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Reform Agenda Update - Reform Monitor

JUNE 2026

European
Policy
Institute.
Skopje

Reform
Monitor

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North Macedonia - JUNE 2026

Publisher:
European Policy Institute (EPI) - Skopje

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Design:
Relativ

Skopje, September, 2026

This publication was funded by the European Union and co-funded by the Open Society Foundations - Western Balkans. Its contents are the sole responsibility of the European Policy Institute-Skopje, Transparency International Bosnia and Herzegovina, and the Think for Europe Network, and do not necessarily reflect the views of the European Union or the Open Society Foundations - Western Balkans.

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This publication is part of the series "Reform Agenda Updates", national monitoring reports that track the implementation of the Reform Agendas as part of the Reform and Growth Facility for the Western Balkans (RGF), within the Western Balkan Reform and Growth Monitor project (Reform Monitor).

> The "Reform Agenda Updates" assessment focuses on the implementation progress of country-specific obligations under the RGF. Monitoring is conducted through a set of procedural, reform implementation, and financial indicators. The core of the monitoring exercise tracks reform steps with defined deadlines, assessing their implementation status based on publicly available evidence and official documentation obtained by national authorities, and, where relevant, complemented by information from independent institutions and civil society sources. Cross-cutting attention is given to stakeholder participation and transparency.
>
> The monitoring exercise covers selected reforms organised into so-called "policy domains," created by coding the sub-areas of the harmonised policy areas in the Reform Agendas. The selected policy domains, which enable regional-level analyses, benchmarking, and comparability, are supported by the available human resources and the thematic expertise of the Think for Europe Network (TEN).
>
> For methodological notes and the reform steps selection process, see the draft methodology note at the **link**.
>
> The Reform Agenda Update is structured as follows. The key findings and recommendations provide a high-level summary. The Legal and Institutional Arrangements and Requests and Release of Funds sections monitor overall progress in the procedural and financial aspects of implementing the Reform Agenda. The last section, Reforms in Focus: Reform Monitor policy domains, provides independent monitoring findings on selected reforms. Here, each section provides a narrative snapshot of progress and obstacles in implementing North Macedonia's Reform Agenda.
>
> The cut-off date for data collection and assessment for this update is 30.06.2026. Further policy developments may shift the status of currently pending reforms and will be reflected in subsequent updat
>
> These monitoring updates are not a substitute for the European Commission's formal assessments.

North Macedonia's Reform Agenda continues to be implemented within the broader context of the country's EU integration process, with the RGF providing an additional performance-based framework for advancing reforms and supporting investment. During this reporting cycle, implementation increasingly moved from the initial establishment of legal and institutional frameworks towards the more demanding phase of operationalisation. This transition has made institutional capacity, staffing, inter-institutional coordination, implementation of adopted legislation and availability of verifiable evidence increasingly important for demonstrating completion of Reform Agenda commitments.

North Macedonia maintained compliance with the legal and institutional requirements of the RGF and therefore continued to meet the basic conditions for accessing support. The core institutional arrangements remained in place, including the RGF Coordinator, Anti-Fraud Coordination Service and its second Monitoring Committee meeting. In addition, North Macedonia submitted all semi-annual payment requests and supporting RA documentation within the required timelines. Furthermore, the European Commission published its assessments on 30 July 2025, 8 October 2025 and 20 May 2026 which found that North Macedonia had met the general and the pre-conditions for support, achieving 22 out of 44 due reform steps.[1] The latest, fourth payment request by North Macedonia to the European Commission (EC) was submitted on 15 July 2026, covering reform steps due by June 2026 as well as reform steps still within their applicable grace periods. The EC assessment is still pending.

Transparency improved during the reporting period, but important gaps remain regarding access to evidence and stakeholder participation. On 22 May 2026, the Ministry of European Affairs published semi-annual payment requests, reform fiches, and annual implementation reports, addressing one of the key shortcomings identified in the previous monitoring cycle. However, supporting documents verifying the completion of individual reform steps remain unavailable online. Meanwhile, civil society participation in the Monitoring Committee became more structured, with the Council for Cooperation between the Government and Civil Society actively involved in nominations alongside broader outreach to CSOs. Nevertheless, participation continued to be hindered by short notice, limited advance access to documentation, and the absence of an established permanent representation mechanism by the cut-off date. Furthermore, minutes from the second Monitoring Committee meeting were not made available, limiting the ability to assess how civil society recommendations were incorporated into follow-up actions.

1 North Macedonia has achieved 22 reform steps, of which 2 were achieved ahead of schedule. The total planned reform steps to be implemented due in December 2025 was 50, out of which 6 were fully achieved according to previous EC assessment on 30 July 2025 and 8 October 2025.

The digital infrastructure designed to support Reform Agenda monitoring and reporting has yet to translate into a fully transparent tracking tool. Although the platform was handed over and installed at the Ministry of European Affairs, with user training conducted in February and March, further testing and technical adjustments are still expected ahead of its formal launch. Consequently, its full operationalisation, systematic use for reporting, and public accessibility remained unconfirmed by the cut-off date. This represents a significant gap given the growing volume and complexity of evidence required to verify reform implementation.

RGF funding continued to reflect the performance-based nature of the Facility, with a considerable gap between potentially available, released and actually disbursed resources. **By the June 2026 cut-off, approximately 142.1 million euros had been released to North Macedonia, while approximately 66.1 million euros had been disbursed directly to the national authority as loans**. The Commission's assessment of the third payment request resulted in a gross approval of 70.65 million euros, of which 4.94 million euros was used to offset pre-financing. **No funds had yet been channeled through the WBIF or grants**.

In accordance with the Reform Monitor project methodology, **this monitoring report tracked 36 of 51[2] reform steps scheduled by the cut-off date of 30 June 2026.** Across the selected policy domains, this report covers **steps due in June 2026 and unachieved steps from December 2024, June 2025 and December 2025** that remained relevant under grace periods. Across the monitored policy domains, the overall pattern continues to show stronger progress in adopting laws, strategies and institutional frameworks than in demonstrating their full operational implementation and measurable effects. Several reforms advanced through legislation and formal institutional measures, particularly in judicial governance, digital public services and cybersecurity. At the same time, reforms requiring sustained staffing, financial resources, functioning information systems, implementation of secondary legislation, measurable performance improvements and coordination across several institutions remained more limited to complete. The reporting period notes an important transition from formal compliance towards evidence of implementation in practice.

Judicial reforms recorded legislative progress, but limited institutional capacity and independence remain unresolved. The new Law on the Judicial Council entered into force and was subsequently amended to address recommendations of the Venice Commission and the 2023 Peer Review Mission. The Pro-

2 As of 20 June 2026, a total of 71 reform steps were scheduled for implementation, of which 20 had been fully achieved. Two had been achieved ahead of schedule.

gramme and Action Plan for Prevention and Monitoring of Corruption in the Judiciary 2026–2029 were adopted, and the reform step was assessed as fully achieved by the EC. The Law on Judicial Service, the Law on Public Prosecutorial Service, and the Law on Council of Public Prosecutors were also adopted. All 97 graduates of the eighth generation of the Academy were eventually placed in different courts and public prosecutor's offices. Nevertheless, weaknesses in workforce planning persist. The annulment of the ninth-generation recruitment pipeline continues to affect future staffing. The Law on Public Prosecution is not yet adopted. Financial independence also remained unaddressed. The Constitutional Court annulled the amendments reducing judges' salaries, raising concerns about judicial independence. As a result, the implementation in this policy domain remains uneven and some steps whose grace periods expired in June 2026 remain exposed to possible financial consequences.

Anti-corruption reforms showed an improving quantitative track record, but institutional capacity and key legislative reforms remain incomplete. Data for 2025 show increases compared with the 2022–2024 baseline in corruption investigations, confirmed indictments, convictions, financial investigations, and the value of seized, frozen, and confiscated assets. However, clarification is still required on whether the reported financial investigations meet the requirement for stand-alone financial investigations. At the institutional level, the Basic Public Prosecutor's Office for Organised Crime and Corruption continued to operate below envisaged staffing levels, particularly regarding specialised financial expertise and administrative staff. The new Criminal Code and the Law on Criminal Procedure also remained pending, while the full operationalisation of investigative centres could not be verified because staffing methodologies, career development arrangements, and access to relevant institutional databases were incomplete or insufficiently documented.

The ***fight against organised crime*** policy domain presents a similar combination of measurable progress and incomplete institutional implementation. The new Law on Weapons was adopted by Assembly within the reporting cut-off. The 2025 data indicate increases in organised crime investigations, indictments, final judgments, and the number of seizure, freezing, and confiscation cases compared with the 2022–2024 baseline. However, progress across the complete asset recovery chain cannot yet be fully demonstrated. Staffing of the Agency for Management of Confiscated Property remained limited at the expiry of the grace period, while publicly available information was insufficient to verify the recruitment process and its operational effect. Evidence also remained incomplete concerning asset tracing and identification, preservation of frozen assets, execution of confiscation orders, and disposal of confiscated property.

Digital transition remained among the stronger performing areas, with implementation increasingly moving beyond primary legislation towards functioning. In digital public services, the laws concerning electronic identification, trust services, and electronic archiving were assessed as fully achieved by the EC. The information system for office and archival operations was operational and used by the institutions. However, North Macedonia had not yet completed the process for inclusion in the EU Third-Countries Trusted List, meaning that cross-border recognition remained unfinished by the cut-off date.

Cybersecurity noted significant institutional progress. The cybersecurity legislative framework and strategy had already been assessed as fully achieved in the previous monitoring cycles. MKD-GOV-CSIRT became operational in May 2026 and obtained full FIRST membership on 14 June 2026. In addition, the competent authority framework and identification of entities covered by the NIS2-aligned regime were established. Nevertheless, practical implementation of supervisory powers could not yet be fully verified, and transparency regarding some staffing, budgeting, and operational evidence remains limited. Depending on which data are considered sensitive for public disclosure, the next phase will therefore require demonstrating that the institutions established under the new framework are consistently exercising their supervisory, incident response, and coordination functions in practice.

Energy and green transition remain uneven. In energy efficiency, while the three-year Renovation Plan for Central Government Buildings was assessed as fully achieved by the European Commission, public access to the Plan itself, as well as systematic reporting on its implementation, expenditure, and actual energy savings, remains limited. Meanwhile, the rollout of individual metering and consumption-based billing continued, anchored in the National Energy and Climate Plan (NECP) 2025–2030 and supported by a planned pilot project in 30 residential buildings.

In the ***renewables*** policy domain, the regulatory framework and the electronic Guarantees of Origin registry advanced, with the registry becoming operational. However, the dedicated auction trading platform, as defined in the Reform Agenda, was not operational by the cut-off date. Furthermore, progress toward targeted reductions in permitting times for both large renewable installations and prosumers remains limited. While procedures were still being mapped and simplified, a comprehensive monitoring mechanism and sufficiently transparent data on actual permitting times are not yet available. This highlights a broader implementation challenge, as adopted legislation and established working groups have yet to translate into measurable reductions of administrative barriers.

Human capital reform showed progress in expanding career guidance coverage, although full professionalisation remains incomplete. According to the Ministry of Education and Science, the target of securing designated career guidance personnel across 95% of primary and secondary schools was reached, with approximately 95–96% of registered personnel participating in relevant training programs. Accordingly, the regulatory framework, registers, and ongoing training activities demonstrate significant implementation progress. However, the formal qualification or micro-credentialing pathway for career counsellors remains under development, underscoring that the distinction between trained/designated staff and fully certified career-guidance professionals continues to be key to the final assessment.

