



Ministry of Culture
of the Republic of Moldova

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Ministry of Internal Affairs
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Ministry of Justice
of the Republic of Moldova

nr. 135 / 29.04.2026

Prosecutor General's Office
of the Republic of Moldova

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ORDER

on the approval of the Action Plan on the Safety of Journalists for 2026–2027

For the purpose of ensuring the protection of journalists and other actors in the media sector, as well as for the implementation of Action No. 31 set out in Annex A, Chapter 23 of the National Programme for the Accession of the Republic of Moldova to the European Union for 2025–2029, approved by Government Decision No. 306/2025, pursuant to Article 11(1)(f) of Law No. 3/2016 on the Prosecutor's Office, point 9, subpoint 11 of the Regulation on the organisation and functioning of the Ministry of Culture, approved by Government Decision No. 147/2021, point 9, subpoint 11 of the Regulation on the organisation and functioning of the Ministry of Internal Affairs, approved by Government Decision No. 693/2017, and point 9, subpoint 11 of the Regulation on the organisation and functioning of the Ministry of Justice, approved by Government Decision No. 698/2017,

HEREBY ORDER:

1. The Action Plan on the Safety of Journalists for 2026–2027, as set out in the Annex, shall be approved.
2. This Order shall be published on the official websites of the Ministry of Culture, the Ministry of Internal Affairs, the Ministry of Justice and the Prosecutor General's Office of the Republic of Moldova.
3. Responsibility for overseeing the implementation of this Order shall rest with the heads of the signatory authorities.
4. Responsibility for the monitoring and coordination of the implementation of this Order shall rest with the Ministry of Culture.
5. The authorities and institutions responsible for the implementation of this Order shall submit to the Ministry of Culture, on a semi-annual basis, by 30 January and 30 July respectively, information on the progress achieved.

The Minister of Culture

**Cristian
JARDAN**

SIGNED

Minister of Internal Affairs

**Daniella
MISAIL-NICHITIN**

SIGNED

Minister of Justice

**Vladislav
COJUHARI**

SIGNED

**Deputy to the Acting Prosecutor
General**

**Sergiu
RUSSU**

SIGNED

Action Plan on the Safety of Journalists for 2026–2027

CHAPTER I

Context

1. The safety of journalists in Europe: State obligations and protection mechanisms

1.1 Over the past decade, the safety of journalists has become a major concern in Europe and at global level. Successive reports of organisations specialised in freedom of expression, as well as of the Secretary General of the Council of Europe, confirm the deterioration of the security environment for the press, and, having regard to the role of the press in a democracy and the essential nature of freedom of expression for the exercise of other rights, this has necessitated coherent and verifiable measures.

1.2 At the level of public policies, in 2016, the Committee of Ministers of the Council of Europe adopted Recommendation CM/Rec(2016)4 on the protection of journalism and the safety of journalists and other media actors, which remains a reference point for the establishment of standards in this field. The Recommendation provides specific guidance for Member States in the areas of prevention, protection, prosecution, public information, education and awareness-raising, specifying that *the protection of the safety and security of journalists and other media actors is a prerequisite for ensuring their capacity to participate effectively in public debate. The persistence of intimidation, threats and violence against journalists and other media actors, together with the failure to bring the perpetrators of such offences to justice, generates fear and has a negative effect on freedom of expression and on public debate. States have a positive obligation to protect journalists and other media actors against intimidation, threats and violence, irrespective of their source, whether governmental, judicial, religious, economic or criminal.*

1.2.1 As regards prevention, States are called upon to establish mechanisms for the early identification of risks, periodic assessments including the online environment, and coordination mechanisms between the police, prosecutors, the regulatory authority and human rights institutions, so that signals of danger to journalists are detected and addressed without delay. As regards protection, the standards require the existence of a single emergency contact point operating 24/7 and of rapid responses, applicable as soon as a risk is real and imminent, including through interim measures ordered by the competent authorities, tailored protection schemes (ranging from assistance for physical and digital safety to temporary relocation and safe spaces), and effective access to legal, psychological and social support for victims and their relatives.

1.2.2 As regards prosecution, the existence of specialised structures within the police and prosecution services for cases concerning journalists is recommended, as well as clear rules for effective investigations, including where the acts are committed in the digital environment or involve cross-border elements. An essential element is the collection and regular publication of

data across the entire chain from complaint to prosecution to outcome, highlighting the duration of proceedings and the results, in order to allow a genuine assessment of the State's efforts to combat impunity.

