I - Information regarding integrity in public procurement processes and transparency and accountability in the management of public finances (arts. 9 and 10)

1. Integrity in public procurement processes

a. Measures ensuring that the national procurement system is based on principles of transparency, competition and objective criteria in decision-making; establishing in advance the conditions for participation, including selection and award criteria and tendering rules

The national public procurement system is regulated by the Law no. 96-XVI of 13 April 2007 on Public Procurement, which stipulates in art. 6 the basic principles for public procurement, as follows:

a) efficient use of public financial means and minimization of risks for the contracting authorities;
b) transparency of public procurement;
c) providing competition and countering unfair competition in the domain of public procurement;
d) protecting the environment and promoting sustainable development by means of public procurement;
e) maintaining public order, morality and public safety, protecting health, human lives, flora and fauna;
f) liberalization and extension of international trade;
g) free movement of goods, freedom to establish and supply services;
h) equal treatment, impartiality, non-discrimination towards all tenderers and economic operators;
i) favoring economic operators that are resident in the Republic of Moldova, to the extent that it is not contrary to international law, to which the Republic of Moldova is a party;
j) accountability within the framework of public procurement procedures.

The public procurement system of the Republic of Moldova is based on the best EU and international practices and is constantly adjusted by the Public Procurement Agency in order to meet the commercial realities of the state.

In light of the fact that Moldova has assumed certain important commitments by signing the Association Agreement between the European Union and the European Atomic Energy Community and its Member States, on the one hand, and the Republic of Moldova, on the other hand, the Public Procurement Agency has undertaken the task of harmonizing the national legislation on public procurement with the acquis communautaire, and in this sense was developed a new draft of the Law on public procurement, harmonized to the provisions of the Directives no. 18/2004 /EC and no. 89/665 /EEC, which was approved by the Government through the Decision no. 217 of 25 March 2014 and adopted by the Parliament at first reading.

b. Measures that provide for sufficient time to potential tenderers to prepare and submit their tenders and using by default an open tender procedure

Art. 26 of the Law no. 96-XVI of 13 April 2007 on Public Procurement, provides for the following:
Article 26. Deadlines for the submission and receipt of calls for participation and tenders

(1) The deadline for the submission and receipt of calls for participation and tenders will be sufficient to enable economic operators, both in the country and from abroad, to prepare and submit tenders before the end of tender procedures.

(2) In setting the deadline, contracting authorities shall take into account the complexity of the envisaged procurement, the anticipated area of subcontracting and the usual time for the submission of tenders by post in the country and abroad.

(3) The contracting authority is responsible for setting the deadline for the submission and receipt of the calls for participation and tenders.

(4) In the case of open and restricted tenders, the deadline for the submission and receipt of calls for participation and tenders will be minimum 15 calendar days from the date of publication of the invitation to tender. In the case of the public procurement referred to art. 2 (3) the period will consist of at least 40 calendar days. In the case of repeated contracts and emergencies, justified by the contracting authority, the deadline for submission of tenders may be reduced to a minimum of 10 calendar days.

(5) In the case of procedures requesting price offers, the deadline for the submission and receipt of tenders will be minimum 3 calendar days for goods and 10 calendar days for works and services from the date of the invitation to tender. In the case of secondary purchases, repeated contracts and emergency cases, justified by the contracting authority, the period for submission of bids may be reduced to minimum 2 calendar days for goods and minimum 5 calendar days for works and services.

(6) The date and time for the opening of the tender will coincide with the deadline for the submission of calls for participation and receipt of tenders.

Although the above mentioned Law provides for the possibility of setting a deadline exceeding 15 days for the submission of tenders, contracting authorities are not entitled to the respective right and are limited to the minimum period of 15 days which is not always sufficient in order to prepare tenders.

Therefore, with the adoption of the new law on public procurement, the minimum deadline for the submission of tenders will be extended with view to provide for sufficient time for the development and submission of potential tenders. Concurrently, art. 33 par. (2) of the Law no. 96-XVI of 13 April 2007 on Public Procurement provides for the following:

(2) The basic procedure for the award of public procurement contracts is the open tender. Other procurement procedures can be used only if expressly provided for in this law.

c. measures that provide for transparent publishing of all procurement decisions including publishing the invitations to tender

Public procurement decisions are not published in any media source, but they are transparent to the extent that tenderers are informed about their content at each stage of the procedure; tenderers have the right to participate in meetings for opening tenders and to sign the minutes of the opening session.

Invitations to tender are published in the Public Procurement Bulletin, which is also the primary source of information in the domain of public procurement and can be accessed by any economic operator.

d. measures establishing procedures, rules and regulations for review of the procurement process, including a system of appeal

Article 71 par. (1) of the Law no. 96-XVI of 13 April 2007 on Public Procurement
Any economic operator who believes that, within the framework of procurement procedures, the contracting authority, by a decision issued or applied with the violation of procurement procedures, has violated its rights that are recognized by law, as result of which the economic operator has suffered or can suffer damages, has the right to appeal the decision or procedure applied by the contracting authority in the manner established by law.

e. measures providing for a thorough selection of personnel responsible for procurement, including screening procedures; as well as establishing a conflict of interest management system with declarations of interest and methods to resolve conflicts in particular cases

The legislation of the Republic of Moldovan does not regulate a mechanism of selecting the staff responsible for carrying out procurement procedures, but expressly provides that the accountable body is the working group for procurement, which is created from the staff of the contracting authority, and according to art. 14 par. (3) the members of the working group are required to sign, on their own responsibility, a statement of confidentiality and impartiality, by which they unconditionally undertake the responsibility to respect the provisions of this law and, at the same time, acknowledging the following:

a) they are not the spouse, relative or affine up to the third degree, included, with one of the tenderers;
b) in the last three years, as provided by the work book, they have not activated based on an individual labor contract or contract of collaboration, with one of the tenderers or have not held membership in the council of administration or any other administrative body of the tenderer;
c) they do not hold quotas or shares in the share capital of the tenderer.

f. measures that put in place other administrative practices promoting integrity in procurement (such as the rotation of personnel, debarment procedures, etc.)

