



REPORT ON THE IMPLEMENTATION OF THE NON-ACCEPTED PROVISIONS OF THE REVISED EUROPEAN SOCIAL CHARTER

(ARTICLES 3(4), 4(1), 7(5), 13(4), 14(1) AND (2), 18(1) AND (2), 19(1) TO (6) AND (9) TO (12), 22, 23, 25, 27(1) AND (3), 30, 31(1), (2) AND (3)

(27 PROVISIONS)

MINISTRY OF LABOUR AND SOCIAL PROTECTION OF THE REPUBLIC OF MOLDOVA, MARCH 2026

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Provisions of the revised European Social Charter not accepted by the Republic of Moldova

Article 3§4 - The right to safe and healthy working conditions.

To promote the progressive development of occupational health services for all workers with essentially preventive and advisory functions;

Article 3§4 of the European Social Charter provides for the obligation of States to promote the progressive development of occupational health services for all workers, with essentially preventive and advisory functions. This provision aims to develop an institutional occupational health system focused primarily on the prevention of occupational risks, the protection of workers' health and the improvement of the working environment.

According to the case-law and practice of the European Committee of Social Rights, the obligation of States is not limited to the formal existence of occupational health services; it entails the establishment of a functional regulatory and institutional framework that effectively ensures the monitoring of workers' health, the assessment of occupational risks, the prevention of occupational diseases, and the provision of counselling and guidance services in the field of occupational health.

In the Republic of Moldova, the regulatory framework in the field of safe and healthy working conditions establishes mechanisms for the protection of workers' health and regulates the organisation of medical surveillance for persons exposed to occupational risk factors.

The main relevant legislation includes:

- *Law No. 186/2008 on Occupational Health and Safety*¹ – which sets out the general principles for the prevention of occupational risks, employers' obligations and workers' rights in the field of occupational health and safety;
- *Law No. 10/2009 regarding State Supervision of Public Health*² – which regulates the organisation of the public health surveillance system and the powers of the competent authorities in the field of health risk prevention;
- *Government Decision No. 1282/2016 approving the Health Regulations on the investigation and diagnosis of occupational diseases (poisoning)*³ ;
- *Government Decision No. 1079/2023 on mandatory preventive medical examinations for workers*⁴, which establishes the regulatory framework for the organisation and conduct of preventive medical examinations for workers;
- *Government Decision No. 1282/2016 on the procedure for investigating and establishing the diagnosis of occupational disease*⁵, which sets out the procedures for investigating and confirming occupational diseases.

These regulations set out the responsibilities and obligations of the competent authorities, employers and healthcare providers involved in the process of monitoring workers' health in relation to occupational health and safety risks, including those arising from exposure to chemical, physical, physico-chemical or biological risk factors, as well as from the overloading of various organs or systems of the body during work.

National legislation establishes the employer's obligation to ensure the safety and health of workers, including through the assessment of occupational risks, the implementation of preventive measures and the organisation of medical surveillance. The system is primarily

¹ https://www.legis.md/cautare/getResults?doc_id=151092&lang=ro#

² https://www.legis.md/cautare/getResults?doc_id=136063&lang=ro#

³ https://www.legis.md/cautare/getResults?doc_id=102609&lang=ro

⁴ https://www.legis.md/cautare/getResults?doc_id=142165&lang=ro

⁵ https://www.legis.md/cautare/getResults?doc_id=102609&lang=ro

aimed at workers exposed to occupational risk factors, for the prevention of occupational diseases and the protection of health in the workplace.

In accordance with the provisions of Article 9(1) of the Law No. 186/2008 on Occupational Health and Safety, the employer is obliged to ensure the health and safety of workers in all aspects relating to the work carried out.

Furthermore, Article 13(m) of Law No. 186/2008 lists, among the employer's obligations, the duty to ensure that workers undergo periodic medical examinations and, where appropriate, periodic psychological testing.

In accordance with the provisions of Article 22(1) and (2) of the aforementioned Law, the measures ensuring that workers undergo medical examinations appropriate to the occupational risks they face at work shall be established in accordance with the regulations issued by the Government, in consultation with employers' organisations and trade unions, so that every worker may periodically undergo medical examinations appropriate to the specific occupational risks.

Furthermore, in accordance with Government Decision No. 1079/2023, employers are obliged to identify occupational risk factors, to contract medical services for the health surveillance of workers, to inform workers of the need to undergo medical examinations in relation to existing occupational risks, and to allow access to work only to workers who have undergone the medical examinations required by law.

At the same time, the national regulatory framework has been strengthened through its alignment with international standards in the field of occupational health.

Thus, through Law No. 18/2021 ratifying International Labour Organisation Convention No. 161 on Occupational Health Services, the Republic of Moldova has undertaken to progressively develop occupational health services for all workers, in both the public and private sectors.

The ratification of this Convention reflects the State's commitment to strengthening the national occupational health system, including through the development of specialised occupational health services, the expansion of health surveillance for workers exposed to occupational risks, and the improvement of mechanisms for the prevention of occupational and work-related diseases. Overall, the existing regulatory framework establishes mechanisms for the prevention of occupational risks and the protection of workers' health, focusing primarily on the medical surveillance of persons exposed to occupational risk factors and on the prevention of occupational diseases. The continuing strengthening of these mechanisms, including through the development of occupational health services and alignment with European and international standards, contributes to the fulfilment of the obligations undertaken by the Republic of Moldova under the revised European Social Charter.

Article 4§1 – The right to a fair remuneration.

To recognise the right of workers to a remuneration such as will give them and their families a decent standard of living;

This Article implies not only the existence of a statutory minimum wage, but also its adequacy in relation to the cost of living, labour productivity and social needs. The assessment of compliance entails an analysis of the relationship between the minimum wage, the average wage and the minimum subsistence level, as well as the capacity of remuneration to prevent in-work poverty.

The legal framework governing remuneration is established by:

- a) *The Labour Code of the Republic of Moldova No. 154/2003*⁶, which guarantees the right to remuneration for work performed and prohibits wage discrimination;
- b) *The Law No. 847/2002 on Remuneration and the normative acts concerning the setting of the minimum wage*⁷ ;
- c) *The Law No. 121/2012 on Ensuring Equality*⁸ ;
- d) Government Decisions establishing the national minimum wage, updated periodically:
 - *Government Decision No. 771/2025 on the setting of the national minimum wage for 2026*⁹ ;
 - *Government Decision No. 846/2024 on setting the national minimum wage for 2025*.¹⁰

One of the basic principles governing labour relations is the guarantee of every employee's right to the timely, full and fair payment of a wage that would ensure a decent living for the employee and their family (in accordance with Article 5(f) of the Labour Code).

Furthermore, according to Article 1 of the Law No. 847/2002 on Remuneration, the purpose of the law is to ensure that wages fulfil their function as the main source of income necessary to meet the essential needs of employees and their families.

In this context, it should be noted that *Government Decision No. 771/2025* established the national minimum wage for the year 2026.

According to point 1 of the aforementioned decision, as of 1 January 2026, the national minimum wage has been set at 6,300 Moldovan lei per month (EUR 313) for a full working week of 169 hours (on average per month), which amounts to 37.28 lei (EUR 1.84) per hour. This increase represents an increase of 15% (or 800 lei) compared to the level of 5,500 lei (EUR 273) in 2025.

Where the working time is, according to the law, less than 40 hours per week, the hourly minimum wage is calculated by reference to the monthly minimum wage, as set out in the aforementioned point, and the average number of hours per month, in accordance with the approved statutory working hours.

The quantum of the national minimum wage is approved annually in accordance with the provisions of *Law No. 1432/2000 on the method for setting and reviewing the minimum wage*¹¹ following discussions between the social partners.

⁶ https://www.legis.md/cautare/getResults?doc_id=151096&lang=ro

⁷ https://www.legis.md/cautare/getResults?doc_id=144713&lang=ro

⁸ https://www.legis.md/cautare/getResults?doc_id=144449&lang=ro

⁹ https://www.legis.md/cautare/getResults?doc_id=152064&lang=ro

¹⁰ https://www.legis.md/cautare/getResults?doc_id=146270&lang=ro

¹¹ https://www.legis.md/cautare/getResults?doc_id=63986&lang=ro

Article 7(5) – The right of children and young persons to protection.

To recognise the right of young workers and apprentices to fair wage or other appropriate allowance;

The national regulatory framework strictly regulates the employment of minors, prioritising the protection of their health and physical and mental development, including:

- *The Labour Code of the Republic of Moldova No. 154/2003*¹² ;
- *Government Decision No. 743/2002 on the remuneration of employees in units with financial autonomy*¹³ .

Ensuring the right of every employee to fair working conditions, including working conditions that meet occupational health and safety requirements, as well as the right to rest, including the regulation of working time, the granting of annual leave, daily rest breaks, rest days and public holidays, constitutes one of the fundamental principles governing labour relationships and related relationships. These principles derive from international labour standards and the norms of the Constitution of the Republic of Moldova and apply to all employees, including young workers and apprentices (Article 5(d) of the Labour Code).

With regard to the remuneration of employees under the age of 18, this is regulated by Article 152 of the Labour Code. In accordance with the aforementioned provisions, in the case of time-based remuneration, employees under 18 are paid taking into account the reduced duration of the daily working time.

The work of minors employed on a piece-rate basis is remunerated according to the piecework rates established for adult employees.

The work of pupils and students in general secondary and technical vocational education institutions who have not reached the age of 18, performed outside school hours, is remunerated in proportion to the time worked or on a piecework-rate basis.

In the above-mentioned cases, the employer may, from their own funds, establish a supplement to the standard wage compensating for the reduction of daily working hours of minor employees compared to the daily working hours of adult workers.

The remuneration of apprentices is governed by the Regulation on the remuneration of apprentices during vocational training, as well as of skilled workers and specialists undergoing training, Annex No. 7 to Government Decision No. 743/2002.

¹² https://www.legis.md/cautare/getResults?doc_id=151096&lang=ro#

¹³ https://www.legis.md/cautare/getResults?doc_id=152577&lang=ro

Article 13(4) – The right to social and medical assistance.

To apply the provisions referred to in paragraphs 1, 2 or 3 of this Article, on an equal footing with their nationals to nationals of the other Parties lawfully within their territories, in accordance with their obligations under the European Convention on Social and Medical Assistance, signed in Paris on 11 December 1953;

It should be noted that, in accordance with paragraph 1 of Article 13 of the European Social Charter, the State is required ‘to ensure that any person who is without adequate resources and who is unable to secure such resources either by his own efforts or from other sources, in particular by benefits under a social security scheme, be granted adequate assistance, and, in case of sickness, the care necessitated by his condition’

According to paragraph (4) of the same article, the State must apply the provisions of paragraph (1) above “on an equal footing with their own nationals, to nationals of other Parties lawfully within their territories, in accordance with their obligations under the European Convention on Social and Medical Assistance.”

The relevant legislative framework consists of:

- *Law No. 110/2022 on Dual Education*¹⁴
- *Law No. 370/2023 on the Rights of the Child*¹⁵
- *Law No. 140/2013 on the Special Protection of Children at Risk and Children Separated from Their Parents*¹⁶
- *Government Decision No. 788/2025*¹⁷ approving the Framework Regulation on the organisation and functioning of the Social Support Service for Families with Children and the Minimum Quality Standards
- *Government Decision No. 1478/2002 on allowances for families with children*¹⁸
- *Law No. 1585/1998 on Compulsory Health Insurance*¹⁹

In this respect, it should be noted that, in accordance with the provisions of *Law No. 370/2023 on the Rights of the Child*,²⁰ in the Republic of Moldova, children are entitled to protection without any discrimination, irrespective of race, colour, sex, language, religion, political or other opinions, irrespective of citizenship, ethnic origin or social origin, birth status, financial situation, degree and type of disability, the specific aspects of their upbringing and education, or that of their parents or legal representatives/guardians, irrespective of their place of residence (family, educational institution, social service, medical institution, community, etc.) or any other criterion.

Furthermore, attention is drawn to the fact that *Law No. 140/2013 on the Special Protection of Children at Risk and Children Separated from Their Parents*,²¹ the category of foreign or stateless children who have entered the territory of the Republic of Moldova unaccompanied by an legally responsible adult , or who have been left on the territory of the Republic of Moldova without a legal document, has been expressly regulated as a category of children at risk. Accordingly, in the case of these children, the cross-sectoral cooperation mechanism is applied to ensure their necessary protection, similar to that provided for children who are citizens of the Republic of Moldova.

¹⁴ https://www.legis.md/cautare/getResults?doc_id=131324&lang=ro

¹⁵ https://www.legis.md/cautare/getResults?doc_id=140710&lang=ro

¹⁶ https://www.legis.md/cautare/getResults?doc_id=146836&lang=ro

¹⁷ https://www.legis.md/cautare/getResults?doc_id=152254&lang=ro

¹⁸ https://www.legis.md/cautare/getResults?doc_id=146345&lang=ro

¹⁹ https://www.legis.md/cautare/getResults?doc_id=151186&lang=ro

²⁰ *Law No. 370/2023 on the rights of the child*

²¹ *Law No. 140/2013 on the special protection of children at risk and children separated from their parents*

In addition, it should be noted that the social support service for families with children is provided in two forms: primary family support and secondary family support. This service was recently updated by *Government Decision No. 788/2025*²², with the approval of a new Framework Regulation on its organisation and functioning and Minimum Quality Standards. Among the amendments introduced, in line with the Service's aim of preventing and/or overcoming situations of risk in order to ensure the upbringing and education of the child within the family environment, all disadvantaged families within the community or those facing difficulties are entitled to benefit from all components of the social support service for families with children.

In order to access this Service, foreign nationals must regularise their stay in the Republic of Moldova with the competent authorities for foreign nationals.

Furthermore, in accordance with *Government Decision No. 1478/2002 on allowances for families with children*²³, all families with children are entitled to the following types of allowances: a one-off childbirth allowance (in 2025, this amounted to 21,350 MDL, and in 2026 – 21,886 MDL), the monthly allowance for the care of a child up to the age of 2 years (currently 1,000 MDL), the monthly allowance for the upbringing of twins or multiple children born from a single pregnancy up to the age of 3 years (currently 500 MDL per child). Furthermore, the same Government Decision was amended on 17 September 2025 to expand the specific list of beneficiaries of the aforementioned allowances, as follows:

- citizens of the Republic of Moldova and foreign nationals for children registered with the Public Services Agency;
- foreign nationals, stateless persons, refugees, beneficiaries of temporary protection, humanitarian protection or political asylum, for their children – holders of identity documents for internal use or identity documents for beneficiaries of temporary protection, issued by the competent authority for foreigners within the Ministry of Internal Affairs;
- asylum seekers and applicants for stateless person status – holders of a temporary identity document issued by the competent authority for foreigners within the Ministry of Internal Affairs.

Thus, these recent amendments have ensured the integration of the families of foreign nationals, stateless persons, refugees, beneficiaries of temporary protection, humanitarian protection or political asylum, including asylum seekers and applicants for stateless person status, into the social protection system and have strengthened the mechanism for granting benefits to these categories of beneficiaries.

In accordance with Article 9 (1) of *Law No. 1585/1998 on Compulsory Health Insurance*²⁴, employed foreign nationals working under an individual employment contract benefit from the same rights and obligations in the field of compulsory health insurance as citizens of the Republic of Moldova. Accordingly, foreign nationals holding temporary or permanent residence permits, foreign nationals recognised as stateless persons in the Republic of Moldova, beneficiaries of temporary protection and asylum seekers, who are employed in the Republic of Moldova under an individual employment contract concluded in accordance with the legislation of the Republic of Moldova, are covered by the compulsory health insurance scheme, through the payment of insurance contributions based on a percentage contribution from their salary and other remuneration. The remaining unemployed foreigners (foreigners holding the right of permanent residence in the Republic of Moldova, beneficiaries of international protection, foreigners recognised as stateless persons in the Republic of Moldova, asylum seekers) and foreigners who have been granted the right of temporary

²² *Government Decision No. 788/2025*

²³ *Government Decision No. 1478/2002 on allowances for families with children*

²⁴ https://www.legis.md/cautare/getResults?doc_id=151186&lang=ro#

residence in the territory of the Republic of Moldova for family reunification, for study, humanitarian, voluntary or religious activities, as well as digital nomads, are required to get individual insurance by paying a fixed-sum compulsory health insurance contribution, and enjoy the same rights and obligations under the compulsory health insurance scheme as citizens of the Republic of Moldova.

At the same time, persons enrolled in the compulsory health insurance system receive a package of healthcare benefits, including emergency medical care, primary and outpatient healthcare services, hospital care, dental care, high-performance services, home care and palliative care. At the same time, in accordance with the provisions of the Law on Compulsory Health Insurance, pre-hospital emergency medical care and primary healthcare services are provided free of charge to everyone, regardless of insurance status. In the case of socially determined diseases with a major impact on public health, such as tuberculosis, cancer, mental health conditions, and infectious diseases including HIV/AIDS, medical services, including specialised outpatient and inpatient care, are also guaranteed free of charge to both insured and uninsured persons. Furthermore, services and medicines provided under National Programmes addressing priority public health issues (tuberculosis, HIV, viral hepatitis, diabetes, mental health, etc.) are state-funded and universally available.

It is worth noting that as part of the RESTART reform, from 1 July 2025, 10,518 employees in the public social care system received a 12% salary increase. The increase was approved because pay levels in the social care sector do not reflect the effort and intensity of the work, both on a day-to-day basis and during crisis situations. The Restart Learning Laboratory recorded over 12,500 participants in training sessions in 2025, both online and offline, which contributed to strengthening the capacities of social care professionals and improving performance levels.

Another significant achievement of the reform is the launch in 2025 of the Power BI data collection and visualisation platform, which pursues several objectives:

- ensuring transparency in the provision of social services and benefits
- monitoring performance indicators at local, regional and national levels for the provision of social services and benefits; supporting the decision-making process with up-to-date data
- rapid identification of dysfunctions and timely intervention in the provision of social services and benefits.

At the same time, over 2,000 computers/laptops, 666 printers and 2,991 tablets were purchased.

In 2025, as part of the reform, 30,245,740 Moldovan lei were invested in routine and major repairs to 43 buildings, benefiting 209 employees and 820 social service users.

As part of the digitalization process, the E-social Information System was developed and implemented, featuring the Consultation Register and Case Management modules. In October 2025, the first iteration of case management was launched, which enabled the digital entry of over 57,000 cases into the system by the end of 2025.

Further results of the RESTART reform include:

- The number of active case management cases increased 17-fold;
- monitoring visits increased 9-fold;
- active child protection case management cases increased 6-fold;
- active cases related to violence increased 20-fold;
- mobile team visits increased 5-fold;
- access to home-based social care services for people with severe and profound disabilities increased threefold.

Article 14(1) – The right to benefit from social welfare services.

