechanism is not in place.	MD produces macroeconomic and fiscal forecasts (including structural fiscal balance, debt sustainability analysis and labour market forecast) and expands forecasts to external dimension (balance of payments). A coordination mechanism on forecasts is established and functioning. Source of verification: Ministry of Economy website, MD ERP programme for 2027-29, Ministry of Finance reports, Ministry of Economy reports Ambition Level: Category 3
	1	Strengthened budgeting, expenditur	2	December 2027	Ministry of Finance	Transparency of medium-term fiscal planning is increased and the link between the medium-term fiscal plan and the annual budget is strengthened through amendments to MOF regulation on budgetary process	(i) MOF regulation on budgetary process is amended to ensure that medium-term budgetary framework for 2028-2030 contains a budgetary impact assessment of medium-term policies with details on the expenditure items and sources of financing and explicitly

		e controls and execution for better budgetary planning and policy implementation				and implementation of relevant provisions for 2028-30 medium-term budgetary framework. MOF regulation on budgetary process is amended to streamline budgetary calendar. Baseline: As of 2024, the deviations from the Medium-Term Budgetary Framework are not explained, nor made public. Furthermore, annual budgets do not reflect the budget planning commitments outlined in the Medium-Term Budgetary Frameworks. MD's budgetary preparation calendar is not always adhered to.	indicates and explains the main differences in revenue and expenditure ceilings from the previous year's framework. (ii)The explanatory note for the 2028 budget explains departures from the policies and ceilings contained in the medium-term budgetary framework for 2028-2030 and includes an analysis of breaches to sectoral ceilings set in the medium-term budgetary framework for 2028-2030, in line with OECD best practices. (iii) MOF order 124/2023 on Methodological guidance for budget elaboration, approval and amendment is revised to streamline budgetary planning to ensure better adherence to the budgetary calendar. Source of verification: MTBF 2028-2030, explanatory note for 2028 draft budget and the revised MOF regulation are published on the MoF website; Ambition Level: Category 4
	1	Strengthened budgeting, expenditure controls and execution for better budgetary planning and policy implementation	3	June 2026	Ministry of Finance	The legal obligation to regularly review all budgetary spending over at most 7 years is introduced and methodology is adopted. Baseline: No legal provision requiring regular spending reviews is in place.	The law is adopted to ensure that all budgetary spending is subject to regular review over at most 7 years. The law includes provisions on: (i) endorsement and publication of spending reviews; (ii) inclusion of recommendations in the spending reviews; and (iii) identification of a timeline and responsible entities for their implementation. Methodology for spending reviews is adopted as secondary legislation by a Ministry of Finance Order. Source of verification: Official Gazette for legal changes and MOF order for secondary legislation; MOF website Ambition Level: Category 3
Public Finance management	1	Strengthened budgeting, expenditure controls and execution for better	4	December 2025	Ministry of Finance, State Chancellery	Budget transparency is increased (i) by including self-managed entities in the Budget execution report for 2024 budget, (ii) by reducing the General actions section of the State budget to below 32% of total budget expenditures starting in 2026, and (iii) by requiring all extra budgetary entities to report on their budgets starting with the 2027 budget.	(i) The budget execution report for 2024 includes the budgets of self-managed entities. (ii) In the draft State Budget Law for 2026, General Actions section is reduced by reflecting the transfers to the State Social Insurance Budget within the Ministry of Labour and Social Protection, and the transfers to the Mandatory Medical Insurance Funds within the Ministry of Health; (iii) Legal

		budgetary planning and policy implementation				Baseline: In December 2024, extra budgetary units /self-managed entities are partially included in the National Public Budget, only if they receive transfers from the state budget. General Actions section of the 2025 State Budget represents approximately 60% of total state budget expenditures.	framework is amended to introduce mandatory budget reporting for all extra budgetary entities starting in 2027. Source of verification: Official Gazette, Draft of MD national state budget law for 2026 and budget execution report on 2024, published on the Ministry of Finance website. Ambition Level: Category 2
	2	Debt management	5	December 2025	Ministry of finance	Deepening and diversifying MD domestic government debt market is advanced: (i) Improving the regulatory framework to strengthen the primary dealership system and (ii) Adoption of the regulatory framework for issuing debt instruments in the international markets. Baseline: As of 2024, Regulatory framework for primary dealership is outdated; Issuance by MD of debt instruments in international markets is not fully regulated.	(i) NBM Regulation no. 170/2018 is amended to facilitate the development of the primary dealership system adjusting evaluation indicators for primary dealers; (ii) Secondary legislation (MOF regulation) is adopted defining procedures for selecting financial and legal intermediaries. Source of verification: MOF/NBM websites. Ambition Level: Category 3
Public Finance management	3	Public investment management system is transparent and rules based, with appraisal, budgeting and execution processes aligned with international best practices with	6	December 2025	Ministry of Finance State Chancellery	Public investment management is strengthened through establishment of designated focal point for Public Investment Management (PIM) in each ministry, public investment planning units established in at least 5 ministries, PIM procedures streamlined and capital investment project monitoring is digitalised. Baseline: Capacities to prepare capital investment projects are limited in the ministries. The two-step approach to public investment planning is based on two Regulations (Regulation 1070 and 684) that are not fully aligned. For capital investment project monitoring, there is an obligation for line ministries to submit annual reports on project implementation to MOF, but there is no IT tool to monitor capital project implementation.	Public investment management has been strengthened: (i) Public investment planning focal points are established within all ministries. Personnel in these focal points are equipped to apply developed methodologies in practice, ensuring effective coordination of public investment management implementation within their respective ministries and subordinated agencies. In addition, PIM units are established in at least 5 ministries. (ii) Public Investment Management (PIM) is streamlined, with relevant regulations (Regulation 1070 and 684) fully aligned to enhance coherence and efficiency. (iii) An IT solution tool is in place to facilitate the monitoring of capital projects, improving oversight and accountability in public investment execution. Source of verification: Ministry of Finance report, State Chancellery Report Ambition Level: Category 2

		improved capital investment execution.					
		Public investment management system is transparent and rules based, with appraisal, budgeting and execution processes aligned with international best practices with improved capital investment execution.	7	June 2026	Ministry of Finance State Chancellery Ministry of Infrastructure and Regional Development Ministry of Environment	Single national project pipeline is fully implemented for all funds with coherent and internally aligned requirements: (i) Only project proposals appraised in line with general rules for PIM established in Regulation 684 and are deemed eligible are included in the MTBF and considered for funding by the annual budget. (ii) For Special Funds, all public capital investment projects proposals above the minimum threshold established in Regulation 684 are submitted trough the Project Appraisal IT system and appraised according to the general rules on preparation and appraisal of capital investment projects. Baseline: The 2025 Budget included 10 new projects: 2 eligible projects from the Project Pipeline and 8 projects under appraisal. As of Dec 2024, Special funds have own appraisal PIM rules and do not go through the Single project pipeline approach.	Primary and secondary legislation of special funds is amended to ensure that capital investment projects above the minimum threshold established in Regulation 684 follow Regulation 684 and are submitted under the Single Project pipeline. All capital investment projects of the Road fund, Regional Development fund and Environment fund above the minimum threshold established in Regulation 684 are integrated under the Single project pipeline. Source of verification: Ministry of Finance reports, State Chancellery report Ambition Level: Category 1
	4	A transparent and efficient public procurement system ensures value for money for citizens and creates a level playing	8	December 2027	Ministry of Finance	At least 3 centralized public procurement institutions are established and operational at central and/or local levels. The share of the total value of contracts concluded by centralized procurement institutions increases to at least 25% of total public procurement. Baseline: in 2024, centralised procurement covers 10% of total public procurement value.	MD defines the best model for centralizing public procurement at both central and local levels and prepares analytical report on evidence-based scenarios for centralized procurement at both central and local levels, taking into account impact analysis of market demand. At least 3 centralized public procurement institutions are established and operational at central and/or local levels. Centralized procurement activities are defined as activities conducted on a permanent basis in one of the following forms: (a) procurement of goods and/or services intended for other contracting authorities; b) the award of public contracts or framework agreements for goods, services or works, on behalf of and for the benefit of another contracting authorities.

		field for businesses.					Source of verification: MOF website reporting on the share of centralised procurement in total procurement value, annually. Ambition Level: Category 1
Public Finance management	4	A transparent and efficient public procurement system ensures value for money for citizens and creates a level playing field for businesses.	9	June 2027	Ministry of Finance, Public procurement Agency	Enhancing the professionalization of public procurement staff in contracting authorities, including the implementation of a certification system in line with EU best practices. At least 200 specialists are certified in public procurement and at least 10 training programs are implemented. Baseline: no certification system for public procurement specialists is in place. MD has 2500 contracting authorities. As each contracting authority includes at least five members in its working group, almost 7500 people are involved in public procurement procedures. Public Procurement Agency provides training courses for public procurement staff. In 2024, a total of 22 training sessions were organized, attended by 1639 participants.	(i) Development, validation, and approval of the national certification system for public procurement specialists; At least 200 government officials are certified. (ii) organisation (implementation) of training programs (at least 10). MD adopts amendments to the law on public procurement regulating the establishment of the working group responsible for the implementation of public procurement processes obliging the contracting authority to include in the working group a certified specialist in the field of public procurement, depending on the object of the procurement. Legal amendments define cases in which appointment of a certified specialist in the field of public procurement becomes mandatory. Professionalization of the staff involved in the public procurement is structured on two levels: (i) Professionalization of members of the working group attending a general training; (ii) Certification of advanced specialists involved in public procurement procedures in accordance with forthcoming legal provisions. The certification ensures presence of qualified experts in complex procurements. Sources of verification: Publication of the list of certified specialists on the official website of the Public Procurement Agency, Official Gazette, Government portal for government decision, Ministry of Finance report to the European Commission. Ambition Level: Category 3
Public Finance management	4	A transparent and efficient public procurement system ensures value for	10	December 2027	Ministry of Finance	The new electronic procurement system is piloted, focused on the essential modules required by the EU acquis, such as eTendering, eAwarding, eInvoicing, and eComplaint, including the launch of electronic procurement catalogues. Baseline: In 2024, E-procurement system M-tender is only partially developed to support request for quotations, open tender, restricted tender, framework	Piloting of the new electronic public procurement system with at least following modules -eTendering, eAwarding, eInvoicing, and eComplaint - and the launch of electronic procurement catalogues. Moldova takes following steps to develop and launch the new electronic procurement system: approval of the re-engineering concept for the electronic procurement system from the perspective of its integration and interoperability at the national and European levels; description and approval of business processes and

	5	money for citizens and creates a level playing field for businesses.				agreements and electronic auctions. It does not cover the entire procurement cycle - from planning and conducting procedures to contract awarding and management, including amendments. E-procurement system M-tender has following functionalities: 4 modules are fully developed (eRegistration, eAuction, eAuthentication, eNotification); 6 modules are partially developed (eDocument Management, ePlanning, eNotice, eTendering, eQualification, eAwarding); 7 modules are undeveloped (eAccess, eEvaluation, MCabinets, eComplaint, eContract Management, eInvoicing, eMonitoring). It supports requests for quotations, open tender, restricted tender, framework agreements and electronic auctions.	preparation of tender documentation for the implementation of the electronic public procurement system; conducting the public procurement procedure for selecting the necessary suppliers; design and development of the electronic public procurement system; training users from contracting authorities/entities and economic operators on the use of the electronic public procurement system. Sources of verification: MOF's IT reports on the implementation of the E procurement; Official Gazette; the link to the initiated procurement procedure; extract from the handover-receipt document; plan for execution of works; extract from the minutes of the acceptance of the implemented modules; announcements of training sessions published on the website of the Ministry of Finance and/or the Public Procurement Agency; extract from the handover document of the pilot. Ambition Level: Category 1
Public Finance management	5	Strengthened tax system contributes to fiscal sustainability, provides for a level playing field and provides for better services for citizens and businesses	11	December 2026	Ministry of Finance State Tax Service	More tax services are made available electronically for businesses and citizens, with 18 out of 19 (90%) tax payer services are digitalised. Baseline: In 2024, 14 out of 19 (74%) of taxpayer services are digitalised.	Four tax payer services are made available digitally: End-user authorization, Certificate of income tax paid by individuals who are foreign citizens or stateless persons who have obtained the status of resident of the Republic of Moldova, Confirmation regarding the resumption of tax reporting and Certificate regarding income tax paid by a non-resident in the Republic of Moldova. Source of verification: Tax Service reports. Ambition Level: Category 2
Public Finance mana	5	Strengthened tax system contributes to fiscal sustainabil	12	December 2027	Ministry of Finance State Tax service	Tax administration is modernised through (i) strengthened risk-based approach to compliance risk management through revision and implementation of the new compliance program and (ii) an automated compliance risk management system becomes operational.	(i)Compliance risk management is rebalanced between voluntary and enforced compliance, there is an effective use of punitive measures including penalties, while priority areas are selected on the basis of a comprehensive risk analysis. (ii) Automated risk management system is in place, with risk rules and risk scoring embedded. The IT solution for compliance risk