The integrity of the members of the working group that initiates and manages public procurement procedures is ensured by the Law no. 16-XVI of 15.02.2008 regarding the conflict of interests

2. In order to improve and strengthen the public procurement system of the Republic of Moldova, it is necessary to adopt a new law on public procurement and, respectively, to adjust/develope the secondary legislation which will derive from this law.

3. With regard to technical assistance, the public procurement system in the Republic of Moldova is in necessity of reform, which will require the development of a strategy for the development of the public procurement system in conformity with the international best practices. In this regard, highly beneficial would be the assistance in the development of the respective reform strategy.

In relation to measures to promote transparency and accountability in the management of public finances:

a. measures providing for transparent and public procedures for adopting of the national budget, that specify the type of information required as part of the submission to the legislature, with opportunity for public input and debate

Law no. 181 of 25.07.2014 on public finances and budgetary-fiscal accountability provides for clear procedures and the steps to be undertaken in the process of elaborating, endorsing, consulting, adopting the national public budget (articles 50 – 54).
In 2012, the Independent Analytical Centre EXPERT-GROUP has developed the study "Evaluation of transparency of the budgeting process in Moldova", where was calculated the Budget Transparency Index (BTI) based on the methodology that is developed by the International Budget Partnership (IBP) and is used by IBP for conducting the biennial "Open Budget Survey". The aim of this study was to conduct a quantitative and qualitative evaluation of the transparency of the budgeting process in the Republic of Moldova and to get a clearer picture on the country’s position compared to other countries in the world. As a result of the study, the BTI in Moldova was 60 points out of the 100 possible. This means that the budgeting process in Moldova is transparent to the public and is very close to the qualification of "best practices".

The index has increased in the period of 2012-2015 also due to the taking into consideration and implementation of expert recommendations. In 2015, in view of improving the transparency of the national public budget and its components, as well as increasing public accessibility to this information, the Ministry of Finance has initiated the “Budget for citizens” format, within the framework of developing the budget for 2015. The format presents brief data on the budget and the economic and budgetary indicators that determine its creation. The “Budget for citizens” can be accessed on the official website of the Ministry of Finance.

The transparency of the budgeting process at the first stage - the stage of development of the medium-term budgetary framework (MTBF) and the subsequent development of the draft state budget - is ensured by the following measures: informing all stakeholders, publishing and consulting materials, organizing the working sessions of the MTBF Steering Group, which includes representatives of the social partners and the civil society, as well as organizing the meetings of the Working Groups. In developing the MTBF, the Ministry of Finance administers the MTBF Steering Group and the inter-sectorial working groups. The Ministry of Finance also participates in the sectorial working groups, where the respective public authorities ensure the access to information at the sectorial level.

The policies that are developed with the MTBF can provide for the development of draft amendments to legal and regulatory acts, which can be accessed on the official web-page of the Ministry of Finance.

b. measures ensuring that reporting on revenue and expenditure is public, timely and regular, and that there are consequences for the responsible agency and officials for failure to report at all or in a timely fashion

Law no. 181 of 25.07.2014 on public finances and budgetary-fiscal accountability

Article 47. The budgetary calendar establishes the dates for public reporting

(1) At central level, the main activities and deadlines of the budgetary calendar are the following:

a) the Government approves the medium – term budgetary framework and submits to the Parliament the draft law on the medium-term macro-budgetary limits and the draft law for the amendment of certain legislative acts, if necessary, - up to 1st of June;

b) the Parliament adopts the law on the medium-term macro-budgetary limits and amendments to the legislation, if necessary, resulting from the budgetary-fiscal policy for the next year - up to July 15;

c) the Government submits to the Parliament the semi-annual report on the execution of the national public budget and its components for the current budgetary year – up to 15th of August;

d) the Government approves and submits to Parliament the draft budget laws for next year – up to 15th of October;

e) the Parliament adopts the budget laws for the next year – up to 1st of December;

f) the Ministry of Finance, the National House for Social Insurance and the National Company for Health Insurance develop and submit for audit to the Court of Accounts the annual
reports on the execution of the state budget, the state social insurance budget and mandatory health insurance funds – up to 15$^{th}$ of April of the year after the closed budgetary year;

g) the Court of Accounts performs the audit of annual reports on the execution of the state budget, state social insurance budget and mandatory health insurance funds for the closed budget year and submits the audit report to the Government – up to 1$^{st}$ of June;

h) the Government submits to the Parliament the annual reports on the execution of the state budget, state social insurance budget and mandatory health insurance funds for the closed budget year – up to 1$^{st}$ of June;

i) the Parliament approves the annual reports on the execution of the state budget, state social insurance budget and mandatory health insurance funds for the closed budget year – up to 15$^{th}$ of July.

2) At the local level, the main activities and deadlines of the budgetary calendar are the following:

a) the local executive authority develops and submits to the local council the draft local budget for the next year – up to 20$^{th}$ of November;

b) the local council adopts the local budget for the next year – up to 10$^{th}$ of December;

c) the local executive authority submits to the local council the annual report on the execution of the local budget for the closed budget year – up to 15$^{th}$ of March;

d) the local council approves the annual report on the execution of the local budget for the closed budget year – up to 1$^{st}$ of April.

3) The intermediary activities and their deadlines in the budgetary calendar are established by the Ministry of Finance.

Regarding the reporting by the Court of Accounts, art. 8 of the Law no. 261 of 05.12.2008 on the Court of Accounts provides the following:

The Court of Accounts submits annually to the Parliament the following:

a) up to 15$^{th}$ of March, the financial report on the execution of the budget of the Court of Accounts from the expired budget year;

b) up to 10$^{th}$ of October, the report on the administration and use of public funds and public property, which is examined in the plenary of the Parliament.

Public reporting on revenues and expenditures is carried out regularly. Monthly, quarterly and annual reports regarding the execution of the national public budget are placed on the official website of the Ministry of Finance.

