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**Republic of Moldova 2026 Report**

***Accompanying the document***

**COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS**

**2026 Communication on EU enlargement policy**

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# 1. INTRODUCTION[1]

## 1.1 CONTEXT

The Republic of Moldova ('Moldova') has continued to progress on the path to EU accession since its application in 2022 and the formal opening of accession negotiations in June 2024. After concluding bilateral screening of the EU *acquis* in September 2025, the Commission has assessed all negotiating clusters as ready to be opened. Since then, cluster 1 (fundamentals) was formally opened at the Intergovernmental Conference on 15 June, followed by cluster 6 (external relations) on 14 July 2026 as well as cluster 2 (internal market) and cluster 3 (competitiveness and inclusive growth) on 13 October 2026.

EU accession is a strategic objective for Moldova, as anchored in its Constitution. The September 2025 parliamentary election reaffirmed the growing pro-EU sentiment. Nevertheless, a notable degree of political polarisation remains.

Moldova continues to face sustained and multi-faceted pressure by Russia and its proxies to destabilise the country, as well as significant challenges posed by Russia's war of aggression against Ukraine. By autumn 2026, the number of airspace violations by Russia had more than doubled compared with 2025, underscoring the growing spillover of Russia's war and increasing risks to Moldova's security. Despite these challenges, Moldova has continued to prioritise EU-related reforms and alignment with EU standards, economic development and building up its democratic resilience. Moldova has set itself the goal of concluding accession negotiations by 2028 and joining the EU in 2030. The second EU-Moldova Summit was held in Brussels on 22 June 2026, showing the ever-closer ties between Moldova and the EU. Moldova has been very responsive in the context of the joint task force set up by the European Commission supporting Moldova to meet the interim benchmarks.

The Growth Plan for Moldova, worth EUR 1.9 billion, continues being implemented to support economic transformation and EU integration, and is underpinned by the Reform and Growth Facility. Moldova continues to implement the EU-Moldova Association Agreement (AA), including the Deep and Comprehensive Free Trade Area (DCFTA).

The EU remains fully committed to supporting Moldova's sovereignty and territorial integrity as well as the peaceful resolution of the Transnistrian conflict, based on the sovereignty and territorial integrity of Moldova within its internationally recognised borders. The government has stepped up its efforts to advance the reintegration of the Transnistrian region. The DCFTA applies to the entire territory of Moldova.

[1] This report covers the period from 1 September 2025 to 1 September 2026. It is based on input from a variety of sources, including contributions from the government of the Republic of Moldova, EU Member States, European Parliament reports and information from various international and non-governmental organisations. It also includes the results of comparative assessments and indices produced by other stakeholders, in particular in the area of rule of law.

The report uses the following assessment scale to describe the state of play: early stage, some level of preparation, moderately prepared, good level of preparation and well advanced. To describe progress made during the reporting period, it uses the following scale: backsliding, no progress, limited progress, some progress, good progress and very good progress. Where appropriate, interim steps have also been used.



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## 1.2 MAIN FINDINGS OF THE REPORT

# CLUSTER 1: THE FUNDAMENTALS OF THE ACCESSION PROCESS

## 2.1 FUNCTIONING OF DEMOCRATIC INSTITUTIONS AND PUBLIC ADMINISTRATION REFORM

### 2.1.1 Democracy

The existing framework provides an adequate foundation for holding democratic **elections**, in line with international standards. In August 2026, the Central Electoral Commission adopted a new set of amendments to the Electoral Code, mainly aiming to transpose into law the Constitutional Court decision of 9 July 2026 pertaining to the Gagauzian regional electoral commission. Other amendments included provisions aimed at facilitating alternative electoral methods, including postal voting, and at strengthening campaign-finance oversight and the fight against new forms of illicit financing and misuse of public resources. Moldova should address all outstanding recommendations on these amendments, including by the Venice Commission.

Moldova continued to face unprecedented levels of foreign interference and has pursued efforts to address this issue, including by strengthening its legal framework and the capacities of the Centre for Strategic Communication and Countering Disinformation. As recommended by the Organisation for Security and Cooperation in Europe (OSCE) / Office for Democratic Institutions and Human Rights (ODIHR), Moldova could further strengthen transparency in its fight against disinformation and manipulative content. This may include measures like public reporting of the 'take down requests' sent to platforms or providing access to timely information to assist voters in independently assessing disinformation.

**Parliament** is able to exercise its powers in a generally effective way. The newly established standing committee on European integration and the adoption of the annual legislative plan aim to enhance legislative output. The adoption of the Code on the Organisation and Functioning of Parliament in April 2026 has raised concerns among the opposition and civil society with regards to the prohibition on individual MPs switching parliamentary groups and the lack of safeguards against the excessive use of emergency procedures. Moldova has requested an opinion from the Venice Commission to assess the Code's compliance with European standards. While progress was made in enhancing the transparency of parliamentary activities, further efforts are needed to increase parliamentary accountability and integrity. This includes improving the use of oversight tools, less resource to accelerated procedures, and adopting a code of conduct and ethics for members of parliament, as recommended by GRECO.

The institutions in charge of **EU integration** process are mostly in place. The 2025-2029 National Programme for the Accession of Moldova to the EU was updated in December 2025 with the addition of new reforms that need to be implemented on the accession path, distribution of institutional responsibilities and new mechanisms for monitoring progress.

The **government** has given the Bureau for European integration (BEI) the resources to coordinate EU accession policy. Additionally, steps were taken to improve coordination mechanisms for policy planning, including with the launch of the e-monitoring tool. Legislative provisions on the transparency of decision making should be implemented more efficiently. The capacity of ministries to systematically oversee policy implementation and address recommendations of independent institutions should be further strengthened. The dialogue between the central authorities and the Autonomous Territorial Unit of Gagauzia should continue.

**Civil society**, including human rights defenders, operate in an overall enabling environment. There is a regulatory framework governing the establishment and functioning of civil society organisations (CSOs) standards. While there has been an increase in the number of CSOs



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gaining access to funds through the percentage designation mechanism, the lack of financial sustainability remains the sector's most important vulnerability. Further efforts by the government are needed to improve existing funding mechanisms and tax incentives to ensure long-term organisational development across the sector. While some gaps persisted in the consistent enabling of CSO's participation in the legislative process, Moldova adopted in September 2026 a law on public participation in decision-making, that aims to facilitate the involvement of citizens and civil society in public consultations and guarantee their right to make recommendations.

## Public administration reform

Moldova **is moderately prepared** in the area of public administration reform. **Good progress** has been made with the adoption in July 2026 of a new law on public institutions, the subsequent methodology for the evaluation of certain categories of public institutions in October 2026 (and of the concept for the salary reform. The local administration reform was relaunched with the aim of completing the process of amalgamating municipalities, significantly reducing their number, before the local elections in 2027. The effective implementation of this reform remains to be demonstrated. Other steps taken include adopting the new law on public participation in the decision-making process and improving fiscal sustainability by amending the law on public finance and fiscal responsibility. The first meeting of the newly established EU-Moldova PAR Subcommittee took place in June 2026.

The Commission's recommendations from last year were largely implemented and remain mostly valid. In the coming year, Moldova should, in particular:

→ finalise the transparent reorganization of the central public institutions, with the aim of ensuring equal payment and status for all staff carrying out civil service tasks;

→ continue the reform of local self-governance by enhancing local administrative capacity, including by ensuring an appropriate level of fiscal autonomy, with the aim of delivering better public services and opportunities to foster local economic and social development;

→ ensure adherence to fiscal rules and improve budget transparency and accountability by substantially reducing the general actions budget line and revising the administrative budget classification.

## Chapter 23: Judiciary and fundamental rights

Moldova is **between having some level of and a moderate level of preparation** and has made **good progress** in the area of the judiciary, the fight against corruption and fundamental rights.

### *Functioning of the judiciary*

Moldova is **moderately prepared** in the area of the judiciary. The country made **good progress** in reforming the justice sector. The vetting of all sitting judges with leadership positions has been completed, and the vetting of candidates and prosecutors continued. Under the Superior Council of Magistrates and the Supreme Council of Prosecutors respectively, the selection and evaluation boards for judges and prosecutors are in full composition with vetted members, while appointments to the disciplinary boards for judges and prosecutors are nearing completion. Sufficient resources for these self-governing bodies must be guaranteed to enable them to operate effectively. With vetting of appeal judges moving forward, Moldova drafted a new legislative proposal to extend vetting to judges working on administrative and insolvency cases. Despite new appointments, the Supreme Court of Justice is still not operating at full capacity, which has been delaying the implementation of its new regulatory framework. The



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National Institute of Justice adopted a new Strategic Development Plan, which integrates the recommendations of the 2022 TAIEX review. In order to increase the practical effectiveness of the justice system, more efforts are needed to reduce the significant number of vacancies in the judiciary and further improve clearance rates, which will also ensure that the excessive length of proceedings is tackled across all areas.

The Commission's recommendations from last year were partially implemented and some of them remain valid. In the coming year, Moldova should in particular:

→ finalise the vetting and appointment of judges and candidates, especially for the Supreme Court of Justice and anticorruption panels, and make substantial progress with vetting prosecutors from prosecutorial institutions, in particular specialised prosecutors' offices;

→ implement a significant part of the Strategic Development Plan of the National Institute of Justice, develop and implement human resource strategies for the judiciary and prosecution services, further implement the judicial and prosecutorial maps and significantly improve clearance rates and disposition time in courts;

→ strengthen the autonomy and integrity of the prosecution service, including by finalising the implementation of a manual random case allocation system for prosecution and transition towards an electronic system of randomised allocation of cases for prosecutors based on strict and objective criteria, by removing the ex officio membership of the Minister of Justice in the Superior Council of Prosecutors at the end of 2027 .

***Fight against corruption***

Moldova is **between having some and a moderate level of preparation** in the fight against corruption and has made **good progress**. The track record has improved, including an increase in the overall number of prosecutions. More efforts are needed to proactively investigate corruption, and translate investigations into convictions, including at high level. A unified statistical system is needed to improve the accuracy of reported data. In December 2025, an amendment introduced the mandatory vetting of all judges of the specialised anticorruption panels, in line with last year's recommendation. Moldova adopted amendments to the Criminal Procedural Code in June 2026, transferring some of APO's competences to the National Anticorruption Centre (NAC), while retaining APO's prosecutorial oversight. Merit-based, objective and transparent selection of the NAC leadership must be ensured in practice for future appointments. The powers of the Prosecutor General have been revised with the aim to safeguard the independence of APO. On the prevention of corruption, while the implementation of the National Programme on Integrity and Anticorruption (NIAP) 2024-2028 registered general progress, several indicators, in particular on governance and justice aspects, show a slight deterioration compared to 2024. Targeted risk assessments in vulnerable sectors are being developed, but Moldova should address corruption risks and improve integrity especially in SOEs and public institutions. Moldova aligned the legislation on whistleblower protection with the EU *acquis*, in line with 2025 recommendations.

The Commission's recommendations from last year were partially implemented and some remain valid. In the coming year, Moldova should in particular:

→ deliver increasingly proactive and efficient anticorruption investigations to ensure an improved track record on investigations, prosecutions and final convictions at all levels with dissuasive sanctions and assets confiscation; and further strengthen the independence, integrity and operational capacity of prosecution services;

→ achieve substantial progress towards developing an integrated electronic case management system for law enforcement agencies and prosecution bodies, with a view to improving



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procedural cooperation and enhancing transparency, effectiveness and speed in criminal proceedings;

→ and provide sufficient resources for NAC and coordination between APO and NAC; adopt legislative amendments to ensure specialised anticorruption panels can adjudicate all high-level corruption cases;

***Fundamental rights***

The legislative and institutional framework is largely in place. Implementation of the national human rights action programme and programmes on gender equality and gender-based violence was enhanced following last year's recommendations. Moldova has established an interinstitutional dialogue to increase the implementation rate of the People's Advocate Office and the Equality Council recommendations. Detention and pre-trial police custody conditions remain a concern, as does the treatment of persons with disabilities in specialised institutions.

The number of judgments issued by the European Court of Human Rights (ECHR) concerning Moldova remains high, including the cases under enhanced supervision, and their execution rate should be improved. Moldova has developed a National Programme for the social inclusion of persons with disabilities. Efforts to strengthen procedural rights, the rights of victims of crime, the rights of persons belonging to national minorities, including Roma[2], and combat gender-based violence need to continue.

The Commission's recommendations from last year were partially implemented and therefore some remain valid. In the coming year, Moldova should in particular:

→ ensure that adequate resources are available to strengthen the independence and effectiveness of the Equality Council and the People's Advocate Office;

→ step up safe deinstitutionalisation of persons with disabilities through community-based solutions;

→ increase the implementation rate of judgments issued by the ECHR, notably by improving detention and prison conditions by addressing the outstanding European Committee for the Prevention of Torture recommendations of 2023 and 2025; including by transferring the responsibilities of the penitentiary medical system from the Ministry of Justice and the medical services in pre-trial police custody from the Ministry of Internal Affairs, both to the Ministry of Health.

***Freedom of expression and media freedom***

Moldova is **moderately prepared** on freedom of expression and has made **good progress,** notably by extending ownership transparency to print and online media and by preparing amendments to the Audiovisual Media Services Code, to ensure further alignment with the European Media Freedom Act and with the Audiovisual Media Services Directive, in line with the 2025 recommendation. Media ownership concentration and political influence persist. While some progress has been achieved to enhance legal safeguards for protecting journalists, notably through the adoption of a law against Strategic Lawsuits against Public Participation (SLAPP) and an action plan on journalists' security, further efforts are required to ensure systematic law enforcement investigations and consistent judicial follow-up. Journalists faced

[2] In line with the terminology of European institutions, the umbrella term 'Roma' is used here to refer to a number of different groups, without denying the specificities of these groups.



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mostly verbal abuse and online harassment and the number of cases of intimidation against them decreased.

The Commission's recommendations from last year were largely implemented. In the coming year, Moldova should in particular:

→ Ensure the proper implementation of the new law on mass media, including the provisions regulating ownership transparency for print and online media;

→ Ensure adequate protection of journalists against intimidation and threats, through thorough law enforcement investigations and judicial follow-up of cases;

→ Adopt the amendments to the Audiovisual Media Services Code and ensure its full compliance with the relevant EU *acquis*, also to enable participation in the Creative Europe Media strand.

### Chapter 24: Justice, freedom and security

Moldova is **moderately prepared** in the area of justice, freedom and security. **Good progress** was made during the reporting period by further aligning with the EU *acquis*, notably on preventing and combating trafficking in human beings, protecting victims, and in the field of migration and asylum. In parallel, the legal framework for investigation and prosecution of money laundering and other financial crimes was further enhanced and a roadmap of complementary measures to strengthen the entire financial crimes investigation system was adopted. Additionally, Moldova continued to implement its general home affairs strategy and updated all six sectoral development strategies for 2026-2030 covering organised crime, public order, safety, civil protection, migration and education/ethics/digitalisation. The legal framework for fighting cybercrime was strengthened by adopting several legal acts.

Moldova also enhanced operational capacities, especially on asset recovery. Consequently, Moldova has presented an improving track record across the different categories of crime, specifically on organised crime, money laundering, cybercrime, illicit drugs, and firearms trafficking. Capacity constraints across the board remain however a challenge for operational delivery. The continuation of strengthening of operational capacities remains essential to translate reforms into further tangible results. Moldova improved its interinstitutional cooperation and coordination and further intensified cooperation with EU agencies in the field.

In the field of migration, beyond progress on legal alignment, Moldova adopted an Integrated State Border Management Programme for 2025-2030 as well as a National Programme on Migration and Asylum for 2026-2030 in line with last year's recommendations. Moldova should intensify efforts to address the continued occurrence of unfounded asylum applications by Moldovan nationals in EU Member States.

The Commission's recommendations from last year were largely implemented. In the coming year, Moldova should in particular:

→ continue strengthening operational capacity, finalise the set-up of the single point of contact in line with data protection *acquis*, and continue improving the cooperation with EU Member States and EU institutions and agencies (including data exchange via SIENA and related collection, analysis and sharing across services, supported through the proactive use of information exchange tools);

→ further strengthen border controls and continue its preparations to adopt a Schengen Action Plan to set up a robust national Schengen governance system and appoint a Schengen coordinator;



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→ continue aligning its visa policy with the EU's list of visa-required countries and strengthen the screening of visa-exempt third-country nationals, particularly those coming from countries presenting higher migration or security risks.

### *Fight against serious and organised crime*

Moldova is **moderately prepared** in the fight against serious and organised crime. **Good progress** was made in this area, including through continued efforts to tackle firearms and drugs trafficking, demonstrating an improved track record in these areas. Moldova also increased its operational capacity to fight serious international crime, including through continuous participation in EMPACT and more qualitative data exchange with EU Member States. Additionally, it further aligned its drug-related legal framework with the EU *acquis*, covering the National Drug Observatory, the national early warning system, and new psychoactive substance classifications. Further work is needed to strengthen these structures and ensure adequate capacity to fully implement and enforce the improved legal framework.

Moldova also made good progress in the areas of financial crimes investigation, asset recovery and confiscation by strengthening the legal and institutional framework. This included adopting a revised law on preventing and combating money laundering and the financing of terrorism in June 2026, which addresses recommendations of the Financial Action Task Force (FATF) and the standards of the Egmont Group. Mechanisms for the fight against corruption, financial crime and organized crime were also strengthened, NAC was given the competence for serious financial crime, including stand-alone money laundering. Additionally, a national mechanism for parallel financial investigations was set up and Moldova operationalised a national register for seized assets and strengthened the mandate of the Criminal Assets Recovery Agency (CARA), which also saw a considerable increase in parallel financial investigations and seized assets.

The Commission's recommendations from last year were partially implemented and therefore remain partly valid. In the coming year, Moldova should in particular:

→ further improve the track record of investigations, prosecutions and final judgments in all fields of serious and organised crime, including by strengthening the intelligence-led policing framework the interagency cooperation across all organised and serious crime categories;

→ further align with the EU *acquis* on money-laundering investigation and criminalisation and on asset recovery and confiscation, in particular Directive (EU) 2024/1260; Operationalise the national parallel-financial-investigation mechanism, strengthen FIU–NAC–Prosecution–CARA cooperation, and demonstrate measurable results in stand-alone money-laundering investigations, confiscation, enforcement and actual recovery of criminal assets;

→ Adopt the comprehensive national drug strategy (2026-2032); improve the capacity to detect monitor and exchange qualitative information by further capacitating the national early warning system and national drug observatory.

## The existence of a functioning market economy

Moldova has **some level of preparation** and has made **good progress** in creating a functioning market economy. Authorities remain committed to macroeconomic stability and show good progress on economic governance, including through advancing the Reform Agenda implementation with a strong track record and submitting the third Economic Reform Programme in January 2026. Discussions are ongoing for a three-year IMF non-financing Policy Coordination Instrument (PCI). A close engagement with the IMF serves as an important anchor for macroeconomic and fiscal policies and provides a signal of reform commitment to international partners and investors. The economic rebound in 2025 slowed down during the first half of 2026, driven largely by the impact of the Middle East conflict and renewed upward



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pressure on energy prices and inflation, the current account deficit continues to remain wide, reflecting structural vulnerabilities and the cessation of electricity supply from the Transnistrian region. Moldova's fiscal position weakened with a persistently high deficit and upward debt trajectory, while public investment execution remains weak. Fiscal structural reforms are progressing, particularly on public investment management and spending efficiency, though results have yet to materialise. The banking sector remains stable and well capitalised. Credit growth has been robust but financial intermediation remains low despite ample market liquidity. Efforts to improve the business environment are ongoing, notably through cutting red tape and streamlining business support programmes. The state-owned enterprise (SOE) reform is advancing gradually, however weak SOE governance remains a persistent challenge. The spillovers from Russia's war of aggression against Ukraine, a large informal economy, low labour force participation, and weak competition enforcement continue to weigh on domestic and foreign investment.

The Commission's recommendations from last year were partially implemented and remain valid. In the coming year, Moldova should, in particular:

→ pursue fiscal policy aimed at achieving prudent medium-term fiscal positions and ensuring debt sustainability, notably by further broadening the tax base, including by systematically streamlining tax expenditures and improving spending efficiency through the new spending reviews while implementing the medium-term debt management strategy by deepening the domestic government securities market and broadening the institutional investor base;

→ reduce the economy's vulnerability to external shocks, including through diversifying its export base and reducing energy import dependence while accelerating progress on the implementation of the SOE reform, notably the triage implementation, accelerating steps to strengthen SOE governance, notably through the selection of independent SOE board members and reforming the Public Property Agency, and completing the full digitalisation of the public property register;

→ continue efforts to address low labour market participation and informal employment, including through increased active labour market measures and a reform of income taxation.

### The capacity to cope with competitive pressure and market forces within the EU

Moldova has **some level of preparation** and has made **good progress** to cope with competitive pressures and market forces within the EU. The government has made further improvements in the quality of education and coverage of dual vocational training; however, ongoing labour shortages, persistently low FDI, and weak innovation continue to undermine competitiveness. Notable progress was achieved in energy security through higher domestic renewable energy production and deeper integration into the EU electricity grid. However investment gaps, particularly in quality infrastructure and transport, remain substantial. The economy continues its shift toward services from agriculture and industry despite industrial development efforts. Integration with the EU continues to deepen, but export performance remains constrained by a narrow, low-value-added base.

The Commission's recommendations from last year were partially implemented and remain valid. In the coming year, Moldova should, in particular:

→ address the skills mismatch, notably by increasing the coverage of dual vocational and educational training, adult and work-based learning and ensure greater employer involvement at all skill levels as well as regular public-private dialogue including with foreign investors;

→ increase public investment, including through the Growth Plan, especially in infrastructure



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supporting transport and cross border trade, energy security, and climate resilience;

→ step up measures to promote foreign direct investment, especially in the tradable sectors, and increase efforts to promote innovation, including through technology transfers and stronger linkages with foreign investors.

## Chapter 5 - Public procurement

Moldova is **between having some and a moderate level of preparation** in the area of public procurement. **Good progress** has been made with the adoption of the new Law on public procurement and the Law on remedies and review procedures, as well as important amendments to the laws on utilities and the law on defence and security procurement, ensuring further alignment with the EU *acquis.* The implementation of the National Programme for the Development of the Public Procurement System for 2023-2027 has continued.

The Commission's recommendations from last year were partially implemented. In the coming year, Moldova should, in particular:

→ finalise the implementing legislation necessary for the Law on public procurement;

→ implement the National Programme for the Development of the Public Procurement System, with a focus on professionalisation and centralisation;

→ finalise the development of a new electronic procurement system and make it operational.

## Chapter 18 - Statistics

Moldova has **some level of preparation** in the area of statistics. The country made **some progress** in strengthening the legal and institutional framework for official statistics, and in modernising statistical production across several domains, while alignment in the macroeconomic statistics domain continued to lag. Staffing remained a constraint. Data transmission to Eurostat showed an upward trend.

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ align the statistics produced with the EU *acquis*, particularly in the macroeconomic statistics domain;

→ expand the use of administrative and privately held data in the production of official statistics by concluding agreements with holders of administrative data to increase efficiency of statistical production and reduce response burden;

→ set up a functional statistical geodatabase on the basis of the 2024 population and housing census.

## Chapter 32 - Financial control

Moldova is **between having some and a moderate level of preparation** in the area of financial control. **Good progress** was achieved, notably with the adoption of legal amendments strengthening the financial independence of the Court of Accounts as well as strengthening the anti-fraud coordination service (AFCOS) and the AFCOS network.

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ further strengthen managerial accountability in public administration by increasing the delegation of authority in financial management and internal control, notably by adopting and implementing the Guide for the application of delegation standards within the public



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sector;

→ build capacity for auditing the use of EU funds, notably through filling vacant posts and implementing the training and certification programmes for internal auditors;

→ improve the implementation rate of the Court of Accounts' recommendations across central administrative authorities and other relevant organisational structures.

## CLUSTER 2: INTERNAL MARKET

### Chapter 1 - Free movement of goods

Moldova is **moderately prepared** in the area of the free movement of goods. **Good progress** was made during the reporting period on both the horizontal framework and alignment with EU product *acquis*, however further efforts are required to ensure full and consistent implementation of the *acquis* in this chapter.

One of the Commission's recommendations from last year is close to being fully implemented while the others were partially implemented and remain valid. In the coming year, Moldova should, in particular:

→ adopt and start implementing the Action Plan to ensure the consistent application of Articles 34-36 TFEU and Court of Justice of the European Union (CJEU) case law;

→ align with the EU *acquis* on Registration, Evaluation, Authorisation, and Restriction of Chemicals (REACH) and Classification, Labelling, and Packaging of chemicals (CLP);

→ strengthen the capacity of the quality infrastructure, especially in standardisation, conformity assessment, accreditation and market surveillance, by implementing the follow-up actions outlined in the action plans adopted in the context of the ACAA process.

### Chapter 2 - Freedom of movement for workers

Moldova is **between having some and a moderate level of preparation** in the area of freedom of movement for workers. **Good progress** was made during the reporting period by signing further social security coordination agreements with EU Member States (Slovakia) and continuing work to prepare for joining the European Network of Employment Services (EURES) upon accession, notably by establishing the national legal framework for EURES activities and designating the National Employment Agency (NEA) as the National Coordination Office (NCO). Moldova conducted a feasibility study for the introduction the European Health Insurance Card (EHIC).

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ continue alignment of national legislation with the EU *acquis* on free movement of workers, including access for EU citizens to the labour market and equal treatment of EU workers;

→ conclude additional agreements on social security coordination, in particular with EU Member States and provide gap analyses for the Regulations on social security coordination;

→ work to ensure technical and organisational measures, administrative and financial capacity and resources as well as development of IT infrastructure, systems and relevant databases for full participation in the EURES and the Electronic Exchange of Social Security Information (EESSI) system and the EHIC scheme.



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## Chapter 3 - Right of establishment and freedom to provide services

Moldova is **moderately prepared** in the area of the right of establishment and freedom to provide services. **Good progress** was made, notably by further aligning with the Proportionality Test Directive, the EU Services Directive and the Directive on the recognition of professional qualifications.

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ continue aligning its legal framework with the EU *acquis* on the mutual recognition of professional qualifications, especially with the minimum training requirements for professions benefiting from automatic recognition;

→ fully align national legislation with the Proportionality Test Directive;

→ fully align national sectoral legislation with the EU Services Directive.

## Chapter 4 - Free movement of capital

Moldova is **between a moderate and a good level of preparation** in the area of free movement of capital. **Limited progress** was made during the reporting period, notably through measures to strengthen anti-money laundering and countering the financing of terrorism (AML/CFT) and the capacities of the Financial Intelligence Unit.

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ continue the gradual liberalisation of capital movements, including for foreign exchange operations;

→ continue strengthening the institutional capacity of the Office for the Prevention and Combating of Money Laundering within the Financial Intelligence Unit, including through additional staff, and enforce sanctions for non-compliance with the beneficial ownership obligations;

→ advance alignment with the latest *EU acquis* on AML/CFT, including legislative and institutional reforms to facilitate AML/CFT regulation and supervision of virtual asset service providers, and address the remaining technical deficiencies identified by FATF.

## Chapter 6 - Company law

Moldova is **between having some and a moderate level of preparation** in company law. **Some progress** was made during the reporting period, including the launch of the new State Register of Legal Entities, a strengthened Public Audit Oversight Council, and adoption of amendments to the Corporate Governance Code.

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ further align legislation on insolvency and bankruptcy procedures with the EU *acquis*;

→ further align with the EU *acquis* on takeover bids, cross-border conversions, mergers and divisions, as well as shareholder rights;

→ align with the EU *acquis* on accounting, transparency and statutory audit and continue improving the capacity, independence and effectiveness of the audit oversight system.

## Chapter 7 - Intellectual property law



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Moldova has **between a moderate and good level of preparation** in the area of intellectual property rights (IPR). **Some progress** was made during the reporting period, notably through legislative alignment, stronger institutional capacity, and better supervision of collective rights management. The State Agency on Intellectual Property (AGEPI) continued its cooperation with the European Union Intellectual Property Office (EUIPO).

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ continue to improve the alignment with the EU *acquis* on IPR, including on designs and trademarks with a particular attention to establishing an EU exhaustion of rights upon accession;

→ continue to adopt legislation to improve the enforcement of IPR, particularly by implementing the National Action Plan for ensuring the enforcement of IPR;

→ continue to improve collective rights management to safeguard appropriate royalty payments.

## Chapter 8 – Competition policy

Moldova is **between having some and a moderate level of preparation** in the area of competition policy. **Good progress** was made during the reporting period, notably through a strengthened legislative framework, especially through the adoption of the State aid law in August, and a more consistent enforcement record.

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ further align the legislative framework with the EU *acquis* on antitrust and mergers and on the level of fines which can be imposed;

→ further align the legislative framework and the existing State aid schemes with the EU *acquis* on State aid, including by ensuring that the State aid registry is updated and fully operational and by requiring all State aid, including de minimis aid, to be reported digitally;

→ continue to strengthen the administrative and institutional capacity of the Competition Council by ensuring sufficient resources, training and autonomy to effectively enforce competition laws.

## Chapter 9 – Financial services

Moldova is **between having some and a moderate level of preparation** in the area of financial services. It made **good progress** in the reporting period by adopting central bank regulations, aiming to align with parts of the EU Capital Requirements Directive and Capital Requirements Regulation (CRD/CRR), as well as the laws on the crypto-asset market, investments firms and investment activities.

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ advance efforts to align legislation with the EU *acquis* related to the regulation and supervision of the banking sector, including bank recovery and resolution and bank deposit guarantee schemes;

→ further advance efforts for alignment with the EU *acquis* on insurance and occupational pensions, including Solvency II and the Motor Insurance Directive;

→ intensify efforts to align legislation with the EU *acquis* on securities markets, investment



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funds and investment services, financial market infrastructure and digital finance.

### Chapter 28 - Consumer and health protection

Moldova is **between having some and a moderate level of preparation** in consumer and health protection. **Good progress** was achieved on alignment with the EU General Product Safety *acquis* and with the EU public health *acquis*.

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ continue to align the legal framework with the EU *acquis* on consumer protection and product safety, and improve the cooperation between the public institutions dealing with consumer protection;

→ advance alignment with the EU *acquis* on tobacco control and strengthen its effective implementation and enforcement;

→ continue to improve access to healthcare for the groups in most vulnerable situations (persons with disabilities, older people, Roma, women, as well as people with multiple layers of vulnerability) by continuing to invest in rural healthcare.

## CLUSTER 3: COMPETITIVENESS AND INCLUSIVE GROWTH

### Chapter 10 - Digital transformation and media

Moldova is **moderately prepared** in the area of digital transformation and media. **Good progress** was made, as the government continued to implement the Digital Transformation Strategy 2023-2030 and advanced on its key performance indicators. On 1 January 2026, Moldova joined the EU's 'Roam Like at Home' area, after fully aligning with the EU roaming *acquis*. During the reporting period, Moldova also advanced legislative alignment with the EU requirements on electronic identification and digital services. Furthermore, 78% of government-to-business services were digitalised.

The Commission's recommendations from last year were partially implemented and therefore remain largely valid. In the coming year, Moldova should, in particular:

→ ensure institutional capacity to continue implementing the priority areas under the Digital Transformation Strategy 2023-2030, in particular by further aligning legislation with EU data protection and cybersecurity standards, including the EU 5G Cybersecurity Toolbox;

→ ensure further alignment with the EU *acquis* on semiconductors;

→ improve the accessibility of public sector websites, mobile applications and audiovisual services for persons with physical, sensory and intellectual disabilities.

### Chapter 16 - Taxation

Moldova has **some level of preparation** in taxation. **Good progress** was made in further aligning national legislation with the EU *acquis* in the areas of indirect and direct taxation, excise duties, and the digitalisation of tax administration services. On indirect taxation, Moldova implemented a phased increase of the VAT registration threshold and a VAT reverse charge mechanism for electricity and natural gas and clarified legal provisions to explicitly state that price discounts and rebates reduce the taxable VAT base, among other measures. In the area of excise duties, a comprehensive law aligning with six EU directives on excise duty structures and rates was adopted. On direct taxation, efforts were made on the interest and royalties, and the parent subsidiary directive. Moldova further improved its capacity in administrative



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cooperation and mutual assistance, notably by developing the framework for the recovery of tax claims.

The Commission's recommendations from last year were partly implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ further align excise and VAT legislation with EU *acquis* to minimise competitive distortions and legal uncertainties and to prevent issues such as non-taxation, double taxation, tax evasion, and fraud;

→ strengthen procedures to limit tax avoidance and increase tax revenue, in particular by adopting provisions in line with the Anti-Tax Avoidance Directive (ATAD 1 and 2) and by implementing the roadmap on the BEPS minimum standards;

→ continue modernising the tax administration, notably by implementing the national Multiannual Development Programme and Action Plan (2025-2027) for the digital transformation of the State Tax Service and developing an automated compliance risk management system supporting voluntary and enforced compliance.

## Chapter 17 - Economic and monetary policy

Moldova is **between having some and a moderate level of preparation** in economic and monetary policy and made **good progress** in the reporting period. Central bank governance has been strengthened in terms of personal independence and improving transparency and accountability. On fiscal governance, progress has been made by institutionalising spending reviews. Preparations for setting up an independent fiscal institution are advancing gradually, with a first assessment of its possible scope and mandate published. In January 2026, the country submitted its third Economic Reform Programme, which for the first time included a labour market and current account forecast, while capturing the macroeconomic and fiscal impact of the EU Growth Plan.

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ strengthen the capacity to underpin the medium-term budgetary framework with a description of medium-term policy plans and their impact on public finances and further improve the capacity to produce macroeconomic and fiscal forecasts, including for long-term projections of expenditures required to conduct a debt sustainability analysis;

→ prepare and adopt the legislation for establishing an independent fiscal institution and start setting it up;

→ ensure that the public accounting system covers all sectors of general government and start generating accrual data in line with ESA 2010;

## Chapter 19 - Social policy and employment

The country is **moderately prepared** in social policy and employment and made **good progress** during the reporting period. Alignment with the EU *acquis* continued and measures were taken to strengthen overall capacities and increase employment. The State Labour Inspectorate was significantly strengthened, by aligning its powers and mandate with the requirements of the relevant International Labour Organisation (ILO) conventions, including making unannounced inspection visits possible. In addition, social assistance reform continued.

The Commission's recommendations from last year were largely implemented. In the coming year, Moldova should in particular:

→ fulfil the Reform Agenda steps on undeclared work and active labour market measures and



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continue the implementation of the reform of the State labour inspection;

→ ensure the unified Automated Information System for social services (eSocial) is operational and used by the Ministry of Labour and Social Protection and social workers;

→ continue alignment with the EU *acquis* on labour law, occupational safety and health, social protection and social inclusion, non-discrimination in employment and social policy and equality between women and men in employment and social policy, in cooperation with social partners.

## Chapter 20 - Enterprise and industrial policy

Moldova is **moderately prepared** in enterprise and industrial policy. **Good progress** was made during the reporting period. Moldova continued implementing the National Programme for the Promotion of Entrepreneurship and Increasing Competitiveness for 2023-2027, the National Industrialisation Programme for 2024-2028 and the National Smart Specialisation Programme 2024-2027. Moldova made more limited progress in the implementation of the Programme on Administration of State Public Property for 2024-2027.

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should in particular:

→ adopt an annual action plan or work programme with financial allocations for the implementation of the Industrial Strategy;

→ streamline support to SMEs by digitalising the national Entrepreneurship Development Organisation (ODA) processes and by strengthening its capacities in internal controls and risk management through the evaluation of all ODA programmes and implementing the resulting recommendations;

→ continue taking further steps towards aligning with the EU Late Payment Directive.

## Chapter 25 - Science and research

Moldova is **between a moderate and a good level of preparation** in the area of science and research. **Good progress** was made during the reporting period. The government advanced the implementation of the National Programme for Research and Innovation 2024-2027 and started implementing the National Programme for Smart Specialisation 2024-2027 'Smart Moldova', with several project calls launched and strengthened Moldova's integration into the European Research Area.

The Commission's recommendations from last year were partly implemented and therefore remain valid. In the coming year, Moldova should in particular:

→ put in place structures to strengthen the research and innovation ecosystem and to improve reporting on research and innovation statistics, especially for the European Innovation Scoreboard;

→ increase the level of public investment in R&I towards the national target, and address the pending recommendations from the 2016 and 2021 Horizon policy support facility reviews, including on research career frameworks, open science and cooperation between the private and public sector;

→ increase the institutional and administrative capacity of the National Agency for Research and Development and integrate research performance indicators into institutional funding mechanisms.

## Chapter 26 - Education and culture



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Moldova is **between a moderate and a good level of preparation** in the area of education and culture. **Good progress** was made during the reporting period. The amendments to the Education Code introduce financial autonomy for schools, strengthen academic integrity and provide a legislative framework for school network consolidation. Vocational education and training (VET) enrolment grew significantly, and dual VET expanded. The National Qualifications Framework was formally referenced to the European Qualifications Framework. Moldova adopted the National Strategy for Culture and Heritage 2025-2035 and joined the Creative Europe programme on 1 January 2026.

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ continue the reform of education governance and advance school network consolidation, including by establishing Territorial Education Agencies and ensuring adequate transport and support measures for pupils and staff affected by school reorganisation;

→ continue enhancing the quality and relevance of vocational education and training and lifelong learning, including adult learning, contributing to reducing the mismatch between skills and labour market demands;

→ implement the 2026-2030 programme of the National Strategy for Culture and Heritage, including by putting in place effective mechanisms for the conservation, restoration and management of cultural heritage.

### Chapter 29 - Customs union

Moldova has **a good level of preparation** in the area of the customs union. The country has made **good progress,** notably through the implementation of the New Computerised Transit System (NCTS) and formal accession to the Common Transit Convention (CTC) and the Convention on the Simplification of Formalities in Trade in Goods. A national Customs Decisions System (CDS) has been developed and put into operation.

One of the Commission's recommendations from last year was implemented, and two were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ adopt the amendments to the Customs Code and related bylaws, providing the basis for the implementation of the national customs IT systems to ensure interoperability with the EU digital customs environment, and continue the alignment to take account of the progressive application of the new Union Customs Code;

→ advance the implementation of the multiannual strategic national IT programme for the Customs Service to ensure a fully digital, EU-interoperable customs environment, prioritising core interconnectivity systems and a Single Window Environment for Customs;

→ finalise the reorganisation of the Customs Service and implement the Anti-Corruption Policy and Action Plan for 2026-2029, with an emphasis on automation and digitalisation of customs operations, customs officer capacity building, the periodic rotation of staff holding sensitive posts, and the robust monitoring and evaluation of anti-corruption measures.

## CLUSTER 4: THE GREEN AGENDA AND SUSTAINABLE CONNECTIVITY

### Chapter 14 - Transport policy

Moldova is **between having some and a moderate level of preparation** in transport policy.



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**Some progress** was made in the reporting period, notably with the removal from the blacklist of the Paris Memorandum of Understanding on Port State Control, the entry into force of the new provisions of the Railway Code, and on the legislation concerning vehicle equipment and air passenger rights.

The Commission's recommendations from last year were partially implemented and remain valid. In the coming year, Moldova should, in particular:

→ finalise the reorganisation of the railway company, in line with the step of the Reform Agenda;

→ continue aligning the social and market rules for road transport with the EU road transport *acquis*, and ensure the implementation of the Reform Agenda step on road market access;

→ revise the regulatory framework for the development of sustainable urban mobility plans (SUMP) according to EU methodology in anticipation of the urban nodes agenda of the trans-European transport network (TEN-T) for enhanced connectivity, in line with the step of the Reform Agenda.

## Chapter 15 – Energy

Moldova has **a good level of preparation** in this area and has made **good progress** during the reporting period, including through full transposition of the EU Electricity Integration Package, transposition of the EU Oil Stocks Directive, continuous implementation of the National Energy and Climate Plan (NECP), launching the electricity day-ahead and intra-day markets and the electricity balancing market. In the gas sector, regulated tariffs for large gas consumers were removed. The government also finalised a tender for large investments in renewable energy.

The Commission's recommendations from last year were partially implemented and remain valid. In the coming year, Moldova should continue to:

→ implement energy efficiency measures and deployment of renewable energy in line with the objectives of the National Energy and Climate Plan (NECP).

→ fully implement the Electricity Integration Package in line with any recommendations issued by the European Commission, to advance with market coupling with the EU;

→ accelerate the development of security architecture for stockage of oil required by the transposed Oil Stocks Directive.

## Chapter 21 - Trans-European networks

Moldova is **between having some and a moderate level of preparation** in trans-European networks (TENs) and made **some progress** by approving the TEN-T Regulation at national level. It started and completed key feasibility studies to further align with the TEN-T network, while some progress was achieved in the deployment of the European standard gauge. It amended its energy legislation in July 2026 to further align with the TEN-E Regulation.

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should in particular:

→ continue accelerating the implementation of key infrastructure projects on TEN-T Corridors, in particular the deployment of EU standard gauge on the Ungheni-Chisinau line, the rehabilitation of the North-South railway corridor as well as projects approved under the Connecting Europe Facility (CEF) aiming at increasing TEN-T border crossing capacity;

→ accelerate progress in the preparation of priority TEN-T road and rail corridors, including the feasibility study for the Chișinău ring road, the M3 motorway and the Chisinau terminal;



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→ continue accelerating the implementation of key infrastructure projects, in particular electricity interconnectors: the Vulcănești – Chișinău Overhead Power Line, the Bălți – Suceava cross-border interconnection, the Strășeni – Gutinaș transmission line, and the Bălți – Dnestrovsk regional interconnection project.

### Chapter 27 - Environment and climate change

Moldova has **some level of preparation** in this area. **Good progress** was made during the reporting period on legislative alignment in certain areas. Moldova needs to continue and further strengthen its efforts in the areas of waste, water and biodiversity. In the field of climate policy, further work will be needed towards the establishment of a monitoring, reporting, verification and accreditation (MRVA) system of greenhouse gases (GHG).

The Commission's recommendations from last year were largely implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ further improve institutional and administrative capacity, notably for the management of protected areas, and facilitate effective interinstitutional coordination and environmental monitoring for effective implementation and enforcement;

→ operationalise the monitoring, reporting, verification and accreditation (MRVA) for the purpose of introducing carbon pricing and aligning with the EU emissions trading system (ETS) in its full scope, and align legislation on fluorinated gases and ozone-depleting substances with the EU *acquis*;

→ advance alignment, operationalise strategic frameworks and, develop costed plans, providing for adequate financing of environmental investments, particularly on waste, water, air quality and biodiversity.