To promote or provide services which, by using methods of social work, would contribute to the welfare and development of both individuals and groups in the community, and to their adjustment to the social environment;

The national legal framework consists of :

- *Law No. 370/2023 on the Rights of the Child;*
- *Government Decision No. 795/2025 on the adjustment of the regulatory framework in the field of child protection:*
https://www.legis.md/cautare/getResults?doc_id=152259&lang=ro;
- *Government Decision No. 785/2025 amending Government Decision No. 708/2019 approving the Framework Regulation on the organisation and functioning of the Regional Centre for Integrated Assistance to Child Victims/Witnesses of Crime and the Minimum Quality Standards:*
https://www.legis.md/cautare/getResults?doc_id=152251&lang=ro;
- *Government Decision No. 788/2025 approving the Framework Regulation on the organisation and functioning of the Social Support Service for Families with Children and the Minimum Quality Standards:*
https://www.legis.md/cautare/getResults?doc_id=152254&lang=ro;
- *Government Decision No. 786/2025 approving the Framework Regulation on the organisation and functioning of the Service for Psychosocial Assistance and Rehabilitation of the Child and Family and the Minimum Quality Standards:*
https://www.legis.md/cautare/getResults?doc_id=152252&lang=ro;
- *The social capital section of the Reform Agenda accompanying the Republic of Moldova's Growth Plan for 2025–2027, approved by Government Decision No. 260/2025;*
- *Government Decision No. 793/2025 amending Government Decision No. 575/2017 on the approval of the Regulations on the organisation and functioning of the free helpline for victims of domestic violence and violence against women and the Minimum Quality Standards:*
https://www.legis.md/cautare/getResults?doc_id=152269&lang=ro#;
- *Government Decision No. 798/2025 amending Government Decision No. 129/2010 approving the Framework Regulation on the organisation and functioning of the social rehabilitation service for victims of domestic violence:*
https://www.legis.md/cautare/getResults?doc_id=152282&lang=ro;
- *Government Decision No. 797/2025 amending Government Decision No. 496/2014 approving the Framework Regulation on the organisation and functioning of the Centre for Assistance and Counselling for Domestic Perpetrators and the Minimum Quality Standards:* https://www.legis.md/cautare/getResults?doc_id=152281&lang=ro;
- *Government Decision No. 791/2025 amending Government Decision No. 898/2015 approving the Framework Regulation on the organisation and functioning of the Assistance and Protection Service for Victims of Human Trafficking and the Minimum Quality Standards:*
https://www.legis.md/cautare/getResults?doc_id=152268&lang=ro#;
- *Government Decision No. 796/2025 approving the Framework Regulation on the organisation and functioning of the Maternal Service and the Minimum Quality Standards:* https://www.legis.md/cautare/getResults?doc_id=152260&lang=ro;

- Government Decision No. 790/2025 approving the Regulation on the organisation and functioning of the Community Social Assistance Service and the Minimum Quality Standards: https://www.legis.md/cautare/getResults?doc_id=152256&lang=ro;
- Government Decision No. 786/2025 approving the Framework Regulation on the organisation and functioning of the Service for Psychosocial Assistance and Rehabilitation of the Child and Family and the Minimum Quality Standards: https://www.legis.md/cautare/getResults?doc_id=152252&lang=ro;
- Government Decision No. 788/2025 approving the Framework Regulation on the organisation and functioning of the Social Support Service for Families with Children and the Minimum Quality Standards: https://www.legis.md/cautare/getResults?doc_id=152254&lang=ro;
- Government Decision No. 795/2025 amending certain Government Decisions (adjustment of the regulatory framework in the field of child protection): https://www.legis.md/cautare/getResults?doc_id=152259&lang=ro;
- Government Decision No. 787/2025 approving the Framework Regulation on the organisation and functioning of the 'Assisted Social Housing' and the Minimum Quality Standards: https://www.legis.md/cautare/getResults?doc_id=152253&lang=ro;
- Government Decision No. 832/2025 amending certain Government Decisions (on the provision of social services): https://www.legis.md/cautare/getResults?doc_id=152380&lang=ro;
- Government Decision No. 789/2025 approving the Framework Regulation on the organisation and functioning of the Social Service 'Residential Centre for the Elderly and People with Disabilities' and the Minimum Quality Standards: https://www.legis.md/cautare/getResults?doc_id=152255&lang=ro;
- Government Decision No. 831/2025 on the approval of the Framework Regulation on the organisation and functioning of the Day Centre for Elderly Persons and the Minimum Quality Standards: https://www.legis.md/cautare/getResults?doc_id=152375&lang=ro;
- Government Decision No. 792/2025 amending certain Government Decisions (concerning the provision of social services in the field of ensuring the rights of persons with disabilities to independent living and inclusion in the community): https://www.legis.md/cautare/getResults?doc_id=152326&lang=ro;
- Government Decision No. 834/2025 on the provision of vocational rehabilitation services for the integration of persons with disabilities into the labour market: https://www.legis.md/cautare/getResults?doc_id=152339&lang=ro;
- Government Decision No. 794/2025 approving the Framework Regulation on the organisation and functioning of the Social Food Support Service and the Minimum Quality Standards: https://www.legis.md/cautare/getResults?doc_id=152279&lang=ro;
- Government Decision No. 833/2025 approving the Framework Regulation on the organisation and functioning of the 'Social Laundry' social service and the Minimum Quality Standards: https://www.legis.md/cautare/getResults?doc_id=152381&lang=ro;
- Government Decision No. 836/2025 approving the Framework Regulation on the organisation and functioning of support services for victims of sexual violence and the Minimum Quality Standards: https://www.legis.md/cautare/getResults?doc_id=152382&lang=ro;

- *Government Decision No. 835/2025 approving the Framework Regulation on the organisation and functioning of the Psychological Support Service for adult victims of crime and the Minimum Quality Standards:*
https://www.legis.md/cautare/getResults?doc_id=152341&lang=ro.

It should be noted that, with a view to the effective exercise of the right to access social services, substantial changes were introduced at the end of 2025 to the regulatory framework governing the organisation and functioning of social services, through the updating and modernisation of more than 30 legislative acts.

To ensure a person-centred approach within specialised social services for victims of domestic violence, trafficking in human beings, rape and other categories of crime, as well as for maternal services and services for perpetrators of domestic violence, a crucial role is played by strengthening the principle of non-discrimination and protection against all forms of abuse. Thus, the new regulatory provisions emphasise the following elements:

- Access to services is guaranteed to citizens of the Republic of Moldova, as well as to foreigners whose rights are recognised under *Law No. 270/2008 on Asylum*²⁵, *Law No. 274/2011 on the Integration of Foreigners*²⁶ and *Law No. 200/2010 on the Status of Foreigners*, ensuring assistance without discrimination on grounds of race, colour, origin, social status, nationality, language, religion, age, sex, gender identity, sexual orientation, disability, health status or any other criterion.²⁷
- The procedure for submitting and examining complaints concerning violations of beneficiaries' rights has been established, guaranteeing the possibility of lodging complaints concerning any aspect of the service's activities, as well as ensuring safe conditions for their submission.
- The obligation to adopt a policy to protect service users against any form of violence, discrimination, neglect, exploitation, inhuman or degrading treatment, harassment and human trafficking has been introduced.
- The range of interventions offered within the services has been diversified, with express provisions established regarding admission to services, the types of services provided (residential and/or day services), as well as the types of interventions (emergency, crisis, individualised, support/accompaniment, multidisciplinary and reintegration).

During 2026, operational manuals for all the aforementioned types of services are to be developed and approved, with a view to detailing the procedures, working tools and responsibilities of each specialist, thereby ensuring a coherent, unified and phased approach to case management at national level.

Law No. 370/2023 on the Rights of the Child provides in Article 10, for the right of the child to special protection by the State in cases of separation from the family. According to paragraph (1) of this Article, 'any child who is, temporarily or permanently, separated from their family environment or who, in their own best interests, cannot be allowed to remain in that environment, shall be entitled to special protection from the State.'

Paragraphs (2) and (3) of the same Article set out obligations for the State, namely: "The State shall ensure the integration/reintegration of the child into his or her family, and where this is contrary to the best interests of the child, the State shall take all necessary measures to provide the child with a form of protection alternative to the family, developing various types of placement services, in accordance with the provisions of the law"; and "The

²⁵ https://www.legis.md/cautare/getResults?doc_id=146838&lang=ro#

²⁶ https://www.legis.md/cautare/getResults?doc_id=151195&lang=ro#

²⁷ https://www.legis.md/cautare/getResults?doc_id=151193&lang=ro#

State shall ensure special social protection measures for children separated from their family environment and placed in various forms of placement”.

In the field of child protection, all social services for children are approved by Government Decisions. These services have recently been updated through (i) *Government Decision No. 795/2025* to adjust the regulatory framework in the field of child protection²⁸, which concerned: the social service ‘Day Care Centre for children aged 4 months–3 years’, the social service ‘Day Care Centre for children’, the social service ‘Placement centre for children separated from their parents’, the social service ‘Family-type children’s home’, the professional foster care service and the social service ‘Community home for children at risk’, (ii) *Government Decision No. 785/2025*²⁹, which concerned the Regional Centre for Integrated Assistance to Child Victims/Witnesses of Crime and (iii) *Government Decision No. 788/2025*³⁰ which concerned the Social Support Service for Families with Children.

In addition, two new social services were established, namely: (i) the Service for Psychosocial Support and Rehabilitation of the Child and Family, by *Government Decision No. 786/2025*³¹ and (ii) the ‘Assisted Social Housing’ social service, by *Government Decision No. 787/2025*.³²

It should be noted that all social services in the field of child protection may also be provided by private providers, as expressly provided for in the legislative acts regulating their activities, thereby encouraging organisations to participate in the establishment and maintenance of such services.

These amendments also contribute to the implementation of Measure No. 10 under Pillar 4: Social Capital of the Reform Agenda related to the Growth Plan of the Republic of Moldova for 2025–2027, approved by *Government Decision No. 260/2025*³³.

During 2026, operational manuals for all the aforementioned types of services are to be developed and approved, with a view to detailing the procedures, working tools and responsibilities of each specialist, in order to ensure a coherent, unified and phased approach to case management at national level.

²⁸ [*Government Decision No. 795/2025*](#)

²⁹ [*Government Decision No. 785/2025*](#)

³⁰ [*Government Decision No. 788/2025*](#)

³¹ [*Government Decision No. 786/2025*](#)

³² [*Government Decision No. 786/2025*](#)

³³ *Share capital from the Reform Agenda accompanying the Republic of Moldova’s Growth Plan for 2025–2027, approved by Government Decision No. 260/2025*

Article 14(2) – The right to benefit from social welfare services.

To encourage the participation of individuals and voluntary or other organisations in the establishment and maintenance of such services;

With a view to the effective exercise of the right to benefit from social services, by the end of 2025, substantial changes had been made to the regulatory framework governing the organisation and functioning of social services, through the updating and modernisation of more than 30 legislative acts.

<i>Name of Social Service</i>	<i>GD</i>
Community Social Assistance Service	updated by GD No. 790/2025
<i>Gender-Based Violence Services</i>	
Free Telephone/ Helpline Assistance Service for Victims of Domestic Violence and Violence Against Women	updated by GD No. 793/2025
Assistance and Protection Service for Victims of Human Trafficking	updated by GD No. 791/2025
Maternal Centres services	approved by GD No. 796/2025
Social Rehabilitation Service for Victims of Domestic Violence	updated by GD No. 798/2025
Assistance and Counselling Centre for Family Perpetrators	updated by No. 797/2025
Psychological Assistance Service for Adult Victims of Crime	approved by GD No. 835/2025
Support services for victims of sexual violence	approved by GD No. 836/2025
<i>Social protection for children and families</i>	
Service for Psychosocial Assistance and Rehabilitation of the Child Victims of Violence, Neglect, Exploitation and Trafficking, and for Children at Risk of Violence	approved by Government Decision No. 786/2025 – This is a new service. Government Decision No. 786/2025
Social Support Service for Families with Children	updated by GD No. 788/2025
Community Home for Children at Risk Service	updated by GD No. 795/2025
Professional Parental Assistance Service	updated by GD No. 795/2025
<i>Day Centre for Children at Risk</i>	
Social Service Residential Centre for Children Separated from Parents	updated by GD No. 795/2025
Family-Type Children's Home Service	updated by GD No. 795/2025
Day Care Centre for Children Aged 4 Months – 3 Years	updated by GD No. 795
<i>Free Telephone/ Helpline Assistance Service for Children</i>	GD 519/2022 updated by GD 795/2025
<i>Custody, tutelage/Curatorship Service</i>	updated by Government Decree 795/2025
Assisted Social Housing Service	approved by GD No. 787/2025 – This is a new service
<i>Regional Integrated Assistance Centre for Child Victims/Witnesses of Crimes</i>	
<i>Repatriation of Children and Adults – Victims of Human Trafficking, Persons in Difficult Situations, as well as Unaccompanied Children</i>	updated by GD 795/2025
<i>Intersectoral Cooperation Mechanism for the Identification, Assessment, Referral, Assistance, and Monitoring of Child Victims and Potential Victims of Violence, Neglect, Exploitation, and Trafficking</i>	updated by GD 795/2025

Home Social Care Services	updated by GD No. 832/2025
Residential Care Facility for Elderly Persons and Persons with Disabilities	updated by GD No. 789/2025
Day Care Centre for Elderly Persons	updated by GD No. 831/2025
Supported Housing Service	updated by Government Decision No. 792/2025
Community Home Service	updated by GD No. 792/2025
Personal Assistance Service	updated by GD No. 792/2025
Mobile Team Service	updated by GD No. 792/2025
Respiro Service	updated by GD No. 792/2025
Family-Based Care for Adults Service	updated by GD No. 792/2025
Day Centre for Persons with Disabilities	updated by GD No. 792/2025
Free telephone assistance for persons with disabilities	updated by GD No. 792/2025
Prosthetics and Orthotics Service	updated by GD No. 792/2025
<i>Registration and Distribution of Rehabilitation/Recovery Vouchers Granted to Pensioners and Recipients of State Social Allowances</i>	<i>updated by GD No. 832/2025</i>
Provision of vocational rehabilitation services for the integration of persons with disabilities into the labour market	updated by GD No. 834/2025
<i>Social Protection and Poverty</i>	
Monetary Support for Vulnerable Families Service	updated by GD No. 832/2025
Food Assistance Service	updated by GD No. 794/2025
Night Shelter Service for Homeless Persons	updated by GD 832/2025
Social Laundry Service	approved by GD No. 833/2025
<i>Social protection for people living with HIV and persons using drugs</i>	
Regional Social Centre for the Assistance of Persons Infected with HIV/AIDS and Their Family Members	updated by GD No. 832/2025
Integrated Social Service for Users of Psychoactive Substances and Substitution Therapy Patients, and the Minimum Quality Standards	updated by GD No. 832/2025

With a view to implementing the provisions of Article 14(2) on the right to benefit from social services, the Ministry of Labour and Social Protection (MLSP) encourages the participation of civil society organisations in the provision of social services through funding and service procurement mechanisms. To this end, the MLSP procures the free telephone helpline service for victims of domestic violence and violence against women (Helpline for women and girls – 08008 8008), managed by the NGO ‘La Strada’.

The service is anonymous, confidential and free of charge, available 24 hours a day, 7 days a week, including for people outside the country. It provides counselling in Romanian, Russian and English, as well as access to an online chat, ensuring real-time support, data protection and accessibility for people with hearing impairments (<https://www.eviolenta.md/>). The aim of the service is to provide immediate, accessible and confidential support to victims of violence, through psycho-emotional support, counselling and referral to specialist assistance and protection services.

During 2025, the service recorded 2,529 calls and made 486 referrals to other specialist services. In addition, in order to maintain the quality of services, counsellors took part in various professional training activities, including in the field of digital violence and support for persons with disabilities, thereby contributing to strengthen the capacity of the service provider.

In pursuing its sectoral objectives in the areas of violence against women, domestic violence and human trafficking, the Ministry benefited from the support of several development partners, which contributed to strengthening institutional capacities, developing shelter services and implementing specialised services – the United Nations Population Fund (UNFPA), the UN Entity for Gender Equality and the Empowerment of Women (UN Women), the Delegation of the European Union to the Republic of Moldova, the Council of Europe Office in Chişinău, the International Organisation for Migration, the UN High Commissioner for Refugees (UNHCR), the United Nations International Children’s Emergency Fund (UNICEF), the Women’s Law Centre, the National Coalition ‘Life Without Violence’, International Centre ‘La Strada’, the National Centre for Training, Assistance, Counselling and Education in Moldova “CNFACEM”, and the Lawyers’ Law Centre.

Article 18(1) – The right to engage in gainful occupation in the territory of the other Parties.

To apply existing regulations in a spirit of liberality;

The purpose of this provision is to facilitate access to the labour market for foreign workers, promote professional mobility and ensure a transparent, non-discriminatory and predictable framework.

At present, the national legal framework is established by:

- *Law No. 200/2010 on the Status of Foreigners in the Republic of Moldova, which regulates the entry, residence and access to a gainful occupation by foreign nationals;*
- *The Labour Code of the Republic of Moldova No. 154/2003, which sets out the rights and obligations in employment relationships;*
- *Bilateral agreements on circular labour migration concluded by the Republic of Moldova with certain States (Germany, Bulgaria, Israel);*
- *Law No. 200/2025 on the Free Movement and Residence in the Territory of the Republic of Moldova of European Union Citizens and Members of Their Families³⁴ ;*
- *subordinate normative acts governing the procedure for granting the right of residence for employment purpose and authorising gainful activity.*

National legislation allows foreign nationals entering for work purposes to carry out gainful activities in the Republic of Moldova on the basis of a right of residence for work purposes, granted in accordance with legal procedures (under Law 200/2010, other categories of foreign nationals may also engage in work activities, for example students (for a certain number of hours), holders of a right of residence for the purpose of family reunification or permanent residence, etc.). Access to the labour market is subject to:

- a) the existence of an individual employment contract;
- b) compliance with labour legislation and employment conditions;
- c) verification of compliance with employment requirements;
- d) compliance with the rules on legal migration and the residence of foreigners.

Bilateral agreements on employment provide for organised recruitment mechanisms, the protection of workers' rights and institutional cooperation between the States concerned.

In practice, foreign workers' access to gainful occupation is regulated through administrative authorisation and verification procedures. The competent authorities examine applications for residence permits and employment, while employers must comply with labour legislation and the legal conditions governing the recruitment of foreign workers.

The application of legislation reflects a balance between facilitating legal migration and ensuring control over the labour market. In certain situations, administrative requirements, authorisation procedures and verification processes may limit the flexibility of access to employment, particularly for temporary or seasonal workers.

Under Law No. 200/2025, citizens of the European Union, citizens of State parties to the Schengen Agreement and their family members benefit from access to the labour market on an equal footing with citizens of the Republic of Moldova.

As regards bilateral agreements on circular labour migration, these establish clear recruitment mechanisms, ensure the protection of workers' rights, and provide for institutional cooperation between the States concerned.

³⁴ https://www.legis.md/cautare/getResults?doc_id=150806&lang=ro

Accordingly, the legislation is applied in a manner conducive to labour mobility and access to employment, and the Republic of Moldova:

- a) allows access of foreign workers to the labour market on the basis of a clear legal framework;
- b) does not impose general bans on the employment of foreigners;
- c) uses bilateral agreements to facilitate circular migration under appropriate conditions;
- d) maintains, however, administrative procedures and authorisation mechanisms for migration control.

The application of regulations is more oriented towards administrative control, and procedural requirements and authorisation conditions may reduce the degree of flexibility.

Article 18(2) – The right to engage in a gainful occupation in the territory of the other Parties.

To simplify existing formalities and to reduce or abolish chancery dues and other charges payable by foreign workers or their employers;

Article 18(2) requires States to simplify existing administrative formalities and to reduce or abolish, as far as possible, consular fees and other charges applicable to foreign workers or their employers.

The provision aims to facilitate the legal mobility of labour, reduce administrative and financial barriers, and promote an accessible and efficient system for the employment of foreign workers. The obligation does not require the complete abolition of fees but entails reducing them to a reasonable level and simplifying administrative procedures.

The relevant legal framework is established by:

- a) *Law No. 200/2010 on the Regime for Foreigners in the Republic of Moldova, which regulates the entry, residence and right to work of foreign nationals;*
- b) *Law No. 200/2025 on the Free Movement and Residence in the Territory of the Republic of Moldova of European Union Citizens and Members of Their Family ;*
- c) *legislation on the digitisation of public services and the modernisation of public administration;*
- d) *regulations on consular services, administrative fees and work authorisation procedures;*
- e) *subordinate normative acts establishing the procedures for granting the right of residence and work permits.*

National legislation sets out the procedure for obtaining the right to work for foreign nationals, which includes:

- a) application for and obtaining a residence permit for employment purposes;
- b) conclusion of an individual employment contract;
- c) verification of the terms of employment and compliance with labour legislation;
- d) payment of administrative and, where applicable, consular fees.

In recent years, the regulatory framework has been adjusted to modernise public services, including through the digitalisation of certain administrative procedures, the reduction of processing times and the simplification of certain documentary requirements.