gement		ity, provides for a level playing field and provides for better services for citizens and businesses				Baseline: As of 2024, a compliance program is in place but needs updating. Tax compliance risk management and risk scoring is not automated.	management is operational including large taxpayers and an analytical module. Source of verification: Tax Service reports, new TADAT report if available Ambition Level: Category 1
Public Finance management	5	Strengthened tax system contributes to fiscal sustainability, provides for a level playing field and provides for better services for citizens and businesses	13	June 2027	Ministry of Finance State Tax service	The share of risk based tax audits is increased to 30% of all audits for the last 12 months; tax audit process is digitalised through implementing an automated case management system and establishing a data warehouse. Baseline: The audit system is not automated and not linked with the risk assessment analysis. Small share of STS audit-related activities are risk based, with 93% of audit cases being mandated/not-risk based. The tax audit system does not comply with rules on data protection.	(i) The share of risk-based tax audit cases is increased to at least 30% of all audits for the period July 2026 -June 2027; (ii) an automated case management system is implemented and (iii) a data warehouse is secured where the STS can readily match, mine and analyse larger volumes of data. Source of verification: State Tax service data /report provided to the EU Ambition Level: Category 1
Public Finance management	6	Strengthened external audit system and public internal and financial control	14	June 2026	Ministry of Finance	Legal amendments are adopted increasing budgetary independence of the Court of Accounts. Baseline: in 2024, The Supreme Audit Institution of MD (Court of Accounts) enjoys limited budgetary independence. The financial independence of SAI is limited by Law 260/2017, which stipulates that the budget of the CoA is approved according to Law 181/2014 for independent/autonomous budgetary authorities. The CoA budget is elaborated and approved as the budget of each budgetary institution,	Legal amendments to the Law on the Court of Accounts (CoA) and possibly other laws are adopted, to bring CoA legislation in line with international best practices and reducing the conflicting provisions in other laws. Legal provisions allow the CoA budget to be approved by the Parliament without the executive branch amending the draft law. Parliament procedures are adjusted accordingly. Source of verification: Official Journal, Parliament website

						sent and negotiated with the Ministry of Finance before being included in the draft annual budget law. According to SIGMA report on PAR 2023, some legal provisions conflict with CoA legislation.	Ambition Level: Category 2
Public Finance management	6	Strengthened external audit system and public internal and financial control	15	June 2027	Court of Accounts; beneficiaries of SAI audits	External audit function is strengthened through enhanced performance audits and better follow up of recommendations: (i) The share of total CoA audit capacity devoted to performance audits increases to 15%; (ii) The share of CoA recommendations addressed to the audited public institutions for all types of audits performed in 2025 is on the positive trend, with at least 50% of recommendations partially or fully implemented. (iii) CoA capacities are strengthened. Baseline: In 2022, the share of COA recommendations made in 2021 was 20% for fully implemented, 40% partially or fully implemented (SAI report, SIGMA assessment report of 2023). In 2024, performance audit capacities in CoA are very limited.	External audit function is strengthened through enhanced performance audits and better follow up of recommendations on all types of audits by audited public institutions. The share of total CoA audit capacity devoted to performance audits increases to 15% of all audit capacity. The share of CoA recommendations addressed to the audited public institutions for all types of audits in 2025 is on the positive trend, with least 50% of recommendations partially or fully implemented. CoA capacities are strengthened through trainings provided to develop good quality of recommendations and to have effective engagement with audited entities. Source of verification: SAI’s website/SAI activity report. Ambition Level: Category 2

Public Finance management	6	Strengthened external audit system and public internal and financial control	16	Dec 2026	Ministry of Finance	Risk management approach in PIFC is rolled out: (i) guidelines for management in central level public institutions are aligned with EU-best practices, based on internationally recognized risk management frameworks, and implemented in at least 50% of first level budget user organization (ministries, agencies); (ii) Risk management tool, supportive and aligned with the risk management guidance which is based on EU best practices and internationally recognized risk management frameworks, integrated within the IT system for monitoring and reporting of the central Government performance (E-monitorizare) is operational in at least 50% of central government public bodies. Baseline: In 2024, risk management approach in not widely used in central level public institutions.	(i) Risk management guidelines are improved according to EU best practices and internationally recognized risk management frameworks and at least one pilot exercise is performed in a Central public body (ministry/agency) regarding the implementation of the guidelines. Results of the pilots are used to roll out the practical implementation of the guide at central government level (ministries, agencies). (ii) Risk management tool is integrated within the IT system for monitoring and reporting of the central Government performance (E-monitorizare) in at least 50% of central government public bodies (ministries and agencies). Source of verification: State chancellery website /report, PIFC Consolidated Annual Report Ambition Level: Category 3
Public Finance management	6	Strengthened external audit system and public internal and financial control	17	June 2027	Ministry of Finance	Public internal financial control system is strengthened: (i) The mandate of the PIFC Council is strengthened through increased oversight capabilities on the independent functioning of the internal audit activity. (ii) The capacity and resources of the CHU are enhanced, including the increase of CHU staff and PIFC IT reporting tool is extended to local governments; (iii) the network of internal control coordinators is extended to local public administrations. Baseline: CHU staff in 2024 was 7. Limited independence of internal audit supervision. No IT	(i) The organization and regulation of the PIFC Council are revised, expanding its mandate on the oversight capabilities on the independence of the internal audit function. In particular, this relates to ensuring that internal audit can operate without undue influence and objectively can assess public management and control systems. (ii) The capacities of the CHU are increased, including through increasing CHU staff to at least 10 staff. The reporting IT PIFC tool is extended to the Local Administrations (cities and second level authorities/rayons) of above 50 000 inhabitants; (iii) The network of internal control coordinators is extended to local public administrations (cities and second level authorities/rayons).

						monitoring and reporting tool for local public administration supervision by CHU.	Source of verification: MoF website, MOF reports; PIFC Council Activity Report Ambition Level: Category 4
Public Finance management	7	Antifraud measures and protection of EU financial interests	18	Dec 2025	Ministry of Finance	AFCOS network is established and implemented through formally assigning the national AFCOS coordinator, amending the regulatory framework to establish the Anti-Fraud Coordination Platform and signing relevant agreements between the MD national public institutions participating in the protection of EU's financial interests. Baseline: As of December 2024, AFCOS network is not established.	(i) Government Decision is adopted to assign to the State Financial Control Inspectorate the role of National Anti-Fraud Coordination Authority, which will give the State Financial Control Inspectorate both increased responsibilities and rights in the context of cross-border cooperation programs. This amendment facilitates a more efficient collaboration between the institutions involved, with the purpose of strengthening the mechanisms for preventing and combating fraud. (ii) Government Decision is adopted regulating the institutional framework and implementation of the functioning mechanism of the anti-fraud coordination system (AFCOS); (iii) Cooperation Agreements between competent MD public authorities participating in the protection of the EU's financial interests are signed. Source of verification: Government portal for government decisions Ambition Level: Category 5
Public Finance management	7	Antifraud measures and protection of EU financial interests	19	Dec 2026	Ministry of Finance	(i) A multi-year Anti-Fraud strategic framework is adopted. This includes a comprehensive action plan aligned with the guidelines set by the European Anti-Fraud Office (OLAF) for national anti-fraud strategies. (ii) The methodology for managing / investigating irregularities and fraud is adopted ensuring a structured and consistent approach to the reporting of these cases. The new methodology is piloted in at least 2 public authorities that use EU funds and then rolled out nationally. Baseline: anti-fraud strategy and the methodology for managing / investigating of irregularity and fraud are not aligned with OLAF Guidelines.	(i) The national medium-term strategic framework for the protection of the EU's financial interests is adopted and put in place with strong safeguards against fraud and misappropriation of funds. This framework includes a comprehensive action plan, aligned with the guidelines set by the European Anti-Fraud Office (OLAF) for national anti-fraud strategies. (ii) The fraud and irregularity management/ investigation methodology is approved by MOF order and made available to line ministries to implement. Source of verification: Official Gazette, Ministry of Finance website; Strategy is shared with Commission services (OLAF/ENEST). Ambition Level: Category 3

Public Finance management	7	Antifraud measures and protection of EU financial interests	20	December 2027	Ministry of Finance	Automated information system for anti-fraud monitoring and coordination is operational. Anti-Fraud Information System is made operational integrating key modules to streamline anti-fraud processes including the Register of Irregularities and Suspected Fraud and Reception/Dissemination/Monitoring System for Anti-Fraud Coordination. Baseline: As of 2024, anti-fraud information system is not in place and MD does not report on irregularities to the EU.	Adoption of a Government Decision, with concept of the information system, specifications of the information system, regulation of the information resource, system tested and launched according to the requirements and rules of the Government Decision. The Anti-Fraud Information System (AIS), generically called "MCAF" (Anti-Fraud Monitoring and Coordination), integrates essential modules for streamlining anti-fraud processes. These include the Register of Irregularities and Suspicions of Fraud (RNSF), which identifies and documents potential cases of fraud, and the Reception/Dissemination/Monitoring of the Anti-Fraud Coordination System (RDM SCAF), intended for the coordination and monitoring of anti-fraud measures at the operational level. The national Anti-Fraud Information System allows for the transfer of relevant information on to the Commission via the Irregularity Management System (IMS). Source of verification: Official Gazette, web-portal of legal acts in Republic of Moldova (www.legis.md), Government website report Ambition Level: Category 4
Public Finance management	7	Antifraud measures and protection of EU financial interests	*21*	June 2026	Ministry of Justice Ministry of Finance	**In consultation with the European Commission services, strengthening the financial crime investigation system, by reviewing legal competences and increasing capacities of national specialized investigative bodies to proactively detect and investigate financial crimes and related illegal acts which affect financial interests of MD and the EU.** Baseline: despite adequate regulatory framework financial crime investigations/persecutions are limited.	Legal amendments adopted. Competent authority(es) capacitated. Source of verification: Official Gazette, budget law 2025 and 2026, government website, reports of relevant institutions. Ambition Level: Category 2
SOE reform	8	Making the SOE sector sustainable and	22	June 2026	Public Property Agency	Investment profiles for 5 SOEs are elaborated and privatisation procedures are launched. Baseline: Triage of SOEs was finalised in 2024 but its implementation has not started.	Elaboration of investment profile for 5 SOEs (out of 10 classified for immediate privatisation) and launching the privatisation procedure for them. The Government Decision on triage mechanism of SOEs covered: Category 1 - enterprises not suitable for privatization – 66 SOEs;

		financially viable					Category 2 - enterprises recommended for reorganization in another legal form of organization – 55 SOEs; Category 3 - enterprises deemed suitable for privatization after reorganization/restructuring - 10 SOEs; Category 4 - enterprises recommended for immediate privatization – SOEs; Category 5 - enterprises recommended for liquidation; Corporate Governance of SOEs in Moldova – 97 SOEs. Source of verification: Ministry of economy reports on the implementation of the triage. Public property Agency Reports. Ambition Level: Category 1
SOE reform	8	Making the SOE sector sustainable and financially viable	23	Dec 2026	Public Property Agency	At least 10 [out of 97 inactive and loss-making] SOEs are liquidated and at least 15 are reorganised (out of 55 classified for changing the legal form of organisation) Baseline: Triage of SOEs was finalised in 2024 but its implementation (liquidation and reorganisation of SOEs) has not started.	This action regards category 2 and category 5 of SOEs in the triage process. The Government Decision on triage mechanism of SOEs covered: Category 1 - enterprises not suitable for privatization – 66 SOEs; Category 2 - enterprises recommended for reorganization in another legal form of organization – 55 SOEs; Category 3 - enterprises deemed suitable for privatization after reorganization/restructuring - 10 SOEs; Category 4 - enterprises recommended for immediate privatization – SOEs; Category 5 - enterprises recommended for liquidation; Corporate Governance of SOEs in Moldova – 97 SOEs. Source of verification: Ministry of Economic Development and Digitalisation reports on the implementation of the triage. Ambition Level: Category 1
SOE reform	8	Making the SOE sector sustainable and financially viable	24	June 2027	Ministry of Economic Development and Digitalisation, Public Property Agency	SOE accountability and corporate governance are strengthened: (i) Rules are amended to require the appointment of 1/3 of independent board members in the SOEs remaining in state property while remuneration rules and KPIs for SOE board members are adjusted to provide for adequate remuneration of board members in the SOEs remaining in state property. Rules are amended introducing requirement for an independent member in the selection committee.	(i) Primary legal framework is amended to replace the optional inclusion of independent board members with the obligatory inclusion and to require the SOEs (those to remain in state property) to have at least 1/3 of independent board members. The regulation for the selection of candidates for the position of member of the boards is modified introducing a requirement for an independent member in the selection committee. Remuneration rules and KPIs for SOE board members are adjusted. (ii) New boards of directors are appointed in 12 key SOEs, with at least 1/3 members being independent including JSC „Moldtelecom"; JSC „Termoelectrica"; „Energocom";