## CLUSTER 5: RESOURCES, AGRICULTURE AND COHESION

### Chapter 11 - Agriculture and rural development

Moldova has **some level of preparation** in agriculture and rural development. **Good progress** was made during the reporting period, with legislation aligning the regulatory system of financial support on agriculture and rural development and on the paying agency, adopting legislation on some elements of the common market organisation, producer organisations, plans for the development of the integrated administration and control system (IACS) and establishment of an agricultural knowledge and innovation system platform (AKIS).

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ continue to strengthen the administrative capacity of the Ministry of Agriculture and Food Industry and of the Agency for Interventions and Payments in Agriculture, with a focus on implementing the aligned legal framework;

→ continue to work on setting up the IACS, in particular the land parcel identification system (LPIS), the farm register, and in establishing the farm sustainability data network (FSDN);

→ continue alignment for the EU common market organisation (CMO) and organics.

### Chapter 12 - Food safety, veterinary and phytosanitary policy

Moldova is **moderately prepared** on food safety, veterinary and phytosanitary policy and has made **good progress**, notably through legislative alignment, institutional capacity building and enhanced border controls. While significant advancements have been made in sanitary inspections, remaining gaps, notably in enforcement consistency and laboratory infrastructure,



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require further attention to ensure full compliance with the EU *acquis*.

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ continue strengthening the administrative capacity of the National Food Safety Agency for effective implementation of efficient and risk-based official controls, including through the implementation of the human resources development strategy and specialised training for inspectors from local subdivisions and border posts;

→ advance alignment with the EU *acquis* on animal health and animal welfare, including by stepping up implementation of animal welfare standards during transport, at farm and slaughter stages, and by preparing a national plan to upgrade establishments producing food, feed and animal by-products to meet EU structural standards;

→ establish a national network of laboratories and adopt a multiannual control plan aligned with EU *acquis* requirements, while reinforcing integrity safeguards in official controls, certification, laboratory testing and enforcement.

## Chapter 13 - Fisheries and aquaculture

Moldova has **between a moderate and a good level of preparation** in the area of fisheries and aquaculture and made **good progress** in the reporting period**.** It has improved the traceability of fishery and aquaculture products and has taken legislative measures to protect aquatic biological resources and strengthen the enforceability of scientific data use in the aquaculture sector, in alignment with the EU *acquis*. To align with international agreements, Moldova approved a law on the country's accession to the Agreement on Port State Measures to Prevent, Deter and Eliminate Illegal, Unreported and Unregulated Fishing.

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ implement the multiannual national strategic plan dedicated to aquaculture;

→ continue implementing the new legislation on the organisation of the market for fishery and aquaculture products.

## Chapter 22 - Regional policy and coordination of structural instruments

Moldova is **moderately prepared** on regional policy and coordination of structural instruments. **Good progress** was made in the reporting period, notably by strengthening institutional structures, advancing legislative alignment, and enhancing operational capacity for Interreg programmes.

The Commission's recommendations from last year were largely implemented. In the coming year, Moldova should, in particular:

→ continue aligning with the EU cohesion policy *acquis* by adopting a clear legal and strategic framework for regional policy programming, monitoring and evaluation, in line with EU cohesion policy principles and institutional requirements;

→ strengthen administrative capacity for managing structural instruments by clarifying mandates across institutions, reinforcing coordination between central and regional levels, and investing in stable staffing, training and project preparation;

→ establish a more robust system for risk management, irregularity detection, reporting and follow-up, in line with EU requirements for sound financial management and protection of EU funds.



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### Chapter 33 - Financial and budgetary provisions

Moldova is **between an early stage and having some level of preparation** in the area of financial and budgetary provisions. **Some progress** was made over the reporting period, including the preparation of a roadmap for reforming the national accounts.

The Commission's recommendations from last year were partially implemented and therefore remain valid. In the coming year, Moldova should, in particular:

→ finish operationalising the coordination body for own resources;

→ continue upgrading the IT infrastructure for traditional own resources;

→ advance alignment with the EU *acquis*, particularly concerning VAT rules and GNI compilation.

## CLUSTER 6: EXTERNAL RELATIONS

### Chapter 30 - External relations

Moldova has **between a moderate and a good level of preparation** in external relations and made **good progress**. Moldova further enhanced cooperation and coordination with the EU within the WTO framework and continued to improve its framework for humanitarian assistance and international cooperation.

The Commission's recommendations from last year were largely implemented. In the coming year, Moldova should, in particular:

→ continue aligning the work of the Council for the promotion of investment projects of national importance with international and EU standards.

### Chapter 31 - Foreign, security and defence policy

Moldova has a **good level of preparation** in the area of foreign, security and defence policy. **Very good progress** was made through continued intense political dialogue with the EU at all levels, substantially increasing Moldova's capacity to counter hybrid threats, notably cyber and FIMI, and increasing its alignment rate with the EU's common foreign and security policy (CFSP). Moldova has continued its active participation in EU crisis management missions and operations under the common security and defence policy (CSDP).

The recommendations from last year were largely implemented but remain valid. In the coming year, Moldova should, in particular:

→ continue increasing alignment with the CFSP, ensure that the restrictive measures are implemented and continue to cooperate to prevent any attempts to circumvent sanctions against Russia and Belarus;

→ advance the operationalisation of the national crisis management framework by strengthening the capacity of the National Crisis Management Centre and adopting the National Crisis Management Plan, in line with the approved National Risk Assessment methodology.

## 1.3. STATE OF PLAY OF THE ACCESSION PROCESS

During the reporting period, Moldova completed the bilateral screening process on 22 September 2025. As a result, the Commission assessed all six negotiation clusters as ready to be opened. In December 2025 and March 2026 Member States provided Moldova with guidance on reform priorities for each cluster. In 2026, this was followed by the formal opening



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of accession negotiations on cluster 1 (fundamentals) in June, cluster 6 (external relations) in July as well as cluster 2 (internal market) and cluster 3 (competitiveness and inclusive growth) in October.

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# 2. CLUSTER 1: THE FUNDAMENTALS OF THE ACCESSION PROCESS

## 2.1. FUNCTIONING OF DEMOCRATIC INSTITUTIONS AND PUBLIC ADMINISTRATION REFORM

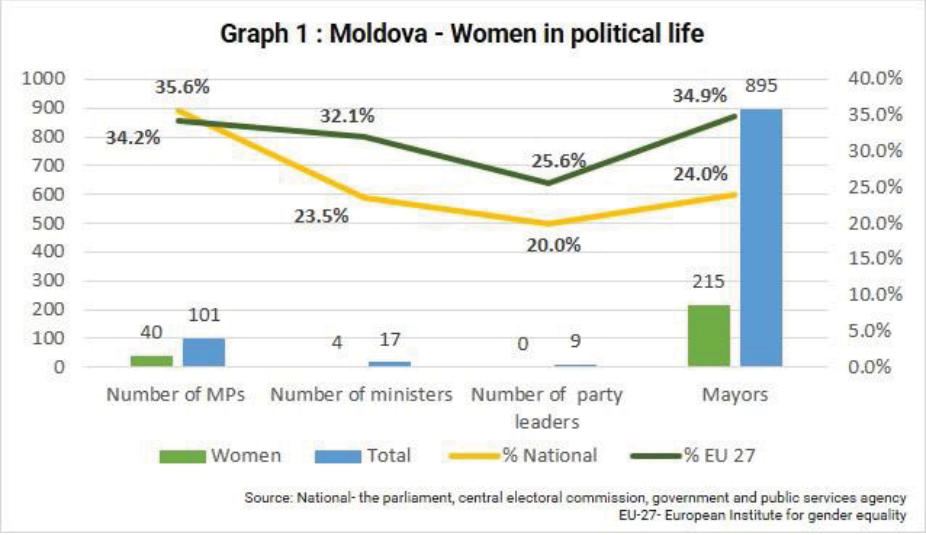
### 2.1.1 Democracy

The functioning of democratic institutions is generally stable. Moldova continued to implement EU-related reforms, despite persistent foreign interference attempts and hybrid attacks, and a notable degree of political polarisation. The authorities sought to balance measures to counter foreign interference with respect for the rule of law and fundamental rights.

**Elections**

Moldova held parliamentary elections on 28 September 2025. According to the final report by the OSCE/ODIHR election observation mission, the elections were competitive and offered voters a clear choice between political alternatives, although the process was marred by serious cases of foreign interference, vote-buying schemes, illicit financing and cyberattacks.

Following the elections of 2025, the Central Electoral Commission organised consultations with national and international observers to gather lessons from the elections. It also shared its experience with other countries in the region. The recently revised legal electoral framework is generally adequate and provides a sound basis for conducting democratic elections. The authorities work actively and in a coordinated manner to detect and counter foreign interference, including illicit financing and vote-buying schemes. The Law on combating electoral corruption should be brought fully in line with European standards.




In August 2026, Moldova adopted a new set of amendments to the Electoral Code. These new provisions aimed to facilitate postal voting, reinforce campaign-finance oversight and strengthen the fight against new forms of illicit financing, such as crypto-currency schemes, and misuse of public administrative resources. Moldova should ensure that these new amendments are in line with the Venice Commission recommendations. Based on the OSCE/ODIHR recommendations, the authorities should, among other things, ensure contestants' right to an effective remedy when



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sanctioned on the exercise of their political rights, enhance coordination between competent authorities for tackling electoral corruption and improve rules to prevent misuse of public resources. Moldova should ensure alignment with all relevant EU *acquis* in this area, including the Regulation on the transparency and targeting of political advertising, and taking into account European and international democratic standards.

Although challenges persist, Moldova has taken steps to ensure adequate inclusion of persons with disabilities, particularly in terms of accessibility for persons with psychosocial disabilities and access to polling stations.

**Parliament**

The Code on the Organisation and Functioning of Parliament was adopted in second reading in August 2026. It has sparked mixed reactions from the opposition to new provisions such as the reduction of time allocated for debate or the prohibition on MPs switching political parties during their mandate, as well as over the lack of safeguards to prevent the abusive use of emergency procedures. Moldova has requested an ex-post opinion from the Venice Commission to assess the compliance of its rules of procedures with European standards. In parallel, Moldova should adopt a code of conduct and ethics of members of Parliament and ensure practical guidance on its provisions. Rules on conflicts of interest and interactions with third parties should also be regulated in this legislation.

In 2025, only interpellations and parliamentary hearings were used as oversight tools. An effective parliamentary oversight mechanism was adopted on 27 July 2026 to monitor the activities of the National Commission for Management of Crisis Situations. The Parliament established a Standing Committee for European Integration in October 2025, composed of 11 members, which contributed to better coordination across institutions working on EU accession. It also launched a digital platform to strengthen cooperation with civil society. Dialogue between the majority and the opposition is insufficient, and no plenary session was dedicated to opposition draft laws.

A legislative plan for 2026 was adopted in February, contributing to greater transparency. The number of draft laws submitted under urgent procedure or priority procedure decreased but still remains considerable. Out of 339 legal acts adopted in 2025, 28 legal acts were adopted under the fast-track procedure and two in urgent procedure.

Moldova has made progress on women's political participation: women accounted for 44% of candidates in the 2025 parliamentary elections, supported by the mandatory 40% gender quota.

**EU integration**

The institutional framework for EU integration remains in place. The administrative capacity of the Bureau for European Integration continued to improve, supported by increased staffing and a gradual strengthening of its operational functions.

The 2026-2028 National Development Plan continued to guide the integration of EU accession priorities. The 2025-2029 National Programme for the Accession of Moldova to the EU was updated in December 2025 to further reflect new reforms undertaken in the accession process.

Moldova has continued implementing its roadmap on the functioning of democratic institutions. Progress was achieved on the transparency of parliamentary activities with the launch of a modernised online portal. All plenary sessions are broadcast live.

**Governance**

The government changes in July 2026 did not affect the strategic approach to maintain the accelerated pace of reforms in the context of the EU accession process.

The State Chancellery adopted a guide on strategic planning in autumn 2025, providing a unified reference framework for correlating public policy with planning documents. In 2026, the e-Monitoring information system was launched to support reporting on the progress on the legislative process.

The first instance verdict of seven years imprisonment issued against the former Governor *(Bashkan)* of Gagauzia was upheld by the Court of Appeal on 28 May 2026. The elections of the Gagauz People's Assembly and Bashkan are planned for 15 November 2026. These were initially delayed due to legal and institutional uncertainties concerning the applicable electoral framework, including the alignment of regional electoral legislation with the national Electoral Code. Following the Constitutional Court ruling of 9 July 2026, the Electoral Code was amended in August, clarifying the rules and responsibilities for the organisation of regional elections in Gagauzia.

The state of emergency introduced temporarily March and in September 2026 in the context of persistent energy security risks as well as the hydrological situation did not significantly affect the functionality of central government. The parliamentary oversight over the state's management of crisis situations has been strengthened through amendments adopted in July 2026, that aim to ensure accountability, transparency and the protection of citizens' rights.

**Civil society**

Civil society organisations (CSOs) in Moldova operate in an overall enabling environment, supported by a legal framework that safeguards fundamental freedoms and aligns with European and international standards on freedom of assembly and association. During the reporting period, there were gradual improvements in participatory governance, such as the adoption of the Law on public participation in decision-making and the Law on volunteering, introducing clearer procedures, expanding opportunities and aligning national policy with European standards.

Some gaps persisted in practice in ensuring consistent and meaningful participation of civil society organisations in the legislative process. Although eleven out of twelve parliamentary committees have formally established expert councils, their activity has not yet fully started, which limits opportunities for structured dialogue and for CSOs to contribute to policymaking.

To reinforce the inclusion of citizens and civil society in the legislative consultative process, Moldova adopted a Law on Public Participation in August 2026. This aims to establish dialogue platforms between civil society and the authorities and to also introduce enforceable obligations for both central and local authorities throughout the entire decision-making cycle. It promotes the use of digital tools (particip.gov.md and e-Democracy) and introduces a regulated civic initiative mechanism allowing citizens to submit policy proposals through the e-Democracy platform.

Verbal attacks against CSOs and media organisations intensified in 2025, particularly in the context of the parliamentary elections and the suspension of USAID funds.

Financial sustainability remains the sector's most significant vulnerability, driven by heavy reliance on external funding. Nonetheless, in 2025, 1 050 non-commercial organisations and religious organisations benefited from financial support directed via the 2% designation mechanism, representing a 15% increase compared to 2024.

### 2.1.2. Public administration reform

Strategic framework on public administration reform

The **strategic framework** for public administration reform (PAR) is formally in place, though implementation gaps persist. The Government advanced the PAR Strategy 2023-2030 and its



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2023-2026 implementation programme, in line with the PAR Roadmap. The self-reported implementation rate of the actions foreseen by the Programme for 2025 is 65%. The mid-term evaluation of the 2023–2026 implementation programme for the PAR strategy was completed, approved and published during the reporting period, in consultation with OECD-SIGMA experts.

During the reporting period, a key focus was the local administration reform, particularly the voluntary amalgamation of local municipalities. Following initial consultations, amendments to the voluntary amalgamation law were adopted aimed at simplifying procedures and granting greater local autonomy, while secondary legislation is being updated to reflect these changes, with funds allocated to incentivise amalgamation. By 31 August 2026, 63% of the local municipalities had agreed to voluntarily amalgamate while the normative process is set to consolidate the reform by end-November 2026.

The **institutional framework** remains largely unchanged. The political leadership for PAR remains concentrated at the level of the Secretary-General of the Government and the State Chancellery. Broader political endorsement and visibility is needed, especially for communicating the benefits of reform such as central, regional and local administration restructuring.

On financial sustainability of PAR, under the draft Government Decision on the approval of the Medium-Term Budgetary Framework (MTBF) for 2026-2028, an amount of MDL 246.27 million (approximately EUR 12.31 million) is planned for the implementation of PAR in 2026. This amount is also an increase from the planned annual allocation of MDL 100 million (EUR 5 million) in 2025.

The first meeting of the EU–Moldova Subcommittee on Public Administration Reform was held on 25 June 2026 in Chisinau, establishing a structured format for political and technical dialogue with the European Commission on public administration reform.

Policy development and coordination

Moldova has established a solid **policy development** framework, with strengthened coordination structures and the adoption of key strategic documents, including the 2025-2029 National Programme for Accession to the EU (NPA) and the 2026-2028 National Development Plan. To support the planning, monitoring and reporting of policy implementation, including EU commitments, the digital tool *e-Monitorizare* was developed and is currently in pilot stage More institutional capacity is needed to address uneven administrative capabilities, policy silos and weak linkages between strategic planning and budgeting. The link between policy and finance remains one of the weakest parts of the system and has deteriorated in 2026. Continued focus on improving policy costing, monitoring and cross-ministerial collaboration will be essential to consolidate and ensure sustainable reform.

On **evidence-based policymaking**, the legal framework is in place despite implementation being weak. In 2025, regulatory impact assessment methodologies and performance-based monitoring mechanisms were improved, but gaps in implementation remain. Public consultation platforms have expanded, notably through the modernisation of the public participation portal.

Public financial management

Reforms on **public financial management** have continued to advance, while further improvement is still necessary. Progress continued in implementing the Strategy for the development of public finance management for 2023-2030 and its action plan for 2025-2027 as evidenced by its mid-term evaluation. In December 2025, the Law on public finance and fiscal responsibility was amended with effect from 2027, introducing the legal requirement to have regular **spending reviews** to assess efficiency, effectiveness and relevance of public



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expenditure, as well as to reallocate resources to relevant policies. The amendment also requires financial reporting for extra-budgetary entities and institutionalises budget expenditure review every seven years.

Adherence to fiscal rules continued to show systemic weaknesses. The budget calendar is not systematically followed as required by law, reducing the time for parliamentary scrutiny. The Law itself was amended in December 2025, with changes creating some opportunities for improvement in the PFM area, such as spending reviews, costing of new policy proposal proposals and public investment management. The 2026-2028 and 2027-2029 **medium-term budgetary framework** (MTBF) were developed but not adopted during the reporting period, indicating that the MTBF is not yet embedded in the implementation of the annual budget calendar. The link between strategic planning and the MTBF remains weak and needs improvement. The share of expenditure kept under the 'General actions' budget line decreased in the 2026 budget from 60% to 29%, providing limited improvement in budget transparency. Gender-responsive budgeting has only been partially institutionalised into budget planning and reporting. Moldova made some improvements in the area of **public investment management** by reforming the relevant institutional framework for the preparation and selection of projects, including the appraisal through the single project pipeline of all new investment projects included in the annual budget, and the establishment of dedicated focal points and subdivisions in line ministries. Additional effort is needed to improve all stages from planning to implementation of investment projects.

Public service and human resources management

The public service and human resources management system needs to be improved. A new law adopted in August 2026 foresees that an evaluation of the over 50 public bodies, including key regulatory agencies, functioning outside civil service rules with weaknesses in governance, accountability and transparency, will be carried out in 2027, accordingly to a new transparent methodology. **Merit-based recruitment and selection** frameworks are not applied consistently, and are weakened by limited competition, exemptions from recruitment practices and decentralisation. New legal amendments were adopted, aiming at strengthening and clarifying responsibilities of the role of Secretaries General in ministries by allowing greater flexibility in internal structures and reinforcing their coordination of key administrative functions, including public policy, external assistance, legal affairs, HR, finance, ICT, and document management. Efforts are ongoing to implement a competency framework for senior management and introduce a centralised recruitment system for central public administration.

The current salary system is fragmented and complex and fails to ensure competitiveness and transparency of remuneration. A civil service **remuneration** reform has been developed in the framework of a broad process of public consultations; a new law is planned to come into force in January 2027. The reform should include job evaluation, pay analysis, the design of a revised salary scale and a budget impact assessment framework.

A new **human resource management information system** (HRMIS) is still in the development phase. Currently the system remains mostly decentralised, with limited monitoring and reporting.

The civil service continues to face a high vacancy rate of 20.06%, especially in executive roles (23.16%) and senior management posts (20.66%), while other management positions have the lowest vacancy rate at 8.12%. Across the wider public sector, 57,954 of 67,832 permanent posts were occupied on 1 January 2026, giving an employment rate of 85.4%, slightly lower than 85.7% in 2024. Recruitment through competitions has improved, rising from 1.6 candidates per post in 2020 to 2.6 in 2025, the highest level so far. However, participation is still relatively low, and only around 52% of advertised posts were filled this way. The system has limited ability



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to distinguish between different levels of performance. Staff turnover has improved but remains notable. Voluntary turnover fell to 7.0% in 2025 from 8.4% in 2024, while total turnover declined to 9.4% from 11.6%.

**Gender balance** is generally achieved in senior management positions (over 50%), while there is a majority of women in the public service overall (over 70%). Gender equality policies should be strengthened.

Accountability of administration

The **accountability** of the public administration still needs to be improved. The legislative framework provides for a governance and accountability scheme for ministries, administrative authorities under ministries, and central administrative authorities reporting to the Government. A restructuring of central public administration is ongoing, based on the new law on certain categories of public institutions, adopted in July 2026; however, it does not address all the system's bottlenecks. Despite independent oversight bodies being in place and operational, implementation of their recommendations by public authorities remains inconsistent.

The right to **access public information** is generally well regulated, but improvements in implementation are needed and public authorities still struggle to publish aggregated data or ensure effective monitoring functions. Transparency procedures have improved through proactive information disclosure on the e-Democracy platform.

On the **right to administrative justice**, while the legal framework is in place, its practical implementation across public institutions remains uneven, undermined by lengthy administrative procedures and limited operational capacity.

Service delivery to individuals and business

Moldova has made significant progress in developing a framework for **digitalisation** and modernisation of public services, including through e-government platforms and service portals. Digital access to public services continued to expand during the reporting period. The EVO integrated governmental portal now brings together 636 public services, of which 70.3 % (447 services) are available online. User uptake of e-services increased significantly, including in rural areas where 118 Unified Centres for Public Service Delivery (CUPS) were set-up to respond to the persistent low demand. As of February 2026, the e-Governance Agency is undergoing a CAF assessment, contributing to the institutional self-evaluation and benchmarking in line with EU best practices. However, significant gaps persist. The absence of a government-wide performance metrics system and a comprehensive quality management policy undermine consistency. A new law on accessibility requirements for certain products and services was adopted in August 2026, in line with EU *acquis.* It ensures standardised accessibility requirements for key products and services, including digital, banking, e-commerce and transport services for persons with disabilities.

## 2.2 RULE OF LAW AND FUNDAMENTAL RIGHTS

### 2.2.1 Chapter 23: Judiciary and fundamental rights

*The EU's founding values include the rule of law and respect for human rights. An effective (independent, high-quality and efficient) judicial system and an effective fight against corruption are of paramount importance, as is the respect for fundamental rights in law and in practice.*

**Functioning of the judiciary**

Strategic documents



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The implementation of the 2022-2025 Justice Sector Reform Strategy and its action plan has been partially satisfactory, although some actions were no longer relevant by the end of the implementation period. A new strategy is under preparation and is expected to address the outstanding sectoral issues together with new priorities. The first Superior Council of Magistracy Strategic Plan (2025-2029), the Strategic Development Programme of the Superior Council of Prosecutors (2025-2029), the Human Resources Strategy of the Judicial System and the Strategic Development Programme of the Superior Council of Prosecutors (2025-2029) were all adopted in 2025 and are in the early stages of implementation. The Strategic Development Plan of the National Institute of Justice for 2026-2031 was adopted in July 2026. Consultation among key actors is ongoing to adopt a comprehensive salary reform, aiming at improving the attractiveness of judicial positions.

Management bodies

The Superior Council of Magistracy (SCM) and the Superior Council of Prosecutors (SCP) are fully functional in full composition with vetted members and continue to exercise their responsibilities for managing the justice and prosecution services, including appointments, promotions and career of judges and prosecutors. By September 2026, the Superior Council of Prosecutors had exercised its legal prerogative to overturn six negative reports from the Vetting Commission, which appealed both decisions to the Supreme Court of Justice. The SCM and SCP's capacities should be further strengthened by increasing their staffing, especially in the secretariats, where only around 60% of positions are filled, and by improving their internal procedures.

The SCM and SCP specialised bodies are almost in full composition with vetted members. In March 2026, the SCM's Selection and Evaluation Board reached its full composition with nine vetted members. The SCM's Disciplinary Board is still missing two (vetted) members to reach its full composition of seven members. Remaining vacancies should be filled without delay. All members of the SCP's Selection and Evaluation Board were appointed. The last remaining member of the SCP's Disciplinary Board, representing civil society, is still to be appointed.

The re-evaluation of pending appeals as part of the process of extraordinary evaluation of candidates for vacant positions in the SCM and the SCP (also known as 'pre-vetting') ended in November 2025, with the last appeal having been ruled on by the Supreme Court of Justice.

Legislative amendments adopted in December 2025 extended the ex officio membership of the Minister of Justice in the SCP until January 2028, backtracking on an earlier commitment to remove this membership to ensure the independent functioning of the SCP and to meet GRECO recommendations. The Minister's membership must be removed without delay, and until that time, the Minister has taken a commitment to not take part in any decisions related to the selection, evaluation or careers of prosecutors. An amendment in that sense has been adopted in first reading in October 2026.

Independence and impartiality

The independence and impartiality of judges and prosecutors continued to improve, in particular through the extraordinary evaluation ('vetting') of judges and prosecutors in top positions.

During the reporting period, the vetting process continued. It progressed for candidates for the Supreme Court of Justice, with five new judges vetted and appointed, which allows the Supreme Court of Justice to reach quorum as currently 12 of the 20 positions are filled. The vetting process for the judges of the Courts of Appeal was completed in early 2026, while the vetting for candidate appeal judges is at an early stage. The vetting for the presidents and vice-presidents of first instance courts launched in May 2025 has been completed for sitting judges. Vetting was extended in December 2025 to anticorruption judges. The process has been

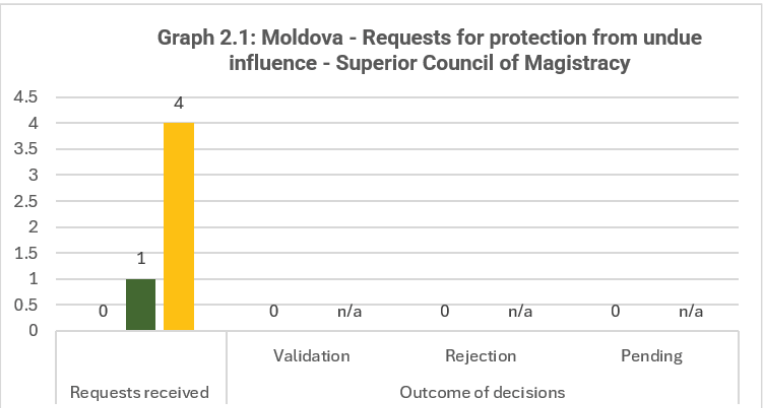


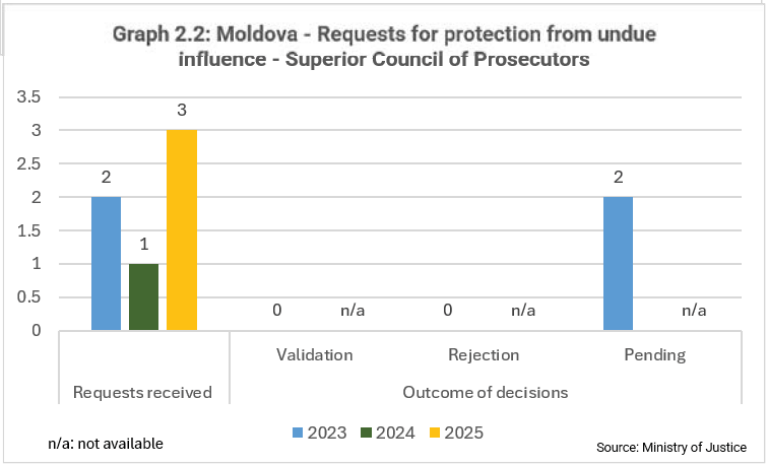
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initiated but none have been vetted yet. The vetting process for specialised anti-corruption prosecutors is ongoing and registered good progress in 2026, the vetting of specialised prosecutors on organised crime and chief prosecutors from the General Prosecutors' Office, launched in May 2025 progressed but remains at a very early stage, as does the vetting of managerial prosecutors in territorial offices.

The vetting process has led to a significant number of resignations in the judiciary and prosecution service, and most vacancies were not filled during the reporting period. Vacancies in the Supreme Court and Courts of Appeal in particular continue to negatively impact judicial capacity, limiting the system's ability to address existing backlogs.

The two vetting commissions for judges and prosecutors are in full composition with nine members each. The process for the appointment of new international members following resignations raised concerns and strong criticism from civil society and opposition. The new rules for selection were adopted in a rushed manner without consultation. The Venice Commission opinion noted that in the specific circumstances, the anti-deadlock mechanism chosen by the Moldovan authorities does not in itself run counter to international standards, but recommended ensuring a meaningful interval between the first (qualified majority) vote and the second (absolute majority) vote, so that the majority and opposition have a genuine opportunity to negotiate the nomination of international members. Moldova should implement these recommendations. A Constitutional Court ruling is pending on these amendments.




In May 2026, Moldova submitted to the Venice Commission for review legislative amendments to extend the extraordinary evaluations of integrity to all judges, including those in first instance. The reasons invoked were a lack of confidence of the population in the justice system, and the perception that corruption is the main structural problem of the judicial system. The amendments proposed would have modified the responsibility for assessing financial integrity and changed the evaluation criteria. The Venice Commission recommended that the amendments proposed be reviewed, and that the extended integrity assessment should be addressed through the vetting framework, instead of being part of the evaluation process, with full procedural safeguards, explicit statutory justification, and clear legal basis for consequences that such a framework requires.

In September 2026, new draft amendments to the law on the status of judge proposed an extension of vetting only to judges working on insolvency and administrative cases. The law on the Constitutional Court has been amended to address outstanding Venice Commission



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recommendations, notably on the transparency of the nomination procedure.

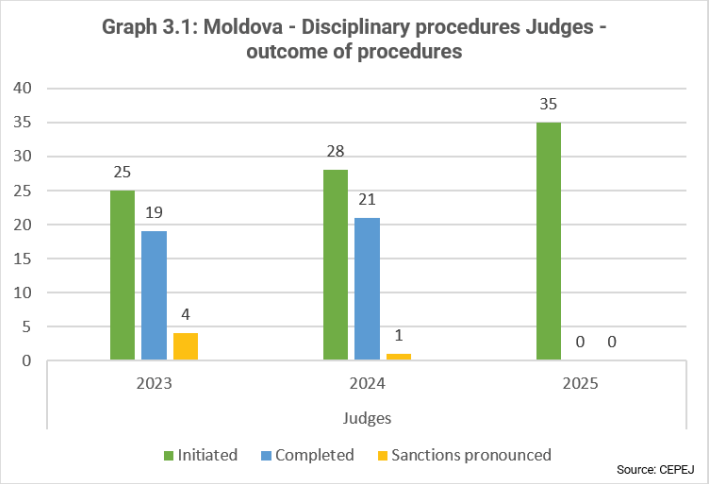
Amendments to the law on performance evaluation of judges and prosecutors entered into force in August 2025, aiming to strengthen the integrity verification mechanism for judges and prosecutors not subject to the vetting process. Minimal progress was registered in their implementation in the evaluation of judges by the SCM with 27 judges evaluated out of 128.

In September 2025, the SCM increased the number of judge positions to 510 judges. In 2025, the Selection and Evaluation College of the SCM selected 109 candidates for the position of judge. From these, 51 were proposed for appointment for the President and 36 of them have been appointed as of August 2026. Out of the 15 remaining candidates, 13 have either withdrawn their candidacies or have been refused repeated proposals by SCM, following the initial refusal by the President to appoint them based on professional competence concerns, despite the SCM's positive assessment. Two candidates remain pending appointment by the President. The SCM organised 37 competitions to fill judge positions in the system and decided the transfer of 17 judges to different instances. As regards prosecutors, the Selection and Evaluation College of the SCP evaluated 21 candidates in 2025 and proposed seven candidates for appointment. As of August 2026, the Selection and Evaluation College of the SCP carried out selection procedures in respect of 32 candidates, two of whom subsequently withdrew before the interview stage. Out of the 30 remaining candidates, 10 were proposed for appointment. All of them were NIJ graduates. The system for random allocation of cases among judges is in place and is fully used. The system still needs to be complemented with a common online calendar for judges, lawyers and prosecutors. An automated system for randomised allocation of cases to prosecutors based on strict and objective criteria should be introduced. Moldova amended its law strengthening the guarantees of the prosecutors' procedural independence in order to further strengthen the autonomy of the specialised prosecutors. It was adopted in first reading in October 2026.

Accountability

The framework for the regulation of accountability is largely satisfactory.

In terms of its implementation, in 2025, 35 disciplinary proceedings were initiated. 25 were processed by the SCM Disciplinary Board (including 14 carried over from 2024). Four warnings, three reprimands, and two dismissals were issued but due to appeals, there were no final decisions by the end of 2025. The SCM should accelerate decision making on disciplinary proceedings.



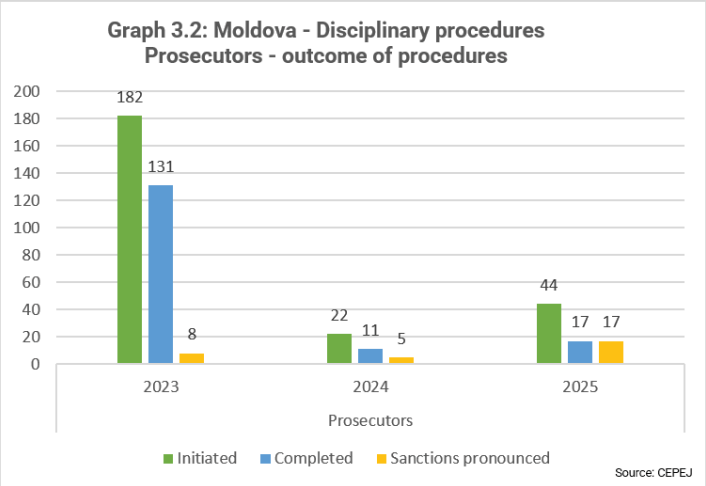

The Disciplinary and Ethics Board of the SCP carried out 44 disciplinary procedures concerning 39 prosecutors, with 17 sanctions including warnings, reprimands, dismissals and one position downgrade.

All judges, prosecutors and candidates for these posts have to submit annual declarations on assets and interests to the National Integrity Authority (NIA). In 2025, there were no cases initiated against judges or prosecutors concerning violations related to their declarations of assets. NIA's capacity should be strengthened to improve the verification of assets.



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The codes of ethics for judges, prosecutors and lawyers are in place. Additional amendments were added to the Code of Ethics for Judges in March 2026 to update the rules of professional conduct, in particular online.

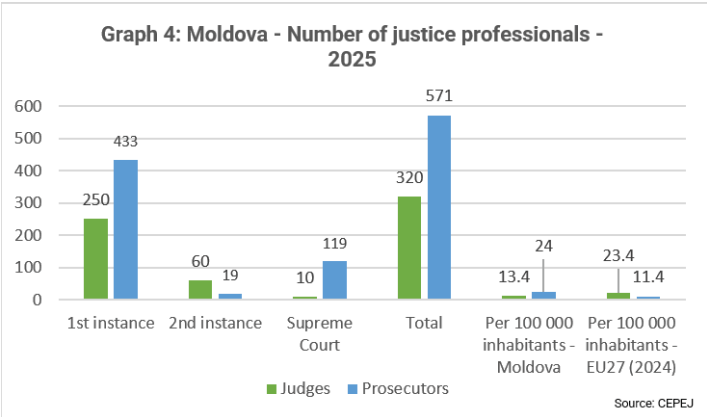



Both Councils have in place an inspection board for investigations and a disciplinary board for the enforcement of decisions, which reinforces the independence of the bodies. These ethics and disciplinary mechanisms should be used more effectively. The Committee on Ethics and Professional Conduct of Judges under the SCM did not hold any meetings in the last years. The Inspectorate for Public Prosecutions is operational with six inspectors appointed out of nine.

In August 2026, the SCP adopted the Methodological Guide on uniform application of Norms regarding Legal Qualification of Disciplinary Violations Committed by Prosecutors, aimed at further strengthening accountability and integrity in the prosecution system by enhancing the disciplinary mechanism. In the judiciary, the disciplinary framework became more operational in 2025 after the temporary institutional blockage seen in 2024, when the SCM Disciplinary College lacked quorum and imposed no sanctions.

Quality of justice

The quality of justice is improving. The National Institute of Justice (NIJ) has improved the quality of its training programmes. New bylaws were adopted and curricula revised. The EU Law module was fully institutionalised, and legal drafting modules were expanded, while training programmes were introduced on managerial competencies, ethics and integrity. However, further measures are needed. The NIJ's capacity constraints negatively affect its programmes. In July 2026, the NIJ adopted an ambitious Institutional Strategy, which should be given sufficient financial allocations and political support for implementation.




Although most recommendations of the 2022 TAIEX mission have been achieved, the recommendations on amending the current model of recruiting candidates and appointing judges and prosecutors, and the admission and graduation process for the NIJ still need to be addressed without delay. The duration of the practical side of the training should be extended.

Moldova should continue efforts to ensure sufficient human and financial resources to enable the judiciary to function efficiently. The SCM's strategic plan for 2025-2029 included a human resources strategy for the judicial system is in place. However, Moldova still needs to finalise and adopt the salary reform and improve human resources management to increase the attractiveness of judicial positions. In 2025, EUR 35 million was allocated to courts of law

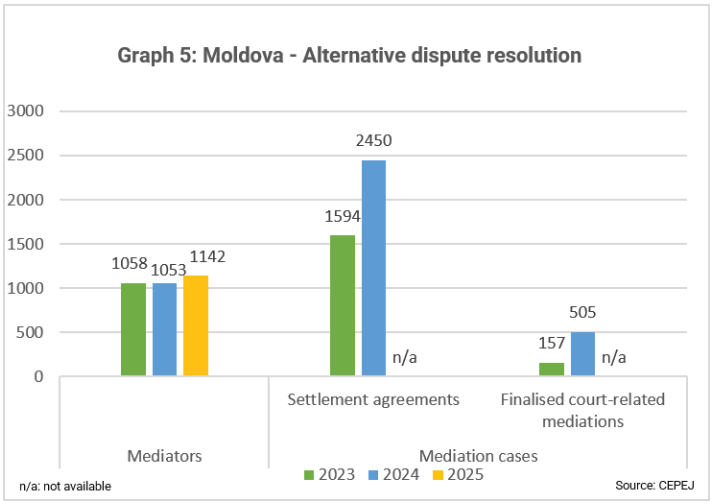


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(0.73% of the state budget) and EUR 25.8 million to prosecutors' offices (0.54% of the state budget), constituting a budget increase of 5.5% for the courts and 9.8% for the prosecution service compared to 2024.

Alternative dispute resolution mechanisms in the form of non-judicial mediation, conciliation and arbitration continue to be barely used. Most Moldovan mediators are inactive, with 48 registered mediators per 100 000 inhabitants and 173 practising in 2025. The new legal framework on mediation, adopted in February 2026 and applicable from September 2026, as well as the new law on arbitration adopted in August 2026 are expected to expand the use of these out-of-court dispute resolution mechanisms. Training for mediators is being organised to ensure that the mediation system is fully operational once the law becomes applicable.

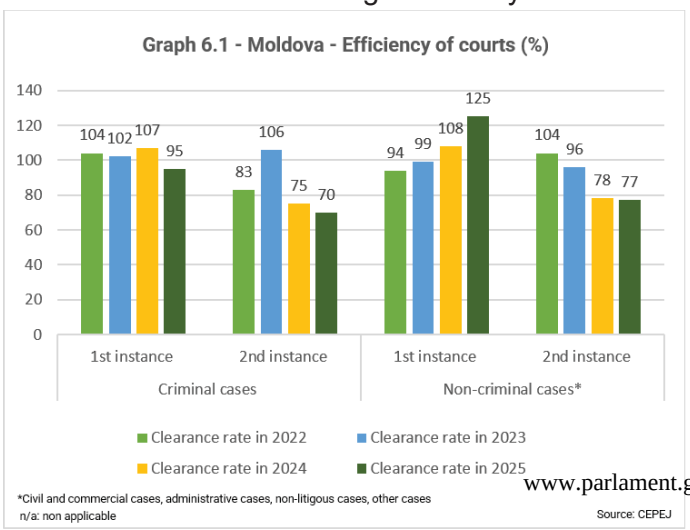
While access to justice was expanded through a law adopted in May 2025, it is still limited due to other legislative shortcomings, territorial gaps and lack of information. Regarding accessibility, courtrooms have been reorganised and adapted to facilitate access for persons with disabilities to the judicial process, including by locating the courtrooms on the ground floor or by equipping most of the courts with ramp access.




On the judicial map reorganisation and new structure of the prosecutors' offices, the number of territorial prosecutors' offices is being reduced from 36 to 14. However, the finalisation of the whole reorganisation process was postponed to 31 December 2035 due to the need to build/adapt premises to allow courts to function with higher staff numbers, sufficient courtrooms and adequate IT equipment. As a result, tangible progress has been limited. Moldova put in place a normative act in September 2026 to establish a clear monitoring framework to monitor the implementation of the judicial and prosecutorial maps. In addition, SCM, SCP, the General Prosecutor's office and the police should coordinate better to use resources efficiently and limit the number of instances in which a case is not assigned in an optimal manner.

To further improve the quality of court decisions, the Guideline on quality standards for judicial decisions was adopted by the Superior Council of Magistracy in December 2025.

As regards the reform of the Supreme Court of Justice, a Strategic Development Plan, an Action Plan and a revised Regulation were prepared with the aim of strengthening the Court's institutional role in ensuring uniformity of case law and providing methodological guidance, optimising working processes and enhancing public trust.




## Efficiency

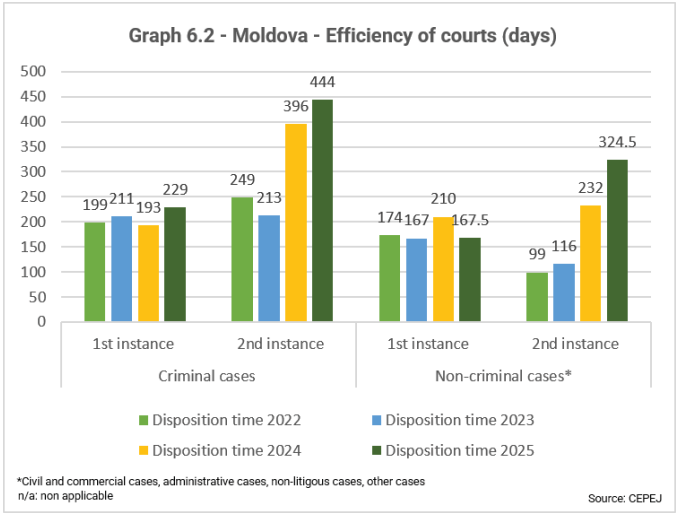
The efficiency of justice improved partially

Moldova spent EUR 65 million on its judicial system in 2025, which is an increase compared to 2024 in the court

budget (8.7%), legal aid budget (0.3%) and for prosecution services (12.2%).

