

**Evaluation Report No. 15 of 25 November 2025
on Anatolie CIULEACU,
prosecutor in the Anti-Corruption Prosecutor's Office,
subject of evaluation under Law No. 252/2023**

Evaluation Panel A (“the Panel”) of the Prosecutor Vetting Commission (“the Commission”) established by Law No. 252/2023 on the external evaluation of judges and prosecutors and amending some normative acts (“Law No. 252/2023”), discharging the powers under the same Law, deliberated in private on 7 November 2025 and approved this report on 25 November 2025.

The members participating in the approval of the evaluation report were:

*Nadejda HRIPTIEVSCHI
Christopher LEHMANN
Saskia de VRIES*

Based on its work in collecting and reviewing the information, and subsequent deliberations, Panel A prepared the following evaluation report.

I. Introduction

1. This report concerns the subject of evaluation (“the subject”) Anatolie CIULEACU, prosecutor in the Anti-Corruption Prosecutor’s Office (“APO”).
2. The Panel evaluated the subject according to the procedure and criteria regulated by Law No. 252/2023, and according to the Rules of Procedure of the Prosecutor Vetting Commission (“the Commission Rules”) approved by the Commission pursuant to art. 5 para. (4) of Law No. 252/2023.
3. The Panel unanimously concluded that Anatolie CIULEACU meets the ethical and financial integrity criteria identified in Law No. 252/2023.

II. Subject of the Evaluation

4. Anatolie CIULEACU (“the subject”) was appointed as a prosecutor in the Leova District Prosecutor’s Office on 29 May 2008. On 8 April 2013, he was transferred to the South Office of the APO, where he has served continuously since, except for the period from 14 January to 31 July 2019, when he acted as Interim Deputy Chief of the Taraclia District Prosecutor’s Office.

III. Evaluation Criteria

5. Under art. 11 para. (1) of Law No. 252/2023, the Commission evaluates the subject's ethical and financial integrity.
6. Art. 11 para. (2) of Law No. 252/2023 provides that a subject is deemed not to meet the requirements of ethical integrity if the Commission has determined that:
 - a) over the last 5 years, the subject has seriously violated the rules of ethics and professional conduct of judges or, as the case may be, of prosecutors, as well as if the subject acted arbitrarily or issued arbitrary acts, over the last 10 years, contrary to the imperative rules of law, and the European Court of Human Rights has established, before the adoption of the act, that a similar decision was contrary to the European Convention on Human Rights.
 - b) over the last 10 years, the subject has admitted in his/her activity incompatibilities and conflicts of interest that affect the position held.
7. Art. 11 para. (3) of Law No. 252/2023 provides that the subject shall be deemed not to meet the criterion of financial integrity if the Commission has serious doubts determined by the fact that:
 - a) the difference between assets, expenses, and income, for the last 12 years, exceeds 20 average salaries per economy, in the amount as set by the Government for the year 2023.
 - b) over the last 10 years, the subject admitted tax irregularities as a result of which the amount of unpaid tax exceeded, in total, 5 average salaries per economy, in the amount as set by the Government for the year 2023.
8. The average salary per economy for 2023 was 11,700 MDL¹. Thus, the threshold of 20 average salaries is 234,000 MDL, and the threshold of five average salaries is 58,500 MDL.
9. Art. 11 para. (4) of Law No. 252/2023 allows the Commission to verify various things in evaluating the subject's financial integrity, including payment of taxes, compliance with the legal regime for declaring assets and personal interests, the sources of funds of the subject's wealth.
10. Art. 11 para. (5) of Law No. 252/2023 provides that in evaluating compliance with the criteria set out in para. (3) of this article, the Commission shall also take into account the wealth, expenses, and income of close persons, as defined in Law No. 133/2016 on the declaration of assets and personal interests, as well as of the persons referred to in art. 33

¹ Government decision No. 936/2022 on the approval of the amount of the average monthly salary per economy, forecast for 2023.

para. (4) and (5) of Law No 132/2016 on the National Integrity Authority.