The ***State-Owned Enterprises (SOE) governance*** policy domain advanced legislatively, yet it has not produced the full structural and operational transformations envisaged by the Reform Agenda. A dedicated SOE register was established and new legislation adopted, while the draft SOE Strategy was considered by the Government on 19 June 2026, with a request for an aligned text. Although the legislative framework now provides for performance-based remuneration, risk management, and internal audit functions, the completeness of the SOE register still requires verification. Furthermore, the draft Strategy was not publicly available, and the new Law on Public Enterprises and State-Owned or Partially State-Owned Companies of the Republic of North Macedonia has a one-year deferred application period. Consequently, KPI methodologies, independent risk-management and internal-audit functions, and fiscal-risk statements were not operational by the cut-off date. Railway restructuring plans were also adopted, but publicly available evidence of their implementation remains limited. Moreover, earlier EC assessments had identified weaknesses in their analytical depth, costing, and financial modelling.

State-aid reforms remain constrained by the incomplete operationalisation of their key digital pre-condition. Specialized judicial training on State aid was assessed as fully achieved by the EC, and the Commission for Protection of Competition (CPC) adopted a methodology for risk-based ex-officio investigations, commencing enforcement activity. However, available information is insufficient to verify whether these investigations systematically followed the new methodology and quarterly targets. Crucially, the State Aid Management Information System (SAMIS) was not fully operational by the cut-off date, despite full operationalisation being an explicit pre-condition for reassessing and phasing out non-compliant State-aid schemes. While the CPC reviewed seven existing schemes with TAIEX support, indicating preparatory progress full completion of the reform hinges on operationalising SAMIS and translating this reassessment into concrete alignment measures.

Key Recommendations:

Procedural and Governance

- Strengthen the transparency and effectiveness of the RGF monitoring and RA implementation by operationalising the announced digital platform for RGF monitoring and reporting. Provide a clear timetable for its full institutional use and public accessibility.
- Improve transparency by regularly publishing the evidence used to implement reform steps, Monitoring Committee minutes and other relevant documents, allowing progress to be independently monitored and verified.

Civil society participation

- Strengthen the role of the Monitoring Committee by finalising and formalising CSO representation through a clear and transparent mechanism. Ensure timely circulation of meeting materials, adequate preparation time for members, and provide meaningful opportunities for CSO contributions. Establish transparent follow-up showing how stakeholder recommendations are considered.

RGF funding continuity

- Prioritise reform steps with expired or upcoming grace-period deadlines, especially where incomplete implementation creates a direct risk of financial reduction.
- Strengthen timely institutional coordination to identify steps at risk and ensure that responsible institutions provide complete and verifiable evidence before payment requests are submitted.

Policy domain implementation priorities

- Prioritise the transition from legislative adoption to effective implementation in the Fundamentals and Rule of Law area.
- Ensure timely operationalisation of reforms in digitalisation, cybersecurity, energy transition, SOE governance and State aid through stronger institutional capacities, implementation of operational measures and systematic monitoring of reform results.

LEGAL AND INSTITUTIONAL ARRANGEMENTS

Procedural Step	Status	Progress Details
Reform Agenda Submission to the EU	Achieved	Formally submitted on 10 July 2024.
Reform Agenda Implementing Decision	Achieved	Adopted on 23 October 2024.
Facility Agreement Ratification and Entry Into Force	Achieved	Entered into force on 4 February 2025.
Loan Agreement Ratification and Entry Into Force	Achieved	Entered into force on 3 January 2025.
Reform Agenda Amendment Procedure	Not applicable	RGF regulation allows for RA amendments.
National RA Coordinator Appointment	Achieved	The new Minister for European Affairs was elected on 25 December 2025 and became the new RA Coordinator.
Anti-Fraud Coordination Service	Achieved	Part of the structure for implementation and oversight of the RGF, as defined by the Government Decree on 28 May 2025.
RGF Monitoring Committee Establishment	Achieved	RGF Monitoring Committee is established. The second meeting was held on 10 June 2026.
RGF Monitoring Committee Functioning	Achieved	Rules of Procedure (RsoP) set the framework for the functioning of the RGF Monitoring. Published on the MEA website.
Civil Society Participation in the RGF Monitoring Committee	Achieved	Second meeting on 10 June 2026. CSOs were invited on short notice. Participant status, providing consultative input, without agenda-setting rights, and voting power. The selection process is through nomination by the Government Council for Cooperation with CSOs and by the discretion of the co-chairs.
Technical Infrastructure for Monitoring and Reporting	Achieved	The platform has been installed and user trained, Testing is ongoing ahead of its formal launch. The public access remains unavailable.
Communication and visibility plan	Achieved	Adopted on 10 March 2025 by the Government and sent to the EC on 14 March 2025.

North Macedonia maintained the formal legal and institutional requirements for accessing the implementing support under RGF, with no major changes affecting access to funding or implementation responsibilities. The legal and institutional framework was established in successive stages, beginning with the European Commission's endorsement of the Reform Agenda on 23 October 2024,[3] followed by the ratification of the Loan[4] and Facility[5] Agreements in February 2025. Further progress was made in May 2025, when the Government adopted a Decision[6] establishing the institutional framework for implementation of the Growth Plan for the Western Balkans and defining the role of the Anti-Fraud Coordination Service.[7] With the Decision entering into force on 28 May 2025, the core formal arrangements for coordination, implementation and financial oversight of the RGF were put in place. During the reporting period, building on this established legal and institutional framework, implementation progressed through the regular reporting and payment request cycle under the RGF.

Furthermore, North Macedonia submitted its **third semi-annual payment request on 15 January 2026**, covering reforms due by December 2025, followed by the **fourth semi-annual payment request on 15 July 2026** covering reforms due by June 2026, demonstrating continuity in the national reporting and payment request cycle.

The **EC published its assessment on the implementation of the Reform Agenda and the approval for the third semi-annual payment request on**

3 European Commission. Commission Staff Working Document: North Macedonia. SWD (2024) 244 final. Brussels, October 23, 2024. https://enlargement.ec.europa.eu/document/download/bc34ba81-bcae-4298-9cb6-c599d828512f_en.

4 Ministry of Digital Transformation, Reform and Growth Facility for the Western Balkans: Loan Agreement between the European Union, Represented by the European Commission as Lender, and the Republic of North Macedonia as Borrower, and the National Bank of the Republic of North Macedonia as Borrower's Agent [Инструмент за реформи и раст за Западен Балкан: Договор за заем помеѓу Европската унија застапувана од страна на Европската комисија како заемодавец и Република Северна Македонија како заемопримач и Народна банка на Република Северна Македонија како агент на заемопримачот] (Skopje: Ministry of Digital Transformation, 2024), https://portal.mdt.gov.mk/post-body-files/pravni-akti-file-0sEC.pdf.

5 Ministry of Digital Transformation, Facility Agreement between the European Union, Represented by the Commission, and the Republic of North Macedonia, Represented by the Government of North Macedonia, on Specific Arrangements for the Implementation of Union Support to the Republic of North Macedonia under the Reform and Growth Facility [Спогодба за Инструмент помеѓу Европската унија, претставувана од Комисијата, и Република Северна Македонија, претставувана од Владата на Северна Македонија, за посебни аранжмани за спроведување на поддршката од Унијата за Република Северна Македонија во согласност со Инструментот за реформи и раст] (Skopje: Ministry of Digital Transformation, 2025), https://portal.mdt.gov.mk/post-body-files/pravni-akti-file-NXO0.pdf.

6 Decision Establishing the Structures for Implementing the Growth Plan for the Western Balkans 2024-2027 (Одлука за утврдување на структурите за спроведување на Планот за раст за Западен Балкан 2024–2027 година), Official Gazette of the Republic of North Macedonia, no. 106/2025.

7 Decree on the Implementation and Control of the Reform and Growth Facility for the Western Balkans (Уредба за спроведување и контрола на Инструментот за реформи и раст за Западен Балкан), Official Gazette of the Republic of North Macedonia, no. 106/2025.

20 May 2026.[8] The EC identified no significant procedural delays by the national authorities in submitting the request.

The public availability of official documents improved during this semester. **On 22 May 2026, the Ministry of European Affairs published[9] the semi-annual payment requests and accompanying reform fiches** as well as the 2024 and 2025 Annual Implementation Reports. Nevertheless, the underlying evidence supporting completion of individual reform steps remains unavailable online. Although this does not directly affect the formal disbursement procedure, the lack of systematic publication of supporting documentation constrains independent oversight.

Civil society organisations continued to participate in the **Monitoring Committee** during the reporting period. Pursuant to Article 5 of the Rules of Procedure (RoP)[10] and the conclusions of the first Monitoring Committee meeting, the Secretariat requested the Council for Cooperation between the Government and Civil Society to nominate CSO representatives in line with the RA priority areas. This indicates a **shift towards a more structured model of CSO representation.** However, by the cut-off date the open call, nominations and selection mechanism were still under development, with the call expected to be launched in the following period.

As noted in the previous monitoring period, the RoP do not establish permanent CSO membership but allow CSOs to participate through invitations and other arrangements intended to ensure relevant sectoral expertise. The second Monitoring Committee meeting[11] was held on 10 June 2026, bringing together representatives of the EC (DG ENEST), EU Delegation to North Macedonia, national institutions, CSOS and international partners. The invitation to CSOs was sent on short notice, together with the agenda. Due to the short timeframe, the Council nominated two temporary representatives for the meeting, while permanent nominations were expected to follow. At the previous meeting, CSO representation was also supported through direct invita-

8 European Commission. Assessment of the Conditions for Payment—North Macedonia. Annex III to Commission Implementing Decision C (2026) 3166. May 20, 2026. https://enlargement.ec.europa.eu/document/download/7690215b-7a65-4f40-8b8f-de8a64ea2f98_en.

9 Ministry for European Affairs of the Republic of North Macedonia. “Requests for Release of Funds.” Accessed October 8, 2026. https://mep.gov.mk/en-GB/eu-integracii/plan-za-rast-za-zapaden-balkan-i-reformska-agenda/requests-for-release-of-funds.

10 Ministry for European Affairs of the Republic of North Macedonia. “Monitoring Committee” [Мониторинг комитет]. October 17, 2025. https://mep.gov.mk/mk-MK/eu-integracii/plan-za-rast-za-zapaden-balkan-i-reformska-agenda/monitoring-komitet.

11 Ministry for European Affairs of the Republic of North Macedonia. “Bekim Sali: Reforms Deliver Concrete Results—North Macedonia Remains among the Leaders in Implementing the Reform Agenda” [Беким Сали: Реформите носат конкретни резултати – Северна Македонија останува меѓу лидерите во спроведувањето на Реформската агенда]. June 10, 2026. https://mep.gov.mk/mk-MK/transparentnost/novosti/bekim-sali-reformite-nosat-konkretni-rezultati-severna-makedonija-ostanuva-megju-liderite-vo-sproveduvanjeto-na-reformskata-agenda.

tion, enabling wider participation across the main Reform Agenda areas. While the invitation created space for direct CSO participation, the limited advance notice reduced the opportunity for CSOs to prepare more comprehensive, evidence-based contributions and engage substantively across all relevant Reform Agenda priority areas.

At the second Monitoring Committee meeting, EPI presented recommendations[12] developed through its Reform Agenda monitoring and the National Consultative Mechanism for the Reform Agenda (NKM-RA). The recommendations[13] focused on strengthening the institutional framework for CSO participation in the Monitoring Committee, including clear roles and responsibilities, a transparent and inclusive selection procedure, timely access to relevant documentation, opportunities for written and oral input, and greater transparency on how CSO contributions are considered in the follow-up process.

