Upgrade and development of the website "particip.gov.md" of the State Chancellery

business and technical requirements

CONTENTS

1. Introduction

1.1   Purpose of the document

This document presents the detailed business and technical requirements for the upgrade and development of website www.particip.gov.md of the State Chancellery of the Republic of Moldova, the system that will be delivered by the Council of Europe Project on "Advancing Media Freedom in the Republic of Moldova". One of the Project's aims is to assist the Government of the Republic of Moldova in enhancing its transparency efforts. In this sense, the Governmental portal where all draft laws and legislative initiatives are consulted publicly is to be updated to a new enhanced version.

1.1 Reference Documents

The list of reference documentation is provided in the table below.

Name/Description	Link to the document
Website of State Chancellery	http://www.particip.gov.md
Analytical report "particip.gov.md assessment"	digital copy
particip.gov.md project technical documentation and user guide documentation	digital copy

1.2 Lexicon / Glossary

The list of specific terms and abbreviations used in the document.

Term	Definition
API	Application Programmable Interface
DIT	Directorate of information technology
SLA	Service level agreement
NGO	Non-Governmental Organization
ITCSA (ro STISC)	Information Technology and Cyber Security Agency
UI/UX	User Interface/User Experience
CMS	Content Management System
LPA	Local Public Authority
CPA	Central Public Authority

2. Executive summary

The government portal www.particip.gov.md (the Portal) is a digital solution developed by the State Chancellery of the Government of the Republic of Moldova to implement legal requirements regarding decision-making transparency and public consultations in the Republic of Moldova.

The Portal was launched at the end of 2011 as part of Moldova's commitment to the Open Government Partnership, an international initiative aimed at promoting transparency, citizen engagement, and inclusive governance.

The primary role of the Portal is to serve as a centralized platform where citizens, civil society organizations (NGOs), and state institutions can communicate and collaborate on decision-making transparency and public policy matters.

In 2018, the State Chancellery conducted a public survey to assess the effectiveness and accessibility of the Portal. The survey received 167 responses from citizens and NGOs. Based on this feedback, several adjustments were made to the Portal in 2020, and later in 2022, with the support of the European Union. These improvements focused on technical aspects to enhance user accessibility but did not significantly alter the content.

The need for further improvements to the functionality of the Portal was identified in a number of international reports focused on decision-making transparency and highlighted by Moldova's international partners, who have issued recommendations for improving the decision-making process during the 2023-2024 period. The State Chancellery aims to align the Portal's functions more closely with these recommendations and enhance the overall implementation of its services to foster greater public engagement in the decision-making process. In that regard, an assessment of the Portal was conducted in 2024, focusing on its effectiveness in promoting transparency and public participation in decision-making processes. The assessment was conducted as part of the National Action Plan for Open Government 2023-2025, specifically addressing Commitment No. 2: improving transparency mechanisms and civil society participation.

As stated in the analytical report, while the Portal has proven to be a useful tool for public consultation by centralizing information on decision-making projects under review and approval, there are significant opportunities to improve its effectiveness and integrate it more efficiently into the overall public consultation process. By addressing current challenges or shortcomings related to content organization, accessibility, better integration into public consultation stages with NGOs, and promotion, the Portal can better fulfil its role in enhancing transparency and public participation.

The business and technical requirements are elaborated in accordance with the proposed recommendations from the report that are expected to help optimize the Portal functionalities and improve user interaction, making it more user-friendly and aligned with Moldova's long-term digital governance objectives.

3. Background Information

3.1 Project scope and Objectives

The Portal significantly advances governance objectives in transparency and public consultation by centralizing access to draft laws, regulations and policy documents, providing standardized public consultation procedures, and facilitating direct citizen involvement in policy development.

Additionally, the Portal has increased engagement across different government sectors, bringing together users from various institutions and enhancing the potential for coordinated policy development and consistent public engagement practices across different areas of government.

The Portal plays a key role in advancing Moldova's Digitalization Strategy, serving as a fundamental component for transparency and civic engagement initiatives through 2026. Its development and implementation are closely tied to Moldova's digitalization efforts over the past three years, which have prioritized several key areas, including:

- Expanding digital infrastructure
- Improving public services
- Enhancing cybersecurity
- Encouraging innovation
- Aligning with European Union standards

This strategic focus positions the Portal as a vital tool in Moldova's ambition to build a modern digital economy that effectively meets the needs of both citizens and businesses.

The scope of the Project is to upgrade the Portal to become a central hub for citizen participation in the decision-making process, ensuring it is intuitive, accessible, and functional for a diverse range of users (citizens, NGOs, and public authorities).

In accordance with the Project scope the following Project objectives could be achieved:

- To maximize the impact of the Portal on transparency and public participation
- To improve the Portal's capabilities for data collection, analysis and reporting
- To improve the feedback loop by leveraging better notification functions
- To improve the collaboration with the NGOs and citizens via dedicated functions and tools within the Portal
- To enhance the accessibility, search, website navigation and structure

The Portal is currently used primarily as a publishing and announcement platform, rather than as an interactive space for the policy development process up to its finalization. By addressing issues related to content organization, accessibility, and data analysis, as well as committing to continuous training and promotion, the Portal can significantly improve its role in facilitating open dialogue and, consequently, increase public trust in public institutions.