The disposition time in first instance for civil and commercial cases improved while it worsened in second instance. Clearance rate and disposition time for administrative law cases in first instance improved considerably in 2025 (148% in 2025 compared to 101% in 2024, and 209 days in 2025 compared to 476 days in 2024).

Disposition times remain high in administrative cases in second instance and in criminal cases in all types of courts. Disposition time reached 1018 days for criminal cases at the Supreme Court of Justice in 2025 (compared to 865 in 2024). The clearance rate should be further improved for the second instance, particularly in criminal courts, but reaches a good level for criminal cases assigned to the Supreme Court of Justice (99% clearance rate). During the first half of 2026, clearance rates improved in second instance cases overall compared to 2025.



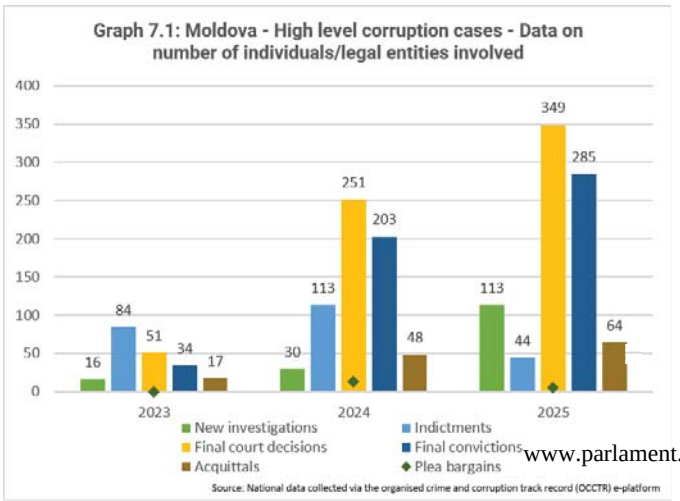

Further efforts remain necessary to ensure consistent improvements across all court levels to avoid accumulation of pending cases and backlogs and prolonged duration of trials. The Courts of Appeal show an improved trend in their clearance rate for civil and commercial cases, but they remain below 100% overall. It should be noted that in 2025, the Supreme Court of Justice examined 95% of the cases received, with just 10 out of 20 judges in post.

The Agency for Digitalisation in Justice and Judicial Administration (ADJAJ), officially set up in January 2025 has an extremely limited capacity due to persistent staffing concerns. The level of use of IT tools across the justice system remains uneven and partial. In August 2026, normative amendments promoted the digitalisation of certain judicial procedures. Further legal framework improvements are needed, together with a decisive reinforcement of ADJAJ mandate and institutional capacity.

**Fight against corruption**

Track record

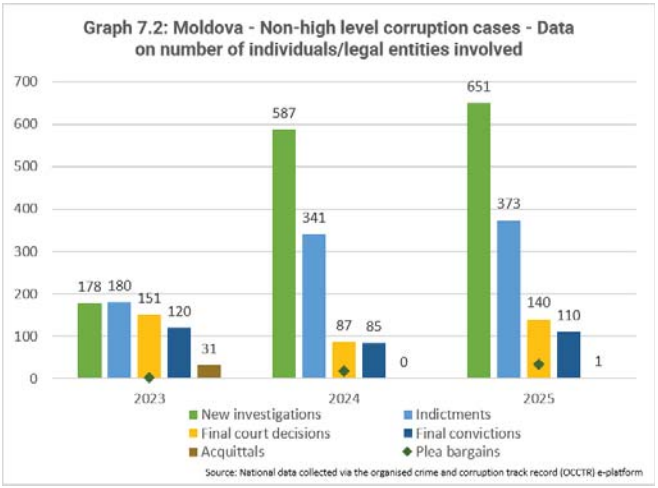
The track record on the fight against corruption has further improved during the reporting period, although significant weaknesses remain, in particular as regards the timely adjudication of complex corruption cases, the translation of increased investigations into final court rulings, and effective confiscation of assets. More proactivity is needed in certain vulnerable sectors such as public procurement.




On high-level corruption cases in 2025, the Anticorruption Prosecutor's Office (APO) sent 38 criminal cases to court involving 44 persons, compared to 71 cases involving 113 persons in 2024. Courts of first instance, with the participation of APO prosecutors,

delivered 202 judgements, of which 128 were convictions involving 181 persons, 50 were terminations involving 104 persons, and 24 were acquittals involving 64 persons. The total value of fines and confiscations ordered in cases sent to court reached MDL 365 120 532 (EUR 18 080 769), which is almost five times higher than the total value ordered in 2024, albeit from a low base. 65 convicted persons received prison sentences. Compared to 2024, when the APO brought 71 cases involving 113 individuals/entities, the number of new high-level corruption cases sent to court was lower, but the total number of final court decisions increased from 183 in 2024 to 202 in 2025. The lower number of high-level corruption cases sent to court together with a significant increase of confiscated assets demonstrate an orientation towards more complex cases that require longer investigations but have higher impact.

At the same time, the deterrent effect of sanctions continued to be affected by lengthy court proceedings and the lapse of statutes of limitation, which APO identifies as a major obstacle in complex corruption and financial crime cases. For example, in 2025, 38 first instance court proceedings on high level corruption cases, involving a total of 85 persons, were terminated due to the lapse of the statute of limitation.




In the first six months of 2026, 59 high-level corruption cases were initiated, 25 were sent to court and 50 conviction judgements were delivered. Seizures amounted to approximately MDL 39.8 million (almost EUR 2 million), while courts ordered confiscations of approximately MDL 3.8 million (EUR 187 739). These interim figures should be read together with the continuing need to secure timely adjudication and effective enforcement of confiscation orders.

The National Anticorruption Centre (NAC) reported strong operational activity in 2025. NAC investigative officers detected 847 crimes (749 in 2024), of which 792 were corruption and corruption-related offences (701 in 2024). The most common offences included active bribery, passive bribery and trading in influence. NAC also reported 20 cases of electoral corruption and 6 cases of illegal financing of political parties. During criminal investigations, 129 persons were detained and 77 persons were taken into custody. During the first half of 2026, NAC detected 447 crimes, of which 411 were corruption and corruption-related offences. It initiated 428 criminal cases, referred 201 cases to court and recognised 500 persons as suspects. During the same period, the Asset Recovery Agency (CARA) seized 382 assets, worth more than MDL 236.4 million (EUR 11.7 million).

The effectiveness of asset recovery remains limited. A 2026 Court of Account audit found that, at the end of 2025, 6 227 frozen assets were recorded with a total value of around MDL 9.6 billion, while only around 0.6% of the value of assets frozen by CARA in 2018-2025 was effectively recovered and transferred to the state budget. The audit also identified weaknesses in assets records, interoperability and realisation of confiscated property. The authorities need to translate asset tracing and freezing into executed confiscation and actual recovery.

Legal framework

The legal framework on the fight against corruption is broadly adequate regarding preventive measures and was further strengthened in 2025, while major gaps remain regarding repressive measures, resources and training for specialised bodies, lobbying regulation and comparable



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statistical reporting.

GRECO's Fifth Evaluation Round Compliance Report published in April 2026 concluded that seven out of 25 recommendations had been implemented satisfactorily, while 12 were partly implemented, and six not implemented. The Law on Professional Ethics in public administration was adopted in July 2026, while a draft Code of Ethics and Conduct for Government members was publicly consulted in August 2026. Moldova is addressing remaining several important GRECO recommendations; for instance limiting the participation of the Minister of Justice in the SCP's decision-making in 2026 and removing the ex officio membership of the Minister of Justice in the SCP as of 1 January 2028, addressing rules on contacts with lobbyists, conflict of interest, asset declaration and post-employment restrictions.

On electoral corruption, key recommendations of the Venice Commission and of OSCE/ODIHR remain unaddressed, notably on clarifying the grounds for suspending and dissolving political parties or the criteria for banning successor parties declared unconstitutional. Moldova should ensure the Law on combating electoral corruption is brought into line with European standards.

In July 2026, Moldova amended its national legislation with a view to aligning whistleblower protection with the EU *acquis* as regards the conditions for protection for reports and public disclosures, and the measures of support and protection against retaliation.

Strategic documents

The strategic documents are in place and adequate in terms of prioritising actions to respond to current gaps. The National Integrity and Anticorruption Programme (NIAP) 2024-2028 and its action plan are supported by an effective and comprehensive monitoring methodology with semi-annual and annual reporting, a monitoring group, a secretariat within NAC, and parliamentary oversight. The reports are made publicly available via the NAC's website. The implementation framework serves as a vehicle for following up on recommendations related to GRECO, the OECD's Anticorruption Network for Eastern Europe and Central Asia and the United Nations Convention against Corruption. At the same time, implementation remains mixed and further efforts are needed, including more targeted anticorruption responses in high-risk sectors. The programme should be updated to include the newest round of recommendations from these organisations.

In June 2026, the Parliament adopted the National Programme and Action Plan for modernising the investigation and prosecution system in the fight against corruption, organised crime, financial fraud, money laundering and other illicit activities for 2026-2027. In 2025 overall, six strategic analyses were carried out. In the first quarter of 2026, five strategic analyses were under review. These covered areas such as customs, illicit trafficking of narcotic substances, the recovery of criminal assets, and judicial practice in corruption cases.

Institutional framework

The institutional framework on the fight against corruption is in place and is adequate regarding preventive measures and satisfactory regarding law enforcement.

Through amendments to the Criminal Procedural Code in June 2026, Moldova re-distributed the anticorruption investigation and prosecution functions of APO and NAC. The new institutional framework is expected to strengthen the financial crime investigation system and places APO in the lead of investigations. For the other high-level corruption cases, NAC is led by APO in the investigative process. The 2026-2027 modernisation programme complements this model through NAC capacity-building, specialised functions for criminal-asset recovery and virtual assets, and an increase of 150 posts.

Moldova has an overall well-established and operational specialised institutional setup for

corruption prevention and anticorruption policy coordination, centred on the NAC for the prevention, coordination and investigation of corruption and corruption-related offences within its competence, and on the NIA for asset and interest declarations, conflicts of interest, incompatibility of office and related integrity restrictions. Capacity constraints remain, in particular on the NIA's effective verification capacity and the full practical functioning of automated and interoperable verification tools. In August 2026, NIA launched public consultations on a new concept for the *e-Integritate* system, to replace the current one, and started implementing its internal guidelines, expanded the powers of its president for more coherent control practice and tightened the declaration and verification of assets system.

Attention should be paid to ensuring a more effective framework for the proactive detection of latent high-level corruption cases. In this regard, cooperation, operational coordination and the overall institutional setup for high-level corruption detection should be further strengthened.

Asset recovery and management reforms advanced with the introduction in February 2026 of a Law on Social and public-interest use of confiscated assets. Moldova should ensure that financial investigations lead to timely freezing, final confiscation and measurable recovery.

Following the adoption in 2025 of the law to set up specialised anticorruption panels, Moldova faced a low participation rate in the competitions for these panels. Moreover, legislative amendments are needed to ensure that these panels retain jurisdiction over all high-level corruption cases.

At the end of 2025, Moldova amended the vetting law to include all first instance judges that are part of the anticorruption panels, in line with Venice Commission recommendations, and judges who have dealt with corruption cases at any point after 2017.

**Fundamental rights**

General framework

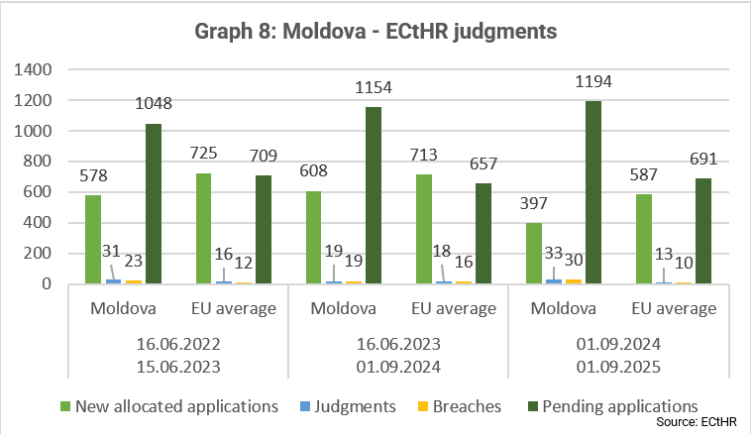
The general framework on fundamental rights is broadly satisfactory. The implementation of these rights should be improved, notably by allocating adequate resources to relevant bodies.

International human rights instruments

The cooperation with international human rights monitoring bodies and follow-up to their recommendations needs to be improved. During the reporting period, Moldova ratified the second Protocol of Convention 108 of the Council of Europe on the protection of personal data.

Moldova has not yet ratified the European Charter for Regional or Minority Languages or the Protocol No 12 of the European Convention on Human Rights (on anti-discrimination).

European Court of Human Rights




The cooperation with the European Court of Human Rights (ECtHR) and the implementation of its judgments need to be improved. Moldova appointed a Government Agent to the ECtHR in July 2026 and should support her with the secondment of staff at the Department of Execution of the ECtHR judgments.

Over the reporting period, the ECtHR delivered 48 judgments

against Moldova and found breaches of the European Convention on Human Rights relating mainly to adequate investigation of ill-treatment or domestic violence, the lack of an effective legal remedy and discriminatory attitude of the authorities based on gender and disability. The non-execution of court decisions, disproportionate interference in the right to property and inhuman detention conditions are among the most common violations.

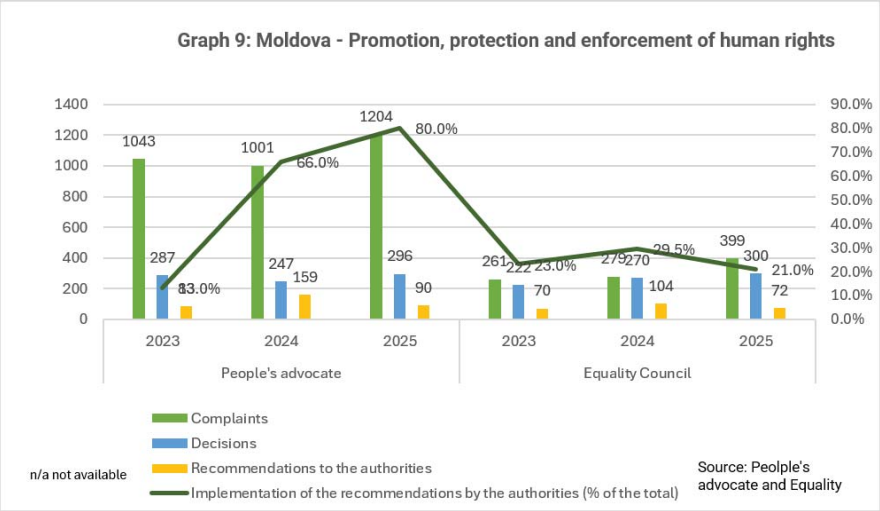
Currently, there are 24 leading cases under enhanced supervision by the Committee of Ministers related notably to the right to a fair trial and inadequate investigation of ill-treatment.

At the end of the reporting period, the Government Agent presented an Action Plan on the execution of the ECtHR judgments, focusing on groups of cases under enhanced supervision, with the aim of obtaining their closure or their downgrade to the standard supervision.

Promotion, protection and enforcement of human rights

The legal and institutional framework for the promotion, protection and enforcement of human rights is in place, but implementation needs to be improved. Gaps in legislation continue to persist, notably on torture and ill-treatment, procedural rights and non-discrimination.

While the implementation rate of the recommendations issued by the Equality Council rose to 36% (from 29% in 2024), the implementation rate of the recommendations directed at public authorities decreased to 21% in 2025. The implementation rate for recommendations by the People's Advocate office increased to 80% in 2025 (from 64% in 2024). In order to increase the implementation rate of the recommendations issued by the Ombuds institutions, Moldova has convened 19 meetings with relevant public institutions and developed an electronic register to monitor their enforcement.

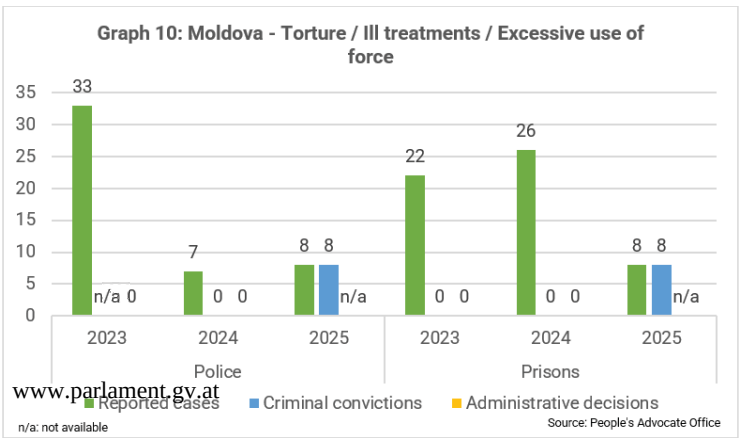



Both institutions remain understaffed, especially the Equality Council with twelve vacant positions. Moldova's legal framework does not provide the Equality Council with the financial resources necessary to perform all its duties effectively. Its sanctioning mechanism and competence to assist victims of discrimination should be strengthened.

The National Human Rights Council has not been convened during the reporting period.

Prevention of torture and other forms of ill-treatment

Moldova provides legal guarantees on the prevention of torture and ill-treatment, nevertheless further legislative safeguards could be adopted and the follow-up to cases remains insufficient.




Moldova still needs to address the

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2023 recommendations of the Committee on the Prevention of Torture (CPT). Progress in combating and investigating ill-treatment and torture remains limited. The National Preventive Mechanism (NPM) operates independently and monitors detention facilities.

The ECtHR in its *Petrov v. Moldova* judgment of March 2026 condemned Moldova for the informal prisoner subculture. Several cases of alleged ill-treatment in detention are pending before the Court. Some steps have been taken to address this issue that remains entrenched and impacts rehabilitation efforts.

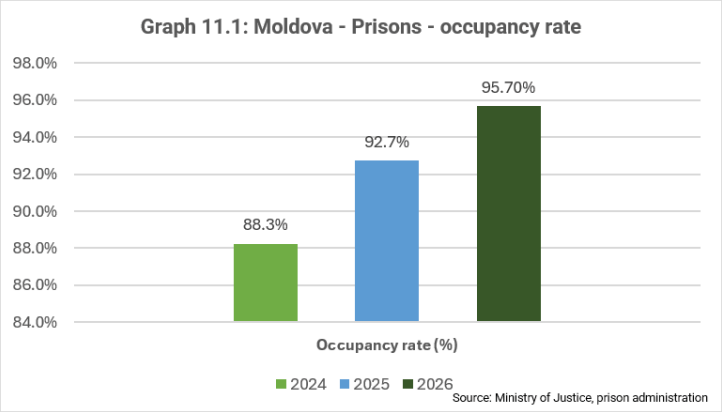
Recent progress includes the launch of an electronic registry to document cases of ill-treatment, with 2 170 incidents recorded in 2025, and installation of 74 CCTV cameras across eight institutions. A systematic inspection programme covering all 17 penitentiary institutions started in January 2026.

An increasing number of prisoners have access to paid work and vocational training, particularly juveniles. Medical services in prisons remain insufficient, despite improvements in the quantity of medical equipment and certified medical services. Moldova needs to advance on the implementation of its Roadmap against Criminal Subculture 2024-2027.

The UN Human Rights Committee and the NPM raised concerns over underreporting ill-treatment in police custody, due in part to fear of retaliation, and the reclassification of these acts as lesser criminal offences. The lack of independence of the medical services within these temporary detention facilities, which are placed under the Ministry of the Interior, further contributes to ill-treatment cases being insufficiently documented.

Detention facilities are overcrowded and largely not adapted for persons with disabilities with special needs, including individuals with mental health disorders, disabilities and those at risk of extreme violence or self-harm. Deficiencies in infrastructure and human resources persist. There were approximately 2500 penitentiary staff on 1 September 2026, while the system foresees 2900 staff units.

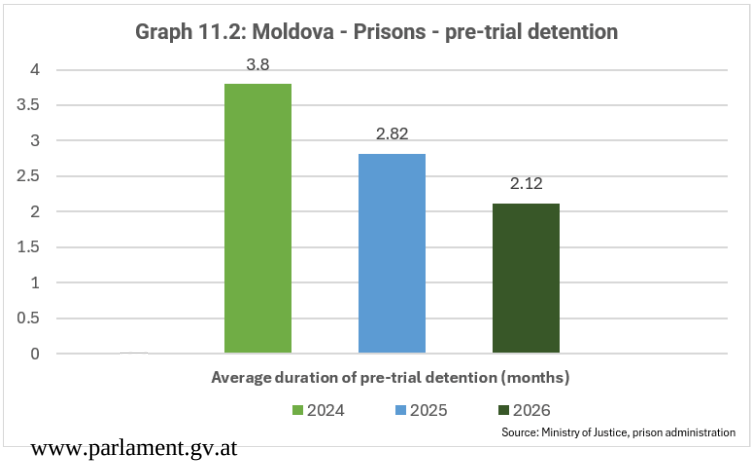
Execution of criminal sanctions




The system for the execution of criminal sanctions (including probation) is still inadequate.

Moldova remains one of the countries in Europe with the highest incarceration rates (255 inmates per 100 000 inhabitants in 2025), with the number of inmates reaching 6 334 in January 2026. The number of persons in pre-detention custody remains high. Alternative probation measures, which are also relevant to reducing prison overcrowding, are needed.

The lack of institutional independence of healthcare services in places of detention remains a concern, as medical personnel in police custody and penitentiary institutions are

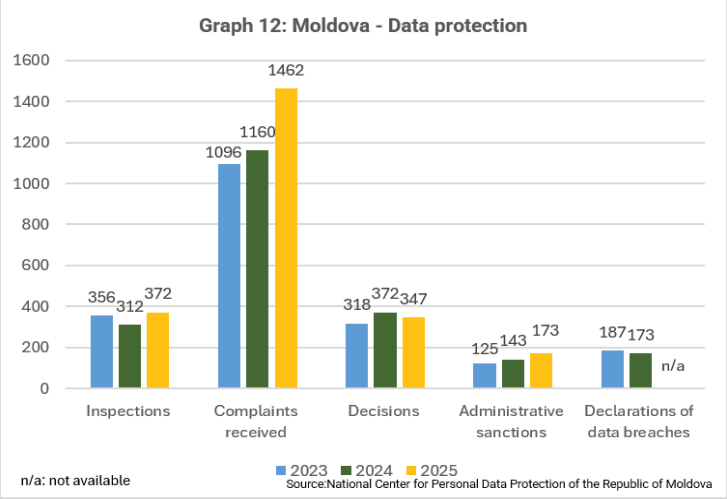


subordinated to the Ministry of the Interior and the Ministry of Justice respectively.

Moldova has adopted a roadmap for the transfer of responsibilities for the penitentiary medical system from the Ministry of Justice to the Ministry of Health, as recommended by the CPT. In September 2026, an interinstitutional working group has been established to pilot the reform.

Protection of personal data

The law on personal data protection, adopted in 2024, entered into force in 2026, harmonising Moldova's regulatory framework with the General Data Protection Regulation (GDPR). While the introduction of this law has significantly expanded the mandate of the National Centre for Personal Data Protection, its human resources, technical and financial capacities have not increased in parallel and therefore remain limited. Since Moldova made further progress in August 2026, with the adoption of the law on the protection of personal data processed for crime prevention, aligning with the EU Law Enforcement Directive. Moreover, Moldova has ratified in May 2026 the second Protocol of the Council of Europe Convention 108 for the protection of individuals with regards to the automatic processing of personal data.




Moldova should still implement EU standards on contractual clauses between operators and processors.

Freedom of thought, conscience and religion

Moldova provides adequate legal guarantees on freedom of religion or belief. No breaches of freedom of thought, conscience and religion were reported.

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**Freedom of expression and media freedom**

Overall, Moldova provides adequate legal guarantees on freedom of expression and the enabling environment for the free, independent and professional media operation have been further strengthened.

Intimidation of journalists

Instances of intimidation by private actors, including verbal attacks by political figures, as well as aggressive behaviour of protesters towards journalists have decreased over the reporting period, with 37 reported cases in 2025 vs 66 cases in 2024. Three criminal cases were initiated in relation to threats against journalists. Further efforts are required to ensure consistent investigation and judicial follow-up. In July 2026, Moldova adopted a set of amendments to provide legal safeguards against Strategic Lawsuits Against Public Participation.

Journalists still face frequent obstructions in Gagauzia. Journalists from the right bank remain restricted from entering the Transnistrian region by the de facto administration and face risk of detention.

Amendments to the Criminal and Contravention Codes aiming to strengthen the protection of journalists against intimidation, threats and violence, particularly online, entered into force in February 2026**.** An inter-ministerial action plan on journalists' security was adopted in April 2026 to enhance coordination between law enforcement, prosecution services and media as well as to put in place clearer procedures for prevention and response to threats or harassments.

Legislative environment

Freedom of expression is generally ensured and the legislative environment has been further aligned the EU *acquis* and European standards.

A new law on mass media was adopted in October2026, with the aim to ensure further alignment with the European Media Freedom Act and extending ownership transparency requirements to print and online media. Moldova should fully align the Audiovisual Media Service Code (AVMSC) to EU *acquis* and all Venice Commission recommendations.

Moreover, Moldova should continue implementing steps to support national authorities to fulfil their regulatory function upon accession and enable civil society to support implementation of the European Media Freedom Act and the Digital Services Act. Operational readiness will require institution-building, awareness-raising and stakeholder engagement.

The Council of Europe assessed overall positively the provisions of the law on Strategic Investments and issued a recommendation, subsequently adopted by Moldova as amendment, to narrow the grounds under which broadcasting content can be assessed as dangerous for national security.

Moldova has adopted a legislation with the aim of aligning with the EU Anti-SLAPP legal framework.

Implementation of legislation/institutions

The capacity of the Audiovisual Council (AC) has been strengthened, with a new department for monitoring nonlinear audiovisual media and video-sharing platforms. The AC applies the provisions of the AVMSC. Although the number of fines is low, their application rate rose significantly. Overall, 323 sanctions were applied to media providers and distributors: 103 public warnings, 215 fines and 5 advertising suspensions. Legal remedies to contest them are effective.

The Criminal Code lays down criminal liability for the intentional obstruction of media activity. However, law enforcement agencies have rarely invoked this provision.

The Centre for Strategic Communication and Countering Disinformation plays a central role in monitoring FIMI and coordinating interinstitutional response measures.

Public service broadcaster

With the amendments to the Audiovisual Media Service Code in 2025, the independence and financial sustainability of the public service broadcaster have improved. The AC is responsible for appointing members of the supervisory body Teleradio-Moldova, which was restructured and whose membership increased from seven to nine members.

The director of the Public Service Broadcaster resigned during the reporting period and a competition has been launched to replace him.

The regional public broadcaster of Gagauzia (GRT) remains subject to strong political influence from the local executive committee and the People's Assembly. Financial links to the fugitive oligarch Ilan Șor were also reported. The AC sanctioned GRT with a fine of 30 000 lei in September 2025 for the dissemination of false information, slander and incitement to



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discrimination in a broadcasted speech of Ilan Șor.

Economic factors

A small advertisement market, lack of subsidies and difficulty in addressing unfair advertising practices represent serious issues for independent media. In the reporting period, most TV media providers faced financial strain. As a result of the competition for granting subsidies launched in 2025 by the Media Subsidy Fund, approximately 11.3 million lei were disbursed to 23 media outlets. In 2026, Moldova plans to fund 22 media projects, focusing mainly on promoting democracy and European integration and aiming to address media literacy and combat disinformation, including in the languages of national minorities. These funds aim to partially mitigate financial uncertainty in the sector.

The AVMSC contains specific provisions aimed at ensuring transparency of ownership, particularly within the audiovisual media sector.

Internet

The legal framework regulating online space in Moldova is limited and focuses on technical aspects. Amendments to the Criminal Code and the Contravention Code that entered into force in February 2026. These changes criminalise the obstruction of media activity through information systems (e.g. cyberattacks, unauthorised access, digital sabotage), with penalties such as fines or prisons' sentences. Since 2022, the Security and Intelligence Service has blocked nearly 60 websites linked to Russian propaganda or the fugitive oligarch Ilan Șor.

Professional organisations and working conditions

The working conditions of journalists in Moldova have not improved significantly in recent years and remain challenging. Financial sustainability remains an issue and leads many journalists to leave the profession. Only two media NGOs, the Independent Journalism Centre (IJC) and the Independent Press Association (IPA), carry out visible activities to protect the rights of journalists.

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Freedom of assembly and association

Moldova provides adequate legal guarantees to freedom of assembly and association and regulation of assemblies is adequate.

The Constitution safeguards the right to freedom of assembly, which is further regulated by the Law on assemblies and non-commercial organisations. There is no pending case to address with regards to the ECtHR's judgments on freedom of assembly and association.

In December 2025, Moldova adopted a law on Public Events. Civil society organisations have raised concerns over the vague definitions and potentially burdensome notification procedures it has introduced for event organisers.

Legal provisions, introduced in 2023, criminalising 'separatism' could negatively affect freedom of assembly and association. Moldova should address relevant OSCE/ODIHR recommendations.

Property rights

The legal and institutional framework for enforcing property rights is broadly in place. Property rights have continued to be affected by systemic challenges, particularly regarding legal certainty and administrative efficiency. The share of applications submitted to the ECtHR pertaining to the non-enforcement of court judgments on property matters remains high. Out of

27 Moldovan applications communicated to the ECtHR in 2025, seven concerned alleged violations of the right to protection of property in civil, administrative or criminal proceedings.

Non-discrimination

The legal and institutional framework on non-discrimination is comprehensive but remains to be fully aligned with the EU *acquis*. Moldova has prepared two legislations aiming to transpose the Directives on standards for equality bodies and the Racial Equality Directive. Moldova did not ratify the Protocol 12 to the ECHR providing for a general prohibition of discrimination. Most instances of discrimination registered by the Equality Council relate to discrimination in the workplace and access to goods and services.

Anti-racism and hate offences

The legal and institutional framework on hate crime and hate speech remains to be fully aligned with European standards, in particular on combating racism and xenophobia by means of criminal law. In 2025, the police recorded nine cases of hate speech motivated by prejudice. A unified methodology for data collection on hate crime incidents, including disaggregation by bias and type of offence, needs to be put in place.

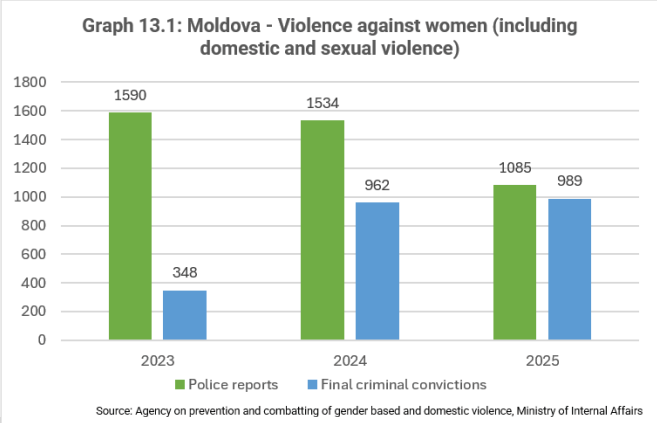
The National Programme on Ensuring Human Rights 2024-2027 is the national strategic framework in the fight against discrimination, hate speech and hate crimes, while there is no specific strategy on anti-racism. The Digital Transformation Strategy of Moldova 2023-2030 aims to ensure the promotion and protection of online rights and freedoms. However, the capacity to detect hate speech and/or cases of incitement in online information systems, including on social networks, remains limited.

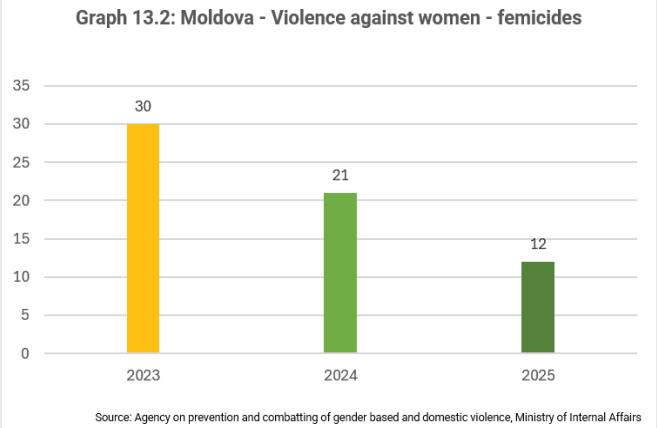
Compared to the 2021 elections period, the number of cases of hate speech was 1.7 times higher during the 2025 parliamentary election.

Gender equality

The legal and institutional framework on gender equality and combating gender-based violence is partially aligned with the EU *acquis*, while implementation needs to be improved.

Moldova continues to implement its national programme on gender equality. One of the main achievements of the Programme for Promoting and Ensuring Equality between Women and Men 2023-2027 was the integration of the gender perspective into further sectoral policies. The mid-term evaluation review of the National Programme for the Prevention and Combating of violence against Women and Domestic Violence confirmed its high relevance in Moldova, with important progress achieved in normative and institutional frameworks. Some challenges remain with regards to the capacity of specialist support services for



victims, resources, unequal territorial access and data collection.

The National Agency and the National Coordinating Council for Preventing and Combating Violence against Women and Domestic Violence continue to function but still lack capacity.

During the reporting period, Moldova approved a regulation on the prevention and combating of violence and harassment at work in public authorities. The gender equality mechanism with gender focal points and coordination groups designated at national and local level is in place. At national level, however, these remain insufficiently regulated and weakly institutionalised across ministries.

On 14 February 2026, new criminal offences, including femicide and forced marriage, entered into force. These amendments also reinforced victim protection mechanisms, including by extending the duration of protection orders, introducing electronic monitoring of perpetrators, and guaranteeing victims' access to legal assistance.

The development of the first national integrated gender-based violence information system, *Vio Data,* progressed with the approval of national indicators in line with the methodology of the European Institute for Gender Equality and the procurement of system development.

Shelter capacity for survivors of gender-based violence increased, extending the total number of available places to 214, against the 260 under the Istanbul Convention standards. However, geographical coverage remains limited and barriers to accessing shelters persist, particularly for women with disabilities and Roma women.

Some progress was made in strengthening specialised support services for victims of sexual violence. Their availability and geographical coverage remain insufficient, and further efforts are needed to ensure their sustainable integration into the national system and adequate state funding.

Rights of the child

The legal and institutional framework on the rights of the child is largely in place and in line with the EU *acquis* and international frameworks. Implementation and enforcement need to be improved towards an integrated child protection system and to ensure the effective realisation of children's rights. Over the reporting period, Moldova strengthened the child protection system against violence, neglect and exploitation, introducing stricter safeguards for professionals working with children and reinforcing prevention and intervention mechanisms. In addition, legislative amendments were adopted to strengthen child protection and improve the enforcement of court decisions concerning the exercise of parental rights.

Quality standards for social services, including those targeting children, were updated, alongside the recruitment of 200 child protection specialists.

Moldova has prepared legislation aiming to align with the EU directive on procedural safeguards for children who are suspects or accused persons in criminal proceedings.

As concerns child-friendly justice, some progress was made in expanding integrated, child-friendly support services for child victims of crime. However, their availability and geographical coverage remain limited, while specialised services for children who are suspects or accused persons in criminal proceedings are still lacking.

Further progress has been achieved in the deinstitutionalisation of children. 225 new admissions to residential care institutions were recorded and 339 children were deinstitutionalized. 344 children remain in institutional care at year-end, including 98 with disabilities. Moldova should make further progress by extending the number of foster carers,



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preventing family separation and new placements, accelerating transitioning to family-based and community-based care, and closing the remaining large residential institutions. Children with disabilities remain disproportionately affected by poverty, violence, family separation and institutionalisation, and continue to face limited access to specialised support services, and barriers to inclusive education. The placement of children with intellectual disabilities in psychiatric institutions continues to be a systemic concern.

Persons with disabilities

The legal and institutional framework for the rights of persons with disabilities remains to be fully aligned with the EU *acquis* and the UN Convention on the Rights of Persons with Disabilities (UNCRPD), while implementation and enforcement need to be improved. In June 2026, Moldova adopted the National Social Inclusion Programme of People with Disabilities, that will cover the period 2026-2030. The programme aims to ensure equal access to services, support for independent living and integrates specific deinstitutionalisation objectives. The National Council for the Rights of Persons with Disabilities should resume activities to follow up on the implementation of the UNCRPD.

A Law on Accessibility Requirements for Certain Products and Services was adopted, introducing mandatory accessibility standards and compliance obligations.

Deinstitutionalisation of persons with disabilities continued at a slow pace. Large residential institutions for adults with disabilities remain operational and continue to consume a significant share of public budget, while community-based services supported independent living expanded only modestly. Further efforts are needed to develop and implement a costed national deinstitutionalisation roadmap and progressively redirect resources from institutional care towards accessible, person-centred community-based support services.

Accessibility remains insufficiently enforced and funded, with significant barriers persisting in the build environment, transport, websites and digital services.

Supported decision-making mechanisms remain underdeveloped, limiting the ability of persons with disabilities to exercise their legal capacity on an equal basis with others, including in relation to access to justice, consent to services, and independent living.

LGBTIQ+ persons

The legal protection of the rights of LGBTIQ+ persons is largely adequate, but LGBTIQ+ persons continued to face discrimination, including hostile rhetoric, and social acceptance in the country remains fragile and easily reversible. Moldova does not provide for legal recognition and protection of same-sex couples, as required by relevant ECtHR case-law.

A LGBTIQ+ equality action plan or strategy remains to be adopted.

In 2026, the Pride March in Chișinău took place without any security incidents, although counter-protests and cases of verbal abuse were reported. During the 2025 parliamentary election period, recorded cases of homophobic speech increased almost threefold compared with the 2021 parliamentary elections, from 39 to 106 cases. Some political actors and the Moldovan Orthodox Church continued to contribute to hostile public discourse against the LGBTIQ+ community.

Procedural rights of suspects and accused persons and rights of victims of crime

Moldova has prepared legislation with the view to align with the EU directives related to the rights of victims of crimes and procedural rights. Moldova has also adopted the law strengthening the criminal liability of legal persons on 24 July 2026.

Some systemic issues in practice continue to affect the right to a fair trial. While the ECtHR



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found 32 violations in 2025, several cases remain under enhanced supervision due to procedural rights concerns. Common issues include inadequate reasoning in convictions, reopening of final judgments after late appeals by prosecutors. Challenges remain in ensuring access to justice for persons belonging to minorities and people with disabilities. Legal aid is widely available, with increased training to improve its quality.

Protection of minorities

The legal and institutional framework for the rights of persons belonging to minorities is incomplete, although these persons are broadly integrated. New policy frameworks to support minorities should be developed and the dialogue between the authorities and ethnic and linguistic minorities enhanced. The Agency for Interethnic Relations has been placed under the authority of the Ministry of Education. Its staff and financial capacity require strengthening.

Moldova has adopted the Action Plan for the Implementation of Multilingual Education in schools with instruction in minority languages for 2025-2030. Institutional efforts to revive the use of the Gagauz language were reinforced, including with a dedicated National Action Plan for 2026-2027, covering all education levels in the region and expanding educational resources. In February 2026 a similar action plan was adopted for learning and promoting the Ukrainian language.

Roma

The Roma in Moldova continue to suffer from racism and discrimination.

Over the reporting period, Moldova has strengthened its legal and institutional framework on Roma. Progress has been achieved with the appointment of a new National Roma contact point. A new programme dedicated to supporting the Roma population in Moldova for 2027-2030 has been developed. The law on Roma community-based mediators has been amended, creating more favourable recruitment, training, work and financial conditions for the mediators. Their role has also been strengthened to improve access to education and services for Roma communities. Roma pupils and students also benefit from merit-based scholarships, with the number of beneficiaries steadily increasing in recent years.

The exceedingly low level of school attendance of Roma refugee children remains a major concern. Roma displaced persons from Ukraine continue to face challenges in relation to housing, employment, documentation, education and discrimination in reception centres.

Citizenship rights

The law on citizenship entered into force in December 2025. This has led to some controversy, as it introduced new criteria for obtaining Moldovan citizenship by recognition. The new provisions would have adverse effects predominantly on stateless and marginalised persons, as well as ethnic or linguistic minorities. In February 2026, new amendments were proposed to introduce exemptions and clarifications to these unintended shortcomings.

### 2.2.2 Chapter 24: Justice, freedom and security

*The EU has common rules for border and migration management, visa policy and asylum. Schengen cooperation entails the lifting of border controls inside the EU. There is also cooperation in the fight against serious and organised crime and terrorism, and judicial, police and customs cooperation, all with the support of the EU Justice and Home Affairs agencies.*

**Fight against serious and organised crime**

The legal framework on serious and organised crime is partially aligned with the EU *acquis*. The capacity to fight against serious and organised crime needs to be improved.



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General framework

*Legal alignment, strategic and institutional frameworks*

Moldova is partially aligned with the EU *acquis* in the field of police cooperation and the fight against organised crime. The country continued to implement its general home affairs strategy for 2022-2030 and its six sectoral development strategies for 2026-2030 covering organised crime, public order, safety, civil protection, migration and education/ethics/digitalisation, which were all updated in December 2025. In August 2026, Moldova upgraded its national serious and organised crime threat assessment (SOCTA) and made some progress aligning its engagement in EMPACT with its national and regional threat landscape.

The high turnover rate and significant number of vacancies in law enforcement agencies remains an issue, especially in light of increasing threats. Appropriate budget, equipment and specialists are needed. Moldova strengthened the criminal asset recovery and confiscation framework, partly aligning it with the EU *acquis* on asset recovery and confiscation and on the mutual recognition of freezing and confiscation orders. It broadened confiscation rules, improved seizure, enforcement and repatriation mechanisms, and expanded the role of the Criminal Asset Recovery Agency (CARA), which is now authorised to conduct financial investigations at trial stage. CARA continues to conduct parallel financial investigations, while stand-alone money-laundering investigations fall under NAC's competence. Alignment with the *acquis* on asset recovery and confiscation needs to continue.