						(ii) The new boards of directors in key 12 SOEs including in telecoms, rail, electricity, gas, and metal processing are appointed, with at least 1/3 of members being independent. (iii) The requirement is introduced to publish the SOE audits while their quality requirements are strengthened; corporate governance code for SOEs is adopted at the company level by at least 90% of active SOEs and the annual corporate governance implementation reports are published. Baseline: Triage of SOEs was finalised in 2024 but its implementation has not started. There is a mandatory external audit of SOEs taking place once a year but audit results are rarely published. The Model Code of Corporate Governance for SOEs was approved in October 2023. By March 2025, 37 out of 70 active SOEs adopted the code.	JSC„Metalferos"; JSC „Moldexpo"; SE „Poșta Moldovei"; SE „Aeroportul Internațional Chișinău"; SE „Expediția Hidro-Geologică din Moldova", Rețelele Electrice de Distribuție Nord, CET Nord (Bălți), Portul Fluvial Ungheni, Societatea pe Acțiuni,, Administrația de Stat a Drumurilor", in line with government triage exercise results. (iii) Legal framework is amended to improve the quality of independent SOE audits; relevant regulation is amended to require publication of the annual independent audit reports on the Ministry or Public Property agency websites. SOE Corporate Governance Code is approved at the company level by at least 90% of active SOEs and SOE annual corporate governance implementation reports are published. Source of verification: Ministry of Economy reports, Public property agency website/reports Ambition Level: Category 1
Public administration reform	9	Ensuring a flexible and efficient institutional system of the central public administration, by reforming the public authorities subordinated to the government and public institutions increasing their	25	December 2027	State Chancellery	Public institutions (covered by the provisions of the Law on public institutions) are aligned with the standard regulatory framework (internal governance, HRM, pay system and budgetary planning and reporting including on subsidies), through the development and approval of the primary and secondary legislation. Central public authorities subordinated to the Government are restructured based on the analysis of their functions and competences and are aligned with the SIGMA principles, (ministries focus on policy development, the administrative authorities subordinated to the ministries ensure policy implementation). 90% of central public authorities that are subordinated to the Government are restructured.	(i)Law is amended to allow all public institutions to adhere to one coherent and transparent regulatory framework, the Law on public institutions, except those in the fields of education, research, health, culture, youth, and sports, which are regulated by specific laws. 80 public institutions that provide administrative services is adjusted in this way with the exception of those in the fields of education, research, health, culture, youth, and sports, which are regulated by specific laws. (ii)The central public authorities subordinated to the Government migrate under the subordination of the relevant ministries, where policies are developed, while only those with intersectoral responsibilities remain under the direct coordination of the Government.90% of central public authorities that are subordinated to the Government are restructured. Source of verification: Official journal; web-portal of legal acts in Republic of Moldova (www.legis.md); ministerial websites and internal regulations of the public institutions, available on the corresponding website.

		administrative capacities				Baseline: 80 public institutions that provide administrative services do not adhere to one single regulatory framework.	Ambition Level: Category 1
Public administration reform	10	Establishing an efficient career development framework and a more transparent remuneration system, to make public service more attractive and performant	26	June 2027	State Chancellery Ministry of Finance	Civil service salary reform is implemented by: (i)Adopting a new salary grid based on job evaluation results; (i) Reducing salary grid reference values from 9 to at most 6 are adopted and implemented; (ii) Increasing the fixed salary part to 70% of payroll budget of the institution; (iv) Defining clear conditions for targeted performance-based salary supplements. Baseline: Salary grid needs updating to align with job evaluation results. The fixed part of civil service salaries in 2024 varies from 10% to 90%, depending on specific types of jobs. Number of reference values is 9 in the budgetary sector, including 3 reference values for the judiciary/prosecutorial system. Conditions for determining salary supplements are not sufficiently clear.	(i)Following the adoption of the Action Plan on salary reform, the salary grid is revised based on the new rigorous job evaluation methodology and job evaluation results. The revised salary grid is adopted through primary and secondary legislation. (ii)Fixed salary part reaches 70% of the payroll budget of the first line budget institution (main budget holder) through amendments of the primary and secondary legislation. (iii)Amendments to the regulatory framework are introduced to reduce the number of reference values, based on an adopted Action Plan, from 9 to at most 6 by June 2027 and at most 4 by 2032 (i.e.2 in civil service and 2 for prosecutors and judges undergoing external/extraordinary evaluation and judges of the Constitutional Court) Reduction of reference values to at most 6 is implemented. (iv)Primary and secondary legislation is adopted and implemented establishing clear performance-based conditions for determining salary supplements including for the work on EU-related tasks. Source of verification: web-portal of legal acts in Republic of Moldova (www.legis.md); internal administrative acts approved by Ministry of Finance. Ambition Level: Category 1
Public administration reform	10	Establishing an efficient career development framework and a more transparent remuneration system, to make public	27	December 2027	State Chancellery Ministry of Finance	A human resource management information system (HRMIS) for all central level government institutions is established with at least 3 modules being operational. Baseline: In 2024, no HRMIS is in place.	Legislative and regulatory framework is adopted, including the concept, regulation, and technical specifications for the information system; (i)Creating a special unit within State Chancellery Department on civil service management responsible for developing, coordinating and monitoring proper implementation of the HRMIS across civil service. (ii)Conducting public procurement procedures to select and contract an IT solution developer, ensuring that the development and monitoring of the system are carried out modularly, with each component meeting interoperability and functional requirements, implemented first at the level of central public authorities; (iii) Implementing up to 3 modules in central level government authorities, conducting final testing for these

		service more attractive and performant					modules, and organizing the training sessions for targeted HR personnel. Source of verification: web-portal of legal acts in Republic of Moldova (www.legis.md); Mid-term Report on implementation of the Strategy on public administration reform on the Government website; access to the HRMIS. Ambition Level: Category 2
Public administration reform	10	Establishing an efficient career development framework and a more transparent remuneration system, to make public service more attractive and performant	28	December 2027	State Chancellery	The career development framework is enhanced in central public authorities through piloting of the centralized recruitment system, uniform implementation of promotion and performance evaluation and adoption of a new competence framework: (i) To ensure uniform access to civil service positions, the new centralised recruitment system is piloted. (ii) MD implements uniform promotion and performance evaluation practices in central public authorities by establishing the internal competition mechanism for promotion, adopting a methodological guide and providing trainings. (iii) A new competence framework is adopted. Baseline: As of 2024, the recruitment and selection process for middle managers and non-managerial positions is decentralized, while the recruitment and selection of senior management positions follows a centralized approach. The PAR Strategy foresees the implementation of the centralised recruitment in central public administration authorities by 2030. The recruitment and selection, internal promotion standard procedures are regulated by special legislation. However, competition commissions operate with limited capacities, and transparency remains a challenge. No competence framework is in place.	(i) The centralized recruitment process features a standardized written test on a secure digital platform, ensuring meritocracy, transparency, and minimal human intervention. The pilot covers two types of functions within central public administration The pilot addresses two types of functions in a few ministries, allowing for system testing before wider implementation in the central public administration. To implement this step, a special unit within State Chancellery's Department for civil service management is established; the concept on centralised recruitment system is adopted; primary and secondary regulatory framework for piloting the centralised recruitment system is adopted; the institutional, methodological, technical and logistical arrangements for piloting the centralised recruitment system are completed. (ii) MD implements uniform promotion and performance evaluation practices in central public authorities by establishing the internal competition mechanism for promotion, adopting a methodological guide for managers and providing trainings for the middle managers on performance evaluation. (iii) A new competence framework for central public authorities is adopted by State Chancellery order and key knowledge and abilities are tested in the piloted centralized recruitment system mentioned in the point i). Source of verification: web-portal of legal acts in Republic of Moldova (www.legis.md); Mid-term Report on implementation of the Strategy on public administration reform on the Government website; State Chancellery order on competence framework adoption; State Chancellery report on results of the pilot. Ambition Level: Category 1

Pillar 4: Social capital

Subarea	Reform #	Title of the reform	Step #	Implementation Deadline	Institutions	Payment condition and implementation deadline /	Description and clear definition of what each step entails
Education	1	Reducing mismatch between skills and labour market demands through enhanced vocational education and training	1	December 2027	Ministry of Education and Research	VET qualification framework is strengthened, with at least 50% of the active VET study programmes aligned with qualification-based curricula, and at least 4 VET programmes on green transition are approved (developed in collaboration with the private sector). Baseline: In 2024, 0% of the currently active study programmes in VET institutions is aligned with qualification-based curricula, and no VET study-programme is developed in collaboration with the private sector in qualification areas enabling the green transition. In 2024, 215 VET curricula/study programmes are active across all VET levels (100 at ISCED 3 level and 115 at ISCED 4 level), but none of them is aligned with qualification standards. Also, no VET curricula/study programme is currently developed in collaboration with private sector in skills areas enabling the green transition.	MD expedites the development of qualification standards and develops VET curricula/programmes of ISCED 3 level and ISCED 4 level in alignment with the identified qualification standards. It develops and approves at least 4 VET curricula/study programmes on green transition in collaboration with the private sector, approves and ensures the roll-out of the qualification-based VET curricula/programmes into the VET Institutions. Source of verification: National Registry of Qualification and SIME (EMIS – Education Management Information System), Annual reports of the Ministry of Education and Research, National qualification register. Ambition Level: Category 2
Education	1	Reducing mismatch between skills and labour market demands through enhanced vocation	2	December 2027	Ministry of Education and Research	At least 50% of the active technical vocational education programs are conducted by VET teachers who have attended in-service training and make use of gender and disability-sensitive teaching and learning materials approved by order of the Ministry of Education and Research. Baseline: In 2024, 0% of the active VET programmes make use of gender and disability-sensitive teaching and learning materials that are quality-assured and approved by supervisory bodies, and 0% of the VET	MD revises the current mechanisms for the development, production quality-assurance, and distribution of VET teaching and learning materials for the VET study-programmes at ISCED 3 and ISCED 4 levels, incorporating gender-sensitive and disability-sensitive principles. MD provides teacher training for VET teachers working at ISCED 3 and ISCED 4 levels on the use of the newly approved teaching and learning resources. Source of verification: Annual Reports provided by Ministry of Education and Research, based on the VET institutions' reports and

		al educatio n and training				teachers have been trained in a coordinated in-service teacher training system.	other documents (attendance lists of training, minutes, etc.) collected by the VET Department of the Ministry. Ambition Level: Category 3
Educ ation	1	Reducing mismatc h between skills and labour market demands through enhanced vocation al educatio n and training	3	Decem ber 2027	Ministry of Education and Research	Populations' digital skills are strengthened, with at least 25% of teachers (in the general education and VET system) obtaining a certification of minimum level A1 on digital competencies, based on the DigiCompEdu framework, and the share of tertiary level students in STEAM and ICT disciplines is increased to at least 25%. Baseline: In 2024, 0% of the teaching workforce of the country has a certification on digital competency, and the share of students enrolled in STEAM (Science, Technology, Engineering, Arts and Mathematics) and ICT disciplines in tertiary level education is 17% of total students.	MD organises and ensures the roll out of in-service teacher training for teachers on digital competences according to the EduComp Framework. At least 25% of the total teachers certified at least level A1 and the share of tertiary level students enrolled in STEAM and ICT disciplines is at least 25% of total students Source of verification: Annual report from the Ministry of Education and Research, Documental evidence of the teacher training (attendance lists, certificates issued by the training providers. For the higher education students share, data from the SIME/EMIS of the Ministry of Education and from the National Bureau of Statistics. Ambition Level: Category 1
Educ ation	1	Reducing mismatc h between skills and labour market demands through enhanced vocation al educatio	4	Decem ber 2027	Ministry of Education and Research	Dual-education reform is advanced, increasing the total number of students enrolled in dual-VET programmes to at least 6000 for the years 2025-27 cumulatively, and increasing the number of students in dual-higher education programmes to at least 600 for 2025-27 cumulatively. Baseline: In academic year 2024-25, 1700 students are enrolled in dual VET programmes and 90 students are enrolled in tertiary dual education programmes.	MD improves the legal and policy framework for dual-education, including a sound mechanism of incentives for the enterprises to enter in form of collaboration with the education institutions (at dual-VET and dual-tertiaty/HE levels). MD promote dual education among the youth through ad hoc information/communication campaigns, aiming at making this learning opportunity more attractive. Source of verification: SIME/EMIS (Information System in Education), Reports of the Ministry of Education and Research, admission reports provided by the HEIs to the MER, consolidated admission report of the MER. Ambition Level: Category 1

		n and training					
Education	2	Improving quality, relevance and inclusiveness of education through improved access to preschool, primary and secondary education	5	December 2027	Ministry of Labour and Social Protection	Private and public sector childcare service provision is strengthened with a number of childcare places to increase by 5 000 compared to 2024. Baseline: 15 000 childcare places are in place.	The Ministry of Labour and Social Protection will oversee the refurbishment and creation of new childcare places, while working with the private sector to reach the joint target. Source of verification: reports on the effective number of children benefiting from childcare services both in public and private settings, Reports by the Ministry of labour and Social Protection. Ambition Level: Category 1
Education	2	Improving quality, relevance and inclusiveness of education through improved access to preschool, primary and secondary	6	December 2026	Ministry of Education and Research	The curriculum reform is advanced, with operationalisation of an evidence-based Monitoring & Evaluation system to assess the progress of students performances, including sample-based standardised student assessments. Baseline: By December 2024, a review of the national curriculum from the primary to the upper secondary education has been initiated by the Ministry of Education and Research, but no evidence–based system is in place to assess the progress.	MD designs and operationalises a monitoring and evaluation evidence-based system to assess the impact of the reform and to produce recommendations for further reviews. Evidence based system integrates measures to assess progress of children with special educational needs. MD conducts yearly sample-based tests on 4th, 9th and 12th graders, in order to assess the results of implementation of the revised general education curricula. Source of Verification: Report from the Ministry of education and Research (including all evidence of the Curriculum M&E mechanisms in place and documental evidence of the sample-based test conducted), and reports from the ANCE (National Agency for Curriculum Evaluation). Ambition Level: Category 4