The Republic of Moldova has made progress in simplifying formalities by:

- a) digitalising certain administrative services related to migration and the right of residence;
- b) reducing application processing times;
- c) modernising administrative workflows and improving interaction between applicants and the authorities;
- d) partially simplifying the procedures for obtaining work permits.

Nevertheless, the system maintains authorisation procedures, documentary requirements and administrative fees applicable to applications for residence permits and work permits. These requirements are justified by the need to control legal migration, protect the labour market and verify compliance with national legislation.

Thus, the Republic of Moldova:

- a) has initiated administrative modernisation and the digitalisation of services;
- b) has reduced some processing times and partially simplified procedures;
- c) maintains administrative and consular fees applicable to all applicants;

d) maintains authorisation mechanisms for the control of legal migration.

In accordance with national regulations on access to the labour market, citizens of the European Union, citizens of States party to the Schengen Agreement, as well as their family members, are entitled, under the provisions of Law No. 200/2025, to access the labour market under conditions equivalent to those applicable to citizens of the Republic of Moldova. They are also entitled to a simplified and accelerated procedure for obtaining a residence permit.

Article 19(1) – The right of migrant workers and their families to protection and assistance.

To maintain or to satisfy themselves that there are maintained adequate and free services to assist such workers, particularly in obtaining accurate information, and to take all appropriate steps, so far as national laws and regulations permit, against misleading propaganda relating to emigration and immigration;

The relevant regulations are set out in:

- *Law No. 274/2011 on the Integration of Foreigners in the Republic of Moldova;*
- *Law No. 105/2018 on the Promotion of Employment and Unemployment Insurance;*
- *Law No. 200/2025 on the Free Movement and Residence in the Territory of the Republic of Moldova of European Union Citizens and Members of Their Families³⁵ ;*
- *Secondary regulatory acts on the status of foreigners and combating misleading advertising in the field of employment abroad.*

In accordance with Law No. 105/2018, the National Employment Agency (NEA) provides free services and active employment measures to certain categories of foreign nationals referred to in Article 2(1) (1) of Law No. 274/2008 on the Integration of Foreigners in the Republic of Moldova. The categories of beneficiaries include:

- a) foreigners holding temporary residence permits, except those residing for the purpose of work or study;
- b) foreigners holding permanent residence permits;
- c) recognised stateless persons;
- d) beneficiaries of international protection or political asylum;
- e) citizens of European Union Member States, Schengen States and their family members, holding a residence card.

In practice, the NEA provides information, advice, career guidance and other active measures for the categories of beneficiaries specified by law. These services contribute to integration into the labour market and to the provision of accurate information on rights and employment opportunities.

The NEA provides the above-mentioned categories of foreigners, as well as EU citizens, with services and active employment measures under conditions equal to those applicable to citizens of the Republic of Moldova, thereby contributing to their integration into the labour market and ensuring they are properly informed about their rights and employment opportunities.

At the same time, in accordance with the provisions of Law No. 105/2018, which also regulates the licensing of private employment agencies, if an agency engages, directly or indirectly, including online, in misleading advertising concerning employment abroad, the licence for job placement abroad shall be suspended by the issuing authority, pursuant to a court ruling.

The Republic of Moldova therefore ensures the provision of free support services for eligible migrant workers and has legal mechanisms in place to penalise misleading advertising relating to migration.

³⁵ https://www.legis.md/cautare/getResults?doc_id=150806&lang=ro

Article 19(2) – The right of migrant workers and their families to protection and assistance.

To adopt appropriate measures within their own jurisdiction to facilitate the departure, journey and reception of such workers and their families, and to provide, within their own jurisdiction, appropriate services for health, medical attention and good hygienic conditions during the journey;

The relevant regulatory framework includes:

- a) *Law No. 105/2018 on the Promotion of Employment and Unemployment Insurance;*
- b) *Law No. 200/2010 on the Status of Foreigners in the Republic of Moldova;*
- c) *Law No. 10/2009 on State Supervision of Public Health;*
- d) *Law No. 1585/1998 on Compulsory Health Insurance;*
- e) *Bilateral agreements on circular labour migration concluded between the Republic of Moldova and certain states (Germany, Bulgaria, Israel).*

National legislation regulates legal labour migration and sets out the responsibilities of the competent authorities and licensed private employment agencies.

Accordingly, in the field of migration, whether under bilateral agreements or through licensed private agencies, the legislation establishes the obligation to inform workers of their rights and obligations, contractual conditions, and travel arrangements to the destination country, as well as to ensure the protection of their rights.

At the same time, the integration of migrant workers into the healthcare system is carried out in accordance with the legislation of the destination country.

The State has no specific regulations regarding the facilitation of workers' transport.

For migrant workers within the territory of the Republic of Moldova, access to healthcare services is provided under the terms of the health insurance system, and sanitary standards are regulated by public health legislation. Furthermore, sanitary legislation establishes standards regarding the prevention of health risks and access to healthcare services.

Thus, measures are in place to protect the health and facilitate the mobility of migrant workers through:

- a) regulating legal migration through administrative mechanisms and bilateral agreements and establishing the obligation to inform and protect workers;
- b) integrating migrant workers into the health insurance system, in accordance with the law;
- c) establishing sanitary and hygiene standards applicable within its territory.

Thus, the Republic of Moldova has established a regulatory framework that facilitates the legal migration of workers and ensures health and medical protection within its jurisdiction.

Article 19(3) – The right of migrant workers and their families to protection and assistance.

To promote co-operation, as appropriate, between social services, public and private, in emigration and immigration countries;

The relevant regulations include:

- a) *Law No. 105/2018 on the Promotion of Employment and Unemployment Insurance;*
- b) *Law No. 200/2010 on the Status of Foreigners in the Republic of Moldova;*
- c) *bilateral agreements on employment;*
- d) *the rules governing the activities of the diplomatic missions and consular offices of the Republic of Moldova.*

Under the law, citizens of the Republic of Moldova may emigrate for employment purposes on the basis of:

- a) individual employment contracts concluded directly with foreign employers;
- b) international agreements;
- c) placement through licensed private agencies.

The Republic of Moldova has concluded bilateral agreements on employment with Israel, Bulgaria and Germany. These agreements establish procedures for legal recruitment, contractual protection of workers and institutional co-operation mechanisms between the competent authorities of the Parties. In implementing these bilateral agreements, the NEA cooperates with the employment services of the destination countries and with other relevant authorities in the host country. This cooperation aims to:

- a) resolution of cases involving violations of workers' rights;
- b) intervening in situations of abuse or breach of contract;
- c) exchanging information on working conditions;
- d) involving public authorities, trade unions and relevant organisations in the host country.

With regard to cooperation with private agencies, in the event of a breach of legal or contractual provisions by foreign employers, private agencies shall notify the State Labour Inspectorate, which, where necessary, shall inform the competent authorities, including the diplomatic missions and consular offices of the Republic of Moldova, which in turn shall notify the relevant institutions in the respective State. At the same time, in order to monitor the activities of private agencies, they submit periodic reports to the NEA regarding the placement of workers abroad.

Thus, the Republic of Moldova has in place an institutional and cooperative framework that enables the protection of migrant workers and intervention in cases of violation of their rights.

Article 19(4) – The right of migrant workers and their families to protection and assistance.

To secure for such workers lawfully within their territories, insofar as such matters are regulated by law or regulations or are subject to the control of administrative authorities, treatment not less favourable than that of their own nationals in respect of the following matters::

- a) remuneration and other employment and working conditions;*
- b) membership of trade unions and enjoyment of benefits of collective bargaining;*
- c) accommodation.*

Article 19(4) of the revised European Social Charter obliges States to guarantee migrant workers lawfully present on their territory treatment no less favourable than that accorded to their own nationals in three key areas:

- a) remuneration and other employment and working conditions;
- b) membership of trade unions and enjoyment of benefit of collective bargaining;
- c) access to accommodation.

This obligation is limited to areas regulated by national legislation or under the control of administrative authorities and aims to prevent discrimination and ensure the social and professional integration of migrant workers.

The relevant regulations are set out in:

- a) The Constitution of the Republic of Moldova – the principle of equality and the prohibition of discrimination;*
- b) Labour Code No. 154/2003 – equal treatment in employment, conditions of employment, remuneration and occupational safety;*
- c) Trade Union Law No. 1129/2000 – the right to join a trade union;*
- d) Law No. 186/2008 on Occupational Health and Safety;*
- e) Law No. 200/2010 on the Status of Foreigners in the Republic of Moldova;*
- f) housing legislation and social programmes in the field of housing.*

With regard to remuneration and working conditions, the Labour Code establishes the principle of equal treatment in employment relationships, prohibiting discrimination on grounds of nationality or origin. Migrant workers legally employed enjoy the same rights to remuneration, working conditions, social protection and legal safeguards as citizens of the Republic of Moldova.

With regard to trade union membership and the benefits of collective bargaining, the Trade Unions Law guarantees the right of all workers, including legally employed foreigners, to join trade unions and to benefit from the rights established by collective labour agreements. There are no legal restrictions on migrant workers' participation in trade union activities.

With regard to accommodation, the legislation does not impose discriminatory restrictions on migrant workers' access to accommodation. They may rent or purchase housing under the general conditions provided for by law. However, access to social housing programmes may depend on legal status and on economic or administrative criteria applicable to all persons.

In practice, legally employed migrant workers generally benefit from the same labour law regime as citizens of the Republic of Moldova. Employers are obliged to comply with labour legislation, and the State Labour Inspectorate monitors compliance with working conditions, including for migrant workers.

The right to trade union affiliation is formally guaranteed, however, the actual participation of migrant workers in trade union activities is contingent upon s on the level of unionisation and professional integration.

With regard to housing, migrant workers can access the housing market under general conditions, but access to social housing or housing support programmes is limited by economic and administrative criteria, not by migrant status.

The provision requires equal treatment in areas governed by national legislation, and the Republic of Moldova:

- a) formally guarantees equal treatment in employment;
- b) does not restrict migrant workers' trade union membership;
- c) allows access to housing under general market conditions;
- d) applies labour and occupational safety legislation without discrimination.

Article 19(5) – The right of migrant workers and their families to protection and assistance.

To secure for such workers lawfully within their territories treatment not less favourable than that of their own nationals with regard to employment taxes, dues or contributions payable in respect of employed persons;

The national legal framework relevant to the legal regime is established by:

- a) *The Tax Code of the Republic of Moldova;*
- b) *Law No. 489/1999 on the Public Social Insurance System;*
- c) *Law No. 1585/1998 on Compulsory Health Insurance;*
- d) *Law No. 200/2010 on the Status of Foreigners in the Republic of Moldova;*
- e) *international agreements on the avoidance of double taxation.*

These legislative acts establish the tax and social security regime applicable to all persons carrying out gainful activities within the territory of the Republic of Moldova.

Under national legislation, migrant workers who are legally employed in the Republic of Moldova are subject to the same tax and social security regime as citizens of the Republic of Moldova, such as:

- a) income tax on wages;
- b) contributions to the public social insurance system;
- c) compulsory health insurance contributions.

There are no additional taxes or contributions applicable exclusively to migrant workers. The tax regime is determined by tax residency status and the nature of the income, not by citizenship.

Furthermore, the Republic of Moldova has concluded bilateral agreements on the avoidance of double taxation, which prevent the double taxation of income earned by migrant workers.

In practice, legally employed migrant workers contribute to the tax and social security systems under the same conditions as citizens of the Republic of Moldova. Contributions are deducted and paid in accordance with tax legislation, and workers generally enjoy the same rights to social and medical protection, proportionate to their contributions.

Any differences may arise depending on legal status (e.g. tax residence, self-employment, length of stay) but these apply generally to all persons, not exclusively to migrants.

Therefore, the Republic of Moldova:

- a) does not impose a discriminatory tax regime on migrant workers;
- b) applies the same tax and contribution rules to persons legally in employment;
- c) ensures access to social security and health insurance schemes on a contributory basis;
- d) prevents double taxation through international agreements.

Consequently, the Republic of Moldova ensures that migrant workers lawfully present on its territory receive the same tax and social security treatment as that applicable to citizens of the Republic of Moldova, without discrimination based on nationality or migrant status.

Article 19(6) – The right of migrant workers and their families to protection and assistance.

To facilitate, as far as possible, the reunion of the family of a foreign worker permitted to establish himself in the territory;

Article 19(6) of the revised European Social Charter stipulates that States are obliged to facilitate, as far as possible, the family reunification of migrant workers authorised to settle in their territory.

The provision is worded flexibly as ‘as far as possible’, recognising the competence of States to regulate immigration conditions, but requires the adoption of reasonable measures to allow family reunification under transparent, non-discriminatory and proportionate conditions. The purpose of the provision is to protect family life, prevent prolonged separation and promote the stable social integration of the migrant worker.

The legal framework for family reunification is established by:

- a) *Law No. 200/2010 on the Status of Foreigners in the Republic of Moldova, which regulates the granting of temporary residence permits for family reunification, provided that the legal requirements are met;*
- b) *Law No. 270/2008 on Asylum in the Republic of Moldova (for beneficiaries of international protection).*

Under national legislation, migrant workers holding a lawful residence (temporary or permanent) may apply for family reunification for certain categories of family members, in particular spouses, minor children and, under certain conditions, other dependants.

The granting of a right of residence to family members is subject to:

- a) the migrant worker having a legal right of residence in the territory of the Republic of Moldova;
- b) proof of the family relationship;
- c) the existence of sufficient means of subsistence;
- d) proof of the availability of adequate accommodation;
- e) the absence of grounds relating to public order or national security.

In practice, the family reunification procedure is applicable and used by migrant workers holding lawful residence in the Republic of Moldova. The competent authority examines applications on the basis of the documentation submitted and the conditions laid down by law.

However, the process involves administrative procedures, documentary checks and material conditions (minimum income, housing), which may constitute barriers for certain categories of migrant workers, particularly those on low incomes or with temporary contracts.

The duration of the procedure and the documentary requirements may affect the actual effectiveness of the right to family reunification.

The following information illustrates situation regarding residence permits for the purpose of family reunification issued by General Inspectorate for Migration up to March 2026:

- a) Families with a citizen of the Republic of Moldova – 8,934 permits;
- b) Families with a foreign national – 803 permits;
- c) Independent family – 122 permits.

Thus, the Republic of Moldova expressly recognises the right to family reunification for foreigners with legal residence, establishes clear procedures and legal criteria for examining applications, applies the principle of non-discrimination in access to the procedure, and allows family members to obtain residence rights under specific conditions.

In conclusion, the Republic of Moldova has in place a regulatory framework that allows and regulates family reunification for migrant workers authorised to settle on its territory, in accordance with the general principles of the right to family life.

Article 19§9 – The right of migrant workers and their families to protection and assistance.

To permit, within legal limits, the transfer of such parts of the earnings and savings of such workers as they may desire;

The transfer of earnings and savings in the Republic of Moldova is regulated by:

- a) *Law No. 62/2008 on Foreign Exchange Regulation;*
- b) *Law No. 114/2012 on Payment Services and Electronic Money;*
- c) *tax legislation and regulations on the prevention and combating of money laundering;*
- d) *the regulations of the National Bank of Moldova on foreign exchange operations and international transfers.*

National legislation allows individuals, including migrant workers, to make international transfers of funds through authorised financial institutions. There are no discriminatory restrictions applicable to migrants regarding the transfer of wages or legally obtained savings.

Transfers are subject to the general rules applicable to all individuals, including:

- a) compliance with tax obligations;
- b) declaration of certain amounts in the case of cross-border cash transport;
- c) compliance with anti-money laundering and counter-terrorist financing rules.

The banking system and payment service providers allow for fast and regular transfers to most countries. Migrant workers may also use international remittance services and electronic fund transfers.

In practice, migrant workers legally employed in the Republic of Moldova can freely transfer their earnings, without restrictions beyond those applicable to citizens of the Republic of Moldova.

There are no special quantitative restrictions applicable to migrants regarding the remittance of earnings, and the financial system allows for both traditional bank transfers and transfers via authorised alternative systems.

Any restrictions in place are of a general nature (exchange controls, tax rules, anti-fraud measures) and do not specifically target migrant status.

The provision of Article 19(9) is relatively limited and conditional ‘within the limits set by legislation’, allowing States to apply legitimate financial regulations. Thus, the Republic of Moldova:

- a) does not impose discriminatory restrictions on the transfer of migrant workers’ earnings;
- b) allows the full transfer of legally earned earnings;
- c) applies general rules on financial transparency and the prevention of money laundering;
- d) ensures the functioning of a financial system compatible with international standards.

Consequently, the obligation to allow the transfer of earnings is, in essence, respected. There are no systemic barriers limiting migrants’ right to dispose of their earnings.

Article 19(10) – The right of migrant workers and their families to protection and assistance.

To extend the protection and assistance provided for in this article to self-employed migrants insofar as such measures apply;

The national legal framework stipulates that the legal status of self-employed migrant workers is governed by:

- *Law No. 200/2010 on the Status of Foreigners in the Republic of Moldova, which regulates the right of residence for the purpose of carrying out self-employed activities;*
- *Law No. 274/2011 on the Integration of Foreigners in the Republic of Moldova;*
- *Law No. 228/2025 amending certain legislative acts (on the self-employed economic activity of natural persons);*
- *Law No. 105/2018 on the Promotion of Employment and Unemployment Insurance;*
- *The Tax Code and legislation on compulsory social and health insurance.*

National legislation allows foreign nationals to carry out self-employed activities in the Republic of Moldova, on the basis of a right of residence granted for entrepreneurial or professional activities. They are subject to the same tax and social security obligations as Moldovan citizens carrying out similar activities.

With regard to access to protection and assistance:

- a) self-employed migrant workers may benefit from integration services, in accordance with Law No. 274/2011;
- b) they are eligible for compulsory health insurance, by paying contributions as a fixed amount or a percentage;
- c) they enjoy legal protection and access to the courts of law on an equal footing with citizens of the Republic of Moldova.

In practice, self-employed migrant workers may carry out economic activities and access administrative, tax and legal services on terms similar to those of citizens of the Republic of Moldova.

In the field of employment, pursuant to legislative amendments (Law No. 105/2018³⁶), migrant workers for employment purposes will have access to labour market information services provided by the NEA, thereby strengthening support for this category of workers.

The Republic of Moldova recognises the right of foreigners to carry out self-employed activities, applies the principle of equal treatment in tax matters and access to public services, and ensures access to the health insurance system and legal protection.

The Republic of Moldova provides self-employed migrant workers with a legal framework that allows them to carry out economic activities and access public services on a basis of formal equality.

³⁶ [LP105/2018](#)

Article 19§11 – The right of migrant workers and their families to protection and assistance.

To promote and facilitate the teaching of the national language of the receiving State or, if there are several, one of the languages, to migrant workers and members of their families;

Article 19§11 of the revised European Social Charter obliges States to promote and facilitate the teaching of the national language (or one of the official languages) to migrant workers and members of their families. The provision aims to ensure the effective social and professional integration of migrants, prevent exclusion and ensure equal access to the labour market, public services, education and community life.

The relevant provisions of the national legal framework include:

- a) *The Constitution of the Republic of Moldova, which establishes Romanian as the state language;*
- b) *The Education Code No. 152/2014, which guarantees access to education without discrimination;*
- c) *Law No. 274/2011 on the Integration of Foreigners in the Republic of Moldova, which provides for measures for social and cultural integration;*
- d) *Law No. 270/2008 on Asylum, which regulates the rights of asylum seekers and beneficiaries of international protection;*
- e) *secondary legislation on the organisation of integration programmes and inter-institutional cooperation.*

The Law on the Integration of Foreigners stipulates that the state may organise social integration activities, including in the linguistic and cultural fields, with the aim of facilitating adaptation to the host society.

The regulatory framework allows for the organisation of integration programmes for foreigners, including Romanian language courses, civic education and information on rights and obligations in the Republic of Moldova.

For beneficiaries of international protection, the legislation guarantees the provision of language training free of charge. Furthermore, the children of migrants integrated into the education system receive support in learning the language of instruction, through curricular adaptations and individualised measures.