3.2 Out of Scope

In the context of this project, a complete rewrite of the Portal is not expected, nor is a change in the technology stack or modifications to the infrastructure. Therefore, when developing the functional requirements, the Contractor must take the current development environment into account, ensuring the stable and continuous operation of all existing modules.

3.3 Presentation of the relevant directorates / departments

According to the applicable legal provisions, the following entities are involved in the implementation, use, and administration of the Portal:

- State Chancellery of the Republic of Moldova – the owner of the Portal
- E-Governance Center – provider of governmental platform services (MPass).
- Information Technology and Cyber Security Agency – the technical and technological operator of the government electronic services (MCloud).
- LPA, CPA and authorised user from various departments - direct users of the Platform

3.4 Business processes

The Portal significantly advances governance objectives in transparency and public consultation by centralizing access to draft laws, regulations and policy documents , providing standardized public consultation procedures, and facilitating direct citizen involvement in policy development.

The Portal is an integral part of the overall online consultation process that provides a number of workflows with several actors involved:

- **Public Authority Official User** – who, according to the workflow, carries out all relevant activities related to managing the electronic case file of the draft act.
- **Public Authority Administrator User** – who, according to the workflow, assigns notifications to the responsible officials within the subdivision they lead.
- **Consultative Committee Official User** – who, according to the workflow, processes the notifications assigned to them.

The management of electronic case files for draft acts consists of multiple stages and a sub-process:

- **Authentication and authorization for system functionalities** – includes all steps and features designed to identify the responsible person managing electronic case files.
- **Exploring draft acts and identifying the necessary draft** – includes all steps and features for searching the electronic case file registry based on parameters such as author of the draft act, type and category, date range, current stage of the case file, etc.
- **Initiating an electronic case file** – includes all steps and functionalities for creating and initially completing electronic case files before the actual drafting of legislative acts.
- **Public consultation, approval, and expert review of documents preceding or complementing the draft act** – includes all steps and functionalities for public consultation (event agenda management, attaching relevant files, and handling the expert review and approval process).
- **Approval/adoption and publication of the draft normative act** – includes all steps and functionalities for advancing draft normative acts through the Government and Parliament of the Republic of Moldova. If the act is approved or adopted, the case file will be updated with all relevant information regarding its publication and entry into force as per legal provisions.

3.4.1 Existing (AS IS) processes

3.4.1.1 Workflow for managing electronic case files of draft normative acts

Initiation of the electronic case file for the draft normative act, completion of the case file, public consultation of the draft act, and completion of relevant information about the promotion process in the Government and Parliament of the Republic of Moldova.

According to the workflow, adding a draft normative act in the Portal begins with accessing the form for creating the electronic case file of the draft act:

1. The user accesses the authentication form for the Backend component and selects the authentication method:
   a. Authentication via username and password;
   b. Authentication via the MPass Government Platform Service.
2. After authentication, depending on the user's access level, the dashboard with all available tools is displayed.
3. To add a new draft normative act to the system, the user accesses the "Document Registry" component and then selects the functionality for creating an electronic case file for the draft act. The electronic case file is divided into several sections depending on the type of draft act and the stage it is at in the public consultation and promotion process.
4. The user fills out the electronic form with information about the draft act.
5. The user attaches the draft act file and other relevant documents to the electronic form.
6. After completing the form with the necessary details, the user saves the electronic form. Upon initial saving, the electronic case file of the draft act will obtain the status "Case in Progress".
7. The public consultation phase of the draft act begins with the publication of the first announcement related to the initiative for developing the draft act or the announcement of the

start of public consultations on the draft act. If one of these activities is completed, the electronic case file is automatically assigned the status "Draft in Public Consultation".

8. During the public consultation phase of the draft act, the user can perform any of the following activities:
   a. Manage the event agenda related to the public consultation of the draft act.
   b. Manage the attached files in the electronic case file and their versions.
   c. Manage the process of reviewing and expertizing the draft normative acts.
9. Following public consultations, the author of the draft act decides whether to promote the draft further or withdraw it. If the draft act is withdrawn from public consultations or after the review and expertization process, the electronic case file is assigned the status "Withdrawn Draft."
10. If, after the public consultation phase, the author decides to promote the draft further to the Government or Parliament of the Republic of Moldova, the user will access and complete the section of the electronic case file referring to the promotion of the draft act in the Government or Parliament. After completing this section, the status of the electronic case file changes to "Draft in Promotion".
11. As a result of the promotion stages of the draft act in the Government or Parliament, the following outcomes are possible:
    a. The draft act is approved/adopted, and the user must complete the case file with relevant information.
    b. The draft act is not approved/adopted.
12. If, after the promotion phase, the draft act is approved/adopted, the user enters information about its publication. After this, the electronic case file status is updated to "Published Act".

3.4.1.2   The workflow for completing and validating the electronic form of the draft act.

Upon accessing the functionality to add a new draft act, the user gains access to the electronic case form with all the required fields to be filled in. The Portal defines and implements all the necessary rules for the primary validation of the data in the draft act form.

The workflow is described by the following steps:

1. The authorized user for creating the electronic case of a new draft act in the system accesses the electronic form of the draft act.
2. The user selects the type of draft act from a list.
3. The user selects the regulatory domain of the draft act from the list.
4. The user selects the author of the draft act from the list of public authorities with the right of legislative initiative. The author of the draft act can be:
   a. Public authorities with the right of legislative initiative;
   b. Members of the Parliament of the Republic of Moldova.
5. If the authors of the draft act are members of the Parliament of the Republic of Moldova, the user selects from a list the MPs who are authors of the draft.
6. The title of the draft act is then completed. If the draft has a registration number and date, this information is also entered in the electronic form.
7. The final step in completing the draft act form is selecting responsible persons from the nomenclature for drafting the normative act.