1.2.3 In the sphere of promotion and education, the Recommendation calls for institutionalised cooperation with the Council of Europe Platform for the protection of journalism and the safety of journalists, the prompt reporting and handling of alerts, as well as continuous training programmes for police officers, prosecutors, judges, regulatory authorities and civil servant. At the same time, it calls for multiannual national plans with clearly defined responsibilities, clear deadlines, adequate resources and performance indicators, accompanied by periodic public reports and by the involvement of civil society in the monitoring process.

1.3 At the level of the European Union, the protection of media freedom and pluralism is integrated into the annual exercise of the European Commission's Rule of Law Report, which assesses, inter alia, the independence of national media regulatory authorities, the transparency of media ownership, the transparency and fairness of the allocation of state advertising, and the safety of journalists, including their access to information of public interest. This framework results in the safety of journalists being treated not as a sectoral issue, but as an indispensable element of respect for fundamental rights and of good governance in the Member States, with direct legal and administrative consequences for the way in which public institutions design, implement and evaluate policies in the field of freedom of expression and information. In this regard, the datasets used for monitoring include, inter alia, indicators derived from European and international institutions and from competent national authorities, as well as established sources such as the Council of Europe Platform for the protection of journalism and the safety of journalists, the Media Freedom Rapid Response network and the Media Pluralism Monitor, which provide a comparable framework for assessing systemic risks, including political interference, lack of transparency of ownership, and deficiencies in the funding of public service media.

1.4 Within this normative and methodological framework, Commission Recommendation (EU) 2021/1534 of 16 September 2021 on ensuring the protection, safety and empowerment of journalists and other media professionals in the European Union establishes a coherent set of requirements addressed to the Member States in order to ensure prevention, protection, prosecution and the strengthening of administrative and judicial capacities in the field of the safety of journalists. The Recommendation calls for effective investigations to be initiated without delay where journalists are the target of a criminal offence or threats, carried out with special diligence, with the designation of contact points and specialised units, with clear rules on informing victims, and with effective access to interim measures where the risk is real and immediate. The Recommendation further requires cooperation between the competent authorities at national level (police, prosecution services, regulatory authorities, national human rights institutions) and at cross-border level, so that cases involving elements of an international nature benefit from direct communication channels and data exchange. An essential component concerns journalists' access to public events, including assemblies and protests, as well as access to information of public interest under the law, through transparent accreditation procedures, non-discriminatory criteria and effective sanctions against unjustified obstruction. The Recommendation also includes obligations relating to digital security, calling for institutional technical capacities (including computer security incident response teams and reporting lines for online threats), as well as systematic training for police officers, prosecutors, judges and media professionals. Particular emphasis is placed on the collection of disaggregated data —

including by gender — in order to capture the specific risks faced by women journalists and other journalists belonging to vulnerable groups, as well as on anti-SLAPP measures (strategic lawsuits against public participation). In the logic of the Recommendation, all these measures are subject to a reporting obligation to the Commission, with a view to verifying their effectiveness and correcting course where deficiencies are identified.

1.5 The European framework was further strengthened in 2024 through the adoption of Directive (EU) 2024/1069 of the European Parliament and of the Council of 11 April 2024 on the protection against manifestly unfounded claims or abusive court proceedings against persons engaging in public participation (strategic lawsuits against public participation – SLAPP), commonly referred to as the anti-SLAPP instrument. The Directive enshrines the obligation of Member States to establish mechanisms for the early dismissal of manifestly unfounded claims, to provide for the shifting of costs to the claimant who has abused the procedure and, where appropriate, to impose penalties for abusive procedural conduct, with the aim of discouraging the use of judicial proceedings as a means of intimidating journalists and other persons engaged in public participation. The Directive is to be transposed within the prescribed time limit, Member States having a margin of discretion to choose the appropriate legislative instruments (special laws, amendments to civil procedure codes or targeted amendments to existing legislation). Recent reports indicate the first stages of transposition and national debates regarding the scope of application of the new safeguards.