At the beginning of 2010, the World Bank has launched the public expenditure database BOOST, which aims at increasing the transparency and efficiency of public expenditures by improving access to information on government spending and linking costs to relevant results. In Moldova, the BOOST database was built at the request of the Ministry of Finance, based on the treasury data offered to the World Bank by SE "Fintehinform". The database comprises variables that correspond to different administrative classifications in the Moldovan budget.

c. measures ensuring that effective system of accounting and auditing is put in place and that there is effective oversight over the budgetary revenue and expenditure with regular training and accreditation requirements for government accountants and auditors

The Court of Accounts of the Republic of Moldova, as the only state public authority that controls the formation, administration and use of public funds and the administration of public property through external audit in the public sector as the supreme institution of audit, activates under the provisions of the Constitution of the Republic of Moldova, the Law no. 261 of 05.12.2008 and the international auditing standards INTOSAI. The auditors of the Court of Accounts gain their qualification of public auditor based on a certification procedure established through an internal regulation of the institution. At the same time, the auditors of the Court of
Accounts benefit from permanent instructions both at local and international levels, within working groups, meetings, seminars, EUROSAI and INTOSAI conferences, to which the institution is a member since 1994. Currently, the Court of Accounts is supported in strengthening its institutional and external public audit capacities within 3 inter-correlated technical assistance projects:

1) Project of the National Audit Office of Sweden (III-d stage: 2013-2015),
2) Twinning project (launched on 09.09.2014 with the partnership of Finland and Spain)
3) Project for strengthening the capacities of the Court of Accounts, financed by the World Bank, launched in the 1st semester of 2014 and planned to finalize in November 2015.

In view of implementing the provisions of art. 10 par.(4) of the Law no. 90-XVI of 26.07.2007 regarding the prevention and combating of money laundering and terrorism financing, reporting entities (auditors) were informed regarding money laundering and terrorism financing transactions by means of the Financial Action Task Force (FATF), Declarations on the states that face strategic challenges in the domain of preventing and combating money laundering and terrorism financing, Resolution 2170 of the United Nations Security Council Condemning Gross, Widespread Abuse of Human Rights by Extremist Groups in Iraq and Syria, the Declaration of the Committee of Experts on the Evaluation of Anti-Money Laundering Measures and the Financing of Terrorism (MONEYVAL) of 1st of June 2014, including the public Declaration of the 3rd stage MONEYVAL compliance enhancing procedures for Bosnia and Herzegovina, all being placed on the official website of the Ministry of Finance. The information has also been offered to professional associations in the domains of accounting and audit, for their subsequent dissemination to their members.


d. measures ensuring that an effective and efficient system of risk management and internal control is put in place, with clear allocation and description of the roles and responsibilities and description of how the offices responsible for risk management and internal control maintain, organize and store records

Performance and risk management within public entities is implemented according to the Law no. 229 of 23.09.2010 on public internal financial control and the National standards for internal control in the public sector, approved by the Decree of the minister of finance no.51 of 23.06.2009.In this context, public entities systemically identify, assess, record and monitor risks that may affect the achievement of objectives and the carrying out of planned performances and develop measures to mitigate the likelihood of risks and/or their impact.

Consequently, the results of the self-assessments at the „risk management” compartment, carried out on 31.12.2014 by central public administration, the National House for Social Insurance and the National Company for Health Insurance have registered the following results:

- 12 authorities assess the impact and likelihood of risks, prioritize the assessed risks, determine the levels of tolerance to risks, carry out the control of the identified and evaluated risks, and have a mechanism for monitoring and reporting risks; these
institutions have designated persons responsible for identifying, assessing, recording, monitoring and reporting risks and document the risk management process;
- 8 authorities assess the impact and likelihood of risks, prioritize the assessed risks and document the risk management process;
- 4 authorities have not developed a mechanism for identifying, assessing, registering and monitoring risks.

Additionally, the Ministry of Finance has created the group for the self-assessment of corruption risks by decree no.91 of 07.07.2010, in view of implementing the provisions of section 2 of the Government Decision no. 906 of 28.07.2008 „on the approval of the Methodology for the assessment of corruption risks in public institutions”.

The self-assessment has been carried out in the period 2009-2011 and has resulted with the development of an Integrity Plan, adopted by the Decree of the minister no.84 of 17.07.2012 and placed on the official website of the Ministry of Finance www.mf.gov.md/anticorrupt/plan. The Court of Accounts also carries out the auditing of the systems of internal control\textsuperscript{1}, the main objective of which is the promotion of increased managerial accountability for the use of public funds. Internal control also involves the internal audit for managing risks and for offering reasonable assurance of achieving planned objectives and results, with the purpose of ensuring good governance\textsuperscript{2}. Managerial accountability\textsuperscript{3} represents the instrument which, if constantly applied, ensures the elimination of the risk of fraud, corruption and other irregularities. It involves the accountability of a manager for all 5 components of the Financial Management and Control (FMC) system in the public sector: control medium, performance and risk management, control activities, information and communication, monitoring and evaluation, as well as internal audit\textsuperscript{4}.

One of the main objectives of the audit missions, organized and carried out by the public external auditors in the period of reference, was the evaluation of the organization, implementation and maintenance of the FMC system, of internal audit and the detection of the causation between the obtained results and the deficiencies/irregularities that were revealed in the activity of the audited entities. The audit has also identified the conditions of the internal control system which could cause errors or malfunctions in the administration of the public funds of the verified entities. The audit results have revealed the fact that, although the evaluation of public internal financial control, including internal audit within the FMC in the public sector, has shown an ascending trend in the last period, there are still deficiencies generating several problems in the organization, implementation and development/strengthening of this process. The following deficiencies can be mentioned:

- although according to the Declaration on good governance issued by public entities managers claimed that the FMC system in the institution is organized, implemented and operational, the audit has found that the institutionalization of the system is largely at the stage of preparation or implementation. Working groups have been instituted, the description of basic/operational processes has been identified or initiated and certain control procedures and activities have been established and described.
- the tendency of formal implementation of control in several entities; only a few documents (operational procedures, risks register etc.) have been developed, these

\textsuperscript{1} Art.28 par.(1) letter.h) of the Law on the Court of Accounts.

\textsuperscript{2} Good governance – mode of governing that ensures the achievement of objectives under the principles of transparency and accountability, economy, efficiency and efficacy, legality and equitability, ethics and integrity (Law no. 229 of 23.09.2010).