11. Art. 11 para. (6) of Law No. 252/2023 provides that in assessing compliance with the criteria set out in art. 11 paras (2) and (3), the legal provisions in force when the relevant acts occurred are applied. The documents or findings of other entities with competence in the areas concerned shall have no predetermined value for the Commission. Findings in final judgments shall be taken into account by the Commission, except for judgments that the Commission considers to be arbitrary or manifestly unreasonable. The Commission may rule only on breaches of the rules of ethics and professional conduct, without ruling on the legality of the decisions in question.
12. In applying art. 11 para. (3) of Law No. 252/2023, the Commission cannot apply the term “serious doubts” without considering the accompanying phrase “determined by the fact that”. This phrase suggests that the Commission must identify as a “fact” that the specified conduct has occurred.
13. Regarding the standard of “serious doubts” in the context of the vetting exercise, the Constitutional Court noted with reference to its previous decisions that the definition of standards of proof inevitably involves using flexible texts. The Court also said that the Superior Council of Prosecutors can only decide not to promote a subject if the report examined contains “confirming evidence” regarding the non-compliance with the integrity criteria. The word “confirms” suggests a certainty that the subject does not meet the legal criteria. Thus, comparing the wording “serious doubts” with the text “confirming evidence”, the Court considered that the former implies a high probability, without rising to the level of certainty (Constitutional Court Judgment No. 2 of 16 January 2025, §§ 99, 101).
14. The Commission notes that the Venice Commission underlined that in “a system of prior integrity checks, the decision not to recruit a subject can be justified in case of mere doubt, on the basis of a risk assessment. However, the decision to negatively assess a current post holder should be linked to an indication of impropriety, for instance unjustified wealth, even if it cannot be proven beyond doubt that this wealth does come from illegal sources” (Opinion No. 1064/2021 of 20 June 2022, CDL-AD (2022)011-e, para. 10; Joint Opinion of 14 March 2023, CDL-AD(2023)005, para. 69).
15. Shifting the burden of proof to the subject, once the evaluating body has identified integrity issues, has been found permissible by the European Court of Human Rights (“ECtHR”), even in the vetting of sitting judges who may lose their positions or otherwise be sanctioned as a consequence of the evaluation. In *Xhoxhaj v. Albania*, Judgment of 31 May 2021, § 352, the Court stated that “it is not per se arbitrary, for the purposes of the ‘civil’ limb of Article 6 § 1 of the Convention, that the burden of proof shifted onto the applicant in the vetting proceedings after the IQC [Independent Qualification Commission] had made available the preliminary findings resulting from the conclusion of the investigation and had given access to the evidence in the case file” (confirmed for the vetting of prosecutors in *Sevdari v. Albania*, Judgment of 13 December 2022, § 130).

16. Once the Commission establishes substantiated doubts based on particular facts that could lead to failure of evaluation, the subject will be afforded the opportunity to oppose those findings and to submit arguments in defense, as provided by art. 16 para. (1) of Law No. 252/2023. After weighing all the evidence and information gathered during the proceedings, the Commission makes its determination.

IV. Evaluation Procedure

17. Anatolie CIULEACU was on the list of subjects submitted by the Superior Council of Prosecutors (“SCP”) to the Commission on 23 May 2024 for evaluation, pursuant to art. 12 para. (1) of Law No. 252/2023.

18. The subject was evaluated based on provisions of art. 3 para. (1) lit. e) of Law no. 252/2023.

19. On 24 May 2024, the Commission notified the subject of its initiation of evaluation and requested that he complete and return the declaration of assets and personal interests for the last five years (“five-year declaration”), which includes the list of close persons in the judiciary, prosecution and public service, and an ethics questionnaire within 20 days, as provided in art. 25 para. (3) of the Commission Rules, consistent with art. 12 para. (4) of Law No. 252/2023. The subject returned the completed five-year declaration and ethics questionnaire within the deadline, on 12 June 2024.

20. Pursuant to art. 15 para. (2) of Law No. 252/2023 and art. 17 of the Commission Rules, the file in this matter was randomly assigned to Panel A.

21. On 16 August 2024, the Commission notified by email the subject that his evaluation file had been randomly assigned to Panel A, composed of Nadejda HRIPTIEVSCHI, Christopher LEHMANN and Saskia de VRIES. The subject was informed that he may request, in writing and at the earliest possible time, the recusal of members from their evaluation.

22. Because the law sets different evaluation periods for the ethical and financial integrity criteria cited above, the Panel evaluated compliance with these criteria over the past 5, 10 and 12 years, respectively. Due to the end-of-the-year availability of the tax declarations and declarations on assets and personal interests, the financial criteria evaluation included 2012-2023 (*unjustified wealth*) and 2014-2023 (*tax irregularities*). The evaluation period for the ethical criterion includes the past 5 or 10 years calculated as per art. 24 para. (3) lit. b) of the Commission Rules.

23. During the last 12 years of the evaluation period, the subject was required to file declarations, both under Law No. 133/2016 on the declaration of assets and personal interests (“Law No. 133/2016”), and under the previous Law No. 1264/2002 on the declaration and control of income and property of persons with public dignity positions, judges, prosecutors, civil servants and some persons with managing positions (“Law No. 1264/2002”).