3.4.1.3   The workflow for attaching the draft act file and other relevant documents to the draft act case.

After sending the notification for review by the Provider User, the Chancellery Consultative Committee User receives a notification and initiates the process of registration in the chancellery and assignment to the responsible person for examination.

According to the workflow, the following steps are involved:

1. The user accesses the electronic form for uploading relevant documents to the electronic case of the draft act.
2. The user selects the type of attached file from the list.
3. If applicable, the user must indicate the date of the file. Indicating the date helps establish the version of the file. Under these conditions, different versions of the draft act can be uploaded.
4. Finally, the user selects the relevant file from the computer disk and saves the form.

3.4.1.4 Workflow for managing the event agenda regarding the public consultation of the draft act

The management of the event agenda is carried out within the electronic file of the draft act. Based on the type of event (announcement) added to the electronic file of the draft act, the stage (status) of the electronic file will be determined.

According to the workflow, adding an event to the Portal agenda begins with accessing the form:

1. The user selects the type of event from the list.
2. The user fills in the event name.
3. The user specifies the event date and, if applicable, the location where it will take place.
4. The user selects from the directory the list of persons responsible for organizing the event.

3.4.1.5 Workflow for managing opinions and expert reports

Once the draft normative act reaches the public consultation stage, the electronic file includes a section dedicated to the review and expert evaluation process.

The workflow consists of the following steps, representing the automated process through which the draft act is sent for review and the opinions from relevant institutions are received:

1. The user accesses the electronic file section related to managing opinions and expert reports.
2. The user selects from the list of public authorities those relevant for submitting the draft act for review.
3. For each authority, the user optionally fills in the reference number and date of the cover letter accompanying the draft act for review.
4. Once the draft act is sent by its author to other institutions, the public authorities involved in the review and expert evaluation process receive a system notification via the Portal, informing them of the draft act submission.
5. After drafting the opinion or expert report, the issuing institution sends the document back to the authoring authority of the draft act through the Portal.

3.4.2 Future (TO BE) processes

In the context of the current Project the existing processes shall be redefined in order to align with the new business requirements.

The current implementation of the Portal presents several limitations regarding transparency throughout the consultation process. Many consultations lack comprehensive documentation of all stages, from initiation to the final decision, reducing visibility into how public contributions influence policy outcomes. Additionally, there is no systematic approach to informing participants about the impact of their contributions, nor are there clear explanations for why certain proposals are accepted or rejected.

While there is a documented process for internal consultations between government institutions, a similar level of transparency is not provided for public contributions. Limited information on how thematic working groups integrate their activities with the online consultation process further exacerbates these transparency issues.

To enhance transparency, implementing a tracking system for each consultation is crucial to clearly indicate its current stage. Furthermore, developing a standardized format for reporting consultation outcomes - including how public contributions were considered - will provide participants with the

necessary feedback and decision-making documentation, ensuring that the reasons for accepting or rejecting proposals are clearly communicated.

3.5   Identified stakeholders, users, roles & responsibilities

The following entities are the identified stakeholders:

- **Public Authorities of the Republic of Moldova** – As system users with rights to add draft normative acts and participate in the process of approval and expertise of normative acts. This includes both level 1 and level 2 public authorities already present in the current system, as well as other state institutions (agencies, enterprises, etc.), including the Parliament (members of parliament by party lists, legislatures, commissions).
- **Citizens and Economic Agents** – As users of the public portal "particip.gov.md," with functionalities for exploring the database of draft normative acts, viewing approvals and expert reports.
- **Electronic Governance Center** – As a provider of government platform services (MPass).
- **Information Technology and Cyber Security Agency** – As the technical and technological operator of the government electronic services (MCloud).
- **State Chancellery of the Republic of Moldova** – As the owner of the IT system.

3.6   Interaction with other systems

The Portal consumes external services to support its internal business processes. In this regard, authentication within the information system is ensured through the governmental MPass service. At the same time, the Portal provides multiple web services for external consumers to retrieve data related to draft normative acts and their public consultation.

The authentication and authorization process for these services can be conducted using an access key, with access granted based on a username and password.

3.7   Replacement of existing / older systems

At this phase there are no requirements set to replace any of the existing systems that are part of the Portal.

3.8   Project delivery considerations

The Contractor shall prepare a Project Management Plan explaining its methodology, organization, timeline, procedures, standards, and other measures to achieve the project results and submit it to the Contracting Authority. In addition to the Project Management Plan, after the contract signature, at different project development phases, the Contract shall also provide project related documentation as listed below:

- Software Development Plan: (to be prepared as a part of the Project Management Plan) team organisation, timeline, team members, communication procedures, deliveries, technologies to be employed, and international standards to be respected.
- Software Design Description: definition of all software components and software units (screens, reports, database tables, designs, interfaces), meeting the business requirements for the new features and updates to the Portal, including a bi-directional traceability matrix between requirements and software units.
- Software Test Procedures: prepared by the test team, test steps, and sample data to validate/verify each software requirement, including a bi-directional traceability matrix between requirements and test steps.
- Software Test Report: results of all tests, including pilot tests, successful or failed.