\textsuperscript{3} Managerial accountability – awareness by the manager of the entity and his undertaking of responsibility for the promoted actions, decisions and policies, including for the maximization of results through the optimization of resources, base don the principles of good governance, as well as the obligation to report on the achieved objectives and results (Law no.229 of 23.09.2010).

\textsuperscript{4} Art.5 par.(2) of the Law no.229 of 23.09.2010 on public internal financial control.
lacking application in practice or being non-functional, conditioning their decreased efficiency;

- although risk management is a necessary tool for the administration of the public entities for correct and optimal decision making in the conditions of economic risk and uncertainty, its absence or insufficient development within the FMC system invokes the consequence of a static risk management mechanism, which does not achieve its established objectives;

- there were identified cases when the instituted internal audit units have not been functional and lacked qualified personnel in the reference period, due to diverse causes as insufficiency of professional capacities, small salaries;

- there were identified cases of double subordination of internal audit, as consequence of its inclusion within other subdivisions, which is contrary to the legal provisions and affect the objectivity, independence and efficiency of the internal audit activity;

- there were attested situation when the internal audit activity has also involved operational tasks, incompatible with legal attributions, which suggests the unclear understanding of the essence and importance of the internal audit activity.

In this context, it has been concluded that, even though the basic regulatory framework for the FMC system has been approved, it is not completely functional and the concept of managerial accountability is not wholly implemented. The actual system for managing public finances most often functions in a centralized decision making framework. In view of remedying this situation, it is necessary that public entities ensure the institution of a result-oriented management system that is correctly managing the allocated public finances, eliminating major risks and accentuating performance. This requires the clear definition of annual and strategic activity objectives, planned results and impacts. The managers of the public entities must ensure the independence between the annual activity and the established objectives. In this way, the administration of public entities is accountable for the implementation of certain procedures for verifying the correctness/performance of the financial management and the economic-financial processes related to the management of public funds.

The efficient activity of the internal auditor depends on their professional activity and on their motivation, which is presently inferior to the tasks and responsibilities of their function.

The Court of Accounts has submitted several recommendations on measures to be undertaken for remedying the deficiencies/gaps that have been detected in the organization, implementation and development/strengthening of internal control, which will essentially contribute to the improvement of the management of public funds.

**e. measures providing for corrective action in case of failure to comply with the legal requirements, with description of the procedure for oversight and implementation**

The Law no. 41 of 27.03.2014 has resulted with certain amendments in the legislation with the establishment of contravention liability for the non-execution of the decisions of the Court of Accounts. The Court of Accounts has obtained the state of ascertaining agent.

**Art.I.** – the contravention code of the Republic of Moldova no. 218-XVI of 24.10.2008 (Official Monitor of the Republic of Moldova, 2009, no.3-6, art. 15), with the ulterior modifications, is modified and completed as follows:

1. After article 319\(^1\) is introduced the article 319\(^2\) with the following content:

   “Article 319\(^2\). Non-execution of the decisions of the Court of Accounts

   The actions or inactions of the persons with managerial functions who, without good reason, do not implement the decisions of the Court of Accounts within the established terms will be sanctioned with a fee from 200 to 350 conventional units”
2. Article 349 is completed with paragraph (5) with the following content:
“(5) Non-submission, without good reason, of the data, information, acts and documents that are requested by the Court of Accounts in the legal conditions and terms will be sanctioned with a fee from 100 to 150 conventional units applied to the person with a managerial function.”

3. To article 385 paragraph (2), text “400-4232” is substituted with “400-4236”.

4. To article 393 letter d), text “400-4235” is substituted with “400-4236”.

5. After article 4236 is introduced the article 4236 with the following content:

“Article 4236. Court of Accounts
(1) The contraventions provided in art. 3191 and art. 349 par. (5) are ascertained by the Court of Accounts.
(2) The public personnel of the Court of Accounts, that is authorized with auditing attributions has the right to ascertain contraventions and to carry out protocol procedures.
(3) Protocols on contraventions are submitted for substantive examination to competent court.”

Art.II. – the Law no. 261-XVI of 05.12.2008 on the Court of Accounts (Official Monitor of the Republic of Moldova, 2008, no. 237-240, art. 864), with ulterior modifications, is completed as follows:

1. To article 26, paragraph (2) is completed with letter e) with the following content:
“(e) to ascertain contravention acts.”

2. Article 36 is completed with paragraph (3) with the following content:
“(3) the non-implementation of the decisions of the Court of Accounts attracts contravention liability under the law.”

With regard to the monitoring procedure, the Court of Accounts applies the procedure in conformity with the provisions of an internal regulation that has been approved as a normative act by the plenary of the Court of Accounts.

In relation to civil and administrative measures to preserve the integrity of accounting books, records, financial statements or other documents related to public expenditure and revenue to prevent the falsification of such documents

The security of accounting books, records, financial statements and other documents related to public expenditure and revenue, is regulated by Law of accounting no. 113-XVI of 27.04.2007. The Ministry of Finance develops the model Accounting policy for public institutions, these being obliged to develop and approve their Accounting policies base on the model.

Based on Law no. 133 of 08.07.2011 on the protection of personal data and the conditions for ensuring the security of personal data upon its management within informational systems for personal data, approved by Government Decision no.1123 of 14.12.2010, each public institution must develop and approve the Institutional security policy for the secure application of all informational systems that are used by the institution.

Within the Court of Accounts, the security policy for the accounting system provides for the following:

"Soft-Contabil” Accounting system
Bookkeeping is used in electronic format by the Finance and budget service. The head of the Service (chief accountant) is responsible for the system. The system has been used since 2011. The objective of the system is the bookkeeping of the Court of Accounts. The system is permanently used.

The persons holding access to the data in the “Soft-Contabil” system are:
- the President of the Court of Accounts;
- head and staff of the Finance and budget service;
- internal and external auditor;
- bodies that are authorized by law (Ministry of Finance, control bodies, BC Moldova AgroindBanc SA).