24. As part of the evaluation of the ethical and financial integrity of the subject, the Commission obtained information from numerous sources. The sources generally included the General Prosecutor's Office ("GPO"), specialized Prosecutor's Offices, Superior Council of Prosecutors, National Integrity Authority ("NIA"), National Anti-Corruption Center ("NAC"), Office for Prevention and Fight Against Money Laundering ("AML"), Ministry of Internal Affairs ("MIA"), Customs Service, State Tax Service ("STS"), General Inspectorate of Border Police, the National Office of Social Insurance ("CNAS"), Public Services Agency ("PSA"), Governmental Agent within the Ministry of Justice, banks, financial institutions etc. Information was also sought and, where applicable, obtained from other public and private entities, as well as open sources, such as social media and investigative journalism reports. Two complaints were received from a member of civil society. All information received was carefully screened for accuracy and relevance.
25. To the extent that issues were raised from the subject's five-year declaration, ethics questionnaire and collected information, those issues were raised in written questions with the subject.
26. On 18 June 2025, the Panel asked the subject to provide additional information by 25 June 2025 to clarify certain matters ("first round of questions"). The subject provided answers and documents within the set deadline – on 25 June 2025. On 7 July 2025, the Panel asked the subject to provide additional information by 15 July 2025 to clarify certain matters ("second round of questions"). The subject provided answers and documents within the set deadline – on 15 July 2025.
27. On 31 July 2025, the Panel notified the subject that it had not identified in its evaluation any areas of doubt about the subject's compliance with the ethical and financial integrity criteria and invited the subject to attend a hearing on 11 August 2025, to be held via videoconference. The subject was informed that he could request access to the evaluation materials.
28. Following the subject's request, on 6 August 2025, the subject was granted access to the evaluation materials according to art. 16 para. (5) lit. c) of Law No. 252/2023.
29. In the meantime, the Panel identified the need for further analysis of an issue concerning the subject. In view of this circumstance, on 7 August 2025, the Panel decided to postpone the hearing for an indefinite period and to inform the subject accordingly.
30. On 29 August 2025, the Panel asked the subject to provide additional information by 5 September 2025 to clarify certain matters ("third round of questions"). The subject provided answers and documents within the set deadline – on 5 September 2025.
31. On 16 October 2025, the Panel notified the subject that it had not identified in its evaluation any areas of doubt about the subject's compliance with the ethical and financial integrity criteria and invited the subject to attend a hearing on 28 October 2025, to be held via videoconference.

32. On 28 October 2025, due to technical difficulties, the subject was unable to connect to the hearing. Consequently, the Panel decided to reschedule the hearing for 7 November 2025, to be held in person.
33. On 7 November 2025, the subject took part in a public hearing of the Panel.
34. At the hearing, the subject reaffirmed the accuracy of his answers in the five-year declaration and ethics questionnaire and stated that he did not have any corrections or additions to the answers he had previously provided to the Panel's requests for information.

V. Analysis

35. This section discusses the relevant facts and reasons for the Panel's conclusion.
36. Based on the information it collected, the Panel did not find any issues that raised doubts as to the subject's compliance with the ethical and financial integrity criteria as per art. 11 of Law No. 252/2023. The subject clarified all questions the Panel had within the rounds of written questions.

Issues that raised certain doubts during the evaluation but were either mitigated or do not lead to failure under the thresholds set by Law No. 252/2023:

Issue 1. The subject's handling of a criminal case against I.C

37. On 23 October 2024, I.C. submitted a petition to the Commission, accusing the subject of fabricating a criminal case against him in retaliation for actions I.C. had taken as a municipal councilor in Cahul. Accordingly, the Panel has looked into the details of the matter.
38. Specifically, I.C. stated that in 2021, as a municipal councilor within the Cahul Municipal Council, he met with citizens who claimed that the subject, living on "AM" Street, had illegally seized public land by placing a fence and building a garage on that public land. The petitioner claims he proceeded to investigate the matter but was told by city officials to drop it, as the land was owned by an anti-corruption prosecutor and "no one wants any problems".
39. I.C. also claimed, at the time, that the subject's house appeared, on visual inspection, to have a larger area than indicated in his annual declarations, namely 84 m², and that the subject intentionally claimed a diminished size for the house's surface to intentionally evade the payment of the real estate tax. The Panel will further examine these allegations.
40. I.C. claims that as a result of his investigation of the subject's property, the subject initiated a retaliatory criminal prosecution against him (case No. 2022960041). That case involved questions arising from the disqualification by Cahul municipal authorities, in December 2021, of the low bidder in a major public work project in Cahul, namely the building of a new wastewater treatment plant.