		education					
Education	2	Improving quality, relevance and inclusiveness of education through improved access to preschool, primary and secondary education	7	December 2026	Ministry of Education and Research	All compulsory subject-curricula for lower-secondary and upper-secondary education are revised and approved, and pedagogical support for their implementation is provided to teachers, with at least 25% of all the teachers of the lower-secondary and upper-secondary levels trained to teach according to the revised curricula, through specific teacher training and mentorships programmes (8000 teachers out of the total 33,000 teachers of the general education system). Baseline: In 2024, 0% of the teachers of lower-secondary and upper-secondary schools are trained on the new curricula (and curricula-revision still not completed). 28 compulsory subject curricula in place.	MD completes the current curriculum review for all mandatory 28 subjects of lower and upper secondary education and launches in-service teacher training with at least 25% of all teachers have participated to the specific in-service teacher training (proved by certificate of attendance) Source of verification: Ministerial Order on the revised curriculum, report of the Ministry of Education on the curriculum review, teacher training reports from the training providers. Ambition Level: Category 1
Education	3	Strengthening education outcomes, quality and integrity of university education	8	June 2027	Ministry of Education and Research	25% of doctoral level programmes in MD Higher Education Institutions are internationally accredited by EQAR registered agencies (European Quality Assurance Registry), further aligning the Country with the Bologna process and with the standards of the EHEA. Baseline: In December 2024, 0% of doctoral level programme in MD Universitis is internationally accredited. there are 46 “provisionally authorised” doctoral institutions. While quality assessment mechanisms are in place for bachelor and master programmes, no actions have been taken for doctoral studies. Moreover, no specific methodology for	MD advances evaluation and accreditation of national doctoral programmes by international agencies for quality assurance (EQAR registered), ensuring transparency and equivalence in degrees between Moldova and countries of the EHEA (European Higher Education Area). At least 25% of the total active doctoral programmes in Moldova are internationally accredited at EQAR. Source of verification: EQAR database of accredited doctoral programmes on EQAR website. Ambition Level: Category 1

						accreditation of doctoral schools is in place in MD, and international expertise in the field is needed.	
Education	3	Strengthening education outcomes, quality and integrity of university education	9	June 2026	Ministry of Education and Research	Robust anticorruption and antifraud measures are implemented in MD universities, with the adoption of a single national plagiarism-detector software, and at least 50% of Bachelor students in HEIs having attended on-line or off-line trainings and awareness-raising campaigns on ethics and anti-plagiarism measures with the involvement of the National Anticorruption Centre. Baseline: In December 2024, no advanced antiplagiarism IT tools are in use in MD Universities and no regular training and awareness raising campaigns on academic integrity are conducted. Different universities use occasionally antiplagiarism software of different type, usually of low quality performances and without the necessary continued maintenance. Also a comprehensive normative and policy framework on academic integrity is missing.	The Ministry of Education uses a single software solution for anti-plagiarism in thesis and dissertations across all levels of higher education from bachelor to doctoral degrees, as well as to launch a campaign on academic integrity. MD develops the normative and policy framework for integrity/anticorruption in higher education, in collaboration with the National Anticorruption Centre. MD installs a single advanced IT software for plagiarism detection in all HE institutions of the country and in the national quality assurance agencies, ensuring also inter-operability with the modules of the HEMIS (Higher Education Management Information System). MD develops and rolls out, in partnership with National Anticorruption Centre training modules (online and in-presence) for university students on ethics, transparency, integrity and communication/awareness rising campaigns on the effect of corruption in higher education. Source of verification: Ministry of Education Reports, including yearly-approved Anticorruption Plan, documental evidence of the purchase and installation of the antiplagiarism software in all higher education institutions, and documental evidence of the training attendance and the communication campaigns implemented. Ambition Level: Category 3
Social protection	4	Enhanced quality and accessibility of social services meeting minimum standards and	10	December 2025	Ministry of Labour and Social Protection	The regulations on quality assurance and minimum quality standards for 80% of social services are updated. Baseline: In 2024, improved and updated regulations exist for 10% of social services.	The reform aims to enhance the quality of social services through regulatory revisions on quality assurance and minimum quality standards. The social services covered encompass 47 social services, representing 100% of the total number. Of these, 10% (5 social services - day center for children at risk, regional center for integrated assistance for children victims and witnesses of crime, community home for persons with disabilities, free telephone assistance service for persons with disabilities, and free telephone assistance social service for children) already operate under improved and updated regulations. Out of the remaining 90%, 70% (32 services) are subject for update in accordance with the priorities of the Ministry of Labour and Social Protection, progressing toward the final target of 80% coverage.

		population needs					Source of verification: Ministry website confirming the adoption of the regulation of the quality assurance and minimum quality standards for 80% of social services. Compliance data from the MLSP monitoring social service quality. Ambition Level: Category 2
Social protection	4	Enhanced quality and accessibility of social services meeting minimum standards and population needs	11	December 2026	Ministry of Labour and Social Protection	At least 30,000 persons benefit from social assistance and employment services through a coherent case management system implemented for 15 social assistance and employment measures. Baseline: In 2024, 3,440 persons were assisted through the case management system. No case management for 15 social services in place.	Case management system is implemented for 15 social assistance and employment services. For each of 15 social and employment services it comprises operations manuals that include following key elements: case registration and intake, needs assessment, case plan development, service provision and follow-up, case review and closure, and monitoring after case closure. Source of verification: Ministry website, Ministry's report.case management manuals for 15 social and employment services. Ambition Level: Category 2
Social protection	4	Enhanced quality and accessibility of social services meeting minimum standards and population needs	12	December 2025	Ministry of Labour and Social Protection	Child protection system is strengthened by recruitment and retention of additional 200 child protection specialists, funded through the state budget. Baseline 2024: 35 child protection specialists employed from the state budget.	MD strengthens its child protection system by ensuring recruitment and retention of 200 child protection specialists, funded through the state budget. Source of verification: MLSP recruitment records, report on deployment of the specialists Ambition Level: Category 4

Social protection	4	Enhanced quality and accessibility of social services meeting minimum standards and population needs	13	June 2027	Ministry of Labour and Social Protection	The unified Automated Information System for social services (eSocial) is operational, integrating the Ministry of Labour and Social Protection's current data framework. The following modules are included- social assistance, employment, and disability modules –and are fully deployed and accessible to social workers, and government agencies. Baselines 2024: The data framework of the Ministry of Labour and Social Protection and subordinated institutions consists of 14 standalone systems and registers that do not talk to each other. The concept for the unified Automated Informational System for social services (eSocial) is approved. Energy Vulnerability Platform (EVRF) is integrated in eSocial.	eSocial is a centralized digital platform to modernize social protection services by replacing outdated paper-based systems with a secure, integrated solution. It serves as a "single-window" system for managing social benefits and services. The following modules are approved: social assistance, employment, and disability modules. Social assistance module includes case management for social assistance (Ajutor Social) and social services, consultation registry, integration with child protection and refugee systems. Employment module includes unemployment case management. Disability module includes document flow, scorecard, integration with social services, risk analysis and reporting. eSocial is fully integrated with the Ministry of Labour and Social Protection's data framework and capable of sharing information with other government systems, such as health, education, employment, and justice, through MConnect. Source of verification: Ministry of Labour documents confirming launch and operation of eSocial. Technical documents and reports, including budgetary records. Ambition Level: Category 4
Employment and labour markets	5	Strengthened active labour market policies and facilitation of labour market participation and fighting undeclared work and labour	14	December 2025	Ministry of Labour and Social Protection	State labour inspectorate is reformed and has the power to conduct unannounced inspection visits while limitations linked to the law 131 of 2012 are eliminated. A monitoring system for inspection visits' recommendations is in place. Baseline: The law 131 on state control is in contradiction with the ILO conventions on labour inspections 81 and 129.	The State Labor Inspectorate has the powers and mandate in line with ILO Conventions. Law 131 of 2012 is aligned to the ILO Conventions. This legislation regarding the mandate of the labour inspectorate is revised in line with international labour standards making unannounced inspection visits possible. A monitoring system is in place including the legislation and the monitoring system for inspection visits' recommendations. Source of verification: Official Gazette, State Labour Inspectorate reports. Ambition Level: Category 1

		exploitation					
	5	Strengthened active labour market policies and facilitation of labour market participation and fighting undeclared work and labour exploitation	15	December 2026		Digital voucher pilot project addressing undeclared work in agriculture. 6 000 workers in agriculture registered and paying social contributions and the information system is in operational Baseline: 0 workers using the digital voucher system.	At national level the voucher program in agriculture. The information system is operational. 6 000 workers in agriculture are registered and paying social contributions This represents 20% of informal workers in agriculture according to the Labour Participation Survey in 2023. Source of verification: Reports provided by the Ministry of Labour and Social Protection and relevant website for agriculture sector www.zilieri.gov.md. Ambition Level: Category 1
Employment and labour markets	5	Strengthened active labour market policies and facilitation of labour market participation and fighting	16	December 2026	Ministry of Labour and Social Protection	The number of beneficiaries of active labour market measures implemented by the Government is increased by 400% compared to 2024. At least 60% of beneficiaries are women. At least 10% of beneficiaries are persons with disabilities. Baseline: in 2024, a total of 1326 people benefited from active labour market measures. 61.7% of beneficiaries were women. 7% of beneficiaries are persons with disabilities.	MD Employment agency has 4 active labour market measures: professional training; subsidizing the creation of jobs; support for creation or adaptation of the job/workplace; stimulating labor mobility. Source of verification: Reports provided by the National Employment Agency Ambition Level: Category 1

		undeclared work and labour exploitation					
Health	6	The quality of health service delivery nationwide is improved	17	June 2027	Ministry of Health	As part of the hospital system reform aiming at decentralizing specialized medical care, integration of the existent and future specialised regional hospitals within the hospital network is advanced through the development of an integrated regional referrals network. Baseline 2024: A regional referral hospital network exists for just one disease area. Regional referral hospitals networks for other highly specialised health care services do not exist. To-be-constructed regional hospitals in Balti and Cahul are integrated neither into the regional referral networks, nor into strategic and workforce planning, improved service delivery, optimized referrals of the national hospital system.	MD designs and implements regional integrated referral networks for specialised health care services including a financing mechanism, administrative structures, and definition of levels of care based on each hospital's service capacity and bed profile in every region. As a result, at least 10 regional referral hospitals are included in the network. Source of verification: Official government documents confirming the implementation of regional integrated referral networks for highly specialised health care services, with at least 10 referral hospitals being included in the network. Ambition Level: Category 3
Health	6	The quality of health service delivery nationwide is improved	18	Dec 2027	Ministry of Health	The national licensing system for health professionals is introduced to ensure that all health workers are qualified to provide quality and safe healthcare services and at least 200 healthcare professionals receive specialized training in modern care models. Baseline 2024: No authority exists to oversee compliance to licensing and registration/certification requirements.	A national licensing system for healthcare professionals is implemented, to cover following professions: doctors, dentists, nurses, and midwives. A dedicated service is established to regulate entry into the profession and ensure compliance with certification requirements. To align Moldova's healthcare sector with EU standards, the legal framework governing entry and practice in healthcare professions is updated, and at least 200 healthcare professionals receive specialized training in modern care models. Source of verification: Official publication of the decision to establish a national authority to oversee compliance to licensing and registration/certification requirements. Administrative records documenting the structure, staffing, and operations of the authority. Reports from the newly established licensing authority detailing its activities, issued licenses, and compliance monitoring. Official publication confirming the update of the legal framework governing entry and practice in healthcare professions. Documents confirming capacity building of 200 healthcare professionals.

							Ambition Level: Category 2
Health	7	Integrated tools for digital transformation are in place to ensure better access and quality of healthcare	19	December 2027	Ministry of Health	The digitalization of the health sector is strengthened through the implementation of electronic health records (EHR) for 40% of insured population. Baseline: In December 2024, Electronic Health records are not in place.	Healthcare services are improved through the implementation of electronic health records (EHRs) that replace paper-based medical records with a secure, digital system that allows doctors, hospitals, and healthcare providers to access and update patient information (a complete medical history, including diagnoses, treatments, test results, and prescriptions) in real time. Following the approval of the National eHealth Strategy, EHRs are implemented and populated for at least 40% of the insured population. To ensure effective use, technical staff from regulatory institutions and healthcare professionals receive training on EHR. Source of verification: Official Gazette, system specification for EHR, deployment records, statistical data from EHR, training records from the Ministry of Health. Ambition Level: Category 2
Health	7	Integrated tools for digital transformation are in place to ensure better access and quality of healthcare	20	December 2026	Ministry of Health	Health sector services are digitalised through the implementation of an integrated track-and-trace system. Baseline: In December 2024, Integrated track and trace monitoring system is not in place. Concept note and architecture are developed.	The integrated track-and-trace system is operational allowing suppliers and healthcare providers to report medicine stocks regularly, while the National Medicine Agency monitors availability and takes proactive measures to prevent shortages. Source of verification: system specification for track and trace monitoring system, deployment records, system usage reports. Ambition Level: Category 3
Health	8	Increased access to novel treatments for high burden of	21	December 2026	Ministry of Health Ministry of Finance	MD revises the Law on Medicines and includes at least two innovative medicines in the positive reimbursement list. Regulations are revised to allow for risk-sharing agreements. Baseline: Law on Medicines is outdated. No innovative medicines are included in the positive	MD revises the Law on Medicines and uses the existing health technology assessment process to guide decisions on including innovative medicines in the positive reimbursement list. At least two innovative medicines are included in the positive reimbursement list. Regulations are revised to allow for risk sharing agreements to ensure efficient resource allocation for innovative drug purchases.

		diseases patients				reimbursement list. Regulations do not allow for risk sharing agreements.	Source of verification: Official Gazette, Government website for government decision, Ministry of Health and National Health Insurance Company websites Ambition Level: Category 2