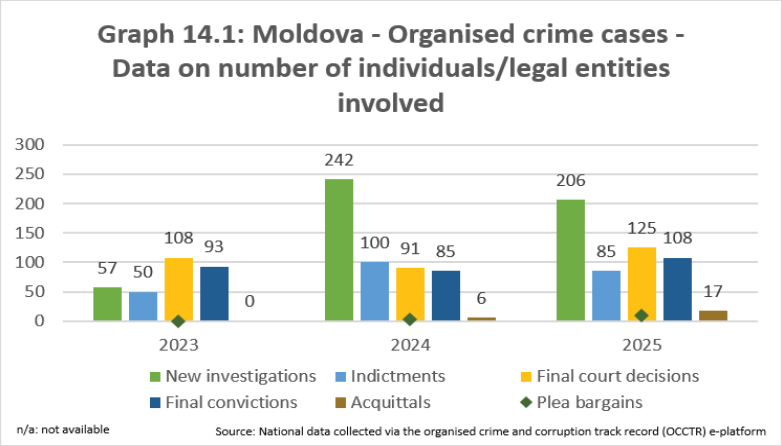
The national register for seized and confiscated assets is now fully populated and all relevant institutions can access the data, contributing to greater transparency and more effective tracking of assets throughout legal proceedings. In August 2026, Moldova conducted further reforms to enable social and public-interest use of confiscated assets.

Internal integrity measures in law enforcement bodies also continued to advance, including integrity training, corruption reporting mechanisms and internal investigations within the Ministry of Internal Affairs. Nonetheless, corruption among law enforcement authorities remains a concern, with the police perceived as the most corrupt institution in the country and several specialised officers, including investigators, under investigation and/or removed from office due to alleged involvement in corruption cases. Integrity measures should be risk-based and focused on functions exposed to organised and financial crime, with transparent reporting on internal investigations, disciplinary measures and criminal referrals.

*Implementation and enforcement capacity*



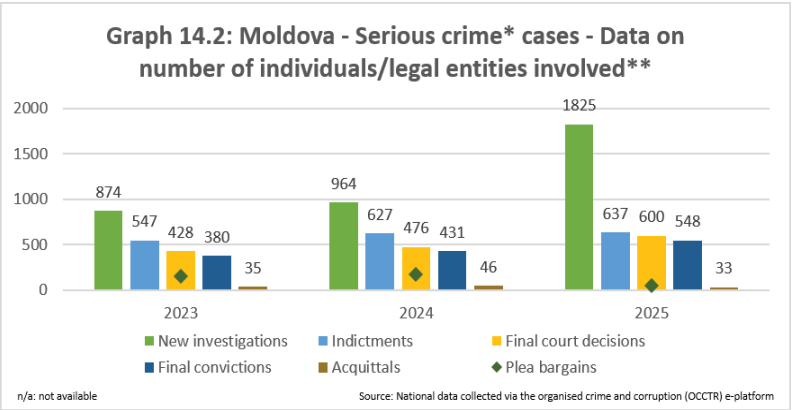
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Moldova made further efforts to combat serious and organised crime. On organised crime, the track record of investigations, indictments and convictions improved between 2023 and 2025: investigations more than tripled (57 to 206) and final convictions reached a three-year high (108), while indictments grew only modestly (50 to 85). Regarding serious crime, the track record of investigations, indictments and convictions improved between 2023 and 2025: investigations more than doubled (874 to 1 825) and final convictions rose by 44% (380 to 548), while indictments also grew substantially (547 to 637). Moldova must strengthen its response to complex cases by improving continuous law enforcement training and identifying skill gaps. The country should maintain progress in detecting, preventing and prosecuting serious crimes, such as trafficking in human beings, child sexual abuse, drug trafficking, cybercrime, money laundering and firearms trafficking, to secure more final convictions.

Intelligence-led policing needs to be further developed, and investigations should be launched more proactively on the basis of intelligence. More equipment and personnel are needed to reduce response time in organised crime investigations, including cross-border ones. Interagency cooperation also needs strengthening.

In 2025, the Criminal Assets Recovery Agency (CARA) significantly stepped up its asset recovery efforts. It seized 1 066 assets worth MDL 706.2 million (EUR 34.73 million). EUR 760 000 in confiscated funds were transferred to the state budget. Meanwhile, the courts issued 562 confiscation decisions. CARA carried out 312 parallel financial investigations (PFIs) (190 in 2024, and 119 in 2023). In the first half of 2026, CARA seized 382 assets worth EUR 11.61 million.




* Serious crime cases stems from the aggregated data of cases of money laundering, cybercrime, production and trafficking of drugs, firearms related offenses, terrorism, trafficking in human beings, smuggling of persons. Corruption cases are showcased in Chapter 23.
** Individuals being investigated, prosecuted or convicted for several offences are counted only once.

In 2025, the General Police Inspectorate (GPI) placed 11 adults and three minors in witness protection programmes.

Moldovan law enforcement authorities have made some progress in dealing with gender-based violence cases, including adopting a victim-centred approach in a more systematic manner.

*Law enforcement cooperation*

Law enforcement cooperation was further strengthened, building on good cooperation with Europol and the European Union Agency for Law Enforcement Training (CEPOL). Moldova is encouraged to make full use of CEPOL's support in the reform of its training curriculum by integrating the knowledge and skills acquired into its national law enforcement training system.



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Europol continues to deploy guest officers to Moldova, and, since January 2026, a Moldovan liaison officer has been posted to Europol's headquarters. Cooperation has been positive in several crime areas such as drug trafficking (especially synthetic drugs), organised property crime, migrant smuggling and fraud. Moldova continued its active involvement in the European Multidisciplinary Platform Against Criminal Threats (EMPACT) and its new cycle priorities. It took part in 154 operational actions in the period 2024-2025, a 50% increase compared with 2023. Moldova has taken the initiative to propose operational measures to its EU partners during the renewal of the EMPACT cycle. For the 2026-2027 operational action plans (OAPs), Moldova will engage in 104 actions across 11 out of 13 OAPs, with particular emphasis on synthetic drugs and new psychoactive substances (YD/NPS), firearms, the most threatening criminal networks and individuals (MTCN-I), cybercrime, and trafficking in human beings (THB). Additionally, Moldova is a co-leader for three operational actions under SYD/NPS, THB and Cyber operational action plans and an action leader in one operational action under SYD/NPS operational action plan. This reduced but more targeted participation seems aligned with its threat landscape, and Moldova should continue focusing its EMPACT participation where it can effectively contribute.

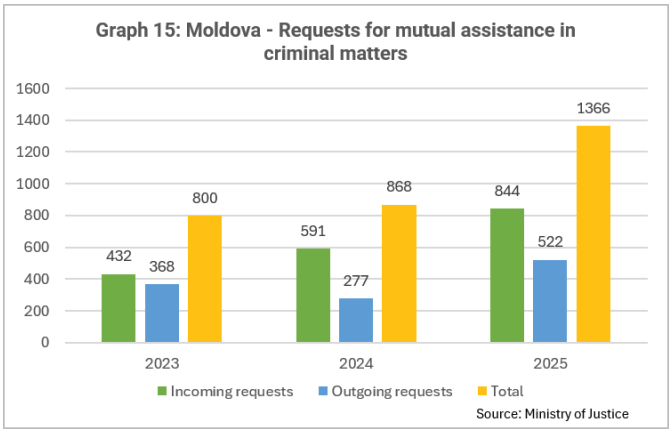
Moldova has rolled out SIENA (Secure Information Exchange Network Application) to several law enforcement authorities and information exchanges facilitated through the system have increased.

Moldova has made progress in implementing the law on the use of passenger name record (PNR) data, which entered into force in January 2025 and aims to align with the relevant EU *acquis*. In 2025, the Passenger Information Unit systematically monitored advance passenger information (API) and PNR data from 30 air carriers, covering over 5.7 million passengers and more than 39 000 flights. Full implementation requires ongoing progress in monitoring and capacity building, including equipment procurement.

*Judicial cooperation in criminal matters*

Judicial cooperation in criminal matters has improved but further efforts are needed, including to align the legal framework with the EU *acquis*.

Mutual legal assistance in criminal matters intensified between 2023 and 2025: total requests rose by 71% (800 to 1 366), driven mainly by incoming requests, which nearly doubled (432 to 844), while outgoing requests dipped in 2024 before recovering to 522.




Moldova maintained good cooperation with partners concerning mutual legal assistance (MLA) in criminal matters for the purpose of asset recovery in particular. CARA sent 181 requests to foreign jurisdictions while incoming requests increased by 80%.

In November 2025, the status of the Liaison Prosecutor at Eurojust was strengthened and since July 2026 a new Liaison Prosecutor has taken office.

In 2025, the Liaison Prosecutor managed 100 cases of international legal cooperation in various forms, compared with 79 cases in 2024 (+26%). Between September 2025 and March 2026, Moldova was involved in 26 new cases at Eurojust, including five as requesting country. Most cases were related to organised crime, money laundering and fraud. Moldova participated in 15



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joint investigative teams, including four new ones.

Moldova continued to cooperate with the European Public Prosecutor's Office (EPPO) based on the relevant working agreements, but in 2025 there were no incoming EPPO mutual legal assistance requests. However, the EPPO had one active case with links to Moldova at the end of 2025.

Crime areas

*Investigation and criminalisation of money laundering*

Moldova stepped up its efforts to strengthen the financial crimes investigation system. Ahead of the September 2025 presidential elections, Moldova showed effectiveness and proactivity in investigating interference related actions, including illegal political financing, vote buying and financing of unrest. On that occasion, Moldova also adopted an effective national coordination approach. In June 2026, Moldova modified the legal framework for investigating and prosecuting money laundering and other financial crimes. The law modified NAC's mandate to include the possibility of pursuing the detection of stand-alone money laundering, facilitating the prosecution of latent financial crimes. Additionally, a Roadmap of complementary measures to strengthen the entire financial crimes investigation system was adopted. NAC was allocated additional staff and budget in June 2026 to support it in implementing these reforms. In August 2026, Moldova adopted a unified national mechanism for parallel financial investigations, harmonising rules for assessing, launching, planning, conducting and coordinating such investigations.

*Cybercrime*

Moldova developed a sectoral strategy on cybersecurity in December 2025, which includes cybercrime. Moldova made progress in aligning with the EU *acquis* in this sector by ratifying the Second Additional Protocol to the Cybercrime Convention on enhanced cooperation and disclosure of electronic data in August 2026. Moldova now needs to align the national legal framework with the protocol's provision. The Ministry of the Interior's cybercrime unit and central forensic laboratory operational capacities should be further strengthened.

More efforts are needed to strengthen the detection and traceability of cybercrime data and the prosecution of cybercriminals. Since September 2025, an online platform for individuals to report on cybercrime was operationalised.

*Child sexual abuse*

In February 2026, Moldova adopted a law to strengthen the legal framework on preventing and combating sexual exploitation and abuse of minors, including through the internet, in line with the EU *acquis* in this area. Moldova is encouraged to improve its operational capacity to detect, investigate and prosecute child sexual abuse while ensuring support for victims and raising public awareness.

The institutional framework, monitoring mechanisms and interinstitutional coordination also need to be further strengthened in line with the recommendations of the Lanzarote Committee.

*Trafficking in human beings*

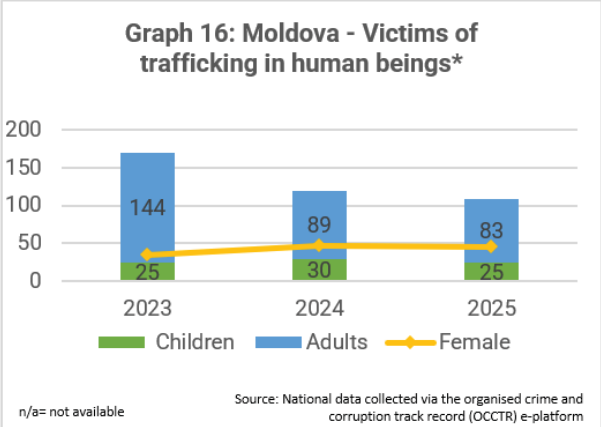
The legal framework for **trafficking in human beings** (THB) is partially aligned with the EU *acquis*. The country adopted a roadmap to implement the recommendations from the 2025 Council of Europe's Group of Experts on Action against Trafficking in Human Beings (GRETA) 4th round evaluation report. Moldova also made further progress in EU *acquis* alignment, namely by adopting the law on preventing and combating trafficking of human beings and victim protection in July 2026.



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Moldova has stepped up its fight against trafficking through stronger interagency coordination, monitoring, and EU cooperation under EMPACT. To further advance these efforts, it must strengthen law enforcement's investigative capacity, particularly to combat trafficking of children both online and offline in a proactive manner, as well as close gaps in early victim identification and support.

Regarding the track record, the number of identified trafficking victims fell by over a third between 2023 and 2025 (169 to 108), driven by fewer adult victims (144 to 83), while the number of child victims remained stable (25, 30, 25).




*Migrant smuggling*

Moldova remains primarily a transit country. Cooperation with EU agencies, Member States and neighbouring countries has improved, including through stronger interagency coordination. Moldova needs to boost its operational capacity to detect incidents along green borders and the administrative line. This requires further investment in detection equipment, risk analysis and intelligence-led policing.

Moldova takes part in the Global Alliance to Counter Migrant Smuggling and participated at the Global Alliance's second conference in December 2025 and the Senior Officials' Meeting of the Global Alliance in July 2026. Moldova has endorsed the Global Alliance Joint Declaration.

*Trafficking in firearms*

Moldova adopted a national programme on Small Arms and Light Weapons (SALW). It established an inter-agency commission in line with international standards and operationalised the National Firearms Focal Point (NFFP). Moldova also adopted national legislation aimed at aligning its legal framework with the Firearms Directive and demonstrated its commitment to the different operational actions in which it participates under the EMPACT Firearms and Explosives framework. Moldova is encouraged to further develop the NFFP's capacity in line with EU standards, finalise the set up of the SALW national registry, and fully align with the remaining EU *acquis*, including the relevant implementing acts.

*Cooperation in the field of drugs*

The legal framework for cooperation in the field of drugs needs to be further improved.

Moldova's institutional model of cooperation in the field of drugs is broadly in line with EU standards. The legal and institutional framework on the prevention and combating of the illegal circulation of drugs has been improved, including with the NPS and precursor legislation. Further alignment with the EU *acquis* is still needed and the national early warning system (NEWS), and National Drugs Observatory (NDO) need to be further capacitated. Moldova must strengthen its capacity to detect, monitor and share high-quality information on new psychoactive substances and precursors, as well as reinforce storage and destruction capabilities.

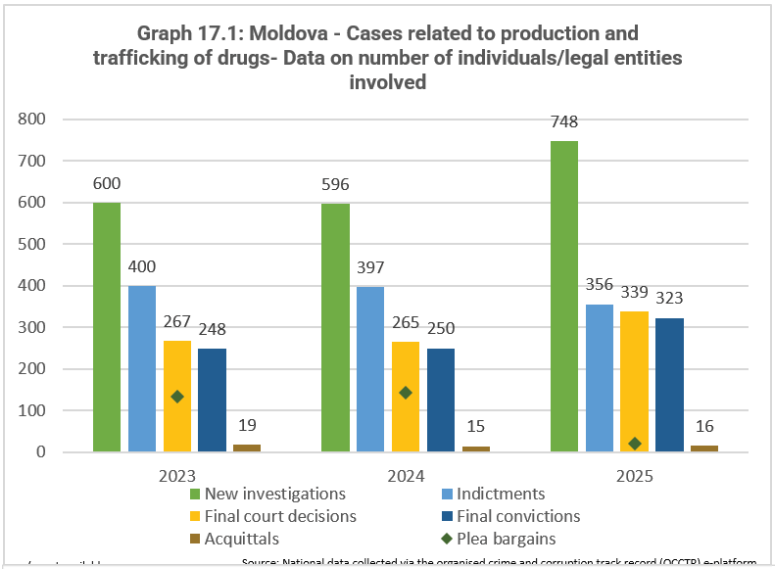
While cooperation with the **EU Drugs Agency (EUDA)** remains strong, the quality of data provided requires improvement. EUDA and Moldova signed a working arrangement, which needs to be translated into operational action. Moldova also collaborates with **Europol** in this



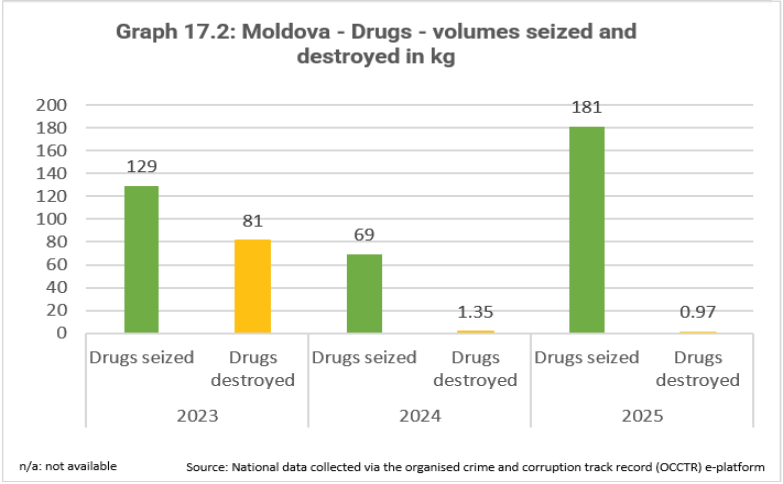
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area.

Moldova remains a transit country for drugs. In 2025, drug-related offences increased compared with 2024, as did final convictions and court decisions. To counter this, Moldova must intensify drug trafficking investigations and implement measures to prevent, detect and address corruption within law enforcement. Moreover, Moldova must put in place effective preventive measures to counter the domestic drug use.



Graph 17.1: Moldova - Cases related to production and trafficking of drugs- Data on number of individuals/legal entities involved



Graph 17.2: Moldova - Drugs - volumes seized and destroyed in kg

During the reporting period, Moldova maintained strong cooperation on drug-related issues with neighbouring countries and beyond, sharing information via SIENA. It also participated in the EMPACT Operational Action Plan on synthetic drugs and new psychoactive substances (NPS), in which Moldova will be an action leader for 2026-2027. To further strengthen its response, Moldova should deepen operational cooperation using an interagency approach and continue its engagement with EMPACT and Europol.

Moldova should also expand forensic capacity, particularly in laboratory services for NPS detection. At the same time, it must enhance addiction awareness, prevention, treatment, harm reduction, rehabilitation and social reintegration, ensuring full compliance with data protection and fundamental rights.

There are eight treatment centres for drug addiction, and access to treatments is available in 13 prisons. During 2025, 137 new patients registered with the national opiate pharmacotherapy programme.

*Counterfeiting of the euro*

Moldova's legislation on the suppression of counterfeit currency is partially aligned with the EU *acquis*.

Moldova aligned further with the EU *acquis* by updating its Criminal Code and becoming a party to the 1929 Geneva Convention for the suppression of counterfeiting currency. It should continue its efforts to set up a national central office (within the INI General Police Inspectorate).

**Counter-terrorism, prevention and resilience**

The legal frameworks for the fight against terrorism and for countering violent extremism are

partially aligned with the EU *acquis*.

Fight against terrorism and prevention of radicalisation

The fight against terrorism is mainly addressed from the angle of combating terrorist financing *(see also Chapter 4, Free movement of capital).* In practice, the Anti-Terrorism Centre within the Security and Intelligence Service is in charge at the national level, ensuring institutional cooperation in this field. As terrorism threats are not identified as a major national concern, no specific legal or institutional reforms are currently envisaged.

*Legal alignment, strategic and institutional frameworks*

Moldova's anti-terrorism legislation is partially aligned with the EU *acquis.* Compliance with the EU *acquis* on explosives precursors should still be ensured.

There is no dedicated national strategy in place on the fight against terrorism, as Moldova's national security strategy addresses terrorism and terrorist financing. There are no plans to set up a dedicated strategy, due to the limited extent of the issue. Nonetheless, Moldova adopted a new National Programme for the Prevention and Combating of Money Laundering and Terrorist Financing (2026-2030) and adopted legislation to prevent terrorist financing in July 2026. Its current national programme for anti-terrorist protection measures does not align with the EU *acquis* on critical entity resilience. Moldova should address this gap when renewing the programme post-2026. Moldova should also implement the Regulation on Terrorist Content Online. In May 2026, Moldova signed the Protocol amending the Council of Europe Convention on the Prevention of Terrorism.

The institutional framework for the fight against terrorism needs to be improved, including by establishing competences, tasks and responsibilities for institutions working on preventing and countering radicalisation and violent extremism.

*Implementation and enforcement capacity*

The fight against terrorism and the countering of violent extremism are broadly satisfactory. Moldova has a national terrorist alert system with four levels, currently set at a moderate threat level. Moldova is encouraged to apply the methodology developed with the support of the Counter Terrorism Support Network (CTSN) to prepare a domestic terrorism trend and situation report.

Critical infrastructure protection

*Legal alignment, strategic and institutional frameworks*

The legal framework for critical infrastructure protection and the resilience of critical entities is partially aligned with the EU *acquis*. In February 2026, a new law on critical infrastructure protection entered into force, aligning partially with the EU *acquis* on the resilience of critical entities. However, the law is not yet fully aligned with the EU *acquis*. In July–August 2026, Moldova adopted a set of government decisions establishing an interinstitutional working group and key methodological, security and threshold frameworks to identify, assess and protect national critical infrastructure and strengthen responses to national security threats.

*Implementation and enforcement capacity*

The protection of critical infrastructure needs to be improved. Moldova has started identifying critical entities and a subdivision of the Ministry of Internal Affairs was designated as the central coordinating authority for critical infrastructure protection.

**Migration and asylum**

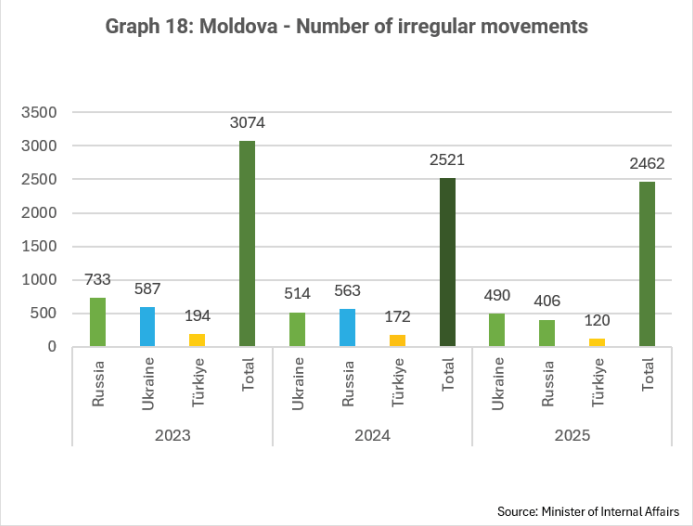
Legal and irregular migration and returns



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The legal framework for management of legal and irregular migration is partially aligned with the EU *acquis.* The management of legal and irregular migration needs to be improved.

*Legal alignment, strategic and institutional frameworks*




Moldova adopted and started implementing the new sectoral development programme for managing migration flows, asylum and integration of foreigners for 2026-2030. Moldova should continue operationalizing the National Programme for the Phased Integration of Foreigners through the implementation of the roadmaps developed through the Education, Health, and Inclusion & Solutions Working Groups of the Refugee Coordination Forum. During the reporting period, Moldova also updated both its legal and irregular migration frameworks. The law on foreigners was amended to partially align with EU directives on third-country nationals' stay, while also strengthening return procedures.

In 2026, Moldova extended temporary protection for displaced persons from Ukraine until March 2027.

*Implementation and enforcement capacity*

Irregular movements have been lower in 2025 than 2024 and the trend has been declining since its peak in 2022 (see Graph 18). As concerns readmission with the EU, the implementation of the EU-Moldova readmission agreement is continuing. In 2025, 5005 Moldovan citizens were returned from the EU. Moldova reported 425 voluntary and 70 forced returns.

Asylum

While the legal framework on asylum in Moldova is partially aligned with the EU *acquis* as it was in force until 12 June 2026, Moldova should focus on developing its national legal framework and operational capacities on migration and asylum to align with the Pact. The management of asylum is broadly satisfactory.

*Legal alignment, strategic and institutional frameworks*

Moldovan legislation on asylum is partially aligned with the EU *acquis*, and the country is party to the international conventions.

Moldova strengthened its asylum system through amendments to the Asylum Law that entered into force in January 2026. These established procedures for granting material reception conditions to applicants for international protection and mechanisms for applying the safe country of origin and safe third country concepts. To make it fully operational, Moldova should continue improving its national referral system for applicants with special needs.

The temporary protection granted to displaced persons from Ukraine aligns with EU standards, providing access to residence rights, identity documentation, education, the labour market and basic healthcare. As of 31 August 2026, 57 731 displaced persons from Ukraine were registered under Moldova's temporary protection regime, many of them older persons or persons with

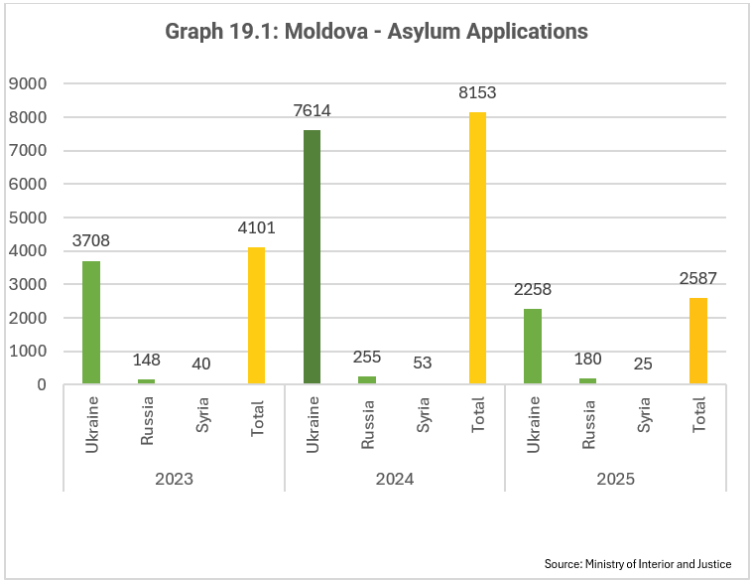


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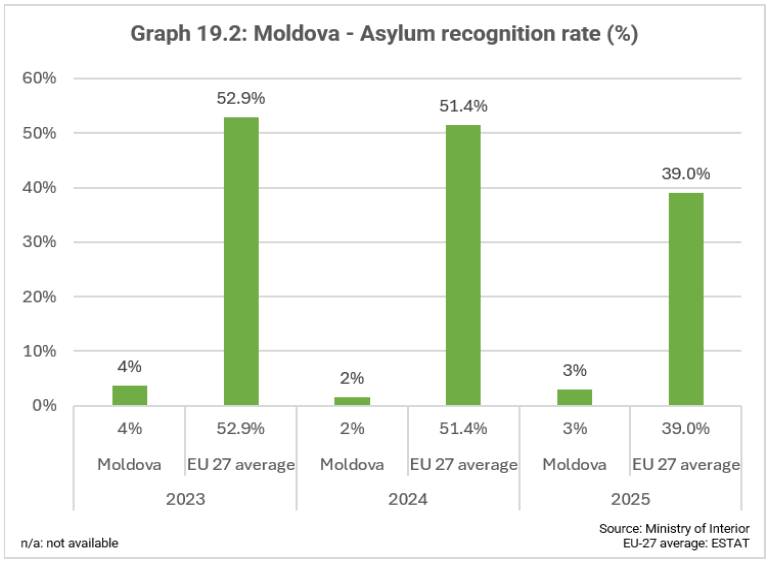
disabilities. Resource constraints remain the primary challenge for national authorities processing international protection requests, compounded by the phased withdrawal of humanitarian aid. In 2026, Moldova updated its contingency planning.

*Implementation and enforcement capacity*

Following Russia's war of aggression against Ukraine, Moldova has become both a transit and destination country for those fleeing the conflict.




In 2025, Moldova received 2 587 asylum applications, down from 4 101 in 2024. Despite this decrease, the number remains high relative to Moldova's limited resources. To address this, authorities should continue strengthening the General Inspectorate for Migration (GIM) with additional specialised staff and equipment to ensure adequate assistance and basic services for migrants and applicants for international protection. Significant resources are needed to upgrade the GIM to EU standards. The GIM's digital systems also require upgrades to ensure interoperability with other national and EU IT systems.




Moldova maintains a hosting capacity of 900 places in 9 Refugee Accommodation Centres (RACs), which were hosting 528 refugees as of August 2026. More RACs could be opened in the event of a crisis. Access to information on asylum procedures and legal counselling needs improvement, particularly at border crossing points and Chișinău International Airport to prevent potential cases of refoulement and unnecessary detention. Asylum case management should be further harmonised and the appeals system strengthened to align with EU standards. Moldova cooperates effectively with the European Union Agency for Asylum (EUAA), and will benefit from enhanced support following the first Roadmap signed between Moldova and the EUAA in September 2026.

Visa policy

The visa policy is not fully aligned with that of the EU, in particular with the list of countries

whose nationals require a visa to enter the EU. Moldova's list of visa-free countries diverges from that of the EU for 11 countries: Armenia, Azerbaijan, Belarus, Kazakhstan, Kyrgyzstan, Qatar, Russia, Tajikistan, Türkiye, Uzbekistan, and Vanuatu.

In the reporting period, Moldova made progress in aligning its visa policy. In December 2025, Moldova adopted the law on denunciation of the Commonwealth of Independent States (CIS) Agreement on visa-free travel. It represents a preparatory step towards further harmonisation of Moldova's visa list with that of the EU.

Further progress on visa policy alignment is required, and pending full alignment, a more rigorous screening of visa-free arrivals of third-country nationals should be conducted, particularly those potentially presenting a security risk. The European Commission's eighth report under the visa suspension mechanism from December 2025 concluded that Moldova continues to meet the visa liberalisation benchmarks.

Schengen governance and external borders

The legislative and strategic framework for the management of external borders is partially aligned with the EU *acquis*. The management of borders needs to be improved in line with European integrated border management principles and in preparation for the Schengen Agreement.

*Legal alignment, strategic and institutional frameworks*

Given the need to reinforce and establish solid foundations for the **Schengen system**, it is necessary to continue strengthening the national Schengen governance framework by appointing a national Schengen coordinator. A Schengen action plan covering all aspects related to Schengen preparations should also be adopted.

Moldova implements a national concept for European integrated border management (EIBM), including a four-tier access control model aligned with the European Border and Coast Guard Regulation. In December 2025, it adopted a new Integrated Border Management Programme for 2026-2030, accompanied by an action plan aligned with the EU's multiannual strategic policy cycle. However, the Programme only partially aligns with the National Schengen Strategy.

The Law on the state border of Moldova must be fully implemented. This includes strengthening the capacity to conduct second-line checks at all border crossing points in line with EU standards, with adequate digital equipment, infrastructure, and specialised personnel. Substantial financial resources are needed to meet basic EU/Schengen criteria.

The General Inspectorate of Border Police has increased staffing for new border crossing points and second-line checks, achieving an overall occupancy rate of 93%. It should continue enhancing its capacity to detect criminal activities, especially drug and arms trafficking.

Moldova remains an active member of the Eastern Partnership Risk Analysis Network, a regional platform for information exchange and intelligence sharing. National procedures related to INTERPOL alerts are harmonised with European procedures.

However, the border police information system still faces security and data protection vulnerabilities. These issues must be addressed alongside the need to ensure interoperability with other law enforcement and national IT systems, in anticipation of a future connection to the EU large-scale IT systems.

*Implementation and enforcement capacity*

Moldova maintained strong **cooperation with Frontex**, with information exchange occurring both centrally and through joint points of contact. Cooperation with neighbouring border services in Romania and Ukraine continued through joint patrols and border control measures, including



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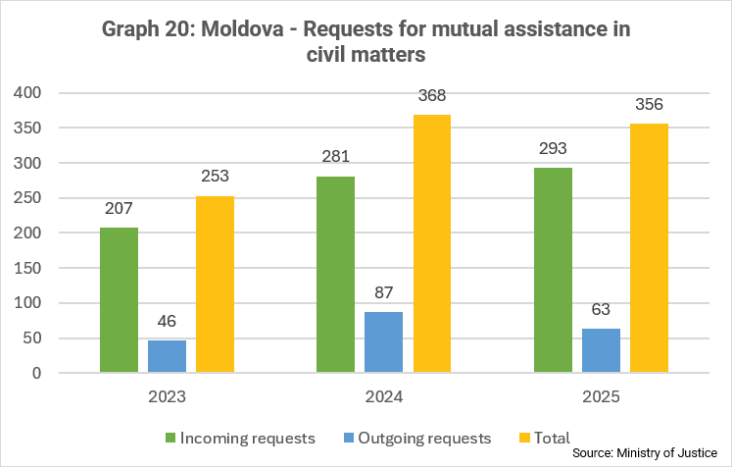
customs operations. As of September 2026, there were 86 Frontex-deployed officers at Moldova's borders with Romania and Ukraine as well as at Chișinău airport on the basis of the status agreement between the EU and Moldova. The renewal of the working arrangement with Frontex is ongoing.

Moldova continued its efforts to train law enforcement institutions on anticorruption measures. In 2025, the border police implemented preventive activities to strengthen institutional ethics, reduce corruption vulnerabilities, and promote professional conduct standards through training and information sessions. During 2025, 49 cases of active corruption were reported, resulting in 22 criminal investigations and six cases sent to court.

**Judicial cooperation in civil and commercial matters**

Judicial cooperation in civil and commercial matters needs to be improved. This includes acceding to key international instruments: the 2007 Hague Child Support Convention and the 2007 Maintenance Obligations Protocol. In August 2026, Moldova adopted a law to accede to the 2019 Hague Convention on the Recognition and Enforcement of Foreign Judgments in Civil or Commercial Matters.

Mutual legal assistance in civil and commercial matters also grew between 2023 and 2025: total requests rose by 41% (253 to 356), driven by incoming requests (207 to 293), while outgoing requests stayed low and volatile (46, 87, 63). During the reporting period, the National Institute of Justice provided training on international judicial cooperation in civil matters as part of its continuous training programme. However, institutional capacities to handle requests in civil and commercial matters require further improvement, as the average processing time currently remains between four and six months.



## 2.3. ECONOMIC CRITERIA[3]

| *Table:* **Moldova - Key economic figures** | **2017-22 average** | **2023** | **2024** | **2025** |
|---|---|---|---|---|
| **GDP per capita** (% of EU27 in PPS) | 27.8 | 30.0 | 29.8 | 30.1 |
| **GDP growth** | 2.1 | 1.2 | 0.3 | 2.4 |
| **Activity rate of the population aged 20-64** (%), total | n/a | 58.4 | 59.1 | 57.2 |
| *male* | *n/a* | *61.9* | *60.9* | *61.3* |
| *female* | *n/a* | *55.3* | *57.5* | *53.6* |
| **Unemployment rate of the population aged 20-64 (%),** total | n/a | 4.6 | 3.9 | 3.9 |
| *male* | *n/a* | *5.0* | *3.8* | *4.3* |
| *female* | *n/a* | *4.2* | *4.1* | *3.4* |
| **Employment of the population aged 20-64** (annual growth %) | n/a | 6.9 | 2.0 | -3.2 |
| *male* | *n/a* | *5.4* | *-0.3* | *0.0* |
| *female* | *n/a* | *8.8* | *4.0* | *-6.2* |
| **Nominal wages** (annual growth %) | 13.1 | 16.9 | 14.6 | 11.5 |
| **Consumer price index** (annual growth %) | 8.7 | 13.4 | 4.7 | 7.8 |
| **Exchange rate against EUR** | 20.2 | 19.6 | 19.3 | 19.6 |
| **Current account balance** (% GDP) | -10.5 | -11.1 | -16.6 | -19.7 |
| **Net foreign direct investment, FDI** (% of GDP) | 2.6 | 2.1 | 2.0 | 1.8 |
| **General government balance,** % GDP | -2.2 | -5.1 | -3.9 | -3.9 |
| **General government debt,** % GDP | 30.8 | 34.9 | 38.1 | 39.2 |
| *Sources: WiiW, National Bureau of Statistics* | | | | |

### 2.3.1. The existence of a functioning market economy

Economic governance

**The government remains committed to macroeconomic stability and demonstrates strong willingness to improve economic governance, while some decisive reforms are still pending.** Following Moldova's request in January for a new IMF programme, discussions for a three-year non-disbursing IMF Policy Coordination Instrument (PCI) are ongoing but have stalled since a staff-level agreement was found in May 2026. Amendments to the central bank law were adopted in April 2026 to strengthen the central bank's independence and institutional setup. The implementation of Moldova's Reform Agenda under the EU Growth Plan is advancing well.

In March and October 2026, Moldova received the second and third regular instalments of EUR 189 million and EUR 157 million respectively under the Reform and Growth Facility, after successfully completing 44 additional reform steps. In terms of policy areas, Moldova has demonstrated good progress in economic governance, business environment and the energy sector. Key achievements include the adoption of deregulation package, enhanced budgetary transparency requirements, and further development of the electricity market.

Moldova participated in the economic and financial dialogue with the EU in May 2026, following the submission of its third economic reform programme. Implementation of the 2025 policy guidance was partial, with progress on macroeconomic forecasting, fiscal structural reforms, particularly related to spending reviews, and monetary policy. However, progress on increasing

[3] Unless otherwise indicated, the data in this section are taken from the relevant national sources (the statistical office, Ministry of Finance and the central bank).



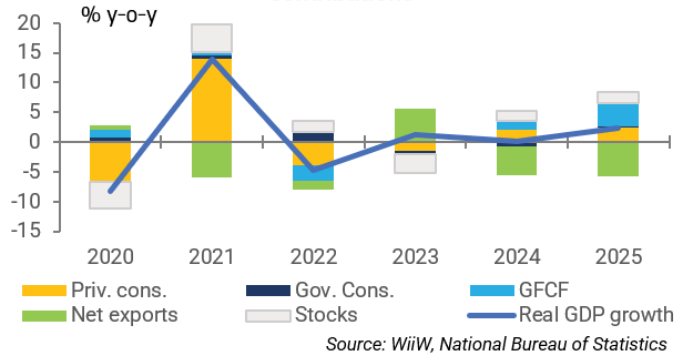
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public investment, streamlining tax expenditures, and reforming state-owned enterprises (SOE) was limited.

Macroeconomic stability

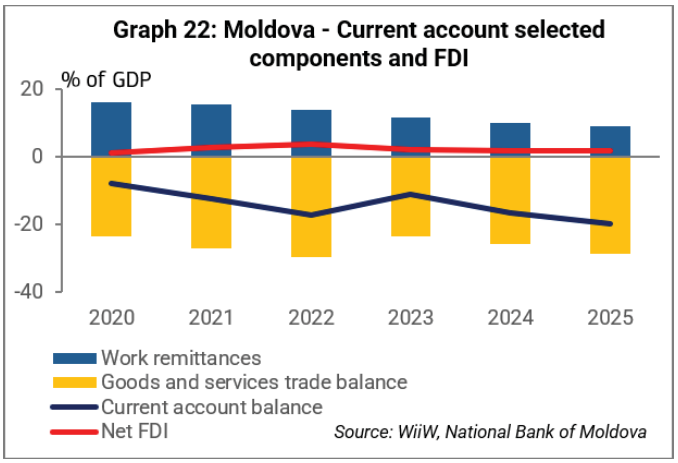
**The economic recovery, that started in the second half of 2025, faces headwinds from external shocks.** Annual real GDP growth in 2025 reached 2.4%, initially driven by a strong harvest and construction, before broadening towards the end of the year as manufacturing and IT recovered. Notably, industry recorded growth for the first time since 2021, driven largely by the extractive industry and food processing, although the signs of strengthening have not yet been sustained long enough to confirm a structural change. Growth was driven by strong private investment, backed by favourable financing conditions and state support, alongside energy subsidies that shielded households from higher prices. Net exports remained a drag on growth, as agricultural exports only recovered in the second half of 2025 due to improved weather conditions. Real GDP growth slowed to 0.6% y-o-y in Q1-2026, as robust private consumption and a positive contribution from net exports were largely offset by weaker investment, amid the impact of the conflict in the Middle East and renewed upward pressure on energy prices. On the supply side, gains in manufacturing and retail trade were offset by sharp contractions in real estate, IT, and construction. After a growth of only 0.6% y-o-y in the second quarter, real GDP growth is expected to slow down in 2026 particularly due to the spillovers from increased escalation of Russia's war against Ukraine and the impact of the conflict in the Middle East, higher imported energy prices, and potential second-round effects. Economic growth should pick up again in 2027, provided the impact of the conflict in the Middle East fades. Reforms and investments under the Reform and Growth Facility are expected to materialise from late 2026 onwards, increasing the potential GDP and the country's resilience to external shocks. Moldova's economic convergence with the EU has been slow, mainly due to the impact of external crises while absolute poverty rates stabilised around 30%.

**Graph 21: Moldova - Real GDP growth and contributions**

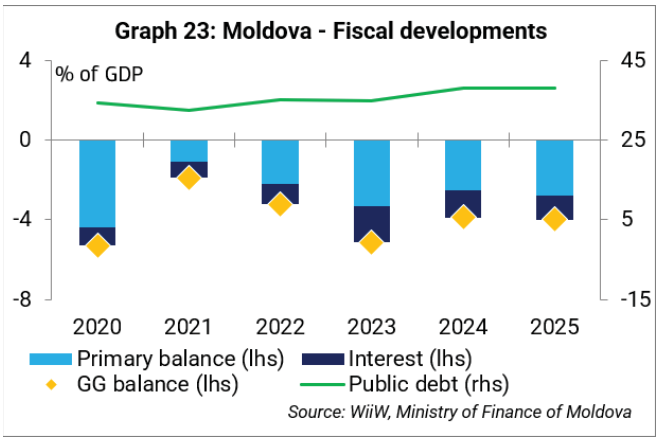



*Source: WiiW, National Bureau of Statistics*

**Moldova's external position deteriorated further in 2025, as the current account deficit reached a 16-year high reflecting persistent structural vulnerabilities to external shocks.** In 2025, the current account deficit increased to 19.7% of GDP, up from 16.6% in 2024. This mainly reflected a surge in imports due to robust demand as well as a sharp increase in electricity imports after Russian gas supplies to the Transnistrian region, which had been the right bank's main source of electricity before 2025, were cut off. The larger goods deficit was partly offset by a services surplus, from strong IT services exports. During the first quarter of 2026, the current account deficit narrowed compared to Q1 2025 reaching 20.9% of GDP, driven by a reduction in the trade deficit. Remittances declined as share of GDP by 1 pp. to 9.2% in 2025. The widening current account deficit has been primarily financed by net inflows of currency and deposits, trade credits and advances as well as concessional long-term loans from multilateral and bilateral donors. Foreign direct investment (FDI) inflows slightly decreased as a share of GDP from 2.0% of GDP in 2024 to 1.8% in 2025 and remained dominated by reinvested earnings. Official reserves reached EUR 5.4 billion at the end of August 2026, equivalent to almost six months of projected imports, similar to levels end of 2024, and remaining well above the recommended range of 100-150% of the IMF's reserve adequacy metric. Moldova's net international investment position has become slightly more negative since the end of 2024 reaching -36.5% of GDP end of Q1 2026.




