

## JOINT STATEMENT OF CIVIL SOCIETY ORGANISATIONS

### On the quality and transparency of law-making in the European integration process

Tirana, 3 June 2026

In the [joint position of 13 March 2026](#), civil society organisations called for the amendments to the Rules of Procedure of the Assembly not to turn the European integration process into an accelerated procedure without sufficient guarantees for parliamentary scrutiny, transparency and public consultation. The Rules of Procedure have now been [adopted](#) and some formulations have been improved. However, the main issue remains open: how the accelerated procedure for European integration legislation will be used in practice and what guarantees will exist to ensure that this process does not become a formal or mechanical review.

We also note that the amendments to the Rules of Procedure themselves were not subject to formal public consultation by the Assembly, and there was no official response following our March position, although [civil society organisations](#) held separate discussion roundtables, including with representatives of the Assembly.

This issue has particular importance following the [8th Intergovernmental Conference](#), through which Albania moved from the fulfilment of intermediary benchmarks towards the closing phase of Cluster 1 – Fundamentals. In this phase, the assessment is not linked simply to the adoption of laws, but to the creation of a sustainable and monitorable track record of reforms, including implementation, transparency, consultation and parliamentary oversight. The [position of the European Union on the closing benchmarks](#) clearly links progress in this cluster with the effective functioning of the Assembly, oversight of the executive, interaction with civil society, and a complete process of alignment with the acquis, with sufficient time for substantive consultation and inclusive dialogue with stakeholders.

The quality of law-making is itself a democratic standard. It is linked to legal certainty, parliamentary control, citizen participation and the practical enforceability of laws. The new phase of negotiations makes this standard even more important, because alignment with the acquis cannot be measured only by the number of laws adopted, but also by the way they are prepared, consulted, reviewed, adopted and implemented. A considerable part of approximation legislation originates from the executive and is submitted to the Assembly for adoption. For this reason, transparency, inclusiveness, predictability and traceability cannot be limited only to the parliamentary phase: they must cover the entire law-making cycle, from the proposing institution, to approval by the Council of Ministers, and then to review and adoption by the Assembly.

In this context, special attention is required for the implementation of Article 28 of the amended Rules of Procedure of the Assembly. This article allows draft laws aimed at alignment with European Union legislation to be reviewed under an accelerated procedure when this is linked to respecting the deadlines of the accession process, and also excludes these draft laws from the usual quantitative limits on the use of this procedure. Given that legislation aligned with the *acquis* is expected to be broad in volume, often technical in content and with direct impact on citizens, businesses, public institutions, local government and interest groups, the use of the accelerated procedure must remain reasoned, transparent and limited to cases where it is genuinely necessary.

The “EU Card” is a positive step for identifying the link of a draft law with the *acquis*, the Stabilisation and Association Agreement, or the obligations of the negotiations. However, identification alone is not enough to guarantee the quality of the process. Even when a draft law is linked to European integration obligations, alignment with the *acquis* remains a law-making process and should not be treated as a formal exercise. Therefore, the “EU Card” should be accompanied by full documentation, clear reasoning for the use of the accelerated procedure, appropriate consultation and genuine review in the responsible committees.

For this purpose, we call on the Assembly of the Republic of Albania, in cooperation with the proposing institutions and within the framework of its legislative and oversight role, to guarantee the following standards in the law-making process related to European integration:

### **1. Public reasoning for the use of the accelerated procedure**

Every request for the accelerated review of a draft law related to European integration should be accompanied by written and public reasoning. The reasoning should indicate the concrete obligation deriving from the *acquis*, the Stabilisation and Association Agreement or the accession negotiations; the deadline that must be respected; and why the ordinary procedure is not sufficient.

### **2. Full documentation before review in committee**

Draft laws related to European integration should enter committee review only after the accompanying documentation has been published: the draft law, the explanatory report, the “EU Card”, the table of compliance with the *acquis*, the budgetary and institutional impact, implementation responsibilities and transitional provisions.

This documentation, together with information on the consultation carried out at the stage of the proposing institution and the government, including recommendations accepted and rejected, should be published on the Assembly’s consultation platform, e-Parliament, so that the process can be followed from submission to adoption.

### **3. Genuine consultation and review for high-impact laws**

For draft laws with high public impact, the Assembly should guarantee appropriate space for consultation with experts, civil society organisations and stakeholders, even when deadlines are shortened, by ensuring a minimum review period in committee of no less than ten working days. The responsible and sectoral committees should have a real role in hearing affected actors and experts and in providing recommendations before adoption.