According to the legislation, the employer is also responsible for the integration of the migrant worker to the extent of the obligations assumed under the individual employment contract. The employer may pay for Romanian language courses for foreigners or implement other integration measures, taking into account the needs and interests of the organisation in question.

In practice, Romanian language courses for migrant workers and their family members are mainly organised:

- a) through integration programmes for beneficiaries of international protection;
- b) through projects supported by international organisations and NGOs;
- c) by integrating children into the state education system, with gradual language support;
- d) through ad hoc initiatives by local public authorities.

In the context of recent flows of refugees and beneficiaries of temporary protection, the focus has been on the rapid integration of children into the education system and on language

learning support for adults; however, these measures have been predominantly temporary in nature and tailored to the crisis situation.

The provision of Article 19(11) requires the existence of effective and accessible measures for learning the language of the host country. Thus, the Republic of Moldova:

- a) guarantees access to education and imposes no discriminatory restrictions;
- b) allows the organisation of Romanian language courses for foreigners;
- c) provides language support for children integrated into schools;
- d) provides for integration measures for certain categories (beneficiaries of protection).

The Republic of Moldova has a regulatory framework in place enabling migrant workers and their family members to learn Romanian and implements language integration measures in certain situations, particularly for beneficiaries of international protection and for children integrated into the education system.

Article 19§12 – The right of migrant workers and their families to protection and assistance.

To promote and facilitate, as far as possible, the teaching of the migrant worker's mother tongue to the children of migrant worker;

Article 19§12 of the revised European Social Charter provides for the obligation of States to promote and facilitate, as far as possible, the teaching of the migrant worker's mother tongue to their children. The provision does not impose an absolute obligation to organise a comprehensive system of education in minority or foreign languages but requires the State to take reasonable measures to preserve the linguistic and cultural identity of migrant children, in parallel with their integration into the host State's education system.

The aim of the provision is to ensure a balance between social integration and the protection of cultural identity, preventing marginalisation and facilitating the child's harmonious development.

The relevant regulations in the Republic of Moldova are set out in:

- a) *The Constitution of the Republic of Moldova, which guarantees the right to education and the protection of ethnic, cultural and linguistic identity;*
- b) *The Education Code No. 152/2014, which enshrines the principle of non-discrimination and equal access to education;*
- c) *Law No. 270/2008 on Asylum in the Republic of Moldova;*
- d) *Law No. 274/2011 on the Integration of Foreigners in the Republic of Moldova;*
- e) *regulatory acts on the organisation of the educational process and the inclusion of foreign children in educational institutions.*

The Education Code guarantees foreign children access to the public education system on an equal footing with citizens of the Republic of Moldova, regardless of their parents' legal status.

National legislation does not contain explicit provisions regarding the systematic organisation of teaching the mother tongue of migrant children within the public education system. The regulatory priority is focused on the integration of children into the national education system and the learning of the language of instruction (Romanian or, where applicable, the language of instruction of the institution).

In practice, the learning of a migrant child's mother tongue can be achieved:

- a) through the family;
- b) through extracurricular activities or community initiatives;
- c) by organising private or community courses;
- d) through co-operation with non-governmental organisations or diplomatic missions of the country of origin.

At the same time, education legislation allows for the organisation of optional or extracurricular activities, depending on demand and available resources, but these do not constitute a mandatory systemic mechanism.

Against the backdrop of the rising number of refugees and beneficiaries of temporary protection in recent years, the education system in the Republic of Moldova has prioritised the rapid integration of foreign children into the education system, by facilitating access to school and providing language support for learning Romanian.

In practice, the emphasis is on educational and social integration, whilst the preservation of the mother tongue remains primarily the responsibility of the family or the community of origin.

The provision in Article 19(12) is worded flexibly as ‘to the extent possible’, recognising differences in institutional capacity and demographic context among States.

The Republic of Moldova ensures non-discriminatory access to education for migrant children and does not restrict the exercise of the right to use the mother tongue in private or community settings.

On the other hand, the specific demographic context of the Republic of Moldova – characterised more by emigration than by mass immigration – means that the need to develop dedicated institutional mechanisms is relatively recent and limited in scope.

Thus, the positive obligation to ‘promote and facilitate’ is fulfilled only in an indirect and limited manner, primarily by guaranteeing access to education and through the possibility of organising optional activities, rather than through a consolidated system of linguistic support for the teaching of mother tongue.

In conclusion, the Republic of Moldova ensures equal access to education for the children of migrant workers and respects the principle of non-discrimination.

Article 22 – The right to take part in the determination and improvement of the working conditions and working environment.

With a view to ensuring the effective exercise of workers' right to take part in the determination and improvement of the working conditions and working environment in the undertaking, the Parties undertake to adopt or encourage measures enabling workers or their representatives, in accordance with national legislation and practice, to contribute:

- a) to the determination and the improvement of working conditions, work organisation and working environment;*
- b) to the protection of health and safety within the undertaking;*
- c) to the organisation of social and socio-cultural services and facilities within the undertaking;*
- d) to the supervision of the observance of regulations on these matters;*

The aim of the article is to strengthen social dialogue, prevent occupational risks and create a participatory, safe and fair working environment.

National legislation enshrines workers' rights to information, consultation and participation through trade unions and other representative bodies. Through social dialogue mechanisms, workers may participate in the organisation of social facilities and the negotiation of additional working conditions, within the limits set by legislation.

Thus, workers' participation in determination and improvement of working conditions is provided for through:

- a) The Labour Code of the Republic of Moldova No. 154/2003 – provisions on social dialogue, consultation with workers and trade union representation. The Labour Code provides for mechanisms for social dialogue, collective bargaining and participation in determining working conditions, including in the process of drafting internal regulations and collective agreements;*
- b) Law No. 245/2006 on the Organisation and Functioning of Committees for Consultation and Collective Bargaining;*
- c) Law No. 186/2008 on Occupational Health and Safety – participation of Workers in the prevention of occupational risks. The Law on Occupational Health and Safety establishes the employer's obligation to consult workers or their representatives regarding the prevention of occupational risks, the assessment of working conditions and the implementation of protective measures. Workers have the right to be informed, trained and involved in the process of preventing workplace accidents and occupational diseases;*
- d) Trade Union Law No. 1129/2000 – the right to collective representation and the protection of professional interests;*
- e) secondary legislation on the enforcement of labour and occupational safety legislation.*

According to Article 5(i) of the Labour Code, one of the fundamental principles governing labour relations is ensuring employees' right to participate in the management of the undertaking in the forms provided for by law.

Furthermore, pursuant to Article 9(1)(j) of the Labour Code, employees have the right to participate in the management of the undertaking, in accordance with this Code and the collective labour agreement.

Furthermore, under Article 10(2)(m) of the Code, the employer is obliged to create conditions enabling employees to participate in the management of the undertaking in accordance with the Labour Code and other normative acts.

The right of the employees to participate in the management of the undertaking and the forms of such participation are provided for in Article 42 of the Labour Code. According to this provision, the right of employees to participate in the management of the undertaking, either directly or through their representative bodies, and the forms of such participation are regulated by the Code and other legislative acts, the undertaking's founding documents and the collective labour agreement.

Employee' participation in the management of the enterprise may be achieved through:

a) participation in the drafting of draft regulatory acts at the enterprise level in the socio-economic field;

a¹) participation in the approval of regulatory acts at the enterprise level in the cases stipulated by the Labour Code and other legislative or normative acts;

b) information and consultation of employees on the matters referred to in Article 42 ¹ of the Code;

c) co-operation with the employer within the framework of the social partnership.

In order to ensure employees' right to participate in the management of the undertaking, as provided for in Article 42, the employer is obliged to inform and consult them on matters relevant to their work within the undertaking.

The obligation to inform also covers, inter alia, the situation regarding occupational health and safety within the undertaking, as well as any measures likely to affect the provision thereof, including the planning and introduction of new technologies, the choice of work and protective equipment, and the training of employees in health and safety at work, etc. (Article 42 ¹ (1) and (2)(d) of the Labour Code).

Article 23 – The right of elderly persons to social protection.

With a view to ensuring the effective exercise of the right of elderly persons to social protection, the Parties undertake to adopt or encourage, either directly or in co-operation with public or private organisations, appropriate measures designed, in particular:

- to enable elderly persons to remain full members of society for as long as possible by means of:

a) adequate resources enabling them to lead a decent life and play an active part in public, social and cultural life;

b) provision of information about services and facilities available to elderly persons and their opportunities to make use of them;

- to enable elderly persons to choose their own life-style freely and to lead independent life in their familiar surroundings for as long as they wish and are able, by means of:

a) provision of housing suited to their needs and state of health or of adequate support for adapting their housing;

b) the health care and services necessitated by their state;

- to guarantee elderly persons living in institutions appropriate support, while respecting their privacy, and participation in decisions concerning living conditions in the institution.

With regard to promoting, either directly or in co-operation with public or private organisations, measures designed to enable elderly persons to choose their life-style freely and to lead an independent lives in their familiar surroundings, for as long as they wish and as long as this is possible, through: b) healthcare and services required by their condition; the right to healthcare and social protection for all ages is guaranteed by the Constitution of the Republic of Moldova. Furthermore, the principles of universal access to healthcare and the elimination of inequalities in healthcare coverage are set out in the National Health Strategy “Health 2030”, adopted by Government Decision No. 387/2023³⁷, which is fully aligned with the 2030 Agenda for Universal Health Coverage and provides for strengthening access to healthcare services for vulnerable groups, including elderly persons, as well as the prevention of non-communicable and communicable diseases, with a focus on health promotion and active ageing

In addition, pensioners, as an economically inactive category of the population, are entitled to healthcare services funded by the Mandatory Health Insurance Fund, being ensured by the Government under Law No. 1585/1998. Accordingly, persons covered by the compulsory health insurance scheme, including pensioners, receive a package of health service benefits, including emergency medical care, primary and outpatient care, hospital care, dental care, high-performance services, home care and palliative care. Moreover, under Law No. 411/1995 on Health Care, medical and social rehabilitation programmes for the elderly must be geared towards meeting physical and psychological needs, towards extending the period of active life, including in home environment, ensuring socio-psychological adaptation to old age, and preventing chronic diseases and disability.

Given that elderly persons constitute a vulnerable group, exposed to the risk of chronic diseases, disabilities and social exclusion, recent public policies in the Republic of Moldova have focused on prevention, active ageing and maintaining the functional autonomy of elderly persons, by promoting a healthy lifestyle and increased access to integrated services tailored to individual needs.

In this context, the Ministry of Health is a partner institution in the implementation of the Programme on Active and Healthy Ageing for the years 2023–2027, approved by Government Decision No. 434/2023³⁸, which provides for the expansion of long-term care

³⁷ https://www.legis.md/cautare/getResults?doc_id=139513&lang=ro

³⁸ https://www.legis.md/cautare/getResults?doc_id=138059&lang=ro

services. Accordingly, the Ministry of Health considers that the conditions for the ratification of this article within its area of competence have been met.

In order to create conditions for active and healthy ageing and to ensure that elderly persons remain full members of society for as long as possible, the Programme on Active and Healthy Ageing for the years 2023–2027 was approved by Government Decision No. 434/2023³⁹.

Under this Programme, a number of actions supporting active and healthy ageing are being implemented, ensuring that elderly persons are no longer viewed solely as recipients of social assistance, but as valuable members of the community, capable of participating, learning and contributing.

Through the Small Grants Programme for Active Ageing, support is provided to non-governmental organisations implementing projects and initiatives with an impact on promoting active ageing policies at national, regional and local levels. The activities funded under this programme – such as health education workshops, cultural and sporting activities, community meetings or digital training – create real opportunities for elderly persons to overcome isolation and maintain an active role in the community. By taking part in such initiatives, elderly persons strengthen their self-esteem, develop new skills and maintain their autonomy, enabling them to lead a safer and more dignified life. At the same time, their involvement in civic or intergenerational activities contributes to valuing their life experience and strengthening social cohesion. Furthermore, participation in courses and cultural events provides opportunities for social interaction, reducing feelings of loneliness and marginalisation.

The University for the Third Age (U3A) complements these efforts by providing opportunities for lifelong learning. In this context, 1,142 older persons were supported in developing digital skills, while the Grant Programme reached 1,973 beneficiaries, including 1,388 women and 585 men. Courses in computer and smartphone use, foreign languages, legal education or health promotion stimulate intellectual activity and enhance the independence of elderly persons.

The acquisition of digital skills through such courses, including by 207 beneficiaries within the University for the Third Age, as well as through other digital training initiatives for older persons, enables elderly persons to communicate more easily with their families, access public services online, make payments or book medical appointments without having to rely constantly on others.

³⁹ https://www.legis.md/cautare/getResults?doc_id=138059&lang=ro

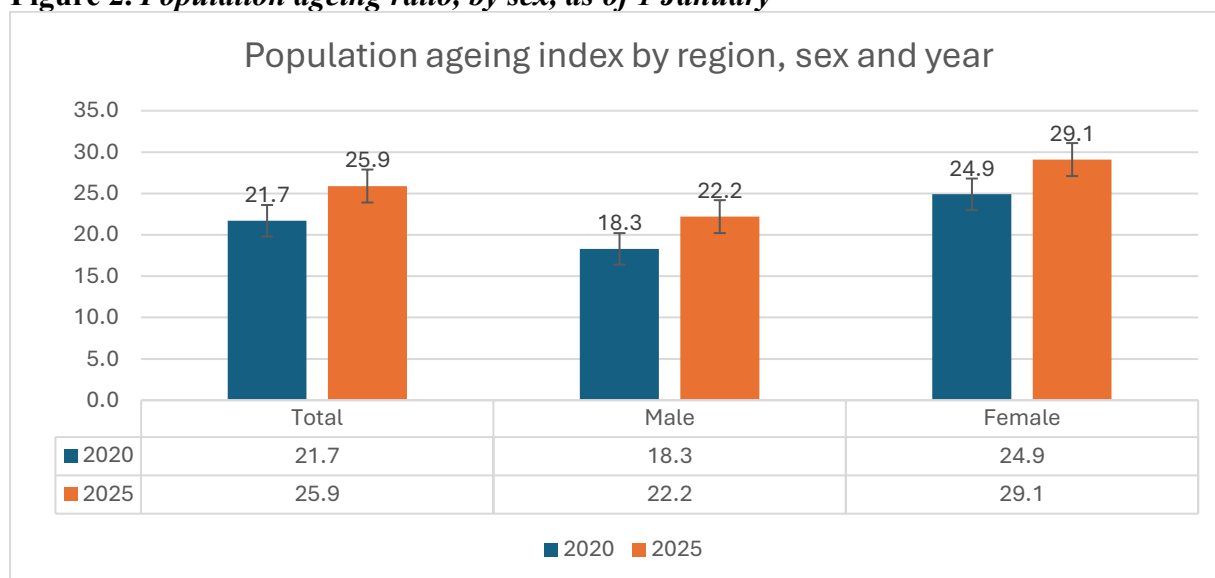
**COMPARATIVE STATISTICS ON THE ELDERLY POPULATION IN THE
REPUBLIC OF MOLDOVA AND THE TOTAL POPULATION OF THE REPUBLIC
OF MOLDOVA (data according to www.statistica.md)**

Figure 1. Population aged 60 and over, by sex, as at 1 January 2020–2025

Age group	2020				2025		
	Total, persons	Male, persons	Female, persons		Total, persons	Male, persons	Female, persons
60–64	193305	85760	107,545		180903	80,479	100,424
65–69	163671	67680	95991		172661	71705	100,956
70–74	93,468	36,204	57,264		135,577	51,123	84,454
75 over	123,854	40,874	82,980		127,356	41,825	85,531
Total 60–75+ years	574,298	230,518	343,780		616,497	245,132	371,365
% of total population	22%	9%	13		26%	10%	16%
Total population of the Republic of Moldova	2,643,675	1,262,198	1,381,477		2,381,325	1,105,014	1,276,311

The population aged 60 and over is growing both in proportion and in number, against a backdrop of a declining total population; the increase comes mainly from the older age groups (70–74, 75+), and women remain in the majority. Thus, the year 2025 shows a more ‘ageing’ demographic profile, with greater pressure on pensions, healthcare and long-term care services.

Figure 2. Population ageing ratio, by sex, as of 1 January



Ageing is accelerating for both sexes, but more markedly among women.

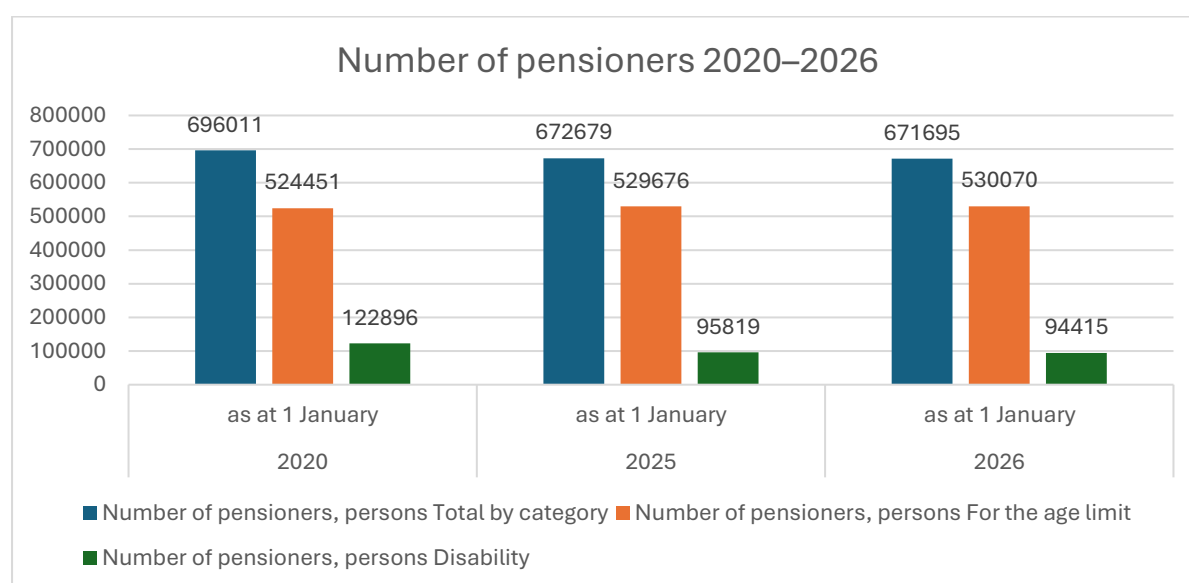
Total: 21.7 → 25.9 (+4.2 p.p.).

Men: 18.3 → 22.2 (+3.9 p.p.).

Women: 24.9 → 29.1 (+4.2 p.p.).

The gender gap remains significant (women have a higher level of ageing), which also indicates a greater demand for social/medical services tailored to elderly women (especially those living alone).

Figure 3. Pensioners by type of pension, broken down by year, period, indicators and beneficiary category



The total number of pensioners is falling slightly, but the number of old-age pensioners is increasing, whilst the number of disability pensioners is decreasing sharply.

