



# **ALBANIAN REFORM AGENDA: PROGRESS REPORT**

July - December 2025

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## Table of contents

Executive Summary.....	2
Methodology.....	6
The second report in a nutshell .....	7
1. Improvement of the Business Environment .....	10
2. Human Capital .....	11
3. Digital Transformation.....	12
4. Energy and Green Transition .....	12
5. Rule of Law – Fundamentals.....	13
The detailed monitoring information per each step.....	15

## Executive Summary

Albania is entering the critical phase of its Reform Agenda, during which the emphasis shifts decisively from formal legislative transposition to verifiable implementation and tangible delivery of results for citizens. Compliance with the *acquis* and the adoption of enabling legislation, while necessary, are no longer sufficient conditions for progress. What is determinative is whether competent institutions are effectively exercising the functions conferred upon them by law. Alongside the volume of reform commitments, the pace of required delivery has intensified considerably. The acceleration imperative - and the corresponding obligation to produce verifiable results - directly condition Albania's access to EU financial support under the Reform and Growth Facility (RGF).

By 2027, Albania is required to close all negotiating chapters and fulfil the remaining 122 measures under its Reform Agenda. Contributing to nine Accession Negotiations Closing Benchmarks, the Reform Agenda has evolved into an operationally binding framework with direct financial and Accession implications. At the same time, the fast-track modality has heightened the risk of desk-based verification overuse and insufficient public engagement in implementation oversight.

From a normative standpoint, Albania has established the requested RGF governance architecture. As of early 2026, Albania leads among its Western Balkan peers in reform step fulfilment and fund absorption.

Output-based steps account for approximately 65% of total reform steps. While the available monitoring data are sufficient to demonstrate formal adoption of measures, they fall short of providing evidence as to whether those measures are generating measurable economic or socially meaningful outcomes.

It should be noted that 14 reforms classified as "*Completed*" in this report consist primarily of legal adoption procedures. This pattern reinforces the observation advanced in CDI's first monitoring report that "a reform succeeds not when a law is approved, but when it delivers results." In the current framework, the "Completed" designation risks overstating substantive progress and further underscores the need for continuous post-adoption monitoring to verify downstream implementation effects.

Six reform steps are classified as "*Undetermined Progress/Unverifiable*" on grounds of absent published reports, unresponsive institutions, or inaccessible documentation. This deficit

adversely affects transparency, undermines civic oversight, deviates from the RGF's inclusive governance principles, and complicates independent assessment of reform quality.

Reform steps falling under Commission-granted grace periods (both in June and / or December 2026) are concentrated in technically complex areas, including State Aid governance, MRVA alignment, inspection system reform, and e-freight deployment. This clustering suggests that original timelines may have underestimated technical complexity and coordination demands. Grace-periods steps must be treated as a first-order priority. Failure to implement them within the allotted timeframe risk causing cascading delays across reporting cycles and directly condition EU fund disbursements.

For 10 reforms under grace periods or marked "*Not Completed*", it is recommended to develop rapid diagnostics to identify: (i) legislative bottlenecks, (ii) technical expertise gaps, (iii) inter-institutional coordination challenges, or/and, (iv) resource constraints. The findings should inform the prioritisation of targeted support measures - including twinning arrangements and technical assistance - and enable a realistic recalibration of future milestones.

Current data confirm Albania's continued engagement with RGF conditionalities. Nevertheless, the persistence of verification gaps, adoption-implementation disconnects, and grace period dependencies suggests that structural challenges identified in the CDI's [first report](#) remain unresolved. Strengthening verification rigor, increasing transparency, and adapting the planning to the institutional capacity will be critical in converting the ongoing legislative momentum into tangible reform delivery.

This report reflects CDI's consistent call for a clear, publicly available methodology governing what constitutes satisfactory fulfilment of RGF reform steps - for both qualitative and quantitative benchmarks. Until now, the European Commission has applied an all-or-nothing approach to evaluate reform steps. Applied in a conservative manner and reflecting an ever-increasing attention to the implementation and impact factors, this approach has directly conditioned the level of EU disbursements.

CDI welcomes the European Court of Auditors' [recommendation](#) of February 2026 to establish a "*clear methodology for handling cases of partial fulfilment*" in future performance-based instruments. The current RGF Regulation allows for partial fulfilment and respective partial disbursements.

With two years remaining in the RGF implementation cycle and based on its findings on the ground, CDI strongly supports the immediate application of this recommendation. Doing so would reward implementation achievements now, while simultaneously building Albania's institutional readiness for performance-based EU financial instruments under the Multi-annual Financial Framework 2028–2034.

The year 2026 represents a critical juncture, given that mid-term assessments may prompt revision of reform agendas, redistribution of funding toward best-performing countries, and a recalibration of implementation trajectories.

This report also calls for further progress in transparency and availability of RGF data. It also underlines the need for an optimal use of the Monitoring Committee mechanism. Strengthening its role will require clearer and more detailed mandates, alongside dedicated resources that enable sustained participatory governance, effective communication, and stronger societal ownership.

The participation of civil society and other stakeholders in the RGF Monitoring Committee (MC) must be substantive, not merely procedural. This requires ensuring timely access to preparatory documents in advance of MC meetings; substantive exchanges - including concrete, targeted recommendations - with the RGF Coordinator and Line Ministries prior to MC sessions; and the systematic incorporation of civil society contributions into MC meeting conclusions. Absent these conditions, participation risks being reduced to a formal exercise that does not meaningfully enhance accountability.

Converting ongoing legislative momentum into tangible reform delivery will require a three-pronged response: strengthening verification rigour, increasing transparency, and adapting planning frameworks to actual institutional capacities. CDI remains committed to contributing to this process through continued independent monitoring, public debate, and constructive civic engagement.

Through the initiative "Increasing Albanian Civic Engagement Footprint in the Growth Plan", CDI is committed to contributing to RGF good governance. Albania's performance under the Facility in this period will be consequential both for the pace of its accession reforms and for its institutional readiness. This project contributes directly to fostering public debate and independent scrutiny of Reform Agenda implementation.

This second independent monitoring report covers 32 reform steps under the Reform Agenda, including the 21 steps reported as completed by the Government of Albania in

January 2026. The report provides a structured assessment of progress, identifies systemic bottlenecks, and advances recommendations for the remaining implementation cycle.