Overall, the second Monitoring Committee meeting reflected some progress towards more structured CSO participation, particularly through the involvement of the Council in the nomination process and the broader invitation of CSOs to contribute to thematic discussions. In addition, the minutes of the second Monitoring Committee meeting were not available by the cut-off date, limiting the assessment of whether and how CSO interventions and recommendations were reflected in the official record and follow-up.

The **digital platform for monitoring and reporting on the Reform Agenda** remained under preparation during the reporting period. Following its formal handover to the Ministry of European Affairs, the platform was installed and entered the testing phase.[14] User training was held in February for Ministry staff and in late March for users from other responsible ministries and institutions. Testing is expected to continue over the following months to identify any necessary adjustments before the formal launch.[15] However, full operational and systematic use for reporting remained unconfirmed by the cut-off date, and the platform was not publicly accessible.

12 European Policy Institute–Skopje. "EPI: CSOs Should Have a Structured and Meaningful Role in the RGF Monitoring Committee." June 16, 2026. https://epi.org.mk/post/33367?lang=en.

13 WB Reform and Growth Monitor. "Recommendations from the Third Meeting of the National Consultative Mechanism for the Reform Agenda (NKM-RA)]." [Препораки од третиот состанок на Националниот консултативен механизам за реформската агенда (НКМ-РА) June 19, 2026. https://reform-monitor.org/препораки-од-третиот-состанок-на-наци/.

14 According to a representative from the Ministry for European Affairs.

15 Ibid.

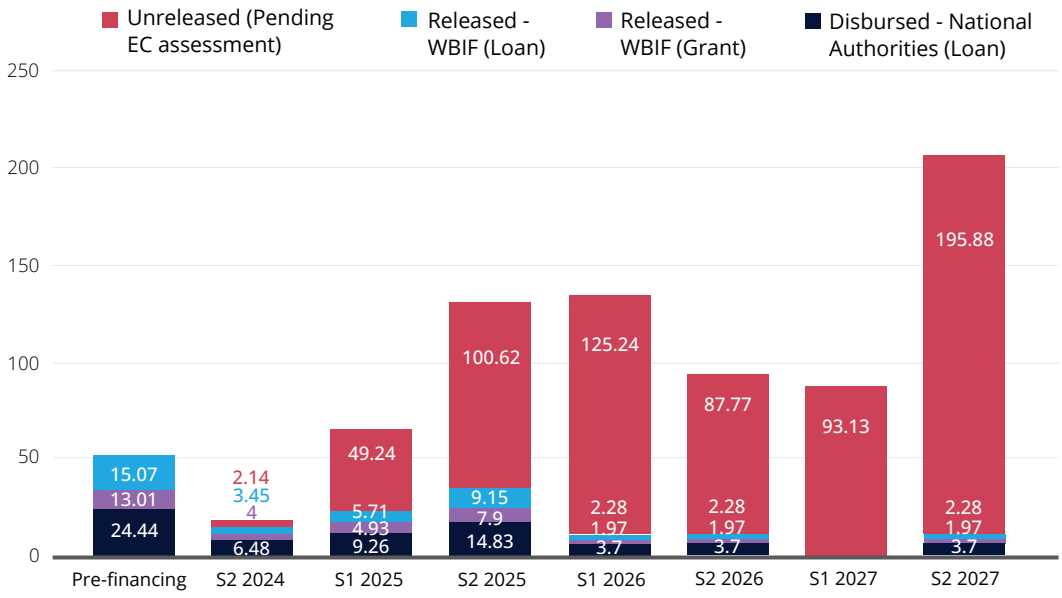
LEGAL AND INSTITUTIONAL ARRANGEMENTS

Procedural Step	Status	Progress Details
Pre-Financing request	Achieved	North Macedonia submitted the request for pre-financing in November 2024.
Pre-Financing disbursement	Achieved	Out of the 52,4 million euros allocated/released, 24.4 million euros have been disbursed as a loan to the treasury on 18 March 2025. No funds have been disbursed under WBIF loans and Grants.
Semi-annual payment request submission	Achieved	The third Semi-annual payment request submission was on 15 January 2026. (subsequently verified in the Commission's payment assessment of 20 May 2026). The fourth semi-annual payment request submission was on 15 July. EC assessment is pending.
Supporting documentation for reform completion (national semi-annual reporting)	Achieved	North Macedonia submitted the monitoring fiches and full supporting documentation alongside the third semi-annual payment request and reporting on pending reform steps, in January 2026 (subsequently verified in the Commission's payment assessment of 20 May 2026). North Macedonia submitted the monitoring fiches and full supporting documentation alongside the fourth semi-annual payment request and reporting on pending reform steps, in July 2026 (EC assessment is pending).
EC assessment on RA implementation	Achieved	30 July 2025, 8 October 2025 and 20 May 2026, EC implementing decisions are published on the MEA and EC websites.
General Conditions met	Achieved	According to both EC implementing decisions, general conditions are maintained.
Pre-Conditions met	Achieved	According to both EC implementing decisions, pre-conditions (democratic standards) were upheld.
Annual RGF Implementation Report Prepared and Submitted	Achieved	Official submission letter to EC submitted in March 2026. Not made public.

During the reporting period, **a total of approximately 408.97 million euros of the RGF envelope were available to North Macedonia**, including pre-financing (52,52 million euros) and allocations linked to reform steps due in December 2025 (17,13 million euros), June 2025 (70,65 million euros), December 2025 (134,87 million euros) and June 2026 (133,80 million euros). In line with the Facility and Loan Agreements, the pre-financing is progressively cleared through proportionate deductions from the subsequent performance-based instalments until the full pre-financing amount is offset.

By the June 2026 cut-off date, the **total amount released to North Macedonia had reached approximately 142,1 million euros,** comprising 52,52 million in pre-financing, a net 7,92 million euros linked to the December 2024 cut-off, 15,93 million linked to the June 2025 cut-off and a further 65,71 million euros released following the assessment of the third payment request in May 2026. Under the third release, the Commission assessed 16 out of 47 payment conditions[16] included in North Macedonia's request as fully achieved and approved a gross amount of 70,65 million euros, of which 4,94 million was used to offset part of the pre-financing. As of 30 June 2026, a cumulative total of 22 reform steps have been assessed as fully achieved,[17] including two completed ahead of schedule, representing approximately 89,56 million euros.

North Macedonia allocations and use of RGF funds, as of 30 June 2026



Note: Steps completed early are credited to their scheduled period. Net released amounts reflect the 7% pre-financing recovery. Step values use ratios: 46.52% (Loans - Nat. Auth.), 28.70% (WBIF Grants), and 24.78% (WBIF Loans)

16 European Commission. Assessment of the Conditions for Payment—North Macedonia. Annex III to Commission Implementing Decision C (2026) 3166. May 20, 2026. https://enlargement.ec.europa.eu/document/download/7690215b-7a65-4f40-8b8f-de8a64ea2f98_en.

17 European Commission. "Reform and Growth Facility for the Western Balkans—Scoreboard." WB Reform and Growth Monitor. Accessed October 8, 2026. https://reform-monitor.org/database/scoreboard/.

Cumulatively, during the reporting period the amount **disbursed to the national authorities as loans increased to approximately 66.1 million**, including 24.44 million euros from pre-financing, 3.68 million euros linked to the December 2024 cut-off, 7.41 million euros linked to June 2025 and 30.57 million euros to the third release. **No funds have been channeled to the WBIF to date**. The actual payments through the WBIF remain subject to the applicable Contribution Agreements and payment requests from the Fund Managers.[18]

The potentially available 133.80 million euros linked to the June 2026 reform steps had not yet been assessed and were therefore not released. Reform steps assessed as not achieved may be carried forward within the applicable grace period and assessed in subsequent payment requests. However, continued delays may result in a reduction of the corresponding funding allocation.

18 European Commission. Assessment of the Conditions for Payment—North Macedonia. Annex III to Commission Implementing Decision C (2026) 3166. May 20, 2026. https://enlargement.ec.europa.eu/document/download/7690215b-7a65-4f40-8b8f-de8a64ea2f98_en.

In this update, the Reform Monitor tracked 36 reform steps across the selected policy domains, out of 51 reform steps[19] scheduled for implementation by the cut-off date. The coverage includes reform steps due in June 2026, as well as reform steps from earlier deadlines of December 2024, June 2025, and December 2025 that remained relevant for the Reform Monitor tracker, as well as the implementation and RGF assessment under the applicable grace periods.

The table below provides a summary overview by policy area and policy domain, indicating which reforms are covered. It indicates how many reform steps are monitored in each case as an entry point to the detailed policy-domain analysis and reform-step assessments presented in the following sections.

Policy area (harmonised)		
Policy domain	Reforms / Reform steps	In focus [due and monitored]
Fundamentals and Rule of Law		
Judicial reforms	Reform 5.2.1 Improve judicial integrity by revising the processes of recruitment, selection, appointment, appraisal, promotion, transfer and dismissal of judges and prosecutors.	4/5 (4 grace period, 0 due Jun-26, 1 in the upcoming period)
	Reform 5.2.2. Adopt and implement a new Action plan for the prevention of corruption in the judiciary for 2026-2029.	1/ 2 (1 completed, 0 due Jun-26, 1 in the upcoming period)
	Reform 5.3.1 Implement an improved regulatory framework of the Judicial Council, in particular regarding the disciplinary and appeal proceedings of judges (in line with the TAIEX peer review mission of Sep 2023).	3/3 (3 grace period, 0 due Jun-26)
	5.4.1. Ensure a fully functional automated case management information system in courts and in the Public Prosecutors' Office, with no manual distribution of cases.	0/2 (0 due Jun-26, 2 in the upcoming period)
Anti-corruption	Reform 5.5.1: Additional resources allocated to the Office of the Basic Public Prosecutor for Organised Crime and Corruption, notably specialised prosecutors, financial experts, and digital forensic analysts.	1/1 (1 in grace period, 0 due Jun-26)
	Reform 5.5.2: Increase the number of investigations, prosecutions, final judgements, seizures, and final confiscations in corruption, including high-level cases.	3/4 (2 in grace period, 1 due Jun-26, 1 in upcoming period)
	5.5.3 Increase the capacities of the investigative centres within the Public Prosecution Office, in line with the recommendations of the peer review mission from Sep 2023.	1/1 (1 due Jun-26)

19 Across the Reform Agenda as a whole, 71 reform steps were scheduled for implementation by 30 June 2026, of which 20 had been fully achieved, with two additional steps achieved ahead of schedule.