**Inflation moderated in late 2025 before resurging in March 2026 after the escalation of the conflict in the Middle East, prompting the central bank to start tightening monetary policy.** Inflation remained well above the central bank's target range of 5% ±1.5 pps. in 2025, reflecting an energy price shock at the beginning of that year. While inflation returned to the target range in January 2026, it re-accelerated thereafter reaching 7% in August 2026. This was driven by a sharp increase in global energy prices following the conflict in Iran and the Middle East, compounded by a depreciation of the domestic currency. As inflationary dynamics stabilised in 2025, the NBM shifted to an accommodative stance from August, gradually reducing the policy rate to 5% by December. Furthermore, the NBM continued to gradually reduce the required reserves ratio, to 18% for domestic currency, and to 26% for foreign currency in February 2026. However, rising inflationary pressure prompted a gradual increase of the policy rate to 7.5% in August and 9% in September.




**Moldova's fiscal position is characterised by persistently high fiscal deficits and an upward debt trajectory.** The 2025 fiscal deficit stood at 3.9% of GDP, below the 5% target, reflecting persistent under-investment. Revenues slightly exceeded expectations on the back of stronger than expected economic recovery. Despite three budget revisions



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and a fiscal stimulus of 2% of GDP through EU energy grants and Growth Plan disbursements, capital expenditure effectively edged up only by 0.1 pps. of GDP to 3.3% of GDP compared to 2024, with capital investment, in the narrow definition used by Moldova,[4] rising modestly from 1% to 1.2% of GDP. In 2025, the public debt-to-GDP ratio increased by 1 pp, reaching 39.2% by the end of the year primarily driven by the high fiscal deficit, partly offset by favourable stock flow adjustments, mainly due to exchange rate developments.

The 2026 budget targets a fiscal deficit of 5.7% of GDP, presenting an overall shift towards investment and growth enhancing spending supported by the Growth Plan. However, similar to recent years, execution rates by end of July 2026 point to another under-execution of public investment in 2026. In addition, the supplementary budget for 2026 tabled at the end of August provides for a higher fiscal deficit of 6% of GDP, supported by higher current spending, such as public salaries and energy support payments during December. The estimated Growth Plan related spending in 2026 accounts for 1.5% of GDP, with 0.6% of GDP allocated to capital spending and the rest dedicated to the implementation of the Reform Agenda. Revenue is projected to remain broadly unchanged as a share of GDP. Given the projected fiscal deficits and limited nominal GDP growth, public debt is expected to further increase. Public debt management remains heavily reliant on concessional external financing and short-term domestic issuance, that increased by 3 pps y-o-y to almost 96% of total domestic issuances by end of June 2026, adding to debt-servicing costs amid rising interest rates.

**There has been progress with structural fiscal reforms.** On the revenue side, although some tax expenditures were phased out in 2025, new ones offset most revenue gains. In 2026, additional exemptions were introduced, the zero-income tax on reinvested SME profits was extended through 2026 at an estimated cost of 0.45% of GDP, and a new freelance tax regime with a 15% flat rate entered into force. The adoption of a broader tax reform aimed at simplification, revenue mobilisation, and improving predictability for investment and compliance is set to take place in the autumn. Main measures include an increase and introduction of new excises on harmful products, the increase of VAT for imported food, agriculture, HoReCa services and gas and electricity consumption above a certain threshold. The reform also proposes to increase the tax-free allowance for personal income taxation to incentivise formal employment, higher taxation on gambling and, temporarily, on the financial sector, as well as further expansion of the zero-income tax on reinvested corporate profits. Overall, while some welcome steps have been taken to eliminate selected tax expenditures, the proposed reform falls short of a systematic reduction of tax expenditures to broaden the tax base. In addition, the estimated revenue gains are likely to be insufficient to cover the costs of the forthcoming public sector salary reform and to create fiscal space for higher public investment, thereby adding further pressure on the fiscal position. To improve tax compliance, work is ongoing to establish an automated tax non-compliance risk management system, with its implementation still pending. The public investment management reform has advanced well, with all new public investment projects above EUR 10 million now being assessed through the Single Project Pipeline and steps taken to increase public investment management capacities in the ministries. Lastly, the government has institutionalised regular spending reviews and adopted a robust implementation methodology. Building on this, the government has approved the scope and themes for upcoming spending reviews in education, general economic services and agriculture.

[4] Capital investments fall under Code 391 in the National Public Budget. This is defined as expenditure aimed at reconstruction, expansion, restoration of existing fixed assets and creation of new fixed assets. Compared to the broader concept of capital spending it does not include maintenance, repairs or increase in the value.



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**Moldova's macroeconomic policy mix was broadly appropriate in 2025, sustaining stability and supporting growth, though key structural vulnerabilities persist.** On the fiscal side, phasing out the electricity bill support by the end of 2025 helped mitigate the impact of higher energy prices on consumption. However, the 2025 fiscal stimulus heavily relied on current spending, limiting its growth enhancing effect, while capital expenditure remained under-executed. Monetary policy was broadly appropriate. The NBM shifted from an accommodative stance to tightening as inflation, having declined gradually in the second half of 2025, re-accelerated in response to global energy price pressures following the military escalation in the Middle East. On the external side, the widening current account deficit partly reflects a structural shift in energy supply, while highlighting the persistent vulnerability to external shocks, including climate change and lower demand from external partners.

Functioning of product markets

*Business environment*

**Efforts to improve the business environment and attract investments have been increased, but structural challenges and the impact of Russia's war against Ukraine continue to weigh on firms.** The share of companies planning new investments in 2026 declined from 40% to around 32%, with larger firms reporting increased investment intentions and micro and small enterprises a decrease, suggesting that the latter are more affected by uncertainty. The 2025 OECD/World Bank Product Market Regulations Indicators recorded a meaningful progress over the past six years in reducing regulatory and administrative burdens, notably through simplified business registration requirements, cutting the costs of starting a business and steps to improve the communication and simplification of regulation. However, regulatory uncertainty remains a concern, as the regulatory reform agenda is not publicly disclosed, limiting firms' advance visibility of upcoming reforms, which is particularly relevant given the fast pace of EU *acquis* alignment. Further deregulation efforts are ongoing, including elimination of permits and procedural administrative simplification. In addition, the government continued to provide financial support to businesses to invest in the modernisation of production capacities, energy efficiency and innovation.

Investment promotion efforts continue through the expansion of the One-Stop Shop mechanism for investors and the creation of the Investment Map. However, FDI levels remain low, in part due to the impact of Russia's war against neighbouring Ukraine. The adoption of a new Law on Investments, aimed at strengthening the investment framework, particularly for strategic investments, and further aligning it with the EU *acquis*, is pending, having been adopted in first reading by the Parliament in September. The first EU-Moldova Investment Conference was held in 2026 and led to a number of MoUs being signed with private investors.

The Corruption Perceptions Index' score deteriorated slightly in 2025 for the first time since 2019, though the decline was less pronounced than the broader trend across Eastern Europe and Central Asia.

Informality remains high, although recent data suggest a slight improvement compared to 2024. According to World Economics (2025), the informal economy represents about 33.6% of GDP, a decrease by 3.5 pps. compared to 2024[5]. Efforts to tackle informality intensified, notably a higher number of inspections, including unannounced inspections, as well as compliance campaigns and activation requirements under the Social Aid Programme to incentivise formal employment. Steps were taken to enhance the State Labour Inspectorate's capacity. As a

[5] Any estimations need to be taken with caution given the variety of methodological approaches.



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result, 76.7% of 8 000 identified informal workers were formalised in 2025, contributing to a 37% increase in salary-related tax revenues that year. In the first eight months of 2026, the number of identified and formalised cases already exceeded the previous year's total. In June 2026, the paper-based registry for day labourers was replaced by an electronic system, strengthening the oversight of day labour arrangements further simplifying administrative procedures to incentivise formalisation.

*State influence on product markets*

**The state continues to play a substantial role in the economy, while state ownership and competition frameworks remain to be strengthened.** According to the 2025 World Bank Business Ready report and the OECD/WB Product Market Regulations Indicators, Moldova lags significantly behind newer EU Member States on competition enforcement, SOE governance, and public ownership transparency, as reflected by the persistent dominance of SOEs across competitive sectors. Despite efforts to delineate functions between the Ministry of Economic Development and Digitalisation and the Public Property Agency (PPA), the PPA continues to exert influence over policy and regulatory priorities in sectors where SOEs operate, conflating ownership and policymaking. Similar concerns exist in line ministries. Some SOEs that provide both commercial and public services lack legal separation of these activities or adequate compensation mechanisms, undermining a level playing field. Preparations for digitalising the public property register to improve transparency are ongoing, with full operationalisation still pending. The OECD Review of the Corporate Governance of SOEs is ongoing. In 2025, Moldova launched its first state aid scheme in line with EU requirements covering planned investments of about 0.6% of GDP.

*Privatisation and restructuring*

**The SOE reform is advancing gradually, while recent developments raise concerns over SOE governance**. Following the completion of the triage exercise in 2023, privatisation of five enterprises identified for immediate privatisation has been launched in June 2026. The deadline for the submission of offers for four investment profiles was extended until October due to a lack of sufficient interest. SOEs that are undergoing restructuring include the national electricity transmission system operator, SE Moldelectrica and the State Railway company. In addition, the government has prepared a draft decision on the liquidation of nine SOEs that are no longer operational. Insolvency procedures are underway to reduce contingent fiscal liabilities. However, several legal challenges risk stalling the process. SOE corporate governance reform is progressing, with four additional state-owned enterprises adopting the corporate governance code (bringing the total to 48), though the selection of independent board members continues to advance only slowly. A new law on SOE governance is being prepared with the support of international organisations, among others, strengthening the framework for the selection of independent board members.

The recently revealed irregularities in senior appointments, remuneration, and recruitment practices at the air navigation services state-owned enterprise MoldATSA have raised broader concerns regarding SOE governance. In response, the President of Moldova announced that a sector-wide audit would be conducted. In addition, the government has announced a reform of the Public Property Agency, with a stronger oversight from the Ministry of Economic Development and Digitalisation. As of September, there are plans to speed up the privatisation process of SOEs and to assess the feasibility of listing certain packages on stock exchanges.

Functioning of the financial market

**Moldova's banking sector remained stable and resilient, supported by strong capital and liquidity buffers, though rising real estate lending amid growing prices warrants**



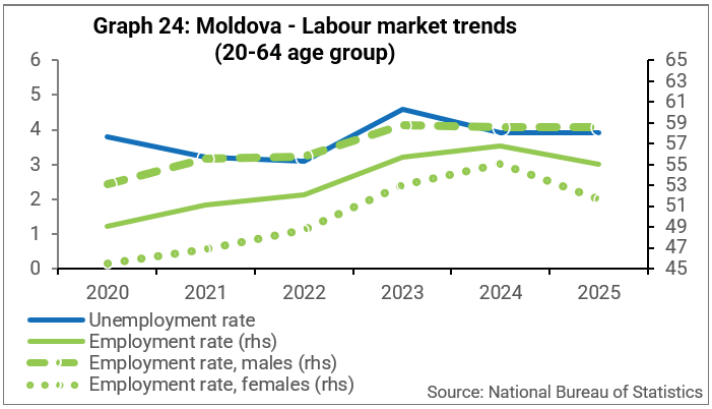
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**continued monitoring**. The sector is dominated by mainly foreign-owned banks with assets accounting for 55% of GDP in 2025. Profitability increased as a result of higher interest income. Capital buffers remain high despite a slight decrease due to increased lending activity and liquidity levels stay well above regulatory requirements. The sector remains concentrated, with the five largest banks holding almost 90% of assets. Non-performing loans edged up again during the first six months of 2026 but remaining relatively low at 5.2%. There are potential risks related to loans under the Prima Casă PLUS programme and, warrant closer monitoring. The programme should be integrated into the general National Bank of Moldova (NBM) macroprudential framework. The IMF's Financial Sector Assessment Programme published in February 2026 confirms that the banking system remains broadly resilient under a severe adverse scenario, supported by strong liquidity buffers across all banks and high initial capital in some institutions.

**Lending to households and businesses increased strongly in 2025, supported by favourable financing conditions and broad investment promotion policies**. Credit to the private sector reached 28.2% of GDP compared to 25.5% of GDP in 2024, driven mainly by consumer loans and real estate financing. The loan-to-deposit ratio rose by nearly 10 pps to 72.2% in 2025, the highest since 2020. Non-bank lending continued its upward trajectory, with non-bank assets rising to 5.9% of GDP by the end of 2025, an increase of 0.5 pps from the previous year. The concept for the National Financial Inclusion Strategy 2030 has been validated, and work is ongoing to finalise the strategy and its implementation programme. Moldova has a nascent capital market. As part of its Capital Market Development Strategy 2025–2030, Moldova established the Moldova International Stock Exchange, which was authorised to operate in August 2026.

Functioning of the labour market

**Moldova's labour market continues to face structural challenges amid gradual signs of recovery**. In line with the economic recovery, the labour market showed early signs of improvement in 2025, with employment growth concentrated in micro and small enterprises. Labour market participation, however, remains relatively low, standing at 60.5%[6] in Q1 2026 (compared to the EU average of about 75.7% in 2025), with high inactivity reflecting informal employment and a growing share of NEETs in 2025 compared to the previous year. Unemployment in Q1 2026 stood at 10.4%, a significant increase compared to 2025, mainly reflecting, for the first time seasonally unemployed population[7]. Increased offer of active labour market measures helped increase placements by the National Employment Agency by 24%. To further support




[6] The Labour force survey (LFS) in 2025 underwent several modifications/adjustments, also reflecting the results of the 2024 census. The LFS was further revised in 2026 to ensure the alignment to EU standards. Hence, figures from 2026 and 2025 are not comparable to previous year figures.

[7] From 2026, the revised definition of unemployment includes persons due to start a job within three months of the reference week and seasonal workers awaiting return to seasonal employment — both previously classified as inactive until 2025.

female employment, more childcare places were created, and a new allowance was introduced targeting youth employment. The freelancer regime, in force since January 2026, aims to address informality, although its impact still remains to be seen. In addition, there is a risk that freelance work could replace regular employment or incentivise the underreporting of income. Net migration, while slightly lower than in 2024, remains negative, particularly strong among working age population and still above pre-COVID levels.

### 2.3.2. The capacity to cope with competitive pressure and market forces within the Union

Education and innovation

**While spending on education remains above EU average and efforts to improve education outcomes have intensified, measurable results remain limited.** Amendments to the Education Code entered into force in March 2026, introducing performance-based school funding and measures to optimise local school networks. Curriculum revision is ongoing, with new qualification standards introduced in ICT, agriculture and engineering, and a new pilot scheme across 35 schools to encourage careers in science and technology. Moldova has stepped up its anti-fraud and anti-plagiarism efforts in universities. During the 2025/2026 school year, the number of dual VET learners expanded by 41% compared to the previous school year with employability rate well above that of traditional VET. A new vocational training centre was opened in the Bălți Free Economic Zone. Lastly, different formats of public-private dialogue have been strengthened to better align training with labour market needs. Despite these efforts labour shortages persist, especially among larger firms indicating more difficulties to hire particularly highly skilled workers. Recent PISA results point to a continued decline in basic skills, consistent with the broader OECD trend, whereas performance in science shows a positive trajectory.

**Innovation outcomes remain limited despite ongoing efforts to increase investments into research and technology.** Moldova records only 23 patents per million inhabitants compared, for example, to 55 in Romania. While patent applications have recovered from a low in 2023, they remain well below pre-pandemic levels. In terms of investment in emerging technologies, the country ranks 116th out of 127 countries measured. On the policy side, funding competitions have been launched under the National Programme on Research and Innovation and the Smart Specialisation Strategy, covering collaborative research, innovation vouchers, research infrastructure, and technology transfer. The winners of 12 public calls were announced in June 2026. Under the 2025-2030 Programme for Digital Innovation and Tech Start-ups, nine investment projects have already been approved, expected to mobilise about 1.4% of GDP.

Physical capital and quality of infrastructure

**Moldova is advancing transport and digital infrastructure, although investments remain significantly below infrastructure needs.** Overall capital spending increased by less than 0.1% of GDP compared to 2024, reaching 3.3% of GDP in 2025. Investments in the road infrastructure are ongoing with about 0.5% of GDP allocated to road maintenance and modernisation in 2025 from Growth Plan funds. However, the execution of road projects continues to be affected by high costs and inefficiency. Preparations remain at an early stage for a Chișinău ring road, a Ungheni-Chișinău-Odesa cross-border corridor with Ukraine, and the country's first motorway. Railway infrastructure remains underdeveloped and outdated, though electrification projects are slowly advancing. To strengthen project execution, a dedicated capital investment management unit has been established in the Ministry of Infrastructure and Regional Development, though it is not yet fully operational.

**Investments into energy infrastructure remain a priority as Moldova's energy security continues to be directly affected by Russia's war against Ukraine**. A Russian strike on 23



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March 2026 disrupted the main electricity import line. A separate strike on a Ukrainian hydropower station caused significant pollution of the Nistru river. At the same time, efforts to improve interconnectedness with the EU and independence are progressing. Work on two electricity interconnection lines with the EU grid continues, although the operationalisation of the Vulcănești-Chișinău line is delayed beyond its initial end of 2025 target. Renewable energy capacity grew strongly, increasing by 69% y-o-y in 2025 and accounting for 24.5% of annual electricity consumption, up from 13.9% in 2024. Investment in battery energy storage systems is also ongoing. A mechanism to support households and businesses in acquiring battery storage systems was launched in the second part of 2025.

Digitalisation is continuing to advance. Nearly 95% of households have internet access, online public services for businesses reached close to 80% of all business-related public services, and Moldova joined the EU Roam Like at Home scheme in January 2026. However, according to the European 5G Observatory, 5G coverage remains well below the EU average (25-40% versus over 90%).

Sectoral and enterprise structure

**The shift from agriculture and industry toward services continued in 2025.** ICT recorded the strongest increase in GDP share, reaching 7.5% of GDP and broadly matching agriculture, whose contribution has declined by more than 3 pps in the last five years. Trade and other services further expanded their contribution to growth. By contrast, manufacturing continued to lose share, despite some positive developments at the end of 2025 mainly supported by the food industry. While on a declining trajectory, agriculture remains characterised by subsistence farming, which accounted for more than two fifths of agricultural output in 2025.

**SMEs contribute more than half of GDP and remain concentrated in trade, construction, and agriculture**. At the same time, the sector is gradually diversifying, supported by targeted programmes implemented by ODA, including initiatives promoting the green transition and a new scheme supporting SME integration into global value chains. Around 75% of SMEs operate in the services sector, but activity remains concentrated in wholesale and retail activities, with only about one third active in higher value-added activities such as ICT, business and financial services.

Economic integration with the EU and price competitiveness

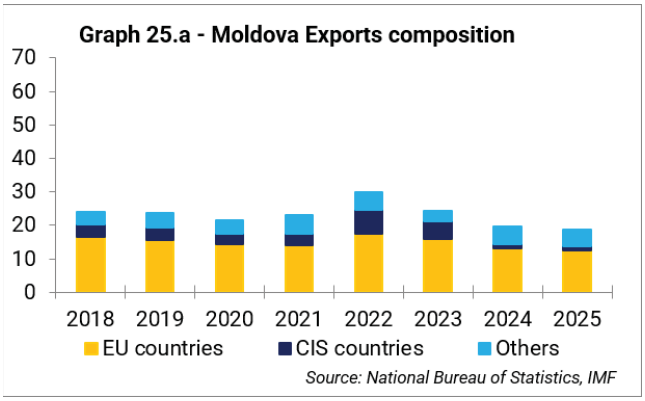
**Despite deeper EU integration and a shift towards services, Moldova's trade performance remains constrained by a narrow export base**. Trade with the EU intensified confirming the EU as Moldova largest trading partner, absorbing 67.8% of goods exports (up 6 pps over five years) and supplying over half of goods imports (up 10 pps) in 2025. At the same time, flows remain heavily concentrated, with Romania alone accounting for more than 40% of all goods exports to the EU. Overall services exports amounted to almost half of total exports in 2025, rising by more than 10 pps over five years, driven mainly by ICT. Goods exports remain concentrated in low value-added activities, with agricultural products and processed food accounting for nearly 50% of the total. The share of machinery and equipment continues to fall, and textiles stabilise. The import licensing requirements on grain and seeds introduced in 2023 expired at the end of 2025, removing restrictions that had previously constrained the production and export of processed agricultural goods, particularly sunflower oil, by limiting access to lower-cost inputs sourced mainly from Ukraine. At the end of August 2026, a temporary licensing mechanism for imports of certain cereals and oilseeds was adopted. It will apply until the end of October.

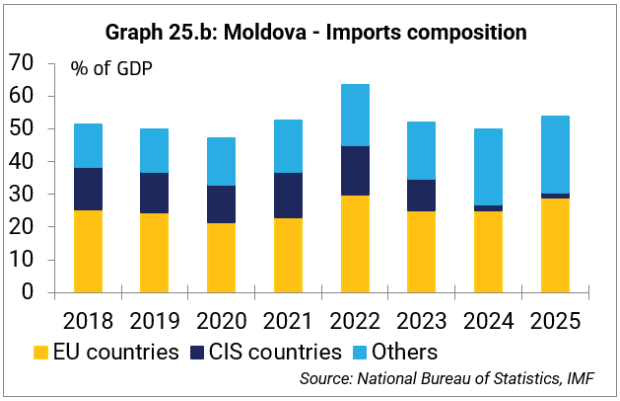
**External price competitiveness continued to erode**. Wages and unit labour costs increased further in 2025, amid persistently low average productivity, though wages rose at a slower pace



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than in 2024. The real effective exchange rate stabilised in 2025 before slightly depreciating




during the first months of 2026 supported by a gradual currency depreciation and easing inflation during the first months of 2026. These overall developments call for greater export diversification and policies to increase productivity.

## 2.4. PUBLIC PROCUREMENT, STATISTICS AND FINANCIAL CONTROL

### Chapter 5 - Public procurement

*EU rules ensure that the public procurement of goods, services and works in any Member State is transparent and open to all EU companies on the basis of non-discrimination and equal treatment.*

Institutional setup and legal alignment

The **legal framework** on public procurement is largely aligned with the EU *acquis*. The government continued the implementation of the National Programme for Development of the Public Procurement System for 2023-2027.

A new Law on public procurement was adopted in December 2025 and is planned to enter into force on January 2027, ensuring a high level of alignment with the EU *acquis*. The new law consolidates the fragmented regulations into a comprehensive framework, with clearer rules on procedures, mixed contracts and social procurement, expanded and structured exceptions, differentiated thresholds at both local and central level, and expanded publication and reporting obligations to enhance transparency. In June 2026, amendments to the law on procurement in the water, energy, transport and postal services sectors achieved a high level of alignment with the EU Directive on utilities procurement. In addition, in June 2026, another legislative amendment on coordination of defence and security procurement achieved partial alignment with the EU Directive.

The legislative framework on concessions and public-private partnerships still needs to be fully aligned with the EU *acquis.*

During the reporting period, institutional priorities focused on improving procurement planning, professionalisation and monitoring mechanisms, with limited progress on digitalising procurement processes.

From a gender equality perspective, efforts should continue to mainstream gender equality and social inclusion into public procurement, including through the adoption of a national methodological guide, capacity building for contracting authorities, gender-responsive monitoring and evaluation, and increased participation of women-led businesses and other



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underrepresented groups.

Implementation and enforcement capacity

The **public procurement market** accounted for 4.9% of GDP, increasing from 4.1% in 2024, with 10 013 total procedures in 2025. The most used procedure for public procurement in 2025 was the **open tender procedure**, with 4 553 open tenders conducted, leading to 26 818 contracts. This accounted for 74.1% of the total number of contracts awarded and 81% of their total value in 2025.

The institutional framework is in place, but **the capacity to manage public procurement processes** needs to be improved at both central and local levels. The implementation capacity continued to face systematic weaknesses due to weak monitoring on contract execution and limited data interoperability, which restricts transparency and risk-based oversight. Training on the new qualification system and the certification of procurement professionals began in March 2026. The monitoring capacity of the Public Procurement Agency remained limited due to the outdated electronic procurement system, MTender, as delivery, invoices, payments amendments and performance are not captured digitally or published. Moldova still needs to establish monitoring mechanisms regarding low-value procurement.

Regarding **prevention of corruption** in public procurement, Moldova continued reforms through measures linked to the National Integrity and Anti-corruption Programme, efforts to professionalise procurement functions and the modernisation of e-procurement systems. Transparency and monitoring tools are in place through MTender and the Public Procurement Agency, but concerns persist, notably regarding low-value procurement. In June 2026, the regulation on low-value public procurement introduced mandatory publication of participation notices in SIA RSAP for low-value procurement above MDL 400,000 for goods and services and MDL 600,000 for works, social services and other specific services

Efficient remedy system

In terms of the **right to legal remedy**, Moldova further aligned its legislative framework by adopting the new Law on remedies and review procedures in February 2026, establishing a specialised and distinct system for handling complaints across all types of procurement. The independent National Agency for Solving Complaints received 1 206 appeals on 864 procurement procedures (1 245 appeals in 2024), of which 89.5% were related to public procurement procedures, 7.5% were related to sectoral procurement procedures and 2.9% fell outside the agency's remit.

## Chapter 18 – Statistics

*European statistics are developed, produced and disseminated by EU Member States, guided by the principles and quality criteria elaborated in the Regulation on European statistics, such as professional independence, impartiality, reliability, accessibility and statistical confidentiality. Common rules are provided for the methodology, production and dissemination of statistical information, which are further specified in sectoral legislation that constitute the EU acquis on statistics.*

Regarding **statistical infrastructure,** the implementation of the national statistical system (NSS) development strategy and programme requires adequate resources and stronger internal capacity. The staffing of the National Bureau of Statistics (NBS) stood at 79% in August 2026 and remains a constraint. Moldova expanded the use of administrative data in official statistics. In December 2025, the NBS adopted Guidelines on confidentiality and data protection, strengthening the framework for secure data use. Implementation of the Single Integrated Metadata Structure began in January 2026, and quality work continued under the ESS Quality



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Assurance Framework, although all posts in the quality division remain vacant.

On **classifications and registers**, full alignment with the EU *acquis* on coverage, methodology, timeliness, and disaggregation remains pending. The NACE Rev. 2 and CPA Ver. 2.1, need to be updated. Moldova implemented the national version of the Nomenclature of Industrial Products and Services (PRODMOLD), harmonized with the European standard PRODCOM-2022, and the Classification of Individual Consumption According to Purpose (COICOP). The NBS, developed the national Classification of Education and Training Programmes (MoldCED 2), in line with ISCED 2011 and ISCED-F 2013.

On **macroeconomic statistics**, fiscal notifications for the excessive deficit procedure are not produced. In December 2025, the NBS, NBM, the Ministry of Finance and the Ministry of Economic Development and Digitalization signed a Memorandum of Understanding for the national accounts for the general government sector, government finance statistics, and excessive deficit procedure requirements. A Coordination Committee and working group on the classification of institutional units in line with ESA 2010 was created in January 2026. The timeliness of annual GDP data improved from 75 to 70 days after the reference period. The compilation of national accounts and the gross national income (GNI) based on ESA 2010 definitions and accounting rules still needs to be ensured. An updated roadmap for improving national accounts in 2026-2030 in line with ESA 2010 has been prepared, providing a more robust institutional basis for future alignment in the macroeconomic domain. The NBS does not calculate the harmonised index of consumer prices (HICP) or the house price index (HPI).

On **business statistics**, Moldova increased its data transmission to Eurostat. Surveys were conducted on innovation, information and communication technology, and tourism. Experimental calculations on women's entrepreneurship were disseminated. Starting from July 2026, the timeliness of the transmission of data on international trade in goods statistics to Eurostat improved to correspond to EU *acquis* requirements. Data on the ICT usage by enterprises was disseminated on the NBS website.

On **social statistics**, dissemination of the 2024 population and housing census results continued. The European health interview survey was conducted in 2025; preparations for the EU survey on income and living conditions advanced with pilot data collection in May 2026. A gender-based violence survey was completed in December 2025. The NBS updated the Labour Force Survey methodology and redesigned the questionnaires to align it with the EU *acquis*. Data and metadata on healthcare facilities, human resources and utilisation were prepared in SIMS format and transmitted to Eurostat. The methodology for producing Health Accounts in accordance with the SHA-2011 requirements was approved in December 2025. Demographic and international migration statistics including metadata were produced and transmitted to Eurostat. However, data availability still needs improvement. Moldova needs to strengthen the collection of sex and disability-disaggregated data and develop statistics on asylum and managed migration. The NBS publishes annual overviews of the situation of persons with disabilities.

On **agricultural statistics**, the last agricultural census was conducted in 2011. The roadmap for the integrated agricultural survey was approved in December 2025. The year of conducting the General Agricultural Census has not yet been determined.

On the **statistical geodatabase** for disseminating the results of the population and housing census, significant progress was achieved. The structure of the NBS Geoportal has been finalised, and 180 thematic maps have been prepared based on the 2024 Census data and other regional level data. The beta version of the Geoportal is currently undergoing internal testing and is expected to become operational by the end of 2026.



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**Energy statistics** data are produced in accordance with the relevant international classifications.

## Chapter 32 - Financial control

*The EU promotes the reform of national governance systems to improve managerial accountability, sound financial management of income and expenditure, and external audit of public funds. The financial control rules further protect the EU's financial interests against fraud in the management of EU funds and the euro against counterfeiting.*

Public internal financial control (PIFC)

The PIFC Development Programme 2024-2027 is making gradual progress despite some delays and drove the strengthening of the national certification scheme for internal audit. There were no relevant updates to the PIFC legal **framework** in place.

The compliance of first-budget users with the organisational standards set by the **internal control** system has increased, although full compliance should be targeted, and related monitoring and reporting procedures were strengthened. Risk management remains at an early stage, but groundwork is ongoing for its development, notably regarding risk registers and methodologies.

After the reorganisation of **internal audit** functions, the number of internal audit posts within ministries surged and all ministries now comply with the relevant legal requirements. However, almost half of the positions are still vacant. A pilot was launched on organising internal audit by associating the local public administration level, where capacity constraints remain substantial due to size. The mechanism for monitoring cases investigated following internal audits should also be reinforced.

Efficient implementation of **managerial accountability** continues to be a challenge for budget users at both central and local levels. Public bodies report to the central harmonisation unit, which consolidates annual reports and submits them to the government for approval. The role of public internal financial control in combating corruption needs strengthening, as does cooperation with the Court of Accounts.

External audit

Regarding the legal framework, the Court of Accounts (CoA) has its role enshrined in the Constitution, but not its **independence**. Legal amendments to the Court of Accounts Law to strengthen its financial independence were adopted in June 2026. Work continued to improve the consistency and quality of audits, and an external assessment of the CoA's Quality Management System was finalised in October 2025. Challenges remain related to staffing and institutional capacity.

**Parliamentary scrutiny** occurs through the relevant committees, which organised hearings on more than half of submitted CoA audit reports. Implementation of the recommendations in CoA reports is encouraged by online publication of the data they contain. The CoA's external engagement has improved and should be further reinforced to strengthen public trust and transparency and better follow up on CoA recommendations.

Protection of the EU's financial interests

The legal framework remains partially aligned with the EU *acquis*, notably the **PIF Directive**. An **Anti-fraud strategy** has not yet been adopted. The State Financial Control Inspectorate, as the designed **anti-fraud coordination service** (AFCOS), was empowered to detect and report offences related to EU funds through amendments to the criminal procedure code in December 2025. It also signed bilateral agreements with 14 relevant institutions forming the National Anti-

Fraud Network as the national **AFCOS network** in December 2025. Strengthening the capacity to proactively detect and investigate financial crimes and related illegal acts affecting EU's financial interests remains essential.

**Cooperation with the European Anti-Fraud Office** (OLAF) takes place on a case-by-case basis and has to be backed by a solid track record. In 2025, national authorities have initiated the process allowing them to report irregularities via the Irregularity Management System (IMS) and Moldovan authorities are encouraged to finalise their preparations and start using the system in cooperation with the Commission and OLAF.

Protection of the euro against counterfeiting

Strengthening of non-criminal measures will still be needed, including on technical examination and withdrawal of counterfeits. No progress was made regarding the implementation of the 1929 Geneva Convention.

Moldova made significant progress in strengthening the protection of public, EU-related and external funds through two complementary reforms: the establishment of the National Anti-Fraud System with the State Financial Control Inspectorate as Anti-Fraud Unit/AFCOS and the adopted financial crime investigation reform. Public internal financial control and external audit should support the anti-fraud system, such as by identifying weaknesses in internal controls and procurement. Audit and control findings need to be followed by effective recovery, disciplinary action, administrative sanctions or criminal referrals as appropriate.

## 3. GOOD NEIGHBOURLY RELATIONS AND REGIONAL COOPERATION

Moldova actively participates in and contributes to various regional cooperation platforms. During the reporting period, Moldova maintained its strong engagement in several regional cooperation initiatives, including the Central European Initiative (CEI) and the Three Seas Initiative (TSI). Additionally, Moldova remained active in the Black Sea Economic Cooperation Organisation (BSEC) and the South-East European Cooperation Process (SEECP). Moldova also contributed to regional security dialogue by hosting the third edition of the Black Sea Security Conference in March 2026 under the auspices of the International Crimea Platform.

Moldova maintains good relations with neighbouring EU Member States and other candidate countries, alongside cooperation under the Eastern Partnership policy framework.

Moldova enjoys excellent cooperation and bilateral contacts with **Romania** at all levels, with continued high-level exchanges. The first foreign visit of Prime Minister Tofan was to Romania in July 2026, soon after taking office, underlining the continued strategic nature of the bilateral relations. Bilateral dialogue remains intensive, with a strong focus on EU integration, resilience-building, and cooperation in energy security and connectivity. This includes several strategic investment projects being implemented in these areas. Romania also remains Moldova's leading trading partner, helping it to strengthen connectivity with the EU Single Market.

Cooperation with **Ukraine** remains a cornerstone of Moldova's foreign policy, marked by regular high-level engagement, including in the context of their respective EU accession processes. Both are in regular contact on regional and security challenges stemming from Russia's ongoing war of aggression against Ukraine. Moldova remained actively engaged in international efforts to ensure accountability for crimes committed by Russia in Ukraine, including by signing the Convention on the establishment of an International Organisation for Claims and participating in the Register of Damage, while also supporting the establishment of a Special Tribunal for the Crime of Aggression against Ukraine. Moldova joined the Coalition of the Willing in support of Ukraine. To facilitate the export of Ukraine's agricultural goods, Moldova has provided a 50%



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discount on rail transit for Ukrainian cargo until the end of 2026. Moldova continues to host the highest number of Ukrainian refugees per capita among countries in the region.

Trilateral cooperation with Ukraine and Romania further intensified on infrastructure, energy and security. In February 2026, the three countries signed a memorandum establishing the Cyber Alliance for Regional Resilience.

The strategic partnership between Moldova and ***Türkiye*** continued to evolve in key areas of engagement such as education and economic cooperation, as well as Türkiye's continued support for projects in the autonomous region of Gagauzia.

Moldova also continued deepening relations with ***Western Balkans*** partners and especially appreciates learning from their pre-accession experiences. Although Moldova does not recognise ***Kosovo***[*], the country participates in the NATO-led and UN-mandated Kosovo Force (KFOR) peacekeeping force.

## 4. RESILIENCE, SECURITY AND DEFENCE

Moldova's contribution to regional stability, connectivity and resilience has gained strategic relevance for the EU in the context of the evolving regional security environment. Moldova is exposed to sustained attempts by Russia and its proxies to influence democratic processes, undermine sovereignty, territorial integrity, security, public trust, societal cohesion, and exploit strategic vulnerabilities. Since taking office in July 2026, the new Government has placed continued emphasis on resilience-building, making it a cross-cutting objective, underpinning economic and energy security, crisis preparedness and resilience to hybrid threats.

Democratic resilience

Strengthening **democratic resilience** and **countering hybrid threats** have become areas in which Moldova has developed significant operational know-how and institutional capacity, including cooperation with the EU. Faced with sustained interference and pressure by Russia, Moldova has generated valuable lessons on countering hybrid threats, including foreign information manipulation and interference (FIMI), countering illicit financing, that are relevant for EU Member States and partner countries.

Recent electoral cycles in Moldova provided practical experience in protecting democratic processes against increasingly sophisticated interference tactics, including the misuse of artificial intelligence, coordinated online influence operations and the use of cryptocurrencies for covert political financing.

Support to building Moldova's resilience has also helped refine the EU's toolbox for countering hybrid threats through the EU's deployment of complementary instruments and response mechanisms. This is reflected, inter alia, in the establishment in 2023 of the EU Partnership Mission in Moldova (EUPM), the first civilian CSDP mission with a dedicated mandate on hybrid threats.

Economic security and resilience

Moldova has significant potential to deepen its integration into European **value chains**, particularly through the relocation and nearshoring of production activities to Eastern Europe. The development of Moldova's industrial parks and the activity of free economic zones, the

[*] This designation is without prejudice to positions on status and is in line with UNSCR 1244(1999) and the ICJ Opinion on the Kosovo declaration of independence.

continued expansion of the IT sector, the modernisation of the agri-food industry, and investments supporting the green transition are concrete avenues for advancing this transformation. In this regard, Moldova currently has 13 industrial parks, 5 free economic zones, as well as the Giurgiulești International Free Port, which provide operational platforms for business expansion, investment attraction and enhanced economic cooperation. Moldova is also developing into a dynamic digital ecosystem, increasingly connected to digital value chains. Moldova's economic security has been strengthened through cutting its dependence on Russian gas imports, the diversification of energy supplies and the reorientation of trade towards more stable European markets. Moldova is also well placed to serve as a regional hub supporting Ukraine's reconstruction and recovery.

Defence capacity building and defence industrial dimension

Moldova is the second-largest beneficiary of bilateral support under the European Peace Facility (EPF), an off-budget instrument, with EUR 317 million committed to date, contributing to the modernisation of its defence capabilities and addresses key priorities, notably in air surveillance and air defence. EPF support covers a broad range of areas, from military medical equipment, cyber defence and tactical communications to mobility, electronic warfare and unmanned aerial reconnaissance. Since 2023, it has also increasingly supported Moldova's air surveillance and defence capabilities, a new strategic dimension of the EU-Moldova partnership.

In the light of a deteriorating security situation in the region, Moldova is undertaking a comprehensive reform of its defence sector, including efforts to modernise its still limited **defence industry**, while fully respecting its constitutional neutrality. The country is interested in gradually integrating into European defence and dual-use industrial ecosystems. Although limited in scale, Moldova's defence industry possesses certain dual-use capabilities, notably in nanotechnologies, electronics and components. Moldova is eligible to participate in common procurement projects with EU Member States under the Security Action for Europe (SAFE) instrument. Under the frameworks of the European Defence Fund (EDF) and the European Defence Industry Programme (EDIP), opportunities also exist for entities established in the EU or in associated countries, but subject to conditions and guarantees. To date, these opportunities have not yet materialised.

Civil protection and disaster resilience

Moldova continues improving its resilience in the field of civil protection and disaster preparedness. The country is an active Participating State in the Union Civil Protection Mechanism (UCPM).

## 5. ABILITY TO ASSUME THE OBLIGATIONS OF MEMBERSHIP

### CLUSTER 2: INTERNAL MARKET

This cluster covers: free movement of goods (Chapter 1); freedom of movement for workers (Chapter 2); right of establishment and freedom to provide services (Chapter 3); free movement of capital (Chapter 4); company law (Chapter 6); intellectual property law (Chapter 7); competition policy (Chapter 8); financial services (Chapter 9); and consumer and health protection (Chapter 28). This cluster is key for Moldova's preparations for the requirements of the EU's internal market.

### Chapter 1 - Free movement of goods

*The free movement of goods ensures that many products can be traded freely across the EU based on common rules and procedures. Where products are governed by national rules, the principle of the free movement of goods prevents these rules from creating unjustified barriers to*

*trade.*

General principles

Moldova advanced the implementation of the Action Plan to adress the recommendations from the operational assessments of the standardisation, accreditation and conformity assessment and metrology systems.

Non-harmonised area

Moldova still needs to finalise and adopt the dedicated Action Plan on compliance with Articles 34–36 TFEU. It also needs to operationalise the newly established mutual recognition and obstacles to trade monitoring while strengthening administrative capacity, coordination and reporting in the non-harmonised area. Moldova has established an information and monitoring mechanism for major obstacles to trade, aligned with EU requirements. It also established a SOLVIT Centre within the Ministry of Economic Development and Digitalisation. In addition, the system for notification of technical regulations is fully operational and coordinated centrally.

Harmonised area: quality infrastructure

The Institute for **Standardisation** (ISM) reached 100% adoption of European Committee for Standardisation (CEN), European Committee for Electrotechnical Standardisation (CENELEC), and European Telecommunications Standards Institute (ETSI) standards. During 2025, Moldova adopted 1 025 CEN, 420 CENELEC and 1 579 ETSI standards. ISM withdrew all ex-Soviet standards in January 2026 and in September 2025 was accepted for full CEN and CENELEC membership, which will start in 2027. ISM will also have to become a full fee-paying member of ETSI.

Moldova amended its law on **accreditation** and on **conformity assessment** in February 2026 to recognise radio, electrical and electronic equipment that has undergone EU conformity assessment, complies with EU directives, bears the CE mark, and has an EU Declaration of Conformity.

In 2025, Moldova conducted 3 263 **market surveillance** inspections, compared with 1 739 in 2024. Of the cases inspected, 10% were found non-compliant, down from 16% in 2024. The authorities temporarily blocked 102 products from being placed on the market, fully withdrew 3 products, and applied sanctions in 205 cases. Nevertheless, market surveillance authorities are not yet designated for all product sectors, and capacity building in this area remains necessary.