## Methodology

The request for the third round of the release of funds on the National Reform Agenda (NRA) implementation, was submitted by SASPAC to the European Commission in 15 January 2026.

This second CDI Monitoring Report is based on a structured and participatory methodology combining quantitative and qualitative data collection methods to assess the implementation of reform measures under the NRA. To ensure the accuracy and reliability of the findings, the analysis relies exclusively on officially published information<sup>1</sup> and / or data provided by relevant institutions<sup>2</sup>, that could be independently verified.

The methodology applied:

- desk research and document review, including but not limited to legal acts, draft laws, official reports, and policy strategies published in the Official Gazette and/or on the official websites of the Prime Minister's Office, Ministry of Justice, Ministry of Interior, Ministry of Economy and Innovation (MEI), Ministry of State for Public Administration and Anti-Corruption, National State Cadastre, and other relevant institutions.
- requests for information were submitted to relevant institutions in line with Law No. 119/2014 on the Right to Information.

The document analyses progress in relation to the defined timelines and milestones for the second progress report with due implementation date of milestones by end of December 2025. It endeavors to present a comprehensive overview of achievements, challenges, and targeted recommendations aimed at improving reform outcomes.

Despite best efforts to ensure the completeness and accuracy of the data, the following limitations have been encountered:

- lack of publication of official progress reports submitted to the European Commission by the Government.
- absence of periodic reporting on the implementation of the National Reform Agenda by the responsible institutions.
- limited responsiveness from certain public institutions, despite formal engagement efforts.

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<sup>1</sup> As published on the Official Gazette and institutions webpages

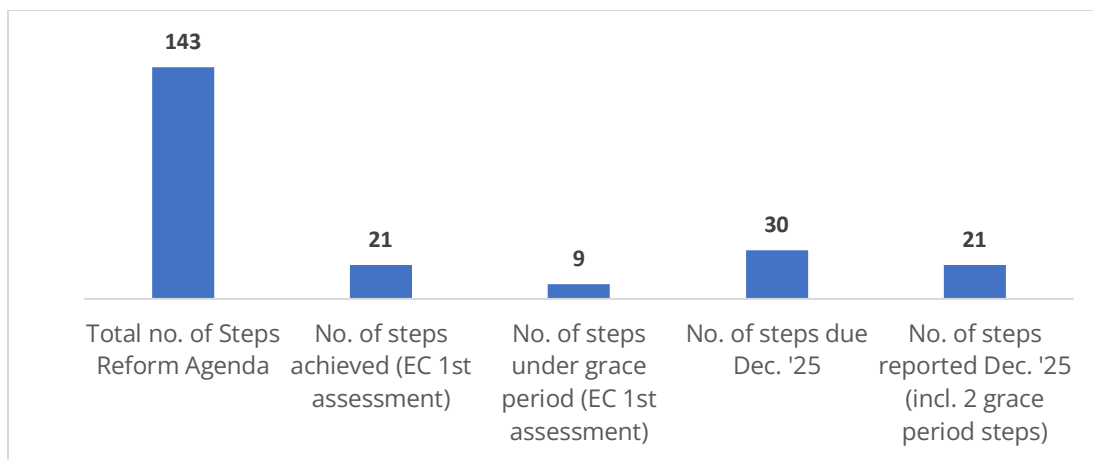
<sup>2</sup> CDI has requested official information to the responsible institutions implementing the NRA reforms during the period December 2025-January 2026, in accordance with Law No. 119/2014 on the Right to Information.

## The second report in a nutshell

The Reform Agenda is structured around a total of 143 implementation steps. According to the European Commission's first assessment covering the period October 2024 – June 2025, 21 steps were fully achieved, while an additional nine steps were granted a grace period (indicating early implementation challenges).

For the next period, out of 30 steps scheduled for completion in December 2025, only 21 steps were reported by the Government as achieved by January 15, 2026. The figures that follow take into account the official situation of reporting by the Government and assessment by the EC.

**Fig. 1. RA steps reported by the Government and assessed by the EC<sup>3</sup>**

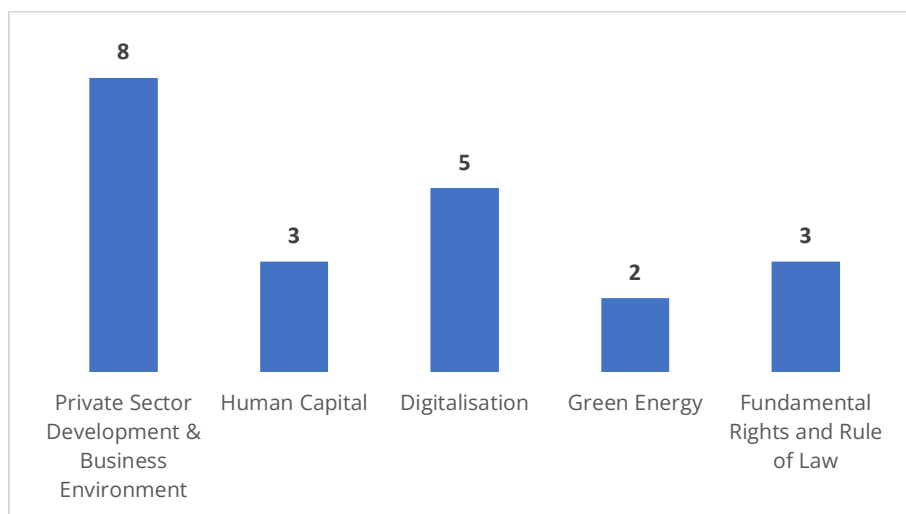


On 15<sup>th</sup> of January 2026 the Government has requested the Commission the release of 90,930,003.21 EUR. This amount takes into account the proportional deduction of the prefinancing (from the total value of 97,774,197,00 EUR, and corresponds to 21 reform steps reported by the government).

