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2023 and 2024 reports on Moldova

European Parliament resolution of 18 June 2025 on the 2023 and 2024 Commission reports on Moldova (2025/2025(INI))

(C/2025/6261)

The European Parliament,

— having regard to the Commission communication of 30 October 2024 entitled '2024 Communication on EU enlargement policy' (COM(2024)0690), accompanied by the Commission staff working document entitled 'Republic of Moldova 2024 Report' (SWD(2024)0698),

— having regard to the Commission opinion of 17 June 2022 on the application by the Republic of Moldova (hereinafter 'Moldova') for membership of the European Union (COM(2022)0406) and the joint staff working document of 6 February 2023 entitled 'Association Implementation Report on the Republic of Moldova' (SWD(2023)0041),

— having regard to Regulation (EU) 2025/535 of the European Parliament and of the Council of 18 March 2025 on establishing the Reform and Growth Facility for the Republic of Moldova ([1]),

— having regard to its previous resolutions on Moldova,

— having regard to the Commission analytical report of 1 February 2023 on Moldova's alignment with the EU *acquis* (SWD(2023)0032),

— having regard to the proposal of 9 October 2024 for a regulation of the European Parliament and of the Council on establishing the Reform and Growth Facility for the Republic of Moldova (COM(2024)0469),

— having regard to the Commission communication of 9 October 2024 on the Moldova Growth Plan (COM(2024) 0470),

— having regard to the Council conclusions of 17 December 2024 on enlargement,

— having regard to the visit of the delegation of the Committee on Foreign Affairs to Moldova on 25-27 February 2025,

— having regard to Rule 55 of its Rules of Procedure,

— having regard to the report of the Committee on Foreign Affairs (A10-0096/2025),

A. whereas, following Moldova's application for EU membership of 3 March 2022, the European Council granted it candidate status on 23 June 2022 and subsequently decided to open accession negotiations on 14 December 2023;

B. whereas in June 2024 negotiations on Moldova's EU accession started;

C. whereas Moldova held a referendum on 20 October 2024, the outcome of which confirmed the embedding of EU accession into its Constitution, despite various forms of manipulative interference to destabilise the country, illicit financing of political actors, disinformation campaigns and cyberattacks;

D. whereas the Association Agreement ([2]), which includes a Deep and Comprehensive Free Trade Area (AA/DCFTA), remains the basis for political association and economic integration between the EU and Moldova, and a regular political and economic dialogue is ongoing between the two sides;

Progress with EU accession-related reforms, in particular on the rule of law and governance

1. Commends Moldova's exemplary commitment and steady progress with EU accession-related reforms despite significant internal and external challenges – such as Russia's full-scale war of aggression against Ukraine – which made it possible for accession negotiations to start in June 2024, half a year after the relevant decision by the European Council on 14 December 2023 and less than two years after the country's application for EU membership on 3 March 2022;

([1]) OJ L, 2025/535, 21.3.2025, ELI: http://data.europa.eu/eli/reg/2025/535/oj.

([2]) Association Agreement between the European Union and the European Atomic Energy Community and their Member States, of the one part, and the Republic of Moldova, of the other part (OJ L 260, 30.8.2014, p. 4, ELI: http://data.europa.eu/eli/agree_internation/2014/492/oj).

2. Recognises that EU-Moldova relations have entered into a new phase, with intensifying cooperation, gradual alignment across all policy areas of the EU *acquis* and advancement on the EU integration path; welcomes the progress achieved in the bilateral screening process since it started in July 2024 and the recent closing of screening for cluster 1 (fundamentals) and cluster 2 (internal market); commends and supports the ambition of the Moldovan Government to open negotiations on cluster 1 (fundamentals), cluster 2 (internal market) and cluster 6 (external relations) in the coming months, as well as completing the screening process for all clusters by the end of 2025; calls on the Commission to enhance its support to the Moldovan Government in order to ensure the successful achievement of these key objectives; encourages the Council to take a merit-based approach in its decisions on Moldova's negotiation process; deplores the bilateralisation and instrumentalisation of the EU accession process, such as the opposition of the Hungarian Government to opening negotiations on clusters 1, 2 and 6, which has led to a delay and serves Russia's objective of obstructing the European integration of the region;