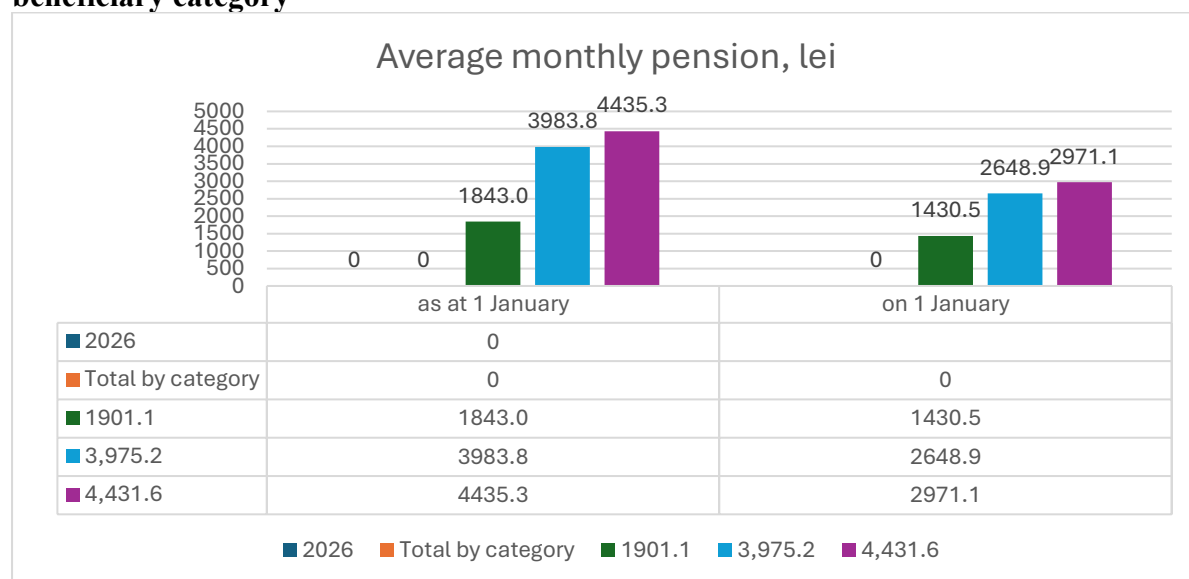
Total pensioners: 696,000 → 672,700 (-3.35%).

Old-age pensions: 524.5 thousand → 529.7 thousand (+1.0%).

Disability pensions: 122.9 thousand → 95.8 thousand (-22.0%).

The structure is shifting towards old-age pensions (consistent with demographic ageing), whilst the reduction in disability pensions may reflect changes in eligibility, reassessments, migration or transitions to other categories.

Figure 4. Average pension amount by type, broken down by year, period, indicators and beneficiary category

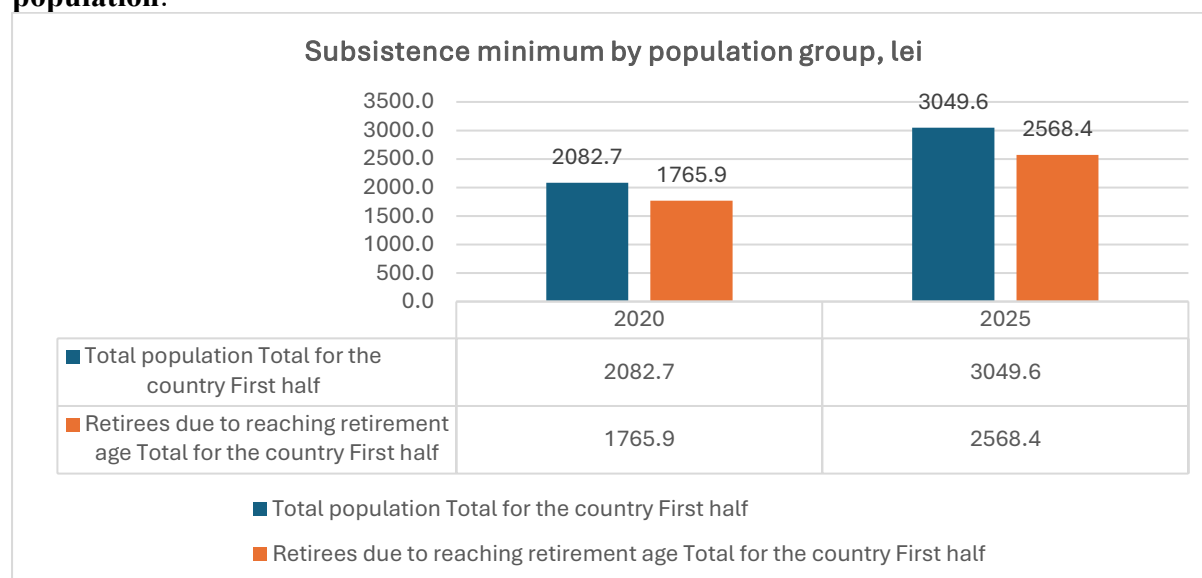


A significant increase in average pensions is observed between 2020 and 2025, but the trend varies by type (faster for old-age pensions).

- Average old-age pension: 1,843 lei → 3,983.8 lei (+116%).
- Average disability pension: 1,430.5 lei → 2,648.9 lei (+85%).

The increase is substantial in nominal terms (indexation + increases); however, it must be read in conjunction with the cost of living (Figure 5) and poverty (Figure 7). In practice, the critical question remains: to what extent has this increase offset rising costs and to what extent has it reduced the risk of poverty.

Figure 5. Subsistence minimum for elderly persons (old-age pensioners) vs the total population:



The subsistence minimum increases at almost the same rate for both groups, but the absolute gap between the total population and pensioners is widening.

- Total population: 2082.7 → 3049.6 (+46.4%).
- Pensioners (old-age): 1,765.9 → 2,568.4 (+45.4%).
- Difference (Total – Pensioners): 316.8 lei → 481.2 lei (wider gap).
- The ratio of pensioners' minimum to the total remains at approx. 84–85%, slightly decreasing.

Even though both values are increasing, pensioners retain a 'minimum basket' that falls short of that of the general population, and the gap in lei continues to widen – a factor of relevance for consumption patterns (medicines, utilities, food).

Figure 6. Pensioners, as of 1 January, by year, sex and age group

	2020			2025		
	Both sexes	Women	Men	Both sexes	Women	Men
	65 and over	65 and over	65 and over	65 and over	65 and over	65 and over
Total for the country	399,149	249,629	149,520	467,042	295,074	171,968

There is a clear increase in the number of pensioners aged 65 and over, with a faster increase among women (consistent with the demographic structure).

- Total aged 65+: 399,100 → 467,000 (+17.0%).
- Women aged 65+: 249,600 → 295,100 (+18.2%).
- Men aged 65+: 149,500 → 172,000 (+15.0%).

There is increased pressure on care, health and community support services, which also implies a higher risk of loneliness, low income and the need for long-term care.

Figure 7. Absolute and extreme poverty rates, 2024

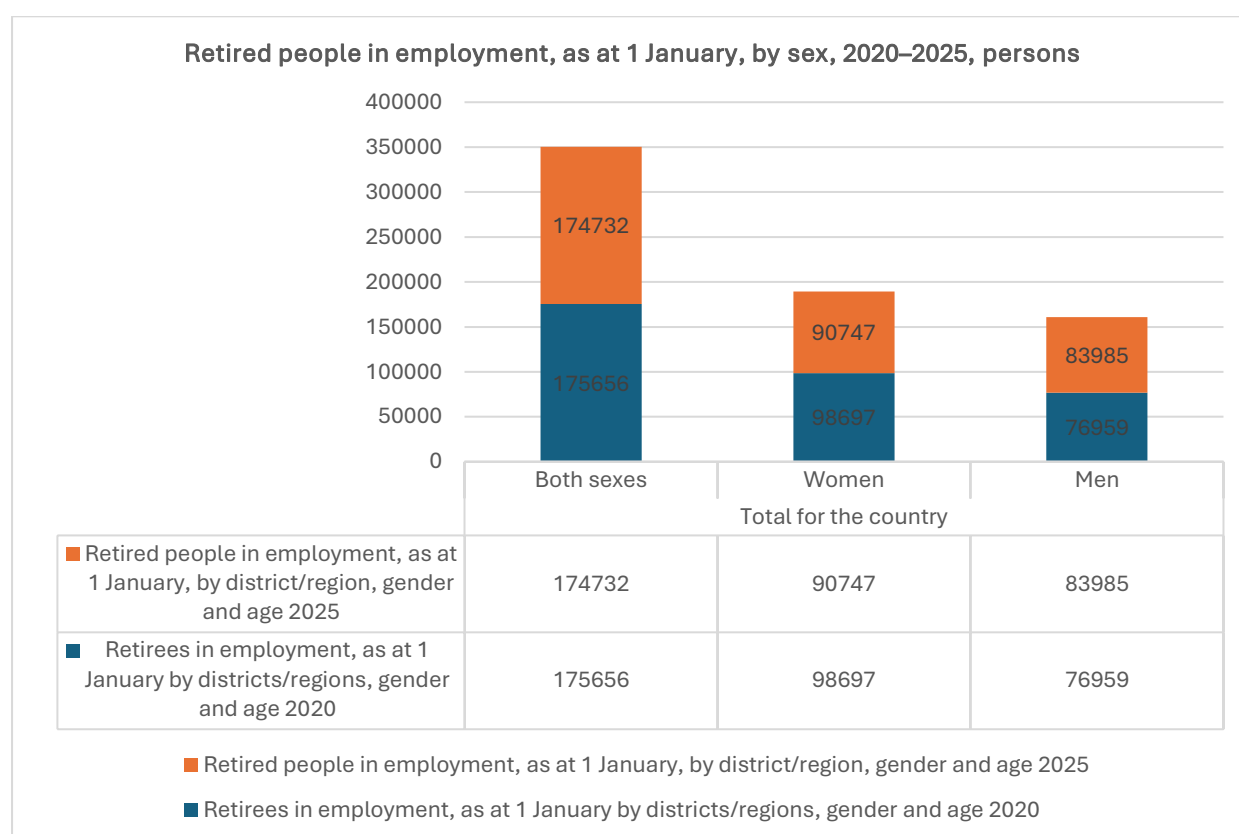
Absolute poverty rate, 2024	
National total	33.6%
Urban	21.6
Rural	42.9
Extreme poverty rate, 2024	
Total for the country	15.4
Urban	8.9%
Rural	20.5%

Figure 7 provides a snapshot (2024), not a direct comparison between 2020 and 2025. However, it is very useful as a ‘snapshot’ of the vulnerability that also severely affects elderly population.

- Absolute poverty (2024): total 33.6%; urban 21.6%; rural 42.9%.
- Extreme poverty (2024): total 15.4%; urban 8.9%; rural 20.5%.

The risk is concentrated in rural areas (almost double compared to urban areas). For elderly persons, this risk typically translates into: poorer access to services, higher relative costs (transport, healthcare), more vulnerable housing and greater dependence on transfers.

Figure 8. Pensioners by participation in economic activity



The total number of employed pensioners remains almost unchanged, but there is a shift in the breakdown by sex: the number of women is decreasing, whilst that of men is increasing.

- Total employed pensioners: 175,656 → 174,732 ($\approx -0.5\%$).
- Women: 98,697 → 90,747 (-8.1%).
- Men: 76,959 → 83,985 ($+9.1\%$).
- In the report (Figure 9), the proportion of employed pensioners increases slightly: 23.4% → 24.2%.

The labour market for elderly persons remains significant, but participation is sensitive to health, type of work, family care responsibilities (more common among women) and incentives/constraints within the system.

Figure 9. Main characteristics of pensioners reaching retirement age, 1 January 2020–2025

	Proportion of pensioners in employment, %		Proportion of pensioners receiving the minimum pension, %		Average number of old-age pensioners per 100 people of working age	
	2020	2025	2020	2025	2020	2025
Total for the country	23.4	24.2	...	22.2	33.6	38.0

Analysis of trends in the situation of elderly persons in the Republic of Moldova (2020–2025), based on Figures 1–9:

Analysis of statistical data for the period 2020–2025 highlights an acceleration of the ageing process in the Republic of Moldova, alongside structural changes in the pension system and in the socio-economic situation of elderly persons.

The number of people aged 60 and over is projected to rise from approximately 574,300 in 2020 to 616,500 in 2025, representing an increase of around 7.3%. At the same time, the proportion of elderly persons in the total population has increased from approximately 22% to 26%, against a backdrop of a decline in the total population. This increase is mainly driven by the growth of older age cohorts, particularly the 70–74 age group, indicating ‘ageing within ageing’. Women continue to make up the majority of the elderly population, particularly at advanced ages.

Similarly, the ageing of the population is further confirmed by the increase in the ageing coefficient, which rose from 21.7 in 2020 to 25.9 in 2025. This increase is observed across both sexes, though it is more pronounced among women. This trend indicates growing pressure on the social protection system and on health and long-term care services.

The total number of pensioners recorded a slight decline, from approximately 696,000 in 2020 to 672,700 in 2025. At the same time, the number of old-age pension beneficiaries increased moderately, while the number of disability pensioners decreased significantly. This trend reflects structural changes in the pension system and demographic shifts, particularly the growing proportion of people reaching standard retirement age.

There has been a substantial increase in the average pension amount. The average old-age pension more than doubled over the period under review, while the average disability pension also recorded a significant increase. This trend reflects indexation and uprating measures applied to social benefits, aimed at offsetting the rising cost of living. Nevertheless, the assessment of pension adequacy must be analysed in conjunction with the dynamics of the subsistence minimum.

According to available data, the subsistence minimum increased significantly for both the total population and pensioners. However, the subsistence minimum for pensioners remains below that of the total population, and the absolute gap between these figures has widened. This situation indicates the persistence of limitations in the capacity of pension income to ensure an adequate standard of living.

A significant increase is observed in the number of pensioners aged 65 and over, from approximately 399,100 in 2020 to around 467,000 in 2025. The increase is more pronounced among women, confirming the trend towards a higher proportion of women in older age groups. This trend implies growing demand for social, health and long-term care services, particularly for elderly persons living alone.

The data presented reveal high levels of poverty, particularly in rural areas, where rates of absolute and extreme poverty are significantly higher than in urban areas. This situation disproportionately affects elderly persons, particularly those with low incomes and with limited access to services.

The number of pensioners engaged in economic activity remained relatively stable during the period under review. However, there has been a decline in the participation of women and an increase in the participation of men. The maintenance of a significant employment rate among pensioners reflects both the need to supplement income and the desire to remain socially and economically active.

Overall, the period 2020–2025 is characterised by an acceleration of the ageing process, an increase in the number of elderly persons and a growing share of this group in the total population. Although the average pension amount has increased significantly, challenges relating to income adequacy, poverty and access to services remain relevant, particularly in rural areas. Furthermore, the growing number of elderly persons, particularly elderly women, places increased pressure on the social protection system, healthcare services and long-term care services.

Summary: situation of elderly persons in the Republic of Moldova (2025)

In 2025, elderly persons in the Republic of Moldova constitute a growing segment of the population, characterised by a high degree of social and economic vulnerability. The main features of the situation are:

- the continued increase in the proportion of the elderly population and the acceleration of the demographic ageing process;
- the predominance of elderly women and the growing number of elderly persons living alone;
- a nominal increase in pensions, alongside persistent pressures related to the cost of living;
- greater vulnerability in rural areas, where poverty levels are higher and access to services is more limited;
- the continued participation of some pensioners in economic activity, as a means of supplementing their income and maintaining social inclusion;
- the growing need for long-term care services, community services and integrated social and medical support interventions.

Overall, the trends analysed indicate the need to strengthen public policies aimed at ensuring an adequate standard of living, developing social and medical services tailored to the needs of elderly persons, and reducing the socio-economic vulnerabilities of this population group.

With regard to pensions and other social benefits funded from the State Social Insurance Budget, the purpose of social insurance is to guarantee a decent standard of living by providing appropriate social insurance benefits (including pensions) in the event of an insured risk.

Within the public system, social insurance benefits constitute replacement income for the total or partial loss of earnings as a result of insured risks (old age, disability, accidents at work, illness, maternity, adoption, etc.).

The amount of the benefit granted is determined by the length of the contribution period and the level of earnings on which social insurance contributions were paid.

A pension is a monetary entitlement of the insured person, corresponding to the obligations related to the payment of state social insurance contributions.

Under the current pension system, the following categories of pensions are granted:

- a) old-age pension,
- b) disability pension,
- c) survivor's pension,
- d) special pension;
- e) early retirement pension for long service.

Currently, the retirement age for men is 63, with a full contribution period of 34 years. For women, from 1 July 2025, the retirement age is 61 years and 6 months, with a full contribution period of 34 years.

In order to preserve the purchasing power of pensions, they are indexed annually on 1 April. The indexation coefficient corresponds to the inflation rate at the end of the preceding year, expressed as the increase in consumer prices in December of that year relative to the same month of the preceding year.

As of 1 January 2026, the National Social Insurance Fund's records show **671,695** pension beneficiaries (of whom 420,002 are women and 251,693 are men), comprising:

- 530,070 old-age pensions beneficiaries (349,497 women and 180,573 men);
- 94,415 disability pensions beneficiaries (51,890 women and 42,525 men);
- 12,489 survivor's pensions beneficiaries (9,473 women and 3,016 men).

As of 1 January 2026, the average pension amount is 4,431.63 lei, broken down as follows:

- old-age pension – 4,435.33 lei;
- disability pension – 2,971.05 lei;
- survivor's pension – 3,881.24 lei.

Insured persons are entitled to *the following social insurance benefits*:

- 1) benefit for temporary incapacity for work caused by ordinary illnesses or non-occupational accidents;
- 2) allowance for prevention of illness (quarantine);
- 3) benefit for the rehabilitation of work capacity;
- 4) maternity allowance;
- 5) child-raising allowance until the child reaches the age of three;
- 6) allowance for the care of a sick child;
- 7) death grant;
- 8) paternity allowance.

Payment of social insurance benefits (items 2 to 8 inclusive) is paid in full from the State Social Insurance Budget.

Payment of the allowance for temporary incapacity for work caused by ordinary illnesses or non-occupational accidents is paid as follows:

- the first five calendar days of temporary incapacity for work are paid from the employer's funds,
- from the sixth calendar day of temporary incapacity for work, payment is made from the State Social Insurance Budget.

Furthermore, as of 1 January 2026, the National Social Insurance Fund's records show 32,907 beneficiaries of the one-off childbirth allowance (32,903 women and 4 men) amounting to 21,350 lei (1053 EUR).

With regard to non-contributory social benefits, the Social Assistance Programme is the principal instrument, functioning as a social safety net for disadvantaged families and providing support for the transition out of poverty.

The Programme was launched in 2008, replacing several categorical benefits (Law No. 133/2008 on Social Assistance⁴⁰ and the Regulation on the method of determining and paying social assistance approved by Government Decision No. 1167/2008⁴¹).

The Social Assistance Programme is targeted at disadvantaged families, with the aim of alleviating hardship and promoting self-sufficiency. The Programme provides for a guaranteed minimum monthly income (GMMI), which is a minimum income level guaranteed by the State to a family (currently 1,749 lei for an adult (86,25 EUR) and 1,819 lei for a child (89,70 EUR), and includes three sets of criteria which the applicants must meet to qualify for benefits. As of 1 April 2026, these amounts will be increased to MDL 1,869 (EUR 92.2) for an adult and MDL 1,944 (EUR 95.9) for a child⁴². In addition to an assessment of the income and employment status of family members, it also includes a Proxy Means Test that assesses the family's well-fare. To qualify for the Programme, families must meet all three sets of criteria.

Statistical results and impact

Beneficiary trends – a steady decline in benefit dependency:

- a) March 2023: 46,946 beneficiaries (April 2023 payment list);
- b) December 2025: 14,086 beneficiaries (National Office of Social Insurance operational data);

Breakdown of beneficiaries fit for work:

- April 2023: 23% unemployed (10,503 people);
- October 2025: 8% unemployed (1,009 people).

Budget execution:

- 2023: 705.2 million lei;
- 2025: 479.6 million lei (of which approx. 421.2 million lei, or 87.8%, was distributed to families with children).

Evolution of the average amount of social assistance:

- in 2019, the average benefit amount was 868 lei at national level, compared with 1,583 lei for families with children;
- in 2025, the average benefit amount was 2,807 lei at national level, and 5,001 lei for families with children.

Beneficiary profile (2025)

- a) 73% – beneficiaries from rural areas;
- b) 51% – families with at least one child;
- c) 33% – families with at least one person aged 62 or over;
- d) 46% – families with at least one person with a disability.