Fight against organised crime	5.6.1: Introduce a target-based approach to combating serious and organised crime, with a concrete action plan and strategy that leads to improving the track record of investigations, prosecutions, final judgements, seizures, and final confiscations in cases of organised crime, including high-level cases	2/5 (1 grace period, 1 due Jun-26, 3 in the upcoming period)
	5.7.1 Strengthen capacities with regard to asset confiscation and recovery in line with the EU acquis. Establish an Asset Recovery Office ARO in charge of the identification and tracking of criminal assets, in line with the EU acquis.	2/3 (1 grace period, 1 due Jun-26, 1 in the upcoming period)
Digital Transition		
Digital public services	2.2.2 Digital Public Services	4/6 (2 achieved, 1 grace period, 1 due Jun- 26, 2 in the upcoming period)
	Widen the offer of public e-services offered through the governmental e-platform and simplify administrative and electronic procedures.	0/2 (0 due Jun-26, 2 in the upcoming period)
Cyber resilience	Setting up a comprehensive framework for cyber resilience (introducing requirements of NIS2 Directive and strengthening relevant institutions.	3/4 (1 achieved, 2 due Jun-26, 1 in the upcoming period)
Energy and Green Transition		
Energy efficiency	Implementation of the Energy Performance in Buildings and Energy Efficiency Directives.	2/6 (1 achieved, 1 grace period, 0 due Jun-26, 4 in the upcoming period)
Renewables	Deployment of renewable energy: Implementation of the Renewable Energy Directive (permitting, guarantees of origin, energy communities) and transparent and competitive procedures for the deployment of renewable energy.	3/4 (3 due Jun- 26, 1 in the upcoming period)
Human Capital		
Vocational education and training (VET)	Reinforce the education system to address the skills mismatch, increase access to and quality of VET, and improve access to work-based learning and dual education (including private sector involvement).	1/5 (1 due Jun-26, 4 in the upcoming period)
Business Environment and Private Sector Development		
Competition policy /State aid	Reform 4.1.2 Make the state aid regime more transparent and efficient.	3/6 (1 achieved, 2 due Jun- 26, 3 in the upcoming period)
State- owned enterprises (SOEs)	Reform 4.1.5: Reform the governance of State-Owned Enterprises with a focus on the Railways and Postal services.	3 /10 (2 achieved, 1 due Jun-26, 5 in the upcoming period)

Reform efforts in the ***Judicial Reforms*** policy domain focus on strengthening the independence, legitimacy, and effectiveness of the Judicial Council by addressing concerns about political interference, weak accountability, and declining public confidence. Disputed leadership changes and procedures that experts and civil society have questioned as irregular have reinforced these concerns. Drawing on findings highlighted by the European Commission and recommendations from an EU TAIEX peer review mission, the reforms aim to enhance the Council's transparency, integrity in decision-making, accountability, and resilience to political influence.

In parallel, the policy domain seeks to strengthen corruption prevention within the judiciary by implementing the Judicial Council's anti-corruption programme and action plan. The measures focus on improving integrity, accountability, and transparency; advancing digitalisation; raising public awareness; and introducing stronger safeguards in areas such as public procurement and employment.

A further key component is strengthening judicial integrity by revising the legal and procedural framework governing the recruitment, selection, appointment, promotion, transfer, and dismissal of judges and prosecutors. The objective is to ensure that judicial staffing and career advancement are based on merit, transparency, objective criteria, and credible procedures.

Judicial reform implementation during the reporting period remained mixed, with important legislative and policy measures completed alongside continuing structural challenges. The new Law on the Judicial Council was adopted in December 2025 and entered into force, while additional amendments adopted in June 2026 further addressed recommendations of the Venice Commission and the 2023 Peer Review Mission. The Programme and Action Plan for Prevention and Monitoring of Corruption in the Judiciary 2026–2029 was also adopted within the required deadline, with the European Commission assessing this reform step as fully achieved.

Staffing pressures nevertheless continued. Although the placement of all 97 graduates from the 8th generation of the Academy was completed, weaknesses in workforce planning and coordination remained, while the annulment of the previous call for the 9th generation continued to affect the recruitment pipeline for future judges and public prosecutors. A new Law on the Academy for Judges and Public Prosecutors was published on ENER in January 2026, with a new admissions call expected after its adoption. The remuneration framework also remained unsettled. The Law on Judicial Service and the Law on Public Prosecution Service were adopted on 29 June 2026. However, amendments reducing judges' and prosecutors' salary coefficients adopted

in February were challenged before the Constitutional Court, which annulled the amendments concerning judges' salaries in April 2026 on grounds related to judicial independence and financial security. The reform step therefore remained incomplete by the end of its grace period and at risk of a corresponding RGF reduction.

In the prosecutorial framework, the Law on the Council of Public Prosecutors was adopted in May 2026 and entered into force, introducing stronger transparency, reasoned decision-making, and disciplinary safeguards. However, the Law on Public Prosecution was withdrawn from parliamentary procedure and remained unadopted by the cut-off date.

Overall, several key legislative and institutional measures were completed by 30 June 2026, but implementation remained uneven. Although certain legal provisions have been adopted, it remains too early to assess the consistency and effectiveness of their implementation. Challenges persisted in staffing, workforce planning, financial independence, completion of the prosecutorial legal framework, and consistent application of accountability and disciplinary safeguards in practice. With both human resources strategies ending in 2026 and implementation still limited, addressing staffing needs and preparing new strategies remained relevant.

In total, four reforms are monitored under this policy domain. During the reporting period, the project covered three reforms comprising eight reform steps—seven of which are currently within their grace period, one was assessed as fully achieved by the EC, and four are expected to reach their deadlines in upcoming periods. None were due by the current reporting cut-off date. Among these, two reform steps—concerning amendments to laws regulating salaries for judicial and prosecutorial staff and the new Law on the Judicial Council—remain at risk of financial reduction as their grace period expires in June 2026.

Reforms Reform steps	Deadline (due in)	Implementation status	Reform Monitor findings
Reform 5.2.1 Improve judicial integrity by revising the processes of recruitment, selection, appointment, appraisal, promotion, transfer and dismissal of judges and prosecutors.			
Step: The vacant positions for judges and prosecutors are filled on a regular basis based on the projections by the Judicial Council/Council of Public Prosecutors following the implementation of the Human Resources management strategies in courts/PPOs (December 2024 and repeated December 2026). (double reform step)	Dec 2024	Not achieved - Grace period until Dec 2026	Staffing challenges remained. In 2025, 68 judges were appointed to basic courts (49 under the first call and 19 under the second call). The Council of Public Prosecutors selected 28 out of 97 candidates from the Academy for Judges and Public Prosecutors, highlighting ongoing staffing coordination challenges. The draft Law on the Academy for Judges and Public Prosecutors was published on the Single National Electronic Register of Regulations (ENER) on 2 January 2026 and is currently in governmental procedure.
Step: Adopt amendments to the laws regulating salaries of judges and prosecutors, as well as of the court and prosecutorial administrations (by June 2025).	June 2025	Not achieved- Grace period until June 2026 (Risk of financial reduction)	Law on Judicial Service and Law on Public Prosecutorial Service adopted. Salary related legislative framework remains relevant
Step: New Law on Public Prosecution and new Law on Council for Public Prosecutors adopted and timely implemented, in line with the EU acquis and European standards, including the opinion of the Venice Commission (by December 2025).	Dec 2025	Not achieved- Grace period until December 2026	The Law on the Council of Public Prosecutors was adopted and entered into force, while the Law on Public Prosecution was withdrawn from parliamentary procedure and remains pending.
Step: Ensure the financial independence of the judicial system to attain the goals of the Judicial Strategy (2024-2028), in line with the Law on Judicial Budget	Dec 2025	Not achieved- Grace period until December 2026	Amendments to the Law on the Judicial Budget were initiated. The Law on Public Prosecution advanced through public consultation, Government adoption, and parliamentary procedure; however, neither legislative measure had been adopted.
Reform 5.2.2. Adopt and implement a new Action plan for the prevention of corruption in the judiciary for 2026-2029			
Step: Adopt the Action plan for the prevention of corruption in the judiciary for 2026-2029 (December 2025).	Dec 2025	EC assessment Achieved	The Programme and Action Plan for the Prevention and Monitoring of Corruption in the Judiciary (2026-2029) was adopted in December 2025.
Reform 5.3.1: Implement an improved regulatory framework of the Judicial Council, in particular, for disciplinary and appeal proceedings of judges (in line with the TAIEX peer review mission of Sep 2023)			
Step: New Law on Judicial Council adopted in line with the 'peer review' on the functioning of the Judicial Council, from Sep '23, and the opinion of the Venice Commission (by June 2025).	June 2025	Not achieved- Grace period until June 2026 (Risk of financial reduction)	New Law on Judicial Council adopted on 29 December 2025 (entered into force on 8 January 2026) and further amended in June 2026 to align with EU Peer Review and Venice Commission opinions. Further progress requires establishing an independent expert panel for candidate scoring.

Step: New members of the Judicial Council (replacing those whose mandates have expired) elected in line with amended law (December 2025).	Dec 2025	Not achieved- Grace period until December 2026	Vacancy-filling procedures were launched before the new eligibility and election rules entered into force. Following adoption of the new Law on the Judicial Council on 29 December 2025, the President nominated two members on 9 January 2026, Assembly elected them on 12 January 2026, and a new parliamentary call was launched on 2 February 2026 under the revised procedures.
Step: Judges and prosecutors subject to disciplinary proceedings have all the guarantees of a fair trial (December 2025)	Dec 2025	Not achieved- Grace period until December 2026	New Law on Judicial Council adopted on 29 December 2025 and Law on Public Prosecutors adopted on 7 May 2026. The Law on Public Prosecution remains unadopted by the cut-off date.

REFORM 5.2.1 IMPROVE JUDICIAL INTEGRITY BY REVISING THE PROCESSES OF RECRUITMENT, SELECTION, APPOINTMENT, APPRAISAL, PROMOTION, TRANSFER AND DISMISSAL OF JUDGES AND PROSECUTORS.

- ***Step: The vacant positions for judges and prosecutors are filled on a regular basis based on the projections by the Judicial Council/Council of Public Prosecutors following the implementation of the Human Resources management strategies in courts/PPOs (December 2024 and repeated December 2026) - (Delayed, EC assessment: Not achieved)***

During the reporting period, persistent staffing constraints continued to affect the judiciary. The EC highlighted that outdated human resources strategies, together with weak implementation and monitoring, continue to limit effective workforce planning. Delays in securing funding also stalled enrolment at the Academy for Judges and Public Prosecutors, further affecting future judicial and prosecutorial appointments. As previously reported, the annulment of the 2023 call for 130 candidates due to prolonged funding constraints disrupted the training pipeline for the 9th generation[20] and continued to limit the future intake of judges and prosecutors. The increase of the retirement age to 67 remained a temporary response to staffing shortages rather than a sustainable recruitment measure. Vacancies continued to be publicly announced by the respective councils, while staffing needs were communicated to the Academy ahead of each new trainee intake. However, the appointment of the 8th generation revealed weaknesses in workforce planning and inter-institutional coordination. Although the Judicial Council had initially identified a need for 50 judges, in 2025 it ultimately appointed 68 of the 97 graduates,[21] while

20 More info at the EPI's Shadow Report on Chapter 23 for the period between October 2024 – September 2025 available in the following link: https://epi.org.mk/post/32883?lang=en.

21 FOI reply on 24.02.2026 by the Judicial Council.

only 28 public prosecutors were selected. According to the Council of Public Prosecutors, the appointment of more judges than initially planned[22] affected the agreed distribution of candidates, alongside administrative obstacles and withdrawn applications. The continued discrepancy between projected staffing needs and actual appointments[23] points to the need for stronger coordination and more consistent workforce planning across the judiciary. Following the appointments made in March 2025, the Judicial Council appointed additional 19 judges on 30 April 2025, bringing the total number of judges selected from the 8th generation to 68. On 8 May 2025, the Council of Public Prosecutors appointed one additional candidate from the same generation to the Basic Public Prosecutor's Office Skopje,[24] bringing the total number of appointed prosecutors to 29 and completing the placement of the 97 graduates of the 8th generation.