1.6 In the same year, the European Media Freedom Act, established by Regulation (EU) 2024/1083, was adopted, which lays down a common framework at the level of the internal market for media services and extends the scope of the Audiovisual Media Services Directive to radio and the press. Among the key elements of the Regulation are safeguards for editorial independence, provisions on the transparency of media ownership, rules relating to the allocation of state advertising, provisions for preventing excessive market concentration and the establishment of the European Board for Media Services, intended to ensure cooperation between national authorities and the consistent application of standards. Reports on media freedom underline that the effectiveness of this instrument will depend on how States implement the chapters relating to the independence of public service media and regulatory authorities, the transparency of ownership, editorial independence, media pluralism and the non-discriminatory use of public funds.

1.7 At the level of the Council of Europe, Recommendation CM/Rec(2024)2 of the Committee of Ministers on countering strategic lawsuits against public participation complements and expands the protection afforded by European Union instruments. The Recommendation defines strategic lawsuits against public participation as judicial or pre-judicial actions that are threatened, initiated or pursued with the aim of harassment or intimidation and that tend to prevent, hinder, restrict or penalise the exercise of freedom of expression on matters of public interest. The Recommendation specifies, by way of guidance, indicators for identification such as the imbalance of power between the parties, the unfounded nature of the claims, the disproportionality of the remedies sought, the abusive or erroneous use of the law or of procedures, tactics aimed at delaying proceedings and increasing the defendant's costs, the deliberate targeting of natural persons instead of organisations, links with public campaigns of intimidation, the coordination of multiple actions, including cross-border actions, and the systematic refusal of out-of-court mechanisms. The Recommendation is designed to apply both in civil litigation and in administrative and criminal proceedings, covering national, cross-border and coordinated situations, including cases where public participation is

anonymous, and proposes a set of measures combining prevention, early filters and compensation for victims.

1.8 Monitoring of the situation at European level confirms the need to strengthen protection instruments. The Council of Europe Platform Report for 2025 highlights that approximately half of the alerts receive an official response, and around one quarter result in remedial measures, which necessitates strengthening administrative and judicial capacity and enhanced cooperation between the relevant authorities. The Report also underlines the relevance of the adoption in 2024 of the European Media Freedom Act and the anti-SLAPP Directive, as well as the challenges related to their uniform application and full transposition. In the area of public service media, the same source highlights persistent risks concerning the independence of management, long-term funding and political interference, indicating that the effectiveness of the new safeguards will depend on implementation at national level.

1.9 From a legal perspective, the normative framework resulting from Commission Recommendation (EU) 2021/1534, Directive (EU) 2024/1069, Regulation (EU) 2024/1083 and Recommendation CM/Rec(2024)2 establishes concrete obligations for public authorities: the establishment and maintenance of effective early warning and rapid response mechanisms for incidents involving journalists; the ensuring of prompt, independent and effective investigations, with performance indicators and public statistics for combating impunity; the establishment of clear rules on access to public events and accreditation procedures; the guarantee of the protection of sources and the confidentiality of communications; the adoption of procedural filters against vexatious actions and the application of sanctions for abuse; the establishment of effective remedies for victims, including legal and psychological assistance; the development of digital security capacities through cooperation with computer security incident response teams and online platforms; the integration of the gender dimension and the protection of vulnerable groups into all measures; as well as the periodic reporting, in a standardised format, of progress and results. The studies and reports cited also indicate the need to strengthen governance through the designation of a single national contact point for monitoring the implementation of Recommendation CM/Rec(2016)4 and Commission Recommendation (EU) 2021/1534, in order to avoid overlaps, to improve the quality of data and to ensure the uniform interpretation of indicators at European level.

2. Media freedom and the safety of journalists in the Republic of Moldova.

2.1 In 2024, the normative “ecosystem” relating to journalism was marked by the adoption of Law No. 50/2024 on the Media Subsidy Fund, the entry into force of Law No. 148/2023 on access to information of public interest, as well as the adoption of a new Law No. 195/2024 on the protection of personal data, which is to enter into force in 2026. In addition, national legislation contains specific provisions concerning the right to freedom of expression, including safeguards relating to editorial freedom, the protection of sources of information, freedom of retransmission, the prohibition of censorship, etc., and, in August 2025, new legislative initiatives entered into force concerning certain categories of criminal and contraventional acts directed against the media, with the objective of “detering and effectively sanctioning any form of pressure, intimidation or violence exercised against journalists in connection with their professional activity”. A first intervention concerns the amendment of Article 180¹ of the Criminal Code (CC), entitled *Intentional obstruction of media activity or intimidation for criticism*, which has never been applied in practice. Article 180¹ CC establishes a clear protective framework for the work of journalists: any attempt to obstruct their activity, ranging from intimidation, violence or the destruction of equipment to cyber-attacks, constitutes