Furthermore, in the context of recent economic and energy challenges, the Republic of Moldova has strengthened support measures targeting the most vulnerable groups, in cooperation with development partners. These interventions were directed primarily at low-income families, elderly persons, persons with disabilities and households affected by the energy crisis, by providing additional financial transfers complementing the measures offered by the national social protection system. Through these programmes, over 160,000 additional financial transfers were granted, including one-off financial support to approximately 17,000 vulnerable families, emergency financial assistance to around 56,000 disadvantaged households with children or persons with disabilities, as well as targeted financial support for

⁴⁰ https://www.legis.md/cautare/getResults?doc_id=141963&lang=ro#

⁴¹ https://www.legis.md/cautare/getResults?doc_id=147733&lang=ro#

⁴² HG102/2026

low-income pensioners and families caring for children with severe disabilities. These interventions contributed to strengthening the resilience of the social protection system and to mitigating the impact of economic and energy shocks on the most vulnerable families and children.

At the same time, the Government has introduced comprehensive energy cost compensation programmes to address the effects of the regional energy crisis. The programme known as ‘Ajutor la contor’^{43 44} (Meter Assistance) provides targeted support to households in a situation of energy vulnerability. During the 2025–2026 cold season, over half of the country’s population benefited from this programme, which has a total budget of 2.34 billion lei. These measures were essential for protecting vulnerable households from the sharp rise in energy prices. Overall, 4 in 5 households that submitted applications were declared eligible and received support throughout the cold season. In terms of numbers, this represents more than half of the country’s population. For the 2025–2026 cold season, the budget allocated for compensation is 2.34 billion lei, funded entirely from the State Budget, representing an increase of 830 million lei compared with the State’s contribution in the previous season. The data indicate that a proportion of the households that were found ineligible had incomes significantly above the average of beneficiary households. For example:

- 149,816 households did not meet the income and household composition criteria; their average income is approximately 20,000 lei per month, compared to 7,800 lei for beneficiary households;
- 19,858 households recorded income from bank interest of over 4,000 lei in the preceding year;
- 9,979 households had a historically very high energy consumption, equivalent to more than 350 m³ of natural gas;
- 515 households declared annual dividends exceeding 300,000 lei;
- 394 households own properties with a cumulative value exceeding 2.5 million lei.

These data confirm that the programme is targeted at vulnerable households, thereby avoiding the inefficient use of public funds.

SOCIAL SERVICES

Home – Based Social Care Service

The Home-based Social Care Service operates in accordance with *Government Decision No. 1034/2014 on the approval of the Framework Regulation for the Home-based Social Care Service and the Minimum Quality Standards*.⁴⁵

The purpose of the Service is to provide high-quality home-based social care services to elderly persons and people with disabilities, in accordance with eligibility criteria, and to contribute to improving the quality of life of service beneficiaries.

The objectives of the Service are:

- ensuring the provision of high-quality home-based care services to facilitate the social integration of beneficiaries, in accordance with their special needs and individual development characteristics, as well as to encourage their own efforts;
- preventing institutionalisation by maintaining persons within their family and community environment;

⁴³ [Government Decision No. 816/2024](#) approving the Regulation on the granting of energy compensation in the form of monetary payments

⁴⁴ [Government Decision No. 817/2024](#) approving the calculation formulas for energy compensation in the form of monetary payments, establishing the rules for energy costs during the cold season and the minimum household expenditure level for domestic consumers for the period November 2025 – March 2026

⁴⁵ https://www.legis.md/cautare/getResults?doc_id=152520&lang=ro#

- encouraging beneficiaries to lead as independent a life, to the greatest extent possible, within their families and communities;
- raising public awareness of the issues faced by elderly persons and persons with disabilities;
- mobilising the community to address needs with the involvement of volunteers.

The Service provides counselling and support for the purchase, using the beneficiary's own resources, of food, household goods and medicines; for meal preparation and the delivery of hot lunches (where applicable); for the payment, using the beneficiaries' own resources, of certain utility services; for home and household maintenance; for the delivery and collection of household items and clothes to and from the laundry, dry cleaning and repair services; for personal hygiene; for organising the adaptation of the home to the person's needs; for engaging the beneficiary in social and cultural activities; for maintaining correspondence with relatives and friends; for organising the purchase and delivery, using the beneficiary's own resources, of fuel to the home, where applicable, for heating stoves.

According to information provided by territorial social assistance structures, as of 13 February 2026, approximately 1,471.75 social workers were active.

Furthermore, 15,172 beneficiaries received services provided by the Home-Based Social Care Service, of whom 14,866 received services free of charge and 306 received services on a fee-paying basis.

Evolution of the number of beneficiaries as of 13 February 2026:

No.	Beneficiaries			
1	Free of charge	Percentage	On a fee-paying basis	Percentages
	14,866	97.98%	306	2.02%
2	Urban	Percentages	Rural	Percentages
	3061	20.18%	12,080	79.62%
3	Pensioners	With disabilities	Pensioners with disabilities	Rehabilitation needs
	10,726	2,255	1,696	495
4	Without children	With children living separately	With children unable to work	With retired children
	9,376	3,604	1,141	1,051

Food Support Social Service

Prior to 2025, social welfare canteens were established exclusively by local public administration authorities, and their organisation and operation were carried out in accordance with the Model Regulations on the Functioning of Social Welfare Canteens, approved by Government Decision No. 1246/2003.

However, from December 2025, Government Decision No. 794/2025⁴⁶ approved a new regulatory framework governing the organisation and functioning of the Food Support Social Service, together with Minimum Quality Standards.

The purpose was to establish a modern, coherent framework aligned with European Union standards, guaranteeing the efficient, equitable and sustainable provision of social

⁴⁶ https://www.legis.md/cautare/getResults?doc_id=152279&lang=ro

services to beneficiaries, with a view to ensuring the proper organisation of the social assistance system and facilitating access to quality social services in accordance with identified needs.

In this context, the new regulatory framework governs several types/functional models of the Service, offering the possibility for the adjustment of delivery mechanisms according to the needs identified in the community, as well as ensuring the flexibility of services, as follows:

Classification	Type of Service	Delivery method
Residential social food support services	<i>Social canteen</i>	A service facility, equipped and fitted out in accordance with the applicable regulatory framework for the preparation and serving of meals within a space specifically designated for this purpose.
	<i>Social food counter</i>	A form of the Service involving the preparation or procurement of hot meals and their distribution at a community premises.
Mobile social food support services	<i>Mobile canteen</i>	A form of the Service involving the delivery of a hot meal to a location specified by the provider.
	<i>Social catering</i>	A form of the Service involving the preparation or procurement of hot meals and their delivery to the beneficiaries' home or current residence.
	<i>Social food parcel</i>	A form of the Service involving the provision of a package consisting of non-perishable food items.
Non-food social support services	<i>Food voucher</i>	The food voucher is a form of the Service, a payment instrument used exclusively for the purchase of food products (excluding alcoholic products) and/or hot meals.

Thus, in 2025, the provision of such services was carried out by services established by first-level local public administration authorities; to this end, 3,352,000 lei were allocated and disbursed through the Population Social Support Fund. In 2026, the revenue of the aforementioned Fund is projected at 4,256,000 lei.

Rehabilitation/Recovery Vouchers Recording and Distribution Service

In accordance with the provisions of Government Decision No. 372/2010 on the approval of the Regulation on the procedure for recording and distributing rehabilitation/recovery vouchers granted to pensioners and beneficiaries of state social allowances⁴⁷, the procedure for recording and distributing rehabilitation/recovery vouchers is determined on the basis of the category of applicants, namely, elderly persons and persons with disabilities who have reached the age of 18, and beneficiaries of state social allowances.

The rehabilitation/recovery of pensioners, adults with disabilities and recipients of state social allowances, within the scope of these Regulations, is carried out at the 'Victoria' Rehabilitation Centre for Persons with Disabilities and Pensioners of the Republic of Moldova, located in Serghievka, Ukraine (currently, activities are suspended due to the armed conflict, which is placing an excessive burden on the centres that remain operational), and the 'Speranța' Rehabilitation Centre for the Elderly and Persons with Disabilities (adults) "Speranța", located in Vadul lui Vodă, which are public institutions founded by the Ministry of Labour and Social Protection.

⁴⁷https://www.legis.md/cautare/getResults?doc_id=152519&lang=ro#

The categories of persons referred to above are entitled to a rehabilitation/recovery voucher once every three years, in accordance with the order of registration and upon submission of the required documentation, and the costs of providing recovery/rehabilitation are incurred within the limits of the allocations provided for in the State Budget for the respective year.

Thus, free-of-charge vouchers are issued to persons with severe or pronounced disabilities, and to elderly persons receiving an old-age pension or state social allowance and who are not in employment.

During 2025, a total of 4,037 balneo-sanatorial treatment vouchers were distributed by territorial social assistance structures (TSAS).

The average monthly expenditure per balneo-sanatorial treatment voucher for 2025 was 11,224.5 lei.

The distribution of treatment vouchers at national level for 2025 is as follows:

- TSAS North-North-West – 219 vouchers;
- TSAS North – 223 vouchers;
- TSAS North-East – 332 vouchers;
- TSAS North-West – 145 vouchers;
- TSAS South-West – 304 vouchers;
- TSAS South-East – 278 vouchers;
- TSAS South – 208 vouchers;
- TSAS Centre – 363 vouchers;
- TSAS Centre-East – 411 vouchers;
- TSAS Centre-West – 267 vouchers;
- Chişinău Municipality – 1,131 vouchers;
- Autonomous Territorial Unit of Gagauzia – 156 vouchers.

For 2026, 4,082 balneo-sanatorial treatment vouchers are expected to be allocated.

Residential Placement Services for Elderly Persons and Persons with Physical Disabilities (adults).

Residential Placement Services for Elderly Persons and Persons with Physical Disabilities (adults) fall within the category of highly specialised services and constitute a set of socio-medical measures aimed at overcoming difficult situations, maintaining health and, where appropriate, social integration for elderly persons and persons with disabilities who are in situation of risk arising from their living environment, the lack of family support, or the presence of chronic conditions that prevent them from looking after themselves, as well as other associated risks.

According to operational data, at the end of 2024, the capacity of institutions under the management of the Ministry of Labour and Social Protection and the Agency for the Management of Highly Specialised Services stood at 5,350 places.

These centres are residential placement institutions that provide services to beneficiaries in accordance with their specific needs and individual characteristics. The range of services offered by these institutions covers the provision of basic needs (food, clothing, footwear, medical care), as well as occupational therapy, cultural activities, physiotherapy, etc.

These institutions are funded from the State Budget, special funds comprising contributions from sponsors, non-governmental and religious organisations, natural and legal persons, and a share of the income of those placed in this type of service. The beneficiaries' contribution is a mandatory requirement regulated by law:

- ✓ beneficiaries of social insurance pensions – 75% of the established pension;
- ✓ beneficiaries who have not contributed to the social insurance fund – residential care is provided free of charge.

Social Laundry Social Service

In 2025, Government Decision No. 833/2025⁴⁸, approved a new social laundry service together with minimum quality standards.

In this context, the aforementioned regulatory act stipulates that the Service provides the following main activities:

- a) washing of clothing and/or bed linen;
- b) drying of clothing and/or bed linen;
- c) ironing of clothing and/or bed linen, within the limits of available capacity;
- d) sanitising the premises and equipment used.

The costs associated with the organisation and operation of the Service are covered by the funds of service providers, as well as from other sources, in accordance with the law.

According to information provided by partners, 16 social laundries were established in 2025 as part of the EU-funded project ‘Promoting CSOs as partners in the development of resilient social services’.

Priority in accessing the Service is given to individuals and/or families in situations of social vulnerability, including elderly persons without family support or persons with disabilities.

⁴⁸ https://www.legis.md/cautare/getResults?doc_id=152381&lang=ro

Article 25 – The right of workers to the protection of their claims in the event of insolvency of their employer.

With a view to ensuring the effective protection of the right of workers to the protection of their claims in the event of insolvency of their employer, the Parties undertake to provide workers' claims arising from contracts of employment or employment relationships be guaranteed by a guarantee institution or by any other effective form of protection.;

Article 25 of the revised European Social Charter requires States to ensure the effective protection of workers' claims arising from employment contracts or employment relationships, in the event of the employer's insolvency, through the establishment of a guarantee mechanism – whether through a specialised institution (such as a guarantee fund), or through other equivalent forms of protection ensuring the effective recovery of wage entitlement within a reasonable period of time.

The purpose of this provision is to prevent the loss of wage income, reduce workers' social vulnerability and ensure a minimum level of economic security in situations of major occupational risk.

The protection of wage claims in the Republic of Moldova is governed, primarily, by:

- a) *Insolvency Law No. 149/2012, which establishes the legal framework for insolvency proceedings and the order of satisfaction of claims;*
- b) *The Labour Code of the Republic of Moldova No. 154/2003, which regulates workers' wage rights and employers' obligations;*
- c) *Legislative initiatives currently being drafted regarding the establishment of a mechanism to guarantee wage claims.*

National legislation grants wage claims preferential legal status within insolvency proceedings. Pursuant to Article 43(2)(2) of Insolvency Law No. 149/2012, wage claims against employees and remuneration owed for work performed in the course of employment, as well as claims relating to mandatory state social insurance contributions, take precedence over most of the debtor's other obligations. This priority reflects the social nature of wage entitlements and the need to protect workers' incomes.

The Labour Code establishes the employer's obligation to pay wages in full and on time (see Article 142 of the Labour Code), the obligation to make payments within the prescribed period in the event of termination of the individual employment contract (Article 143 of the Code), as well as the right of employees to recover all wage claims, including compensation, allowances and other payments related to the employment relationship (Article 330 of the Code). In the event of cessation of the employer's activity or the opening of insolvency proceedings, wage claims may be asserted within the collective creditor satisfaction procedure.

In practice, the protection of wage claims depends on the availability of the debtor's assets and the efficiency of the insolvency proceedings. Although employees' claims hold legal priority, their effective recovery may be affected by:

- a) the insufficiency of debtor's assets;
- b) the protracted duration of insolvency proceedings;
- c) procedural costs;
- d) the complexity of judicial proceedings.

In the absence of an independent guarantee mechanism, the drafting of the law transposing Directive 2008/94/EC on the protection of employees in the event of the insolvency of their employer constitutes a responsibility assumed by the Ministry of Labour and Social Protection and is included as an action under the National Programme for the Accession of the

Republic of Moldova to the European Union (NPAA) for 2025–2029, with the implementation deadline set for 2026.

During the period 2025–2026, three working sessions were organised with the participation of experts from the SOCIEUX+ mission. As a result, a feasibility study is to be prepared, followed by the drafting of the law for the transposition of Directive 2008/94/EC.

The implementation of this legal framework will contribute to strengthening the mechanisms for the social protection of employees in situations where the employer becomes insolvent.

Formally, the national legal framework provides legal protection for wage claims by recognising their privileged nature and by establishing recovery procedures. However, the standard laid down in Article 25 of the Charter requires not only legal recognition, but also the actual effectiveness and prompt recovery of such claims. In the absence of an operational guarantee mechanism, the protection afforded to workers remains partial and dependent on the financial situation of the employer.

Article 27(1) – The right of workers with family responsibilities to equal opportunities and equal treatment.

The Republic of Moldova promotes policies aimed at creating a family-friendly environment enabling the reconciliation of work and family life.

An important element of these policies is the promotion of the equitable sharing of care responsibilities between mothers and fathers, as a fundamental measure for ensuring a work-life balance.

As a result, several policy documents have been developed.

With a view to ensuring the reconciliation of work and family life, the adoption of Law No. 46 of 10 March 2022⁴⁹ granted employers the right to establish alternative childcare services for employees with children up to the age of 3 years old.

At the same time, Law No. 367/2022 on alternative childcare services establishes⁵⁰ the regulatory framework for the creation, organisation and operation of alternative childcare services for children up to the age of 3 years, as well as certain specific features of the legal regime governing the initiation and provision of the following services:

- childcare services organised by the employer at the workplace;
- individualised childcare services;
- family-type childcare services.

To ensure the implementation of the legal framework on the creation of alternative care services for children aged 0 to 3 years, the Ministry of Labour and Social Protection developed the Framework Regulation on the organisation and functioning of alternative childcare services (Government Decision No. 572/2023)⁵¹.

Furthermore, through the adoption of Law No. 195/2022⁵², amendments were introduced to the legislative framework concerning the promotion of flexible working arrangements for families with children, as well as new options for child-raising allowance and the duration of parental leave.

In order to encourage parents to return to work, three options are available for the monthly child-raising allowance:

- 1 year – 90% of the salary for the last 12 months;
- 2 years: the first year – 60% of salary and the second year – 30%;
- 3 years: the first year – 30%, the second year – 30% and the third year – 30%.

If parents decide to work during maternity or parental leave, they are entitled to receive both their salary and the maternity and childcare allowance at the same time.

The period during which fathers can claim 15 days' paternity leave has been extended from 56 days to 12 months after the child's birth, with effect from 1 September 2022, and may be divided into three periods of at least 5 days. The amount of the paternity benefit corresponds to 100% of the average monthly income earned in the last three months prior to the month of the child's birth.

From 1 January 2022, the period during which one of the parents cares for a child with a severe disability is recognised as a period of employment, and the average monthly salary is used to calculate the pension entitlement.

Furthermore, parents may also benefit from flexible working arrangements in accordance with the amended Labour Code of the Republic of Moldova. Such arrangements may be negotiated with the employer both at the time of recruitment and in the course of employment and are subsequently incorporated in the individual employment contract or in a

⁴⁹ https://www.legis.md/cautare/getResults?doc_id=130448&lang=ro

⁵⁰ https://www.legis.md/cautare/getResults?doc_id=147481&lang=ro#

⁵¹ https://www.legis.md/cautare/getResults?doc_id=139046&lang=ro

⁵² https://www.legis.md/cautare/getResults?doc_id=132553&lang=ro

supplementary agreement thereto. Employees working under a flexible working schedule enjoy the same rights regarding the calculation of length of service, the duration of annual leave and other related entitlements.

With a view to increasing women's participation in the labour market and supporting families in reconciling family and professional life, the Ministry of Labour and Social Protection launched the National Programme on childcare services for children up to the age of 3 years, comprising 20 measures. To this end, an initial allocation of 10 million lei was made available to 20 local public authorities for the expansion of 15 new nursery groups, providing approximately 300 new places, and in 2024 the amount was doubled to 20 million lei. From 2023 to date, 741 new nursery places have been created in public kindergartens.

Building on these efforts, in 2025 the Ministry launched a new public call for funding under the National Programme 'Public Nursery Services – Employed Parents, Children in Nurseries' (3rd edition), addressed to local public authorities. The call aims at creating new places in nursery groups and develop childcare services for children aged 0 to 3 years.

In addition to the expansion of public nurseries, alternative care services have also been developed. Between 2024 and 2026, 24 family-type nurseries and one employer-run nursery were launched.

Article 27(3) – The right of workers with family responsibilities to equal opportunities and equal treatment.

To ensure that family responsibilities shall not, as such, constitute a valid reason for termination of employment;

With a view to ensuring the effective exercise of the right to equality of opportunities and treatment for men and women workers with family responsibilities and between such workers and other workers, the Parties undertake to take appropriate measures:

- a) to enable workers with family responsibilities to enter and remain in employment, as well as to reenter employment after an absence due to those responsibilities, including measures in the field of vocational guidance and training;*
- b) to take account of their needs in terms of employment conditions and social security;*
- c) to develop or promote services, public or private, in particular child daycare services and other childcare arrangements.*

The legislation of the Republic of Moldova ensures the protection of employment for persons with family responsibilities through strict mechanisms.

Thus, in accordance with the provisions of Article 86(2) of the Labour Code, an employee may not be dismissed whilst on maternity leave, paternity leave, or partial paid parental leave for the care of a child up to the age of 3 years, on additional unpaid leave for the care for a child aged between 3 and 4 years, on leave for the care for a sick family member, or on leave for the care for a child with disabilities, except in cases of liquidation of the undertaking.

The prohibition on the dismissal of persons with family responsibilities is also regulated by Article 251 of the Labour Code. Pursuant to the aforementioned provision, it is prohibited to dismiss pregnant women, women with children aged up to 4 years, and persons taking the childcare leave provided for in Article 124 “Maternity leave and partial paid leave for childcare”, 126 “Additional unpaid leave for the care of a child aged between 3 and 4 years” and 127 “Leave for employees who have adopted children or have taken them in foster care under the guardianship/curatorship service”, with the exception of the cases provided for in Article 86(1)(b), (g) – (k).