41. The Panel deems it obvious to even the most casual observer, that the setting aside, by the municipal councilors, of the low bid for such a large project would have raised suspicions; indeed, had there been a failure of the APO prosecutors to act in this circumstance, it would have been equally suspicious; it would have begged the question of why the APO was not investigating a public expenditure, amounting to several million EUR, to hire a more expensive contractor. Consequently, it would have been incumbent upon the APO prosecutors to initiate an investigation.
42. According to the case materials available to the Panel, investigators of the NAC conducted an inquiry and concluded that there were reasonable grounds to suspect that the disregard of the lowest procurement bid may have involved acts of corruption. A report was filed on 22 December 2021, and on that same date, a senior investigator of the NAC South issued the order on the initiation of the criminal investigation in case No. 2021970698.
43. Subsequently, on 23 December 2021, the subject undertook prompt investigative measures and issued an order in case No. 2021970698, assigning it to a group composed of criminal prosecution and investigating officers. On the same date, the subject applied to the investigating judge of the Cahul District Court for authorization to conduct special investigative measures, including the interception of telephone communications, operative surveillance, home searches, arrest for 72 hours, and house arrest for a period of 30 days.
44. On 26 January 2022, additional reports of the NAC were drawn up. These reports, prepared by a senior criminal prosecution officer of the NAC, were transmitted to both the Interim Deputy Head of the APO and the Deputy Head of NAC South. The reports set out the circumstances of the *ex officio* initiation of criminal case No. 2021970698 in December 2021, as well as the special investigative measures that had been undertaken. The case was initiated on grounds of reasonable suspicion concerning the commission of the offenses provided for in art. 324 para. (2) lit. b) and art. 325 para. (1) of the Criminal Code — passive and active corruption — allegedly committed by public officials within the Cahul Municipal Council and by businesspeople.
45. The NAC report for criminal case No. 2021970698 of 26 January 2022, more fully articulated the alleged involvement of I.C. in the criminal scheme: *“According to the materials of the case, there is a reasonable suspicion that I.C., councilor of the Cahul Municipal Council and at the same time administrator of the enterprises "Selmont Serv" SRL and "Electro-Service" SRL, acting in coordination with N.I. and with public persons and persons of public dignity within Cahul municipal authorities, including with G.D. acting as administrator of "Apa Canal Cahul" SA and B.S., deputy mayor of Cahul Municipality, as well as with other unknown persons at the moment, pursuing the purpose of obtaining services, privileges or advantages from the administrator of "Ludwig Pfeiffer" SRL, starting with December 2021 and until now, claim that they have influence over the members of the public procurement working group within the Cahul City Hall and Municipal Council, responsible for the conduct of the tender procedure regarding the "Design and construction of the new wastewater treatment plant in Cahul", so that the latter, when evaluating the bids of the participants regarding the tender procedure, disqualify from the race the company "AS Metag Inşaat Ticaret" based in Turkey with a*

bid of more than 9 million EUR and the company "Strabag" based in Romania with a bid of more than 15 million EUR, and as a result, to designate as the winner of the tender the company "Ludwig Pfeifer" SRL, based in Romania, with a bid of over 11 million EUR."

46. On the same date as the aforementioned NAC report (26 January 2022), the subject prepared a report registering the criminal case for examination pursuant to art. 274 of the Criminal Procedure Code. On 27 January 2022, another APO prosecutor initiated criminal prosecution in criminal case No. 2022960041, on the basis of reasonable suspicion regarding the commission of the offense provided for in art. 326 para. (2) lit. b) of the Criminal Code — *influence peddling committed by two or more persons*.
47. According to the ordinance of 27 January 2022, the Interim Deputy Chief of the APO ordered the conduct of the criminal investigation in criminal case No. 2022960041 by a group consisting of four prosecutors of the APO, criminal prosecution officers, and investigative officers of the NAC.
48. In the ethics questionnaire submitted to the Commission, the subject disclosed that I.C. — who held the status of accused of active corruption in a criminal case managed by the subject — appeared on 12 April 2023 at the APO venue accompanied by his defense lawyer, alleging that he suspected the fabrication of the criminal case by the subject.
49. On 12 April 2023, the subject submitted a report to the APO, informing that I.C. had requested his recusal and had also accused him of certain criminal conduct. Specifically, the subject indicated that I.C., accompanied by his defense lawyer, appeared at his office and *"stated that I.C. had suspicions against me regarding the fabrication of the criminal case file in which he is accused of committing the offenses under art. 327 para. (1) and para. (2) lit. b' of the Criminal Code."* The subject further noted that *"I.C. submitted to me a recusal, alleging that my actions fall under criminal liability for the extortion of bribes through intermediaries, without, however, providing any names or concrete data in support of these claims."* The subject concluded that the reported circumstances were examined in accordance with the procedure provided by art. 274 of the Criminal Procedure Code.
50. Based on the subject's report of 12 April 2023, a criminal procedure was registered. On 12 May 2023, an APO prosecutor issued an ordinance refusing to initiate criminal prosecution, on the grounds of absence of the elements of a criminal offense.
51. Upon analysis of the ordinance of 12 May 2023, it appears that the accusations made by I.C. — alleging that the subject had fabricated the criminal case against him — were not supported by any evidence. It was established that I.C. made contradictory statements, and the witness identified by him failed to confirm I.C.'s version of events. Accordingly, the Panel concludes that the facts do not substantiate a claim of fabrication of a criminal case or malicious prosecution on the part of the subject.
52. The Panel's own review of the procedural steps taken in connection with the initiation and investigation of the criminal cases in 2021-2022 indicates that several investigators of the NAC and multiple prosecutors of the APO were involved at different stages of the process.