**Communication challenges between government bodies, agencies responsible for integrity in procurement and management of public finances, and business community representatives:**

Communication and coordination challenges are generally conditioned by the lack of a centralized informational system that would provide for data exchange between institutions. More detailed information on this subject can be found in the audit report on informational technologies approved by the Court of Accounts, among which is the Decision no. 46 of 14.09.2012 on the Audit report on informational technologies with performance elements on the subject of „Identified problems and risks, which could affect the e-Transformation agenda of the Government”

**Financial challenges with respect to maintaining sufficient and consistent funding for government bodies and other government agencies responsible for integrity in procurement and management of public finances:**

In the conditions of a limited budget approved for the institutions which will have financial autonomy under law and their principles of activity, it cannot be confirmed that sufficient financing is ensured for the efficient functioning of the supreme state audit institution.

Currently, the Court of Accounts benefits from 3 external assistance projects, which have been described above. At the same time, it is necessary to initiate discussions on the identification of support for the development of a centralized informational system which would ensure the automation of audit activity and the exchange of relevant data and information with the main stakeholders involved in the process of managing public finances (planning, execution, administration, collection etc.)

**In relation to public reporting**, as result of the implementation of the Law no. 239 - XVI of 13.11.2008 regarding transparency in the decisional process and the Government Decision no. 96 of 16.02.2010, the following results have been registered:

The share of draft decisions that have been subject to public consultations represented 89% in 2014, a 4 % increase compared to 2013 and a 10% increase compared to 2012.

The share of accepted public recommendations has tangibly increased in 2014, representing 2575 accepted recommendations from a total number of 4106 (in 2013 the relation was of 632 accepted recommendations from a total number of 1888).

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<thead>
<tr>
<th>Recommendations:</th>
<th>received</th>
<th>accepted</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1. Citizens</td>
<td>333</td>
<td>200</td>
</tr>
<tr>
<td>1.2. National Council for Participation</td>
<td>75</td>
<td>53</td>
</tr>
<tr>
<td>1.3. NGO’s</td>
<td>1013</td>
<td>524</td>
</tr>
<tr>
<td>1.4. Syndicates</td>
<td>148</td>
<td>73</td>
</tr>
<tr>
<td>1.5. Employers’ associations</td>
<td>212</td>
<td>82</td>
</tr>
<tr>
<td>1.6. Parties and other social-political organizations</td>
<td>23</td>
<td>6</td>
</tr>
<tr>
<td>1.7. Mass media</td>
<td>94</td>
<td>55</td>
</tr>
<tr>
<td>1.8. Private sector representatives</td>
<td>758</td>
<td>551</td>
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</table>
The number of consultative sessions organized by public authorities has decreased in 2014 (1444) in comparison to 2013 (1714).

In 2014 were organized the following events with the participation of the civil society:

- The government of the Republic of Moldova has organized consultations regarding the National Proposal for Integrating Migration in the Development Plan. The workshop has assembled decision bodies, representatives from the civil society and development partners;
- The organization, in collaboration with the National Council for Participation, of public consultations on the draft of the Strategy for the Reform of the Public Administration for the years 2014-2020;
- For the first time, the Government Action Plan for the year 2014 was placed on the portal www.particip.gov.md. At the same time, a common session regarding the Action Plan was organized, with the participation of the representatives of Transparency International, the State Chancellery and the Parliament of the Republic of Moldova;
- Several meetings were organized in the domain of social protection for persons with disabilities, with the participation of the civil society. Within the working groups was drafted the law on the implementation of the United Nations Convention on the Rights of Persons with Disabilities and the draft amendment for the law on state social allowances for certain categories of citizens;
- Civil society and local public administration have co-participated at the II edition of the National health forum (31 October -1 November 2013), discussing the subject of their involvement in health policies;
- Representatives of the Government of the Republic of Moldova and the civil society have participated at the Annual Summit of the Open Government Partnership (OGP), organized in the period of 31 October – 1 November 2013. At the Summit, the Government of the Republic of Moldova has undertaken the task to develop a Strategy for Open Data. The Open Data Index for 2013, published by the Open Knowledge Foundation, places the Republic of Moldova in the top 10 of the member countries of the OGP in the chapter of opening data. At the same time, at the end of the year 2013 was launched the new version for the www.date.gov.md website, designed to facilitate the access of citizens to the data of ministries and central public administration;
- By Government Decision no. 1000/2014 was approved the state order on the professional development of the personnel from public authorities for the year 2015. The program involves all aspect related to transparency and to the encouragement of citizens to participate in the decision making process. The courses are organized by the State Chancellery in collaboration with the Academy for Public Administration. In 2014 were instructed 1290 civil servants. The State Chancellery also provides methodological assistance to ministries and central public administration regarding the management of the www.particip.gov.md portal.
- In the period of 9 – 12 December 2014, the National Anticorruption Centre organized the National Anticorruption Conference, with the financial assistance of the East-European Foundation in Moldova, the EU High Level Policy Assistance Mission in Moldova and the Soros Foundation in Moldova. The Conference has gathered representatives from the central public administration, media and civil society and has involved a series of workshops which have facilitated public debate on pressing issued regarding corruption in the public sector.
II – Information in relation to measures to prevent money laundering (Article 14)

1. Please describe (cite and summarize) the measures / steps your country has taken (or is planning to take) to implement this provision of the Convention

a. Establish a comprehensive domestic regulatory and oversight regime to deter and detect money-laundering.

The money laundering offence was introduced in September 2002 and was subsequently repealed with the entry into force of a new Criminal Code on 12 June 2003. The provision which is now in force - article 243 of the Criminal Code - adequately reflects the moral and material elements required by international standards. All designated predicate offences are covered in the Criminal Code, except for the offence of insider dealing (penalized since 24/11/2006). Penalties, which apply to both natural and legal persons, are in line with international practices; however, the scope of corporate criminal liability is limited to commercial legal entities. The Republic of Moldova has developed the criminal legislation since the 3rd round evaluation by bringing the money laundering offence more in line with the Vienna and Palermo Conventions. The money laundering offence, which was reformulated according to this standard, is generally understood and actually interpreted by practitioners so as to cover the laundering by the author of the predicate offence (self-laundering).