An employee is not entitled to the guarantee provided for in Article 251 in the cases governed by Article 86(1)(b), (g) to (k):

- b) the liquidation of the undertaking or the cessation of activity by the employer as a natural person;
- g) repeated breach, within the course of one year, of work obligations, where the employee has previously been subject to a disciplinary sanction;
- h) unjustified absence from the workplace for at least 4 consecutive hours (excluding the lunch break) during the working day – in the case of employees with a daily working time of at least 8 hours per day, or for at least half of the daily working time – in the case of employees with a daily working time of less than or more than 8 hours per day;
- i) reporting for work in a state of alcohol intoxication, or under the influence of narcotic or toxic substances, as determined in accordance with Article 76(k);
- j) committing an offence or crime against the employer’s property, established by a court ruling or by a decision of the authority competent to apply contravention sanctions;
- k) commission by an employee who directly manages funds or material assets, or who has access to the employer’s information systems (systems for the collection and management of information) or to those administered by the employer, of culpable acts, where such acts may serve as grounds for the employer’s loss of trust in the employee concerned.

With a view to ensuring the effective exercise of the right provided for in Article 27(1)(b) of the European Social Charter, the Ministry of Labour and Social Protection has adopted and promoted a set of legislative and public policy measures that take into account the needs of workers with family responsibilities, both in terms of employment conditions and in the field of social security.

The Programme for the Promotion and Ensuring of Gender Equality in the Republic of Moldova for 2023–2027 includes a specific action – ‘Amendment of the regulatory framework through the introduction of additional guarantees concerning flexible working arrangements for persons elected to public office’ (Action 5.1.4.). The intervention aims to strengthen mechanisms that facilitate the reconciliation of work and family responsibilities.

The Republic of Moldova celebrates International Family Day annually, with the aim of highlighting the importance of families within society and promoting the fundamental values of the family. In 2025, Family Day was themed “Family Policies for Sustainable Development”, oriented towards raising awareness of the importance of the family and its values in the process of implementing the Sustainable Development Goals. In total, approximately 54,018 persons participated in and were informed during the events dedicated to International Family Day, of whom 14,993 were women, 10,164 were men and 8,322 were children. At the same time, 20,539 persons were registered for the events, but no data on age or sex was collected.

More than that, a draft law has been prepared to amend certain legislative acts concerning the application of the principle of equal treatment between men and women engaged in self-employment, in the context of the transposition of Directive 2010/41/EU of the European Parliament and of the Council of 7 July 2010. The legislative measure aims to ensure non-discrimination on grounds of sex in access to social security benefits for self-employed persons, by granting them the possibility, upon request, to benefit from all benefits provided for under national legislation, as well as by guaranteeing their spouses’ access to maternity allowance.

Furthermore, on 27 March, the Parliament adopted in the first reading the draft law amending Law No 1134/1997 on Joint-Stock Companies, with a view to strengthening gender balance in the governing bodies of companies listed on a regulated market, in the context of the transposition of Directive 2022/2381 of the European Parliament and of the Council of 23 November 2022. The draft aims to harmonise national legislation with that of the European Union, to ensure a balanced representation of the under-represented sex in the governing bodies of companies traded on a regulated market (the Stock Exchange).

At the same time, a draft law has been developed amending certain normative acts concerning the gradual application of the principle of equal treatment between men and women in the field of social security, in the context of the transposition of Council Directive 79/7/EEC of 19 December 1978. The draft seeks to eliminate all forms of discrimination on grounds of sex and marital status in the field of social security, guaranteeing equal access to maternity benefits.

These two draft proposals are currently under consultation with the European Commission.

Article 30 – The right to protection against poverty and social exclusion.

With a view to ensuring the effective exercise of the right to protection against poverty and social exclusion, the Parties undertake:

- a) to take measures, within the framework of an overall and co-ordinated approach, to promote effective access of persons who live or risk living in a situation of social exclusion or poverty, as well as their families, to, in particular, employment, housing, training, education, culture, social and medical assistance;*
- b) to review these measures with a view to their adaptation if necessary.*

In addressing the issue of poverty and the means of breaking the vicious cycle of poverty, it is essential to consider the labour market dimension, namely employment and unemployment. The following summarises information provided by the National Bureau of Statistics⁵³.

The National Bureau of Statistics reports that, according to the results of the statistical survey ‘Labour Force Survey (LFS)’, in the third quarter of 2025 compared to the second quarter of 2025:

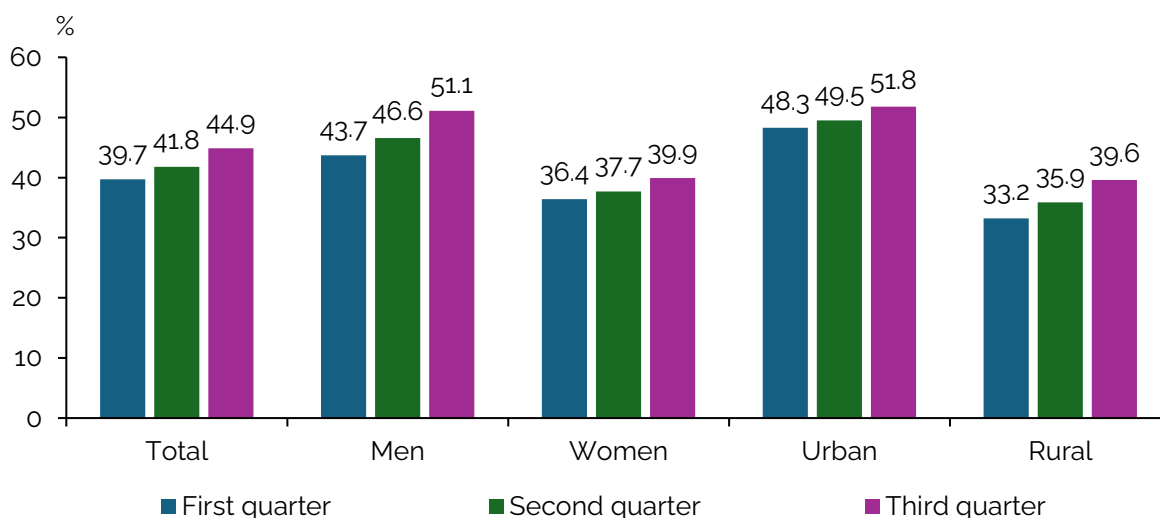
- the labour force (*the economically active population aged 15 and over*) stood at 887,100 persons, representing an increase of 7.6%;
- the employed population aged 15 and over stood at 856,000 persons, representing an increase of 8.1%;
- the national unemployment rate stood at 3.5%, down by 0.5 percentage points (4.0% in the second quarter of 2025).

Labour force

In the quarter under review, within the labour force, the share of men (51.1%) was higher than that of women (48.9%), and the share of economically active persons in urban areas was higher than that in rural areas (50.3% and 49.7% respectively).

The labour force participation rate for the population aged 15 and over (*the proportion of the labour force aged 15 and over in the total population of the same age group*) stood at 44.9%, an increase of 3.1 percentage points compared with the level recorded in the preceding quarter (41.8% in the second quarter of 2025) (*Figure 10*).

Figure 10. Evolution of the labour force participation rate by sex, area of residence and quarter, 2025



⁵³ www.statistica.gov.md. The data excludes the territory on the left bank of the Dniester River and the municipality of Bender.

	First quarter	Second quarter	Quarter III
Total	39.7	41.8	44.9
Men	43.7	46.6	51.1
Women	36.4	37.7	39.9
Urban	48.3	49.5	51.8
Rural	33.2	35.9	39.6

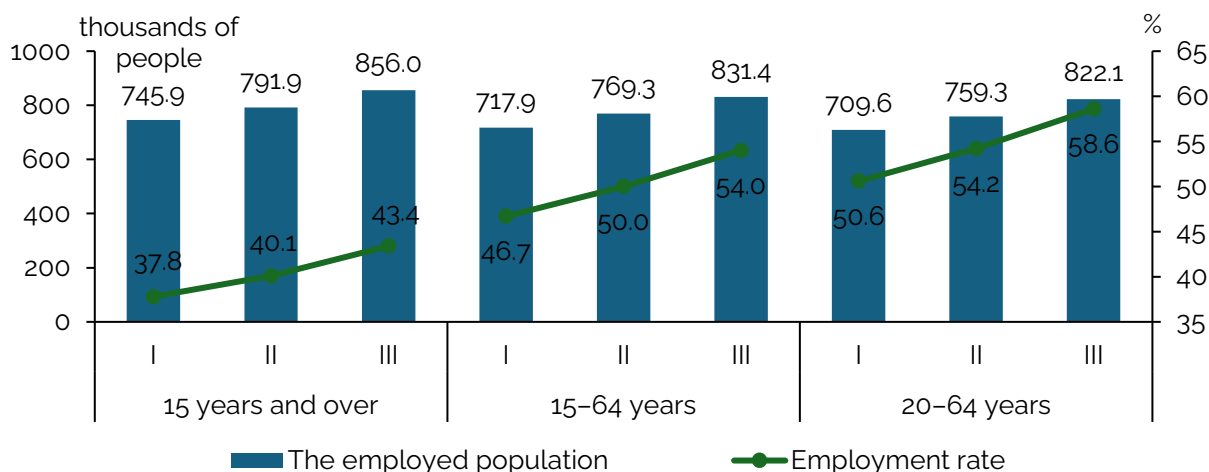
The employed population aged 15 and over stood at 856,000 persons, an increase of 8.1% compared with the second quarter of 2025. The share of men in the employed population is higher than that of women (50.8% men and 49.2% women). At the same time, by place of residence, the share of employed persons is equal: 50.0% each.

The average age of the employed population was 44 years.

The employment rate for the population aged 15 and over (*the proportion of employed persons aged 15 and over relative to the total population in the same age group*) was 43.4%, an increase of 3.3 percentage points compared with the level recorded in the previous quarter (40.1% in the second quarter of 2025). The employment rate for men aged 15 and over (49.1%) was higher than that for women (38.7%), and in urban areas (49.7%) it was higher than in rural areas (38.4%).

The employment rate for the population aged 20–64 (*the proportion of employed persons aged 20–64 relative to the total population in the same age group*) was 58.6%, marking an increase of 4.4 percentage points compared with the previous quarter (54.2% in the second quarter of 2025) (*Figure 11*).

Figure 11. Evolution of the employed population by age group and quarter, 2025



	Quarter	Quarter	Employment rate
15 years and over	I	745.9	37.8
	II	791.9	40.1
	III	856.0	43.4
15–64 years	I	717.9	46.7
	II	769.3	50.0
	III	831.4	54.0

20–64 years	I	709.6	50.6
	II	759.3	54.2
	III	822.1	58.6

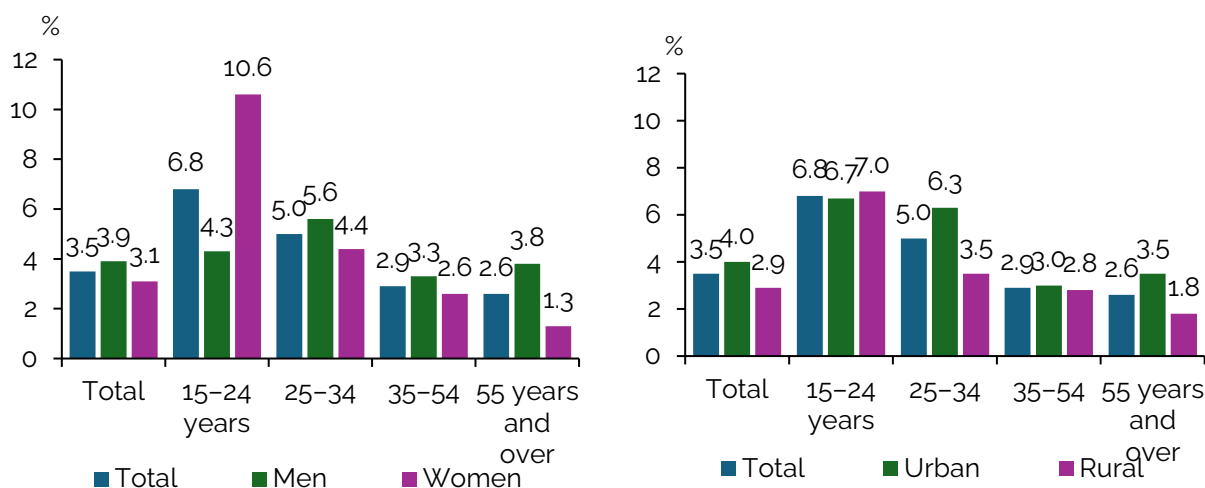
The number of unemployed persons, estimated in accordance with the ILO definition, stood at 31,000 persons, 1,800 fewer than in the second quarter of 2025 (32,800 persons).

Unemployment affected men to a greater extent, who accounted for 56.9% of the total number of unemployed, as well as persons living in urban areas – 58.2%.

The unemployment rate (*the proportion of ILO unemployed in the labour force*) at national level stood at 3.5%, down by 0.5 percentage points compared to the previous quarter (*SDG indicator 8.5.2*). The unemployment rate for men was 3.9%, for women – 3.1%, in urban areas – 4.0% and in rural areas – 2.9%.

The unemployment rate among the population aged 20–64 (*the proportion of ILO unemployed aged 20–64 in the labour force aged 20–64*) stood at 3.5%, lower than in the second quarter of 2025 (4.0%). By age, the highest unemployment rate is recorded among young persons aged 15–24 (6.8%) (*Figure 12*).

Figure 12. Unemployment rate by age group, sex and area of residence, third quarter of 2025



	Total	Men	Women	Total	Urban	Rural
Total	3.5	3.9	3.1	3.5	4.0	2.9
15–24 years	6.8	4.3	10.6	6.8	6.7	7.0
25–34 years	5.0	5.6	4.4	5.0	6.3	3.5
35–54 years	2.9	3.3	2.6	2.9	3.0	2.8
55 years and over	2.6	3.8	1.3	2.6	3.5	1.8

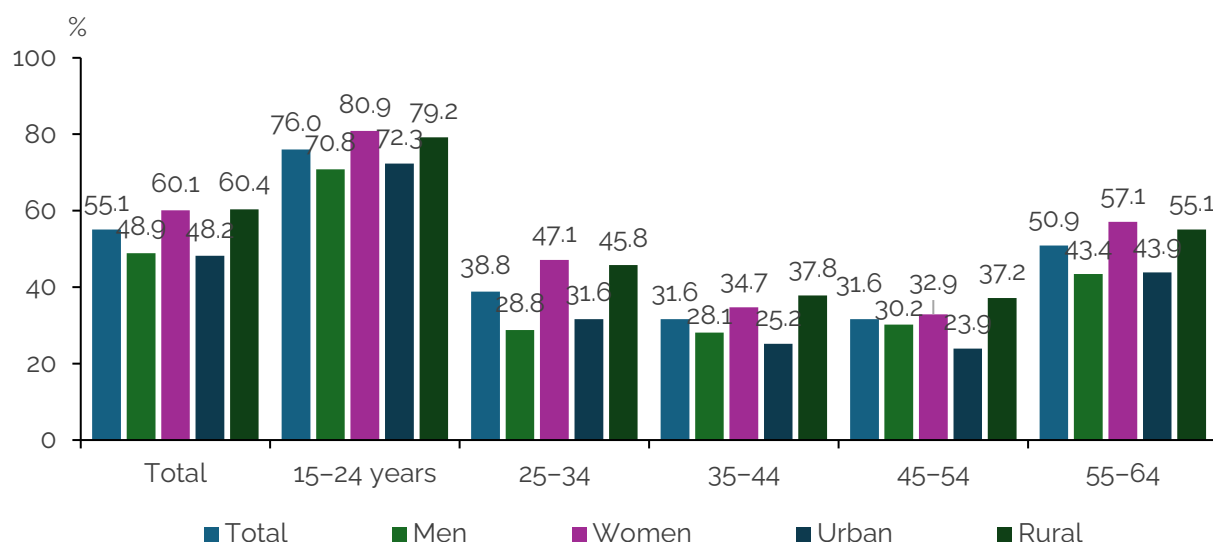
Population outside labour force aged 15 and over stood at 1,086,900, down by 5.4% compared with the second quarter of 2025. Within the inactive population, the share of women (60.1%) was higher than that of men (39.9%), and the share of inactive people in rural areas was higher than that in urban areas (61.8% and 38.2% respectively).

The inactivity rate for the population aged 15 and over (*the proportion of the population aged 15 and over who are not in the labour force out of the total population in the same age group*) stood at 55.1%, including 48.9% for men and 60.1% for women, 48.2% in urban areas and 60.4% in rural areas (*Figure 4*).

The inactivity rate for the population aged 20–64 (*the proportion of the population aged 20–64 not in the labour force within the total population of the same age group*) stood at 39.2%, a decrease compared with the level recorded in the previous quarter (43.6% in the second quarter of 2025).

An analysis of inactivity rates by age group highlights the largest disparities by sex and residence among persons aged 25–34 (18.3 percentage points higher for women than for men and, respectively, 14.2 percentage points higher for inactive persons in rural areas compared to urban areas) (*Figure 13*).

Figure 13. Inactivity rate by age group, sex and area of residence, quarter 3 2025



	Total	Men	Women	Urban	Rural
Total	55.1	48.9	60.1	48.2	60.4
15–24 years	76.0	70.8	80.9	72.3	79.2
25–34 years	38.8	28.8	47.1	31.6	45.8
35–44 years	31.6	28.1	34.7	25.2	37.8
45–54 years	31.6	30.2	32.9	23.9	37.2
55–64 years	50.9	43.4	57.1	43.9	55.1

The Social Assistance Programme is the principal instrument, functioning as a social safety net for disadvantaged families and providing support for the transition out of poverty. The Programme was launched in 2008, replacing several categorical benefits (Law No. 133/2008 on Social Assistance and the Regulation on the method of determining and paying social assistance, approved by Government Decision No. 1167/2008).

The S Assistance Programme is targeted at disadvantaged families, with the aim of alleviating hardship and promoting self-sufficiency. The Programme provides for a guaranteed minimum monthly income (GMMI), which is a minimum income level guaranteed by the State to a family (currently 1,749 lei (EUR 87) for an adult and 1,819 lei (EUR 90.4) for a child), and includes three sets of criteria which applicants must meet in order to qualify for benefits. In addition to an assessment of the income and employment status of family members, it also includes a Proxy Means Test that evaluates the family’s welfare. To qualify for the Programme, families must meet all three sets of criteria.

Statistical results and impact

Evolution of beneficiaries – a steady decline in benefit dependency:

- March 2023: 46,946 beneficiaries (April 2023 payment list);
- December 2025: 14,086 beneficiaries (National Office of Social Insurance operational data);

Breakdown of beneficiaries fit for work:

- April 2023: 23% unemployed (10,503 persons);
- October 2025: 8% unemployed (1,009 persons).

Budget execution:

- 2023: 705.2 million lei (EUR 35.5 million);
- 2025: 479.6 million lei (EUR 24 million) (of which approx. 421.2 million lei (EUR 20.9 million)) or 87.8% was distributed to families with children).

Evolution of the average amount of social assistance:

- in 2019, the average benefit amount was 868 lei (EUR 43) nationally, compared with 1,583 lei (EUR 79) for families with children;
- In December 2025, the average benefit amount stood at 2,807 lei (EUR 140) nationwide, and for families with children – 5,001 lei (EUR 249).

Beneficiary profile (2025):

- a) 73% – beneficiaries from rural areas;
- b) 51% – families with at least one child;
- c) 33% – families with at least one person aged 62 or over;
- d) 46% – families with at least one person with a disability.

It should be likewise reiterated that the principle of equal opportunities and non-discrimination is expressly provided for in Article 4 of both Law No. 370/2023 on the Rights of the Child and Law No. 140/2013 on the Special Protection of Children at Risk and Children Separated from Their Parents, and is implemented in practice in the daily work of specialists with expertise in the field of child protection.