3. Believes that Moldova's capacity to consolidate its current progress with EU accession-related reforms and sustain the ambitious pace towards EU membership will require the strong and genuine support of a parliamentary majority after the elections in autumn 2025;

4. Notes that the outcomes of both the constitutional referendum on EU accession, held on 20 October 2024, and the presidential election, held on 20 October 2024 and 3 November 2024, confirmed the support of a majority of the people of Moldova for the country's goal of EU membership and the required pro-EU reforms; underlines that this referendum and election were held professionally and with an extraordinary sense of duty and dedication, despite a massive hybrid campaign by Russia and its proxies which used various tools, such as the strategic exploitation of social media, AI-generated content, 'leaks' of fake documents, intimidation, which entailed various forms of manipulative interference to destabilise the country, illicit financing of political actors, vote-buying, including by Russia's instrumentalisation of parts of the clergy from the Metropolis of Chisinau and All Moldova, disinformation campaigns and cyberattacks; recalls that these attacks had four key strategies: divide society, delegitimise institutions, discredit democratic actors and promote Russian influence; welcomes the outcome of the 2024 constitutional referendum which enshrined the commitment to joining the EU in the country's constitution; strongly condemns the increasing attempts by Russia, pro-Russian oligarchs and Russian-sponsored local proxies to destabilise Moldova, sow divisions within Moldovan society and derail the country's pro-EU direction through hybrid attacks, the instrumentalisation of energy supplies, disinformation, manipulation and intimidation campaigns targeting civil society organisations and independent media;

5. Notes that the upcoming parliamentary elections on 28 September 2025 will be of crucial importance for the continuation of Moldova's pro-EU trajectory; is concerned about the likely intensification of foreign, in particular Russian, malign interference and hybrid attacks ahead of the elections; calls for the EU to increase its support, including financial and technical support, for the Moldovan Government's efforts to counter such interference in the country's democratic process, including through additional sanctions listings, an extension and consolidation of the mandate and resources of the EU Partnership Mission (EUPM) in Moldova and the granting of additional support thereto, and the sharing of expertise in foreign information manipulation and interference (FIMI), countering hybrid threats and strengthening resilience; calls similarly for an increase in efforts by the Moldovan authorities and the EU in support of independent media and pro-democracy civil society, in order to enable journalists at national and regional level to counter FIMI and to strengthen digital literacy;

6. Stresses the importance of strategic communication, debunking and combating false, Russia-promoted narratives about the EU and its policies and of highlighting the concrete short- and long-term benefits of EU accession for the people of all of Moldova, with a special focus on regions such as Gagauzia as well as socio-economically disadvantaged communities in rural areas; calls for the EU to step up its support for Moldova in this regard;

Socio-economic reforms

7. Welcomes the Commission's Moldova Growth Plan, which is aimed at supporting Moldova's socio-economic and fundamental reforms and enhancing access to the EU's single market; welcomes the Reform and Growth Facility for Moldova, which underpins the Growth Plan and is worth EUR 2,02 billion, making it the largest EU financial support package for Moldova since its independence; underlines that this facility provides Moldova with EUR 520 million in non-repayable support and a maximum amount of EUR 1,5 billion in loans, with an 18 % pre-financing rate, demonstrating the EU's recognition of the urgency of supporting Moldova's reforms and resilience;

calls on the Commission to support the Moldovan authorities in implementing the necessary Reform Agenda for the effective absorption of funds from this facility, ensuring that the benefits of this support are promptly felt by Moldova's citizens; looks forward to the announced impact assessment of the Reform and Growth Facility for Moldova in the form of a Commission staff working document within three months of the adoption of the corresponding regulation;

8. Calls on the Commission to include adequate dedicated pre-accession funds for Moldova in the EU's next multiannual financial framework, and to begin preparing Moldova for the efficient use of future pre-accession funds as a newly designated EU candidate country;

9. Reiterates that the support of the people of Moldova for European integration can be strengthened with a tangible improvement in their livelihoods, by strengthening state institutions and public administration in order to use project funding effectively and to implement and enforce the EU *acquis*, ensuring a robust welfare system and fighting corruption and oligarchic influence and ensuring accountability; calls on the Moldovan authorities to continue to ensure the meaningful involvement of civil society organisations, diaspora, vulnerable groups and social partners, including trade unions, in order to strengthen trust in democratic institutions and processes and boost public support for EU accession-related reforms;