Consultation should be accompanied by documented follow-up of contributions, making public which recommendations were accepted, and which were rejected, together with the respective reasons.

Consultation with civil society organisations and stakeholders should not be limited to the final stages of the law-making process or reduced to a formal procedure conducted within the minimum deadlines of parliamentary review. Effective participation requires that stakeholders have the opportunity to be informed, to contribute and to interact from the early stages of policy and draft law development related to the European integration process, including the stages of concept development, drafting and preliminary consultation within the proposing institutions.

Minimum deadlines for parliamentary review, especially in accelerated procedures, are not sufficient to guarantee substantive analysis, genuine consultation and inclusive participation.

### **4. Ordinary procedure for complex draft laws or laws with broad impact**

When a draft law is complex, cross-sectoral, has significant costs, affects several existing laws, creates important new obligations, or raises substantive concerns among affected actors, the Assembly should use the ordinary procedure. Acceleration should not be used when the very nature of the draft law requires deeper review.

### **5. Parliamentary oversight over the implementation of European integration legislation**

The Assembly should strengthen oversight of the executive regarding the way legislation related to the European integration process is planned, proposed and implemented. Ministries and proposing institutions should report to the responsible committees on the progress of draft law preparation, consultation carried out before submission to the Assembly, budgetary and institutional impact, and the implementation of laws after adoption.

The National Council for European Integration should also be used as a regular space for dialogue and follow-up with civil society and stakeholders on laws and reforms related to the accession process, without replacing the decision-making and oversight role of parliamentary committees.

To support the fulfilment of the Closing Benchmarks of the negotiations, with a focus on “the effective functioning of the Assembly, oversight of the executive and interaction with civil society”, we recommend that the Assembly and the Government include: i) public and accessible monitoring of the Roadmaps for the fundamentals chapters; ii) inclusive dialogue with all stakeholders; and iii) systematic consultation in the process of legislative harmonisation, as new measures of the Reform Agenda 2024–2027. This approach operationalises the relevant recommendations of the European Union Position on the Closing Benchmarks.

## **6. Public traceability of the accelerated procedure**

The Assembly should guarantee that the law-making process for acts related to European integration is traceable and open to monitoring throughout its entire cycle: from the planning of draft laws and the choice of review procedure, to the accompanying documentation, consultation before and during parliamentary review, the role of committees, decision-making in plenary session, and follow-up on implementation after adoption.

This requires sufficient access to information and real spaces for interaction for civil society organisations, the media, experts and affected actors, so that it can be assessed not only whether acts are adopted on time, but also whether they have been consulted, reasoned, understood and implemented in practice.

The Assembly of Albania must ensure that the pace of the European integration process is supported by transparency, parliamentary scrutiny, public consultation and institutional will for quality law-making, so that alignment with the *acquis* does not remain formal, but produces clear, enforceable and understandable laws for citizens, institutions and affected actors, as well as sustainable reforms.

### **Signatory organisations**

1. Center Science and Innovation for Development (SCiDEV)
2. Institute for Political Studies (ISP)
3. Institute for Democracy and Mediation (IDM)
4. Partners Albania for Change and Development (Partners)
5. "Strehëza Edlira Haxhiymeri" Center
6. Together for Life (TFL)
7. European Movement in Albania (EMA)
8. Academy of Political Studies (ASP)
9. AWEN — Albanian Women Empowerment Network
10. Gender Alliance for Development Centre (GADC)
11. Cooperation and Development Institute (CDI)
12. Faktoje
13. Center for the Study of Democracy and Governance (CSDG)

14. Balkan Investigative Reporting Network Albania (BIRN Albania)
15. Children's Rights Centre Albania (CRCA / ECPAT Albania)
16. Albanian Media Council (AMC)
17. Albanian Center for Quality Journalism (ACQJ)
18. Association of Journalists of Albania (AJA)
19. Erasmus Student Network Tirana (ESN Tirana)
20. Information Network and Active Citizenship (INAC)
21. Albanian Institute of Science / Open Data Albania
22. Center for Environmental Protection and Sustainable Development — All Green Centre
23. Qëndresa Qytetare (Civic Resistance)
24. Albanian Center for Economic Research (ACER)
25. Together Foundation
26. Amfora Center
27. Center for Comparative and International Studies (CCIS)
28. Albanian Woman in Audiovisual (AWA)
29. LGBTI Anti-Discrimination Alliance
30. Women's Network Equality in Decision Making

*Note: The English translation of the Joint Statement of Civil Society Organisations was prepared with the assistance of GenAI tools and reviewed for language accuracy and consistency.*