3.9 Production rollout considerations

For rolling out new features the Contractor shall elaborate a careful, secure, and well-planned strategy to ensure stability and accessibility of the Portal. As part of the strategy it is crucial to manage risks by having a rollback plan and selecting the right deployment approach (e.g., phased rollout, feature flags, or canary deployment). Performance and security testing should be conducted to ensure stability, compliance, and data protection. The new features must be compatible across devices and accessible to all users while maintaining a seamless user experience. Real-time monitoring, alerting systems, and an incident response plan should be considered to help detect and resolve issues quickly.

3.10 Method of requirements capture used

The business requirements are captured via analysis of the Portal, consulting analytical assessment report and technical documentation, and by interviewing the key stakeholders.

4. Business Requirements

The particip.gov.md portal must become a central hub for citizen participation in the decision-making process, ensuring it is intuitive, accessible, and functional for a diverse range of users (citizens, NGOs, public authorities). The proposed improvements aim to enhance transparency, public engagement, and operational efficiency.

4.1 Detailed business requirements

BR1 – Customized Dashboard

Authenticated users (citizens, NGOs, public authorities) should have access to a customized dashboard with notifications, projects of interest, and relevant documents.

Providing users with the option to customize notifications:

- Selecting authoring institutions or topics of interest.
- Automatic alerts for changes in the decision-making process, the addition of new documents, or updates to legislative projects.
- To track relevant consultations for them, their previous participation, and the impact of their contributions (summaries and analysis of recommendations).

BR2 – Improved notification and feedback system for civil society

The Portal should provide a notification system that allows NGOs to set their preferences based on policy areas, regions, or specific government agencies, ensuring they receive relevant consultation alerts from the announcement stage of a draft normative act. This change would create mechanisms to encourage NGOs to express their interest in participating in consultations during the early stages of policy development.

Additionally, the Portal shall include notifications informing NGOs about how their contributions were used and which recommendations were adopted by the decision-making institution, thereby enhancing transparency regarding the impact of their participation on final decisions.

The Portal shall also support features that enable periodic surveys among registered NGOs to collect feedback on the portal and consultation processes, using the information for continuous improvement.

For each comment, a field labelled 'Included in the summary' should be added, which the project author will check, and the comment author will be notified of this action.

BR3 – Responsive design

Additional adjustments should be made to improve the experience on mobile devices such as tablets and smartphones.

Specific suggestions include:

- Implementing text size adjustment features.
- Use large, touch-friendly buttons and avoid tiny clickable elements.
- Implement a sticky navigation bar for easy access.
- Keep forms simple and use autocomplete where possible.
- Developing a mobile-friendly version adapted for users with visual impairments.
- Adding audio support for key content (text-to-speech option).

BR4 – Simplified navigation on the Portal

A comprehensive analysis of user navigation through the website's pages and functionalities should be conducted. This includes identifying key interaction points to simplify and enhance user experience by improving information accessibility and optimizing website functionalities.

Specific suggestions include:

- The portal should provide an intuitive menu with clearly defined sections such as "Draft Normative Acts", "Public Participation", "Meetings", "Statistics", "Useful Information"
- The "Strategy 2030" section is subject to being completely excluded from the website.
- The homepage should be redesigned for a more coherent layout, and navigation should be enhanced—especially for accessing complex documents. Introducing a "Home" button and redesigning the homepage for a more intuitive navigation experience.
- Adding features to improve navigation through the public consultation process by structuring information based on each phase of policy adoption.
- References to useful pages like Government, Parliament, State Register of Local Acts, e-Democracy, State Register of Legal Acts, Open Data Portal, will be published on the right side of the portal (replacing the "Strategy 2030 and Statistics" banner).

BR5 – Enhanced Accessibility and Usability

The portal must be optimized for greater accessibility regarding text readability, visibility, clarity, language, and user preferences in the Republic of Moldova.

Accessibility improvements for people with disabilities should align with WCAG 2.1 and international standards, incorporating existing tools like the one used on https://gov.md and https://stisc.gov.md/.

Key enhancements should include:

- Text-to-speech functionality,
- High-contrast mode,
- Keyboard navigation support.

Additionally, portal structure improvements should simplify access to documents and information. A document preview function should be implemented to allow users to view content without downloading. The user interface should be optimized for intuitive navigation, with clear filters and quick access to relevant information.

BR6 – Multilingual support

The portal shall benefit from extending multilingual support by adding an automatic translation tool for international languages and minority languages.

BR7 – Simplifying Language and Standardizing Announcements

The portal requires a guideline for drafting announcements, ensuring:

- Clear, concise, and easily understandable titles for citizens.
- Simple explanations of key provisions and the reasoning behind the initiative.
- Harmonized language, aligned with the principles of transparent and accessible communication.
- Inserting a template for the initiation announcement with mandatory fields:
  - Name/Type;
  - Participation options;
  - Objectives;
  - Description of identified issues;
  - Field;

- ○ Territorial scope of the decision;
- ○ Target groups and impact;
- ○ Additional information;
- ○ Responsible person and contact details (phone, email, postal address).
- When publishing the initiation announcement, the author will select from the authority's list the stakeholders interested in the decision's field. Any new information added to the project will trigger automatic update notifications to these stakeholders, eliminating the need for manual notifications at each stage of the project's development.
- When opening announcements such as initiation, public consultation on the Portal, or public consultation through another method, users will have the option to subscribe to the project, ensuring they receive notifications throughout the entire decision-making process.