10. Stresses the importance of civil society organisations in monitoring governance and progress with EU-related reforms, promoting transparency, defending human rights and countering disinformation and external malign influence by anti-reform political actors and Russian proxies;

11. Calls for comprehensive social policy reforms to address poverty and persistent large-scale emigration, increase healthcare coverage, strengthen public education, improve working conditions and develop adequate social protection systems; emphasises that economic development must be inclusive and sustainable, with opportunities for small and medium-sized enterprises; stresses the need for targeted social investment in Moldova's young people and rural areas to reduce regional disparities and safeguard social cohesion;

12. Calls for special emphasis on Moldova's participation in EU social, educational, and cultural programmes in order to promote social convergence, innovation and technological advancement;

13. Calls on Moldova to implement the Reform Agenda, which outlines the key socio-economic and fundamental reforms to accelerate the growth and competitiveness of Moldova's economy and its convergence with the EU on the basis of enhanced implementation of the AA/DCFTA;

14. Strongly calls for the acceleration of Moldova's gradual integration into the EU and the single market by continuing to align its legal and regulatory framework with the EU *acquis* and associating the country to more EU programmes and initiatives, including through the granting of observer status to Moldovan officials and experts in relevant EU bodies, which would deliver tangible socio-economic benefits even before the country formally joins the EU; congratulates Moldova on its inclusion in the geographical scope of the Single Euro Payments Area payment schemes, facilitating transfers in euro and reducing costs for Moldova's citizens and businesses; commends the inclusion of roaming liberalisation in the updated EU–Moldova Association Agreement; welcomes Moldova's recent progress in the transposition of the EU's roaming and telecommunications *acquis* and expresses support for a swift decision on the inclusion of Moldova into the EU 'roam like at home' area; calls on the service providers to cooperate in good faith with the Moldovan authorities on implementing 'roam like at home';

15. Welcomes the renewal of the EU's temporary trade liberalisation measures in July 2024 in order to support Moldova's economy, substituting the loss of trade caused by Russia's war of aggression against Ukraine and its unfriendly policies towards Moldova; calls for the EU to take swift and significant steps towards the permanent liberalisation of its tariff-rate quotas, in order to ensure predictability and increase the country's attractiveness to investors;

16. Notes that the recent decision of the US administration to suspend support for civil society, independent media, key reforms and infrastructure projects has created additional urgent needs in Moldova, regarding which the EU should step in; calls on the Commission, in this regard, to increase its funding for EU instruments supporting democracy, such as the European Endowment for Democracy, and for other key projects that had until recently been funded by the US Agency for International Development (USAID) and other US agencies;

Human rights

17. Notes Moldova's progress towards achieving gender equality, including its adoption of the Programme for Promoting and Ensuring Equality between Women and Men for the 2023-2027 period, and calls for its continued efforts in this regard, particularly to reduce the gender pay gap, fight against stereotypes, discrimination and gender-based violence, and to increase the representation of women in politics and business;

18. Welcomes the efforts by the Moldovan authorities to combat violence against women and improve protection for survivors, in particular the adoption of the National Programme on Preventing and Combatting Violence against Women and Domestic Violence for the 2023-2027 period; notes that the impact of this, however, is still lacking and therefore calls for the establishment of more shelters for survivors of domestic violence, for adequate attention by the justice system to violence against women and for policy changes and increased awareness-raising among men regarding gender-based violence;

19. Calls on the Moldovan Government to strengthen its efforts, including the effective implementation of its legislative framework, to combat racial discrimination, marginalisation, racist hate speech and hate crimes targeting members of ethnic minority groups, including the Roma;

20. Commends Moldova's efforts to improve the rights of the LGBTIQ+ community in recent years;

21. Calls on the Moldovan Government to fully align its legislation on the rights of persons with disabilities with the EU *acquis* and to tackle the systemic problem of children with intellectual disabilities being placed in psychiatric institutions;