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<sup>3</sup> Cut date 30 April 2026

**Fig. 2. Distribution of reported 21 steps by policy area**



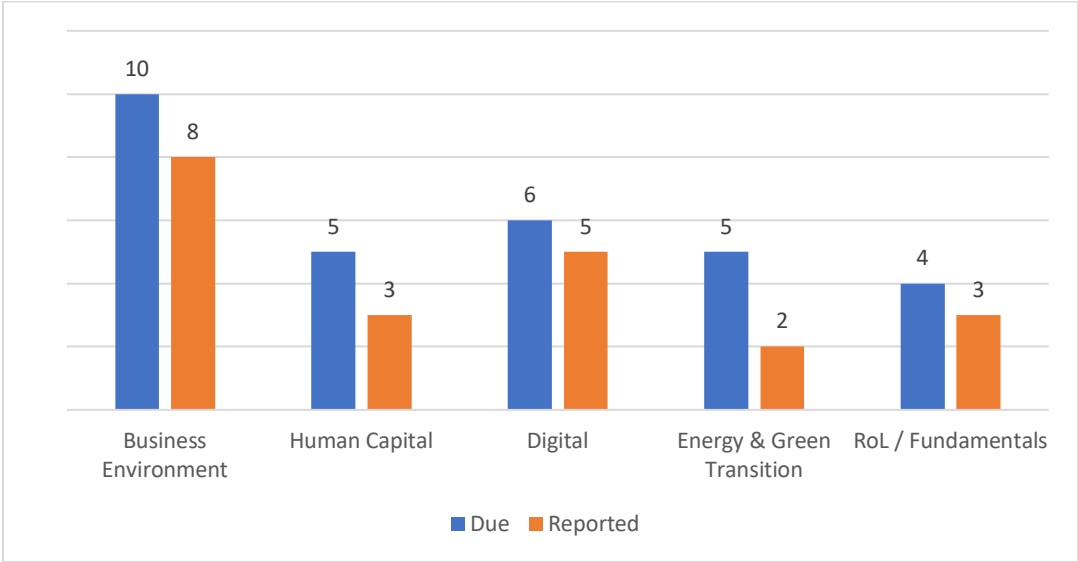
The distribution of reported reform steps across policy areas shows a clear prioritization and advancement of economic transformation and competitiveness measures. The largest share is concentrated in Private Sector Development and Business Environment, with eight steps.

**Table 1. Distribution of 21 reported steps with respective financial support by policy area**

Policy Area	Reported Steps	EU Financial Amount (EUR)
Private Sector Development & Business Environment	8	29,584,049
Human Capital	3	13,537,966
Digitalisation	5	25,571,713
Green Energy	2	15,042,184
Fundamental Rights and Rule of Law	3	13,537,966
<b>TOTAL</b>	<b>21</b>	<b>97,773,878</b>

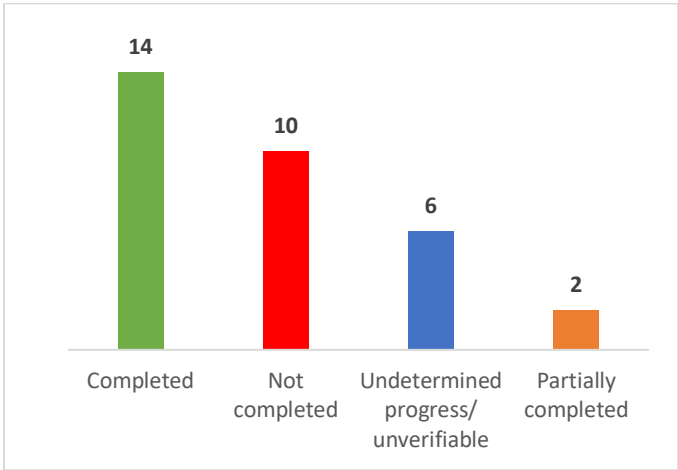
The following figure shows the gap between the 30 “due” steps until December 2025 and the 21 “reported” ones on January 2026 for each policy area.

**Fig. 3. Due Steps vs. Reported Steps**



The following figure shows the status of assessment for 32 steps covered by this report.

**Fig. 4. CDI Assessment of 32 steps covered by this report**



Follows a summary report on the progress of Reform Agenda Implementation by Policy Area.

## 1. Improvement of the Business Environment

Subject to the "adoption-implementation gap" and "output-impact challenge" observations, substantial progress has been recorded across reforms aimed at improving the business environment and investment climate. Eight implementation steps were reported as completed by December 2025, with advances noted across governance and transparency, investment framework reform, SME competitiveness, and digital trade facilitation. Three steps remain incomplete or under grace period, requiring priority attention. Follows a short description of the most relevant developments.

**Governance and Transparency.** The Integrity Plan of the State Cadastre Agency was formally adopted in November 2025 through Order No. 1219 of the General Director, within the framework of the Cross-Sectoral Anti-Corruption Strategy 2024-2030. The plan identifies 14 institutional risks and establishes a structured Action Plan for 2025-2027, contributing to integrity safeguards in a sector systemically vulnerable to corruption and improving transparency in land administration for investors and citizens.

**Investment Framework.** The DCM No. 435 of 31 July 2025 revised the Priority Policy Document 2026-2028 to incorporate 120 investment projects classified by maturity status, integrating PPPs into the National Single Project Pipeline as a prerequisite for inclusion in the public investment cycle. Law 88/2025 "On Concessions and Public-Private Partnerships" was adopted in December 2025 and published on 13 January 2026 - outside the formal reporting period but within the Commission submission deadline. The Commission had previously assessed this step as not achieved and granted a grace period until June 2026; whether the Commission's comments were incorporated into the final text cannot be confirmed from available documentation. The legal basis for an operationally independent State Aid Authority - contributing to a Closing Benchmark under Chapter 8 - was not completed: draft legislation has been prepared and is under EC review, but formal adoption remains pending.

**Regulatory Simplification.** A Road Map to improve business-to-government reporting practices was adopted by Ministerial Order No. 182 of 30 December 2025, though the Order had not been published on the Ministry's website at the time of assessment. Legal amendments to facilitate administrative procedures (grace period until December 2026) and to reform inspection practices (grace period until June 2026) remain incomplete, with working group establishment and reorganisation of the national inspection system still pending.

**SME Competitiveness and Export Capacity.** The Action Plan to improve Albania's ranking in the OECD SME Policy Index and the Export Promotion and Facilitation Programme 2026-2030 were both adopted by Ministerial Order on 30 December 2025. The Action Plan for Export Promotion through Green Lanes was approved by Order No. 183 of the same date, published in the Official Gazette on 6 January 2026.

