

Independent Reporting Mechanism

Republic of Moldova Co-
Creation Brief 2026

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Overview

This brief from the OGP's Independent Reporting Mechanism (IRM) supports the co-creation process and design of the Republic of Moldova's sixth action plan. It provides an overview of OGP processes in the country and presents recommendations based on collective and country-specific IRM findings. The co-creation brief draws from [prior IRM reports for the Republic of Moldova](#), the [OGP National Handbook](#), [OGP Participation and Co-Creation Standards](#), and IRM guidance on [the minimum requirements](#). Section 1 offers guidance for OGP processes and co-creation and Section 2 for commitment design. Government and civil society can determine the extent to which this brief is used to shape the next action plan's trajectory and content.

The State Chancellery [organized an effective co-creation process](#) for the Republic of Moldova's fifth action plan (2023-2025), [reflecting past IRM recommendations](#) around setting a co-creation timeline, identifying potential priorities, and revising the composition, mandate, and governing structure of the Coordination Committee (the country's multi-stakeholder forum). The opportunities for participating in the co-creation process were sufficient, although stakeholders mentioned that outreach could have been extended further, such as through social networks, during public meetings, and mass media. Stakeholders also recommended starting the next co-creation process earlier, to avoid a concentration of meetings during the summer months, and to provide more advanced notice for consultation events.

Building on the momentum from the fifth action plan, the State Chancellery and the Coordination Committee could consider the following recommendations for the sixth action plan:

- Broaden outreach to new groups based on thematic expertise and relevance to potential commitment topics.
- Allow sufficient time for co-designing commitments in thematic working groups.
- Ensure the OGP website is easy to use and updated regularly.
- Organize peer learning with other OGP countries around thematic areas during the co-creation and implementation processes.

Section I: Action Plan Co-Creation

The following recommendations present opportunities for national reformers to strengthen OGP institutions and processes in the country.

Recommendation 1. Broaden outreach to new groups based on expertise and relevance to potential commitment topics.

The IRM recommends the State Chancellery and the Coordination Committee broaden outreach to new stakeholders. For example, the private sector, the media, and the Congress of Local Authorities from Moldova (CALM) could be useful partners in awareness raising and in improving the ambition of commitments where they have expertise, such as civic engagement in decision-making and monitoring access to information. Steps in this direction have already been taken. For the first time, the State Chancellery is involving representatives of the Parliament in the Coordination Committee, with the aim of introducing commitments under the Parliament's purview in the sixth action plan. In addition to Parliament representatives, the [Sub-Council on AI and Data Governance \(SCIA\)](#) could be brought in to discuss commitments on the topic of artificial intelligence, while the [Center for Strategic Communication and Countering Disinformation \(CSCCD\)](#) could participate in discussions on strategic communications and mis/disinformation. New stakeholders (public institutions and non-governmental groups) could be invited to join the Coordination Committee in overseeing action plan implementation. Attention could be paid to reaching groups facing more barriers to participation (e.g., youth, elderly, people with disabilities, and refugees).

Recommendation 2. Allow sufficient time for co-designing commitments in thematic working groups.

The IRM recommends the State Chancellery start the co-creation process early to engage a broader range of stakeholders and allow more time for consultations on the draft commitments. The State Chancellery could consider organizing open (rather than invitation-only) consultation events to allow any interested party to participate. The State Chancellery could encourage the formation of thematic working groups consisting of civil society organizations (CSOs) and public institutions around specific policy areas. This would be particularly useful for formulating commitments on new policy areas for the Republic of Moldova, such as whistleblower protection and lobbying transparency.

Recommendation 3. Ensure the OGP website is easy to use and updated regularly.

The IRM recommends the State Chancellery ensure that the [OGP website](#) allows for easy search and filtering of information, includes options for providing feedback on documents, and covers up-to-date information on the Coordination Committee. For greater communication, the State Chancellery and the Coordination Committee could also regularly update the dedicated OGP [Facebook](#) and [Instagram](#) pages, created through OGP's EU4Integrity program.

Recommendation 4. Organize peer learning with other OGP countries around thematic areas during the co-creation and implementation processes.

The IRM recommends the State Chancellery convene peer learning exchanges between Moldovan stakeholders and representatives of other OGP countries during action plan co-creation and implementation. These exchanges could help Moldovan stakeholders to learn from the experiences of other countries in carrying out similar reforms. For example, on digital governance, the Republic of Moldova could learn from the [GovStack](#) — a joint initiative from Estonia, Germany, the International Telecommunication Union (ITU), and the Digital Alliance (DIAL). On access to information, the State Chancellery could learn about best practices in proactive disclosure by joining OGP's new [Proactive Disclosure Coalition](#) (led by the Netherlands and the OECD). The Republic of Moldova could learn from the experiences of Ukraine in implementing on e-procurement systems (i.e., ProZorro and DoZorro) and of Armenia's Office of the Prime Minister in developing a government communications strategy and countering mis/disinformation. The Parliament of the Republic of Moldova could conduct a peer exchange with the Assembly of North Macedonia, which has implemented three Open Parliament action plans through the national OGP process.