The initiation and conduct of the prosecution against I.C. were therefore not the actions of a single prosecutor acting arbitrarily or with personal animus.

53. In assessing this matter, the Panel considered the seriousness of the facts investigated in criminal cases No. 2021970698 and no. 2022960041 — including the alleged rejection of a low bid in a multi-million-EUR municipal construction project — the number of suspects charged, and the participation of numerous NAC investigators and APO prosecutors, both in Cahul and Chișinău. The Panel finds it implausible that a prosecution concerning such serious and complex matters could have been initiated merely because I.C. had previously raised a grievance regarding a minor encroachment of the subject's garage onto public land.
54. It is further noted that I.C. was formally removed from criminal prosecution on 30 June 2022. Subsequently, he filed a civil action for damages against the GPO before the Cahul District Court. According to I.C.'s account, by its judgment of 25 March 2024, the Cahul District Court ordered the State to pay him MDL 230,000 on the grounds that the issuance of the removal order entitled him to rehabilitation as a defendant. However, by decision of 19 June 2025, the Southern Court of Appeal amended that judgment by reducing the compensation amount. At present, I.C.'s appeal on points of law is pending before the Supreme Court of Justice.
55. The fact that the criminal prosecution had been terminated, which then led to the rehabilitation of I.C. should not be necessarily regarded as resulting from unethical actions by the prosecutor, nor does the prosecutor bear responsibility for the fact that a case can be terminated and individuals may subsequently request rehabilitation. This is indeed a possible consequence in the career of a prosecutor. It is to be expected that the acquittal of certain defendants, or their removal from a prosecution, will be a normal occurrence in a well-functioning criminal justice system. The Panel notes that a criminal justice system in which all persons who were investigated and prosecuted were ultimately convicted would, indeed, be greatly suspect.

56. Hence, this issue was mitigated before the hearing.

Issue 2. Non-registration of an accessory construction in the Cadaster

57. According to information obtained from the Cahul Cadaster Service, the subject has owned land in Cahul municipality since 2004, and between 2009 and 2019, he constructed a dwelling house, with an annex and an accessory structure on that property.
58. The Panel notes that in preparation for registration of the property in the Cadaster, a geometric plan was drawn up in 2019 by specialists from the PSA. This documentation included a description and layout plan of the structures located on the property. Specifically, these comprise: (1) an annex to the house, with a surface area of 27.9 m² ("the annex"); and (2) an accessory construction consisting of a garage measuring 26.9 m² and a summer kitchen measuring 28.1 m², with a total surface area of 55 m² ("the accessory construction"). Each of the structures situated on the property was assigned an individual cadastral number, including the accessory construction.