During the reporting period, the Judicial Council appointed judges to several higher courts, including two to the Gostivar Court of Appeal, three to the Shtip Court of Appeal, four to the Bitola Court of Appeal, ten to the Skopje Court of Appeal, and three to the Supreme Court of the Republic of North Macedonia.[25] According to the Ministry of Justice, due to the increased workload in the courts the Judicial Council, pursuant to Article 39 of the Law on Courts, adopted on 29 April 2026 a Decision on the temporary assignment of 12 judges to basic courts facing a shortage of judges, such as the Basic Courts in Kichevo, Prilep, Ohrid, Struga, Tetovo, Radovish, Shtip, and Skopje. In parallel, nine public prosecutors were appointed to Basic Public Prosecutor's Offices and four to the Basic Public Prosecutor's Office for Prosecuting Organised Crime and Corruption.[26] However, staffing pressures persisted, as six prosecutors left office upon reaching retirement age, while four others were temporarily reassigned to different prosecution offices. No prosecutors were dismissed during the period.[27]

A key novel development in this reform area is the proposed new Law on the Academy for Judges and Public Prosecutors, aimed at addressing identified shortcomings in the existing framework and implementing relevant EU recommendations. The draft law focuses on strengthening merit-based and objective candidate selection, improving training quality and institutional capacity, and ensuring transparent and needs-based recruitment of future judges and prose-

22 More info at the EPI's Shadow Report on Chapter 23 for the period between October 2024 – September 2025 available in the following link: https://epi.org.mk/post/32883?lang=en.

23 Petkovska, Ivana, and Lejla Tutić. Report on the Monitoring of the Judicial Council and the Council of Public Prosecutors in 2025. Skopje: Coalition "All for Fair Trials," 2025. http://all4fairtrials.org.mk/wp-content/uploads/2026/02/AN-SJOSS-2025.pdf.

24 25th session of the Council of Public Prosecutors, held on 8 May 2025.

25 More info at https://all4fairtrials.org.mk/wp-content/uploads/2026/02/AN-SJOSS-2025.pdf.

26 More info at the EPI's Shadow Report on Chapter 23 for the period between October 2025 – June 2026 (unpublished).

27 FOI replay on 14.08.2026 by the Judicial Council of the Republic of North Macedonia.

cutors. The Draft Law was published on ENER on 02.01.2026[28] and currently undergoing governmental procedure.[29] According to the Ministry of Justice, once the new law is adopted and enters into force, the Academy plans to initiate the next admission call.

- ***Step: Adopt amendments to the laws regulating salaries of judges and prosecutors, as well as of the court and prosecutorial administrations (by June 2025). (Delayed, EC assessment: Not achieved)***

The reform step focuses on revising four laws[30] regulating remuneration for judges, prosecutors, and judicial and prosecutorial staff, with the objective of reinforcing independence and integrity, reducing corruption risks, making judicial careers more attractive and strengthening the financial and institutional independence of the judiciary and prosecution.

Following earlier amendments to the laws on judges' and public prosecutors' salaries, the remuneration framework was revised again during the reporting period. At its 89th session, Assembly adopted a broader package of legislation[31] proposed by the ruling parliamentary group to harmonise the salaries of elected and appointed officials with budgetary and economic conditions. As part of this package, amendments reducing the salary coefficients of judges[32] and public prosecutors were adopted[33] under a shortened procedure on 25 February 2026, raising concerns over the transparency and inclusiveness of the legislative process. Furthermore, the Constitutional Court accepted initiatives submitted by judges[34] and opened proceedings to examine the constitutionality of the amendments, particularly their potential impact on judicial independence and autonomy. On 8 April 2026, the Constitutional Court annulled the amendments to the Law on Judges' salaries[35], finding that the

28 Ministry of Justice of the Republic of North Macedonia. "Draft Law on the Academy for Judges and Public Prosecutors." Single National Electronic Register of Regulations (ENER). Link: https://ener.gov.mk/default.aspx?item=pub_regulation&subitem=view_reg_detail&itemid=114839.

29 FOI reply on 12.08.2026 by the Ministry of Justice.

30 Amendments to the Law on Judges' Salaries, the Law on Public Prosecutors' Salaries, the Law on Judicial Service, and the Law on Prosecutorial Service.

31 MIA. "The Assembly passed the laws that reduce the salaries of MPs, judges, and prosecutors. [Собранието ги донесе законите со кои се намалуваат платите на пратениците, судиите, обвинителите]" Denesen.mk, February 25, 2026. https://denesen.mk/sobranieto-gi-donese-za-konite-so-koi-se-namaluvaat-platite-na-pratenicite-sudiite-obvinitelite/.

32 Assembly of the Republic of North Macedonia. "Amendments reducing the salary coefficients of judges". Accessed October 5, 2026. https://www.sobranie.mk/detali-na-materijal.nspx?param=d50f7655-91bc-4a99-8189-a2b44fc07289.

33 Assembly of the Republic of North Macedonia. "Material details" [Детали на материјал]. https://www.sobranie.mk/detali-na-materijal.nspx?param=a2eedc94-ccbb-4168-aa1d-1fc85bfba7a1.

34 Constitutional Court of the Republic of North Macedonia. "U. no. 21/2025 and U. no. 52/2025 [У.бр.21/2025 и У.бр.52/2025]" December 24, 2025. https://ustavensud.mk/archives/37193.

35 Constitutional Court of the Republic of North Macedonia. "The Constitutional Court annulled the Law Amending the Law on Judges' Salaries, which was adopted by the Assembly in February 2026 [Уставниот суд го поништи Законот за изменување на Законот за платите на судиите донесен во февруари 2026 година во Собранието]" April 8, 2026. https://ustavensud.mk/2026/04/уставниот-суд-го-поништи-законот-за-из/.

repeated reduction of salary coefficients undermined the financial security of judges and consequently, judicial independence and autonomy. As a result, the previous salary coefficients were restored leading to an increase in judge's salaries following the Constitutional decision of 8 April 2026.

On 26 June 2026, when the Assembly adopted the Law on Judicial Service[36] and the Law on Public Prosecutorial Service,[37] making further progress towards this step and the required legislative framework. However, the annulment of the amendments to judges' salaries by the Constitutional Court highlights continuing concerns over judicial independence, legal certainty, and the sustainability of the remuneration framework. Further monitoring is therefore needed to assess whether the remaining legislation and its implementation fully meet the reform objectives. As the grace period for this reform step expired in June 2026, the incomplete implementation of the required legislative measures places the reform step at risk of financial reduction under the RGF.

- ***Step: New Law on Public Prosecution and new Law on Council for Public Prosecutors adopted and timely implemented, in line with the EU acquis and European standards, including the opinion of the Venice Commission (by December 2025). (Delayed EC assessment: Not achieved)***

This reform step aims to complete the legislative framework governing the prosecution service through the preparation and adoption of a new Law on Public Prosecution and a new Law on the Council of Public Prosecutors. The process is initiated to improve institutional governance, appointment and recruitment procedures, disciplinary accountability, and compliance with relevant EU, GRECO and Venice Commission standards.

Regarding the Law on Public Prosecution, the legislative process advanced but was not completed within the reporting period. The draft was prepared through an inclusive working group process and published on ENER for public consultation, while additional public hearings were held during parliamentary procedure in March and April 2026.[38] The Minister of Justice had previously requested an opinion from the Venice Commission in July 2025, resulting in the Joint Opinion of the Venice Commission and the Council of Europe's Directorate General of Human Rights and Rule of Law,[39] adopted in October 2025. The

36 Ministry of Justice of the Republic of North Macedonia. "The Assembly adopted the Law on Court Service [Собранието го донесе Законот за судска служба]" June 29, 2026. https://www.pravda.gov.mk/mk-MK/odnosi-so-javnost/novosti/sobranieto-go-donese-zakonot-za-sudska-sluzba.

37 Law on Public Prosecutorial Service (Закон за јавнообвинителската служба), Official Gazette of the Republic of North Macedonia, no. 146/2026.

38 Cvetkovska, Ana. "Public Hearing on the Draft Law on the Council of Public Prosecutors in the Relevant Parliamentary Committee." MIA, April 6, 2026. https://shorturl.at/uP6WO.

39 Venice Commission and Directorate General Human Rights and Rule of Law (DGI) of the Council of Europe. North Macedonia: Joint Opinion on the Draft Laws on the Public Prosecutor's Office and on the Council of Public Prosecutors. CDL-AD (2025) 036. Strasbourg: Council of Europe, October 14, 2025. https://www.venice.coe.int/webforms/documents/?pdf=CDL-AD(2025)036-e.

Opinion recommended, among other issues, stronger safeguards for prosecutorial autonomy and protection against external pressure, as well as further clarification of disciplinary procedures. The Law on Public Prosecution was ultimately withdrawn from parliamentary procedure by the Government.[40] According to the Ministry of Justice, on 25 June 2026 the EC recommended amending Article 107 to provide that funding for the Public Prosecutor's Office should amount to at least 0.5% of the state budget. Further, coordination with the Ministry of Finance is required to address this recommendation.

By contrast, developments were recorded regarding the Law on the Council of Public Prosecutors. Following the drafting and consultation process, including a public hearing on 27 March 2026[41] the Assembly adopted the Law on 7 May 2026.[42] The Law revises the criteria and procedures for the election of Council members, strengthens requirements for reasoned decisions concerning the selection, promotion, and disciplinary responsibility of prosecutors, enhances transparency, and reinforces the framework for disciplinary proceedings. The Law was published on 14 May 2026 (Official Gazette No. 102/2026)[43] and entered into force on 22 May 2026, thereby meeting the timing requirement.

Overall, external consultations were completed for both laws, while the Law on the Council of Public Prosecutors was adopted and entered into force within the cut-off date. However, the Law on Public Prosecution was not adopted. As the grace period for this reform step runs until December 2026, there is additional time to complete the legislative requirement.

- ***Step: Ensure the financial independence of the judicial system to attain the goals of the Judicial Strategy (2024-2028), in line with the Law on Judicial Budget (Delayed, EC assessment: Not achieved)***

This reform step aims to strengthen the financial independence of the judiciary and prosecution by ensuring adequate, legally guaranteed, and autonomously managed resources, together with stronger institutional capacity for budget planning and financial management. The Reform Agenda identifies persistent underfunding as a structural challenge, with legally prescribed benchmarks

40 Assembly of the Republic of North Macedonia. "Детали на материјал [Material details]" Accessed August 6, 2026.https://www.sobranie.mk/detali-na-materijal.nspx?param=ddb91fbc-a5aa-47b3-93f4-a0b-39225fb8e.

41 Assembly of the Republic of North Macedonia. "Committee Session Details" [Детали за седницата на комисијата]. Accessed August 6, 2026.https://www.sobranie.mk/detali-na-komisiska-sednica.nspx?sittingId=76f3d5a0-5966-431f-b20e-30eedd3fcece&&isArchive=.

42 Ministry of Justice of the Republic of North Macedonia. "The Assembly Adopted the Draft Law on the Council of Public Prosecutors." May 7, 2026. https://www.pravda.gov.mk/mk-MK/odnosi-so-javnost/novosti/sobranieto-go-donese-predlog-zakonot-za-sovetot-na-jo.

43 Law on the Council of Public Prosecutors of the Republic of North Macedonia (Закон за Советот на јавните обвинители на Република Северна Македонија), Official Gazette of the Republic of North Macedonia, no. 102/2026.

set at 0.8% of Gross Domestic Product (GDP) for the judiciary and 0.4% of the state budget for the Public Prosecutor's Office. The reform therefore envisages changes to the legal framework governing judicial and prosecutorial financing.

During the reporting period, further progress was made in preparing changes to the judicial budget framework. According to the Ministry of Justice, a working group for amendments to the Law on the Judicial Budget was established on 31 October 2025, followed by an ENER announcement on 14 November 2025[44] launching the legislative drafting process. By the end of June 2026, the draft Law on the Judicial Budget was published. The proposal aims to strengthen the financial and staffing autonomy of the judiciary, through more autonomous management of the legally prescribed minimum level of funding and enhanced competences of the Judicial Budget Council in planning judicial staffing. However, the statutory minimum funding threshold remains at 0.8% of GDP. Moreover, as the draft was published only at the end of the cut-off date, these changes had not yet been translated into an adopted and operational financial framework.