a criminal offence and is punishable by penalties ranging from fines and community service to imprisonment. Where the act is committed by a group, involves the use of public office, takes place during an assembly, targets multiple persons or seeks to compel the disclosure of a source, the penalties are substantially increased. In the most serious forms, where threats of death or bodily harm are involved, the law provides for imprisonment ranging from three to six years, a substantial fine and disqualification from holding certain positions. The new provisions in the Contraventional Code strengthen the protection of journalists along two dimensions: dignity and professional freedom. Article 61¹ sanctions the insulting of a journalist: the intentional affront to their honour, dignity or professional reputation in the course of the exercise of their duties, and is punishable by a fine ranging from 10 to 30 conventional units. Complementarily, Article 61² penalises unjustified interference in journalistic activity or in the activity of media institutions, where the act does not meet the criminal threshold, with a fine ranging from 30 to 60 conventional units.

2.2 Over the course of 2024–2025, media freedom and the safety of journalists in the Republic of Moldova have shown mixed developments: certain important structural progress coexists with persistent risks related to political polarisation, economic pressures, acts of intimidation and vulnerabilities within the justice system.

In the “*World Press Freedom Index 2025*”, published by Reporters Without Borders, the Republic of Moldova ranks 35th out of 180 countries, with a total score of 73.36, and the country profile explicitly notes the political polarisation of the media, the reduction of oligarchic control over editorial positions compared to previous years, and the persistence of problems concerning access to information and defamation actions, as well as the requirement for accreditation from the unconstitutional authorities in the Transnistrian region for journalists’ access.

In “*Freedom in the World 2025 – Moldova*”, Freedom House records that freedoms of assembly, expression and religion are largely protected, while also noting the existence of systemic issues affecting democratic governance.

The results of “*Media Pluralism Monitor 2025 – The Republic of Moldova*”¹ indicate a total risk score of 54% (medium-high level), with notable risks in “Market Plurality” and “Political Independence”, confirming that pluralism remains vulnerable to economic pressures and political influence.

2.3 The European Commission’s 2024 Report on Moldova² states that “Moldova has some level of preparedness as regards freedom of expression and has made some progress, in particular through the adoption of new legislation on access to information, media ownership concentration and the establishment of a media support fund”. However, the Report notes that the Republic of Moldova needs to ensure adequate protection of journalists against intimidation and attacks, including through thorough investigations carried out by law enforcement authorities. The European Commission’s 2025 Report on Moldova indicates that cases of intimidation by private actors, including verbal attacks by political figures and non-state actors, as well as aggressive behaviour by protesters towards journalists, increased during the reporting period, with 66 cases reported in 2024 (compared to 43 cases in 2023 and 56 cases in 2022). Although the authorities condemn these incidents, the majority of reported cases remain

¹ Centre for Media Pluralism and Media Freedom (CMPF), “Media Pluralism Monitor 2025 — The Republic of Moldova”, overall risk score: 54% (medium-high), available at: <https://cmpf.eui.eu/country/moldova/>

² European Commission, “Republic of Moldova 2024 Report (Enlargement Package)”, 30 October 2024, available at: https://enlargement.ec.europa.eu/document/download/858717b3-f8ef-4514-89fe-54a6aa15ef69_en?filename=Moldova+Report+2024.pdf

unaddressed. No progress has been recorded in supporting journalists in combating strategic lawsuits against public participation (SLAPP). Journalists face frequent obstruction in the Autonomous Territorial Unit of Gagauzia, in particular through the refusal of access to meetings of the People's Assembly of Gagauzia and threats from protesters or local public figures.

2.4 Journalists remain restricted from entering the Transnistrian region by the de facto administration and face the risk of detention. In the context of the 2024 elections and referendum, the Report notes that several journalists received death threats, and that the building of the public radio and television broadcaster was vandalised as part of a broader scheme of external destabilisation. A large-scale and coordinated online defamation campaign targeted the independent media at the beginning of February 2025, using the issue of foreign funding to stigmatise journalists, undermine their credibility and create an environment of fear and intimidation.