BR8 – Data Analysis and Visualization

The portal should generate data analyses on decision-making transparency by:

- Integration of data reporting forms for public consultation meetings (different formats: ad-hoc or permanent working groups, focus-groups, panels, citizens assemblies, etc.) with the following indicators: number of participants; number of proposals received: accepted/not accepted; and number of meeting minutes drafted and published.
- Provision of project-specific reports, including:
  - ○ Number of subscribers to the project
  - ○ Number of informed stakeholders
  - ○ Number of comments submitted
  - ○ Number of public consultation meetings held
  - ○ Number of comments included in the final summary
  - ○ Information on actual initiation and consultation timelines
- Reports should also be available by fields of activity, authorities, type of normative act, and consultation methods.
- Utilizing visualization tools like Power BI to present data in a more accessible and intuitive format.

BR9 – Content Structuring and Standardization

The portal requires standardization of published information in compliance with legal requirements, ensuring that all key details are consistently included. This includes:

- Full and simplified name of the initiative.
- Justification for its necessity.
- Legal stages and consultation periods clearly outlined.
- Mandatory fields that institutions must complete when submitting files, initiating announcements, or preparing public consultations—preventing incomplete entries.
- Uniform titles and simplified language to ensure accessibility for all users.
- Prioritization of published information based on key national strategy domains, facilitating monitoring by civil society organizations with limited resources.
- Clear separation between intention announcements and public participation notices, simplifying portal navigation and consultation tracking.

BR10 – Clarification of the Decision-Making Process Stages

Key enhancements should include:

- Integration of a clear visual indicator for each legislative project, with statuses such as:
    - "Initiated"
    - "Under Consultation"
    - "Pending Government Adoption"
    - "Adopted by Government"
    - "Pending Parliamentary Adoption"
    - "Adopted by Parliament"
    - "Pending Council Adoption"
    - "Adopted by Council"
    - "Published"
    - and others as needed.
- The statuses will be determined based on the user authority category (Local Public Authority - LPA, Central Public Authority - CPA).
- Detailed visualization of each stage, including publication dates of documents, opinions, and recommendations. The portal must clearly present all stages of the legislative drafting process as defined by the applicable legislation.

BR11 – Monitoring and Transparency Features

- Possibility to search for documents by:
    - Dossier status (e.g., Initiated, Under Consultation, Pending Government Adoption).
    - Keywords, domains, authority, year, month, etc.
- Addition of an interactive calendar that includes public consultations, including offline events, with automatic notifications for relevant events and with possibility to subscribe for scheduled public consultations.
- An automated system for monitoring compliance with legal consultation and reporting deadlines.

BR12 – Dedicated Space for Civil Society and Citizens

Additionally, it is recommended that the Portal provide a dedicated space for external users—NGOs and citizens—where they can register as organizations or individual users and select their areas of expertise. These areas should align with the country's 2030 reform and strategy domains.

- Creating a distinct space for NGOs and individual citizens, which should include:
    - Registration of organizations with detailed profiles (fields of activity, contact information).
    - The ability to select areas of interest and receive automatic personalized notifications whenever changes are made to a case by the responsible institution.
    - Ensuring transparency in NGO involvement in consultations by mentioning co-organizers in announcements.
    - Maintaining the option for citizens to participate individually, with the ability to provide comments and recommendations.
- Establishing a dedicated section on the portal for:
    - Uploading analyses and reports prepared by civil society.

○ Integration of the lists of stakeholders for each authority separately, with an automatic update function based on NGO subscriptions to notifications from a specific authority. When subscribing, providing an email address and a phone number will be mandatory. The information will be visible only to the relevant authorities.
○ Organizing an annual process for updating stakeholder lists through automatic notifications to NGOs, requesting confirmation of their status as stakeholders for each authority.

BR13 – Simplified Public Consultation Process

● Introducing a Unified System for Collecting Recommendations:
   ○ Allowing users to submit recommendations directly on the platform, eliminating the need for email or external channels.
   ○ Introducing features that facilitate joint submission of recommendations from multiple organizations, such as document sharing and/or co-signing functionalities.
   ○ Option to create thematic civil society virtual working groups with discussion forum functions for citizens and NGOs to collaborate, share information and discuss ongoing consultations.
● Separating intention announcements from participation announcements to reduce confusion.
● Integrating received recommendations into a standardized format, making them visible in the case files on the Portal.
● Creating a rating scale (from 1 to 5) for the consultation process on the draft normative act

BR14 – Integration with Other Systems and Platforms

The portal must be synchronized with other government digital platforms, such as https://e-monitorizare.gov.md and https://legiferare.gov.md/:

● Integrating data on decision-making transparency directly from public consultations and working groups.
● Ensuring the interconnection of ministry and agency pages directly with the Particip.gov.md portal.
● Reviewing the coordination system for decision-making transparency in public authorities, with clear accountability for the officials involved.