Progress regarding the Law on Public Prosecution was less conclusive. The draft law had previously undergone consultation through ENER[45] and was reviewed by the Venice Commission, which adopted a positive joint opinion[46] on the draft legislation in October 2025. The Government adopted the draft on 30 December 2025[47] and submitted it to the Assembly in February 2026.[48] Public hearings were held during the parliamentary procedure in March and April 2026. However, the Government withdrew the draft Law on Public Prosecution from parliamentary procedure. Consequently, the legislative framework relevant to the financial and institutional autonomy of the prosecution remained incomplete by the reporting cut-off date. Despite these legislative efforts, the actual funding levels remained below the benchmarks envisaged by the reform. During the reporting period, the judicial budget amounted to 0.26%[49] of the state budget, below the threshold and only half of the legally envisaged minimum of 0.4%.

44 Single National Electronic Register of Regulations (ENER). "Regulation Details" [Детали за регулативата]. Accessed August 6, 2026.https://ener.gov.mk/Default.aspx?item=pub_regulation&subitem=view_reg_detail&itemid=113467.

45 Single National Electronic Register of Regulations (ENER). "Regulation Details" [Детали за регулативата]. Accessed August 6, 2026.https://ener.gov.mk/default.aspx?item=pub_regulation&subitem=view_reg_detail&itemid=80780.

46 Venice Commission and Directorate General Human Rights and Rule of Law (DGI) of the Council of Europe. North Macedonia: Joint Opinion on the Draft Laws on the Public Prosecutor's Office and on the Council of Public Prosecutors. CDL-AD (2025)036. October 14, 2025. https://www.venice.coe.int/webforms/documents/?pdf=CDL-AD(2025)036-e.

47 Government of the Republic of North Macedonia. "140th Government Session." December 30, 2025. https://vlada.mk/mk-MK/otvorena-vlada/zapisnici-i-dnevni-redovi-od-sednicite-na-vladata/140-ta-sednica-na-vladata.

48 Assembly of the Republic of North Macedonia. "Material details [Детали на материјал]." Accessed August 6, 2026. https://www.sobranie.mk/detali-na-materijal.nspx?param=ddb91fbc-a5aa-47b3-93f4-a0b39225fb8e.

49 FOI replay on 06.08.2026 by the Judicial Council of the Republic of North Macedonia.

Concerns regarding financial autonomy also persisted. The Judicial Council, Supreme Court and Association of Judges jointly raised concerns over the judiciary's continued financial dependence on the executive and the insufficient level of allocated resources.

While the draft Law on the Judicial Budget[50] proposes stronger autonomous budget management, no evidence by the cut-off date suggests that judicial and prosecutorial bodies had achieved full operational control over their budgets.

Overall, implementation of this reform step remained partial as of 30 June 2026. Legislative preparation advanced, particularly with the publication of the draft Law on the Judicial Budget, but the relevant legal framework was not fully adopted, and the Law on Public Prosecution was withdrawn from parliamentary procedure. In addition, actual allocations for both the courts and the Public Prosecutor's Office remained considerably below the required thresholds, while effective operational budgetary autonomy had not yet been demonstrated. Further progress will therefore depend not only on adoption of the legislative changes, but also on whether they result in adequate funding and substantive financial autonomy in practice.

REFORM 5.2.2. ADOPT AND IMPLEMENT A NEW ACTION PLAN FOR THE PREVENTION OF CORRUPTION IN THE JUDICIARY FOR 2026-2029

- ***Step: Adopt the Action plan for the prevention of corruption in the judiciary for 2026-2029 (December 2025). (EC assessment: Fully Achieved)***

During the reporting period, the Judicial Council completed the reform step concerning the adoption of the Action Plan for the Prevention of Corruption in the Judiciary for 2026-2029. The draft Programme and Action Plan were publicly presented on 25 November 2025.[51] Following the consultation and drafting process, the Programme[52] and accompanying Action Plan[53] were adopted by the Judicial Council in December 2025 and made publicly available.

According to the EC assessment, the framework addresses corruption risks at both the governance and institutional levels, with measures aimed at strengthening integrity, transparency and accountability within the judiciary.

50 Single National Electronic Register of Regulations (ENER). "Regulation Details" [Детали за регулативата]. Accessed August 6, 2026.https://ener.gov.mk/Default.aspx?item=pub_regulation&subitem=view_reg_detail&itemid=113467.

51 Judicial Council of the Republic of North Macedonia. "Presentation of the New Anti-Corruption Program and Action Plan 2026–2029 [Претставување на новата Анти-корупциска Програма и Акционен план 2026-2029]" Accessed August 6, 2026.Претставување на новата Анти-корупциска Програма и Акционен план 2026-2029.

52 Judicial Council of the Republic of North Macedonia. Anti-Corruption Programme 2026–2029. Accessed August 6, 2026.https://shorturl.at/ep6EX.

53 Judicial Council of the Republic of North Macedonia. Anti-Corruption Programme 2026–2029. Accessed August 6, 2026.https://shorturl.at/WS9dD.

The adoption was completed within the December 2025 deadline established under the Reform Agenda, providing the judiciary with an updated strategic framework for preventing and monitoring corruption during the 2026-2029 period. The EC assessed the reform step as fully achieved,[54] while noting that effective implementation will require adequate human and technical resources, an appropriate monitoring mechanism, and coordination with the broader national and anti-corruption framework.

REFORM 5.3.1: IMPLEMENT AN IMPROVED REGULATORY FRAMEWORK OF THE JUDICIAL COUNCIL, IN PARTICULAR, FOR DISCIPLINARY AND APPEAL PROCEEDINGS OF JUDGES (IN LINE WITH THE TAIEX PEER REVIEW MISSION OF SEP 2023)

- ***Step: New Law on Judicial Council adopted in line with the 'peer review' on the functioning of the Judicial Council, from Sep '23, and the opinion of the Venice Commission (by June 2025). (Delayed, EC assessment: Not achieved)***

During the reporting period, progress was made towards completing the reform of the legal framework governing the Judicial Council. Following the shortcomings identified by the 2023 EU Peer Review Mission, the Ministry of Justice established a working group involving representatives of the judiciary, the Judicial Council, academia, civil society organisations (CSOs), and the Ministry. According to the Ministry of Justice, the group held 23 meetings, while the drafting process also included public consultations and debates. External expertise was incorporated through the Venice Commission, which adopted its opinion[55] on the draft Law on the Judicial Council at its 143rd Plenary Session in June 2025,[56] following consultations with representatives of the judiciary, Judicial Council, academia and civil society. The initial assessment by the EC acknowledged that the draft incorporated recommendations from the Peer Review Mission and the Venice Commission, but assessed the reform step as not achieved at that stage,[57] as the law was not yet fully operational.

The Assembly adopted the new Law on the Judicial Council on 29 December 2025, and it was published on 31 December 2025 (Official Gazette No.

54 European Commission. Annex III: Assessment of the Conditions for Payment—North Macedonia. Annex to Commission Implementing Decision C(2026) 3166, May 20, 2026.https://enlargement.ec.europa.eu/document/download/7690215b-7a65-4f40-8b8f-de8a64ea2f98_en?filename=C_2026_3166_F1_ANNEX+III.PDF.

55 Venice Commission. North Macedonia: Opinion on the Draft Law on the Judicial Council. CDL-AD (2025)026. Strasbourg: Council of Europe, June 16, 2025.https://www.venice.coe.int/webforms/documents/default.aspx?pdffile=CDL-AD(2025)026-e.

56 Venice Commission. North Macedonia: Opinion on the Draft Law on the Judicial Council. CDL-AD (2025)026. Strasbourg: Council of Europe, June 16, 2025. https://www.venice.coe.int/webforms/documents/default.aspx?pdffile=CDL-AD(2025)026-e.

57 European Commission. Annex III: Assessment of the Conditions for Payment—North Macedonia. Annex to Commission Implementing Decision C(2026) 3166, May 20, 2026.https://enlargement.ec.europa.eu/document/download/7690215b-7a65-4f40-8b8f-de8a64ea2f98_en?filename=C_2026_3166_F1_ANNEX+III.PDF.

269/2025).[58] The law entered into force on the eighth day following its publication, becoming applicable on 8 January 2026. The law introduced improvements to strengthen transparency and accountability, including clearer rules governing the dismissal of the President of the Judicial Council, more precise eligibility criteria for non-judge members, requirements for individualised and reasoned decisions on judicial appointments, and clearer disciplinary and appeal procedures.

Implementation of the new framework also began during the reporting period. In April 2026, a preliminary selection group was established[59] for the parliamentary selection of a new Judicial Council member, involving representatives of the judiciary, civil society, and the Assembly. Following eligibility screening, seven candidates participated in a public presentation procedure, with candidates subsequently proposed by the parliamentary committee in June. This indicated that elements of the new transparency and selection framework had started to be applied in practice.

The legal framework was further revised in June 2026. Assembly adopted amendments to the Law on the Judicial Council on 11 June 2026, which were published in the Official Gazette on 17 June 2026 (Official Gazette No. 132/2026).[60] The amendments further clarified the grounds and procedures for the early dismissal of the President and Deputy President of the Council and revised the procedure for selecting non-judge members elected by the Assembly, while also addressing the methodologies for the qualitative and quantitative evaluation of judges and court presidents. The EC's 2026 Rule of Law Report[61] noted that the revised framework implemented recommendations of the Venice Commission and the 2023 Peer Review Mission concerning greater pluralism in the selection of non-judge members.

In its assessment,[62] the EC noted that although the revised framework introduced clearer terminology and a public selection procedure, it did not provide for the scoring of candidates by an independent expert panel, as recommended by the EU Peer Review and Venice Commission. Overall, some progress was achieved by the cut-off date. The new Law on the Judicial Council was adopted

58 Law on the Judicial Council of the Republic of North Macedonia (Закон за Судскиот совет на Република Северна Македонија, Official Gazette of the Republic of North Macedonia, no. 269/2025.

59 Alfa Vesti. "The Committee Forms a Working Group to Select Candidates for the Judicial Council." April 29, 2026.https://vesti.alfa.mk/komisi%D1%98ata-formira-rabotna-grupa-za-selekczi%D1%98a-na-kandidati-za-sudskiot-sovet./

60 Law Amending and Supplementing the Law on the Judicial Council of the Republic of North Macedonia (Закон за изменување и дополнување на Законот за Судскиот совет на Република Северна Македонија), Official Gazette of the Republic of North Macedonia, no. 132/2026.

61 European Commission. "2026 Rule of Law Report—Communication and Country Chapters." July 17, 2026. https://commission.europa.eu/publications/2026-rule-law-report-communication-and-country-chapters_en.

62 European Commission. Annex III: Assessment of the Conditions for Payment—North Macedonia. Annex to Commission Implementing Decision C(2026) 3166, May 20, 2026.https://enlargement.ec.europa.eu/document/download/7690215b-7a65-4f40-8b8f-de8a64ea2f98_en?filename=C_2026_3166_F1_ANNEX+III.PD.

and entered into force, its procedures began to be applied,[63] and additional amendments were adopted before the expiry of the grace period to address Peer Review and Venice Commission recommendations. However, given the remaining gaps identified against EU standards, full alignment cannot be confirmed. The latest EC assessment of "Not achieved" referred to the period before the law was adopted.