Article 279 of the Criminal Code on “financing of and materials support for terrorist acts” covers both domestic and international terrorism. The terrorism financing offence now addresses the general concept of financing of terrorist organisations and individual terrorists. It was also positively noted that the Moldovan criminal substantive law appears to cover all offences within the scope of the nine treaties listed in the Annex to the TF Convention. Provisional measures and confiscation are provided for in the newly adopted Criminal Procedure Code, which entered into force in June 2003. The fundamental principles of the constitution are thus unchanged and so is the structure by which the general rules of confiscation are provided in the Criminal Code (CC). Sequestration (i.e. seizure of goods) as the main provisional measure is prescribed in the Code of Criminal Procedure (CCP).

Articles 7 and 9 of the AML Law provided that the Centre for Combating Economic Crimes and Corruption (CCCEC), now re-named as National Anticorruption Center (NAC), had the overall responsibility for the enforcement of the law, for the co-ordination of activities conducted by the AML/CFT authorities, as well as for international co-operation in this field. In 2003, the Office for Prevention and Control of Money Laundering (OPCML), a specialized section of the CCCEC, took over the function of Financial Intelligence Unit, which was exercised since November 2001 by a special section of the Public Prosecutor’s Office. The OPCML was officially established on 15 September 2003 and at the moment has a staff of 17 permanent officials. Notwithstanding the fact that the OPCML continues to be situated within the operational structure of the NAC, the AML/CFT Law now provides for the establishment of the OPCML as an independent subdivision with powers and functions which are clearly distinct from those of the NAC.

Several authorities have responsibilities in the field of investigation and prosecution of money laundering and the financing of terrorism offences, namely the CCCEC, the Ministry of Internal Affairs, the Information and Security Service (SIS), the Prosecutor’s Office. The CCCEC investigates laundering cases uncovered as part of its own inquiries into predicate offences and may place an important role in ML offences launched by the Police. The Ministry of Internal Affairs and the SIS mainly retain responsibility for terrorist financing cases. The Prosecutor’s
Office directs and supervises criminal investigations carried out by the law enforcement agencies and has exclusive responsibility for investigating money laundering cases committed by specific categories of persons (president, members of Parliament, members of Government, judges, prosecutors, generals, criminal prosecution officers). Adequate powers are available to the law enforcement to conduct searches, hear witnesses, seize documents and perform all the typical investigative activities aimed at collecting evidence and tracing criminal assets. Financial information held by the financial institutions is also accessible through the intervention of the judiciary authorities and no particular difficulties were voiced in the use of the above-mentioned powers.

b. Show that, at minimum, banks and non-bank financial institutions ensure effective customer and beneficial owner identification, monitoring of transactions accurate record/keeping, and have in place a reporting mechanism on suspicious transactions

The preventive side of the AML/CFT system is based on the AML Law, which defines the “organizations which perform financial transactions” that are subject to AML/CFT obligations and the Recommendations of the National Bank of Moldova (NBM) on developing programs on prevention and combat of money laundering and the financing of terrorism, applicable to the banking sector and other entities licensed by the NBM. The National Commission on Financial Market (NCFM) was established in 2007 and is the supervisory authority for the non-banking financial market. Both the NBM and the NCFM apply on-site and off-site supervisory measures. By amending the AML/CFT Law, were listed all the DNFBP as reporting entities.

The AML law lists the following financial institutions: banks, subsidiaries of foreign banks, peoples savings and loans associations, bureaus of change, the stock exchange of Moldova, professional participants on the securities market (independent recorders, brokerage companies, investment funds, underwriting companies, fiduciary administrators, depositories of investment funds, audit companies, dealers, self regulatory organizations), independent accountants, insurance companies.

According to the legal requirements, reporting entities are obliged to establish due diligence procedures. The identification and verification of the identity of natural or legal person and of the beneficiary owner on the basis of the identity documents, as well as data or information obtained from a reliable and independent source is required by the AML/CFT Law. Enhanced CDD is required by law for relationships established with politically exposed persons (PEPs), correspondent current accounts and non-face to face relationships.

The record keeping requirements are largely in line with the FATF standards. According to the AML/CFT Law, the Financial Institutions (FI) are required to keep records of the information and documents of the natural and legal persons, of the beneficial owner, the registers of identified natural and legal persons and the archive of accounts and primary documents, including business correspondence, for a period of at least 5 years after the business relationship ends or bank account closes. Upon supervisory authorities’ request, the reporting entities are required to prolong the record keeping period.

Moldova has put in place a reporting system. The AML law requires the institutions concerned to report transactions likely to be linked to money laundering and suspicious transactions related to terrorism.

The AML/CFT Law requires that the reporting entities shall adopt enhanced due diligence measures when natural or legal persons receive or send funds from/to countries that lack norms regarding money laundering and financing of terrorism. Furthermore, lists of countries which are considered to pose a higher risk of ML/FT are annexed to the Guide to Suspect Activities or
Transactions under the Law on Prevention and Combating of Money Laundering and Terrorism Financing. However, no requirement to pay special attention to transactions performed by customers from countries that do not apply or insufficiently apply FATF Recommendation is to be found in the Moldovan legislation. For the non-banking FIs, the counter measures for countries that do not apply or insufficiently apply the FATF Recommendations are limited to enhanced CDD.

The requirement to report suspicions of ML/FT is primarily set out under the AML/CFT Law. This obligation is supplemented by various provisions under other laws and regulations. It has to be noted that the reporting obligation provided by the AML/CFT legislation refers to transactions which are suspected to be linked or related to or are used for terrorism, terrorist acts of by terrorism organisations.

The Orders issued by the NAC provide an extensive list of criteria and indicators of suspect ML/FT activities or transactions within both the financial and non-financial sector. The AML/CFT Law requires the reporting entities to adopt proper programmes on prevention and combating money laundering and financing terrorism (PCMLTF), according to the recommendations and normative acts approved by the supervising authorities. FIs are obliged to include in their PCMLTF the name of a managerial employee responsible for ensuring the compliance of the policies and procedures with the AML/CFT legal requirements.

c. Extend the requirements mentioned above to other bodies particularly susceptible of money laundering.