**Digital Transport and Trade Facilitation.** Albania ratified the eCMR Protocol through Presidential Decree No. 393 of 17 November 2025, constituting a foundational step toward e-freight deployment. Legislative alignment with EU Regulation 2020/1056 on eFTI - under a grace period until June 2026 - remains incomplete, with a draft law currently in internal consultation.

## 2. Human Capital

One reform step was reported as completed by December 2025. The assessment is substantially affected by limited institutional transparency.

**Curricula Reform and Teacher Development.** SASPAC reported as completed the delivery of Professional Development Programmes for 50% of subject pedagogues. However, in the absence of published supporting data, CDI was unable to independently verify the substantive quality of delivery. The step is classified as Undetermined Progress/Unverifiable.

**Qualifications Framework.** The partial implementation of European Standards and Guidelines (ESG 3.3 and ESG 2.7) - with references introduced into accreditation bylaws - was reported as completed by SASPAC, but similarly lacks accessible supporting documentation and is classified as Undetermined Progress/Unverifiable.

**Research and Innovation.** The Action Plan for improving Albania's position in the European Innovation Scoreboard was adopted by Ministerial Order No. 179 of 30 December 2025, providing a framework for systematic EIS indicator reporting. This is the sole fully verifiable completed step under this policy area.

**Outstanding Steps.** The target of connecting 95% of public schools with broadband of at least 30 Mbit/s was neither reported nor achieved, representing a significant structural gap with cascading implications for the digital skills agenda. The adoption of the law on science and research aligned with European Research Area policy was equally not reported and not completed.

### 3. Digital Transformation

Digital transformation records three steps reported as completed. Two steps are classified as Undetermined Progress/Unverifiable due to the absence of corroborating published documentation.

**Digital Trust Services.** Albania has reportedly joined the EU Third Countries Trusted List for the validation of advanced electronic signatures, advancing toward mutual recognition of digital trust services with the EU. SASPAC reported this step as completed; in the absence of corroborating documentation, it is classified as Undetermined Progress/Unverifiable.

**Cybersecurity.** DCM No. 723 of 3 December 2025 formally established the national Cybersecurity Emergency and Crisis Response Team (CERT), led by AKSK and comprising representatives from key state institutions, in full compliance with NIS2 requirements. This step is assessed as completed on the basis of available documentary evidence. The establishment of the Coordinated Vulnerability Disclosure and crisis management frameworks was reported by SASPAC as completed, but is classified as Undetermined Progress/Unverifiable in the absence of published documentation.

**Innovation Support.** Council of Ministers Decision No. 844 of 30 December 2025 and Law No. 97/2025 - published on 7 January 2026 within the Commission submission deadline - together establish the legal framework for start-up support, aligning national instruments with EU practices. A grants scheme targeting SMEs, incubators, and accelerators with a focus on green and digital solutions has been prepared for deployment; while full preparatory documentation is not publicly available, green and digital solutions are identified as priority sectors and the step is assessed as completed with a transparency caveat.

### 4. Energy and Green Transition

Progress has been recorded in energy market integration and price deregulation, though significant implementation gaps persist across multiple steps. The Ministry of Infrastructure and Energy did not respond to CDI's information request of 11 December 2025, affecting verification across this policy area.

**Electricity Market Integration and Price Deregulation.** SASPAC reported as completed both the continued implementation of the electricity market integration package - advancing Albania toward EU Day-ahead market coupling - and the gradual deregulation of electricity prices for medium- and high-voltage consumers. In the absence of published supporting documentation and given the Ministry's non-response, both steps are classified as Undetermined Progress/Unverifiable.

**MRVA Framework.** Implementation of the Monitoring, Reporting, Verification and Accreditation framework - a direct prerequisite for the establishment of an emissions trading system by 2030 - was due in December 2025 but was neither reported nor completed. An amended Climate Change Law and draft sub-legal acts have been prepared and are under EC consultation; formal adoption has not been achieved. Given the legal complexity and direct relevance to a Closing Benchmark, this step warrants prioritised technical assistance.

**Eco-Design and Energy Efficiency Legislation.** The draft law on eco-design requirements for energy-related products and the draft Law on Energy Efficiency both underwent public consultation by December 2025 but have not been formally adopted. Additional secondary legislation is anticipated in both cases. Both steps are classified as not completed.

## 5. Rule of Law – Fundamentals

Progress is recorded across asset recovery, judicial infrastructure, and visa policy alignment, though several measures remain partially completed.

**Asset Recovery.** Law No. 44/2025 "On the Asset Recovery Office" entered into force on 25 July 2025, and the ARO's organisational structure was approved in October 2025. Secondary legislation is partially in place: the Ministerial Instruction on Director selection procedures was adopted, while standard operating procedures, communications instruments, and job descriptions remain in draft form. The step is classified as partially completed. Albania's application to join the European Network of Asset Recovery Offices was acknowledged by DG HOME, which confirmed that non-EU states may participate in ad hoc meetings but not as permanent observers; alternative participation arrangements are under consideration.

**Counter-Narcotics.** The operationalisation of the National Early Warning System for new psychoactive substances - subject to a grace period until December 2026 - is classified as partially completed, unchanged from the previous monitoring cycle.

**Judicial Infrastructure.** Administrative responsibility for the former "Large Taxpayers Branch" building was transferred to the High Judicial Council, and its full reconstruction cost has been incorporated into the Medium-Term Budget Programme 2026-2028. Structural and implementation designs have been finalised. A two-year lease was concluded for temporary accommodation during the transitional period. CDI notes that these measures address immediate operational needs; the requirement for a purpose-built facility meeting contemporary standards - including security, space, and accessibility requirements - remains unresolved and has been formally documented in the completed design brief.

**Visa Policy Alignment.** Albania suspended its visa-free agreement with Belarus (in force September 2025) and removed Bahrain from the seasonal visa facilitation list. The Commission had assessed the broader visa alignment step as not achieved in October 2025 - requiring termination of agreements with at least two countries in 2025 - and granted a grace period until December 2026. The step is classified as completed within the terms of the grace period for the current reporting cycle.