- ***Step: New members of the Judicial Council (replacing those whose mandates have expired) elected in line with amended law (Delayed, EC assessment: Not achieved)***

This reform step depends on the adoption and implementation of the new Law on the Judicial Council. The law was adopted on 29 December 2025, meaning that selection procedures initiated in November 2025[64] were launched under the previous legal framework. This included procedures for filling vacant positions in the Council. The timing of the parliamentary procedure prompted criticism from the Blueprint Group for Judicial Reform,[65] which argued that the selection of a new member under old criteria shortly before the adoption of the new law was inconsistent with the intended direction of the reform.

Following the entry into force of the new law in January 2026, implementation of the revised appointment framework began. On 12 January, the Assembly elected two new members of the Judicial Council[66] following their nominations by the President of the Republic, and they formally assumed their mandates later that month.

The parliamentary selection procedure for another vacant Council position was also restarted under the new law. A public hearing was held on 26 February 2026[67] pursuant to Article 13 of the new Law on the Judicial Council,

63 Assembly of the Republic of North Macedonia. Invitation concerning the Judicial Council [Покана]. Accessed August 6, 2026 https://www.sobranie.mk/content/Oglasi-%20Vrabotuvanja/%D0%9F%D0%9E%D0%9A%D0%90%D0%9D%D0%90%20%D0%A1%D1%83%D0%B4%D1%81%D0%BA%D0%B8%20%D1%81%D0%BE%D0%B2%D0%B5%D1%82.pdf.

64 These included the call announced by the Assembly on 17 November 2025 to elect a member to replace a member of the Judicial Council whose mandate had expired, as well as a public call announced by the Judicial Council on 20 November 2025 for the election of a judge from a non-majority community constituting more than 20% of the population.

65 Blueprint Group for Judicial Reform. "The Blueprint Group for Judicial Reform Expresses Disappointment over the Nomination of a New Judicial Council Member from among 'Distinguished Lawyers' under the Old Criteria." December 12, 2025. https://blueprint.org.mk/2025/12/12/%d0%b1%d0%bb%d1%83%d0%bf%d1%80%d0%b8%d0%bd%d1%82-%d0%b3%d1%80%d1%83%d0%bf%d0%b0%d1%82%d0%b0-%d0%b7%d0%b0-%d1%80%d0%b5%d1%84%d0%be%d1%80%d0%bc%d0%b8-%d0%b2%d0%be-%d0%bf%d1%80%d0%b0%d0%b2%d0%be%d1%81-7/.

66 Bačić, Aleksandar. "Arlinda Kadri-Shahinović and Suzana Joshevska-Anastasovska Elected as Members of the Judicial Council." MIA, January 12, 2026. https://shorturl.at/NChSo.

67 Assembly of the Republic of North Macedonia. Invitation concerning the Judicial Council [Покана]. Accessed August 6, 2026.https://www.sobranie.mk/content/Oglasi-%20Vrabotuvanja/%D0%9F%D0%9E%D0%9A%D0%90%D0%9D%D0%90%20%D0%A1%D1%83%D0%B4%D1%81%D0%BA%D0%B8%20%D1%81%D0%BE%D0%B2%D0%B5%D1%82.pdf.

with participation opened to representatives of the Association of Judges, civil society organisations (CSOs), the media, and academia. Six eligible candidates participated, and two were shortlisted.[68] However, the procedure was discontinued[69] after information emerged that one of the shortlisted candidates had not disclosed a previous dismissal from judicial office related to unprofessional and negligent performance.

A new call was published in April 2026[70]. Under the revised procedure, a preliminary selection group was established comprising representatives of the judiciary, the Bar Association, CSOs and Assembly. Following eligibility screening and a public presentation of the candidates, the parliamentary Committee on Elections and Appointments shortlisted two candidates in June 2026.[71] However, the appointment procedure had not been completed by the 30 June 2026 cut-off date. The election remained pending and was subsequently included on the agenda of the Assembly's 104th plenary session on 3 July 2026.[72]

The legal framework was further amended on 11 June 2026. According to the European Commission's (EC) 2026 Rule of Law Report,[73] the amendments addressed recommendations from the Venice Commission and the 2023 Peer Review Mission, particularly on improving pluralism in the selection of non-judge members. However, some recommendations remain, including independent expert scoring of candidates and qualified majority voting in the Assembly. Therefore, alignment with European standards remains partial.

Overall, by the cut-off date, the new legal framework had started to be applied, new members had been appointed, and the selection process had become more transparent. However, some procedures were still ongoing or had to be repeated, and several issues identified by the EC remained unresolved.

68 Veljanovska-Najdeska, Elizabeta. "The Committee on Election Issues Is Expected to Announce Its Nomination for a New Judicial Council Member." MIA, March 5, 2026. https://mia.mk/story/комисијата-за-прашања-на-избори-треба-да-го-соопшти-предлогот-за-нов-член-на-судскиот-совет.

69 Fakova Serafinović, Frosina. "Call for the Election of a Judicial Council Member Also Annulled—Did a Candidate Submit a False Statement?" Sloboden Pečat, March 26, 2026 https://www.slobodenpecat.mk/ponishten-oglasot-i-za-izbor-na-chlen-na-sudski-sovet-kandidat-dal-lazhna-izjava/.

70 Assembly of the Republic of North Macedonia. Public Call for the Election of a Judicial Council Member. April 23, 2026. https://www.sobranie.mk/content/%D0%9E%D0%B3%D0%BB%D0%B0%D1%81%D0%B8%20%D0%A1%D1%83%D0%B4%D1%81%D0%BA%D0%B8%20%D1%81%D0%BE%D0%B2%D0%B5%D1%82/oglassudskisovet23.4.26.pdf.

71 MKD.mk. "Artim Islami and Feuzi Dzhaferi Nominated for the Judicial Council Seat Filled by Assembly." June 2, 2026.https://mkd.mk/makedonija/artim-islami-i-feuzi-dzhaferi-predlozheni-za-nov-chlen-na-sudskiot-sovet-shto-go-izbira-sobranieto/.

72 Macedonian Radio Television (MRT). "Assembly Continues Work on Two Plenary Sessions." July 3, 2026, https://mrt.com.mk/node/145560.

73 European Commission. "2026 Rule of Law Report—Communication and Country Chapters." July 17, 2026. https://commission.europa.eu/publications/2026-rule-law-report-communication-and-country-chapters_en.

- ***Step: Judges and prosecutors subject to disciplinary proceedings have all the guarantees of a fair trial (Delayed, EC assessment: Not achieved)***

This reform step covers legislative changes aimed at strengthening integrity, accountability, and procedural safeguards in the judiciary and prosecution service through the new Law on the Judicial Council, the Law on Public Prosecution, and the Law on the Council of Public Prosecutors.

The legislative preparation and consultation process was completed for all three laws. The draft Law on the Judicial Council was published on ENER in May 2025[74] and submitted to the Venice Commission, which adopted its Opinion in June 2025. The draft Law on Public Prosecution and the draft Law on the Council of Public Prosecutors were also published on ENER[75] and subsequently submitted for external review. In October 2025, the Venice Commission and the Council of Europe's Directorate General of Human Rights and Rule of Law adopted a joint Opinion on both drafts.[76] The Venice Commission assessed the proposed disciplinary framework for prosecutors largely positively, particularly the safeguards concerning the right to present evidence, to be heard, to legal representation, and to appeal, while also recommending further clarification of certain disciplinary grounds.

By the 30 June 2026 cut-off date, two of the three laws had been adopted. The new Law on the Judicial Council was adopted on 29 December 2025[77] and introduced clear rules on disciplinary responsibility, reasoned decisions, and appeal procedures. The Law on the Council of Public Prosecutors was adopted on 7 May 2026[78] It strengthened transparency and accountability and introduced a clear disciplinary procedure, with the Council acting as a second-instance body and judicial protection available against its decisions. However, the new Law on Public Prosecution had not been adopted[79] by the end of the reporting period, leaving the overall legislative package incomplete.

74 Single National Electronic Register of Regulations (ENER). "Draft Law on the Judicial Council of the Republic of North Macedonia." Accessed August 6, 2026. https://ener.gov.mk/Default.aspx?item=pub_regulation&subitem=view_reg_detail&itemid=84282.

75 Single National Electronic Register of Regulations (ENER). "Draft Law on Public Prosecution." Accessed August 6, 2026.https://ener.gov.mk/default.aspx?item=pub_regulation&subitem=view_reg_detail&itemid=80780.

76 Venice Commission and Directorate General Human Rights and Rule of Law (DGI) of the Council of Europe. North Macedonia: Joint Opinion on the Draft Laws on the Public Prosecutor's Office and on the Council of Public Prosecutors. CDL-AD (2025)036. Strasbourg: Council of Europe, October 14, 2025. https://www.venice.coe.int/webforms/documents/?pdf=CDL-AD(2025)036-e.

77 Law on the Judicial Council of the Republic of North Macedonia (Закон за Судскиот совет на Република Северна Македонија), Official Gazette of the Republic of North Macedonia, no. 269/2025.

78 Ministry of Justice of the Republic of North Macedonia. "The Assembly Adopted the Draft Law on the Council of Public Prosecutors." May 7, 2026. https://www.pravda.gov.mk/mk-MK/odnosi-so-javnost/novosti/sobranieto-go-donese-predlog-zakonot-za-sovetot-na-jo.

79 Filipovska, Slavica. "(Video) Where Has Meri Dika's Election as a Constitutional Court Judge Stalled, and What about the Laws on Public Prosecution and Higher Education?" 360 Stepeni, June 14, 2026. https://360stepeni.mk/video-kade-zaglavi-izborot-na-meri-dika-za-ustavna-sudijka-a-kade-zakonite-za-jo-i-za-visoko-obrazovanie/.

Regarding implementation in practice, 114 proceedings for determining judicial responsibility were initiated during the reporting period. The Judicial Council discontinued proceedings in 13 cases, while disciplinary measures were imposed in two cases and no judges were dismissed.[80] Although these figures show that the accountability mechanism continued to operate, the available data do not demonstrate consistency, proportionality, or predictability in disciplinary practice.

For public prosecutors, no disciplinary proceedings were initiated during the reporting period.[81] As a result, there is insufficient practical evidence to assess how the Council of Public Prosecutors applies disciplinary safeguards in individual cases. Further monitoring will be needed to assess the application of the new procedural guarantees, including transparency, reasoned decisions, and effective appeal rights.

Overall, the main consultation and external review stages were completed, and two key laws were adopted by the cut-off date. However, as the Law on Public Prosecution remained to be adopted, the full legislative framework envisaged under the reform step had not yet been completed.

80 FOI replay on 06.08.2026 by the Judicial Council of the Republic of North Macedonia.
81 FOI replay on 14.08.2026 by the State Public Prosecutor Office.

Within the ***Anti-corruption*** policy domain, reforms focus on improving the capacity and operational effectiveness of institutions responsible for preventing, investigating, and prosecuting corruption, with particular attention to the Public Prosecutor's Office for Organised Crime and Corruption and its investigative support structures. Key priorities include strengthening staffing and specialised expertise, securing adequate financial and technical resources, improving forensic and investigative capacities, and enhancing institutional performance in handling complex and high-level corruption cases.

At the same time, reform efforts seek to address systemic barriers that continue to undermine performance, such as weak inter-institutional cooperation, limited resources for financial investigations and asset recovery, and delays or reversals in major corruption proceedings. A key reform track is strengthening legal clarity by updating the criminal justice framework, following concerns that the September 2023 Criminal Code amendments weakened corruption-related provisions. This is to be achieved through the drafting and adoption of a new Criminal Code and an amended Law on Criminal Procedure, aligned with the EU acquis and international standards, and prepared with inclusive working group input and broader public consultations. In this domain, the project monitors three reforms.