2.5 As regards the safety and security of journalists, the data collected by the Independent Press Association of Moldova for 2024–2025 indicate a complex typology of incidents: physical attacks and threats to life and health, abusive detentions, cyberattacks (DDoS, website cloning, phishing, doxxing), coordinated trolling campaigns, intimidation and defamation, as well as pressure through legal actions or threats of litigation.

2.6 In the study for 2024 published by Justice for Journalists Foundation³, 66 cases of attacks/threats against media workers — both professionals and citizens — as well as against the editorial offices of traditional and online publications, were identified and analysed. The majority of incidents (56, i.e. 85% of the total) consisted of non-physical and/or cyber attacks and threats. Such attacks have represented the main means of exerting pressure on media workers in Moldova since 2017. One third of the attacks against media workers occurred before and during the campaigns for the presidential elections and the constitutional referendum on the accession of the Republic of Moldova to the European Union. In 2024, 29 attacks (44% of the total) originated from individuals not connected to the authorities, while 20% were committed by unknown persons, some of whom used false accounts. At least 18 attempts to intimidate journalists (approximately 29% of the total) were initiated by representatives of local and regional authorities. Not all attacks and threats are publicly reported, as many journalists consider non-physical threats and cyberattacks to be an inevitable part of their daily professional activity and therefore do not report them. There were also two attacks against Moldovan journalists by the unrecognised administration in the Transnistrian region, involving unlawful detentions and interrogations.

2.7 The typology of attacks “through judicial and/or economic means” is represented by threats of legal action, pre-litigation requests and civil litigation for alleged defamation. For the most part, the practices for adjudicating cases concerning freedom of expression are uniform and in line with standards. A study by the Legal Resources Centre from Moldova (CRJM)⁴, which analysed the total number of cases initiated against the media and resolved by the Supreme Court of Justice (SCJ) during the period 2019–2023, indicates that 70% of the cases were dismissed by the courts. This result may be considered an indication that those cases constituted attempts to silence the media (SLAPP) or that the law is applied correctly and that

³ Justice for Journalists Foundation, “Attacks on Media Workers in Moldova in 2024”, 1 April 2025, available at: <https://jff.fund/attacks-on-media-workers-in-moldova-in-2024/>

⁴ Legal Resources Centre from Moldova (CRJM), “Study: How are cases initiated against journalists adjudicated? Practice of the Supreme Court of Justice in cases against the media (2019–2023)”, available at: https://crjm.org/wp-content/uploads/2024/07/2024-07-Studiu-Practica-CSJ_actiuni-vs.-mass-media_pentru-consultare-1.pdf

the specific safeguards relating to freedom of expression of the press are respected in practice. The CRJM study also finds that the average duration of case examination exceeded three years, almost three times longer than the average duration for the examination of all civil cases. The Press Freedom Index for the Republic of Moldova notes that, although no cases of strategic lawsuits against public participation (SLAPP, also referred to as intimidation lawsuits) were recorded, the assessors highlighted the urgent need for the new anti-SLAPP Directive to be transposed into the legislation of the Republic of Moldova.

2.8 Finally, the Press Freedom Index for the Republic of Moldova⁵, in the chapter on the safety of journalists, indicates that the level of security of journalists and editorial offices in 2024 remained almost identical to that of the previous year. During the reference period, no serious cases of aggression against the media were reported (such as seizure of print runs, destruction of equipment or premises, etc.); however, online harassment campaigns and verbal attacks by politicians, particularly in the electoral context, negatively affected the security conditions of the press. Therefore, the real effect of the legislative amendments of 2025 and of alignment with the relevant standards will depend on the consistent application of the adopted rules: the effective enforcement of Article 180¹ of the Criminal Code and of the new provisions of the Contraventional Code in concrete cases, the functioning of a national mechanism for reporting and rapid response to incidents against journalists, as well as the strengthening of the capacities of editorial offices in the areas of digital and legal security.