Harmonised area: sectoral legislation

In the area of the '**new and global approach**', while Moldova has already aligned with a lot of the relevant EU *acquis* under the Association Agreement, there was progress on legislative alignment on EU *acquis* on civil explosives, fertilising products, and simple pressure vessels.

On EU **'old approach' product** *acquis*, Moldova took steps to increase alignment with the EU *acquis* on motor vehicles and motorcycles, and on agricultural and forestry tractors. Alignment with the EU *acquis* on non-road mobile machinery safety has not progressed. In regard to Registration, Evaluation, Authorisation and Restriction of Chemicals (REACH) a phased alignment process is underway. In parallel, in August 2026 a comprehensive draft regulation on classification, labelling and packaging (CLP), developed with EU Twinning support, has been adopted by the Government.

On **procedural measures**, Moldova took steps to align with the EU *acquis* on the return of cultural goods unlawfully removed from the territory of an EU Member State.

As regards anti-corruption measures, the State Inspectorate for the Supervision of Non-Food Products and Consumer Protection continued inspections, product checks and laboratory



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testing of non-compliant products. However, there is still limited public information on complaints against inspectors, conflicts of interest, disciplinary measures or cases of suspected corruption related to inspections and product controls. Additionally, the level of deferral of criminal cases to courts remains low. Measures related to Customs corruption risks are reported under Chapter 29.

### Chapter 2 - Freedom of movement for workers

*National of one Member State have the right to work in another Member State and must be given the same working and social conditions as other workers.*

Regarding **access to the labour market**, in March 2026, the law on the free movement and residence of citizens of the EU entered into force aiming to align with the EU *acquis* on the right of Union citizens to move and reside freely, on education of children of migrant workers and on the rights conferred on workers in the context of the freedom of movement of workers. The new legislation has also opened certain technical, specialised and auxiliary public administration positions to EU citizens, while civil servant posts remain restricted to Moldovan nationals. In 2025, 783 of 10 290 total residence permits were granted to EU citizens (v 303 in 2024). The largest number of foreigners who received residence permits came from Nepal, Türkiye, Bangladesh, and Uzbekistan.

Following the approval of a standard operating procedure by the General Inspectorate for Migration in March 2026, 28 applications for residence documents had been submitted, while in 2025, a total of 422 EU citizens were still to be documented under the old temporary stay-for-work regime.

On the **European Network of Employment Services (EURES)**, Moldova has taken a series of measures to prepare for joining the network. In September 2025, it designated the National Employment Agency (NEA) as the National Coordination Office. In November 2025, the National Employment Agency (NEA) approved an order establishing the tasks and responsibilities of the National Coordination Office and the procedure for admission of organisations as EURES members and partners. Additionally, 10 EURES members were designated at territorial level and their responsibilities were clarified, thereby extending preparation into the territorial employment service network. Additional implementing acts have been adopted in the reporting period covering data collection, monitoring and evaluation of EURES activities.

Technical standards, procedures and formats were developed for matching job vacancies, applications and CVs with the EURES portal and for information exchange regarding the national EURES work programme.

On **coordination of social security systems,** the social security agreement with Italy entered into force in September 2025 and until September 2026 an agreement on social security was signed with Slovakia (March 2026). Negotiations of agreements with other Member States have been initiated and should continue.

In February 2026, Moldova designated the e-Governance Agency as the National Access Point for the Electronic Exchange of Social Security Information (**EESSI**), while the National Office of Social Insurance and the National Health Insurance Company were designated as liaison bodies within their areas of competence. A law amending several normative acts to establish the legal basis for the implementation of EU social security coordination rules and EESSI interconnection was adopted in the reporting period. An EESSI Action Plan was approved.

On the on the **European Health Insurance Card (EHIC)** a feasibility study on the financial impact of EHIC implementation was finalised in August 2026. In the same month, an EHIC



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Action Plan was approved detailing a roadmap for operational implementation

### Chapter 3 - Right of establishment and freedom to provide services

*EU natural and legal persons have the right to establish themselves in any Member State and to provide cross-border services. For certain regulated professions, there are rules on the mutual recognition of qualifications. EU rules on postal services focus on improving the quality of universal service, gradual market opening to competition, and the establishment of an independent regulator.*

Regarding the **right of establishment and freedom to provide services**, Moldova has made progress towards alignment with the EU Services Directive, notably through carrying out a comprehensive screening of sectoral legislation to identify areas requiring further alignment and by developing a roadmap to strengthen institutional capacities. In August 2026, the national roadmap for 2026-2027 to implement the law on the freedom of establishment of service providers and the freedom to provide services was adopted to ensure the effective implementation of the EU Service Directive. Further progress is needed regarding the alignment of sectoral legislation, including through the amendment of identified normative acts and addressing remaining regulatory inconsistencies.

On **postal services**, Moldova is making progress to achieving the remaining alignment with the EU postal *acquis*, including provisions on the financing of the universal postal service and regulatory oversight of parcel delivery services. In March 2026, a Programme for the development of modern and competitive postal services for 2026-2029 was approved supported by a roadmap. Moldova should strengthen the administrative capacity of the national regulatory for postal services to enable efficient monitoring of the postal market and ensure compliance with the postal market rules.

Moldova has continued to work to align its legislation with the EU Directives on the **recognition of professional qualifications** and on the proportionality test. In August 2026, the law on the recognition of professional qualifications was adopted. A law amending certain normative acts and regulating the exercise of medical and pharmaceutical professions was adopted in July 2026.

Moldova advanced on the minimum training requirements for professions benefiting from automatic recognition. A Government Decision was adopted in May 2026 with regard to the profession of veterinary surgeon.

### Chapter 4 - Free movement of capital

*In the EU, capital and investments must be able to move without restrictions, with common rules for cross-border payments. Banks and other economic operators apply certain rules to support the fight against money laundering and terrorist financing.*

On **capital movements**, Moldova continued work to further liberalise capital outflows. Moldova should adopt and start implementing the amended framework, establishing a calendar for liberalisation of capital movement until date of EU accession. Restrictions on the acquisition of agricultural land remain in place.

On **payments**, Moldova's national legislation is largely aligned with the EU Payment Services Directive 2 (PSD2). Moldova should continue to step up its alignment efforts on the latest *acquis*, including the EU Payment Services Directive. Following Moldova's inclusion in the geographical scope of the Single Euro Payments Area (SEPA), almost all Moldovan banks have been operational in the relevant schemes since October 2025, with the central bank reporting substantial savings on transaction costs.

Moldova has taken steps to continue strengthening on its **anti-money laundering and**



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**countering the financing of terrorist (AML/CFT)**. The Financial Intelligence Unit (FIU) further strengthen its institutional and supervisory capacity during the reporting period. In July 2026, Moldova adopted the AML/CFT National Programme for 2026-2030 building on the findings of the 2025 National Risk Assessment. Moldova also worked on operationalising the goAML software and established an AML Training and Education Centre for certification of reporting officer. Further efforts are needed to ensure effective supervision of reporting entities and systematic use of FIU financial intelligence in corruption and financial crime investigations. Moldova should continue work on further legislative alignment with the latest EU *acquis*, ensure robust enforcement of the framework, including provisions on beneficial ownership, and account for AML/CT risk stemming from virtual assets, which is a high-risk area.

### Chapter 6 - Company law

*The EU has common rules on the formation, registration and disclosure requirements of a company, with complementary rules for accounting and financial reporting, and statutory audit.*

In the area of **company law and corporate governance,** Moldova's legislation is partially aligned with the EU *acquis*. A new information system 'State Register of Legal Entities' was launched by the State Services Agency in December 2025. The system enables registration of all legal forms of entities, thus strengthening the digital infrastructure for market entry and establishment procedures.

The National Commission for Financial Markets (NCFM) approved amendments to the Corporate Governance Code, which entered into force in January 2026, transposing key provisions of the EU *acquis* on shareholders' rights and relevant Commission recommendations on directors' remuneration and the role of non-executive and supervisory directors.

Further alignment with the EU *acquis* is still needed on cross-border operations (mergers, divisions, conversions) as well as on takeover bids, shareholder rights (SRD I), including the encouragement of long-term shareholder engagement (SRD II). Moldova should also complete alignment with the Corporate Sustainability Due Diligence Directive (CSDDD), as amended by the Omnibus I Directive. The amendments simplified some of the obligations and postponed the transposition deadline to July 2028 and the application deadline to July 2029.

On **company reporting and statutory audit**, Moldova's legislation is partially aligned with the EU *acquis*. Moldova should step up efforts to align with the EU *acquis* on accounting, transparency and statutory audit. In the reporting period, Moldova adopted a Decision aimed at strengthening recruitment procedures at the Public Audit Oversight Council and in May 2026 adopted Law on Accounting and Financial Reporting with the aim of aligning with the updated size criteria for micro, small, medium-sized and large enterprises.

Moldova should continue ensuring an independent system of oversight, investigations and penalties, with the appropriate level of administrative and financial resources.

### Chapter 7 - Intellectual property law

*The EU has, to a large extent, harmonised rules for the legal protection and enforcement of copyright and related rights, as well as of industrial property rights, including trade marks, designs, patents and related supplementary protection certificates (SPCs), and geographical indications (GIs), including craft and industrial GIs.*

The Code of Offences was amended to introduce penalisation of the use of copyright infringing devices in March 2026. The new provision aims to prevent and combat unlawful acts in the field of electronic communication networks and services. These, together, with sanctions for using commercial communication to promote illegal devices, will enter into force in March 2027.

On collective rights management, the State Agency on Intellectual Property (AGEPI)



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strengthened supervision of collective management organisations (CMO). It issued control acts in December 2025 following verifications of the collection, distribution and payment of remuneration for 2021–2022, carried out a control of five CMOs for the 2024 activity year, approved two CMOs in March 2026, and issued corrective measures to improve transparency and administrative practices.

Institutional capacity was strengthened through structural reforms and intensified international cooperation. In January 2026, AGEPI was transferred to the Ministry of Justice under a new organisational framework. The reform also created an Intellectual Property Policy Division and assigned coordination to a State Secretary. In December 2025, two new AGEPI units were established: the Legal Cooperation Division, and the Planning and Public Procurement Division.

On **industrial property rights**, in April 2026, the Law on topographies of semiconductor products was adopted, aligning with the EU *acquis* and incorporating provisions on the enforcement of intellectual property rights, marking a key step in modernising the intellectual property framework. The Law on geographical indications, traditional specialties guaranteed and optional quality terms, adopted in April 2026, integrates enforcement provisions and aligns with recent EU regulations on geographical indications.

Moldova still has to advance on reforms in industrial designs, ensuring that enforcement provisions are systematically embedded across all major intellectual property domains, on trademarks, and procedure for patent applications.

Further strengthening of cooperation and coordination between the different bodies and institutions is needed. Moldova became the 40th member state of the European Patent Organisation in June 2026. In 2025, 5 068 trademark applications were filled, 3 975 were granted protection, and 4 719 were renewed. This represents a decrease from 2024 but was not due to any shortcomings under this chapter.

Regarding **enforcement,** Moldova needs to further improve its track record regarding the number of court cases and the number of inspections and sanctions on industrial property rights. While several training programmes have been delivered, improving capacities of the IPR institutions' staff, judges, and prosecutors, and reinforcing human resources is needed for IPR enforcement.

Interinstitutional coordination was strengthened in May 2026 by expanding the IPR Enforcement Observatory, by integrating additional agencies such as the National Food Safety Agency and the National Anti-Corruption Centre, and by enabling the involvement of right holders in its activities. This reflects a shift towards integrated enforcement aligned with EU best practice.

The number of counterfeit products seized by the Customs Service decreased further from 33 656 in 2024 to 29 500 in 2025, as more big importers are complying with the law. Operational enforcement has also improved. In 2025, authorities recorded 133 detention cases, involving 1 084 cargo lots, including 285 lots (29 500 units), compared to 2024, when 141 seizures, equating 1 009 units, took place. A total of 3 363 counterfeit goods were destroyed, compared to 4 918 in 2024.

## Chapter 8 - Competition policy

*EU rules protect free competition. They include antitrust rules against restrictive agreements between companies and abuse of a dominant position, and also include rules on concentrations between companies which would significantly impede effective competition. EU rules also set out a system of State aid control. Governments are only allowed to grant State aid if restrictive conditions are met, with a view to preventing distortion of competition.*

Antitrust and mergers



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On the **legislative framework**, Moldova's legislation is broadly aligned with the EU *acquis* on antitrust and merger control.

Secondary legislation was strengthened on antitrust and merger proceedings. The Instruction on the Rules of Access to the File entered into force in November 2025, strengthening the rights of defence and procedural transparency in antitrust and merger proceedings. The Instruction on the Definition of the Relevant Market entered into force in January 2026, aligning analytical methodologies with EU practice. The Competition Council developed new instruments for access to confidential information, informal guidance in cases of genuine legal uncertainty, and commitments in antitrust and merger proceedings, including structural and behavioural remedies.

On the **institutional framework**, full alignment is still needed with the EU Directive 2019/1 to ensure more effective enforcement by providing the competition authority with the necessary independence, resources, and powers to conduct investigations, make decisions, and impose fines.

The resignation of the President of the Competition Council in February 2026 raised concerns about the operational independence of the institution. The dismissal procedures for the Competition Council Board members in Moldova are not yet aligned with EU *acquis*.

On **enforcement capacity,** leniency applications and dawn raids increased significantly indicating a more active enforcement approach. At the same time, the Competition Council's remains understaffed and its institutional capacity needs to be further strengthened to ensure it can conduct investigations and enforce the law.

On **implementation**, the Competition Council has organised in the reporting period, through targeted measures including specialised trainings, seminars and awareness campaigns to the relevant stakeholders. Further specialised trainings are however needed.

The procurement procedure for the electronic case management system was contracted in March 2026. The system is expected to streamline internal workflows and strengthen analytical and case-handling capacity.

The Competition Council has advanced the integration of forensic IT tools for inspections by procuring specialised software and laboratory equipment.

State aid

Regarding the **legislative framework**, the Law on State aid is broadly aligned with Articles 107 and 108 TFEU. The legislation on State aid is partially aligned with the EU State aid guidelines, regulations and communications.

A new Law on State Aid was adopted, establishing a fully modernised framework aligned with the EU *acquis*. The new framework introduces clearer procedures, fixed timelines for notification and assessment, and stronger transparency and monitoring mechanisms, including the creation and operationalisation of a central register of de minimis aid.

Secondary legislation on state aid has been strengthened through several Regulations (on postal services, non-financial undertakings) and Instructions.

Some existing state aid schemes need to be fully aligned with the EU *acquis.* The use of state aid to repair damage caused by natural disasters or exceptional occurrences without prior notification is not in line with EU *acquis*.

Regarding the **institutional framework**, the Competition Council ensures consistent implementation of State aid law. The Competition Council remains understaffed (out of 120 posts, 52 posts were vacant by end of 2025) and its institutional capacity needs to be further



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strengthened.

On **enforcement capacity**, the Competition Council adopted 15 decisions were adopted on State aid in 2025. Since the increase of the minimum threshold in January 2024, the number of notifiable measures has decreased, and scrutiny has become more qualitative. Moldova received two State aid complaints in 2025, one of which led to the opening of an investigation.

On **implementation**, the Competition Council has raised awareness among aid grantors by informing them of the need to notify State aid measures to the Competition Council and to comply with the standstill obligation.

Liberalisation

The existing implementing legislation on various types of State aid, including horizontal aid, sectoral aid, and specific aid instruments, needs to be further strengthened in line with EU *acquis*.

## Chapter 9 - Financial services

*EU rules aim at ensuring fair competition among financial institutions, and the stability and integrity of financial markets, namely in the field of banking, insurance, supplementary pensions, investment services and securities. They include rules on the authorisation, operation and supervision of these institutions.*

On **banks and financial conglomerates**, amendments to the central bank regulations were adopted during the reporting period aiming to align the national legislation with parts of the EU Capital Requirements Directive and Capital Requirement Regulation. These changes concern in particular, the treatment of counterparty credit risk, the leverage ratio reporting requirements, for the calculation of own funds requirements for operational risk, the prudential treatment of credit risk, counter-cyclical capital buffers, and the assessment of members of the management bodies of banks and persons holding key positions. In addition, a Law on Prudential Supervision of Investment Firms was adopted in July 2026. Moldova should continue efforts to align with the EU *acquis*, including also in the areas of bank recovery and resolution and deposit insurance. The current legal framework provides for the applicability of the MREL requirement starting from 2030.

On **insurance and occupational pensions**, there were no major legislative developments in the reporting period. The National Commission for Financial Markets (NCFM) granted the first license to administer private pension funds, however, no occupational pension funds are yet operational. The insurance and voluntary pension markets still remain in early stages of development. During the reporting period, insurers started disclosing their Solvency and Financial Condition Reports (for 2024) and most of them carried out their first Own Risk and Solvency Assessments (ORSA).

As regards **financial market infrastructure,** Moldova remains partially aligned with EU *acquis*. In November 2025, the NBM adopted a Regulation to define the legal framework necessary for establishing connections between central securities depositories from different jurisdictions. In July 2026, a Law amending the provisions on financial collateral arrangements was adopted. Moldova should continue alignment efforts to the EU *acquis* on financial markets infrastructure, including the European Market Infrastructure Regulation (EMIR), taking into account recent amendments.

On **securities markets and investment services,** markets remain at early stages of development. Moldova undertook preparatory work on future legislation aiming to align with the



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EU *acquis* and adopted a Law on Markets in Financial Instruments and Investment Activities, as well as a law on payment accounts. In December 2025, the International Stock Exchange of Moldova was registered as a joint stock company, and it was licensed by the NCFM in August 2026. Moldova should continue efforts to align with the EU *acquis*. In this area and across the Chapter, efforts are still needed to ensure that the NBM and the NCFM have sufficient capacity to carry out their responsibilities related to investor protection, market integrity and financial stability.

On **sustainable and digital finance**, a national Sustainable Finance Taxonomy was adopted by the government decision in April 2026 and a Law on the crypto-asset market was adopted in August 2026. Efforts need to continue to effectively implement the framework and to further strengthen operational resilience in the financial sector.

### Chapter 28 - Consumer and health protection

*EU rules protect consumers' economic interests and also ensure product safety, prevent dangerous imitations and establish liability for defective products. The EU also guarantees a high level of protection of public health and in particular also ensures high common standards for tobacco control, blood tissues, cells and organs, and human and veterinary medicinal products. The EU also has rules for upholding patients' rights in cross-border healthcare and in preparing for and responding to serious cross-border health threats, including communicable diseases.*

Consumer protection

On **general principles** and **non-safety related issues**, Moldova adopted amendments to its Law on consumer protection aimed at aligning with the EU *acquis* on unfair commercial practices, alternative dispute resolution (ADR), sales of goods and consumer protection cooperation. On In October 2025, new legislative provisions entered into force with the aim of strengthening the protection of consumers of financial services and increasing the accountability of service providers, expanding the legal framework for consumer protection.

In 2025, consumer protection authorities handled a total of 11 356 calls through the single Consumer call centre. Calls were related to products and services placed on the market, as well as breaches of trade regulations. The e-Democracy platform, where individual can submit petitions and monitor their status, was expanded with the integration of the e-Petitions module for the management of digital consumer complaints.

Several structural problems remain in the consumer protection area, including the limited coordination powers of the national coordination council on consumer protection and market surveillance authorities and the slow operationalisation of ADR mechanisms.

On **product safety**, Moldova's remains to be fully aligned with the EU *acquis.* Some progress was achieved, notably with the approval in March 2026 of Moldovan standards adopting harmonised European standards for general product safety. In February 2026 Moldova introduced a unified methodology for assessing the risk level of non-food products, aligning with EU practice and strengthening market surveillance.

Public health

In the reporting period, Moldova made some progress in strengthening its health system. The implementation of the 2030 national health strategy progressed with the focus on digital transformation and improvement of the quality of healthcare services. Investments in district-level and rural healthcare infrastructure and equipment, as well as state support programme for pharmacies in rural areas continued. The decentralisation of chemotherapy to district-level hospitals progressed. A 2026-2030 national patient safety plan has been adopted. Disparities



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remain prominent and require continued sustained measures to ensure equitable access to healthcare for rural population, persons with disabilities, Roma, and elderly.

On **e-Health**, in the reporting period, Moldova adopted the National Programme for Digitalisation and Innovation in Health for 2025-2030. The ePrescription system for compensated medicines and medical devices was modernised, while a fully digital system for certificates was introduced.

Moldova is partially aligned with *EU acquis* on **tobacco control.** Moldova prepared a comprehensive legislative package to adopt with the EU Directive on tobacco control and amendments to the hygiene regulations on tobacco and related products, devices and accessories, and health warnings and labelling in January 2026. An electronic reporting tool was developed in June 2026 to enable economic operators to submit information on tobacco products

Moldova is partially aligned with *EU acquis* on **patients' rights in cross-border healthcare.**

Moldova is partially aligned with *EU acquis* on **communicable diseases and cross-border threats**. Moldova adopted medical crisis response measures and procedures in the event of public health emergencies in December 2025. A 2026-2030 national tuberculosis response programme for and 2026-2030 national action plan on patient safety were also adopted.

Moldova is partially aligned with *EU acquis* on **blood, tissues, cells and organs.** In December 2025, inspection mechanism for transplantation and control measures on compliance for quality and safety standards for substances of human origin were introduced.

Moldova is partially aligned with *EU acquis* on **medicinal products for human use** and **veterinary medicine products.** Moldova has an advanced alignment with the *EU acquis* on the **pharmacovigilance** of medicinal products for human use. A law on good manufacturing practice rules has been adopted.

In the field of **falsified medicines**, Moldova should adopt the rulebook and establish in a timely manner a verification system compatible with the technical requirements of the repositories system run by the European Medicines Verification Organisation (EMVO).

Moldova increased its alignment with *EU acquis* on **cosmetics** and on **medical devices**. On **mental health**, Moldova reorganised specialised units for treatment through coercive medical measures and adopted the minimum quality standards for providing mental health care by public and private services. Moldova also recorded progress on **cancer screenings,** with the adoption of the national cancer control programme for 2026-2030, around four main pillars: prevention, early detection, diagnosis and treatment

A sector-specific Anti-Corruption Action Plan for the health sector and mandatory health insurance for 2025-2028 was adopted ensuring a comprehensive framework to enhance transparency, accountability and integrity across the system.

## CLUSTER 3: COMPETITIVENESS AND INCLUSIVE GROWTH

This cluster covers: digital transformation and media (Chapter 10); taxation (Chapter 16); economic and monetary policy (Chapter 17); social policy and employment (Chapter 19); industrial policy (Chapter 20), science and research (Chapter 25); education and culture (Chapter 26); and the customs union (Chapter 29).

### Chapter 10 - Digital transformation and media

*The EU supports the smooth functioning of the internal market for electronic communications,*



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*electronic commerce and audiovisual services. The rules protect consumers and support the universal availability of modern services.*

Moldova has achieved tangible progress on the key performance indicators of its National **Digital Transformation Strategy** 2025-2027 and continued its implementation. The first European Digital Innovation Hub was launched in April 2026. In December 2025, Moldova adopted the National Cybersecurity Programme 2026-2030.

Regarding **electronic communications**, Moldova joined the EU's 'Roam Like at Home' area on 1 January 2026, following alignment with the EU roaming *acquis*. Secondary legislation was also approximated, including measures related to the European Electronic Communication Code. Moldova harmonised its normative framework with the Gigabit Infrastructure Act, through the law on access to property for public services providers, adopted in June 2026, aimed at facilitating the deployment of very high-capacity electronic communications networks and reducing the broadband rollout costs. As of March 2026, the regulatory authority, renamed ARCOM, had 105 employees out of 114 available positions. The new legal framework reinforced ARCOM's administrative and financial independence.

On **digital services**, Moldova has taken initial steps to establish the institutional framework for implementing the Digital Services Act (DSA) and the Digital Markets Act (DMA). Moldova needs to take further steps to build the societal and institutional capacity and to establish the legal basis to effectively support the enforcement of the DSA and the DMA as of EU accession, in line with the considerations and requirements outlined at the 2026 TAIEX workshops.

Alignment with the EU *acquis* on geo-blocking and platform-to-business relations remains partial: additional legislation entered into force in 2026 It is also broadly aligned with the E-Commerce Directive. Furthermore, Moldova has continued to expand digital public services. As of June 2026, 82% of government-to-businesses services and 61% government-to-citizens services have been digitalised. In July 2026, Moldova has adopted a law partially harmonising with the EU Directive on open data and the reuse of public sector information, in line with the European Interoperability Framework.

On **digital trust and cybersecurity**, Moldova has an advanced level of alignment in the field of electronic identification and trust services. Through amendments to the Law on electronic identification and trust services in December 2025, Moldova has fully aligned with EU requirements for qualified trust service providers as outlined in the European Digital identity regulation and joined the EU third country trusted list for advanced electronic signatures and seals. It has also developed a national strategy to align with eIDAS 2.0., including the amendments regarding the EUDI Wallet, and joined the EU Digital Identity Cooperation Group. Another key achievement was the launch of EVO 2.0 in June 2026. Cross-border interoperability of the national digital identity wallet was tested with European partners.

The Cyber Security Agency became operational as the national Single Point of Contact and national CERT, following staff recruitment, the deployment of core hardware and software and the establishment of the Cyber Incident and Crisis Response Directorate. Moldova continued to align with the NIS 2 Directive, including through the adoption of secondary legislation on cyber incidents and on security of public 5G networks. In December 2025, the National Cybersecurity Programme 2026-2030 was approved, setting objectives for national cyber resilience, institutional strengthening, skills development and public-private cooperation. The Council renewed Moldova access to the EU Cybersecurity Reserve for an additional year in July 2026.

There was some progress on 5G deployment with population coverage estimated at 25-35% Moldova should start implementing the EU 5G Cybersecurity Toolbox measures, including by putting in place appropriate restrictions and/or exclusions for high-risk suppliers.



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On **artificial intelligence (AI)**, Moldova should develop the necessary governance, regulatory and enforcement structures in line with the EU AI Act. Moldova signed the Council of Europe Framework Convention on AI and Human Rights, Democracy and the Rule of Law.

On **semiconductors**, Moldova has made some progress by adopting the Law on the protection of topographies of semiconductor products in April 2026 but is yet to align with the Chips Act.

On **media**, Moldova adopted a new Law on Mass Media in August 2026 aiming to harmonise its legal framework with the European Media Freedom Act and with the Venice Commission recommendations on the extension of ownership transparency to print and online media. The institutional capacity of the Audiovisual Council was strengthened through the establishment of a new department for monitoring nonlinear audiovisual media services and video-sharing platforms. Yet, the authority remains understaffed. Public sector websites and mobile applications remain insufficiently accessible for persons with physical, sensory and intellectual disabilities, and accessibility of audiovisual services is limited.

In relation to the protection of minors online, a Safer Internet Centre was established in Moldova.

### Chapter 16 - Taxation

*EU rules on taxation cover value added tax, excise duties and aspects of corporate taxation. They also cover cooperation between tax administrations, including the exchange of information to prevent tax evasion.*

As regards **indirect taxation**, Moldova has made some progress in further aligning national legislation with the EU *acquis*. However, structural misalignments regarding VAT refunds and exemptions remain. Moldova applies a standard VAT rate of 20% and a reduced rate of 8%. In January 2026, the reduced VAT rate was extended to registered medical devices, a reverse-charge mechanism was introduced for supplies of electricity and natural gas between registered traders, and imports of natural gas, electricity, thermal energy and cooling energy delivered through networks became exempt with the right of deduction. Further alignment is needed, notably on the structure and scope of exemptions, deductions, reduced rates and special schemes, and on VAT refund procedures. Moldova also needs to advance the technical interoperability of its systems with the VAT Information Exchange System (VIES) and with the solutions under the VAT in the Digital Age (ViDA) package.

In the area of **excise duties,** the legal framework for tobacco traceability was supplemented in January 2026 by rules on data-storage contracts; work on technical standards for security features continued. Digital solutions for the Excise Movement and Control System (EMCS) and the System for the Exchange of Excise Data (SEED) remain to be developed. Further capacity-building is needed in this area. Excise duty rates on energy and tobacco products have not yet been aligned with the EU *acquis*.

Regarding **direct taxation**, Moldova still needs to align with the EU directives on taxation applicable to mergers, cross-border reorganisations and parent-subsidiary companies. Progress was made on the Anti-Tax Avoidance Directive. While a Roadmap for Base Erosion and Profit Shifting minimum standards is in place, Moldova has not yet introduced the Pillar Two global minimum tax (15%). Alignment with EU administrative cooperation rules remains partial. While the Common Reporting Standard is operational, further work is required to ensure full compatibility with the Directive on Administrative Cooperation.

Regarding **administrative cooperation and mutual assistance**, there have been no developments on double taxation avoidance agreements during the reporting period. Moldova has concluded four treaties on cooperation in tax enforcement and is a party to the OECD

Convention on Mutual Administrative Assistance in Tax Matters.

In terms of **operational capacity and digitalisation**, the tax administration launched sector-specific compliance initiatives and monitoring campaigns, incorporating both advisory visits and targeted inspections within high-risk sectors. In October 2025, the State Tax Service approved its IT Development Programme for 2025-2027, supported by a substantial multiannual budget allocation for its implementation. As part of the IT Development Programme and the National Programme for Accession, a Roadmap and timeline for interoperability with EU information systems, covering the period 2026-2029 was approved in November 2025. A Risk-based approach is being strengthened based on the recently approved Audit Modernisation Plan and capacity building measures including trainings. It is essential to further increase the digitalisation of tax services, strengthen the risk-based approach through operationalisation of an automated compliance risk management system and increase the share of risk-based tax audits. Further capacity building is also essential, including to establish a Central Excise and TAX Liaison Office. Moldova is the most active candidate country in the Fiscalis 2021-2027 programme.

### Chapter 17 - Economic and monetary policy

*EU rules require the independence of central banks and prohibit them from directly financing the public sector. Member States coordinate their economic policies and are subject to fiscal, economic and financial surveillance.*

On **monetary policy**, Moldova made substantial progress on the alignment with the EU *acquis*. Amendments to the National Bank of Moldova Law to strengthen the appointment and dismissal procedures of members of the decision-making bodies and improving governance, transparency and accountability and alignment with the prohibition of privileged access were adopted in April 2026. The adoption of further amendments to the central bank law ensuring alignment with the EU *acquis* related to central bank independence and prohibition of monetary financing is pending.

On **economic policy**, Moldova made progress in strengthening fiscal governance by institutionalising spending reviews and linking the implementation of their results with the budget process and by establishing a new implementation methodology. The country is partially aligned with the EU *acquis* on fiscal surveillance. A three-year medium-term budgetary framework (MTBF) exists. However, the 2026-2028 MTBF was not approved and the approval of the 2027-2029 MTBF is still pending. The framework lacks an assessment of medium-term budgetary impacts of fiscal policy measures and a long-term debt sustainability assessment. The macroeconomic forecast used for budgetary planning has been improved, notably by incorporating the labour market and external sector forecasts. However, there are methodological challenges related to the consistency between the macroeconomic and fiscal forecasts. Similar to previous years, the annual budgetary calendar was not respected in 2025. The escape clause for Moldova's own fiscal rule continues to be in place for longer than foreseen, thereby weakening its credibility and effectiveness as a fiscal anchor. Legal amendments were introduced to improve fiscal transparency in line with the IMF Fiscal Transparency Code, requiring the inclusion of extra-budgetary units such as universities, public health institutions and the state road administration in the national public budget from 2027. Preparations for setting up an independent fiscal institution are advancing, with a first assessment of its possible scope and mandate published.

Moldova is partially aligned with the requirements of the coordination and surveillance of economic policies. Its participation in pre-accession economic surveillance has contributed to developing relevant administrative capacity. The **Economic Reform Programme** 2026-2028 included alternative macroeconomic scenarios reflecting different pace and scope of the EU Growth Plan implementation and its impact on the macroeconomic and fiscal outlook. It also



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covered for the first time the cyclically adjusted balance, current account and labour market projections. The programme would benefit from a comprehensive assessment of the budgetary impact of reforms and fiscal measures and long-term fiscal projections, particularly costs related to demographic developments.

Moldova's **statistical framework** is not yet aligned with ESA 2010 requirements. An interinstitutional working group was established to classify institutional units in line with ESA 2010. Some new ESA 2010 datasets were produced and transmitted to Eurostat.

### Chapter 19 - Social policy and employment

*EU rules in the social field include minimum requirements for labour law, equality and non-discrimination, health and safety at work. They also promote social inclusion, social protection, and social dialogue at EU level.*

In the area of **labour law,** Moldova continued preparing for alignment with the relevant *acquis* for example on safety and health at work for temporary workers, adequate minimum wages or temporary agency work. From 1 January 2026, the minimum wage was increased by 15%.

In 2025, informal employment decreased to an estimated 12.7% from 14.8% in 2024, despite a higher output of the agricultural sector, where informality is usually the highest (2025: 61.0% vs 64.4% 2024), compared to 10.2% in non-agricultural sectors. Construction also continues to have a high level of informality 49.0% (vs 63.3% in 2024). Moldova continued to implement the National Programme for the Reduction of Undeclared Work for 2024-2027.

In the area of **health and safety**, alignment with the relevant *acquis* continued. In April 2026, the government assigned the State Labour Inspectorate responsibility for collecting and coding data on all work accidents, including those involving civilian personnel in public authorities and special-status institutions.

In 2025, the State Labour Inspectorate (SLI) intensified efforts to detect and formalise undeclared work, identifying 8 086 informal workers, more than double the 3 088 cases detected in 2024. Around 76.6% of those identified were formalised. Preliminary data for 2026 is already showing further expansion: until end of the reporting period, the SLI identified 10 430 persons performing undeclared work, securing formalisation of 67.2 percent. This progress is linked to the SLI reform of December 2025. The SLI gained the power to conduct unannounced inspection visits, with its powers and mandate aligned with relevant ILO Conventions. A monitoring mechanism for inspection visits' recommendations was also introduced.

On **social dialogue,** At the end of the reporting period, Moldova adopted an Action Plan for promoting collective bargaining and increasing collective bargaining coverage for 2026-2030. There is a need to strengthen capacity of social partners at all levels.

**On employment policy**, the National Employment Agency (NEA) focused on training of staff, and expanded digitalisation via the development of a new integrated information system in December 2025, aiming at ensuring fully digitalised services by 2027. In 2025, 20 733 jobseekers were employed, representing a 24.2% increase compared to 2024. Also 1 217 unemployed persons benefited from active measures. The latter is currently being expanded, with special focus to groups in vulnerable situations, reaching 3739 persons by end of August 2026. Up until August 2026, through the territorial employment subdivisions of the NEA supported the employment of 15 083 jobseekers. NEA has limited but increasing human resources and financial capacity. Regarding labour force participation and unemployment rate *see the statistical annex and the section on the functioning of the labour market under 2.3 Economic crite*ria. Moldova's definitions for both are not aligned with the EU's.

On **social protection and inclusion,** Moldova continued its progress during the reporting



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period amid a continuing challenging economic situation.

In 2025, the poverty rate was 31.1% (urban areas 21.1%, rural areas 40%), disproportionately affecting older people, children, persons with disabilities, Roma, and those working in agriculture. To address these challenges, the government continued indexing pensions and social benefits by 6.84% in 2026 and continued income support through social aid payments and energy poverty compensations. Moldova should further strengthen its social protection system by enhancing adequacy, coverage and targeting of social benefits, focusing on children, low-income households and persons with disabilities.

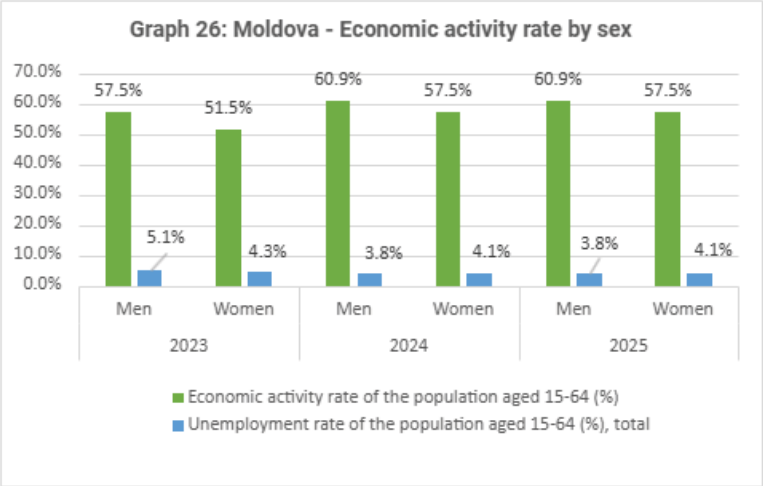
Under the 'RESTART' reform, progress was made through capacity building, the hiring of additional child protection specialists, updates to quality standards for 34 social services, and digitalisation efforts, including the launch of second iteration of eSocial. However, challenges persist, such as suboptimal targeting, staff shortages, and unclear division of responsibilities between social assistance agencies and local authorities. Moldova committed to implementing the European Child Guarantee by setting up an interministerial working group in September 2025 and preparing its National Plan 2027 -2030.

Investments in existing social service facilities continued, with a modest expansion of social services, including community-based ones, in some regions, mainly supported by donors. Despite these efforts, coverage remains insufficient, particularly for vulnerable groups.

Moldova needs to prioritise investments in high-quality, equitable, and affordable social services, including family- and community-based services and accessible housing. It should also transfer donor-established services into the state budget and facilitate social service contracting from civil society organisations to diversify the market and improve quality and outreach. Strengthening the capacity of the State Social Inspectorate for monitoring and inspection is also necessary.

On **non-discrimination and equal treatment in employment and social policy**, Moldova needs to complete alignment of its legal framework with the relevant EU *acquis*, including the Employment Equality Directive. According to the Equality Council, discrimination in employment in 2025 was most frequently based on sex/gender (45%), followed by age (21%). As regards access to goods and services, discrimination was primarily based on disability (33%), followed by language and ethnic origin (17% each).

Participation of persons with disabilities in the labour market decreased to 14.6%, with 13.9% for men and 15.4% for women (2024: 16% for men, 18.2% for women). Persons with disabilities continue to face persistent employment barriers linked to poverty, lack of reasonable accommodation, limited access to inclusive education, infrastructure and transportation. Although subsidies for employing persons with disabilities and reasonable accommodation for workplaces exist, their uptake appears limited, reflecting broader challenges in employer engagement and labour market inclusion. Supported employment initiatives are implemented, often in cooperation with civil society and international



partners, and should continue to ensure more sustained and systematic impact. Public and private job portals are largely inaccessible. The newly adopted National Programme for Social Inclusion of Persons with Disabilities 2026-2030 aims to strengthen social services and support for independent living.

The National Roma Programme 2022-2025 includes a dedicated employment objective; however, its implementation remains limited.

On **equality between women and men in employment and social policy,** Moldova made progress by adopting legislation on gender balance on company boards The implementation of the National Programme for Promoting and Ensuring Equality between Women and Men for 2023-2027 progressed, with overall 65.9% of planned activities completed. Public and private kindergartens were expanded, also with support of development partners. However, women's labour market participation decreased from 41.4% (2024) to 37.8%, while the gender pay gap increased from 15.6% (2024) to 16.6%. Women and girls in STEM remain significantly underrepresented. Moldova should strengthen efforts to increase women's labour market participation.

Moldova is partially aligned with the EU *acquis* on the **European Social Fund (ESF)** and continues to establish the necessary institutional, administrative and financial frameworks to implement the ESF upon accession.

### Chapter 20 - Enterprise and industrial policy

*EU industrial policy strengthens competitiveness, facilitates structural change, and encourages a business-friendly environment that stimulates small and medium-sized enterprises.*

On **enterprise and industrial policy principles**, the Government continued implementing the 2023–2027 entrepreneurship and competitiveness programme and the 2024–2028 industrial development programme (NIPD). Limited administrative capacity and limited funding from the national budget continue to restrain the implementation of these programmes. The NIPD would benefit from a time-bound action plan and adequate budget allocations. The regular publication of implementation reports would also strengthen the monitoring of these programmes.

Moldova took further steps to strengthen skills and competitiveness in industrial policy. In December 2025, it opened the "TechZone" Industrial Continuing Education Centre in the Bălți Free Economic Zone to provide training tailored to industry needs. To strengthen the Entrepreneurship Development Organisation (ODA) internal governance, compliance and risk management, two new units were established in January 2026. In April 2026, ODA approved a methodology for monitoring and evaluating grant programmes in line with OECD-DAC criteria. Procurement for the implementation of the ODA Integrated Information System was completed in June 2026.

In September 2025, a government decision established a unified framework for SME support to reduce fragmentation, simplify access, avoid overlaps, and strengthen monitoring and accountability. In April 2026, ODA completed the consolidation of six grant-support mechanisms into the "GROWING SMEs" instrument. In December 2025, Moldova adopted legislative packages to simplify permit procedures and improve the business environment, including a range of deregulation measures aimed at streamlining and modernising administrative processes.

On **enterprise and industrial policy instruments**, ODA relaunched grant calls supporting women entrepreneurs, small producers, digital innovation and tech start-ups, tourism SMEs, and local producer competitiveness, with a focus on digital and green transition, modernisation, and energy efficiency.

In October 2025, the government amended its state aid scheme for investment in the six priority manufacturing sectors of electronics, chemical and pharmaceutical, machinery and automotive components, textile and clothing, construction materials, and food industries to align it with EU requirements and doubled its budget to MDL 4 billion (EUR 198 million). In 2025, 20 companies benefited from the scheme. By August 2026, 28 State aid agreements had been concluded for manufacturing projects, supporting approximately MDL 2.76 billion (EUR 138 million) in planned investment and the creation of 1572 jobs. A government decision amending the regional State aid scheme was adopted in August 2026 strengthening the alignment of the investment support framework with EU State aid requirements.

Moldova is associated with the Single Market Programme, is a Member of the Enterprise Europe Network, and is involved in the EU cluster initiatives like the European Cluster Collaboration Platform.

Moldova does not yet follow the EU Recommendation on the SME definition. Application improved in January 2026, when 396 enterprises were requalified from large to small and medium enterprises.

Under the Late Payment Directive, monitoring systems to assess payment performance, especially by public authorities, remain needed.

Progress under the programme on administration of state public property for 2024-2027 included raising the share of publicly owned land recorded in the Real Estate Register from 14% to 27%, appointing independent members to seven SOE boards, and launching the Public Property and State Property Administration Register. In June 2026, 11 SOEs were merged to improve governance and operational efficiency in line with EU and OECD principles.

In **sectoral policies**, no progress was achieved.