Other integrations considerations:

● The portal is not currently connected to the Government's agenda, which contains the final versions of normative acts undergoing the adoption procedure, including complete dossiers for the approval process. Interconnecting the dossiers on the portal with the agenda of the meetings of the Government of the Republic of Moldova, the Government's general secretaries, and local councils would enhance transparency regarding the finalization of the normative acts adoption process.
● Integrating decision-making process information from the Parliament for legislative projects by synchronizing with the Parliament's website.
● The portal should also be interconnected with digital governance systems, particularly e-Legis. This would allow a link to the adopted, approved, and officially published normative act in the Official Gazette to appear on the portal.

> ● As well, a link with actelocale.gov.md would allow to access LPAs` adopted acts.

BR15 – Encoding and Archiving

It would be beneficial to archive outdated information on the Portal by developing an archiving system for obsolete data, such as public consultations that ended five or more years ago or were cancelled. In that regard, need to establish clear archiving rules, like:

- Defining which documents must remain accessible long-term for historians and researchers.
- Including the archiving process in a separate evaluation.

4.2 Interface requirements

For the Portal user interface development is important to notice that the Contractor is expected to provide a web design based on the business requirements that have to be analysed and refined in collaboration with the State Chancellery working group. The web design will include the mockups, recommendations for a user experience aligned with the target audience of the website and references to the usability and accessibility standards to ensure inclusivity, ease of navigation, and compliance with legal and ethical guidelines.

The site should comply with globally recognized accessibility standards, such as WCAG (Web Content Accessibility Guidelines), that refers to:

- **Perceivable**: Provide text alternatives for non-text content (e.g., screen reader-friendly alt text for images). Ensure multimedia has captions and transcripts.
- **Operable**: Ensure the interface can be navigated via keyboard. Avoid time-sensitive interactions or provide alternatives.
- **Understandable**: Use plain language and offer a clear, consistent layout. Avoid jargon unless contextually necessary.
- **Robust**: Ensure compatibility with assistive technologies like screen readers.

For the usability standards the website should offer:

- Intuitive navigation with clear grouping of the content under meaningful categories, support of breadcrumbs navigation and easy usage of the search feature.
- Mobile-Friendly design by following a responsive design approach to ensure usability on all devices.
- Consistent UI/UX by applying consistent design patterns and styling across the site.

4.3 User profiles

Depending on the user category (their rights and roles), within the Portal is provided a personalized interface for each user category.

Within the application, there are interactions between four categories of human actors:

- **Internet User**
  - Has access to the public interface of the Portal (www.particip.gov.md);
  - Explores the registry of legislative draft projects (formulates queries to search for projects, views related data, etc.);
  - Completes and submits comments to public authorities regarding draft projects and the public consultation process.

- **Public Authority Official User**
  - Has authorized access to the Portal for managing electronic files of legislative draft projects developed and promoted by the public authority they work for;
  - Uses the dashboard to access system notifications, newly received documents, and other tasks to be completed within the Portal;
  - Drafts, completes, and sends information messages related to the approval and expert review process of legislative draft projects to relevant public authorities;
  - Drafts and updates the Portal event agenda related to the public consultation process of legislative draft projects;
  - Verifies the traceability of electronic files for legislative draft projects;
  - Attaches documents and sends necessary correspondence for interaction with public authorities;
  - Extracts and prints the record sheet of the public consultation process for legislative draft projects;
  - Receives system notifications related to completed electronic forms.
- **Public Authority Administrator User**
  - Has authorized access to the Portal for receiving notifications and full access to all functionalities available to a "Public Authority Official User";
  - Uses the dashboard to access system notifications, newly received documents, and other tasks to be completed within the Portal;
  - Manages the registry of authorized Portal users registered within the public authority they have access to;
  - Updates the electronic profile record of the public authority they manage;
  - Extracts standardized documents related to the Portal business processes.
- **Administrator User**
  - Uses the dashboard for quick access to system notifications and relevant tasks;
  - Manages users, their rights, and roles within the Portal;
  - Administers the system's nomenclatures and metadata;
  - Configures forms and their processing workflows;
  - Generates system reports and statistics for IT audit purposes;
  - Administers the application server and production database;
  - Generates reports related to system audit and the informational content of the system's database;
  - Performs backups and restores the Portal functionalities in case of a disaster.

5. Technical Requirements

5.1　Operational environment Standards

There are no operational environment standards specific to the current system.

5.2　Hardware and infrastructure requirements

In accordance with Government Decision No. 414/2018 on measures to strengthen data centers in the public sector and streamline the administration of state information systems (Official Gazette of the Republic of Moldova, 2018, No. 157-166, Art. 474), as well as the provisions of Government Decision No. 128/2014 on the common government technological platform (MCloud) (Official Gazette of the Republic of Moldova, 2014, No. 47-48, Art. 145), and with the aim of optimizing the maintenance and administration process of IT infrastructure in the public sector, sharing IT systems and resources while maximizing their use at a lower cost, reducing IT budget expenses in the public sector by lowering

costs for hardware procurement and software licenses, and consolidating and optimizing data centers in the public sector, the Portal information system is expected to continue operating within the technical infrastructure of the Information Technology and Cyber Security Agency.

The key application components that can be specified are the following:

- Operating system: LINUX (Ubuntu 18)
- Web server: Apache HTTP Server v.2.4
- Database: PostgreSQL v.9.6.
- Programming language: PHP v.7.2
- Development technology platform: Laravel 5.7
- User interface development platform: Ext JS 6.5, Bootstrap, Jquery

All configuration and development work will be carried out in the Development Environment on the Developer's platform. The Developer will also be responsible for installing the GIT repository server for code storage, versioning, and management. After achieving a stable version, the system will be deployed in the Developer's Test Environment. The Beneficiary will test the current version and then prepare a testing report. In case of adjustments, the system will be retested, and only after final acceptance will it be delivered to the Production Environment.