3. Priority implementation actions required

3.1 In light of the above conclusions, a set of convergent actions is necessary, aimed at enhancing the safety of journalists and aligning national policies with the standards of the Council of Europe and of the European Union (Recommendation CM/Rec(2016)4 and Commission Recommendation (EU) 2021/1534), which would cover the following areas:

3.1.1 Rapid response mechanisms: At the initial stage, the group of focal points designated by the authorities and civil society is to play an essential role as a coordinated interface between journalists, media associations and public authorities, facilitating the prompt receipt of notifications concerning threats, harassment or attacks and ensuring an initial assessment, the formulation of a recommended course of action and the effective monitoring of the case by the competent institution. This practice contributes to increasing the speed of response, promotes interinstitutional cooperation through common protocols and helps to prevent the escalation of risks through monitoring and aggregated reporting, thereby aligning with the recommendations of the Council of Europe and with European good practices for the protection of journalists. Ultimately, the group serves as an emerging early warning and rapid response mechanism, reducing current fragmentation and building trust between the press and State institutions.

3.1.2 Investigation and prosecution of offences: ensuring prompt, independent and effective investigations in all cases of offences committed against journalists.

3.1.3 Legal protection and anti-SLAPP measures: strengthening the legislative framework so that journalists benefit from full legal protection against any forms of intimidation

⁵Independent Journalism Center (CJI), “Press Freedom Index in the Republic of Moldova in 2024”, available at: https://cji.md/wp-content/uploads/2025/02/Indicele_privind_situatia_presei_din_RM_2024.pdf

under the law, it being imperative that offences against journalistic activity are effectively enforced.

3.1.4 Improving coordination between national institutions with responsibilities in the field of the safety of journalists, as well as establishing clear procedures for cooperation between the authorities and the Press Council in cases of attacks.

3.1.5 Continuous training of all relevant actors in the field of the safety of journalists is an essential condition for achieving a lasting change in practices, through professional training addressed both to representatives of public authorities and to the journalistic sector and media managers. Law enforcement personnel should be trained and regularly instructed on freedom of expression and the role of the press in a democratic society, on communication techniques with journalists, and on procedures for handling incidents involving journalists. At the same time, the professionalisation of the journalistic sector from a safety perspective is also necessary: editorial offices and media institutions should be encouraged to adopt internal protection policies (security plans for high-risk assignments, internal reporting procedures for threats, rules on the protection of sources and data, rules of conduct for journalists aimed at reducing risks to their safety, etc.).

3.1.6 Protection of journalists during public assemblies: given that protests and demonstrations often constitute tense contexts in which journalists may become targets, it is necessary to provide for explicit regulation and practical training on how law enforcement authorities interact with representatives of the media at such events.

3.1.7 Digital safety, prevention and response to cyberattacks and online harassment campaigns directed against journalists.

3.1.8 Gender dimension and the protection of vulnerable groups: the systematic collection of disaggregated data on threats and attacks against journalists, taking into account criteria such as gender, minority status, disability or the sensitive nature of the content produced.

CHAPTER II

Set of measures for the implementation of the Action Plan on the Safety of Journalists for 2026–2027

Specific objectives	Description of actions	Monitoring indicators	Implementation timeframes	Responsible institutions
General Objective 1: Protection of freedom of expression and the safety of journalists.				
1.1. Ensuring a legal framework aligned with the EU normative framework.	1.1.1 Drafting of the Law on the amendment of the Audiovisual Media Services Code No. 174/2018 for the full transposition of Directive 2010/13/EU of the European Parliament and of the Council of 10 March 2010 on the coordination of certain provisions laid down by law, regulation or administrative action in Member States concerning the provision of audiovisual media services (Audiovisual Media Services Directive).	Law adopted.	April–October 2026	Ministry of Culture
	1.1.2 Drafting of the Law on media for the alignment of the national normative framework with Regulation (EU) 2024/1083 of the European Parliament and of the Council of 11 April 2024 establishing a common framework for media services in the internal market and amending Directive 2010/13/EU (European Media Freedom Act).	Law adopted.	April–June 2026	Ministry of Culture
1.2 Protection of journalists against manifestly unfounded or abusive judicial proceedings (SLAPP).	1.2.1 Alignment of the national legislation with Commission Recommendation (EU) 2022/758 of 27 April 2022 on the protection of journalists and human rights defenders engaged in public participation against manifestly unfounded claims or abusive court proceedings (SLAPP).	Law adopted.	April 2026 – October 2027	Ministry of Justice Ministry of Culture
	1.2.1.1 Designation of a national focal point for monitoring and countering abusive proceedings (SLAPP) against journalists and NGOs.	Focal point designated.	December 2027	Ministry of Justice Ministry of Culture