The preventive side of the AML/CFT system is based on the AML Law, which defines the “organizations which perform financial transactions” that are subject to AML/CFT obligations and the Recommendations of the National Bank of Moldova (NBM) on developing programs on prevention and combat of money laundering and the financing of terrorism, applicable to the banking sector and other entities licensed by the NBM. The National Commission on Financial Market (NCFM) was established in 2007 and is the supervisory authority for the non-banking financial market. Both the NBM and the NCFM apply on-site and off-site supervisory measures. By amending the AML/CFT Law, were listed all the DNFBP as reporting entities.

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d. Ensure that agencies involved in anti-money laundering can cooperate and exchange information at national and international levels.

The National Strategy sets out the basis for coordination between all authorities involved in the AML/CFT sphere and sets the NAC as the authority responsible for its monitoring. The authorities which are required to contribute towards the implementation of the strategy are the National Bank of Moldova, the National Commission for Financial Markets, the Ministry of Justice, the Ministry of Information Technology and Communications, the Ministry of Finance, the Customs Service the General Prosecutor Office, Ministry of Interior, Ministry of Finance, Chamber of License, Ministry of Economy and National Bureau of Statistics.
The National Strategy is also intended to create a forum for consultation between the various authorities involved in the prevention of ML/FT.

On a practical level, the OPCML cooperates with law enforcement authorities, on a daily basis. In the course of an ML/FT investigation the CID and the Anti-corruption Prosecutor Office cooperate closely with the OPCML.

The Republic of Moldova is a party to international agreements, such as the 1959 European Convention on Mutual Legal Assistance in Criminal Matters and its additional protocol, the 1957 Council of Europe Convention on Extradition and its two protocols and the 1990 Strasbourg Convention. Furthermore, the Republic of Moldova signed and ratified the Council of Europe Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime and on the Financing of Terrorism (CETS 198) as well.

Neither the CCP nor the MLA Law allow for the refusal of MLA requests on the grounds of secrecy or confidentiality requirements. In the Moldovan law, no financial institution secrecy law appears to inhibit the implementation of the FATF Recommendations and this general approach must be followed when executing foreign letters rogatory.

Pursuant to the provisions of the AML/CFT Law, the OPCML, on its own initiative or on the basis of a request, can send, receive or exchange information and documents with foreign authorities having similar functions to the OPCML. Such exchange of information shall be subject to the conclusion of a memorandum of understanding (cooperation agreement). The law enforcement authorities use informal channels, such as Interpol and Europol, for the exchange of information in the course of criminal investigations.

**Inquiries through EGMONT Group in 2014**
The NBM is empowered to represent the Republic of Moldova in all intergovernmental meetings, councils and organizations concerning monetary policy, bank licensing and supervision, and other matters that are within its fields of competence. According to the NCFM Law, the Commission is legally empowered to cooperate with the corresponding specialized international organizations and to be their member, as is the case of the IAIS.

d. Consider or establish financial intelligence units (FIUs)

In 2003, the Office for Prevention and Control of Money Laundering (OPCML), a specialized section of the CCCEC, now re-named as National Anticorruption Center (NAC), took over the function of Financial Intelligence Unit, which was exercised since November 2001 by a special section of the Public Prosecutor’s Office. The OPCML was officially established on 15 September 2003 and at the moment has a staff of 17 permanent officials. Notwithstanding the fact that the OPCML continues to be situated within the operational structure of the NAC, the AML/CFT Law now provides for the establishment of the OPCML as an independent subdivision with powers and functions which are clearly distinct from those of the NAC.

The office performs the following main tasks:
- prevention and fight against money laundering and financing of terrorism;
- elaboration and implementation of policies and strategies in prevention and fight against money laundering and financing of terrorism in the Republic of Moldova;
- coordination and implementation of applicable international standards.

The staff of the OPCML have the rights, obligations, interdictions and restrictions provided by the laws for the employees of the CCECC, as well as by the Law no. 190-XVI of 26 July 2007 on the prevention and combating of money laundering and financing of terrorism.

The OPCML publishes annual reports containing the overall analysis and evaluation of the received data, as well as the tendencies in money laundering and financing of terrorism which are presented to the authorities and institutions involved in the monitoring and control in this field.

d. Consider or become part of anti-money laundering (AML) networks (such as FATF, FSRBs, Egmont Group)
Republic of Moldova is a member of MONEYVAL Committee of Experts under the Council of Europe and maintains the status of observer within the Eurasian Group, both FSRBs being responsible for the implementation and enforcement of the FATF Recommendations.

After a long procedure of harmonization of legislation in accordance with the EGMONT GROUP principles and with the support of the sponsored agencies of FIU of Ukraine, Russian Federation and Bulgaria, OPCML was accepted as a member of the Egmont Group during the plenary meeting held in Seoul, Republic of Korea, on 27 May 2008, which offers the possibility to cooperate and exchange information with Financial Intelligence Units through a secured system. A series of memorandums of understanding with similar authorities were concluded.

g. Require individuals and businesses to declare/disclose cash border transportation and other negotiable instruments.

The import and export of currency and cheques above a threshold of the equivalent of 10,000 € is subject to mandatory declaration to the Customs. According to the provisions of AML/CFT Law, the Customs Service is required to provide the OPCML with all the information on the currency declarations (with the exception of banking cards) made at the border by natural and legal persons in accordance with the provision of the art. 33 and 34 of the Law nr.62/XVI from 21 March 2008 on the currency regulation. The Customs Service will also inform the OPCML, within 24 hours, on the information linked to identified cases of introduction of foreign currency or/and illegal expedition of currency.

h. Require financial institutions, including money remitters to meaningfully identify originator of electronic transfer of funds, maintain such information throughout the payment chain and apply enhanced scrutiny to transfers lacking complete information on originator or beneficiary

For the banks, the originator information for wire transfers is provided in the Regulation “on the activity of banks within the international money transfer systems” which came into force on 1st of July 2011. The Regulation contains a special chapter “Prevention of money laundering and combating the financing of terrorism by means of international money transfers systems” that provides the relevant provisions required by SRVII in relation to the originator’s information with respect to international transfers performed through international money transfer systems. The provisions of this Regulation are applied to banks participating in the international money transfer systems through which money are transferred to/from abroad by/for individuals from the Republic of Moldova.