This principle is further supported by Article 2 of both laws, which regulates the scope of application, establishing that children are entitled to protection without any discrimination, irrespective of race, colour, sex, language, religion, political or other opinions, irrespective of nationality, ethnic origin or social background, status acquired by birth, financial circumstances, the degree and type of disability, of the specific aspects of their upbringing and education, of that of their parents or their legal representatives/legal guardians, irrespective of their place of residence (family, educational institution, social service, medical institution, community, etc.) or of any other criterion.

It is further noted that Law No. 370/2023 on the Rights of the Child establishes in Article 21 the child's right to a decent standard of living, with paragraph (1) providing that "the child has the right to a standard of living that allows for their physical, mental, spiritual, moral and social development."

Paragraph (3) of the same article provides that "the State shall provide, within the limits of available financial resources, financial support to the legal representatives/legal guardians of children for their upbringing and education, and shall likewise guarantee the establishment and payment of benefits in the appropriate amount, so as to ensure the well-being of every child."

Over the last few years, benefits provided to children and families with children have been steadily increased. In this regard, the following significant developments are noted:

- The one-off childbirth allowance has increased by 130% between 2021 and 2025, from 9,459 MDL (EUR 470) to 21,886 MDL (approximately EUR 1,100). According

to estimates by the National Social Insurance House, over 36,000 children will benefit from this allowance in 2026;

- The daily allowance for children placed in family-type care has increased by 150% between 2018 and 2025, from 10 MDL (EUR 0.5) to 25 MDL (EUR 1.24), for ordinary days. On these children's birthdays, the allowance has increased by 104%, from 100 MDL (EUR 5) to 204 MDL (EUR 10.14), and on public holidays – it increased by 107%, from 70 MDL (EUR 3.48) to 145 MDL (EUR 7.21);
- The amount of the monthly childcare allowance until the child reaches the age of 2 years increased by 35% between 2021 and 2022, from 740 MDL (EUR 37) to 1,000 MDL (approximately EUR 50);
- The amount of the monthly allowance for the upbringing of twins or multiple children born from a single pregnancy until they reach the age of 3 years increased by 85% between 2018 and 2022, from 270 MDL (EUR 13.42) to 500 MDL (approximately EUR 25);

Furthermore, during the period 2022-2025, with the support of UNICEF, the Ministry of Labour and Social Protection strengthened the social service 'Support for Families with Children' and, within the framework of this service, provided financial assistance to 49,275 children, including 791 refugees, amounting to a total budget of 164,100,000 lei (approximately EUR 8 million).

Moreover, it is worth noting that a national priority is the development of an action plan for the implementation of the European Child Guarantee in the Republic of Moldova, as expressly provided for in Cluster 3, Annex A, Chapter 19, Action No. 39 of the National Programme for the Accession of the Republic of Moldova to the European Union for the years 2025–2029, approved by *Government Decision No. 306/2025*.⁵⁴ The deadline for the implementation of this action is December 2026.

The European Child Guarantee is a European Union recommendation aimed at preventing and combating social exclusion by guaranteeing access for children in need to a set of essential services, thereby also contributing to upholding the rights of the children by tackling child poverty and promoting equal opportunities.

Thus, the Guarantee seeks to ensure access for children, in particular, to the following key services: free education and care in early childhood; free healthcare; healthy nutrition; and adequate housing.

To implement this initiative, *the Interministerial Order of 4 July 2025* was approved, *establishing the Interministerial Groups for the implementation of the European Child Guarantee in the Republic of Moldova*⁵⁵. The signatories to this Order are the Ministry of Labour and Social Protection, the Ministry of Education and Research, the Ministry of Health and the Ministry of Internal Affairs.

Implementation of the Guarantee requires the approval of a national action plan for the application of its recommendations, with a deadline for implementation by 2030. The implementation framework will be provided by the National Child Protection Programme for 2027–2030. This programme will be dedicated to the implementation of the Guarantee and will succeed the programme currently in force, which is due to be completed in 2026.

Thus, the implementation of the European Child Guarantee will contribute significantly to national efforts to combat child poverty and social exclusion in the Republic of Moldova, through coordinated interinstitutional action. It will improve access for children in need to essential services such as education, health and social protection.

⁵⁴ *Government Decision No. 306/2025*

⁵⁵ *Interministerial Order of 4 July 2025 on the establishment of Interministerial Groups for the implementation of the European Child Guarantee in the Republic of Moldova*

The Government ensures that socially vulnerable persons have access to healthcare services, in accordance with Law No. 1585/1998, through Government contributions for certain categories of economically inactive population: pregnant women (and for 24 months following childbirth), children, school pupils and students, parents raising four or more children, persons with disabilities, carers of persons with disabilities, persons from disadvantaged families, registered unemployed persons, pensioners, beneficiaries of international protection, living organ donors and veterans.

The National Health Strategy 2030 provides the general framework for strengthening the health system and is largely aligned with EU public health policies. The Strategy aims to improve the health of the population of the Republic of Moldova through a modern and efficient health system. The Strategy defines seven priority areas of interest, including:

- High-quality integrated healthcare services for all, with the aim of ensuring integrated, person-centred, equitable and accessible healthcare services throughout the life cycle;
- Health financing, with the aim of ensuring equitable financial protection for citizens and the financial sustainability of the health system.

Furthermore, the Law on Compulsory Health Insurance Funds is approved annually, following the assessment of the population's healthcare needs and the improvement of access to these services.

Article 31:

§1 – The right to housing – To promote access to housing of an adequate standard;

§2 – The right to housing - To prevent and reduce homelessness with a view to its gradual elimination;

§3 – The right to housing - To make the price of housing accessible to those without adequate resources.

The Republic of Moldova promotes access to adequate housing for persons in situations of vulnerability through the development of the social houses, community-based residential services as alternatives to institutionalization, programs facilitating access to home ownership, and targeted interventions aimed at preventing housing exclusion.

These measures contribute to the progressive implementation of the objectives set out in Article 31 of the Revised European Social Charter.

1. Development of the social houses (Law No. 75/2015 on Housing)

In accordance with the provisions of Law No. 75/2015 on Housing⁵⁶, the State supports the development of the social houses intended for socially vulnerable individuals and families through investment programs implemented in cooperation with local public authorities and development partners.

During the drafting of Law No. 75/2015 on Housing, the relevant provisions of the Revised European Social Charter were incorporated, thereby ensuring the recognition of the right to housing within the national legal framework as a fundamental right. This right aims to guarantee access for all persons, including those in situations of social vulnerability, to an adequate standard of living and safe housing.

According to Article 1 of Law No. 75/2015, the right to housing includes:

- a) security of tenure;
- b) provision of adequate related services and necessary infrastructure;
- c) affordability of financial resources;
- d) exercise of the right to housing without discrimination, including with regard to access to the housing market, administration and use of housing, as well as acquisition of housing ownership rights;
- e) transparency in the exercise by public authorities of their competences and obligations relating to the implementation of the right to housing.

At the same time, pursuant to paragraph (2) of the same Article, the State guarantees the right of persons to access various forms of housing: social housing, service housing, temporary housing, hostel-type accommodation, hotel-shelter facilities and housing with special status (protocol housing), subject to the criteria established by law and within the limits of the available housing stock.

The main objectives of Law No. 75/2015 are:

- a) regulation of legal relations in the housing sector;
- b) ensuring the freedom of natural and legal persons to exercise their housing-related rights and interests;
- c) ensuring compliance with obligations arising from the law, other normative acts, tenants' organizational statutes and/or contracts concluded by housing owners and economic operators managing premises in residential buildings, including with regard to the preservation, maintenance and management of common property.

In order to ensure the effective implementation of these objectives, the Republic of Moldova has, since 2008, been implementing the "Construction of Housing for Socially Vulnerable Groups" Project. The initiative is coordinated by the Ministry of Infrastructure and Regional

⁵⁶ [LP75/2015](#)

Development, in cooperation with development partners, including the Council of Europe Development Bank.

Thus:

- a) during the period 2008–2012, 249 social housing units were constructed and allocated (two residential buildings in the municipality of Chişinău, one building in Criuleni and one in Glodeni);
- b) during the period 2012–2023, 556 social housing units were constructed and allocated in 13 administrative-territorial units;
- c) in 2025, 49 social housing units initiated under Phase II of the project were completed;
- d) in 2026, an additional 72 social housing units initiated under the same phase are scheduled for completion.

In 2023, Phase III of the “Public Housing III” Project was launched, providing for:

- a) construction of approximately 450 social housing units for approximately 1,600 persons;
- b) renovation of student dormitories with a capacity of approximately 750 places;
- c) construction and renovation of residential facilities for older persons with an estimated capacity of approximately 730 places.

Social housing is primarily intended for:

- a) persons with low incomes;
- b) families with many children;
- c) persons with disabilities;
- d) employees in the public budgetary sector.

Implementation of these programmes contributes to expanding access to adequate housing for vulnerable groups.

2. The “Protected Housing” social service (Government Decision No. 711/2010)

The “Protected Housing” social service, regulated by Government Decision No. 711/2010⁵⁷, is a community-based service intended to support independent living for adults with intellectual and psychosocial disabilities.

The purpose of the service is to:

- a) prevent institutionalisation;
- b) develop independent living skills;
- c) facilitate social integration within the community.

Beneficiaries of the service are adults with intellectual and psychosocial disabilities who do not have housing or require improved living conditions and who are able to live independently with periodic support.

Currently:

- a) within the Territorial Social Assistance Agencies, 8 services have been developed for approximately 33 beneficiaries;
- b) within the Agency for the Management of Highly Specialised Social Services, 21 services operate for approximately 88 beneficiaries.

In total, 29 protected housing services have been developed, supporting approximately 121 beneficiaries.

This service contributes to ensuring access to assisted community-based housing for persons with disabilities.

⁵⁷ [HG711/2010](#)

3. Residential services for victims of domestic violence (Government Decision No. 129/2010)

The social rehabilitation service for victims of domestic violence, regulated by Government Decision No. 129/2010⁵⁸, provides temporary protection and support for the social reintegration of persons affected by domestic violence.

Services include:

- a) temporary shelter;
- b) psychological counselling;
- c) social assistance;
- d) support for social reintegration.

Currently, 11 specialized social services with a total capacity of 214 places are financed from the State budget.

These services contribute to preventing homelessness among victims of domestic violence.

4. The “Prima Casă” State Programme and the “Prima Casă PLUS” Programme⁵⁹

The “Prima Casă” State Programme facilitates access to home ownership by guaranteeing mortgage loans and providing budgetary compensations for certain categories of beneficiaries. To date, 8,722 applications have been financed⁶⁰, including:

- 1,808 – “Prima Casă 2” (public sector employees);
- 5,012 – “Prima Casă 3” (families with children);
- 1,892 – “Prima Casă 4” (private sector employees);
- 10 – “Prima Casă 5” (beneficiaries of mortgage loans contracted prior to the launch of the programme).

The programme is dedicated to individuals in the Republic of Moldova for improving living conditions and also contributes to regional economic development and job creation.

The Prima Casă PLUS Programme introduces additional facilities:

- a) extension of eligibility to freelancers (lawyers, bailiffs, mediators, taxi drivers, artists, etc.);
- b) increase of the maximum housing price ceiling from MDL 1 million to MDL 2.5 million;
- c) extension of the maximum crediting period from 25 to 30 years;
- d) increase of the State guarantee for dwellings outside the municipality of Chişinău from 50% to 70%;
- e) maintenance of the 50% guarantee in the municipality of Chişinău, respectively 65% for dwellings with an age of up to 10 years;
- f) possibility to change the lending bank;
- g) possibility to reapply for beneficiaries who own dwellings under 50 m²;
- h) simplification of administrative procedures through the removal of the ASP certificate regarding owned immovable property.

These measures contribute to increasing housing affordability for young families and the active population.

⁵⁸ HG129/2010

⁵⁹ Acasă | Prima Casa

⁶⁰ CrmPrimaCasa

5. Rent compensation for young specialists (municipality of Chişinău)

The municipality of Chişinău implements programmes providing partial compensation of housing rent expenses for young specialists employed in municipal public institutions, particularly in the education sector.

According to the regulatory framework approved by Decision No. 5/6 of the Chişinău Municipal Council of 24 July 2018, subsequently amended by the Decision of 7 July 2022⁶¹, young specialists working for up to three years in educational institutions benefit annually from rent compensation⁶².

The amount of compensation was increased from MDL 1,000 (EUR 49.3) to MDL 2,000 per month (EUR 98.6).

Currently, 336 young specialists benefit from these compensations⁶³.

The programme contributes to improving access to housing for young professionals within the municipal education system, while also mitigating the risk of housing exclusion among this category.

6. Social services for homeless persons

In order to prevent and reduce homelessness, specialised social services for homeless persons are developed in the Republic of Moldova in accordance with the provisions of Law No. 123/2010 on Social Services and Government Decision No. 144/2018 approving the Framework Regulation on the organisation and functioning of the social service “Shelter and Assistance Centre for Homeless Persons” and the Minimum Quality Standards⁶⁴.

The social service “Shelter and Assistance Centre for Homeless Persons” is a specialised social service intended for persons without a permanent residence, without income or with insufficient income to meet their daily subsistence needs, who are in a situation of severe social difficulty.

The purpose of the service is to provide support to homeless persons through an individualised needs-based approach, with a view to reducing situations of vulnerability and creating the conditions necessary for their social reintegration.

The service contributes to:

- a) preventing extreme social exclusion;
- b) ensuring access to temporary shelter;
- c) facilitating access to social and medical services;
- d) supporting the social reintegration of beneficiaries;
- e) preventing dependency on the social assistance system.

Within the shelters and assistance centres for homeless persons, the following services are provided:

- a) information services;
- b) support in establishing social rights;
- c) assistance in obtaining identity documents;
- d) hygiene and sanitation services;
- e) social, psychological and legal counselling;
- f) primary medical assistance;
- g) provision of meals (breakfast, lunch and dinner during the cold season);
- h) night accommodation or temporary placement during the cold season;
- i) distribution of personal hygiene items;
- j) provision of humanitarian assistance where necessary;

⁶¹ https://www.chisinau.md/public/files/anul_2022/sedinte/07.07.22/10_Modificarea_dec.5-6_din_24.07.2018.PDF

⁶² Tinerii specialiști din Chişinău vor primi compensații pentru chiria locuinței

⁶³ Primăria Municipiului Chişinău

⁶⁴ HG144/2018

- k) support for developing self-care capacities;
- l) motivation measures for social reintegration.

These services are provided free of charge to eligible beneficiaries.

A relevant example of implementation is the Shelter and Orientation Centre for Homeless Persons in the municipality of Chişinău⁶⁵, opened on 2 September 2004 pursuant to Decision No. 1/7 of the Chişinău Municipal Council of 28 March 2002, with financial support from the Moldova Social Investment Fund.

The Centre is a socio-medical budgetary institution subordinated to the General Directorate for Social Assistance and Health of the municipality of Chişinău, which ensures monitoring and evaluation of its activity.

The maximum capacity of the Centre is up to 100 persons.

Through temporary accommodation centres and related support services, the Republic of Moldova ensures emergency interventions for homeless persons, contributing to:

- a) reducing the risk of severe social exclusion;
- b) preventing the aggravation of situations of vulnerability;
- c) facilitating access to public services;
- d) supporting social reintegration.

These services represent an essential component of the national mechanisms for preventing and combating homelessness, in accordance with the objectives set out in Article 31 §2 of the Revised European Social Charter.

7. Support measures for temporary accommodation of refugees from Ukraine

Following the outbreak of the war of aggression against Ukraine, the Republic of Moldova established a comprehensive mechanism to ensure access to temporary accommodation and housing solutions for displaced persons, including beneficiaries of temporary protection. In this process, the Ministry of Labour and Social Protection played a key role in organising and coordinating the placement system and in facilitating the transition from emergency humanitarian interventions to the integration of refugees into national social protection systems.

Since the beginning of the refugee crisis, a national network of temporary placement centres for displaced persons has been established. A total of 137 temporary placement centres were operationalised, with a total capacity of more than 11,000 places. Over 60,000 refugees benefited from accommodation in these centres, while more than 54,000 persons were hosted by over 20,000 host families in the Republic of Moldova. Currently, 18 temporary placement centres remain operational, accommodating approximately 895 persons, including 311 children, 511 adults, 73 older persons and 86 persons with disabilities.

During the period 2022–2025, a total of MDL 171.0 million (approximately EUR 8.43 million) was allocated for the functioning of temporary placement centres, of which MDL 92.6 million (approximately EUR 4.57 million) was provided from the Government Intervention Fund and MDL 78.4 million (approximately EUR 3.86 million) from international partners, including UNHCR and IFRC.

Host families accommodating refugees from Ukraine also benefited from financial support provided with the assistance of the World Food Programme. Host families accommodating between one and four persons received MDL 3,900 per week (approximately EUR 192.31), while those accommodating five or more persons received MDL 4,800 per week (approximately EUR 236.69). A total of 6,106 host families benefited from this support, amounting to MDL 94,825,200 (approximately EUR 4.68 million). In addition, in 2025, 14,528 refugees were accommodated through host families registered in the UAHELP information system.

⁶⁵ Centrul de găzduire și orientare pentru persoanele fără domiciliu stabil | DGAMS

To facilitate the transition from accommodation in placement centres to independent living within the community, the Ministry of Labour and Social Protection, in partnership with UNHCR, the International Organization for Migration, the World Food Programme, Catholic Relief Services Moldova and ACTED, developed and implemented the “EXIT” community integration procedure. Through this mechanism, displaced persons benefited from support in identifying housing, financial assistance for rent payments for up to six months and psycho-social counselling during the integration process. A total of 547 families, representing 1,343 persons, benefited from this support.

Beneficiaries of temporary protection were also included in the national energy compensation scheme “Ajutor la contor” under the same conditions as other vulnerable energy consumers. During the cold season 2023–2024, 2,397 refugee households (3,617 persons) benefited from energy compensations, and during the cold season 2024–2025, 3,001 households (5,175 persons) benefited. Overall, 8,792 refugees benefited from energy compensations over the two cold seasons.

Accommodation places were also reserved in specialised placement centres for refugees with specific needs, including older persons and persons with disabilities, including in the municipalities of Chişinău and Orhei. In addition, with the support of the International Organization for Migration, a specialised placement centre for displaced persons with mental health conditions was established in the municipality of Orhei, with a capacity of 20 places.

At the legal and strategic level, Government Decision No. 285/2025 approved the National Programme for the Phased Integration of Foreigners for the period 2025–2027. The Programme sets out comprehensive measures aimed at facilitating refugees’ access to housing, social services, education, healthcare, and the labour market. Overall, these interventions contribute to ensuring effective access to housing and preventing situations of housing exclusion among displaced persons, in line with the objectives set out in Article 31 of the Revised European Social Charter.

8. Deinstitutionalization of children

A national priority is the process of deinstitutionalisation of children placed in residential care, as set out in both Action 9.3 of *the Roadmap on ‘Rule of Law’* (a benchmark in the accession process of the Republic of Moldova to the European Union) and Action No 68 of Cluster 1, Annex B, Chapter 23 of the National Programme for the Accession of the Republic of Moldova to the European Union for the years 2025–2029, approved by *Government Decision No. 306/2025*.⁶⁶

In this regard, it is to be noted that the number of children in residential care in the Republic of Moldova has decreased significantly by approximately 97% over the past 20 years. While in the 2000s there were over 13,000 children placed in such institutions, the years that followed saw a continuous decline. By 2023, the number of children in residential care had fallen to 617 children, in 2024 to 460 children, and in 2025, according to preliminary data to fewer than 400 children.

This trend is encouraging, and efforts continue to focus on maintaining and strengthening this positive trend by investing in the development of alternative family-type services. Deinstitutionalisation ensures compliance with the requirements and standards set out in the UN Convention on the Rights of the Child.

⁶⁶ https://www.legis.md/cautare/getResults?doc_id=148720&lang=ro