5.3 Access modes and security requirements

Establishing access and security controls for the Portal is essential to ensuring the confidentiality, integrity, and availability of information while granting appropriate access to authorized users.

The users of the Portal have four basic levels of access to the user interface:

- **Internet User Access Level** – This is the access level provided through the public web interface, which includes all functionalities necessary for exploring the public section of the Portal.
- **Public Authority Official Access Level** – This access level is specific to public officials working within a public authority, responsible for managing electronic case files of legislative projects. These users will authenticate using a username + password or a digital certificate and, if necessary, a physical connection location.
- **Public Authority Administrator Level** – This level is assigned to employees with a system administrator role within a public authority. They will authenticate using a username + password or a digital certificate and, if necessary, a physical connection location. These users will process all information related to the public authority to which they have access.
- **Administrator Access Level** – This is the highest access level. These users will authenticate using a username + password or a digital certificate and, if necessary, a physical connection location. Given its role in ensuring the proper functioning of PARTICIP, this level provides access to all user interface functionalities and the database content provided through the user interface.

With regard to the security requirements the best practice and standards in the industry should be followed accordingly to ensure integrity of the entire system.

5.4 Operational Security

The operational security measures of the Portal are governed by the security policy of the MCloud Platform, which is administered by ITCSA (STISC).

5.5   Business Continuity plan (Disaster recovery)

The system information backup and restore functionalities in the event of some technical problems leading to losing or deteriorating the current information should be configured and documented by the service provider in collaboration with the ITCSA (STISC).

5.6   Backup and Archiving

Within the MCloud Platform there is provided a mechanism for configuring backup policies for virtual machines that should be performed by the service provider in collaboration with the ITCSA (STISC).

5.7   Service level: availability, performance and support

The Portal should continue providing a reliable level of service to both, website visitors and website content management users. The Portal reliability and availability, same as data integrity, capacity and scalability will be managed within the MCloud Platform per the existing policy for the web services support and maintenance.

The performance of the website, same as the performance of the administration panel, will depend on several factors including network performance, media server specification, application and database server specification, client computer specification and system load. In an optimized environment, the target page load time for the website pages should be considered under 3 seconds, where:

- For interactivity, the First Contentful Paint (FCP) should occur within 1-2 seconds.
- The Largest Contentful Paint (LCP), a key Core Web Vital, should be under 2.5 seconds.

In the development of the website, techniques and best practices should be considered to improve website speed metrics, as illustrated in the following list:

- Lazy loading technique could be used on the images and video files where files can be loaded to the user's browser when a particular set of images or particular video file is accessed, thus not delaying the entire page load waiting for all content items to be loaded.
- Caching - specify appropriate caching time for the static resources like website logo, icons, styles on the browser level.
- Use of SVGs over PNGs for logo, icons and simple animations to reduce the overall size of the page.

It is important to make it visible and clear when content takes time to load or update, so the user understands they need to wait before interacting with the page again.

5.8   System Documentation

As part of the developed system, it is expected to deliver a set of system documentation covering various aspects of the Portal, including administration guides, setup guides, and technical documentation. To notice that the existing documentation might need to be updated and the missing documentation to be elaborated.

- Guide for the installation of scheduled assistance - the document must contain the description of the following compartments:
  - general information:
    - system requirements (platform);
    - specification of the scheduled assistance required for software operation;
    - particularities of standard software configuration for software operation;
  - installation mode - in that compartment, it is necessary to describe successively the steps that should be taken to install the scheduled assistance.

- ○ software preparation for operation - in that compartment, it is necessary to describe the place of insertion and the content of files necessary for adjustment and configuration and how to edit them.
- Developer's guide - the scheduled assistance of the site developed must be qualitative and sufficiently documented, so that it is possible to maintain and develop the source code based on it. Requirements regarding the composition of the documentation:
    - ○ system requirements - presenting the requirements for the composition and characteristics of the technical means, including the requirements for the composition and characteristics of the technical means, operating system, including the need to install additional software (support for network protocols etc.);
    - ○ specifications for scheduled assistance - presenting the composition of the scheduled assistance required for operating the software, the main development tool, the tool for creating the help systems, the means of installation and the particularities of setting them up;
    - ○ software description - must consist of:
        - ■ structure of the project and the catalogues used to develop the software;
        - ■ description of software, procedures-functions, procedures stored in the section: destination, input and output data, algorithm, values of process status indices and modified parameters in the process of processing and recording in tables/files.
    - ○ description of system architecture - must consist of:
        - ■ system components - presenting the specification of scheduled and information assistance at the level of objects, functions, place in the system;
        - ■ the application program project - describes the technology of the implementation of the applicative software, the means of realisation and the description of the algorithm for each component;
        - ■ interfaces and interaction procedures - describes the functionality and structure of interfaces and the interaction of components.
    - ○ description of the database - must consist of:
        - ■ database object specification - describes the database object type, database object name, destination of the database object;
        - ■ description of the table structure - is shown separately for each table in the composition by the item number, item identifier, item name, item type.
    - ○ description of the search engine - must consist of:
        - ■ global configuration properties, values and actual practical use
        - ■ setup of the indices and possible configurations
- The source code - the project source code should be available as a repository with restricted access on the internet within a hosting service for software development and version control. The source code and ownership remains with the beneficiary at the end of the project's finalisation.