According to this Regulation, the participating bank shall develop and implement effective mechanisms for establishing the identity of the payer/beneficiary before providing the international money transfer service; the identity of the payer/beneficiary shall be made, at least, based on the identification documents, and if an empowered person makes the transfer, based on the identification documents and letter of attorney which shall be presented. The ordering participating bank shall ensure that the message accompanying the international money transfer shall include at least the following information on the payer:

- first and last name;
- unique reference number of the money transfer;
- address or national identity number, or date and place of birth.

The representatives of the “Posta Moldovei” in practice perform CDD for all customers regardless of the amount. Also, it was mentioned that when performing out-going transfers (payments) copies of the identifications documents are sent together with the money to the
receiving institutions and this obligations is provided in “Quality Assurance Plan No. 3 for Policy of Prevention and Fight Against Money Laundering and Financing of Terrorism” issued internally and approved by the General Manger of the “Posta Moldovei”. This plan provides a general explanation and definition of money laundering and terrorism financing and indicates that the method for performing money transfers abroad applicable for “Posta Moldovei” is the «Instruction on the international postal money transfers» approved by the Administration Council of the National Bank of the Republic of Moldova no. 129 of 6th June 2002.

According to the “Quality Assurance Plan”, when sending an international money transfer (notwithstanding the amount transferred) the postal servant shall provide complete name (name, surname, patronymic) and address of sender, sender’s telephone number (if the sender has a telephone number) and to indicate the beneficiary’s full name (name, surname, patronymic), address and telephone number (if the beneficiary has a telephone number) and other detailed information (series, number, where and when issued) on the sender’s ID document (with the sender’s photograph). Also, the purpose of money transfer and sender’s signature shall be included.

In case of incoming payments, the reference number of the transfer executed via any money transfer system must be indicated together with the beneficiary’s full name, address and telephone, the number and series of ID document with photograph, country/state that has issued the document, date of issue. The sender’s name and amount of transfer must be added.

According to art. 4.41. of the Regulation on credit transfers No. 373 of 15 December 2005, the paying bank ensures that the electronic message accompanying the ordinary credit transfer includes, besides other information needed for its execution, the following information regarding the payer:

1) name/ first and last name;
2) bank account number;
3) address or fiscal code (IDNO/IDNP), or date and place of birth (except for the payment order used for performing the credit transfer in national currency, where the inclusion of “fiscal code” element is mandatory, in case the payer has a fiscal code).

Art. 6, para. 6 (b) of the AML/CFT Law requires that reporting entities should apply enhanced due diligence measures, in the case of wire transfers, if there is lack of sufficient information about identification of the sender as well as during transactions encouraging anonymity.

Regulation on the Activity of Banks within the International Money Transfer Systems stipulates in Art. 35 that the lack of complete information about the person who initiated the international money transfer will be considered by the beneficiary bank as a factor in assessing whether the respective international money transfer is suspicious.

i. Refer to or use as a guideline regional or multilateral anti-money laundering initiatives


While the ratification of the Vienna and Palermo Conventions took place without reservations, the FT Convention was ratified with two limiting declarations one of which had a direct impact on its actual scope of implementation. According to this declaration, the Republic of Moldova did not consider treaties, to which it had not been party, as being included in the Annex of the FT Convention. On the one hand, this limitation was undoubtedly in line with the derogation
provided by Art. 2(2) of the FT Convention but, on the other, it was not sufficient to meet SR.II which required the FT offence to extend to all treaty offences listed in the Annex (regardless of whether the country is a party to those treaties or not) and therefore it was recommended that the FT offence should expressly cover all these offences.

As for the transposition of the Vienna and Palermo Conventions, as discussed above, the Republic of Moldova has made significant progress in bringing its anti-money laundering criminal legislation in line with these conventions. Specifically, it is Art. 243 CC as amended in 2007 and 2008 that follows more closely the standards set by these international legal instruments.

Republic of Moldova had already ratified the Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime (ETS 141). It also ratified (2007) the Council of Europe Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime and on the Financing of Terrorism (CETS 198) which entered in force as of May 2008. Both these conventions were ratified with declarations concerning the Transnistrian region such as the one attached to CETS 198 according to which the provisions of the said convention would only be applied “on the territory effectively controlled by the authorities of the Republic of Moldova”.

### Mutual legal assistance and extradition requests – outgoing requests

#### 2013

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#### 2014 (9 months)

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**j. Demonstrate use of mutual legal assistance, administrative or judicial cooperation in cases of money laundering among law enforcement, judicial authorities and financial regulatory authorities.**

**Mutual legal assistance and extradition requests – outgoing requests**

**FIU to FIU co-operation**
### International co-operation

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### Supervisory authorities international cooperation

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### AML/CFT OUTGOING REQUESTS

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k. Regulate cooperation and information exchange with relevant agencies (for instance on matters related to asset declarations, real estate transactions, tax matters)

1. The National Strategy (2010-2012) for the prevention and combating of ML/FT (Decision No. 790, dated 3rd September 2010) sets out the basis for the coordination between all authorities involved in the AML/CFT sphere. It is to be noted that the National Strategy refers to the CCECC, rather than the OPCML, as the authority which is responsible for the monitoring of the strategy for 2010-2012.

The authorities which are required to contribute towards the implementation of the strategy are the National Bank of Moldova, the National Commission for Financial Markets, the Ministry of Justice, the Ministry of Information Technology and Communications, the Ministry of Finance, the Customs Service, the General Prosecutor Office, Ministry of Interior, Ministry of Finance, Chamber of License, Ministry of Economy and National Bureau of Statistics.

2. Please outline actions required to strengthen or improve the measures described above and any specific challenges you might be facing in this respect.

Republic of Moldova initiated the necessary procedures in order to perform national assessment of ML/TF risks. The World Bank accepted to offer the financial support to perform according to the World Bank methodology the National Risk Assessment and starting in the second half of the year 2015 until 2016.

3. Do you require technical assistance in relation to the measures described above? If so, please specify the forms of technical assistance that would be required. In case you have received or are receiving technical assistance to implement these measures, please indicate so in your response.

There is a need for additional trainings, seminars and programs of exchange of experience with international counterparts for law enforcement and judicial authorities,