59. The geometric plan notes that the accessory construction extends onto adjacent land facing "AM" Street. The plan does not provide details about the adjacent lands, such as its surface area.
60. The geometric plan and other relevant documents were sent to the Reception Commission, which consisted of the owner (the subject) and five other members. The Reception Commission drew up the acceptance report upon completion of works on 9 October 2019, recommending reception of the property in the Cadaster. The accessory construction was included on list of constructions recommended for reception in point 7¹.
61. The final reception report, as prepared by the Reception Commission, was drawn up on 22 October 2019. The Reception Commission did not recommend that the accessory construction be registered in the Cadaster. In response to the third round of questions (R3, Q2), the subject noted that this decision had been taken because of the lack of certainty about the precise land boundaries of his property and the adjacent property. He also explained that there was, and still is, no municipal act confirming the relevant land boundaries, which means that no specific coordinates were (or are) available for delineating the property limits.
62. The Panel has determined that the non-inclusion of the accessory construction in the Cadaster was not due to actions by the subject; indeed, it was outside of the ability of the subject to resolve this issue and obtain inclusion of the accessory construction in the Cadaster. In support of this, a statement provided to the Panel by the Mayor of Cahul further clarifies that the non-registration of the unfinished accessory structure in the Cadaster was not due to actions by the subject, but rather was a decision of the Acceptance Commission, which excluded the garage and the summer kitchen from the list of assets until some divergences were resolved.
63. On further communication from the Mayor of Cahul, it was noted that, in order to establish the fixed boundary of "AM" Street, large-scale demarcation works were initiated within the territory of Cahul Municipality for the period 2019–2026. The Mayor of Cahul also stated that the issue in question cannot be resolved until the completion of the ongoing large-scale delimitation works, and that the registration of the accessory construction will not be possible prior to the finalization of these cadastral activities.
64. In response to the third round of questions (R3, Q2), the subject explained that this uncertainty over the boundaries of his property is the reason he has never finished construction of that portion of the accessory construction that constitutes the garage. He stated that, after 2019, he carried out roof repair works and insulated the exterior walls in order to prevent the deterioration of the construction. However, to date, he has not undertaken any interior finishing works, as he has been awaiting clarification of the cadastral situation. The subject further declared that, if necessary, he would relocate the exterior walls by means of demolition, should it be confirmed that the construction continues to extend onto the adjacent land or lands.

65. Having regard to the facts outlined above, there are no indications of intent to circumvent legal requirements; rather, the subject's conduct demonstrates good-faith efforts to maintain the construction pending the resolution of the cadastral issues.

66. Hence, this issue was mitigated before the hearing.

Issue 3. The subject's payment of real estate tax

67. According to information provided by the Cahul Municipality City Hall, the subject has duly and consistently paid real estate tax on all immovable property owned. The payments covered all constructions located on the property, including the accessory construction.

68. Real estate taxes on the property are minimal. For example, in 2025 – outside the evaluation period but indicative of the applicable tax rates – the subject paid: (1) 81 MDL for the land plot; (2) 139 MDL for the dwelling house; (3) 30 MDL for the annex; and (4) 77 MDL for the accessory structure.

69. The Cadaster Service explained that property in use is subject to taxation even if it has not been registered in the Cadaster. This explains the taxation of the accessory construction (garage and summer kitchen). Accordingly, there is no indication that the subject's failure to register the construction in the Cadaster resulted in any tax avoidance.

70. The Panel notes, finally, that I.C. alleged that the subject had deliberately reduced the square-meter size of his house in the cadastral and tax records, purportedly to lower the applicable tax rate in certain years and thereby reduce the overall amount of tax due. The petitioner, however, did not submit any substantiating evidence in support of these allegations, relying solely on his own visual inspection of the exterior of the house. The Panel was unable to identify any corroborating evidence indicating such conduct or intent on the part of the subject. Moreover, the photos of the house provided by the petitioner show a house of modest size. Accordingly, the Panel found no grounds to uphold the petitioner's allegations. In any event, the tax amounts at issue (less than 330 MDL) fall well below the threshold for a financial violation relating to tax irregularities as set forth in art. 11 para. (3) lit. b) of Law No. 252/2023.

71. Hence, this issue was mitigated before the hearing.

Issue 4. The subject's failure to declare the accessory construction to the NIA

72. As reflected in Issue 2, although the essential structural elements of the accessory construction were already in place at the time when the land and the dwelling house were registered in the Cadaster in 2019, the accessory construction itself was not included in the cadastral records.

73. The land in question, together with the house situated thereon, was duly declared by the subject to the NIA in his annual declarations. However, the accessory construction was not reported to the NIA for the relevant period, namely the years 2019–2023. As discussed at

length in Issue 2, the Panel has established that the accessory construction is still not completed and has not been put into operation.

74. The subject did, however, report the accessory construction in his five-year declaration. In response to the first round of questions (R1, Q18), the subject explained the inconsistency between his declarations to the NIA, on the one hand, and his declaration to the Commission, on the other, by stating that the definitions of property subject to declaration under the NIA framework are narrower than those applicable to declarations submitted to the Commission.
75. The Panel finds, therefore, that although the subject technically failed to declare the accessory construction in his annual declarations to the NIA for the years 2019–2023, his good-faith intent is demonstrated by (1) the consistent reporting of the house located on the same property and (2) the inclusion of the accessory construction in his five-year declaration. The Panel further notes that the absence of the accessory construction from the Cadaster was confirmed not to have resulted from any action or omission on the part of the subject, and thus cannot be interpreted as an attempt to conceal the structure. The Panel also observes that this cadastral issue remains pending before the competent authority and that the construction is not yet in use. Finally, it is noted that the subject has, at all relevant times, paid real estate taxes on the accessory construction.
76. In light of the above, the Panel concludes that although the subject's conduct appears to technically violate the provisions of art. 6.6^{1.7} of the Prosecutors' Code of Ethics, it does not amount to a serious violation that would cause the subject to fail to meet the criterion of ethical integrity under art. 11 para. (2) lit. a) of Law No. 252/2023.
77. Hence, this issue was mitigated before the hearing.