Energy, environment and connectivity

22. Condemns Russia's instrumentalisation of energy against Moldova, most recently by halting gas supplies to the Transnistrian region on 1 January 2025, in violation of contractual obligations, and thereby provoking a serious crisis in the region; applauds the Commission's swift proposal of a Comprehensive Strategy for Energy Independence and Resilience and its support package worth EUR 250 million, which will reduce the energy bills of Moldovan consumers, including in the Transnistrian region, support Moldova's decoupling from Russia's energy supplies and integrate Moldova into the EU energy market; emphasises the need for the EU and the Moldovan authorities to effectively communicate about the substantial EU support package aimed at addressing Moldova's energy crisis;

23. Commends the alignment of the Moldovan energy sector with the EU *acquis*; calls on the Moldovan Government to continue its efforts, with EU support that includes the tools available from the Reform and Growth Facility for Moldova, to diversify gas and electricity supply routes, develop connectivity, increase energy efficiency and its internal production and storage capacity, as well as advance its full integration into the EU energy market in order to ensure Moldova's energy security and resilience; stresses the importance of the completion of the Vulcanesti-Chisinau 400 kV overhead power line by the end of 2025 in order to reduce Moldova's reliance on energy infrastructure in the Transnistrian region; calls on the EU to mobilise the necessary resources to help compensate for the withdrawal of USAID support for Moldova's energy sector;

24. Commends the Moldovan Government for its progress on decarbonisation, energy efficiency and transitioning to a green economy, including doubling the share of renewable energy to 30 % by 2030; encourages the EU and its Member States to continue to provide financial support and expertise to Moldovan counterparts in this area; welcomes the adoption in 2023 of Moldova's National Climate Change Adaptation Programme until 2030 and its Action Plan for this purpose; calls on the Moldovan Government to adopt and begin implementing its National Energy and Climate Plan for the 2025-2030 period; notes the importance of implementing the commitments of the Energy Community's Decarbonisation Roadmap, and implementing the Monitoring, Reporting, Verification and Accreditation package with a view to introducing carbon pricing and aligning with the EU emissions trading system;

25. Believes that an extension of the Trans-European Transport Network (TEN-T) corridor Baltic Sea-Black Sea-Aegean Sea (Corridor IX) to include the route of Chisinau-Constanta-Varna-Bourgas would be a strategic investment in the region's transport infrastructure, enhancing connectivity and promoting economic growth, in view of the enlargement of the EU to the east and the potential positive impact of this extension on the region's security and stability, serving as a key logistics route for NATO and enhancing the EU's geostrategic autonomy;

Rule of law and good governance

26. Underlines that comprehensive justice reform remains key for the success of Moldova's democratic and EU accession-related reforms; recognises Moldova's sustained efforts to build an independent, impartial, accountable and professional judicial system and conclude the vetting process by the end of 2026; calls, therefore, for the EU to continue actively supporting the justice reform and the process of vetting both judges and prosecutors, including the attraction, training and recruitment of qualified judicial personnel and increase in judicial capacity;

27. Notes that Moldova has achieved progress in the fight against and prevention of corruption, but stresses the need to continue the fight against money laundering; welcomes the entry into force in February 2024 of Moldova's National Integrity and Anti-Corruption Programme for 2024-2028; highlights the need to ensure enhanced coordination among all key anti-corruption and justice institutions in order to implement comprehensive reforms and to ensure that they have adequate resources and capacities; stresses that results in terms of prosecution and conviction in corruption cases need to be delivered in order to ensure public trust in the ongoing reforms;

28. Recalls the importance of continuing the investigation and bringing to justice those responsible for the 2014 bank fraud; welcomes the fact that, after long efforts by the Moldovan authorities, Interpol has finally added one of the alleged perpetrators, Vladimir Plahotniuc, to its list of internationally wanted persons;

29. Welcomes the adoption by Moldova in 2023 of a new national strategy for preventing and combating human trafficking, aligned with the EU *acquis*, and the cooperation of Moldova with Europol in combating drug trafficking;

30. Expresses its readiness to continue supporting the Parliament of Moldova through mutually agreed democracy support activities that respond to the needs of the institution, its elected members and staff; underlines the importance of the Parliament of Moldova in fostering public debate about the country's European future and achieving a broad consensus over, and democratic legitimacy of, EU accession-related reforms across political parties and among broader society; highlights the decision of 10 March 2025 to open a European Parliament office in Chisinau to further strengthen Parliament's engagement with the Eastern Partnership region;