Pillar 5 Green transition/natural capital

Subarea	Reform #	Title of the reform	Step #	Implementation Deadline	Institutions	Payment condition and implementation deadline	Description and clear definition of what each step entails
Environment protection and climate actions	1	Establishing the environmental playing field through modernising environmental governance and promoting low carbon development	1	June 2026	Ministry of the Environment	Environmental regulatory and enforcement field is substantially strengthened with implementation of key functions of Ministry of Environment, the environmental inspectorate and environmental agency, enforcement of environmental control/regulation function, and functions arising from horizontal legislation Directives (including Environmental Impact Assessment, Strategic Environmental Assessment) ensuring relevant staffing for an effective implementation. Baseline: Lack of clear institutional framework with defined roles (e.g., missing competencies in chemicals management, not sufficient competencies to fully implement EIA, climate actions)	Environmental inspectorate: (i) A permanent fast response capacity to environmental incidents by the inspectorate is established – integrating eco-alert platform into the control system of the Environmental Inspectorate; (ii) Effective 24/7 year-round response capacity to environmental incidents is established together with a method for tracking the handling of environmental complaints –response staff is available, i.e. contracted on a 24/7 year around basis to register alerts.; (iii) Rules to increase efficiency in response times to environmental complaints are adopted to ensure a maximum 24h response; (iv) Inspection results are transparent and publicly accessible (publishing depersonalized inspection reports and acts); (v)Enforcement policy guidance document is adopted and made publicly available – control questionnaires and checklists developed; (vi) Inspection planning including development of clear risk categories, methodology for planning and holding inspections in line with EU standards is adopted. Ministerial order is adopted approving minimum criteria for Environmental Inspections. Environmental Agency:

							(i) Clarified competencies to ensure efficient environmental implementation and monitoring, permitting system; (ii) Mechanism to check self-monitoring reports is established; (iii) Methodologies for private sector reporting requirements are developed. Institutional mechanism for consultation of private sector is established; (iv) A unified, easily accessible, database of environmental permits is established and updated on a regular basis. (v) Responsibility for permits and monitoring of chemicals, GHG emissions has been assigned to Environmental agency; (vi) Environmental impact assessments are carried out for all major investments and strategic environmental assessments are carried out for all major plans and programmes; (vii) Agency approves the revised organizational chart, and minimum additional 40 staff members the Environmental Agency are hired. Ministry of Environment: Strategic environmental assessments are carried out for all major plans and programmes according to the provisions of the national SEA legislation. Source of verification: Official Gazette, Environmental Agency website and reports, Environmental Inspectorate website and reports. Ambition Level: Category 3
	1	Environmental playing field through modernising environmental governance and promoting low carbon	2	December 2025		The reform of the National Environmental Fund is completed, in particular by ensuring adequate funding, publishing calls for Proposals/ Funding opportunities, adopting clear and transparent rules and selection criteria for projects, establishing an evaluation committee and disclosure of projects to be funded and of already funded projects as well as reporting on project implementation Baseline: Limited institutional and technical framework and capacity to implement clear and transparent rules for funding allocation with the National Environmental Fund	Calls for proposals are published in official gazettes and media platforms, evidence of dissemination to relevant stakeholders (including NGOs, businesses, research institutions). Ministry of Environment approves transparent funding guidelines through ministerial order (to include stakeholder consultation reports demonstrating the involvement of civil society and experts in drafting the rules), funding criteria are made available on the official website. Ministry of Environment approves the establishment of an independent evaluation committee and regular publication of selected projects, including budget allocation and expected outcomes, regular reports on fund disbursement and project implementation progress (every 6 months). Source of verification: ONIPM website, Ministry of Environment website, ministerial order on the evaluation committee

		development					Ambition Level: Category 3
Environment protection and climate actions	1	Environmental playing field through modernising environmental governance and promoting low carbon development	3	June 2026	Ministry of the Environment	The enforceability of the new Law on Environmental Liability is ensured in line with Directive 2004/35/EC. Baseline: Law on environmental liability and environmental liability practice currently not in place.,	(i) Legal framework necessary to comply with requirements of environmental liability is established, including rules on penalties/fines applicable to infringements of the legal framework, as well as measures necessary for enforcement are applied. (ii) A clear methodology for damage assessment and financial environmental guarantee is established and criteria for remediating the damage as well as technical guidelines and assessment protocols for environmental authorities are approved. (iii) Adoption of the Environmental Liability Law and its publication in the official gazette. (iv) Trainings are provided for inspectors and relevant personnel on damage assessment. Source of verification: Official Gazette, government decision for methodology of env damage assessment and env guarantee, ministerial order for technical guidelines and assessment protocols, training and workshop reports). Ambition Level: Category 2
Environment protection and climate actions	1	Environmental playing field through modernising environmental governance and promoting low carbon development	4	June 2027	Ministry of the Environment	An updated system of payments for environmental pollution and taxes for the use of natural resources, is established. Baseline: The current system of payments is outdated and does not reflect the core principles of environmental taxation – polluter pays principle, economic efficiency, social equity addressing key taxation areas – energy taxation, transport taxation, pollution taxation, resource use taxation	An updated system of payments for environmental pollution and taxes for the use of natural resources, is established in line with EU requirements. A compliance and enforcement system for the new payments and taxes is established, including penalties for non-compliance. The legal framework and effective enforcement mechanisms established. Adoption of the new pollution payments and taxes Law including through a participatory decision-making; revenue collection reporting and guidelines on how payments are calculated and collected are approved. Sector-specific charges for water use, emissions, and waste disposal are introduced (e.g., water abstraction fees, CO_2 taxes, landfill taxes). Source of verification: Official gazette on new pollution payments/taxes, public consultation reports, a ministerial order for approved guidelines Annual reports on revenues collection and their allocation for environmental purposes. Ambition Level: Category 1

Environment protection and climate actions	2	Monitoring and data gathering system to help shape environmental policies	5	December 2027	Ministry of the Environment	To ensure public access to environmental information a single environment information platform is prepared with IT specifications for the development of the integrated information system completed and the procurement process is launched. Baseline: In December 2024, no integrated environmental data system is in place.	Environmental monitoring systems are aligned with the EU requirements, in particular with EEA reporting obligations. Elaboration and approval of the technical concept of a unique information platform in the field of the environment on which all environmental data and information is integrated. External evaluation of the integrated system's compliance with EU standards is completed with positive feedback. The procurement process of IT systems 100% aligned with national and EU procurement standards has started. Source of verification: Official Gazette, government decision approving the Technical Concept of the integrated environmental information system; External evaluation report of compliance; Technical specifications published on website. Ambition Level: Category 2
Environment protection and climate actions	3	Halting biodiversity loss and protecting biodiversity and natural ecosystems	6	December 2027	Ministry of the Environment	The inventory of the national forest fund is institutionalised and completed (100%) in line with amended legal basis and methodology and continuous forest inventory is established. Baseline: In 2024, 0% of Forest inventory is completed.	The forest is managed as a continuous forest inventory (CFI) utilizing systematic sampling. This approach combines repeated measurements in permanent sample plots with measurements in temporary sample plots. It operates a two-stage forest inventory, involving forest assessments and measurements on orthophotomaps, followed by field measurement. The forest inventory encompasses the entire territory of the country. Data collected and verified for the total forest area. Internal verification process completed with cross-checking of field measurements and remote sensing data (to include independent third-party verification and validation). Forest Research and Management Institute (ICAS) has been appointed as separate public institution directly under Ministry of Environment and assigned responsibility for the forest fund inventory. At least 75% of ICAS personnel responsible for forest inventory has been trained to carry out and maintain a continuous forest inventory Source of verification: Ministerial Order, Government Decision, Interim progress reports including remote sensing (orthophoto maps) verification reports demonstrating coverage and accuracy) Ambition Level: Category 2

Environment protection and climate actions	3	Halting biodiversity loss and protecting biodiversity and natural ecosystems	7	December 2026	Ministry of the Environment	A separate institution responsible for the management of all protected areas and ensuring adequate resources for their management is established and is operational, including legal basis, premises allocated, operational guidelines and procedures for the authority are approved and 50% of minimum staff recruited. Baseline: No separate institution for the management of protected areas exists, competencies related to protected areas are assigned to Moldsilva (forming a conflicting set of competencies) and other institutions. Systematic approach and implementation of policy on protected areas is absent.	A new authority responsible for implementing state policy in the protection and management of all protected areas is established and is operational. This authority performs state management functions, including monitoring and protecting natural values related to landscape and biological diversity, preparing strategic planning documents for protected areas, and overseeing activities within these areas. It is also responsible for preparing for NATURA2000. Minimum staff required is 20 staff members. Source of verification: Official Gazette on the decision to establish the agency, government decisions, budget 2027 on allocated budget for functioning, official organigram. Ambition Level: Category 2
Environment protection and climate actions	3	Halting biodiversity loss and protecting biodiversity and natural ecosystems	8	Dec 2027	Ministry of the Environment	MD's Proposal for Natura 2000 sites (Bird and Habitat Directive) is prepared in line with scientific criteria and submitted to the European Commission. Baseline: No proposal exists.	Detailed habitat mapping and species population data are finalized for potential sites. Proposal, including site-specific conservation objectives and management plans, is completed and submitted to the European Commission. Source of verification: Ministry of environment report Ambition Level: Category 2
Environment protection and climate actions	4	Strengthening resource productivity and circularity including waste management	9	December 2026	Ministry of the Environment	The Environmental Reference Laboratory within the Environmental Agency is operational on all environmental components for which it is responsible: water, air, soil, waste, environmental radioactivity. The ERL implements a public database or reporting system where environmental monitoring data and laboratory results are shared with the public and relevant stakeholders in a transparent manner. Baseline: Equipment and methods do not permit investigations according to EU standards. The database exists but is not user friendly.	Environmental Agency Laboratory is accredited in accordance with relevant ISO standards and is operational, including on waste component. The number of accredited parameters is increased to by at least 10%. It is capable of performing routine environmental monitoring tasks (e.g., water, air, soil quality tests, hazardous waste investigations) as per EU standards. The ERL implements a public database or reporting system where environmental monitoring data and laboratory results are shared with the public and relevant stakeholders in a transparent manner. Source of verification: MOLDAC website (where the accreditation certificate is published); Access to the monitoring database on the Environmental Agency website;

							ERL technical capacity building report Ambition Level: Category 3
Environment protection and climate actions	4	Strengthening resource productivity and circularity including waste management	10	December 2027	Ministry of the Environment	A Hazardous Waste Management Centre is established by government decision, decision on the premises made and budget allocation approved for 2028. Baseline: No centralized hazardous waste management center exists, and hazardous waste is managed through ad hoc measures	The Hazardous Waste Management Center (HWMC) is institutionalised, a legal framework for the establishment of Waste management centre for environmentally sound management of hazardous waste is in place. This centre manages hazardous materials in compliance with environmental regulations and safety standards, protecting public health and the environment. Selection and designation of a specific land for the establishment of a facility dedicated to the handling of hazardous waste. This process includes planning, land approval and obtaining the necessary permits. Identification and allocation of financial resources in the budget law or in the agreement with financial institutions. Funding from the 2028 annual budget is allocated for establishment of the HWMC. Source of verification: Government Decision for the establishment of HWMC published in Official Gazette; Permissive acts for the development of the Centre and the decision of the Local Public Authorities for the allocation of land issued. Ambition Level: Category 3
Environment protection and climate actions	5	Strategic planning in environment protection and climate actions	11	June 2027	Ministry of Environment Ministry of Digitalization and Economic development Ministry of	As per MD's Environmental Strategy, the outstanding programs with costed action plans are approved through Government Decisions or ministerial orders. Baseline: MD's Environment Strategy for 2024-2030 was approved in 2024. The strategy establishes the progressive implementation of environmental sectoral measures and activities with clearly defined objectives until 2030. The implementation of the strategy is to be carried out in stages, depending on the available resources, prioritizing measures with immediate impact on public health and ecosystem protection, with the aim of achieving the sustainability and compliance with European standards.	As per MD's Environmental Strategy, the outstanding programs with costed action plans are approved through Government Decisions or ministerial orders. This includes: - Integrated Environmental Monitoring System Development Program - Air quality plans and plans to maintain air quality in areas and agglomerations - Air pollution control program with measures to prevent pollution and protect atmospheric air - Program for the Sustainable Use of Mineral Resources

					Education and Research		- Program on combating desertification, restoration of degraded land and soil - Biodiversity Program for the years 2024-2030 - National Program on Greening Small and Medium-sized Enterprises - New Waste Management Program 2028-2032 - 6 Environmental education and training programs together with the Ministry of Education - 5 Fundamental and applied research programs in the field of environmental protection and climate change together with the Ministry of Education Source of verification: Official Gazette, government decisions to approve programs or ministerial orders to approve programs. Ambition Level: Category 3
Environment protection and climate actions	5	Climate actions and decarboniation	12	June 2026	Ministry of Environment Environmental Agency	MD adopts relevant regulatory framework to fully align with the Energy Community MRVA Acquis. Baseline: As of April 2025, the regulatory framework for monitoring, reporting and verification system for GHG is not completed and the system is not operational.	MD adopts relevant regulatory framework to fully align with the Energy Community MRVA Acquis (Monitoring, Reporting, Verification and Accreditation) allowing for the implementation of the MRVA system to start in January 2027. This includes adjusting the regulatory framework on GHG permits, monitoring plans as well as specific requirements applicable to the accreditation of verifiers of emission reports. The regulatory provisions require covered installations to start monitoring their emissions from 1 January 2027, companies to submit their monitoring plans to the competent authority in 2026 or early 2027 and to report verified data by installation by end March 2028. Source of verification: Official Journal. *Footnote: This step refers only to the EnC acquis on MRV-A. It does not pre-empt Moldova's alignment with the wider EU climate acquis on the EU ETS, which includes more ambitious MRV-A provisions that go beyond the EnC acquis.* Ambition Level: Category 3