6. Critical considerations

6.1   Assumptions

Ensure any assumptions made are documented here. Examples of assumptions might include:

Assumptions about new laws or political decisions.
Assumptions about the technological environment in which the product will operate. These assumptions should highlight areas of expected compatibility.
The software components that will be available to the developers.
Other products being developed at the same time as this one.

Availability and capability of bought-in components / staff.
Dependencies on computer systems or people external to this project
The requirements that will specifically not be carried out by the product.
Assumptions that security and governance is already in place.

6.2 Constraints

Ensure any constraints identified are documented here. Examples of constraints might include:

Solution design constraints
Implementation environment of the current system
Applications which must work with the solution
Pre chosen software - i.e. packaged solution
Workplace environment
Time
Budget
Security and Governance

6.3   Risks

The purpose of risk identification and assessment is to enable avoidance or mitigation and it is essential that unacceptable risks are mitigated by senior management prior to project commencement. Beyond this, risks and threats should be continually evaluated throughout the life of the work. List here the risks identified during the business requirements phase. For each risk, indicate its probability, impact and possible mitigation measures.

Probability reflects how likely a risk is to materialise and Impact indicates the magnitude of exposure represented by the risk (from 1=Low to 4=High). Overall rating reflects the combination of probability and impact. By definition, unacceptable risks are almost certain to occur and will severely impact, if not prevent, completion of the initiative.

Category	RISK	Impact	Probability	Overall gravity	Proximity	Current Mitigation	Assigned to
What type of risk this is?	RISK TITLE in capitals followed by the risk description (Risk is a specific situation in the future which is undesirable, can be avoided or mitigated and is measurable)	Severity of the risk occurring (from 1=Low to 4=High)	Likelihood of the risk occurring (from 1=Low to 4=High)	Overall rating reflects the combination of Probability and Impact	When is the risk likely to occur (in X months)	Specific measures in place to counter the risk	The person appointed to keep an eye on the risk

7. Data Requirements

7.1　Data inputs

The system will process and manage various types of data inputs from both website visitors and public authorities to support the public consultation process and legislative draft project reviews.

- Website Visitors (Public Users) Input Data:
  - Comment Submissions:
    - User's name
    - Comment text
    - Associated draft project reference
    - Submission timestamp
- Public Authorities Input Data:
  - Draft Project Information & Status Updates:
    - Legislative draft project details (title, description, reference ID)
    - Draft project document uploads
    - Review status (e.g., pending review, under expert evaluation, approved)
    - Approval and expert review feedback/comments
    - Assigned responsible authority/personnel
    - Information Messages to Other Authorities:
    - Message content related to project approval and expert review
    - Recipient public authority details
    - Timestamp and sender identification

This structured data will be stored and managed to ensure transparency, traceability, and efficient communication throughout the consultation and legislative review process.

7.2　Data outputs and reporting requirements

The system must generate various reports and statistical outputs to support decision-making, transparency, and IT audit compliance. These reports will cover public consultation activities, system performance, and audit requirements. Some of the report types to be considered:

- Public Consultation Reports
  - General Report
    - Integration of the questionnaire on transparency of authorities' decision-making
  - Meetings Report:
    - Number of meetings held
    - Consultation format (ad-hoc or permanent working group ; focus-group ; panels ; citizens assemblies etc.)
    - Dates, locations (if applicable), and duration
    - List of participants (if required)
    - Number of minutes published
  - Recommendations Report:
    - Total number of received recommendations
    - Status of recommendations (accepted/rejected)
    - Justifications for rejected recommendations
    - Breakdown by project, authority, and consultation phase
- System Reports & Statistics
  - IT Audit Reports:
    - System access logs (user activity, login attempts, IP addresses)

- - ■ Data modification history and user actions tracking
    - ■ System uptime and performance metrics
  - ○ System Audit Reports:
    - ■ User roles and permissions overview
    - ■ Log of administrative changes
    - ■ Security incidents and resolution status
  - ○ Database Content Reports:
    - ■ Overview of legislative draft projects and consultation records
    - ■ Summary of submitted comments and responses
    - ■ Data retention and archival status

These reports will be accessible to relevant stakeholders and designed to meet regulatory, operational, and security requirements.

7.3　Data migration

There are no data migration requirements related to the current project.

8. User Documentation and Training Requirements

The format and number of training sessions to be determined by the beneficiary based on personnel availability. All the training sessions should be planned efficiently by creating a training schedule before the development of the website completes.

The training sessions should be also delivered with user documentation that presents the usage and configuration of the developed features. The document should clearly specify the configuration steps for the available components with examples of possible results. It is also important to specify the dependencies within the system components thus the assignments and relations are performed correctly.

9. Regulatory requirements

9.1　Privacy Requirements

Specification of what the product has to do to ensure the privacy of individuals that it stores information about taking into account confidentiality, integrity and availability requirements. The product must also ensure that all laws about privacy of an individual's data are observed e.g. data protection rules.

9.2　Audit Requirements

Specification of what the product has to do (usually retain records) to permit the required audit checks.

9.3　Legislation

Highlight any legal, compliance or governance issues that could impact this project i.e. Financial services legislation, data protection rules, freedom of information etc.