Section II: Action Plan Design

The Republic of Moldova's fifth action plan [had strong implementation](#), with five of seven commitments substantially or fully completed and five of seven showing early results. The strongest results were in access to information and public participation. The following recommendations offer policy areas for national actors to consider in the next action plan. They represent opportunities for new commitments to address issues of national importance and advance existing reforms (including building from the fifth action plan).

Area 1. Public Participation in decision-making

Under the fifth action plan, the State Chancellery [engaged](#) civil society to design a new law on public participation in decision-making (expected to come into force in January 2027, if adopted in a timely manner) and improvements to the e-consultation platform [particip.gov.md](#). Moreover, in June 2025, the e-Government Agency (eGA) launched [eDemocratie.gov.md](#), which allows the public to submit petitions online (individually or collectively), take part in public consultations through surveys, propose ideas to address community issues, and request public information in a simplified digital format.

To continue enhancing public participation in decision-making during the sixth action plan, the IRM recommends the following:

- The State Chancellery could institutionalize public consultation across the government and specify when public consultations must be held. For example, a CSO joint initiative has [proposed](#) 1) specifying when public consultations must be held and explicitly listing exceptions, 2) introducing effective sanctions and a clear enforcement mechanism, 3) establishing clear accessibility, inclusion, and representativeness standards for public consultations, 4) setting proportional consultation deadlines based on decision complexity, and 5) enforcing mandatory feedback obligations.
- The State Chancellery could develop mechanisms for consultation at the early stages of drafting regulations. This could help public institutions to consider the interests of affected groups and prepare higher quality draft regulations.
- The State Chancellery could focus on integrating public participation mechanisms at the local level. The State Chancellery could collaborate with the Congress of Local Authorities from Moldova (CALM) to support municipalities interested in participatory governance.
- The State Chancellery could increase the quality and reach of civic engagement mechanisms in relation to the country's EU accession processes.
- The eGA could ensure ongoing monitoring, evaluation, and continuous improvement of [eDemocratie.gov.md](#), in line with the eGA's [Open Government Challenge](#) submission to that effect. The eGA could raise public awareness of the platform and ensure its adoption by public institutions.

Area 2. Anti-corruption and integrity (public procurement, whistleblower protection, and lobbying transparency)

Anti-corruption reforms remain key to the Republic of Moldova's EU accession process. The Republic of Moldova [scored](#) 42 on a scale from 0 ("highly corrupt") to 100 ("very clean") in Transparency International's Corruption Perception Index 2025, a gain of 12 points since 2016. The European Commission's 2025 report for the Republic of Moldova [noted](#) some progress in the fight against corruption. For example, the country strengthened the powers of the National Integrity Authority in [2024](#) and [2025](#) regarding asset declarations, verifications, and confiscations of illicit wealth.

The Republic of Moldova could adopt anti-corruption commitments in its sixth action plan that implement the [National Integrity and Anti-Corruption Strategy \(NIAS\) for 2024-2028](#) and align with EU benchmarks. Specifically, the IRM recommends implementing measures for public procurement, whistleblower protection, and lobbying transparency.

Public procurement

The Republic of Moldova intends to adopt a [new law for regulating public procurement](#) that will align with the EU framework and digitalize the entire procurement process. Under the [National Program for the Development of the Public Procurement system](#), the government [approved the concept](#) for the new e-Achizitii State Public Procurement Register in March 2026 to replace the MTender platform, covering the procurement lifecycle from planning through contract execution. For the sixth action plan, the Public Procurement Agency (PPA) could integrate the Open Contracting Partnership's Open Contracting Data Standard in the new system and allow for public monitoring of the procurement process, like [Dozorro](#) in Ukraine or [OpenCoesione](#) in Italy. The PPA could also work with CSOs to train civil servants (particularly in local governments) on open data principles in public procurement and strengthen institutional capacities of the agencies involved in procurement, building on a [commitment in the fifth action plan](#).