Environment protection and climate actions	6	Climate actions and decarbonisation	13	December 2026	Ministry of Environment Environmental Agency	A monitoring, reporting, and verification system for the greenhouse gas emissions aligned with the Energy Community requirements is fully operational. Baseline: As of April 2025, the regulatory framework for monitoring, reporting and verification system for GHG is not completed and the system is not operational.	Full implementation of Monitoring, Reporting, Verification and Accreditation (MRVA) by building institutional and market readiness. The MRVA system is fully operational and ready for use. Source of verification: Ministry of Environment reporting. Ambition Level: Category 2

Pillar 6 Energy security and efficiency

Subarea	Reform #	Title of the reform	Step #	Implementation Deadline	Institutions	Payment condition and implementation deadline	Description and clear definition of what each step entails
Energy	1	Open and competitive electricity market	1	December 2025	ANRE Moldelectrica	National terms and conditions for the balancing are established in line with the provisions of EBGL and other Energy Community acquis. Baseline: no terms and conditions for the balancing market.	The establishment of the national terms and conditions for balancing in line with EnC acquis notably, the Electricity Integration Package, which includes the Regulation (EU) 2019/943 on the internal market for electricity and Commission Regulation (EU) 2017/2195 establishing a guideline on electricity balancing (EBLG). The law should be adopted by the Parliament, then on the basis of the law, EBGL should be adopted by ANRE and on that legal ground Moldelectrica should adopt terms and conditions for balancing as they are a requirement under Article 18 of EBGL. This will ensure a fair, non-discriminatory and transparent conditions for balancing service providers and balance responsible parties, thus a level playing field for all participants in the balancing.

							It will contribute to development of new investments into balancing services and development of competition in the balancing market which is currently lacking. It will also allow for harmonisation with EU rules as one of preconditions for joining EU Balancing platforms Source of verification: EBGL approved by ANRE; terms and conditions for balancing approved by ANRE Ambition Level: Category 3
Energy	1	Open and competitive electricity market	2	December 2025	Moldelectrica ANRE	The public procurement tenders are launched for balancing services for new capacities by Moldelectrica. Baseline: no tender launched.	Tenders should be launched by September 2025, what will be verified in December 2025. Procurement tenders are necessary to unblock investments in balancing capacities. Source of verification: Tender framework published on Moldelectrica's website. Ambition Level: Category 4
Energy	1	Open and competitive electricity market	3	December 2025	MEn ANRE Moldelectrica	The balancing market is in place. Baseline: no balancing services market.	The balancing market to be in place requires: • Establishment of a regulatory and contractual framework for market-based procurement of balancing services including both capacity and energy. • ANRE approves the launching of balancing market by the decision according to the existing law. If this is not the case, ANRE should approve the rules submitted by Moldelectrica. • Moldelectrica is responsible for establishing and operating balancing market including procurement and operationalisation of the IT platform (linked to the Investment Plan: procurement of the MMS system). Balancing market is operational when regulatory and contractual framework adopted and published and supporting balancing market platform is in place so that interested market participants can conclude balancing service provider contract and place their offers to Moldelectrica for balancing capacity/energy.

							The opening of the balancing market (capacity and balancing energy) will enable Moldelectrica to improve system balancing by procuring and using balancing services from the existing facilities that have passed the prequalification procedure (including cross-border providers (e.g RO, UA). Source of verification: Decision of ANRE is published in the Registry of ANRE’s Board Decisions. Balancing market is operational with prequalification procedure, balancing market rules and BSP contract approved by ANRE and published on the website of Moldelectrica. Transmission network tariff including costs of procurement of balancing services ex-ante approved by ANRE. Ambition Level: Category 1
Energy	1	Open and competitive electricity market	4	June 2025	ANRE OPEM	Nominated Electricity Market Operator designated. Baseline: currently no NEMO is designated.	NEMO is designated to perform tasks related to single day-ahead and single intraday coupling in line with Commission Regulation (EU) 2015/1222 establishing a guideline on capacity allocation and congestion management (CACM). Source of verification: Decision on NEMO designation adopted by board of ANRE is published in the Registry of ANRE’s Board Decisions. Ambition Level: Category 4
	1	Open and competitive electricity market	5	December 2025	MEn, MF, ANRE, OPEM Moldelectrica	Day ahead and intraday markets are introduced. Baseline: no functioning day ahead and intraday market in place.	The launching of market in practical terms require that power exchange will announce the first go-live date in advance and will start registering market participants. As of that the day for which they announced the first auctions they will initiate the platform and all registered market participants will get a possibility to place their offers for the next day. After the auctions will be closed, power exchange will publish the results of the trading. The existing law is conditioning the launching of the day-ahead and intraday market by the decision by ANRE. DAM and IDM will provide transparent price signal, allow market participants to trade and balance their positions close to real time and reduce trading risk which should result in lower electricity

							prices. Operational DAM and IDM are also prerequisite to market coupling. Source of verification: Decision of ANRE / DAM and IDM operational and market data published on the OPEM website. Ambition Level: Category 3
	1	Open and competitive electricity market	6	June 2027	ANRE, OPEM, Moldelectrica ACER	Fulfilment of the requirements for market coupling and submitting the application for acceptance to the Market Coupling Steering Committee (MCSC). Baseline: no market coupling.	To submit the application the following requirements, need to be fulfilled: 1.Full transposition and implementation of the coupling requirements included in the Directive (EU) 2019/944, EU Regulation (EU) 2019/943, Regulation (EU) 2019/941, Commission Regulation (EU) 2015/1222 and Regulation (EU) 1227/2011 as adapted and adopted in the Energy Community. The compliance with the above regulation is verified by the Energy Community Secretariat. 2. Full contractual adherence to Single Day-ahead Coupling (SDAC) and Eastern Europe Capacity Calculation Region operational with capacity calculation methodology approved. Application to MCSC is submitted by Transmission System Operator and Nominated Electricity Market Operator. Market coupling will help to develop competition and liquidity and ensure a stable and reliable price signals needed for new investments in Moldova, in both baseload and flexibility resources. Market integration will allow Moldova to access balancing services available in EU market which is very important given the scarcity of these services in Moldovan market and will possibly also reduce the need for balancing services in Moldova. Competitive and integrated market should bring lower prices for end consumers. Source of verification: Decision of MCSC on fulfilment of all conditions for go-live. The go-live is subject to a joint decision of NEMOs and TSOs in the decision-making body established in the day-ahead operational agreement (MCSC) under the condition that all conditions defined by the MCO IP are met.

							Ambition Level: Category 2
	1	Open and competitive electricity market Open and competitive gas market	7	December 2025	Ministry of Finance	Moldova VAT Law partially harmonized with the EU legislation,et is adopted by the Parliament. Baseline: Existing draft law non-harmonised with EU VAT law.	Partial harmonization of Moldovan VAT legislation with those of the EU is necessary to eliminate, to the maximum extent possible, factors which may distort conditions of competition in the market, and which may lead to legal uncertainty. In particular, integration into SDAC, SIDC and EU Balancing platforms requires a high level of harmonization of applicable regimes of VAT in order to prevent non taxation, double taxation, tax evasion and tax fraud. This harmonized VAT reverse taxation regime is also envisaged by the EU-Moldova Association Agreement as one of the preconditions to create a level playing field between all market participants in the Moldovan electricity and gas market. Source of verification: draft law approved by the Parliament. Ambition Level: Category 2
	2	Open and competitive gas market	8	December 2025	MEn ANRE	Large industrial gas consumers procure gas on open gas market. Baseline: existing legal framework: Gas law 2016/108.	Moldova government phases out the existing PSO for large industrial consumers. Moldova Gas market opened as of 1 October 2025 to all large industrial gas customers. Source of verification: the amendment of the law are adopted by the Parliament. Ambition Level: Category 1
	2	Open and competitive gas market	9	December 2025	MEn ANRE	The supplier of the last resort/universal gas supplier is appointed by ANRE, based on the transparent and non-discriminative procedure. Baseline: existing legal framework.	ANRE organises a tender, in a transparent and non-discriminatory manner, with price of the activity as the main input for a supplier of last resort/universal gas supplier and selects the winner. Source of verification: Decision of ANRE is published Ambition Level: Category 3

Energy	3	Guaranteeing energy security	10	December 2027	MEn ANRE	Gas storage obligation of 15% of the total consumption of Republic of Moldova is secured on annual basis. Baseline: Existing legislation.	The Government of Moldova will approve the draft law ensuring that the gas storage will be maintained, by using market-based instruments defined by government of Moldova in consultation with the EU and the Energy Community Secretariat. It will secure gas storage for 15 % of total consumption at the beginning of the heating season for years: 2025, 2026 and 2027 Source of verification: ANRE monitoring data. Ambition Level: Category 1
	3	Guaranteeing security of supply	11	December 2025	MEn ANRE	ANRE takes a decision concerning re-submitted opinion of the Ministry and considers re-opening of the certification on Vestmoldtransgaz in regards the transmission system ownership. Baseline: existing opinion.	ANRE takes a decision by Quarter 3 2025, on transferring the ownership of the network from Moldovagaz, to an entity not related to supply, trade, or distribution of gas. Source of verification: Opinion of the Ministry of Energy on the security of supply situation; ANRE's certification decision published on the website. Ambition Level: Category 5
	3	Guaranteeing security of supply	12	December 2025	GoM Moldelectrica	Moldova finalises the construction of 400 kV line Vulcanesti – Chisinau to secure its power system. Baseline: no power line.	New internal line 400 kV from Vulcanesti to Chisinau allows direct transmission of electricity imported from Romania to reach Moldovan capital and secure the system in a case of possible outages of 400 kV line Vulcanesti – MGRES (partially crossing the border with Ukraine) or 330 kV line MGRES – Chisinau. Source of verification: power line is functional and compliant with all necessary regulations. Ambition Level: Category 1
	3	Guaranteeing security of supply	13	June 2026	Termoelectrica MEn	Moldova will progress on commissioning of additional dispatchable capacity. Baseline: no generation capacity built.	Moldova will advance towards operationalisation of the generation capacity of 125 MWs, , which will contribute to increasing domestic power generation capacity. It requires: - Draft law declaring public utility approved by the Government;

							- Establishment of the Working Group and approval of the Action Plan for the operationalisation of the gas turbine; - Feasibility Study and Project approved. Given the importance of the project, it will be declared a public utility of national interest. Source of verification: Draft law declaring public utility approved by the Government, working group established and action plan developed. Feasibility studies and project approved. Ambition Level: Category 3
	3	Guaranteeing security of supply	14	December 2027	MEn Moldelectrica	Moldova starts a construction of 400 kV line Balti – Suceava to increase cross-border capacities to Romania. Baseline: no direct interconnection line.	At least 50 % of the construction work for the interconnection 400 kV line Balti – Suceava on the Moldovan side has been finalised. Additional funds are needed to support the Ministry of Energy project management capacity to guarantee timely delivery of the project. New interconnection with the EU market (Romania) will increase possible exchanges between Romania and Moldova, and contribute to the security of electricity supply by decreasing reliance on power plant in Transnistrian Region. Source of verification: Reports by the Ministry of Energy or Moldovan Energy Projects Implementation Unit /MEPIU/. Ambition Level: Category 2
Energy	4	Advancing energy efficiency	15	December 2025	MEn National Centre for Sustainable Energy (CNED)	Scaling up of Residential Energy Efficiency Fund to provide, incentives for multi-apartment residential buildings and individual houses renovation, including vulnerable households. Baseline: no such instruments are operational.	The fund will: - undertake the obligatory assessment, for additional subsidies; - provide incentive for energy efficient refurbishment; - contribute to shift from gas heating systems to renewable systems; - support roll out of energy efficient stoves; - contribute to renovate and cost-effective transformation for specific number of nearly zero-energy building level.

							Source of verification: Yearly public reports of the CNED. Ambition Level: Category 4
	4	Advancing energy efficiency	16	December 2026	MEn National Centre for Sustainable Energy (CNED) MEPIU	Roll out of energy efficiency measures. Baseline: no renovations under REEF and MEPIU conducted so far.	Roll out of energy efficiency requires: - Conduct at least 200 energy audits across various residential building types, including apartment buildings, individual houses, and rural households. - Develop at least 20 technical designs for energy efficiency interventions for multi-storey residential buildings. - Sign financing contracts with at least 20 homeowners' associations for the renovation of multi-storey buildings. - Sign financing contracts for at least 300 individual houses, including those belonging to vulnerable households, to implement energy efficiency measures. - REEF to support the renovation of at least 20 multi-apartment residential buildings. - REEF to support the renovation of at least 200 individual houses, either in progress or completed, - Renovation works on 3 public buildings, either in progress or completed, Source of verification: Yearly public reports of CNED and MEPIU. Ambition Level: Category 2
	4	Advancing energy efficiency	17	December 2027	MEn National Centre for Sustainable Energy (CNED) MEPIU	Roll out of energy efficiency measures. Baseline: no renovations under REEF and MEPIU conducted so far.	Roll out of energy efficiency measure requires: - Develop at least 30 additional technical designs for energy efficiency interventions in multi-storey residential buildings. - Sign financing contracts with at least 30 additional homeowners' associations for multi-storey building renovations, compared 2026 baseline.