The detailed monitoring information per each step

The NRA Steps Implementation Status section tracks progress on 32 reform steps due December 2025, and grouped under designated Policy Areas.

The progress of these reforms is detailed in the following Table.

These findings aim to guide policymakers and stakeholders in advancing Albania’s reform priorities.

POLICY AREA	REFORM NAME	STEP 3	PROGRESS	STATUS
IMPROVEMENT OF BUSINESS ENVIRONMENT	1.1.2 Ensure transparency and efficiency of state cadastre services, for investors and citizens and provide clear policy for land usage.	Adopt an integrity plan	The <a href="#">Integrity Plan</a> has been approved through order no. 1219, dated 25.11.2025 of the General Director of the State Agency of Cadastre. It contains the Register of Risks (in total 14 risks) identified, as well as the Action Plan covering the period 2025-2027 and addressing the risks.	<i>Completed</i>
	1.1.3 Increase the attractiveness and transparency of investments, in line with EU practices, improve State-owned Enterprises and State Aid governance	PPP/concessions start to be fully integrated into the National Project Pipeline	The DCM No. 435, dated 31.7.2025 <a href="#">“Amendment to Decision no. 91, dated 12.2.2025, of the Council of Ministers, “On the approval of the Priority Policy Document 2026–2028”</a> has been published in the Official Gazette on August 1 <sup>st</sup> , 2025. The new DCM now contains 120 investment projects divided per their status (mature; partially mature and not mature). The National Single Project Pipeline (NSPP), is an instrument part of public investment management. Prepared by SASPAC and approved by a Council of Ministers decision, and it provides a prerequisite for projects to be included in the public investment cycle.	<i>Completed</i>

IMPROVEMENT OF BUSINESS ENVIRONMENT			The integration of PPPs into the NSPP ensures that projects are prioritized and aligned with broader economic and social development objectives.	
	1.1.3 Increase the attractiveness and transparency of investments, in line with EU practices, improve State-owned Enterprises and State Aid governance	Adopt PPP/concession law in line with EU acquis and EU best practices	<p>In its assessment of October 2025, the Commission considered this step as not achieved and granted Albania a <b>grace period</b> running until June 2026. This step contributes to a Closing Benchmark under Chapter 5.</p> <p>The Law 88/2025 “On Concessions and Public-Private Partnerships” has been adopted in December 2025. From the available information, we cannot assess whether the Commission’s comments during the parliamentary process have been or not embedded in the final version. The law has been <a href="#">published in the Official gazette</a> only on 13/01/2026, which falls outside the reporting period, but inside the date of submission of the reporting to the EC (i.e. 15/01/2026).</p>	<i>Completed</i>
	1.1.3 Increase the attractiveness and transparency of investments, in line with EU practices, improve State-owned Enterprises and	Adopt legal base to ensure an operation ally independent State Aid Authority and operational arrangements	<p>This step was due December 2025, but <b>was not reported</b> by the Government. This step contributes to a Closing Benchmark under Chapter 8.</p> <p>According to the data received by CDI on March 2026 from the Ministry of Economy and Innovation, this step is currently under implementation:</p>	<b>Not Completed</b>

	State Aid governance		<ul style="list-style-type: none"> <li>- The option of establishing an Authority under the Ministry of Economy and Innovation has been selected.</li> <li>- The draft law and the draft Council of Ministers decision on the functioning of the State Aid Authority have been completed.</li> <li>- Official confirmation from the EC on the package is pending.</li> </ul>	
	1.1.4 Improve the investment attractiveness framework and in particular the FDI framework and business environment by deregulation and modernisation of business services.	Adopt legal amendments to facilitate administrative procedures for businesses	<p>In its assessment of October 2025, the Commission considered this step as not achieved and granted Albania a <b>grace period</b> running until December 2026.</p> <p>According to the data received by CDI on March 2026 from the Ministry of Economy and Innovation, this step is currently under implementation.</p> <p>A decision of the CoM is expected establishing a working group on the deregulation of administrative procedures. The aim would be to assess current deregulation situation with line Ministries, but also prepare a new plan for reviewing relevant legislation affecting public services under review.</p>	<b>Not Completed</b>
	1.1.4 Improve the investment attractiveness framework and in particular the FDI framework and business	Prepare the Road Map to improve and facilitate reporting praxis of business to government	<p>This step is reported as completed by MEI in its response to CDI on March 12, 2026.</p> <p>Namely, the Order of the Minister of Economy and Innovation No. 182, dated 30.12.2025 "On the approval of the Action Plan for Improving the Framework for Increasing the Attractiveness of Investments, especially Foreign Direct Investments, as well as the Business</p>	<i>Completed</i>

	environment by deregulation and modernisation of business services.		Environment through the deregulation and modernization of business services".  The above-mentioned order was still not published at the Ministry's website. <sup>4</sup>	
	1.1.4 Improve the investment attractiveness framework and in particular the FDI framework and business environment by deregulation and modernisation of business services.	Adopt legal amendments to improve and facilitate inspection praxis for businesses	In its assessment of October 2025, the Commission considered this step as not achieved and granted Albania a <b>grace period</b> running until June 2026. This step is reported in progress by MEI in its response to CDI on March 12, 2026. The re-organization and completion of a national inspection system, and the relevant approval of the package of by-laws has to be completed within the grace period of June 2026.	<b>Not Completed</b>
	1.1.4 Improve the investment attractiveness framework and in particular the FDI framework and business environment by deregulation and modernisation of business services.	Adopt an action plan for improving the ranking of Albania in the OECD Policy SME Index	This step is reported as completed by MEI in its response to CDI on March 12, 2026. The Order of the Minister of Economy and Innovation, No. 178 "On the approval of the Action Plan for improving the ranking of Albania in the OECD SME policy index", has been adopted on 30.12.2025 and <a href="#">the Action plan published in the Official Gazette on 30.12.2025</a> .	<i>Completed</i>