### Chapter 25 - Science and research

*The EU provides significant support for research and innovation. All EU Member States, associated countries and third countries participate in the EU's research and innovation programmes, and can benefit from them, especially where there is a scientific excellence and solid investment in research and innovation.*

Moldova continued the implementation of the National Programme on Research and Innovation 2024-2027. In December 2025, the National Agency for Research and Development institutional capacity was reinforced by establishing three new subdivisions covering project expertise and evaluation, innovation and technology transfer support, and scientific data management. These new subdivisions improve the management of research funding, support innovation, streamline administrative processes, improve the management of scientific data, and increase transparency and trust in public research institutions.

The National Programme for Smart Specialisation 'Smart Moldova' 2024-2027 continues its implementation. The National Fund for Innovation and Technology Transfer, launched the first initiatives to strengthen collaboration between the scientific and business sectors. Three calls followed during the reporting period, namely a call for smart specialisation related projects, an Innovation Voucher competition, and a Technology Transfer competition. In addition, a call for research infrastructure sub-projects was launched in January 2026.

The transparency of competitive procedures has been improved through the establishment of a digital platform for the management of research project applications and for independent expert evaluation. Outreach and capacity building for Horizon Europe participation have been strengthened through a dedicated project as of September 2025. The Moldovan Horizon Europe Office, established in 2023 and supported since September 2025 by Horizon Europe aims to



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strengthen institutional capacity, improve proposal skills and develop international strategic research partnerships. In the reporting period the total EU net contribution for Moldova amounted to EUR 3.98 million.

Since September 2025, monthly allowances for Habilitated Doctors and for PhD holders have increased substantially. In August 2026, the Government adopted measures to support the recruitment of young specialists to vacant teaching and scientific positions in public vocational and higher education institutions. The National Action Plan for the implementation of the European Research Area Policy Agenda 2025-2027 was adopted in December 2025. This Action Plan is structured around 11 structural policies and 8 ERA actions, demonstrating a more systematic approach to ERA integration. The National Regulation on Open Science, and the Roadmap on Promoting Gender Equality in Research and Innovation for 2026-2027 was adopted in March 2026.

Public R&I investment has slightly increased to MDL 802.1 million (approx. EUR 40 million) in 2026 but remains low. Budget allocations to Public Research Performing Organisations reached MDL 558 million (approx. EUR 28 million) in 2026, up from MDL 511 million (approx. EUR 26 million) in 2025. Despite this improvement the gross domestic expenditure in R&D remains low, at 0.23% of GDP in 2025, which is below the EU-27 average and the EU target of 3% of GDP.

Moldova continues to be classified among the Emerging Innovators in the 2026 European Innovation Scoreboard, with an innovation performance of 18.6% of the EU average. The innovation gap with the EU is increasing. Relative weaknesses are venture capital expenditures, cloud computing and SMEs introducing product innovations.

Researchers from Moldova participated in 59.3% of actions of the European Cooperation in Science and Technology (COST). Moldova is associated to the Research and Innovation Framework Programme Horizon Europe. In the reporting period, 17 grants with Moldovan participation were signed with a total EU net contribution for Moldova of EUR 3.98 million.

### Chapter 26 - Education and culture

*The EU supports cooperation in education and culture by funding programmes and the coordination of Member State policy through the open method of coordination. The EU and its Member States must also prevent discrimination and ensure quality education for children of migrant workers, including those from disadvantaged backgrounds.*

Moldova's **education and training system** continued the reform process focusing on quality, efficiency and inclusion. In August 2026, the government adopted the 2026-2030 implementation programme of the Education 2030 Strategy, setting out measures across all levels of education. The amendments to the Education Code adopted in February 2026 mark the most significant legislative development in the education sector in several years with the introduction of financial autonomy for schools with more than 400 students as of January 2027, the establishment of academic integrity in higher education, and the provision of the legal basis for school network consolidation. A comprehensive reform of education governance was launched in July 2026, followed by the adoption on 3 September 2026 of a law amending the Education Code as part of the 'Restart in education' reform, which aims to replace the existing district and municipal education authorities with Territorial Education Agencies subordinated to the Ministry of Education and Research. Public expenditure on education as percentage of GDP was 6.04% in 2025, above the EU average of 4.7% of GDP (2023).

In **general education**, the Model Schools initiative moved from pilot to a structural programme targeting 90 schools by 2030 from the initial 35 envisaged. During the reporting period, 200 kindergartens and 200 general education institutions received equipment upgrades. STEAM (Science, Technology, Engineering, Arts and Maths) labs, libraries, sport facilities, sanitary



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blocks and new teaching and learning resources were launched in several Model Schools. New school buses and GPS tracking systems improve rural connectivity and network consolidation. The introduction of a new normative cost-per-child methodology standardises and makes transparent the funding of all kindergartens and schools from 2026 onward. A record 426 young teachers were recruited into schools and kindergartens in 2025-2026, the highest level in recent years (up from 404 in 2024 and 365 in 2023), reducing the number of vacant teaching positions in the system. The attractiveness of the teaching profession was supported by a one-off allowance of MDL 200 000 (EUR 10 000), reduced workload for five years, housing support and mentoring. Digital transformation continued with 60% of schools using electronic gradebooks, over 4 100 teachers trained in digital competences using the DigCompEdu framework and national digital competence testing conducted for 3 021 students.

The **curriculum reform,** ongoing since 2024, reached an advanced stage: 31 working groups finalised concepts for all school subjects in February 2026. According to the results of the Programme for International Student Assessment (PISA) 2025, 54% of students attained at least basic proficiency (Level 2 or higher) in science, 44% in mathematics and 48% in reading. While results remain below the OECD average, they have improved when compared to PISA 2022. On **multilingual education**, 39 pilot schools were designated to implement multilingual education models (Romanian alongside Gagauz, Bulgarian, or Ukrainian). Moldova approved the second National Programme for Learning Romanian, applying a competency-based Common European Framework of Reference for Languages (CEFR)-aligned approach. For the first time, a Romanian language certification exam was held in February–May 2026. School textbook procurement procedures were revised to strengthen quality.

As part of the National Programme for the Development of **Inclusive Education** 2024-2027, the participation of learners with special educational needs in mainstream education increased by 18% in 2025 compared to 2024. 931 Resource Centres for Inclusive Education are now operational, staffed by 1 492 support teachers, and an integrated management information system on students with special educational needs was established in March 2026. However, reasonable accommodation for learners with special educational needs in schools and universities are provided to a limited extent. Support services are expanding but remain insufficient and require further strengthening. Despite progress, school buildings, facilities and digital platforms remain largely inaccessible. Roma children enrolment and rural-urban disparities remain challenging. Informal fees collection from students' families to fill financial gaps for basic needs at school level remains a widespread practice. Gender-sensitive approaches are increasingly mainstreamed in the policies of the education system, including in the Implementation Programme of the Education Strategy 2030. Although violence, harassment and bullying remain issues of concern, institutional mechanisms to prevent and combat sexual harassment in higher education institutions are being piloted.

In **vocational education and training** (**VET)** enrolment increased by 5.1% over 2024-2025 along with the expansion of dual VET, mostly in manufacturing, technical engineering, ICT, HoReCa and other service sectors. A new State aid scheme has been established to incentivise companies participating in dual VET, compensating 50% of the eligible training costs. New qualification standards were approved at NQF (National Qualification Framework) Levels 3 and 4 in automotive, agriculture, logistics, ICT, and legal sectors, and green occupation standards were developed in the renewable energy sector. Moldova has increased its engagement in the European Alliance for Apprenticeships (EafA).

**Higher education** enrolment increased by 6.8% over 2024-2025, driven in part by the 'Study in Moldova' campaign. Bachelor admissions rose 11% and master's admissions by 13%. The independence and operational capacity of the National Agency for Quality Assurance in Education and Research was strengthened.



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In March 2026, Moldova formally presented its **NQF** referencing report to the European Qualifications Framework (EQF) Advisory Group, establishing the comparability of Moldovan qualifications at European level and enhancing graduate mobility. Further efforts remain necessary to fully implement key Bologna Process commitments, notably on automatic recognition and external quality assurance.

Legislative steps to enhance **academic integrity** have been undertaken, with a law requiring all higher education institutions to adopt codes of ethics, implement plagiarism detection, establish independent ethics committees and report annually to the Ministry of Education and Research. During the reporting period, approximately 27 000 undergraduate students attended the mandatory 'Academic Ethics and Integrity' training course. Moldova benefits from the international dimension of the 2021-2027 Erasmus+ Programme. Preparations started for establishing a dedicated Erasmus+ national agency, with a view to participation in the next programme period.

In the **youth sector**, the implementation of the National Youth Strategy 2030 continued, including through the Youth Centre Development Programme 2030 and government grant programmes for youth organisations and local youth initiatives. A revised regulatory framework for the Youth Capital programme was adopted in April 2026. The law on volunteering, adopted in December 2025, provides a structural framework for formalising and recognising volunteer activity, benefiting youth civic participation. A new regulation on student self-governance repositions student representatives as active co-creators of university policy.

The **sport** regulatory framework was substantially reformed following the adoption of a law on Physical Education and Sport and multiple implementing regulations covering sports schools, monthly scholarships for high-performance athletes, financial norms for sports activities, sports federations, and sports clubs. The government also adopted the 2026-2028 implementation programme of the Sport 2030 Strategy, providing a framework for implementation of the national sport policy. Moldova continued taking part in the European Week of Sport.

On **culture**, Moldova adopted the National Strategy for Culture and Heritage 2025-2035 and its 2026-2030 implementation programme, positioning culture as a central pillar of national development. Moldova joined the Creative Europe programme on 1 January 2026 and designated the National Office for Cultural Development as Creative Europe Desk.

## Chapter 29 - Customs union

*All Member States are part of the EU customs union and follow the same customs rules and procedures. This requires legislative alignment as well as adequate implementing and enforcement capacity and access to and interoperability with the EU electronic customs environment.*

The operational rollout of the New Computerised Transit System (NCTS) Phase 6 was completed in September 2025. This facilitated the country's full accession to the Common Transit Convention (CTC) and the Convention on the Simplification of Formalities in Trade in Goods in November 2025, significantly enhancing the interoperability of Moldova's customs operations.

Moldova continues to implement its modernised **customs legislation** broadly aligned with the EU *acquis*, including regular updates of its tariff nomenclature and an Authorised Economic Operator programme with 155 authorisations, of which 55, covering security and safety aspects, enjoy mutual recognition with EU Member States. Substantial progress has been made in aligning with the Union Customs Code. Implementation remains incomplete due to transitional provisions provided by the current Moldovan Customs Code and a lack of IT tools. These should be addressed in the draft Law amending the Moldovan Customs Code which will provide



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the legal basis for the full automation of all customs procedures.

A Strategic Risk Management Programme for 2026–2030 was approved. Risk management was applied systematically, with the share of individual consignments subjected by the Customs Service to physical or documentary control standing at 20.2% for imports, and 3.3% for exports in August 2026.

Regarding **administrative and operational capacity**, there is a need to strengthen the institutional framework of the Customs Service, elevate integrity standards and minimise corruption risks. This requires greater automation, optimisation of internal customs clearance processes, and broader access for traders to simplified digital procedures. To this end, the Customs Service initiated an institutional reorganisation process, aimed at centralising selected functions, including risk analysis, post-clearance control and audit, to improve efficiency and advance *acquis* implementation. The proposed new structure was submitted to the Ministry of Finance in June 2026.

In October 2025, the Government approved the National Programme and Action Plan for the Harmonisation of Customs Information Systems for 2025-2030, which prioritises interconnectivity and interoperability with EU customs systems. Of the 25 information systems envisaged under the National Programme, three are currently operational: NCTS Phase 6 which was connected to the common transit network in November 2025, the national Customs Decisions System (CDS), aligned with the EU Customs Data Model and EU specifications and data requirements, and the Binding Tariff Information system, launched in September 2026.

In March 2026, a new Customs Service Anti-Corruption Policy and Action Plan for 2026-2029 was adopted, providing a practical framework to prevent and combat corruption. It sets out time-bound, result-oriented measures with clear responsibilities and monitoring mechanisms to strengthen institutional integrity. The plan promotes zero tolerance through increased digitalisation, reduced human intervention, improved reporting, and enhanced whistleblower protection, in line with European standards. Moldova has taken important anti-corruption steps, but implementation across the most corruption-prone customs functions remains a challenge.

Moldova continued to cooperate with the EU Member States under the EU-Moldova Association Agreement Protocol III on mutual administrative assistance in customs matters, and with the European Anti-Fraud Office (OLAF) to investigate suspected cross-border customs offences and other illegal activities. Methodological rules on the use of the Anti-Fraud Information System were approved in September 2026.

## CLUSTER 4: THE GREEN AGENDA AND SUSTAINABLE CONNECTIVITY

The cluster on Green Agenda and sustainable connectivity covers: transport policy (Chapter 14); energy (Chapter 15); trans-European networks (Chapter 21); and environment and climate change (Chapter 27).

### Chapter 14 - Transport policy

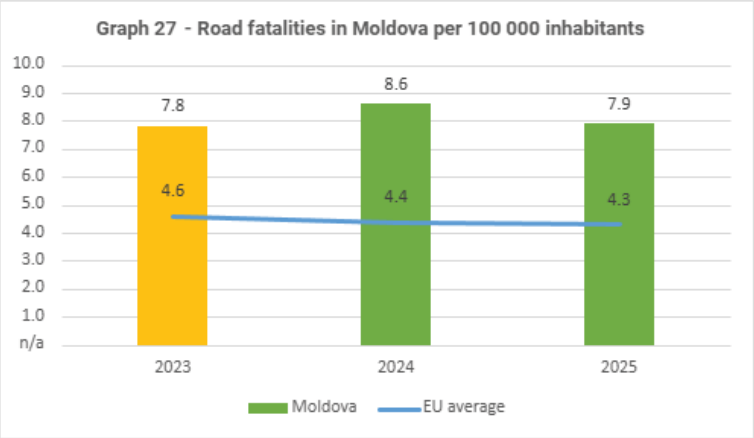
*The EU has common rules on technical and safety standards, security, social standards, State aid and market liberalisation in road transport, railways, inland waterways, multimodal transport, aviation and maritime transport.*

On **general transport**, the country continued to align with the EU *acquis*. In the maritime sector, Moldovan flag vessels are no longer on the blacklist of the Paris Memorandum of Understanding on Port State Control. However, it exhibited insufficient capacity to effectively



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implement the approved reforms. The intelligent transport systems (ITS) strategy for all modes of transport was developed and needs to be adopted and implemented. As an observer, Moldova continued to actively participate in the work of the Transport Community Treaty. The Sustainable Urban Mobility Plan for Chișinău was approved by the Municipal Council.




On **road transport**, some progress was achieved. Legislation on market access, profession of road transport operators, digital tachographs and access to the haulage market remain partially aligned with the EU *acquis*. Following the adoption of the Road Safety Programme, the reorganisation of the Transport Accident and Incident Investigation Bureau was approved, granting it new competences to develop normative acts and monitor compliance with national and international obligations regarding transport accident and incident investigations. Further actions are needed to align with provisions related to guidelines for road safety audits and inspections of infrastructure and vehicles, and to enhance the road safety crash data system. The State Register of Traffic Accidents has been modernised and complemented by a mobile application for real-time reporting by police officers. The development of the accident data management is being implemented in line with the Common Accident Data Set (CADaS) methodology.

On vehicle equipment, tyre tread depth for certain categories of vehicles is now specified in the Road traffic regulations. The Directive on speed limitation devices remains partially transposed and implemented. Additionally, as of June 2026, all relevant vehicles are required to have speed limitation devices.

On the transport of dangerous goods, some progress was achieved. Moldova has aligned with the Directive on the transport of dangerous goods by road. The new framework simplifies the authorisation of transport of dangerous goods, defines institutional responsibilities for monitoring compliance and strengthens cooperation between national and EU authorities through information exchange and harmonised inspection procedures.

A review of the national road transport framework was carried out with support from the Transport Community Secretariat. The measures under the new law aim at ensuring full compliance with EU social and market rules for road transport.

On **rail transport**, steps were taken to unbundle the railway state enterprise by adopting the general conditions of the multiannual contract for the management of railway infrastructure. On unbundling, Moldova has initiated its separation in two distinct joint-stock companies responsible for infrastructure and passenger and cargo. Work is ongoing to further align the Railway code with the EU *acquis*. Notably, the changes are expected to facilitate passenger rail operators' access to the services market.

Steps were taken towards establishing regulations governing interoperability. Moldova should further pursue alignment with the fourth railway package, including adoption of the technical specifications for interoperability and the common safety methods. The national railway safety method has been formalised, ensuring full compliance with the EU railway safety decision, and a new legal basis for a national vehicle register has been introduced to support interoperability.



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On **maritime transport**, Moldovan flag vessels are no longer on the backlist of the Paris Memorandum of Understanding on Port State Control. Moldova still needs to fully align with the Port Services Regulation. Regarding trade facilitation, Moldova has partially aligned its legal framework with the Regulation on a European Maritime Single Window environment.

On **inland waterways,** Moldova still needs to further align with the relevant *acquis*.

On **aviation**, the country is mostly aligned with the EU *acquis*, having implemented more than half of the legal acts listed under the EU-Moldova Common Aviation Area Agreement in its legislation. Moldova has a good level of alignment with the EU aviation rules in several key areas, including market access, safety, security, environment, social aspects, and consumer protection. However, the alignment with air navigation services rules as well as airport legislation such as airport charges and ground handling is only partial. Regarding the protection of air passenger rights, the aviation regulatory framework is partially aligned with relevant EU regulations.

On **intermodal transport**, there are not yet any legal and technical provisions in Moldova.

As regards **passenger rights**, Moldova needs to align with the EU passenger rights *acquis* for all modes of transport and make further progress to align with outstanding provisions, especially concerning bus, coach and waterborne passenger rights.

From the perspective of the rights of persons with disabilities, passengers with disabilities in Moldova are legally protected and entitled to assistance for railway, air and road transportation. However, while air transport at Chisinau airport is largely adapted for passengers and visitors with disabilities, full and consistent implementation across all transport sectors remains a challenge, and accessibility in practice remains largely limited.

Transport remains vulnerable to corruption risks linked to procurement, infrastructure contracts, licensing, permits and inspections. Moldova strengthened integrity controls through NAC-monitored integrity plans for the National Road Transport Agency (ANTA), road sector enterprises and the Civil Aviation Authority, with implementation rates reaching 79-94% in several entities. The measures targeted risks in procurement, contract supervision, infrastructure maintenance, certification and asset management. The main challenge remains demonstrating concrete enforcement results, including sanctions, and effective follow-up to procurement irregularities and suspected corruption cases.

## Chapter 15 - Energy

*EU energy policy covers energy supply, infrastructure, the internal energy market, consumers, renewable energy, energy efficiency, nuclear energy, nuclear safety, radiation protection and nuclear safeguards.*

On **security of supply**, the Law on the security of supply of petroleum products was adopted in June 2026, aligning with the EU *acquis*. A Central Stockholding Entity was established setting out the stock calculation methodology and reporting requirements and monitoring the gradual build-up of oil stocks. The main challenge remains the implementation of the security system in line with the EU framework. In the gas sector, Moldova set a target for security stocks for 2026 equal to 56.3 mcm. The National Agency for Energy Regulation (ANRE) set the obligation for 2026 for all active suppliers at 15% of the annual gas consumption, to be met by 1 November 2026. Amendments to the gas law were adopted to increase the mandatory gas stocks for the Transnistrian region, equal to 15% of annual consumption.

Regarding **internal energy markets**, the legislative package aligning with the Electricity



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Integration Package (EIP) was adopted and is being assessed by the European Commission, with full compliance required for market coupling with the EU. ANRE also continued updating the energy regulatory framework. Key measures include the electricity tariff setting with new time-of-use pricing and the integration of flexible connections and capacity auctions into the grid connection regime. The balancing regulatory framework was updated to introduce new rules on imbalance pricing, balancing service providers, and balance responsible parties, aimed at alignment with the applicable EU terms, conditions and methodologies (TCMs).

The transmission system operator Moldelectrica launched the electricity balancing market in September 2025, with the first transaction registered in December 2025. Its operational scope expanded in June 2026, when balancing services from storage installations were activated for the first time. A tender for new balancing capacities was finalised in May 2026. The tender documentation imposed a binding obligation on the successful tenderers to commission the new balancing capacities and place them into commercial operation by the end of June 2028. In parallel, the short-term organised electricity markets became operational under OPEM, with day-ahead market and intra-day markets launched in December 2025, introducing competitive and transparent platforms for electricity trading, laying a solid foundation for deeper regional market integration. In the gas sector, Moldova opened its market for large non-household consumers in April 2026, preparing for future integration with the EU internal energy market.

On **renewable energy**, Moldova adopted rules for verifying biofuels, bioliquids, and biomass fuels, as well as the recognition of voluntary schemes and the amendment of certain regulatory acts, representing the final step towards the transposition of Renewable Energy Directive (RED II). In addition, Moldova is already making progress towards harmonisation with the provisions of the Renewable Energy Directive (REDIII). A second tender for large investments in renewables for wind farms with associated battery energy storage systems was launched in December 2025, with the preliminary list of winning bids validated in July and average price of 62.04 EUR/MWh. Overall, by the end of June 2026, the total installed capacity of renewables had reached 1 074 MW (combining solar, wind, biogas and hydro), marking a major acceleration in renewable deployment, contributing to the goals of security of supply and decarbonisation. To support expansion of storage capacities, the government introduced mechanisms to boost investments. System flexibility also gradually improved.

On **energy efficiency**, Moldova has further strengthened the regulatory framework. Substantial progress was made in operationalising the National Centre for Sustainable Energy (NCSE), with a focus on the management of energy efficiency projects in residential buildings in an open and transparent manner under donor oversight. The regulation on financial guarantees and provisioning financial compensation by the NCSE was adopted in July 2026, supporting the financing of energy efficiency and renewable energy projects by homeowners' associations in condominiums. The implementation of three financing initiatives targeting residential energy efficiency, rural household upgrades, and the *Green House* initiative continued. Another important support mechanisms managed by NCSE, the Home Appliances Vouchers Programme, supports vulnerable households in replacing old and used appliances with new and energy efficient equipment.

On **governance**, the National Energy and Climate Plan (NECP) is currently under implementation. Its monitoring is ensured by the Ministry of Energy and the Ministry of Environment through a dedicated working group set up in March 2026.

On **nuclear energy, nuclear safety and radiation protection**, Moldova is only partially aligned and still needs to align with and implement the Euratom Directives on nuclear safety, management of radioactive waste, basic safety standards (radiation protection) and drinking water. Moldova is not yet a member of European Community Urgent Radiological Information



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Exchange (ECURIE) and the European Radiological Data Exchange Platform (EURDEP) systems and should take steps to join them. On nuclear safeguards, upon EU accession, the existing systems of accountancy and control of nuclear materials in Moldova would need to be adapted to accommodate for the safeguards provisions of the Euratom Treaty.

Moldova has introduced **transparency-relevant measures** in the energy sector, including renewable energy auctions, energy efficiency financing mechanisms, digital management of energy efficiency projects and donor-supported investment programmes. The effectiveness of these reforms depends on transparent award criteria, beneficial ownership checks, conflict-of-interest safeguards and traceability of procurement procedures, grants and payments. The main remaining challenges concern SOE governance, strategic infrastructure contracts, tariff-setting decisions, renewable energy support schemes and effective follow-up to procurement irregularities, audit findings and suspected corruption cases.

### Chapter 21 - Trans-European networks

*The EU promotes trans-European networks (TENs) in the areas of transport, telecommunications and energy to strengthen the internal market and contribute to growth and employment.*

On **transport networks**, the current strategic framework for transport infrastructure is outlined in the 2030 National Strategy for Development. Moldova has approved the TEN-T regulation at national level. A feasibility study is ongoing to further assess the identified road axis of the Chișinău ring road. The three road TEN-T border infrastructure projects with Romania remain delayed, mainly due to administrative procedures and adjustment of project scope with introduction of coordinated bidirectional controls on the Romanian territory. Key road projects, such as M3 from Giurgiulesti port to Chisinau, have identified funding and await final decision before being launched. The Road Fund remains the primary source of national budget funding for public road maintenance albeit funds remain insufficient.

Regarding rail, rehabilitation works for the north-south railway corridor continue to be delayed. In terms of European standard gauge deployment in Moldova, the feasibility and design study for the deployment of the European standard gauge connecting Chișinău and Ungheni has been awarded through the Facility for Eastern Partnership Investment in Connectivity (EPIC). Moreover, Moldova received support from the Connecting Europe Facility (CEF) for upgrading the rail connection and electrification between Ungheni (Moldova) and Ungheni (Romania), combined with the electrification planned in Romania until Iași. Rehabilitation works on the Basarabeasca-Giurgiulești railway segment are ongoing but delayed with respect to the initial planning.

In April 2026, the ownership of Giurgiulesti International freeport was transferred from EBRD to Romania's Port of Constanta.

On **energy networks**, Moldova is partially aligned with the TEN-E Regulation. It adopted legislation in July 2026 partially transposing version of the TEN-E Regulation as adapted and adopted by the Energy Community.

Moldova needs to develop its regional electricity connections in line with the Central and South-Eastern Europe Energy Connectivity (CESEC) action plan. Infrastructure projects should be accelerated to reduce Moldova's structural vulnerability and improve its connectivity with neighbouring countries. The operationalisation of the Vulcanesti–Chisinau 400 kV Energy Independence Line has been constantly delayed, with final testing ongoing. For the Balti–Suceava 400 kV Power Line, the construction contract was signed in June 2026, with work progressing on the Balti substation and the modernisation of 120 other substations. Preparatory



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work on the Straseni–Gutinas 400 kV Power Line is also advancing, with the feasibility study completed in June 2026. The Secondary Circuit of the 330 kV Balti–Dnestrovsk HPP Interconnection Line with Ukraine has been pre-qualified for the second PECI list, with reconfirmation expected in December 2026, while discussions on financing are ongoing.

## Chapter 27 - Environment and climate change

*The EU promotes strong climate action, sustainable development and protection of the environment. EU rules contain provisions addressing climate change, water and air quality, waste management, nature protection, industrial pollution, chemicals, noise and civil protection.*

Environment

Moldova strengthened administrative capacity by hiring additional staff for the Environmental Inspectorate and the Environmental Agency. Moldova officially joined the European Environment Agency (EEA) and the Eionet network as a cooperating country in March 2026.

On **horizontal legislation**, Moldova continues its alignment with related EU *acquis*. In April 2026, the Law on environmental liability as well as amendments to the Law on environmental impact assessment and the Law on strategic environment assessment were adopted.

Alignment of **air quality standards** to the EU *acquis* is progressing. During the reporting period, a concept for modernising the air quality monitoring system and network was developed and an air quality plan has been initiated for Chișinău. Moldova has updated the strategy for air quality monitoring and management. Moldova should further increase administrative capacity, legislation alignment and financial planning in the air quality plans.

On **waste management**, some progress was made with adoption of technical regulation on soil protection measures in agricultural practices and efforts to align legislation with the Nitrates Directive. Implementation of the regional solid waste management system is ongoing in parts of Moldova and planned across the country. The alignment of product-specific waste streams legislation continued. Further efforts are needed to ensure the full alignment, including strengthening implementation capacities, advancing producer responsibility schemes, enhancing reporting and further developing waste treatment and recycling infrastructure.

On **circular economy,** policies still need improvement.

On **water quality**, Moldova has undertaken preparatory work related to the further alignment with the EU water *acquis*. Amendments adopted in April 2026 completed alignment with the Water Framework Directive as regards to reporting obligations and strengthened alignment with the Environmental Quality Standards Directive, the Groundwater Directive and the Water Reuse Regulation. Further efforts are needed to ensure effective implementation, and engagement with agricultural stakeholders. In terms of implementing the Water Framework Directive, Moldova has improved the consistency of inter-sectoral policies, annual monitoring programmes and strengthened interinstitutional coordination through platforms. Measures for reducing urban and industrial pollution are top priorities under the River Basin Management Plans that have been adopted within the implementation of the Water Framework Directive.

On **nature protection**, Moldova needs to make further progress. The Law on Zoos has been adopted. Moldova is aligned with the Leghold Traps *acquis*. On biodiversity, continued efforts are required to advance legislative alignment with the Regulation on Nature Restoration and the Birds and Habitats Directives, including the identification and designation of protected areas, and to strengthen administrative structures for nature conservation. A roadmap for the transition of Emerald sites to the NATURA2000 network was launched in April 2026. The reform of Moldsilva (the public agency for forestry and hunting) and the establishment of an independent agency for protected areas is ongoing and remains a priority.

On **industrial pollution control and risk management**, the update of the existing pollutant release and transfer register platform remains to be completed. This includes ensuring full compliance with EU standards of pollutions and greenhouse gas emissions (GHG) data collection, monitoring and reporting requirements. In December 2025, the government adopted the regulation on the organisation and provision of public services for issuing integrated environmental authorisation and environmental authorisation. A series of ministerial orders approved Best Available Techniques conclusions in several sectors. Moldova still lacks a sufficient enforcement mechanism and implementation capacity on reporting obligations by economic actors and strengthen the private sector's capacity to comply with reporting requirements.

**On environmental noise,** Moldova has progressed and the Government approved the Regulation on the assessment and management of environmental noise, fully transposing the directive relating to the assessment and management of environmental noise.

On **chemicals**, the restriction of hazardous substances in electrical and electronic equipment was adopted in October 2025. The government adopted a regulatory measure in August 2026, aligning with REACH, including the list of restricted and prohibited chemical substances and mixtures. In addition, the government approved in August 2026 the Regulation on classification, labelling and packaging of substances and mixtures aligning with the CLP regulation. Furthermore, the reorganisation of the Environmental Agency has established a dedicated Chemicals Directorate. Moldova further deepened its cooperation with European Chemicals Agency (ECHA).

On **civil protection**, Moldova is an active Participating State in the Union Civil Protection Mechanism (UCPM). In September 2025, Moldova established the National Crisis Management Centre (NCMC) as a central authority coordinating nationwide crisis response from prevention to recovery. A new Law on crisis management also created an integrated framework for prevention, preparedness, response and recovery. Moldova is required to clarify the roles of ministries, emergency services and other bodies vis-à-vis the coordination with the UCPM. Further work is needed to strengthen the legislative and operational framework for prevention, preparedness, Host Nation Support, coordination and cross-border cooperation under the UCPM.

Climate change

Moldova made good progress on climate change. It advanced preparatory work on a long-term low-emission development strategy. In December 2025, Moldova validated the concept underlying the Long-term Strategy for Greenhouse Gas Emission Reduction – "Climate Neutral Moldova 2050", which aims to achieve climate-neutrality by 2050. Moldova issued a new Nationally Determined Contribution under the Paris Agreement, which commits to an unconditional 71% reduction in greenhouse gas emissions by 2030 and 75% by 2035 (compared to 1990 levels)

On **carbon pricing**, Moldova has significantly advanced alignment with the EU system for the monitoring, reporting, verification and accreditation (MRVA) of greenhouse gas emissions (GHG) at installation level. The regulatory framework establishing the MRVA is in place. Moldova still needs to achieve full alignment with the EU MRVA system, notably in terms of sectoral scope. A carbon pricing mechanism is not in place yet and should remain a priority to prepare for entering the EU ETS.

In March 2026, the Ministry of Energy and the Ministry of the Environment established a dedicated working group, tasked with monitoring progress in implementing the National Energy and Climate Plan, which created the basis for a structured monitoring of delivery.



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Moldova further needs to align with EU standards on light and heavy-duty vehicles emission and the Carbon Capture and Storage Directive.

Mainstreaming of climate across all policies is still limited. The Climate Law established a National Commission on Climate Change (NCCC). The work on its full operationalisation is ongoing and includes: the development of detailed regulations that define the structure, mandate, and functions of the NCCC, setting up a permanent Secretariat within the Ministry of the Environment for the NCCC, provision of training for the secretariat and NCCC members and, developing and disseminating an operational manual and guidebook on the NCCC.

Moldova needs to significantly reinforce administrative capacity to make progress in aligning with the EU climate *acquis* and to effectively address climate mitigation and adaptation. The institutional reforms, including the establishment of a Climate Change Directorate within the Environmental Agency, are critical steps in this regard.

## CLUSTER 5: RESOURCES, AGRICULTURE AND COHESION

This cluster covers: agriculture and rural development (Chapter 11); food safety, veterinary and phytosanitary policy (Chapter 12); fisheries and aquaculture (Chapter 13); regional policy and coordination of structural instruments (Chapter 22); and financial and budgetary provisions (Chapter 33).

### Chapter 11 - Agriculture and rural development

*The EU's common agricultural policy supports farmers and contributes to ensuring Europe's food security. It helps tackle climate change and the sustainable management of natural resources; preserves rural areas and landscapes; and supports the rural economy by promoting jobs in farming, agri-food industries and related sectors. This requires robust management and control systems. There are also common EU rules for marketing standards, quality policy and organic farming.*

On **horizontal issues**, the law on financing, management and monitoring of agricultural policy entered into force, regulating the system of financial support to agriculture and rural development, including the role of the agriculture paying agency. The Strategic Programme of Agricultural Policy 2026-2030 (SPAP), guiding its implementation and establishing the interventions was approved. It includes financing of measures related to knowledge transfer, innovation, advice, and Agricultural Knowledge and Innovation System (AKIS). A digital hub has been established within the ministry to support the development of the information systems required for the implementation of the Integrated Administration and Control System (IACS) and its components, as well as to provide the corresponding technical support to the Capacities of the Agency for Interventions and Payments in Agriculture (AIPA).

Preparation for the Farm Sustainability Data Network (FSDN) have advanced through legislative updates, refining methods and IT rules, and stakeholder consultations. A new pilot will test the revised tools before a wider rollout. Further efforts are required to establish the IACS. A concept aligned with the relevant EU *acquis* was established and is being developed in line with Commission recommendations, while the national farm registry was developed and piloted with a view to nationwide rollout. The development of the Land Parcel Identification System (LPIS) has advanced with the orthophoto acquisition and parcel delimitation is ongoing. AIPA must be further strengthened with an effective staff retention policy.

Steps towards the operationalisation of the **Agricultural Knowledge and Innovation System (**AKIS) have been taken including the establishment of the national digital platform. Further efforts are needed to improve links and knowledge transfer between research, advisory services



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and farmers, in particular for small farms.

Regarding **agricultural markets - common market organisation**, the reporting period saw progress in aligning with EU marketing standards for eggs and in the fruits and vegetables sector). Efforts should continue to further develop the regulatory framework in line with the EU *acquis*.

The **rural development** framework policy document is the National Strategy for Agriculture and Rural Development 2023-2030, and the National Fund for the Development of Agriculture and Rural Areas provides the corresponding financial support. According to the National Programme for Agriculture and Rural Development 2025-2030, Moldova will continue to implement rural development measures focused on investment and related support measures.

On **quality policy**, Moldova is progressing in aligning with the latest EU *acquis* in the area. Some progress has been achieved in the regulation for establishment and recognition of producer organisations and interbranch organisations in the agri-food sector.

In the area of **organic farming**, alignment with the EU *acquis* continued. Further work is required, in particular on the supervision of certification bodies and traceability of products. The system of control and enforcement should be strengthened.

On the **fight against corruption**, the Moldovan authorities are obliged to prevent, detect and report irregularities.

### Chapter 12 - Food safety, veterinary and phytosanitary policy

*The EU food acquis including hygiene rules for foodstuff production ensures a high level of food and feed safety, and a high level of protection of consumers' interests. Animal health and welfare, and the safety of food of animal origin, are safeguarded together with plant health, the quality of seeds, plant reproductive material, animal nutrition and the use of plant protection products.*

In the area of **general food safety,** institutional and human resource capacity was further developed. The Human Resources Development Strategy 2024-2027 was implemented through a training programme for central level staff and staff from territorial subdivisions (inspectors) and border inspection posts of the National Food Safety Agency.

Moldova further strengthened its **official controls** oversight at various stages of the agri-food chain in line with EU standards. Institutional capacities for risk assessment were strengthened through the establishment of a Risk Assessment Directorate. Further implementing provisions for risk-based official controls of plants, plant products and wood packaging materials and treatment services were adopted, aiming for a broader alignment with the EU *acquis*.

New testing methods were accredited at the national reference laboratory. However, Moldova still needs to put in place a national network of laboratories, and a multiannual control plan aligned with EU *acquis* requirements.

Moldova further advanced the digitalisation of permissive act issuance and Moldova's integration into the e-Phyto system, in preparation of full TRACES-NT integration, enhancing the reliability and traceability of consignments while improving compliance with standards.

On **veterinary policy**, additional implementing measures on the prevention, control and eradication of transmissible diseases in animals were established, aligning with the EU *acquis* on transmissible animal diseases. Moldova also enhanced Avian influenza and African swine fever detection and response, learning from the 2024/2025 outbreaks. Eradication measures were implemented, including stamping-out, movement restrictions, zoning, investigations and biosecurity measures. Consistent updating of farm animal registration, including non-



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commercial holdings, and their movements require further efforts. Increased monitoring of the wild boar population for containing the African swine fever is recommended.

On **animal health and welfare**, Moldova continued transposing key EU regulations on animal traceability, health certification, and import requirements for animals and animal products. Moldova strengthened its administrative and control framework by introducing new procedures for veterinary certification and updating sector-specific inspection checklists for aquaculture, germinal material, and pig holdings. Animal health requirements and certification of aquatic animals and products derived from them were further regulated.

The Parliament ratified the European Convention for the protection of animals kept for farming purposes and the European Convention for the protection of animals during international transport in August 2026. Nevertheless, the consistent implementation of animal welfare standards during transport, at farm and slaughter stages, remains a significant area for improvement in many establishments, especially small operators. More efforts are needed on enforcement, including ensuring adequate administrative capacity to put in place the certificates and approval systems required by the EU *acquis*. A workplan to address the remaining implementation challenges has to be established.

On the **placing of food, feed and animal by-products on the market**, Moldova implemented its national residue monitoring plan for residues of pharmacologically active substances, pesticides and contaminants in animal and animal products. The scope of the National Monitoring and Surveillance Programme for food safety, plant health, feed and veterinary medicinal products was further extended in 2026, including for sheep and goat meat.

Moldova increased its capacity to sample, analyse, and report antimicrobial resistance in food-producing animals and fresh meat as a result of improvements to the institutional framework, laboratory infrastructure and staff training.

Moldova strengthened the traceability mechanisms of animal drugs and medicines from import of substances to farm level application, including through digitalisation, ensuring interoperability with the animal register and laboratory testing.

On **food safety rules**, hygiene requirements for food of animal origin, bakery products and pasta were further aligned. The implementation, monitoring and documentation of Hazard Analysis and Critical Control Points (HACCP) by food business operators at all stages of production, processing and distribution remains a concern and should be addressed. While increasing the number of risk-based official controls obtained at the farm, production and distribution level, more awareness raising, training and investments for and by business operators are required to accelerate positive change. Further alignment with relevant EU rules on food contact materials, food additives and pesticide residues was achieved.

On **specific rules for feed** no significant developments were reported.

On **phytosanitary policy**, the legislative framework for plant health and placing of fertiliser and plant protection products on the market was further aligned with the EU *acquis*. Market surveillance remains to be improved from marketing and circulation of plant protection products and fertilisers to farm level application, especially the sustainable use of pesticides, and the recovery and destruction of obsolete products. Several specific procedures were updated in order to strengthen the seed certification system.

On the **marketing of seed and other plant reproductive material**, the country should finalise alignment with the EU *acquis* on the rules plant (PRM) and forest reproductive material (FRM). Moldova should first focus on establishing the necessary institutional frameworks, and technical capacities to implement and enforce the *acquis* effectively aiming at setting up functioning PRM



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and FRM certification systems.

On **genetically modified organisms**, Moldova adopted implementing legislation on their genetically modified organisms law. Food safety controls – especially in veterinary and phytosanitary inspections, laboratory testing, certification, and import enforcement – remain exposed to corruption risks. Moldova has strengthened its official control framework through NFSA, improving inspection and laboratory capacities to support risk-based checks, sample traceability, and standardised procedures. However, critical gaps persist in integrity safeguards, including inadequate conflict-of-interest controls for inspectors, weak oversight of sampling and testing processes, and limited accountability for misconduct.

Moldova should prioritise risk-based supervision, clear separation of inspection and testing functions, transparent certification, and robust sanctions for inspection-related misconduct, while reinforcing laboratory integrity and conflict-of-interest protections.

### Chapter 13 - Fisheries and aquaculture

*The common fisheries policy lays down rules on fisheries management, protects living resources of the sea and limits the environmental impact of fisheries. This includes setting catch quotas, managing fleet capacity, rules on control and inspection, rules on markets and aquaculture and support for fisheries and coastal communities. Further, it promotes a sustainable aquaculture.*

Moldova needs to continue further aligning with the EU Common Fisheries Policy (CFP), particularly in areas relevant to a landlocked country, focusing on the development of its aquaculture and fish processing sectors.

The legislative framework is partially aligned with key EU CFP regulations and supports sustainable development, **improved market standards** and the fight against illegal fishing.

The strategic programme for the **aquaculture** sector for 2026-2030 was approved by the government in August 2026, setting out the directions for the development and modernisation of the aquaculture sector. The programme will be implemented in two stages based on dedicated action plans: one for the period 2026–2028 and the second for the 2029–2030, respectively.

In the **area of inspection and control**, new legislation has been prepared to improve the traceability of fishery and aquaculture products through the further strengthening of the official control system. Operational capacities have been strengthened through training of food safety inspectors at territorial subdivisions and border inspection posts, as well as by increasing quality awareness and standards compliance at frame level and among food business operators in the aquaculture sector.

Legislative measures have been taken, aimed at protecting aquatic biological resources and minimising the impact of fishing activities on sensitive habitats, namely the regulation of fishing in sensitive habitats and introduction of closed seasons, as well as reduction of by-catch.

Enforceability has been strengthened through the adoption of a regulation on the collection, reception, processing, management and use of scientific data in the aquaculture sector, that entered into force in July 2026, but additional efforts are required in the control and enforcement of these measures.

This provides the necessary normative framework for the alignment with the EU standards and *acquis* in the field. This mechanism will complement existing controls carried out by national authorities, including the National Food Safety Agency (ANSA) and the Customs Service, which currently oversee the quality, safety, and traceability of imported fish and fishery products. The agency will also be responsible for monitoring the implementation of the new provisions for the prevention, deterrence, and elimination of illegal, unreported, and unregulated fishing, which will



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enter into force in 2027.