Whistleblower protection

The Republic of Moldova has approved bills in [2023](#) and in [2026](#) (in the first reading) aimed at transposing the Directive (EU) 2019/1937 and establishing procedures for internal and external whistleblower reporting while prohibiting retaliation. For the sixth action plan, the National Anti-Corruption Centre and the Office of the People's Advocate (Ombudsman) could implement measures to strengthen whistleblower protection and reporting systems. For example, in the [OECD's 2025 anti-corruption monitoring report](#), CSOs proposed:

- Expanding the list of external reporting channels to include other relevant agencies in addition to the National Anti-Corruption Authority,
- Introducing judicial protection orders for whistleblowers subjected to retaliation,
- Identifying a central authority responsible for collecting and systematizing information on whistleblower protection and providing guidance to all relevant bodies, and
- Ensuring that whistleblowers have access to free legal and psychological assistance.

In addition, GRECO [recommends](#) that the police and the border police take measures to implement the whistleblowers' protection legislation, and law enforcement officers, in particular managers, be trained and informed on a regular basis about whistleblowing procedures and protection measures.

Lobbying regulations

GRECO notes that there are no rules or procedures regulating disclosure of contacts between persons with top executive functions and third parties or lobbyists seeking to influence the decision-making process. The Republic of Moldova aims to use the sixth action plan to improve the transparency of lobbying. This could involve passing a legally binding framework on lobbying and political integrity, covering ministers, public officials, and Members of Parliament. As part of this framework, the Republic of Moldova could introduce a mandatory, publicly accessible lobby register, like those introduced in [Ukraine](#), [Germany](#), and [Finland](#) (among others) with information on public officials' and political decision-makers' meetings with lobbyists, including names of contact persons and topics discussed. The information could be made searchable, downloadable, and available in machine-readable format.

Area 3. Digital governance (artificial intelligence and open data)

Artificial intelligence (AI)

The Ministry of Economic Development and Digitization (MDED) has published a [White Paper on Artificial Intelligence \(AI\) and Data Governance](#), the country's first policy framework document on the strategic direction for AI policies. The MDED established a [Sub-Council on AI and Data Governance \(SCIA\)](#) to spearhead the data agenda, consisting of representatives of public institutions, ICT business, international stakeholders, and CSOs. The Republic of Moldova has also signed the [Council of Europe Framework Convention on AI and Human Rights, Democracy and the Rule of Law](#).

The Republic of Moldova could build on these reforms during the sixth action plan with the following initiatives:

- The SCIA could become a national multi-stakeholder oversight body on the government's use of AI, like [Uruguay's Observatory for the Use of AI in the State](#). Also, the SCIA's mandate could be expanded to oversee other areas of digital governance, such as the use of algorithms and automated decision-making (ADM) in the public sector.
- The Republic of Moldova started to prepare a National AI and Data Governance Programme 2026–2030 in April 2026, and the government's 2026 work program [includes an AI law](#). In the sixth action plan, the government could consider developing a public register of government AI systems, algorithmic transparency, impact assessments, public consultation on high-risk uses, and complaint and appeal mechanisms.
- The SCIA could propose a governance and regulatory framework for AI, in line with the recommendations from the White Paper and the [2024 EU AI Act](#) (Regulation (EU) 2024/1689). The framework could embed privacy and human rights impact assessments use and ensure that the public can scrutinize and give inputs on such reports and raise flags about irregularities. The framework could also create mechanisms allowing the public to scrutinize and give inputs on AI reports and raise flags about irregularities.

Open data

The Parliament adopted legislation on open data and the reuse of public sector information in May 2025, which became Law 109/2025, while Government Decision 563/2025 subsequently approved methodological implementation rules. In the sixth action plan, the government could focus on implementation, data quality, high-value datasets, APIs, metadata, frequency of updates, reuse and institutional compliance, and supporting the implementation of the country's [Digital Transformation Strategy 2023-2030](#). Potential activities could include:

- The MDED and the eGA could assess the [national open data portal's](#) compliance with the law on open data and the reuse of public sector information and upgrade it accordingly. To ensure the portal's usefulness, the MDED and the eGA could engage data users, including civil society and investigative journalists, during the upgrade.
- The MDED and the eGA could develop a national open data strategy to implement the new law on open data and the reuse of public sector information, particularly the "open by design and by default" principle. For example, Romania is implementing its [National Open Data Strategy and Action Plan for 2024–2028](#), which implements its 2022 open data law and align its policies with the EU Open Data Directive (2019/1024).
- The MDED could draft a unified data policy that addresses cybersecurity risks coming from digitalization of government services. As an example, [Armenia's Ministry of High-Tech Industry has proposed a legislative package](#) that would set up a regulatory body to implement consistent data protection mechanisms for national security.

- The MDED and the eGA could train the staff of the state administration, local governments, and public service providers to ensure the effective execution of the data policy.