<sup>4</sup> <https://ekonomia.gov.al/vendime/>

	1.1.5 Deployment of e-freight and Intelligent Transport Systems	Adopt relevant legislation to align with the Regulation of EU 2020/1056 on electronic freight transport information (eFTI)	<p>In its assessment of October 2025, the Commission considered this step as not achieved and granted Albania a <b>grace period</b> running until June 2026.</p> <p>According to the data received by CDI on March 2026 from the Ministry of Economy and Innovation, this step is currently under implementation.</p> <p>By Order No. 86, dated 19.06.2025, an inter-institutional working group was established to prepare the draft act "On Electronic Freight Transport Information," chaired by the MEI deputy minister responsible for the economy, while its technical secretariat is provided by the Directorate responsible for trade within the ministry responsible for the economy. Moreover, the draft law "On electronic freight transport information" has been prepared and is currently undergoing internal consultation within the Directorate of Programming, Standardisation and Harmonisation of the Regulatory Framework at the Ministry of Economy and Innovation, before being further discussed by the working group.</p>	<b>Not Completed</b>
	1.1.5 Deployment of e-freight and Intelligent Transport Systems	Ratify the added Protocol to the United Nations Convention for the carriage of goods, on the "electronic consignment-	<p>In its assessment of October 2025, the Commission considered this step as not achieved and granted Albania a <b>grace period</b> running until December 2026.</p> <p>This step is reported as completed by MEI in its response to CDI on March 12, 2026.</p>	<i>Completed</i>

		note" (eCMR) for International Carriage of Goods by Road needed to deploy Efti	<p>The law was promulgated by Decree No. 393, dated 17 November 2025, of the President of the Republic of Albania.</p> <p>It was also <a href="#">published in Official Gazette No. 216</a>, dated 19 November 2025.</p>	
	1.1.6 Promotion of export and internationalisation of enterprises, including the facilitation of exports and trade, and value chain support to selected industries with growth potential.	Export promotion and facilitation programme is adopted	<p>This step is reported as completed by MEI in its response to CDI on March 12, 2026.</p> <p>The Order of the Minister of Economy and Innovation No. 180, "On the approval of the program for the promotion and facilitation of exports 2026-2030", has been <a href="#">published in the Official Gazette</a> on 30.12.2025.</p>	<i>Completed</i>
	1.1.6 Promotion of export and internationalization of enterprises, including the facilitation of exports and trade, and value chain support to selected industries with growth potential.	Progress in regulatory initiatives	This step was due December 2025, but was not reported by the Government. According to the data received by CDI on March 2026 from the Ministry of Economy and Innovation, this step is currently under implementation.	<b>Not Completed</b>

	1.1.6 Promotion of export and internationalization of enterprises, including the facilitation of exports and trade, and value chain support to selected industries with growth potential.	Continuous progress with Green Lanes initiatives for trade facilitation by adopting the Trade and Transport Facilitation Programme	The “Action Plan for Export Promotion and Internationalisation of Enterprises, including facilitation of exports and trade through Green Lanes,” was approved by a Ministerial Order No. 183, dated 30 December 2025. The above-mentioned order was still not published at the Ministry’s website. <sup>5</sup> The Order <a href="#">was published in Official Gazette</a> No. 3, dated 6 January 2026, which falls outside the reporting period, but within the date of submission of the reporting to the EC (i.e. 15/01/2026).	<i>Completed</i>
HUMAN CAPITAL	2.1.2 Update of the curricula in primary and secondary education	95% of teachers trained in the new curricula (Professional Development Programs for 50% of SPs/Dec25	SASPAC reported this step as completed. In the lack of further published reports, statistics or intra institutional communication, no verifiable progress could be assessed on this reform step. In response to CDI’s request for information dated 16 December 2025, the Ministry of Education did not provide updates on the reform agenda steps due in December 2025.	<i>UNDETERMINED PROGRESS/ UNVERIFIABLE</i>
	2.1.3 Update the national Qualifications Framework by establishing a clear and	Partly implementing, the ESGs [respectively ESG 3.3 and ESG 2.7] and introduce	SASPAC reported this step as completed. In the lack of further published reports, statistics or intra institutional communication, no verifiable progress could be assessed on this reform step. In response to CDI’s request for information dated 16 December 2025, the Ministry of Education did not	<i>UNDETERMINED PROGRESS/ UNVERIFIABLE</i>

<sup>5</sup> <https://ekonomia.gov.al/vendime/>

	transparent relationship between national qualification levels and the relevant European QF levels.	clear references in the respective bylaws and regulations of QA as criteria for accreditation	provide updates on the reform agenda steps due in December 2025.	
	2.1.4 Advance digital skills and literacy for youth and ensure the provision of sufficient ICT equipment to public schools and universities	Connect 95% of public schools with high-speed (at least 30Mbps) broadband connection	This step was due December 2025, but was not reported by the Government. In the lack of further published reports, statistics or intra institutional communication, no verifiable progress could be assessed on this reform step. In response to CDI's request for information dated 16 December 2025, the Ministry of Education did not provide updates on the reform agenda steps due in December 2025.	<i>Not Completed</i>
	2.3.1 Strengthen the R+I national environment by adopting enabling strategic framework	Adopt law and implementing legislation on science and research aligned with European Research Area policy	This step was due December 2025, but was not reported by the Government. In the lack of further published reports, statistics or intra institutional communication, no verifiable progress could be assessed on this reform step. In response to CDI's request for information dated 16 December 2025, the Ministry of Education did not provide updates on the reform agenda steps due in December 2025.	<i>Not Completed</i>
	2.3.1 Strengthen the R+I national environment by	Adopt an Action Plan with measures to	The Order 179 of 30/12/2025 of the Minister for Economy and Innovation approving the Action Plan has	<i>Completed</i>

	adopting enabling strategic framework	ensure progress, for Albania to be classified as a moderate innovator in the European Innovation Scoreboard, resulting to the improvement of Albania's reporting of the EIS indicators	been <a href="#">published</a> in the Official Gazette No 247 of 30.12.2025.	
<b>DIGITAL TRANSFORMATION</b>	3.1.1 Comply with the Digital Identity regulation and implement Digital eWallet for public services	Join the EU Third Countries trusted list for the validation of electronic signatures as advanced electronic signature to achieve legal effect of handwritten signature in the EU, first step towards pursuing mutual recognition of	SASPAC reported this step as completed.  In the lack of further published reports, statistics or intra institutional communication, no verifiable progress could be assessed on this reform step.	<i><b>UNDETERMINED PROGRESS/ UNVERIFIABLE</b></i>