Cooperation in the field of common foreign and security policy (CFSP) and progress on resolving the Transnistrian conflict

31. Welcomes Moldova's consistent cooperation on foreign policy issues and the significantly increased rate, notably from 54 % in 2022 to 86 % in 2024, of its alignment with the EU's CFSP positions and restrictive measures; invites it to continue to improve this alignment, including on restrictive measures against Russia, and to continue cooperation on preventing the circumvention of sanctions against Russia and Belarus related to Russia's war of aggression against Ukraine;

32. Underlines that Moldova is a key contributor to the regional and European security, including through its unwavering support to Ukraine since the start of Russia's war of aggression, for example by welcoming Ukrainian war refugees, and through its contributions to the EU Civil Protection Mechanism, for example by deploying firefighting teams to tackle severe wildfires in Greece;

33. Expresses its support for the EUPM in Moldova and calls on the Member States to contribute the necessary experts and financial resources, in anticipation of a potential intensification of hybrid threats; welcomes the recent extension of the EUPM's mandate until April 2026; encourages the Moldovan authorities to make full use of the EUPM's expertise to enhance its preparedness, particularly in view of repeated electoral interference ahead of the parliamentary elections on 28 September 2025; calls for the EU to draw from the experience gained in Moldova in protecting the electoral process and democratic institutions in the EU itself; encourages the European External Action Service and the Commission to use all available EU instruments in the area of countering hybrid threats, in order to continue to support Moldova, including by swiftly deploying a Hybrid Rapid Response Team; welcomes the establishment of Moldova's Centre for Strategic Communications and Countering Disinformation, as a means of coordinating the fight against foreign interference among the various Moldovan institutions, and of the National Agency for Cyber Security and the National Institute for Cyber Security Innovations; notes that Moldova's National Security Strategy, adopted in December 2023, highlights EU accession as a key objective and for the first time identifies Russia as the source of major threats to Moldova's security; stresses the importance of improving information sharing and intelligence cooperation between Moldova and the EU and its Member States on security threats;

34. Reiterates its full commitment to Moldova's territorial integrity and to the peaceful resolution of the conflict, based on the sovereignty and territorial integrity of Moldova in its internationally recognised borders;

35. Welcomes the Commission's initiatives to include proactive support for the Transnistrian region in its energy emergency support packages, and exchange of information and practical cooperation between the Moldovan Government and the de facto authorities of the Transnistrian region throughout the energy crisis caused by Russia; welcomes the progress regarding the conditionalities for Tiraspol in light of the recent gas transit agreement and calls for the full implementation of these conditionalities, including the release of all political prisoners by Tiraspol and the dismantling of the remaining illegal checkpoints;

36. Welcomes Moldova's keen interest in contributing to the EU's common security and defence policy (CSDP) and the fact that Moldova is the first country to sign a security and defence partnership with the EU; welcomes Moldova's continued active participation in EU missions and operations under the CSDP, namely the EU Force in Bosnia and Herzegovina (Operation Althea) and the EU Training Mission in Somalia, its interest in participation in PESCO projects and the ongoing negotiations on a framework agreement with the European Defence Agency; calls on the EU to include Moldova in the EU security and defence programmes and related budget allocations, including the European Defence Industry Programme and Readiness 2030, allowing the country to participate in joint procurement alongside the Member States;

37. Welcomes the allocation of EUR 50 million to modernise the defence capacities of the Moldovan Armed Forces in the context of the current security challenges through the European Peace Facility (EPF) for 2024; notes that Moldova is the second-largest EPF beneficiary after Ukraine, with a total of EUR 137 million allocated since 2021; welcomes the announced support of EUR 60 million to be provided to Moldova from the EPF budget in 2025; calls on the Member States to progressively increase the EPF funding for Moldova to further enhance the country's defence capabilities;

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38. Instructs its President to forward this resolution to the Council, the Commission, the Vice-President of the Commission / High Representative of the Union for Foreign Affairs and Security Policy, and to the President, Government and Parliament of the Republic of Moldova.