Area 4. Access to information

During the fifth action plan, the State Chancellery and CSOs [implemented](#) activities to support the implementation of Law No. 148 of 2023 on Access to Information. The law was an important step in the Republic of Moldova's EU accession process. It provides an extensive list of information that public institutions must publish on their official websites, simplifies the procedure for submitting information requests, and obliges information providers to register requests in a separate register. Moreover, the eGA's eDemocrație platform offers a "one window" for access to information requests and the eGA's ["EVO" app](#) (launched in 2024) allows individuals and legal entities to find information on public services in one place (similar to Ukraine's "Diia" platform).

The State Chancellery could build on these efforts in the sixth action plan by considering the following actions:

- AccessInfo Europe [notes](#) that Law No. 148/2023 does not require the proactive publication of the request process or the Office of the People's Advocate to publish all complaints received and subsequent decisions taken. In line with AccessInfo recommendations, the State Chancellery could ensure the proactive publication of all requests, answers, and documents released upon request by public authorities or by the Office of the People's Advocate on a singular public portal. The eDemocrație platform could serve this purpose by allowing the authors of requests to track the status of their request and receive responses through the platform.
- The State Chancellery could oversee the appointment of dedicated information officers or units within public authorities with a responsibility for ensuring that they comply with their information disclosure obligations. The State Chancellery could carry out training for public officials on responding to information requests and compliance with the law.
- The Republic of Moldova could explore ways of shifting from reactive to proactive disclosure, including by joining OGP's [Proactive Disclosure Coalition](#).

Area 5. Strategic communication and combatting mis/disinformation

The Republic of Moldova launched the [Center for Strategic Communication and Countering Disinformation \(CSCCD\)](#) in 2023, to consolidate inter-institutional efforts in the fight against disinformation. In the sixth action plan, the CSCCD could pursue commitments aimed at countering mis/disinformation, increasing media literacy, and supporting local journalism, in partnership with factchecking CSOs, independent media, and international organizations. The IRM recommends the following actions:

- The CSCCD has [adopted](#) a concept on strategic communication and countering disinformation, as well as an activity plan for 2026. In the sixth action plan, the CSCCD could ensure transparent implementation, public reporting, impact indicators, civil society oversight of this concept, along with safeguards for freedom of expression and media pluralism.
- The CSCCD could engage citizens on how to maintain government openness in delicate national security situations. For example, the government of Finland is [hosting intersectoral dialogues](#) to gather opinions on how to appropriately open and share data during delicate national security situations.

- The CSCCD could work with CSOs and media representatives to improve media literacy, especially in communities that may be more vulnerable to misinformation and disinformation. This could include outreach programs in these communities and training civil servants to better understand the media habits, resources, and influencers in these communities. For example, the government of Australia has [carried out an outreach program](#) to improve the media literacy of culturally and linguistically diverse communities.
- The government could take steps to protect information integrity during elections. This could entail measures that ensure the public has access to timely, expert information and is aware of threats during elections.
- In July 2026, the government [approved a bill](#) introducing limits on the use of strategic litigation against public participations (SLAPPs), fully transposing the EU [Directive \(EU\) 2024/1069](#). The sixth action plan could aim toward parliamentary adoption, implementation, judicial training, monitoring, and access to remedies around SLAPPs.

Area 6. Open justice and access to justice

Open Justice

According to [the European Commission's 2024 report](#), the Republic of Moldova has made progress in vetting and appointing top judges and prosecutors, in line with the EU association agenda. This includes the establishment of the Pre-Vetting Commission for candidates to the Superior Council of Magistracy (SCM) and the Vetting Commission of Judges.

The sixth action plan could strengthen the independence, integrity, and transparency of the judiciary, addressing gaps highlighted in the European Commission report, the [Baseline Report on the OECD Istanbul Anti-Corruption Action Plan](#), and the [Group of States against Corruption \(GRECO\)](#) compliance report. The IRM recommends the following actions:

- The SCM and the Vetting Commission of Judges could continue improving the transparency of the selection and vetting procedures of judges and prosecutors. The SCP could also ensure transparency in the vetting and appointment for the four specialized colleges of the judicial and prosecutorial governance bodies.
- Considering the European Commission's recommendation to implement “de-oligarchization,” the Anti-Corruption Prosecutor's Office could improve the transparency of the prosecution service, particularly around high-profile cases of alleged political corruption.
- In light of the [law on the reorganization of the judicial map](#) from 2024, the SCM could ensure that the reorganized courts publish quantitative and qualitative data in open formats, such as court decisions, case registers, and filed document records. The SCM could also evaluate the quantity and quality of court decisions and make the results of these audits public.
- The Ministry of Justice (MoJ) could publish data on the openness of the justice system across the country, such as courts, prosecutors, and prisons. This could expand on the MoJ's [commitment](#) in the fifth action plan to standardize data collection on detained, arrested, and convicted persons.