		qualified trust services		
3.1.2 Update the framework for cyber resilience, by introducing requirements of NIS2 Directive and strengthening relevant institutions.	National and governmental CERTs are fully operational in line with NIS2 requirements	The Albanian government approved the decision DCM No. 723, dated 3 December 2025 " <a href="#">On the establishment, organization, and functioning of the cybersecurity emergency and crisis response team</a> " published as well in the Official Gazette.  The CERT will be led by AKSK and will include representatives from key state institutions, including the Ministry of Interior, Ministry of Defence, Ministry for Europe and Foreign Affairs, the Electronic and Postal Communications Authority, the State Intelligence Service, the National Information Society Agency, the Commissioner for Information and Data Protection, the State Police, as well as experts in cybersecurity, information technology and operational technology	<i>Completed</i>	
3.1.2 Update the framework for cyber resilience, by introducing requirements of NIS2 Directive and strengthening relevant institutions	Frameworks introduced by NIS2 alignment (CVD framework, crisis management framework), are in place and fully operational	SASPAC reported this step as completed.  In the lack of further published reports, statistics or intra institutional communication, no verifiable progress could be assessed on this reform step.	<i>UNDETERMINED PROGRESS/ UNVERIFIABLE</i>	

	3.2.1 Improve enabling environment for innovative businesses and their take up of the potential of the green and digital agenda, including enabling relevant financial support	Adopt legal act(s) on Innovation support instruments by improving current practice in line with EU practices	Two main legal acts have been adopted under this step: -Decision of Council of Ministers, No. 844 was <a href="#">approved</a> on date 30.12.2025 “On The Approval of the Criteria, Procedures, and Deadlines for the Support of Startup -Ups and Facilitators”.  -The Law No. 97/2025 “On certain amendments and additions to Law No. 25/2022 ‘On the support and development of start-ups’, as amended” has been <a href="#">published</a> in the Official gazette only on 07/01/2026, which falls outside the reporting period, but inside the date of submission of the reporting to the EC (i.e. 15/01/2026).  -	<i>Completed</i>
	3.2.1 Improve enabling environment for innovative businesses and their take up of the potential of the green and digital agenda, including enabling relevant financial support	Prepare a grants scheme with focus on incubators/accelerators, targeting green and/or digital solutions	SASPAC reported this step as completed.  From the Agency’s <a href="#">website</a> , it appears that the scheme implemented in 2026 was prepared in 2025. However, the preparatory work referred to in this step has not been published in full, and we were unable to find any reference to the 30% allocation earmarked for green and/or digital solutions. That said, green and digital solutions are identified as priority sectors under this call.	<i>Completed</i>
<b>ENERGY AND GREEN TRANSITION</b>	4.1.1 Align with electricity integration package to enable	Continue implementation of the electricity integration	SASPAC reported this step as completed.  In the lack of further published reports, statistics or intra institutional communication, no verifiable	<i>UNDETERMINED PROGRESS/ UNVERIFIABLE</i>

	<p>electricity market coupling of the EU and Albania, establish the intraday electricity market, operationalise the package in line with the market coupling operator integration plan by 2025</p>	<p>package by the Transmission System Operator (TSO) and the Nominated Electricity Market Operator (NEMO) by taking the necessary national actions to join day ahead market coupling with the EU in line with Energy Community requirements</p>	<p>progress could be assessed on this reform step. In response to CDI's request for information dated 11 December 2025, the Ministry of Infrastructure and Energy did not provide updates on the reform agenda steps due in December 2025.</p>	
	<p>4.1.2 Gradual tariff adjustments to market prices accompanied with measures to address energy poverty.</p>	<p>Gradual phase out of public intervention in the price-setting for the supply of electricity, through deregulation for mid and high voltage, in line with the law on Power Sector.</p>	<p>SASPAC reported this step as completed.</p> <p>In the lack of further published reports, statistics or intra institutional communication, no verifiable progress could be assessed on this reform step. In response to CDI's request for information dated 11 December 2025, the Ministry of Infrastructure and Energy did not provide updates on the reform agenda steps due in December 2025.</p>	<p><b><i>UNDETERMINED PROGRESS/ UNVERIFIABLE</i></b></p>

	4.3.1 Work on carbon pricing with the aim of having an ETS in place by 2030: focus on MRVA package	Implementation of MRVA by adopting legal amendments and bylaws to fully align with the EU MRVA Acquis and by building institutional and market readiness to implement Monitoring, Reporting, Verification and Accreditation (MRVA)	<p>This step was due December 2025, but was not reported by the Government.</p> <p>An amended Climate Change Law and draft MRVA sublegal acts are prepared and consulted with EC.</p>	<i>Not Completed</i>
	4.4.1 Adoption and implementation of long-term building renovation strategy, and energy efficiency scheme	Eco-design regulations for solid fuel local space heaters and establish effective infrastructure and capacity for market surveillance accordingly	<p>This step was due December 2025, but was not reported by the Government.</p> <p>The draft law “On setting eco-design requirements for energy-related products” has been subject to <a href="#">public consultation</a>. However, the step can be considered still in progress and more by-laws may be required to be adopted.</p>	<i>Not Completed</i>
	4.4.1 Adoption and implementation of	Energy efficiency obligation	This step was due December 2025, but was not reported by the Government.	<i>Not Completed</i>

	long-term building renovation strategy, and energy efficiency scheme	scheme to be adopted in the Law for Energy efficiency	The draft Law “On Energy Efficiency” has been subject to <a href="#">public consultation</a> until 18 December 2025. However, the step can be considered still in progress and more by-laws may be required to be adopted.	
<b>RULE OF LAW - FUNDAMENTALS</b>	5.1.1 Establish an Asset Recovery Office, as a National Coordination Unit and regional/international contact point, contributing to improvement of seizures and confiscation	Submit an application to join the European Network of Asset Recovery Offices or in regional/international recovery platforms <sup>6</sup>	Regarding the measure “Submission of the application to join the European Network of Asset Recovery Offices (ARO) or Regional/International Recovery Platforms (December 2025),” the State Police, as part of the Ministry of Interior, submitted in June a request to join this platform via email addressed to the European Commission (DG HOME).  In June, the response received from the European Commission stated: “Regarding the ARO Platform, currently there is no provision for non-EU member states to participate as observers. However, candidate countries are invited to participate in ad hoc meetings of the ARO Platform.” Currently, the Ministry of Interior is consulting with technical structures regarding participation in other platforms. <sup>7</sup>	<i>Partially Completed</i>
	5.2.1 Strengthen the institutional capacity and strategic	A National Early Warning System is operational <sup>8</sup>	In its assessment of October 2025, the Commission considered this step as not achieved and granted Albania a <b>grace period</b> running until December 2026.	<i>Partially Completed</i>