							- REEF to support the renovation of at least 30 additional multi-apartment residential buildings. - Renovation work on 10 public buildings either in progress or completed., - REEF to support the renovation of at least 250 additional individual houses, either in progress or completed. Source of verification: Yearly public reports of CNED and MEPIU. Ambition Level: Category 2
	4	Advancing energy efficiency	18	December 2027	MEn Ministry of Infrastructure and Regional Development (MIDR) National Centre for Sustainable Energy (CNED)	The energy performance of building legal framework (related to energy performance certificates issuing) is in place. The tool for energy performance of buildings certificates is fully functional. Baseline: no such system in place and no certificated are issued as of 2024	- Government adopts the secondary legal framework for energy performance certificates. - System for delivering energy performance certificates for buildings is made operational by CNED. Source of verification: The tool/system for issuing of energy performance of buildings certificated is in place. Public report by CNED on issued Energy Performance Certificates. Ambition Level: Category 2
Energy	4	Advancing Energy Efficiency	19	December 2025	MEn National Centre for Sustainable Energy (CNED)	Eco-voucher program is scaled up. Baseline: savings realized of 0.9 GWh with the distribution of Eco-Vouchers as of 31/12/2024.	Savings realized with distribution of EcoVouchers as of 31/12/2024 compared to savings realized with the distribution of ecoVouchers between 1/01/2025 and 31/12/2025. Target for savings in 2025 is 6 GWh Source of verification: CNED reports on provided eco-vouchers Ambition Level: Category 3

	5	Thriving market for renewab le energy	20	December 2025	MEn ANRE National Centre for Sustainable Energy	The Action Plan for the deployment of renewable energy, and energy storage continue to be implemented. Baseline: 580 MW of renewable capacities at the end of 2024	The Action Plan is implemented by the government and will be monitored to make sure that it includes: - reflecting on the outcomes of the first auction; - launching auctions of new renewable and energy storage in 2025, specifying the allocated capacities for each technology, with a view to fast-track renewables energy deployment; Source of verification: Publish the announcement of the auction, including tender documentation, on the official website of the Ministry of Energy. Ambition Level: Category 3

	5	Thriving market for renewable energy	21	December 2026	Ministry of Energy Ministry of Economic Development and Digitalization Ministry of Finance	Development of the Energy Storage support mechanism for residential sector and business. Baseline: no support for consumers purchasing battery storage systems	The mechanism targeting financing of battery storage systems for residential sector and business is launched. This might be achieved by extending scope of existing financing programs for renewable energy and energy efficiency. Supporting self-consumption schemes will boost Moldova's energy independence and resilience. By supporting individuals and businesses to generate and consume their own renewable energy or store it, will reduce dependence on centralised energy sources and imports, as well will reduce the pressure on the grid by smoothing consumption curves and enhancing energy availability during peak demand In order to incentivize the roll out of renewable energy at consumers level necessary is a financial support for purchases of battery storage systems. Source of verification: Adoption of the financial product Ambition Level: Category 3
	5	Thriving market for renewable energy	22	December 2027	MEn	The legal framework establishing sustainability criteria for biomass, biofuels, and greenhouse gas emission reduction criteria is in place. Baseline: No related legislation in force. The Government does not report any use of biofuels by the country's transport sector.	The Republic of Moldova needs to accelerate the implementation of policies promoting the consumption of renewable energy in the transportation sector, with an emphasis, to the extent possible, on the local biofuel production industry. Although fuel imports, particularly from the EU, already contain biofuels in their mix, these cannot yet be accounted for the sectoral target or reported due to the relevant regulations not having entered into force. Source of verification: The secondary legislation on sustainable criteria for biofuels and criteria for GHG reduction emission entered into force. By December 2027 ANRE and CNED will provide the reports on the use of biofuels, as blended with fossil fuels in 2026. Ambition Level: Category 2
	5	Thriving market for	23	December 2025	ANRE MEn	Electronic registry for issuance, transfer and cancellation of guarantees of origin for electricity is established	Moldova joined the Energy Community initiative to establish a regional system for guarantees of origin (GO). The national electronic registry for GO in Moldova was created and can be

		renewable energy				Baseline: no registry in place.	utilised as soon as energy regulator, the designated issuing body, signs an agreement with the service provider. Source of verification: agreement with the service provider is signed and electronic registry is operational. Ambition Level: Category 4
	5	Thriving market for renewable energy	24	December 2027	Ministry of Energy Ministry of Environment Ministry of Infrastructure and Regional Development (MIDR) Ministry of Economic Development and Digitalisation ANRE National Centre for Sustainable Energy (CNED)	Streamlined permit-granting procedures for renewable energy are established within single point of information platform. Baseline: No single point for information and guidance for the investors in renewable energy.	Moldova's implementation of streamlined permit-granting procedures will fast-track the deployment of renewable energy projects, addressing bureaucratic delays and providing legal clarity for investors. The objective is to simplify procedures and to provide clarity on timelines for the deliverables of permits. Establishment of an one stop shop platform, further facilitates the information process and helps investors with obtaining permits. Source of verification: The single point for information and guidance for the investors is operational. An online platform is established and accessible to investors providing guidelines. Ambition Level: Category 3

Pillar 7: Fundamentals

Subarea	Reform #	Title of the reform	Step #	Implementation Deadline	Institutions	Payment condition and implementation deadline	Description and clear definition of what each step entails
Fight against corruption	1	Improve the effectiveness of the prevention and repression of corruption, including by improving the institutional and legislative framework.	1	June 2027	Ministry of Justice, General Prosecutor Office	Track record of effective and efficient investigations, prosecutions, and final judgments in corruption including high level corruption cases is improved. Statistical definition of different crime categories is revised and aligned with international standards Baseline: Average for 2021-23 for investigations, prosecutions and final judgments in corruption cases, including high-level corruption, as reported in the e-platform data: 395 investigations /year, 199 indictments/year, 158 final judgements per year.	An overall positive trend in the track record covering investigations, prosecutions and final judgments in corruption including high level corruption cases is demonstrated. Statistical definition of different crime categories is revised to align with international standards, EU legislation, UNCAC, UN and CoE. Source of verification: reference value -2025 e-platform data. Ambition Level: Category 2
Fight against corruption	1	Improve the effectiveness of the prevention and repression of corruption, including by improving the institutional and	2	December 2026	National Integrity Authority	100% of declarations are submitted electronically to the new e-Integrity system and the red flagged ones are assigned automatically and randomly to the National Integrity Agency (NIA) inspectors. Interoperability with other platforms is ensured through the MConect platform. Baseline: No current system in place that can perform the automatic checks and assignments above.	The new e-Integrity IT system is piloted. IT Modules for electronic submission and automatic check are introduced. The system verifies automatically 100% of submitted declarations and checks them against red flags. The system identifies and marks with red flags 100% of declarations. The declarations with red flags are assigned randomly by the system to the NIA inspectors. The new e-Integrity is interoperable with the following national registries: State Tax Service Registry; State Transport Registry; State Registry of Legal Entities; State Population Registry; and Real Estate Registry. Source of verification: National Integrity Authority reports, E-Integrity automated system

		legislative framework					Ambition Level: Category 2
Fight against corruption	1	Improve the effectiveness of the prevention and repression of corruption, including by improving the institutional and legislative framework	3	December 2026	National Anticorruption Center	100% of NAC recommendations on corruption risks mitigating measures are addressed in the final draft laws by the author of the draft law. If some of the recommendations are not accepted, a written justification should be made. Baseline: In 2020-2024: 76% of NAC recommendations are reflected in the final draft laws.	NAC ensures the ex-ante evaluation of risks of corruption for draft legislations. It evaluates the risks of corruption in draft laws and presents an assessment report to the relevant public authority which developed the draft law. The report is then made public. The relevant authority is legally obliged to consider this assessment and integrate NAC's comments. When the institutions cannot follow the NAC recommendations due to legislative constraints, they must provide written justification. Source of verification: report by NAC on accepted and implemented recommendations. Ambition Level: Category 2
Fight against corruption	1	Improve the effectiveness of the prevention and repression of corruption, including by improving the institutio	4	December 2026	National Anticorruption Center	95% of NAC integrity assessment recommendations are integrated into the local integrity plans of evaluated institutions and at least 85% of recommendations are implemented. Baseline: in 2020-2024, 75% of integrity assessment recommendations are implemented by the evaluated institutions	NAC is responsible for institutional integrity testing. It consists in evaluating institutions, identifying risks of corruption and formulating recommendations to address these risks and improve the integrity environment. NAC provides public annual reports on the implementation of its recommendations. Source of verification: report by NAC on accepted and implemented recommendations. published on the website of NAC Ambition Level: Category 2

		nal and legislative framework					
Fight against corruption	*1*	Improve the effectiveness of the prevention and repression of corruption, including by improving the institutional and legislative framework	5	December 2026	Ministry of Justice	Through strengthening of the legal framework on a dedicate anti-corruption adjudication infrastructure, MD achieves a 40% reduction in disposition time for corruption and related cases compared to 2024 and increases the clearance rate by 10% for these cases compared to 2024. Baseline: in 2024, the disposition time for corruption in Chisinau District Court was 775,28 days. The clearance rate was 30.1%.	Related cases are conflict of interest, abuse of service. Abuse of power etc – these are defined in MD legislation as corruption connected crimes. Source of verification: Chisinau District Court annual activity report, SCM decisions on regular monitoring of the court cases Ambition Level: Category 1
Judiciary and prosecutorial system reform	2	Strengthening independence, accountability, and integrity of the justice system	6	June 2026	Ministry of Justice Superior Council of Magistracy	All members of the SCM specialised boards are appointed and all of them have been previously vetted. Baseline: As of April 2025, SCM Disciplinary Procedures Board had 5 vetted members (out of 7 members in total). SCM Selection and Evaluation Board had 6 vetted members (out of 9 members in total).	The SCM specialised boards are responsible for disciplinary procedures and selection and evaluation procedures for judges. They are composed in total of 7 members and 9 members, respectively. Source of verification: Decisions of the Vetting Commission on vetting and the decisions of the SCM(organised competition and selected candidates). Ambition Level: Category 3

	2	Strengthening independence, accountability, and integrity of the justice system	7	December 2025	Ministry of Justice	100% of sitting judges of three MD Courts of Appeal are vetted, to be subsequently confirmed in post. Baseline: As of February 2025, 1 Court of Appeal judge is sitting and has already been vetted, out of 27 sitting judges to be vetted in total. 18 judges in the Central Court of Appeal are being vetted and 8 judges are in other two Courts of Appeal.	The vetting process verifies the ethical and financial integrity of top judges and prosecutors in Moldova. The vetting of Courts of Appeal judges follows the law 252 of 17.08.2023. The vetting is carried out by the Judicial Vetting Commission, with international and national members, and the evaluation report is then examined by the Superior Council of Magistracy. Source of verification: Decisions of the Judicial Vetting Commission on vetting, and the decisions of the SCM (organised competition and selected candidates). Ambition Level: Category 1
	2	Strengthening independence, accountability, and integrity of the justice system	8	June 2027	Ministry of Justice, Superior Council of Magistracy	At least 50% of the vacant positions in the Courts of Appeal are filled with vetted judges, and 18 members of the Supreme Court of Justice are appointed from vetted candidates. Baseline: As of April 2025, there are 32 vacancies out of 40 positions for the North and South Courts of Appeal and 38 vacancies out of 57 positions in the Central Court of Appeal (total: 70 vacancies/97 positions). The Supreme Court of Justice (SCJ) has 5 vetted permanent members appointed out of 20 members, thus 15 positions are vacant.	Filling the vacancies in the Court of Appeal and Supreme Court of Justice will contribute to ensuring an effective access to justice and improving the efficiency of courts. Source of verification: Decisions of the Vetting Commission on vetting and the decision of the SCM (organised competition and selected candidates). Ambition Level: Category 2
			9	December 2026	National Institute of Justice, Ministry of Justice	A new strategic plan for the National Institute of Justice (NIJ) aligned with the 2022 TAIEX Peer review recommendations is adopted and a significant part of it is implemented. Baseline: As of April 2025, there is no strategic plan for the NIJ.	The NIJ is responsible for the training of judges and prosecutors. A new Strategic Plan on the activities of the National Institute of Justice is approved ensuring its improved functioning including alignment with the TAIEX Peer Review recommendations. The European Commission is consulted on the elaboration of the Strategic Plan. Sources of verification: The National Institute of Justice reports and website, 2022 TAIEX Peer Review Report, Ministry of Justice secondary legislation, Official Journal (as applicable). Ambition Level: Category 3