	1.2.2 Collection of information on claims brought against media outlets in connection with their exercise of the right to freedom of expression and to inform the public.	Number of claims registered and classified as SLAPP.	December 2027	Ministry of Justice / Administration of the National Council for State-Guaranteed Legal Aid (ADJAJ) / Agency for Court Administration
	1.2.3 Creation of a module within the continuous training programmes for judges dedicated to the issue of SLAPP-type actions, and the conduct of systematic training aimed at strengthening the professional capacity of judges in matters relating to the examination of actions brought against media outlets in connection with the exercise of the right to freedom of expression and to inform the public.	Module created. Number of persons trained.	January 2027 – December 2027 (continuous action)	National Institute of Justice Agency for the Administration of Courts
General Objective 2: Strengthening the operational framework for ensuring the safety of journalists through the prevention and combating of impunity, the strengthening of institutional cooperation, and ensuring the safe exercise of journalistic activity.				
2.1 Ensuring cooperation between the relevant public authorities and civil society with a view to the continuous monitoring of the situation regarding the	2.1.1 Designation of dedicated contact points for the establishment of a group of focal points as a provisional early warning and rapid response mechanism, at the request of the Ministry of Culture.	Contact points designated.	June 2026	Ministry of Culture Ministry of Internal Affairs (General Police Inspectorate, General Inspectorate of Carabinieri)

safety of journalists.				Prosecutor General's Office Ministry of Justice Implementation partner: Press Council
	2.1.2 Establishment of a group of focal points as a provisional early warning and rapid response mechanism.	Group of focal points with defined responsibilities established by inter-institutional Order.	July 2026	Ministry of Culture Ministry of Internal Affairs (General Inspectorate of Police, General Inspectorate of Carabinieri) Prosecutor General's Office Ministry of Justice Implementation partner: Press Council
	2.1.3 Collection and semi-annual updating of data on offences and contraventions affecting journalistic activity (infringements of Article 180 ¹ of the Criminal Code and Articles 61 ¹ and 61 ² of the Contraventional Code), as well as on claims brought against media	Number of cases registered.	September 2026 – December 2027 (continuous action)	Ministry of Culture

	outlets in connection with their exercise of the right to freedom of expression and to inform the public.			Ministry of Internal Affairs (Information Technology Service, General Police Inspectorate) Prosecutor General's Office Ministry of Justice; Administration of the National Council for State-Guaranteed Legal Aid (ADJAJ)
	2.1.4 Annual publication of disaggregated data on offences and contraventions affecting journalistic activity, including discrimination against journalists on the basis of gender or attacks against journalists belonging to minority groups or reporting on equality-related issues (typologies, measures applied, status of investigations/outcomes).	Report published.	Annually	Ministry of Culture
	2.1.5 Establishment of a national early warning and rapid response mechanism, with the definition of interinstitutional cooperation mechanisms for cases concerning journalists.	Mechanism established.	December 2027	Ministry of Culture Ministry of Internal Affairs

				Prosecutor General's Office Ministry of Justice
2.2 Preventing impunity through the impartial, independent, effective, transparent and timely investigation of offences and contraventions against journalists, whether committed online or offline, as well as promoting the continuous development of the competences and skills of law enforcement authorities.	2.2.1 Examination of alerts received by the Ministry of Foreign Affairs on the Council of Europe Platform for the protection of journalism and the safety of journalists, and reporting on the actions taken following the recommendations provided through the Platform.	Number of alerts examined.	May 2026 – December 2027 (continuous action)	Ministry of Culture Ministry of Internal Affairs Prosecutor General's Office (PG)
	2.2.2. Promotion of the continuous development of the competences and skills of prosecutors and judges for the protection of journalists and other media professionals, including specific modules on the role of the press in a democratic society.	Number of persons trained.	January 2027 – December 2027 (continuous action)	National Institute of Justice
	2.2.3. Training of Ministry of Internal Affairs staff in the proper application of provisions on rapid intervention and the documentation of cases of aggression against media activity.	Number of persons trained.	September 2026 – December 2027 (continuous action)	Ministry of Internal Affairs (Ștefan cel Mare Academy), General Police Inspectorate, General Inspectorate of Carabinieri) Ministry of Culture