<sup>6</sup> Data provided by the Ministry of Interior through the e-mail sent on 7 January 2026

<sup>7</sup> Data provided by the Ministry of Interior through the e-mail sent on 7 January 2026

<sup>8</sup> Data provided by the Ministry of Interior through the e-mail sent on 7 January 2026

	<p>framework with the aim of reduction of illicit drugs supply and demand</p>		<p>Designed to strengthen institutional capacities in financial investigations and the tracing of illicit assets, the Asset Recovery Office (ARO) operates under the State Police and plays a central role both in the national enforcement of the law and in international cooperation. Its establishment has enabled more targeted and systematic identification, monitoring, and recovery of criminally derived assets, providing Albania with more effective tools to hit the financial foundations of criminal activity.</p> <p>To fully operationalize the Office, Law No. 44/2025 “On the Asset Recovery Office” was adopted, published in the Official Gazette on 10.07.2025, and entered into force on 25.07.2025.</p> <p>Most recently, the Structure and Organizational Chart of the Asset Recovery Directorate were approved by Order No. 1494, dated 10.10.2025, of the General Director of the State Police.</p> <p>In accordance with Law No. 44/2025 “On the Asset Recovery Office,” the following secondary legislation has been adopted and drafted:</p> <p>Minister of Interior Instruction on “Determining the rules and procedures for selecting the candidate for Director of the ARO” (Minister of Interior Instruction No. 203, dated 27.11.2025, adopted);</p>	<p><i>(Unchanged from previous report)</i></p>
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			<p>Order of the General Director of the State Police “On the approval of the application form for communications” (drafted);</p> <p>Order of the General Director of the State Police “On the approval of the Standard Operating Procedure of the Asset Recovery Directorate” (drafted);</p> <p>Order of the General Director of the State Police “On job descriptions and positions” (drafted).</p>	
	5.4.2 Enhance judicial efficiency at all levels	Ensure a solution for the facilities for the Appeal Court to be accommodated as per the judicial map 2022 <sup>9</sup>	<p>The building which will serve for the exercise of the activity of the Court of Appeal of General Jurisdiction was transferred through the DCM no. 173, dated 20.03.2025, “On the change of the responsibility for the administration, from the General Directorate of Taxes to the High Judicial Council, for the Court of Appeal of General Jurisdiction, of the property named ‘Large Taxpayers Branch’, located in cadastral zone 8150, with property number 6/277, Tirana, as well as for an amendment to Decision no. 818, dated 6.12.2006, of the Council of Ministers, ‘On the approval of the list of state immovable properties, which are transferred to the General Directorate of Taxes for administration’, as amended”.</p> <p>In the Medium-Term Budget Programme (MTBP) 2026–2028, approved by Decision No. 574, dated 26 August 2025 of the High Judicial Council, the full reconstruction cost of the former “Large Taxpayers Branch” building - transferred for use by the court - has been included.</p>	<i>Completed</i>

<sup>9</sup> Email exchange with Ministry of Justice, 5 November 2025

The Council of Ministers [approved](#) on Nov. 5, 2025 a decision transferring the responsibility for the administration of the building of the Court of Appeal of General Jurisdiction from the Ministry of Justice to the High Judicial Council (HJC).

According to the decision, administrative responsibility for assets no. 6/523 and part of asset no. 6/210, located in cadastral zone 8150, Tirana, is transferred from the Ministry of Justice to the High Judicial Council.

To address immediate space needs, the High Judicial Council has also entered into a two-year lease agreement, from October 1, 2025 to October 1, 2027, for the temporary accommodation of 23 legal assistants, thus ensuring continuity of operations during the transitional period.

In addition, the structural reinforcement and reconstruction design for the former “Large Taxpayers Branch” building—transferred under the administrative responsibility of the High Judicial Council for use by the Court of Appeal of General Jurisdiction—has been completed. The detailed implementation (technical) design for the full reconstruction of the above-mentioned building has also been finalized and can be accessed at the link below.

The completion of this investment provides a temporary solution to the current emergency situation. However, the need for a new building that meets

			contemporary standards remains immediate, taking into account the specific needs of the court's staff, including space requirements, security, waiting areas, and other facilities. These requirements have already been identified in the design brief for the new building of the Court of Appeal of General Jurisdiction, which has been completed	
	5.7.1 Aligning visa requirements with European standards <sup>10</sup>	Terminating visa-free agreements with at least two countries in 2025, and at least one each in both 2026 and 2027, which are visa required for the EU [measured at the end of each year, i.e. December 2025, December 2026, and December 2027].	<p>In its assessment of October 2025, the Commission considered this step as not achieved and granted Albania a <b>grace period</b> running until December 2026.</p> <p>With <a href="#">DCM 236, dated 24.04.2025</a> "On the suspension of the agreement between the Council of Ministers of the Republic of Albania and the Government of the Republic of Belarus, on the reciprocal abolition of visa requirements", Albania has suspended the agreement with Belarus (in 2025). However, this suspension entered into force only in September 2025, falling in the reporting period covered by this report and duly reported to the EC as achieved.</p> <p>Meanwhile, with <a href="#">DCM 209, dated 09.04.2025</a>, "On an amendment to Decision No. 858, dated 29.12.2021, of the Council of Ministers, "On the determination of the criteria, procedures and documentation for the entry, stay and treatment of foreigners in the Republic of Albania", as amended", Bahrain has been removed from the "seasonal list".</p>	<i>Completed</i>

<sup>10</sup> This step has been reported as achieved by SASPAC with the previous report, covering the period January – June 2025. EC considered it as not achieved and it was in grace period June 2026.

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