In the area of **structural actions**, further efforts are needed to enhance administrative capacity and preparedness for administering future support schemes under the newly created National Fund for Support of Maritime Affairs, Fisheries, and Aquaculture and subsequently the European Maritime, Fisheries and Aquaculture Fund once Moldova becomes an EU Member State. The implementation mechanism of the Fund was approved by the government and entered into force in July 2026. The development and planned adoption of orders are conditional on the substantiation of the indicators set out in the Strategic Programme for the Aquaculture Sector 2026-2030 (SPAS). In addition, new regulations were adopted to set up a specialised aquaculture service at AIPA and strengthen the overall management, control, audit, reporting of sectoral financial support and future administration of financial instruments.

On **international agreements,** the law on the accession of Moldova to the Agreement on Port State Measures to Prevent, Deter and Eliminate Illegal, Unreported and Unregulated Fishing was approved by the government. Moldova should further strengthen international cooperation activities. Progress should be made in integrating international fisheries agreements into the national framework, in finalising legislation covering the definition of fishing vessels in line with international fisheries instruments, and in adopting new rules with regards to the registration and deregistration of vessels engaging in illegal, unreported and unregulated (IUU) fishing.

As regards to the wider **blue economy**, Moldova continues to participate in the Common Maritime Agenda. It maintains a strong commitment at both the grassroots and ministerial level, with the Ministry of Environment coordinating cooperation among participating countries under the initiative during the reporting period. This positive regional cooperation should continue.

Moldova is not yet aligned with the *acquis* on **state aid** in the area of fisheries and aquaculture. A system for a state aid control in these sectors needs to be set up.

### Chapter 22 - Regional policy and coordination of structural instruments

*Regional policy is the EU's main tool for reducing regional disparities and investing in sustainable and inclusive socio-economic growth. It is operating through shared management between the Commission and EU Member States. The implementation of cohesion policy programmes requires appropriate administrative capacity on programme and project level, the establishment of systems of sound financial management and control and also the fulfilment of other EU acquis elements such as environmental or public procurement legislation.*

On the **legislative framework**, Moldova has created a network of growth pole cities to generate employment and to stimulating the development of adjacent zones by 2027, in line with the National Programme for the Development of Growth Pole Cities. Efforts continued to update the regulatory framework governing local action groups, with the goal of bringing it in line with European standards on community-led local development. A dedicated legal framework for cohesion policy, is in preparation, pending the establishment of the future cohesion policy regulatory framework. Moldova is also engaged in a dialogue with Eurostat regarding its NUTS set up.

The current **institutional framework** supports management of EU funds, with the State Chancellery acting as the national coordinating authority and overseeing the five Interreg cooperation programmes in which Moldova participates and the Growth Plan. An branch office for the EU Interreg NEXT Romania–Moldova Programme was established within the Central Regional Development Agency, with dedicated staff supporting beneficiaries. A national working group, comprising representatives of key ministries and government agencies, coordinates the management of EU funds, including cross-border, transnational, and interregional cooperation programmes with strengthened audit and control structures.



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On **administrative capacity,** Moldova has continuously strengthened the capacity of local public authorities in project implementation, monitoring, and evaluation through trainings and study visits. It has also continued strengthening its capacity to manage EU funds, supporting effective implementation of cross-border and transnational cooperation programmes under Interreg. While high staff turnover remains a challenge, measures such as salary increases, improved working conditions, and enhanced training programmes have helped mitigate its impact. Overall administrative capacity remains adequate, and **monitoring and evaluation** systems have been further strengthened through the integration of key governmental digital platforms into a single National Development Plan platform.

Multiannual **programming** takes place via the medium-term budget framework approved by the government. The current National Programme for Local Development aligns with the National Strategy for Regional Development 2022-2028 and strengthens national involvement in regional and local development initiatives. Moldova should continue aligning its regional policy programming with the upcoming legislative framework for EU cohesion policy in the 2028-2034 period. On **financial management, control and audit,** Moldova has improved the implementation of activities and effectiveness of its management and control systems, thus demonstrating its capacity for sound financial management. In addition, a nationwide management information system is being rolled out.

On **the fight against corruption** Moldova has established new risk registers and disciplinary committees, strict rules on gifts and conflicts of interest, and integrity and merit-based hiring. The National Anti-Corruption Centre also has flagged procurement irregularities to OLAF. Moldova needs yet to fully digitalise project management systems to reduce risks of favouritism and undue influence. In 2025, Moldova has taken an important anti-fraud step for future EU funds management by establishing the National Anti-Fraud System and designating the State Financial Control Inspectorate (SFCI) as the Anti-Fraud Coordination Service (AFCOS) and national contact point for OLAF. Additionally, the newly established National Anti-Fraud Network is a relevant coordination to connect managing bodies, control institutions, audit authorities and law-enforcement bodies when irregularities are detected in externally funded programmes. Its practical value will depend on clear reporting channels, standardised irregularity indicators, timely referral of suspected fraud, feedback between institutions and publication of aggregated results.

A new law on strengthening mechanisms to combat corruption, organised and financial crime, adopted in June 2026, creates a stronger basis for protecting EU and external funds, but the main priority is operationalisation of MCAF. The effectiveness of the system will need to be demonstrated through a track record of irregularity reporting, transmission of suspected fraud cases to the SFCI/AFCOS, cooperation with OLAF, recoveries, sanctions and final outcomes in fraud, corruption and money laundering cases affecting EU-related and other externally funded programmes.

## Chapter 33 - Financial and budgetary provisions

*This chapter covers the rules governing the funding of the EU budget ('own resources'). These resources mainly consist of: (i) contributions based on the gross national income of each Member State; (ii) customs duties; (iii) the non-recycled plastic resource; and (iv) a resource based on value added tax. Member States must have the appropriate administrative capacity to adequately coordinate and ensure the correct calculation, collection, payment and control of own resources.*

There was some to good progress in the underlying policy areas that indirectly affect the own resources system (*for progress in these areas, see Chapters 16 – Taxation, 17- Economic and monetary policy; 18 – Statistics, 29 – Customs union, and 32 – Financial control*). A



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Coordination Body for Own Resources is in place, and progress was made towards operationalising the necessary administrative structures.

On **traditional own resources**, no progress was achieved beyond that already reported under Chapter 29 - Customs union. Moldova remains partially aligned with the provisions of the EU Regulation on customs duty exemptions through its **Customs Code.**

Limited progress was achieved on **VAT**, with introduction of the reverse charge mechanism for VAT on electricity and natural gas in January 2026. Moldova must continue aligning its legislation with the EU *acquis*, especially on **VAT structure**, exemptions, deductions, special schemes, and the scope of reduced rates.

On the **gross national income (GNI) resource**, Moldova prepared an updated 2026–2030 roadmap for national accounts reform. Moldova needs to ensure the compilation of national accounts and GNI based on ESA 2010 definitions and accounting rules.

Further efforts are needed to fully align legislation, strengthen anti-fraud measures, upgrade IT systems, and operationalise the own resources coordination body.

Moldova strengthened the protection of national, public and external financial interests through the National Anti-Fraud System adopted, established in 2025, and the financial crime investigation system reform. The later gives the National Anti-corruption Centre a central role in detecting and investigating serious fraud, large-scale tax evasion, misuse of internal or external funds, money laundering and corruption-related offences affecting Moldova's budget, public assets and external assistance. The main priority is to translate this framework into operational results: detection, referral to the criminal justice system, recovery, and transparent reporting.

## CLUSTER 6: EXTERNAL RELATIONS

There are two chapters in this cluster: External relations (Chapter 30); Foreign, security and defence policy (Chapter 31).

### Chapter 30 – External relations

*The EU has a common commercial policy towards third countries, based on multilateral and bilateral agreements and autonomous measures. There are also EU rules in the field of humanitarian aid and development policy.*

Moldova is working to align with the EU's **common commercial policy** and continued to coordinate closely with the EU in the World Trade Organisation (WTO), including on investment facilitation, digital trade initiatives and dispute settlement by notifying, on 13 March, its intention to join the Multi-Party Interim Appeal Arbitration Arrangement (MPIA).

Moldova re-introduced an import control licensing mechanism for certain cereals and oilseeds, expiring on 31 October 2026. If the measure will be prolonged, it will require an additional assessment of its compatibility with the WTO and DCFTA's provisions.

Moldova's national legal framework is designed to align with the EU *acquis* on export control for dual-use goods and, is invited to continue enforcing the updates on the list of dual-use items.

Moldova is neither a participant nor an adherent to the Australia Group and is encouraged to become an adherent and eventually a member.

Moldova has to align with the new EU regulation on the screening of foreign investments (FDI). The authorities advanced the implementation of the law on the screening of investments in strategic sectors by developing and adopting the Investment Screening the Commission's internal rules of procedure. Further efforts to strengthen the Commission's functioning and



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ensure decisions are taken in a consistent and transparent manner are needed.

On **bilateral trade agreements**, Moldova has taken preparatory steps to ensure that its external economic agreements are compatible with EU obligations, including by introducing EU accession-linked expiration clauses in the provisions of bilateral free trade and investment agreements. It is also conducting a comprehensive inventory of its FTAs and bilateral investment treaties (BITs) as well as an analysis of the implications of its withdrawal from them. Moldova signed an economic cooperation agreement with the Republic of Korea in February 2026 and updated its FTA with Türkiye to incorporate the new Pan-Euro-Mediterranean rules of origin. It also launched negotiations on investment protection agreements with Italy and the Republic of Korea. Moldova has 41 bilateral investment treaties, of which 20 are with EU Member States covering 21 EU countries. In 2025, Moldova also granted preferential treatment to certain US products.

On **development policy and humanitarian aid**, Moldova remains a recipient of aid rather than a donor. With the Law on International Development Cooperation and Humanitarian Assistance having entered into force in January 2026, followed by the entry into force of the relevant secondary legislation in July 2026, Moldova continued to develop its legal and policy framework. In this regard, Moldova should continue to strengthen the implementation of the regulatory framework, including with regard to strategic planning, reporting and data collection in line with EU policies and principles. The Division for International Development Cooperation and Humanitarian Assistance within the Ministry of Foreign Affairs has been staffed. Moldova has provided humanitarian aid to Ukraine in the form of both goods and supplies.

### Chapter 31 - Foreign, security and defence policy

*Member States must be able to conduct political dialogues in the framework of foreign, security and defence policy, align with EU statements, take part in EU action, and apply agreed restrictive measures.*

Moldova continued to actively engage in **political dialogue** with the EU on foreign and security policy, reflected in a large number of high-level political visits. In November 2025, the 4th High-Level Political and Security Dialogue took place in Brussels.

Moldova maintained an institutional framework enabling its participation in common foreign and security policy (CFSP) and common security and defence policy (CSDP). Moldova's alignment rate with the EU **common foreign and security policy** (statements by the High Representative on behalf of the EU and decisions of the Council of the EU on restrictive measures) remained high and continued increasing from 87% in 2025 to 91% as of September 2026. It aligned with one further EU regime on restrictive measures in the reporting period, reaching 38 out of 41.

Good cooperation with the EU on preventing circumvention of restrictive measures related to Russia's war of aggression against Ukraine has continued. Moldova continued applying the new centralised mechanism for the implementation of restrictive measures, with implementing decisions issued by the Interinstitutional Supervisory Council. Moldova should continue strengthening its enforcement capacities.

As a member of multiple **international organisations,** Moldova has continued to align with, support and co-sponsor international and EU positions, initiatives and resolutions, including in support of Ukraine and in favour of upholding sovereignty, territorial integrity and the UN Charter. Between November 2025 and May 2026, Moldova held the Presidency of the Council of Europe's Committee of Ministers. Its mandate, focused on accountability for Ukraine, including the adoption of a resolution establishing an Enlarged Partial Agreement for a Special Tribunal for the Crime of Aggression against Ukraine, democratic resilience, responses to disinformation and migration with the adoption of the Chișinău Declaration on the topic of



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migration and the European Convention on Human Rights. In December 2025, Moldova also signed the Convention establishing the International Claims Commission for Ukraine regarding claims for damages, loss, or injury caused by Russia's invasion, ratifying it in July 2026. In May 2026, it also joined 35 states and the EU in establishing the Council of Europe's Special Tribunal for the Crime of Aggression against Ukraine. Moldova further solidified its foreign policy direction through its withdrawal from the Commonwealth of Independent States (CIS) by denouncing the founding agreements of the organisation with relevant legislation adopted in April 2026. Moldova was elected in November 2025 to the UNESCO Executive Board for 2025-2029. The United Nations Economic Commission for Europe continues to be headed by a Moldovan national.

Moldova is party to the Rome Statue of the **International Criminal Court**.

Moldova continued to support EU measures and documents on **conflict prevention**. Moldova is implementing its National Action Plan (NAP) for the implementation of UN Security Council Resolution 1325 on Women, Peace, and Security and should further develop the third NAP beyond 2027. Moldova should continue targeted measures to promote gender parity in high-level diplomatic assignments and decision-making roles within the foreign service.

On **disarmament and non-proliferation**, Moldova systematically aligned with EU statements in the framework of the Treaty on the Non-Proliferation of Nuclear Weapons (NPT), as well as other NPD fora. It participates in the Proliferation Security Initiative and The Hague Code of Conduct and is a party to the Chemical Weapons Conventions (CWC), the Biological Weapons Conventions (BWC), the Anti-Personnel Mine Ban Convention (APMBC) and the Arms Trade Treaty (ATT). Moldova demonstrated progress in implementing the National 2026-2030 Programme on Small Arms and Light Weapons (SALW). On arms export control, Moldova remains aligned with the Council Common Position 2008/944 , and generally implements its reporting obligations under the ATT.

On **security measures,** Moldova has continued to implement the agreement with the EU on security procedures for exchanging and protecting **classified information**.

Cooperation in the field of **common security and defence policy** (**CSDP)** remained strong under the strategic framework of the EU-Moldova Security and Defence Partnership. Moldova has been contributing to Operation EUFOR ALTHEA in Bosnia and Herzegovina and continues to contribute to EUTM Somalia. At the same time, Moldova continued efforts to modernise its armed forces, using the substantial support through the European Peace Facility.

Regarding **hybrid threats**, Moldova has built up remarkable resilience and an ability to counter hybrid threats and foreign information manipulation and interference (FIMI), despite evolving patterns of Russian hybrid activities and the continued spilled-over effects of Russia's war of aggression against Ukraine. In this context, it is the rural and less developed regions in the country that are mostly vulnerable to FIMI. Cooperation increased between Moldova and the EU in addressing hybrid threats, with the country also sharing valuable lessons learned and thereby contributing to Europe's shared security. The National Agency for Cyber Security has been further strengthened, and the Centre for Strategic Communications and the Countering Disinformation continued to play a crucial role. The National Crisis Management Centre (NCMC) was established in September 2025, and despite still being in the early stages of institutional development, it has already demonstrated its ability to respond quickly and in principle fulfil its coordination function in a series of national level emergencies in 2026. To be fully operational, NCMC needs to expedite recruitment processes and further alignment to EU standards. In December 2025, the National Security Council adopted the Plan for Strengthening Democratic Resilience against Electoral Interference, establishing a cross-sectoral approach to national resilience and hybrid threats, structured around information security, cybersecurity, fighting illicit

financing, and public order.

## ANNEX I – RELATIONS BETWEEN THE EU AND MOLDOVA

Moldova applied for EU **membership** in March 2022 and was granted European perspective and candidate country status in June 2022. In December 2023, the European Council decided to open accession negotiations with the country. In 2026, three intergovernmental conferences have taken place, opening Cluster 1 (fundamentals) in June, Cluster 6 (external relations) in July as well as Cluster 2 (internal market) and Cluster 3 (competitiveness & inclusive growth) in October.

Moldova continues to broadly implement its obligations under the **Association Agreement (AA)**, including those related to its **Deep and Comprehensive Free Trade Area (DCFTA)**. The AA/DCFTA remains the bilateral legal instrument serving as the basis for political association and economic integration between the EU and Moldova. Regular political, economic and other sectoral dialogue between the EU and Moldova has continued through the AA/DCFTA structures. The EU-Moldova Public Administration Reform Subcommittee took place for the first time on 25 June 2026.

The bilateral relations between the EU and Moldova remained strong and continued to deepen across policy areas. The second EU-Moldova Summit took place on 22 June 2026. The latest EU-Moldova Association Council meeting was held on 5 October 2026. The 12th meeting of the EU-Moldova Association Committee in Trade Configuration took place in November 2025, and the EU-Moldova Parliamentary Association Committee met in May 2026. The High-Level Energy Dialogue continued holding biannual meetings during the reporting period with the latest meeting held in May 2026, and the latest High-Level Political and Security Dialogue was held in November 2025. The first EU-Moldova Investment Conference took place in June 2026.

Trade relations with the EU have further intensified since the start of Russia's war of aggression against Ukraine. In 2025, the EU remained Moldova's biggest trade partner, accounting for 56% of its total trade in goods, and its main export destination, with over two thirds of goods exports going to the EU.

The EU remains fully committed to supporting a comprehensive, peaceful, and sustainable settlement of the Transnistrian conflict, based on the sovereignty and territorial integrity of Moldova within its internationally recognised borders. The DCFTA applies to the entire territory of Moldova.

Citizens of Moldova have enjoyed **visa-free travel to the Schengen area** since April 2014. As part of the visa liberalisation monitoring mechanism, the Commission has regularly assessed the progress made by the country in implementing reforms under the visa roadmap. The Commission's eight report under the Visa Suspension Mechanism, published in December 2025, concluded that Moldova continues to take action to address the recommendations made in the previous year's report. A readmission agreement between the European Union and Moldova entered into force in January 2018.

The EU remained deeply committed under the common foreign and security policy to further strengthen cooperation with Moldova in the framework of the Security and Defence Partnership, which Moldova was the first country to sign with the EU in 2024. The **EU Partnership Mission in Moldova (EUPM)** continued supporting Moldovan institutions in building resilience. Facility (EPF) reached EUR 317 million. In addition, the EU has rolled-over in place a dedicated sanctions regime targeting those responsible for actions aimed at destabilising, undermining or threatening the sovereignty and independence of Moldova.

The EU is the largest provider of **financial assistance** to Moldova. In 2021-2025, the EU allocated over EUR 1.2 billion in grants to Moldova and mobilised EUR 1.7 billion for projects in Moldova, together with international financial institutions. The EU continues to implement the

**Growth Plan for Moldova**, worth EUR 1.9 billion and underpinned by a Reform and Growth Facility for the period of 2025-2027. To date, the country has unlocked EUR 661 million.

Bilateral programmes are complemented by a package of multi-country and regional programmes supporting, among others, civil society, reforms in the fundamentals and the energy sector. The country also receives support from TAIEX and competitiveness programmes together with international financial institutions and international organisations.

Since 2014, Moldova has progressively extended its participation in **EU programmes**. It has joined the EU Customs programme, Fiscalis, LIFE, EU4Health, Horizon Europe, the Connecting Europe facility (CEF), the single market programme, the Union Civil Protection Mechanism (UCPM), Digital Europe, Employment and Social Innovation (EaSI), the Citizen, Equality, Rights and Values Programme (CERV), and the Justice Programme. As of 1 January 2026, Moldova joined the Creative Europe programme. Organisations and individuals from Moldova are also eligible for certain schemes under the Erasmus+ and European Solidarity Corps programmes. Moldova participates in several Interreg programmes and is a member of the EU macro-regional strategy for the Danube region. Moldova's participation fee for EU programmes has been waived as a result of the impact on Moldova of Russia's war of aggression against Ukraine. To strengthen the digital sector, to enhance access to EU initiatives and funds and to support the development of social and solidarity economy, Moldova is participating as an observer in a pilot project under the Technical Support Instrument.

Since its launch in 2009, Moldova has participated in the **Eastern Partnership (EaP).** The country also takes part in the Connectivity Agenda Platform launched in June 2026.



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# ANNEX II – STATISTICAL ANNEX

**STATISTICAL DATA (as of 14/09/2026)**

**Moldova****

| **Basic data** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| Population (thousand) | | 3 559 i | 2 644 i | 2 565 i | 2 513 pi | 2 423 pi | 2 416 i |
| Total area of the country (km²) | 1) 2) | 33 846 w | 33 849 w | 33 849 w | 33 849 w | 33 849 w | 33 848 w |

| **National accounts** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| Gross domestic product (GDP) (million national currency) | 3) | : | 242 079 | 274 488 | 303 554 | 323 933 | 353 521 p |
| Gross domestic product (GDP) (million euro) | 3) | : | 11 571 | 13 794 | 15 454 | 16 825 | 18 045 p |
| GDP per capita (euro) | 3) | : | 4 460 | 5 450 | 6 360 | 7 000 | 7 590 p |
| GDP per capita (in purchasing power standards (PPS) | 3) | 5 927 w | 16 377 w | 17 461 w | 20 910 w | 23 195 w | 25 803 pw |
| GDP per capita (in PPS), relative to the EU average (EU-27 = 100) | 3) | : | 31.5 ew | 30.9 ew | 34.9 ew | 36.5 ew | 37.0 ew |
| Real GDP growth rate: change on previous year of GDP volume (%) | 3) | 9.0 w | 13.9 w | - 4.6 w | 1.2 w | 0.3 w | 2.4 pw |
| Employment growth (national accounts data), relative to the previous year (%) | 3) | : | 1 | 2 | 3 | - 4 | : |
| Labour productivity growth: growth in GDP (in volume) per person employed, relative to the previous year (%) | 3) | : | 13 | - 7 | - 2 | 4 | : |
| Unit labour cost growth, relative to the previous year (%) | 3) | - 5 w | - 5 w | 1 w | 7 w | 5 w | 0 pw |
| Nominal unit labour cost index based on persons (3 year % change) | 3) | 29.0 iw | 22.4 iw | 23.2 iw | 28.2 iw | 15.8 iw | : |
| Labour productivity per person employed: GDP (in PPS) per person employed relative to EU average (EU-27 = 100) | 3) | : | 46 ew | 44 ew | 47 ew | 47 ew | 45 ew |
| **Gross value added by main sectors** | | | | | | | |
| Agriculture, forestry and fisheries (%) | 3) | : | 12.3 | 9.4 | 8.2 | 8.5 | 8.6 p |
| Industry (%) | 3) | : | 14.7 | 13.3 | 12.2 | 11.3 | 11.4 p |
| Construction (%) | 3) | : | 9.3 | 8.8 | 8.3 | 8.3 | 8.4 p |
| Services (%) | 3) | : | 63.6 i | 68.4 i | 71.3 i | 72.0 i | 71.6 pi |
| Final consumption expenditure, as a share of GDP (%) | 3) | : | 100.3 | 102.4 | 103.7 | 103.4 | 105.0 p |
| Gross fixed capital formation, as a share of GDP (%) | 3) | : | 24.1 | 22.1 | 19.4 | 20.5 | 22.0 p |
| Exports of goods and services, relative to GDP (%) | 3) | : | 30.6 | 41.2 | 35.1 | 31.6 | 31.8 p |
| Imports of goods and services, relative to GDP (%) | 3) | : | 57.8 | 70.9 | 58.9 | 57.3 | 60.9 p |
| Gross fixed capital formation by the general government sector, as a percentage of GDP (%) | | : | : | : | : | : | : |

| **Business** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| Industrial production volume index (2015 = 100) | | : | 100.0 w | 96.8 w | 92.8 w | 92.5 w | 98.1 w |
| Number of active enterprises (number) | | 51 269 w | 38 783 w | 42 056 w | 46 653 w | 48 190 w | : |



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| | | | | | | | |
|---|---|---|---|---|---|---|---|
| Birth rate: number of enterprise births in the reference period (t) divided by the number of enterprises active in t (%) | | 11.9 w | 11.3 w | 11.0 w | : | 5.5 w | : |
| Death rate: number of enterprise deaths in the reference period (t) divided by the number of enterprises active in t (%) | | 5.4 w | 8.6 w | 5.3 w | : | 9.8 w | : |
| People employed in SMEs as a share of all persons employed (within the non-financial business economy) (%) | | 56.7 iw | 71.1 iw | : | : | : | : |
| Value added by SMEs (in the non-financial business economy) (EUR million) | | : | : | : | : | : | : |
| Total value added (in the non-financial business economy) (EUR million) | | : | : | : | : | : | : |

| **Inflation rate and house prices** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| Consumer price index (CPI), change relative to the previous year (%) | | 4.6 w | 5.1 w | 28.7 w | 13.4 w | 4.7 w | 7.8 w |

| **Balance of payments** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| Balance of payments: current account total (million euro) | | - 369.1 w | - 1 435.7 w | - 2 358.2 w | - 1 709.0 w | - 2 786.1 w | : |
| Balance of payments current account: trade balance (million euro) | | - 2 362.7 w | - 3 540.6 w | - 4 933.1 w | - 4 489.0 w | - 5 193.1 w | : |
| Balance of payments current account: net services (million euro) | | 114.5 w | 399.3 w | 863.0 w | 854.0 w | 864.1 w | : |
| Balance of payments current account: net balance for primary income (million euro) | | 673.1 w | 225.2 w | 56.7 w | 246.3 w | 85.9 w | : |
| Balance of payments current account: net balance for secondary income (million euro) | | 1 206.0 w | 1 480.5 w | 1 655.2 w | 1 679.6 w | 1 457.0 w | : |
| Net balance for primary and secondary income: of which government transfers (million euro) | | 113.6 w | 156.4 w | 279.0 w | 312.8 w | 139.0 w | : |
| *3 year backward moving average of the current account balance relative to GDP (%) | | - 7.6 iw | - 9.8 iw | - 12.4 iw | - 13.5 iw | - 14.9 iw | : |
| *Five year change in share of world exports of goods and services (%) | | : | : | : | : | : | : |
| Net balance (inward - outward) of foreign direct investment (FDI) (million euro) | | 158.9 w | 314.2 w | 514.0 w | 323.3 w | 332.6 w | 321.2 w |
| Foreign direct investment (FDI) abroad (million euro) | | 23.2 dw | 12.1 dw | 42.7 dw | 10.3 dw | 91.0 dw | 87.7 dw |
| of which FDI of the reporting economy in the EU-27 countries (million euro) | | : | : | : | : | : | : |
| Foreign direct investment (FDI) in the reporting economy (million euro) | | 182.1 dw | 326.3 dw | 556.7 dw | 333.7 dw | 423.6 dw | 408.9 dw |
| of which FDI of the EU-27 countries in the reporting economy (million euro) | | : | : | : | : | : | : |
| *Net international investment position, relative to GDP (%) | 4) | - 21.6 w | - 39.8 w | - 42.3 w | - 34.9 w | - 34.6 w | - 38.1 w |
| Year on year rate of change in gross inflow of remittances (in national currency) from migrant workers (%) | 3) 5) | 11.3 diw | 9.0 diw | 8.3 diw | 6.7 diw | 5.7 dpiw | : |

| **Public finance** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| General government deficit / surplus, relative to GDP (%) | | - 1.5 ew | - 1.9 ew | - 3.2 ew | - 5.1 ew | - 3.9 ew | - 4.0 ew |
| General government gross debt relative to GDP (%) | | 18.5 ew | 33.9 ew | 34.2 ew | 35.4 ew | 38.0 ew | 38.1 ew |
| Total government revenues, as a percentage of GDP (%) | | 30.9 ew | 32.0 ew | 33.3 ew | 33.4 ew | 34.1 ew | 35.5 ew |
| Total government expenditure, as a percentage of GDP (%) | | 32.3 ew | 33.9 ew | 36.5 ew | 38.5 ew | 37.9 ew | 39.6 ew |

| **Financial indicators** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| Gross external debt of the whole economy, relative to GDP (%) | 3) | 68.1 iw | 66.6 iw | 65.3 iw | 59.0 iw | 58.7 piw | : |
| Gross external debt of the whole economy, relative to total exports (%) | | 212.7 w | 217.7 w | 158.4 w | 167.1 w | 186.0 w | 177.9 w |

| | | | | | | | |
|---|---|---|---|---|---|---|---|
| Money supply: M1 (banknotes, coins, overnight deposits, million euro) | | 1 509.2 w | 3 027.9 w | 3 115.9 w | 4 137.3 w | 4 874.9 w | 5 374.0 w |
| Total credit by monetary financial institutions to residents (consolidated) (million euro) | 6) | : | 2 991.9 w | 3 207.4 w | 3 495.0 w | 4 373.5 pw | 5 182.3 pw |
| *Annual change in financial sector liabilities (%) | | : | 8.7 ew | 13.1 ew | 10.6 ew | 7.9 pw | : |
| *Private debt, consolidated, relative to GDP (%) | 6) | : | 52.9 ew | 51.4 ew | 45.1 ew | 48.8 pw | 50.0 pw |
| Interest rates: day-to-day money rate, per annum (%) | | : | : | : | : | : | : |
| Euro exchange rates: average of period (1 euro = … national currency) | | 16.724 | 20.922 | 19.900 | 19.643 | 19.253 | 19.591 |
| Trade-weighted effective exchange rate index, 42 countries (2015 = 100) | | 105.2 w | 123.0 w | 132.4 w | 146.2 w | 157.1 w | 158.5 w |
| *3 year change (T/T-3) in the trade-weighted effective exchange rate index, 42 countries (2015 = 100) | | 0.1 iw | 0.0 iw | 0.1 iw | 0.2 iw | 0.3 iw | 0.2 iw |
| Value of reserve assets (including gold) (million euro) | | 2 049.5 w | 3 445.8 w | 4 206.0 w | 4 903.5 w | 5 247.5 w | : |

| **External trade in goods** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| Value of imports: all goods, all partners (million euro) | | 4 135 w | 6 085 w | 8 788 w | 8 021 w | 8 385 w | 9 662 pw |
| Value of exports: all goods, all partners (million euro) | | 1 827 w | 2 670 w | 4 114 w | 3 746 w | 3 286 w | 3 339 pw |
| Trade balance: all goods, all partners (million euro) | | - 2 308 iw | - 3 415 iw | - 4 673 iw | - 4 275 iw | - 5 099 iw | - 3 695 iw |
| Terms of trade (export price index / import price index * 100) (number) | | 97.2 iw | 110.4 iw | 105.4 iw | 96.0 iw | : | : |
| Share of exports to EU-27 countries in value of total exports (%) | | 42.4 iw | 61.0 iw | 58.4 iw | 65.4 iw | 67.3 iw | 66.1 iw |
| Share of imports from EU-27 countries in value of total imports (%) | | 43.9 iw | 43.8 iw | 47.4 iw | 48.3 iw | 50.2 iw | 54.4 iw |

| **Demography** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| Crude rate of natural change of population (natural growth rate): number of births minus deaths (per thousand inhabitants) | | - 0.1 | - 6.2 ep | - 3.6 ep | - 3.9 ep | - 4.1 ep | - 4.2 e |
| Infant mortality rate deaths of children under one year of age (per thousand live births) | | 9.5 | : | 9.0 p | 10.0 | : | : |
| Life expectancy at birth: male (years) | | : | : | : | 67.5 ep | : | : |
| Life expectancy at birth: female (years) | | : | : | : | 76.4 ep | : | : |

| **Labour market** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| Economic activity rate for persons aged 20–64: proportion of the population aged 20–64 that is economically active (%) | 7) | 49.9 w | 52.8 w | 53.7 w | 58.4 w | 59.1 w | 57.2 bw |
| Employment rate for persons aged 20–64: proportion of the population aged 20–64 that are in employment (%) | 7) | 47.4 w | 51.1 w | 52.1 w | 55.7 w | 56.8 w | 55.0 bw |
| Male employment rate for persons aged 20–64 (%) | 7) | 49.0 w | 55.6 w | 55.8 w | 58.8 w | 58.6 w | 58.6 bw |
| Female employment rate for persons aged 20–64 (%) | 7) | 45.8 w | 46.9 w | 48.7 w | 53.0 w | 55.1 w | 51.7 bw |
| Employment rate for persons aged 55–64: proportion of the population aged 55–64 that are in employment (%) | 7) | 39.5 w | 42.6 w | 44.1 w | 47.1 w | 47.9 w | 44.0 bw |
| **Employment by main sectors** | | | | | | | |
| Agriculture, forestry and fisheries (%) | 7) | 28.8 w | 21.5 w | 20.8 w | 20.9 w | 18.1 w | 14.0 bw |
| Industry (%) | | 12.1 w | 14.4 w | 14.8 w | 14.4 w | 13.4 w | 12.3 bw |
| Construction (%) | | 5.5 w | 7.7 w | 7.7 w | 7.1 w | 7.5 w | 10.0 bw |
| Services (%) | | 53.5 w | 56.4 w | 56.7 w | 57.6 w | 61.0 w | 63.7 bw |

| | | | | | | | |
|---|---|---|---|---|---|---|---|
| People employed in the public sector as a share of total employment, persons aged 20–64 (%) | | 27.2 w | 28.6 w | 28.8 w | 28.5 w | 30.7 w | 31.4 bw |
| People employed in the private sector as a share of total employment, persons aged 20–64 (%) | 7) | 72.9 w | 71.4 w | 71.2 w | 71.5 w | 69.3 w | 68.6 bw |
| Unemployment rate: proportion of the labour force that is unemployed (%) | | 5.1 w | 3.2 w | 3.1 w | 4.6 w | 4.0 w | 3.9 bw |
| Male unemployment rate (%) | | 6.0 w | 3.9 w | 3.6 w | 5.0 w | 3.8 w | 4.3 bw |
| Female unemployment rate (%) | | 4.1 w | 2.5 w | 2.6 w | 4.2 w | 4.1 w | 3.4 bw |
| Youth unemployment rate: proportion of the labour force aged 15–24 that is unemployed (%) | | 12.2 w | 9.2 w | 10.7 w | 11.5 w | 9.8 w | 7.4 bw |
| Long-term unemployment rate: proportion of the labour force that has been unemployed for 12 months or more (%) | | 1.3 w | 0.8 w | 0.7 w | 0.8 w | 0.6 w | 0.8 bw |
| Unemployment rate for persons (aged 25–64) having completed at most lower secondary education (ISCED levels 0-2) (%) | | 4.5 w | 4.2 w | 3.8 w | 5.8 w | 5.0 w | 4.5 bw |
| Unemployment rate for persons (aged 25–64) having completed tertiary education (ISCED levels 5-8) (%) | | 4.1 w | 1.7 w | 1.7 w | 2.3 w | 3.0 w | 3.6 bw |

| **Social cohesion** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| Average nominal monthly wages and salaries (national currency) | 8) | 3 674 w | 8 980 w | 10 447 w | 12 209 w | 13 990 w | : |
| Index of real wages and salaries (index of nominal wages and salaries divided by the inflation index) (2016 = 100) | | 47 w | 112 w | 129 w | 150 w | 173 w | : |
| Gini coefficient | | 33 w | 36 w | 35 w | 36 w | 36 w | : |
| Poverty gap | | 21.5 w | 26.1 w | 21.4 w | 20.7 w | 22.9 w | : |

| **Standard of living** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| Number of passenger cars relative to population size (number per thousand population) | | 137.0 | 279.0 e | 297.0 ep | 325.0 ep | 349.0 e | 378.0 |

| **Infrastructure** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| Density of railway network (lines in operation per thousand km²) | 1) 2) | 34.2 iw | 34.0 iw | 34.0 iw | 34.0 iw | 34.0 iw | : |
| Length of motorways (kilometres) | | 0 | 0 | 0 | 0 | 0 | : |

| **Education, Innovation and Research** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| Percentage of persons aged 30-34 with a tertiary education level (ISCED 2011 levels 5 to 8) | | 33.8 w | 31.8 w | 31.8 w | 31.3 w | 35.3 w | 35.1 bw |
| Percentage of persons aged 30-34 with a tertiary education level (ISCED 2011 levels 5 to 8), males | | 29.6 w | 28.6 w | 27.8 w | 23.5 w | 27.2 w | 30.6 bw |
| Percentage of persons aged 30-34 with a tertiary education level (ISCED 2011 levels 5 to 8), females | | 37.8 w | 34.7 w | 35.2 w | 38.1 w | 42.5 w | 39.1 bw |
| Participation in early childhood education (children aged 3 and over) | | : | 89.2 w | 94.4 w | 98.9 w | 104.9 pw | 109.0 pw |
| Participation in early childhood education (children aged 3 and over), males | | : | 89.6 w | 94.4 w | 99.2 w | 105.1 pw | 109.6 pw |
| Participation in early childhood education (children aged 3 and over), females | | : | 88.9 w | 94.5 w | 98.6 w | 104.7 pw | 108.4 pw |
| Low achieving 15-year-olds in reading (%) | | : | : | : | : | : | : |
| Low achieving 15-year-olds in mathematics (%) | | : | : | : | : | : | : |

| | | | | | | | |
|---|---|---|---|---|---|---|---|
| Low achieving 15-year-olds in science (%) | | : | : | : | : | : | : |
| Early leavers from education and training: proportion of persons aged 18-24 with at most lower secondary education (at most ISCED 2011 level 2) who are not in further education or training | | 21.0 w | 19.6 w | 21.5 w | 17.5 w | 16.4 w | 18.0 w |
| Early leavers from education and training: proportion of men aged 18-24 with at most lower secondary education (at most ISCED 2011 level 2) who are not in further education or training | | 25.9 w | 23.1 w | 24.5 w | 18.6 w | 16.6 w | 21.0 w |
| Early leavers from education and training: proportion of women aged 18-24 with at most lower secondary education (at most ISCED 2011 level 2) who are not in further education or training | | 15.5 w | 16.1 w | 18.7 w | 16.4 w | 16.1 w | 14.8 w |
| Proportion of persons aged 25-64 having participated in education and training (last 4 weeks) | | 1.9 w | 1.1 w | 1.3 w | 2.2 w | 2.9 w | : |
| Proportion of persons aged 25-64 having participated in education and training (last 4 weeks), men | | : | 0.9 w | 1.1 w | 1.6 w | 2.1 w | : |
| Proportion of persons aged 25-64 having participated in education and training (last 4 weeks), women | | : | 1.2 w | 1.4 w | 2.7 w | 3.6 w | : |
| Exposure of vocational education and training (VET) graduates to work-based learning (% of population aged 20-34) | | : | : | : | : | : | : |
| Share of individuals having at least basic digital skills (% of population aged 16-74) | | : | : | : | : | : | : |
| Share of individuals having at least basic digital skills (% of population aged 16-74), males | | : | : | : | : | : | : |
| Share of individuals having at least basic digital skills (% of population aged 16-74), females | | : | : | : | : | : | : |
| Public expenditure on education relative to GDP (%) | 3) | 5.6 iw | : | : | : | : | : |
| Gross domestic expenditure on R&D relative to GDP (%) | 3) | 0.30 iw | 0.23 iw | 0.23 iw | 0.22 iw | 0.22 piw | : |
| Government budget appropriations or outlays on R&D (GBAORD), as a percentage of GDP (%) | | : | : | : | : | : | 0.19 p |
| Percentage of households who have internet access at home (%) | | 35.0 w | 66.8 w | 67.5 w | 70.6 w | 74.1 w | 79.7 w |

| **Environment** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| Index of greenhouse gas emissions, $CO_2$ equivalent (1990 = 100) | | 28.8 ew | 32.3 ew | 30.5 ew | : | : | : |
| Energy intensity of the economy (kg of oil equivalent per 1 000 euro GDP at 2015 constant prices) | | 158.0 w | 73.3 w | 62.7 w | 51.2 w | 49.1 w | : |
| Electricity generated from renewable sources relative to gross electricity consumption (%) | | 1.7 | 3.6 | 5.5 | 9.2 | 13.7 | 22.3 p |
| Road share of inland freight transport (based on tonne-km) (%) | | : | : | : | : | : | : |

| **Energy** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| Primary production of all energy products (thousand TOE) | | 599 | 762 | 525 | 586 | 558 | : |
| Primary production of crude oil (thousand TOE) | | 10 | 5 | 5 | 4 | 2 | : |
| Primary production of solid fuels (thousand TOE) | | 0 | 0 | 0 | 0 | 0 | : |
| Primary production of gas (thousand TOE) | | 0 | 0 | 0 | 0 | 0 | : |
| Net imports of all energy products (thousand TOE) | | 1 966 i | 2 306 i | 2 181 i | 1 944 i | 2 130 i | : |
| Gross inland energy consumption (thousand TOE) | | 2 560 | 3 009 | 2 692 | 2 573 | 2 686 | : |



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| | | | | | | | |
|---|---|---|---|---|---|---|---|
| Gross electricity generation (GWh) | | 905 | 1 131 | 995 | 1 169 | 1 498 | : |

| **Agriculture** | Note | 2013 | 2021 | 2022 | 2023 | 2024 | 2025 |
|---|---|---|---|---|---|---|---|
| Agricultural output volume index (at producer prices) (2015 = 100) | | 87.5 w | 178.1 w | 150.9 w | 153.7 w | : | : |
| Utilised agricultural area (thousand hectares) | | : | : | : | : | : | : |
| Livestock numbers: live bovine animals (thousand heads, end of period) | | 189.0 w | 104.1 w | 102.4 w | 101.0 w | 98.8 w | 95.8 w |
| Livestock numbers: live swine (thousand heads, end of period) | | 420.0 w | 347.9 w | 340.1 w | 350.7 w | 379.6 w | 289.6 w |
| Livestock numbers: live sheep and live goats (thousand heads, end of period) | | 849.2 iw | 573.7 iw | 558.7 iw | 549.9 iw | 561.7 iw | : |
| Raw milk available on farms (thousand tonnes) | 9) | 526.9 w | 295.3 w | 270.5 w | 261.3 w | 267.2 w | 282.5 w |
| Harvested crop production: cereals (including rice) (thousand tonnes) | | 2 680.8 iw | 4 690.0 iw | 1 784.4 iw | 3 214.8 iw | 2 168.3 iw | : |
| Harvested crop production: sugar beet (thousand tonnes) | | 1 009.0 w | 757.8 w | 478.2 w | 428.3 w | 292.7 w | 335.1 w |
| Harvested crop production: vegetables (thousand tonnes) | | 292.0 w | 232.0 w | 286.1 w | 322.6 w | 283.8 w | 310.7 w |

**Source: Eurostat and/or the statistical authorities in Moldova****

: = not available
b = break in time series
d = definition differs
e = estimated
p = provisional
i = Eurostat estimate
w= data supplied by and under the responsibility of the national statistical authority and published on an "as is" basis and without any assurance as regards their quality and adherence to EU statistical methodology
* = Macroeconomic Imbalance Procedure (MIP) indicator
** = The data managed by the National Bureau of Statistics of the Republic of Moldova does not include data from the Transnistrian region over which the government of the Republic of Moldova does not exercise control.

Footnotes:
1) Including data from the Transnistrian region.
2) Including wetlands.
3) Based on 2008 SNA.
4) GDP according to SNA 2008.
5) Personal transfers.
6) Data are for Q1 2025.
7) Including persons producing goods for own consumption.
8) Includes units with one and more employees.
9) Raw milk available at farms includes cow, sheep and goat milk.



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