Judiciary and prosecutorial system reform	3	Building further a more efficient, modern, digital and user-friendly administration of the justice sector	10	December 2027	Ministry of Justice Agency for Digitalisation in Justice and Court Administration	To increase transparency and efficiency of the justice sector, the E-File application is operational in all first instance courts and at least 15% of all cases submitted and processed through this application. The integrated case management system (ICMS) is operational with 100% of all cases covered and all data accessible in electronic form and connection with 7 information systems is ensured. Baseline: E-File application is piloted for use in all courts but the coverage is 0,4% of all cases. ICMS is applied since 2009 across all courts but it is still at a piloting stage as it has not been rolled out.	The E-file system is used to create and manage electronic court case files with access granted to trial participants. At least 15% of all cases (criminal, civil, contraventional) are submitted and processed through the E-File application. The ICMS is an application for automated documentation, record and control of the activity of electronic management of files and other procedural materials issued by courts. It is connected with 7 national informational systems to ensure smooth exchange of data. Interoperability between systems is applied at all stages of the examination of cases. Source of verification: reports of the Agency for Digitalisation in Justice and Court Administration, statistical reports from ICMS and E-Court File solution. Can also be verified through an extract or on the spot checks. Ambition Level: Category 3
Judiciary and prosecutorial system reform	3	Building further a more efficient, modern, digital and user-friendly administration of the justice sector	11	December 2027	Superior Council of Magistracy	A 30% reduction in disposition time for administrative cases is achieved in first instance courts compared to 2023. Increase the clearance rate to 110% for civil and commercial cases, and 100% for administrative cases in first and second instance courts. Baseline: as per 2024 CEPEJ report, 2023 data: Disposition time for administrative cases in first instance courts in 2023: 544 days. Clearance rate for civil and commercial cases: 98% (first instance) and 96% (second instance) in 2023. Clearance rate for administrative cases: 76% (first instance) and 96% (second instance) in 2023.	Disposition time compares the number of resolved cases during the observed period and the number of unresolved cases at the end of the observed period. 365 is divided by the number of resolved cases divided by the number of unresolved cases at the end, so as to be able to express it in the number of days. The ratio measures how long it takes for a type of cases to be resolved. Clearance rate is the relationship between the new cases and completed cases within a period, in percentage. Source of verification: Justice scoreboard. Ambition Level: Category 1
Anti-money laund	4	Creating level playing field for	12	December 2025	Public Service Agency	A central register of beneficial ownership (BO) is fully operational and updated, ensuring a transparent access for competent authorities, FIUs, and obliged entities; and	Active entities are legal entities who register lucrative activities. Inactive companies will be considered those without activity and no cash-flow for more than a year.

ering and finan cial crime inves tigati ons		business by fighting economi c crime and money launderin g				sanctions for non-compliance with BO obligations are enforced, where applicable. 90% of active businesses filed the BO declaration. Access granted to (i) all competent authorities and FIU, (ii) obliged entities in the framework of CDD and (iii) any person/organisation that can demonstrate a legitimate interest. Baseline: As of December 2024, about 75% of active legal entities declared the BO and 88% of large tax payers have declared BO. 164.905 for profit legal entities were registered, while 83978 already filed the BO declaration. As of Dec 2024, more than 43.000 of companies have no cash-flow.	Access granted to 18 public competent authorities and reporting entities and 18 private and non-governmental entities (financial institutions, investigative mass-media) according to 308/2017 law on AML. Source of verification: Registry of Legal Entities (SRLE) Ambition Level: Category 3
Anti mone y laund ering and finan cial crime inves tigati ons	4	Creating level playing field for business by fighting economi c crime and money launderin g	13	December 2026	Anti-Money Laundering Office	A national certification system on AML is established and operational, with at least 500 AML professionals certified. Baseline: No national certification system on AML	AML training centre provides certification for a 3 year period for at least 500 professionals. AML certification process meets FATF standards and AML-certified professionals renew their certification every 3 years. AML training includes financial fraud detection in EU-funded projects. Source of verification: FIU annual reports on the official website Ambition Level: Category 2
Anti-mone y laund ering and finan cial crime inves tigati ons	4	Creating level playing field for business by fighting economi c crime and money	14	December 2026	Ministry of Justice (ADJAJ), Ministry of Internal Affairs, Gen Prosecutor office, NAC, state tax service and customs service, Office for Prevention and Fight against	Track record in investigations, indictments, court decisions and convictions for money laundering (including stand alone money laundering) is improved. Baseline: - to be updated as data becomes available - Investigations: 24 (2021-2023) Indictments: 13,5 (2021-2022) Final court decisions: 6 (2021-2023) Final convictions: 2 (2021-2022)	The average number of investigations, indictments, final court decisions and convictions for money laundering cases is improved in comparison to the averages for 2021-2023. Source of verification: E-platform

		laundering			Money Laundering (Financial Intelligence Unit of the Republic of Moldova)	2023: Investigations: 33 - Indictments: N/A - Final court decisions: 14 - Final convictions: N/A 2022: Investigations: 18 - Indictments: 14 Final court decisions: 1 - Final convictions: 1 2021: Investigations: 22 - Indictments: 13 - Final court decisions: 3 - Final convictions: 3	Ambition Level: Category 2
Fundamental rights	5	Level of gender-based violence and domestic violence is decreased and access to justice and services for victims are improved	15	December 2027	Ministry of Labour and Social Protection EVAW Agency	To address gender-based violence and human trafficking, a centralized one-window GBV database on gender-based violence cases is made operational by the EVAW Agency while the network of GBV shelters is extended to reach a total of 260 places for victims of gender-based and domestic violence, and victims of trafficking of human beings. Baseline: In December 2024, there was no centralized one-window GBV database while there were 182 places in shelters for victims. By December 2025 there are expected to be 207 places existent and operational as part of work of MD government with development partners outside of the Growth Plan.	The centralized GBV database is established and operational. The network of GBV shelters is extended to achieve a cumulative total of 260 places for victims of gender-based and domestic violence, following the requirements of the Istanbul Convention and the Directive (EU) 2024/1385 on combating violence against women and domestic violence. Additional places are established through the creation of new facilities in the repurposed public buildings. GBV shelters deliver integrated and specialised support services, including emergency housing, health referrals, legal, psychological, and economic empowerment support services for victims of GBV. The minimum infrastructure standards include safe and secure facilities with private consultation rooms, sleeping areas, child-friendly spaces, accessibility features for individuals with disabilities. Source of verification: Documentation from the EVAW Agency confirming the establishment and operationalization of the centralized GBV database. Regular reports generated from the GBV database showing data inputs, system usage, and performance metrics Reports from the Ministry of Labor, Social Protection, confirming the establishment, capacity (number of additional places) and operational status of the new GBV shelters, including number of beneficiaries and types of services delivered. GREVIO report, if available. Ambition Level: Category 3

Border management	6	Integration system and border management is strengthened.	16	December 2027	Ministry of Internal Affairs	Border control system is reinforced in accordance with EU standards, in particular through the consolidation of the second-line checks at the international border crossing points. Border surveillance capabilities are enhanced including through biometric control capabilities as well as fixed and mobile surveillance systems. Baseline: By December 2024, MD had 0% second-line checks performed in accordance with EU standards; Biometric control capabilities – 0%; Fixed surveillance systems – 13 systems; Mobile surveillance systems – 9 systems.	100% the international border crossing points are equipped with the necessary equipment for the and second-line checks in accordance with EU standards. MD increases the biometric capabilities and the number of fixed and mobile surveillance systems. Source of verification: Ministry of Internal Affairs reports, Border police reports. Ambition Level: Category 3
Visa policy alignment	7	Aligning visa requirements with EU standards	17	Dec 2027	Ministry of Foreign Affairs/ Ministry of Internal Affairs	Aligning the list of MD visa required countries with EU Regulation 2018/1806 for at least three countries which are visa required for the EU. Baseline: In December 2024, Moldova's visa policy is not aligned with that of the EU.	The Republic of Moldova is further aligned with EU Regulation 2018/1806 with at least three countries which are visa required for the EU. Source of verification: MD Ministry of Foreign Affairs, consular matters Ambition Level: Category 3
Fight against organised crime	8	Asset recovery and management	18	Dec 2026	National Anticorruption Center Ministry of Justice	A mechanism to socially reuse the confiscated assets and a mechanism for civil confiscation are introduced. 20% of the assets recovered in the previous year re-used for social purposes or in the public interest. Baseline: 0% of recovered assets is used for social reuse or in the public interest	Mechanisms are introduced through relevant primary and secondary legislation to socially reuse confiscated assets and for civil confiscation, and 20% of assets recovered in the previous years are re-used for social purposes or in the public interest. Source of verification: The annual activity report of the National Anti-Corruption Center, which will also be available on the official website. Ambition Level: Category 2
Fight against	8	Asset recovery and	19	December 2026	National Anticorruption Center, General	An increase in the overall value of freezing and confiscations of the proceeds of crime compared with last 3 year average. The	A positive track record in number and value of seizures, freezing and confiscation of the proceeds of crime compared to 3 year average for 2021-23. The share of parallel financial

organ ised crime		manage ment			Prosecutor's Office	share of parallel financial investigations in the total number of profit-generating criminal cases is increased. Baseline: Average of three years 2021-23, Temporary freezing/seizure: 44,135,755 EUR; Confiscation: 3,944,853 EUR, data from the E-platform. The share of parallel investigations in 2024: 0.1% of total number of cases (262/2784 cases). Values of frozen/ confiscated assets: 2023: Temporary freezing/seizure: 98,256,469 EUR – Confiscation: 8,890,219 EUR. 2022: Temporary freezing/seizure: 7,682,760 EUR – Confiscation: 568,967 EUR 2021: Temporary freezing/seizure: 26,468,036 EUR – Confiscation: 2,375,374 EUR Average: Temporary freezing/seizure: 44,135,755 EUR – Confiscation: 3,944,853 EUR	investigations in the total number of profit-generating criminal cases initiated by law enforcement authorities and prosecutors is increased. Source of verification: Statistical data from COM led the E-platform. Ambition Level: Category 2
Fight again st organ ised crime	8	Asset recovery and manage ment	20	Dec 2025	National Anticorruption Center, General Prosecutor's Office, Tax Service, Superior Council of Magistracy, National Union of Bailiffs, Ministry of Internal Affairs, Customs Service	The centralized electronic Register of Seized Criminal Assets is populated with data, fully functional and generates and disseminates relevant statistical data on assets. Baseline: In 2024, registry of seized assets was established but not populated; links to law enforcement bodies are not established and relevant data is not produced/disseminated.	100% of frozen, seized and confiscated assets are registered in the registry with information being accessible by all authorised users. A system to generate statistical data on the number of restraining and confiscation orders is operational, estimated value of seized and recovered property, number of requests formulated/executed in another Member State, and the value of goods reused for social purposes. Registry to be populated with access to be provided to all relevant law enforcement bodies. Source of verification: The annual activity report of the National Anticorruption centre. Ambition Level: Category 2

Fight against organised crime	9	Fighting organised crime	21	December 2027	Ministry of Internal Affairs, General Prosecutor's Office, Office for Prevention and Fight against Money Laundering	Improved track record of effective and efficient investigations, prosecutions, and convictions in cases of serious and organised crime. Baseline: average figures for 2022-24 on investigations, indictments and convictions in serious and organised crime cases, as reported in the e-platform data. Averages for 2022-24 for serious crimes: Investigations: 448, Indictments: 303, Final court decisions: 391, Final convictions: 60. Averages for 2022-24 for organised crimes: Investigations: 99, Indictments: 88, Final court decisions: 74, Final convictions: 65.	An overall positive trend of the track record, covering investigations, prosecutions and convictions is demonstrated. Serious crimes are money laundering, cybercrime, production and trafficking of drugs, firearms related offenses, terrorism, trafficking in human beings and smuggling of persons. Source of verification: reference value e-platform data. Ambition Level: Category 1
Statistics	10	Increase production and dissemination of official statistics aligned with EU requirements	22	December 2027	National Bureau of Statistics	The National Bureau of Statistics produces and disseminates on its website key macroeconomic indicators in line with ESA 2010, as well as the Harmonized Index of Consumer Prices (HICP) and data collected within the European Comparison Program. Baseline: In December 2024, limited data production, dissemination on NBS website and transmission to Eurostat of EU aligned macroeconomic indicators, HICP and data within the European Comparison Program.	Production and dissemination on the NBS website of key national accounts aggregates (at least 5 tables with data) aligned with ESA 2010 is increased. Data consistency of key national accounts aggregates with the ESA 2010 is strengthened. The Harmonized Index of Consumer Prices (HICP) is produced and disseminated on NBS website Data collection is conducted by NBS within the framework of the European Comparison Program for at least 11 statistical surveys. Source of verification: NBS website; NBS report on EU alignment Ambition Level: Category 3
Statistics	10	Increase production and dissemination of official statistics aligned	23	December 2026	National Bureau of Statistics	The National Bureau of Statistics processes and disseminates the 2024 Population and Housing Census data according to the census topics and their breakdowns to ensure comparability with the EU member states. Baseline: In December 2024, Census results are not disseminated.	2024 Population and Housing Census final results are disseminated on NBS website in two stages, according to the dissemination program (by 35 topics and their breakdowns according to EU Regulation No. 2017/543). A statistical geodatabase is set up and made functional on the basis of the 2024 Population and Housing Census.

		with EU requirements					Data on selected topics (at least 6 according to the Annex I to EU Regulation No. 2018/1799) and their breakdowns of the 2024 Population and Housing Census results geocoded to the 1 km² grid level are disseminated on the NBS website. Source of verification: NBS website, NBS report on EU alignment Ambition Level: Category 3
Statistics	10	Increase production and dissemination of official statistics aligned with EU requirements	24	June 2027	National Bureau of Statistics	Moldova adopts the Government Decision on the agricultural census in line with EU requirements. Baseline: No Government Decision on the organisation of the agricultural census is adopted.	The Government Decision on the organization of the General Agricultural Census to take place in the 2030 round is adopted. Source of verification: Official Gazette Ambition Level: Category 3