Access to justice

Possible actions on improving access to justice could entail the following:

- The MoJ could establish new ways to reach underrepresented groups, such as linguistic minorities and survivors of gender-based violence. For example, North

Macedonia has [opened](#) centers that offer resources on justice services and train public employees, lawyers, and paralegals on providing access to justice, primarily serving Roma communities.

- The MoJ could work with local CSOs to carry out training programs for legal aid lawyers, paralegals, pro bono volunteers, and law enforcement to improve their skills and knowledge in legal areas affecting these groups. The budgets and outcomes of support programs could be made transparent.
- The MoJ could improve access to information on laws and procedures to help individuals identify their legal needs and sources of legal advice. For example, Colombia has [launched](#) a web portal and mobile application to make it easier for the public to access information on justice services. Additionally, Albania has [committed](#) to raising awareness of laws and services, such as free legal aid, and providing services in sign language.

Area 7. Open parliament

The Parliament of the Republic of Moldova has adopted [measures](#) to improve public participation and engagement with civil society based on the EU accession recommendations. However, the European Commission's 2025 report for the Republic of Moldova [notes](#) that further efforts are needed to increase parliamentary transparency, accountability, and integrity. Although the rules of procedures of the Parliament require consultations on legislative drafts with the public and publication of the consultation results, the [CSO Meter 2025 Country Report](#) found that in the first half of 2025 only 13.3 percent of draft laws were consulted during the last parliamentary session. Moldovan CSOs and the EU [mention](#) a need to integrate public consultation mechanisms in the Parliament's rule of procedure and ensure implementation of public consultation requirements in practice.

For the next OGP action plan, the IRM recommends the following activities:

- In line with the European Commission report, the Parliament could ensure the timely and comprehensive publication of activities, decisions, draft laws, and accompanying documents.
- In line with the [Clean Parliament Charter 2025](#) and [recommendations by GRECO](#), the Parliament could implement anti-corruption and integrity measures such as the adoption of the Code of Ethics and Conduct for Deputies and then introduce a publicly accessible gift register. The Ethics Committee could lead the implementation of integrity commitments, [once this committee is established](#).
- The Parliament expects to adopt a [new Code](#) with clearer rules around transparency and CSO participation in parliamentary decision-making. The Parliament could promote compliance with the participation and transparency standards of the Code, such as ensuring the functionality of parliamentary consultative platforms.
- The Parliamentary Committee for European Integration could implement measures to directly involve citizens and civil society in consultations around EU integration efforts.
- The Parliament could update its official website to improve the traceability of legal initiatives and improve the availability of information of public interest. As an example, in its 2021-2023 OGP action plan, the Assembly of the Republic of North Macedonia launched a [new parliamentary website](#) with improved content regarding the Assembly's operations, the legislative process, the voting of MPs, and accessibility for persons with visual impairment.
- The Parliament could use the OGP process to introduce innovative solutions for communication and transparency. For example, the Swiss Agency for Development

and Cooperation project [Strengthening Parliamentary Democracy in Moldova \(PADEM\)](#), implemented by DAI, is enhancing Parliament's communication and transparency by establishing a Post-Legislative Scrutiny Office, introducing post-legislative scrutiny, and developing systems to track government requests sent by Parliament.

Area 8. Open EU accession and reform delivery

Since June 2026, the Republic of Moldova is [formally negotiating Cluster 1 \("fundamentals"\)](#) on EU accession, with interim benchmarks. The European Commission's [€1.9 billion Growth Plan and Reform and Growth Facility](#) for the country is conditional on reform delivery, and around €504 million has already been unlocked.

The Republic of Moldova could use the sixth action plan to pursue transparency and participation in the EU accession and delivery of related reforms. The IRM recommends the following activities:

- Implementing public progress dashboards on reform progress,
- Publishing machine-readable data on reform milestones,
- Publishing consultation inputs and responses around EU-related reforms, and
- Transparency around EU-funded expenditure/procurement, and civil-society monitoring.

The brief was reviewed by IRM senior staff for consistency, accuracy, and with a view to maximize the context-relevance and actionability of the recommendations. This brief was prepared in accordance with the IRM Procedures Manual and guidance on artificial intelligence (AI). Where appropriate, external reviewers or members of the IRM International Experts Panel (IEP) review briefs.

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