	2.2.4. Examination of the feasibility of establishing a mechanism for the provision of free legal assistance to journalists in cases concerning their journalistic activity (SLAPP, physical attacks and death threats).	Evaluation carried out.	December 2026	Ministry of Justice National Council for State-Guaranteed Legal Aid
	2.2.5 Assessment of the appropriateness of designating specialised prosecutors for cases of offences affecting journalistic activity.	Evaluation carried out.	December 2026	Prosecutor General's Office
	2.2.6. Organisation of specialised training sessions for lawyers within the system of state-guaranteed legal aid, with a view to ensuring the effective protection of journalists against abusive judicial proceedings of the SLAPP type, as well as their adequate representation and defence in cases of physical assaults or death threats.	Number of persons trained.	September 2026 – December 2027 (continuous action)	National Institute of Justice
2.3 Ensuring the safety of journalists during public assemblies.	2.3.1. Updating standard operating procedures for the management of public assemblies and public events (with a clear distinction in accordance with the legal provisions applicable to each type of gathering) to include provisions for mitigating security risks to journalists.	Number of persons trained.	July 2026 – December 2026	Ministry of Internal Affairs (Operational Management Inspectorate, General Inspectorate of Carabinieri, General Police Inspectorate) Ministry of Culture Implementing partner: Press Council

	2.3.2. Strengthening effective communication between journalists and law enforcement authorities before and during events through the establishment of a dedicated contact point for each public assembly.	Contact points designated.	July 2026 – December 2026	Ministry of Internal Affairs (General Inspectorate of Carabinieri, Operational Management Inspectorate) Implementing partner: the Press Council
	2.3.3. Development of the “Carabinieri Manual” as a guide of good practices and rules, including on the safety of journalists during public assemblies.	Guide developed.	August 2026 – October 2026	Ministry of Internal Affairs (General Inspectorate of Carabinieri)
	2.3.4 Strengthening the dialogue mechanism in the context of public events, assemblies and other situations that may pose challenges to public order and safety.	Guidelines on dialogue activities in the context of public events approved.	January 2027 – December 2027	Ministry of Internal Affairs (General Inspectorate of Carabinieri)
	2.3.5. Organisation of joint training sessions and mixed practical exercises between representatives of law enforcement authorities and journalists, with the aim of strengthening mutual trust and improving the understanding of the roles and responsibilities of each party during public assemblies or crisis situations.	Number of persons trained.	January 2027 – December 2027	Ministry of Internal Affairs (General Inspectorate of Carabinieri, Operational Management Inspectorate)

				Ministry of Culture Implementing partner: the Council of Europe Implementing partner: UNESCO
General Objective 3: Strengthening the capacity for self-protection and resilience of journalists and media institutions against threats through measures developed in cooperation between public authorities and civil society.				
3.1 Increasing the resilience of journalists and media institutions to legal, cyber and psychological threats through access to specialised training, practical protection tools and integrated support mechanisms provided by	3.1.1. Development of a guide dedicated to measures for the protection of journalists' work, recommended procedural actions in the event of different types of offences, and the accessibility of support services provided to journalists by public authorities and civil society.	Guide developed.	September 2026 – December 2026	Ministry of Culture Ministry of Internal Affairs Prosecutor General's Office Implementing partner: the Council of Europe Implementing partner: UNESCO

public authorities and civil society.	3.1.2 Reduction of legal vulnerabilities through the provision of legal education training for journalists, including practical workshops dedicated to procedures for notifying competent authorities, requesting protective measures, documenting acts of aggression and preserving evidence in a form admissible in judicial proceedings.	Number of journalists trained.	September 2026 – December 2027 (continuous action)	Ministry of Culture National Institute of Justice Implementing partner: the Council of Europe
	3.1.3 Increasing the digital resilience of the media through the provision of cybersecurity and digital protection training focused on the prevention of and response to phishing, doxxing, spyware, DDoS attacks and online harassment.	Number of journalists trained.	May 2026 – December 2027	Implementing partner: the Association of Independent Press
	3.1.4 Provision of free psychological counselling for journalists, members of editorial teams, non-editorial staff of media institutions and freelancers.	Number of persons counselled.	May 2026 – December 2027	Implementing partner: the Association of Independent Press
	3.1.5 Provision of training sessions for media managers focused on developing skills for prevention, intervention and victim support, procedures for managing emergency situations in both physical and online environments, internal risk assessment, and safety protocols with clear instructions for critical situations.	Number of editorial offices that have benefited from training.	September 2026 – December 2027	Ministry of Culture Implementing partner: the Council of Europe