Issue 5. The subject's failure to declare an annex to the dwelling house to the NIA

78. As mentioned in Issue 2, in addition to constructing an individual dwelling on his property in Cahul between 2009 and 2019, the subject also built an annex physically attached to the dwelling. The annex comprises a storage space with an area of 27.9 m², which remains unfinished.
79. Unlike the accessory construction referred to above, the annex to the individual dwelling was included in the Cadaster and is reflected in the acceptance report dated 22 October 2019. However, the subject did not declare the annex to the NIA in his annual declarations for the years 2019–2022.
80. In his ethics questionnaire, the subject indicated that, on 16 November 2023, in the context of the verification of his 2022 annual declaration, he received a request from the NIA to clarify the omission of an accessory building with an area of 27.9 m², owned by him pursuant to the acceptance report of 22 October 2019. The subject informed the NIA that, at the time of confirming the issuance of the cadastral documents, certain discrepancies existed concerning the location of the auxiliary structures on the land, which still required

resolution with the competent authorities or, if necessary, through the courts. He further explained that, for these reasons, he had likely made an error in failing to declare the annex. On 15 December 2023, the NIA concluded that the discrepancies were not the result of intentional or bad-faith conduct and noted that the subject would take these objections and errors into account when completing future annual declarations of assets and personal interests. Following this review, the subject duly declared the annex in his 2023 annual declaration.

81. The Panel accepts the NIA conclusion, that given the facts and circumstances surrounding the failure to report the annex, the failure of the subject to report the annex in his 2019-2022 declarations was not undertaken in bad faith. In light of the above, the Panel concludes that although the subject's conduct appears to technically violate the provisions of art. 6.6¹.7 of the Prosecutors' Code of Ethics, it does not amount to a serious violation that would cause the subject to fail to meet the criterion of ethical integrity under art. 11 para. (2) lit. a) of Law No. 252/2023.
82. Hence, this issue was mitigated before the hearing.

Issue 6. The subject's involvement in two criminal cases later brought before the ECtHR, which were resolved through amicable settlements

A. Condrea v. the Republic of Moldova

83. Upon examining the documentation provided by the Governmental Agent, the Panel noted that a criminal case was initiated on 15 July 2015, following a complaint lodged by E.C. alleging abusive actions by a bailiff. In 2015, 2017, and 2018, three separate orders to discontinue the criminal proceedings were issued by two different prosecutors, none of whom was the subject. These discontinuation orders were challenged by E.C., but each was upheld by the hierarchically superior prosecutor and by the investigating judge. Ultimately, however, the orders were annulled by the court of appeal.
84. Subsequently, on 31 December 2019, 14 May 2021, and 17 August 2021, the subject issued three new orders to discontinue the criminal proceedings, invoking the absence of the elements of a crime. Each of these orders was confirmed by the hierarchically superior prosecutor but was later annulled by either the investigating judge or the court of appeal.
85. On 25 November 2020, E.C. initiated civil proceedings before the Chișinău District Court (Centru Office), claiming that the reasonable time for the examination of the case had been exceeded and seeking compensation for the alleged damage. On 22 February 2021, the Chișinău Court (Centru Office) upheld the claim, finding a violation of the reasonable time requirement. However, this decision was overturned by the Chișinău Court of Appeal on 10 June 2021, which rejected the claim as unfounded. The Court of Appeal found that E.C. had failed to request the acceleration of the proceedings and had not used the procedural remedies available to expedite the case. The Court of Appeal's decision was subsequently challenged before the Supreme Court of Justice on 15 December 2021, but the challenge was not successful.

86. Thereafter, on 28 April 2022, the Cahul Court of Appeal ordered the resumption of the criminal investigation. By ordinance of 30 June 2022, another prosecutor handling the case discontinued the criminal proceedings, finding that the alleged acts did not contain the elements of the offenses provided for in art. 327–329 of the Criminal Code. This ordinance was upheld by the Cahul Court of Appeal on 2 May 2024, and that decision is final.
87. On 20 June 2022, E.C. lodged an application before the ECtHR, alleging violations of art. 6 and 13 of the ECHR. He complained about the excessive length of the criminal proceedings — which had by then lasted six years and ten months — and of the lack of an effective domestic remedy in this regard.
88. By decision of 17 October 2024, the ECtHR took note of an amicable settlement agreement signed by the parties on 22 November 2024, under which the Government of the Republic of Moldova undertook to pay the applicant 1,400 EUR in non-pecuniary damages and 250 EUR in respect of costs and expenses. The Court subsequently struck the case out of its list of cases, in accordance with art. 39 of the ECHR.
89. The Panel observes that the subject was one among several prosecutors (and judicial authorities) involved in the protracted handling of the case. The excessive duration of the criminal proceedings, as complained by E.C. before the ECtHR, therefore cannot be attributed solely — or even primarily — to the subject. Notably, before the case came under the subject’s management, two other prosecutors had handled it and issued three discontinuation orders, all of which were confirmed by the hierarchically superior prosecutor. Moreover, both the Chișinău Court of Appeal and the Supreme Court of Justice examined the matter and dismissed the claims concerning the alleged unreasonable duration of the proceedings. The Court of Appeal specifically noted that part of the responsibility for the delay lay with E.C. himself, who had not requested acceleration of the proceedings or made use of available procedural remedies.
90. Hence, this issue was mitigated before the hearing.

B. Ștefanița v. the Republic of Moldova

91. The Panel further noted that the subject was involved in a case brought before the ECtHR (*Ștefanița v. Republic of Moldova*, decision of 19 January 2023), which was resolved through an amicable settlement between the parties. In that case, the applicant alleged that he had been assaulted in 2011, resulting in multiple bruises, abrasions, and fractured ribs, and complained under art. 3 of the ECtHR about the ineffective investigation of the assault.
92. On 20 February 2012, the subject discontinued the criminal proceedings against two suspects. On 18 July 2012, an investigating judge annulled this decision as being based on a superficial investigation and ordered the resumption of the proceedings. Subsequently, on 25 November 2012, the subject again discontinued the criminal proceedings; however, this decision was likewise annulled by an investigating judge on 4 June 2013. The subject

was no longer involved in the case following the discontinuation decision of 25 November 2012.

93. Under art. 11 para. (2) lit. a) of Law No. 252/2023, a subject shall be deemed not to meet the requirements of ethical integrity if the Commission establishes that he or she acted arbitrarily or issued arbitrary acts, contrary to mandatory legislative provisions, within the last ten years, and if, prior to the adoption of such act, the ECtHR had established that a similar decision was contrary to the Convention.
94. Pursuant to art. 24 para. (3) lit. b) of the Commission Rules, the ten-year period is calculated from the first day of the month ten years prior to the date on which the Commission sent the ethics questionnaire to the subject, until the last day preceding the month of transmission.
95. The Commission sent the questionnaire to the subject on 24 May 2024. Accordingly, the ten-year reference period begins on 1 May 2014 and ends on 30 April 2024.
96. In light of the above, the Panel finds that the subject's actions in this case fall outside the temporal scope of art. 11 para. (2) lit. a) of Law No. 252/2023, as his involvement in the case ended on 25 November 2012 — prior to the beginning of the ten-year period established by law.
97. Hence, this issue was mitigated before the hearing.

VI. Conclusion

98. Based on the information it obtained and that was presented by the subject, the Panel proposes that Anatolie CIULEACU passes the external evaluation made according to the criteria set in art. 11 of Law No. 252/2023.

VII. Further Action and Publication

99. According to art. 17 para. (5) of Law No. 252/2023, this evaluation report shall be sent by e-mail to the subject and the SCP within three days of its approval, and on the same day the Commission will publish on its official website the information on the result of the evaluation.
100. Under art. 17 para. (6) of Law No. 252/2023, the Commission will submit to the SCP, within three days of approval of the evaluation report, a hard copy of that evaluation report, along with an electronic copy of the evaluation file of the subject.
101. Under art. 17 para. (8) of Law No. 252/2023 the evaluation report, in full, will be published on the Commission's official website, with appropriate precautions to protect the privacy of the subject and other people, within three days from the expiry of the deadline for appealing the SCP's decision (pursuant to art. 18 para. (3) lit. a) and c) of Law No.

252/2023) or from the date of issuance of the Supreme Court of Justice's decision (pursuant to art. 19 para. (5) point 1) and point 2) lit. c) of Law No. 252/2023).

102. Pursuant to art. 17 para (2) of Law No. 252/2023, this evaluation report was approved unanimously by the evaluation panel on 25 November 2025 and signed by the Chairperson of the Commission.

103. Done in English and Romanian.

Signature:

A handwritten signature in blue ink, appearing to read "Chris".

Christopher LEHMANN
Chairperson
Prosecutor Vetting Commission