Reforms Reform steps	Deadline (due in)	Implementation status	Reform Monitor findings
Reform 5.5.1 Additional resources allocated to the Office of the Basic Public Prosecutor for Organised Crime and Corruption, notably specialised prosecutors, financial experts, and digital forensic analysts.			
Step: Basic Public Prosecution Office for Organised Crime and Corruption is fully and adequately staffed with, notably, specialised prosecutors, financial experts, and digital forensic analysts.	Dec 2025	EC assessment Not achieved - Grace period until Dec 2026	Staffing gaps remain in the Basic Public Prosecutor's Office for Prosecuting Organised Crime and Corruption: Prosecutorial capacity stands at 13 of 18 envisaged positions (1 Chief Prosecutor and 12 prosecutors, including 1 on temporary assignment). The Investigative Center comprises 29 investigators and 2 professional associates, including specialised units (3 in Digital Forensics, 2 in the Analytical Centre, 5 in financial analysis, and 7 operational officers). Administrative staffing remains below target, with 31 of 72 positions filled; a new Systematisation Act is pending following the June 2026 adoption of the Law on Public Prosecution Service.
Reform 5.5.2: Increase the number of investigations, prosecutions, final judgements, seizures, and final confiscations in corruption, including high-level cases.			
Step: Adoption of the Criminal Code in line with the EU acquis and European standards, including the definition of abuse of functions, with sufficiently long statutes of limitations and effective, proportionate and dissuasive sanctioning (December 2025).	Dec 2025	EC assessment Not achieved - Grace period until Dec 2026	Draft Criminal Code prepared and aligned with latest EU Directives. Submission to the EC for an opinion is pending.

Step: Adoption of a new Code for Criminal Procedure, aligned with EU acquis and international practice (December 2025).	Dec 2025	EC assessment Not achieved - Grace period until Dec 2026	Draft Law on Criminal Procedure published on ENER for public consultation on 24 June 2026. EC opinion and subsequent government and parliament procedures remain pending.
Step: An increase in the number of investigations, confirmed indictments and convictions is demonstrated in cases of corruption, including at high level; an increase in stand-alone financial investigations is demonstrated; an increase in the overall value of seizures, freezing and confiscations of the proceeds of crime is demonstrated.	June 2026	EC assessment pending	Increases recorded in corruption investigations, confirmed indictments, convictions, financial investigations, and asset seizures, freezing, and confiscations. However, clarification is still needed on whether these constituted independent financial investigations.
Reform 5.5.3: Increase the capacities of the investigative centres within the Public Prosecution Office, in line with the recommendations of the peer review mission from Sep 2023.			
Step: The investigative centres fully operational as per recommendations from the TAIEX Twinning Review Mission on Building institutional capacity of the Investigative Centre	June 2026	EC assessment pending	Action Plan and monitoring mechanism established, but not publicly available. Matters concerning staffing, career development, and database access remain subject to further verification.

REFORM 5.5.1 ADDITIONAL RESOURCES ALLOCATED TO THE OFFICE OF THE BASIC PUBLIC PROSECUTOR FOR ORGANISED CRIME AND CORRUPTION, NOTABLY SPECIALISED PROSECUTORS, FINANCIAL EXPERTS, AND DIGITAL FORENSIC ANALYSTS.

- ***Basic Public Prosecution Office for Organised Crime and Corruption is fully and adequately staffed with, notably, specialised prosecutors, financial experts, and digital forensic analysts (December 2025), (Delayed EC assessment: Not achieved))***

This reform step requires vacant positions in the Basic Public Prosecutor's Office for Prosecuting Organised Crime and Corruption to be filled with qualified staff through merit-based procedures and in line with the applicable legal framework. Available information shows that staffing gaps remain. The most recent publicly available decision on the number of prosecutors, adopted in 2023,[82] provides for one Chief Basic Public Prosecutor and 17 prosecutors, while the Office's website[83] currently lists one Chief Prosecutor and 12 prosecutors, including one prosecutor on temporary assignment. This indicates that the Office continues to operate below the determined staffing level.

82 Decision on Determining the Number of Public Prosecutors of the Public Prosecutor's Offices and Public Prosecutors in the Public Prosecutor's Offices (Одлука за определување на бројот на јавни обвинители на јавните обвинителства и јавни обвинители во јавните обвинителства), Official Gazette of the Republic of North Macedonia, no. 172/2023.

83 Public Prosecutor's Office of the Republic of North Macedonia. "Basic Public Prosecutor's Office for Prosecuting Organised Crime and Corruption." Accessed August 6, 2026. https://jorm.gov.mk/osnovno-javno-obvinitelstvo-za-gonen/.

The Investigative Center had 29 investigators, compared with the targeted 30,[84] as well as two professional associates supporting prosecutors. The staffing structure included three investigators working in the Digital Forensic Laboratory, two in the Analytical Centre and five carrying out financial analysis, supported by seven operational officers. The remaining staff were engaged in activities related to special investigative measures. While the overall number of investigators was close to target, specialised financial-crime capacity remained significantly below the required 20 investigators.

The relevant Rulebook on the Organization and Manner of Work of Investigative Centers is referenced as the key internal act governing the Investigative Center, yet it is not publicly accessible. Only the Rulebook on Amendments and Supplements to the Rulebook on the Internal Operation of Public Prosecutors' Offices[85] is publicly available, which merely notes that registers in offices with investigative centers are regulated by a separate rulebook.

Administrative staffing also remained below the envisaged level. The existing systematisation provides for 72 administrative positions, of which 31 were filled. In addition, following the adoption of the new Law on Public Prosecution Service in June 2026, a new Systematisation Act will need to be prepared and adopted in order to align the staffing structure with the new legal framework. As no such act was adopted or a draft made publicly available by the cut-off date, neither the target of at least 50 filled or reallocated administrative positions nor the implementation of the new systematisation framework could be confirmed.

Overall, the required staffing targets had not been fully met by 30 June 2026. The Investigative Center was close to its overall staffing target, but important gaps remained in specialised financial analysis capacity, prosecutorial staffing, and administrative personnel. The adoption of the new Law on Public Prosecution Service also means that further institutional adjustment will depend on the implementation of a new Systematisation Act.

84 FOI reply on 12.02.2026 by the Public Prosecution Office for Organized Crime and Corruption.

85 Public Prosecutor's Office of the Republic of North Macedonia. "Rulebook on the Internal Operations of Public Prosecutor's Offices." September 22, 2021. Updated January 14, 2026, https://jorm.gov.mk/p-r-a-v-i-l-n-i-k-za-vnatreshno-rabotene-na-javnite-obvinitelstva/.

REFORM 5.5.2: INCREASE THE NUMBER OF INVESTIGATIONS, PROSECUTIONS, FINAL JUDGEMENTS, SEIZURES, AND FINAL CONFISCATIONS IN CORRUPTION, INCLUDING HIGH-LEVEL CASES.

- ***Step: Adoption of the Criminal Code in line with the EU acquis and European standards, including the definition of abuse of functions, with sufficiently long statutes of limitations and effective, proportionate and dissuasive sanctioning (December 2025, (Delayed EC assessment: Not achieved))***

During the reporting period, preparation of the new Criminal Code also moved forward. The Ministry of Justice had previously indicated that additional alignment with four EU Directives was required and, on 26 September 2025, established a new working group to continue revising the draft.

According to the Ministry of Justice,[86] the revised draft has now been prepared and aligned with the latest EU directives that had not been reflected in the initial working version. The next step is to submit the draft Criminal Code to the EC for an opinion. Following receipt of the Commission's opinion, the draft is expected to be submitted to the Government.

- ***Step: Adoption of a new Law on Criminal Procedures, aligned with EU acquis and international practice (December 2025, EC assessment: Not achieved)***

During the reporting period, preparation of the new Law on Criminal Procedure advanced from the drafting stage to public consultation. The draft Law was published on ENER for public consultation on 24 June 2026. This represented a future procedural step compared with the earlier stage, when a working draft had been prepared, translated into English and discussed through public hearing. The Ministry of Justice[87] also indicated that the draft Law, together with the correspondence tables, will be submitted to the EC for an opinion. Following receipt of the Commission's opinion, the draft is expected to be submitted to the Government for further consideration. As of the 30 June 2026 cut-off date, the Law had not yet been submitted to further procedures. The reform step therefore remained pending, with next stages depending on the EC opinion, governmental procedure and subsequent parliamentary procedure.

86 FOI reply on 12.08.2026 by the Ministry of Justice.
87 Ibid.

- ***Step: An increase in the number of investigations, confirmed indictments and convictions is demonstrated in cases of corruption, including at high level; an increase in stand-alone financial investigations is demonstrated; an increase in the overall value of seizures, freezing and confiscations of the proceeds of crime is demonstrated (June 2026)***

This reform step aims to demonstrate measurable improvements in the track record of corruption cases, including high-level corruption, based on data recorded in the EC' Organized Crime and Corruption Track Record (OCCTR) e-platform. During the reporting period, the Ministry of Justice held a meeting dedicated to the e-platform, indicating continued institutional coordination around its use and data reporting. According to the Public Prosecutor's Office, [88] the statistical baseline for monitoring corruption-related cases was established using consolidated data for 2022–2024. In this regard, the baseline averages were 13 investigations, 13 confirmed indictments, 7 convictions, and 1.7 financial investigations. The data are recorded in the OCCTR platform, which is not publicly available and can be accessed only by authorized data-entry users and the National Coordinator.

Further information notes that 2025 data indicate an increase across the main criminal justice indicators compared to the 2022–2024 baseline. Namely, a total of 17 corruption investigations were initiated, compared with the baseline of 13 (an increase of approximately 31%), [89] 18 indictments were confirmed, compared with 13 (an increase of approximately 38%), and 20 cases resulted in convictions, compared with a baseline of 7 (an increase of approximately 186%).

In addition, financial investigations increased from an average of 1.7 cases to 10 cases in 2025 (an increase of approximately 448%).[90] However, the provided information is limited due to the need for clarification on whether these were conducted as independent financial investigations, as specified in the reform step explanation.

Regarding the proceeds of crime, the consolidated data notes EUR 33,055,302 in seizures, freezing, and confiscations in 2025, compared to the baseline average of EUR 13,254,350.[91]

Overall, the 2025 data shows an increase in corruption investigations, confirmed indictments, convictions, financial investigations, and the value of seized, frozen, and confiscated assets compared to the 2022–2024 baseline.

88 FOI reply on 11.09.2026 by the Public Prosecutor's Office.
89 Clarification note: The percentage increase calculation: (2025 value-baseline)/baseline%.
90 Ibid.
91 Ibid.

REFORM 5.5.3: INCREASE THE CAPACITIES OF THE INVESTIGATIVE CENTRES WITHIN THE PUBLIC PROSECUTION OFFICE, IN LINE WITH THE RECOMMENDATIONS OF THE PEER REVIEW MISSION FROM SEP 2023.

- ***Step: The investigative centres fully operational as per recommendations from the TAIEX Twinning Review Mission on Building institutional capacity of the Investigative Centre (June 2026)***

This reform step aims to ensure that the investigative centres within the Public Prosecutor's Office are fully operational and function in line with the recommendations of the TAIEX Twinning Review Mission. It focuses on strengthening their institutional, human resources, and technical capacities through an implementation Action Plan. This process includes staffing, monitoring, career development, and access to key institutional databases.

An Action Plan for strengthening the capacities of the investigative centres has been adopted and is not publicly available. A working group has been established to serve as a mechanism for monitoring the implementation of the Action Plan, but no publicly available information on this mechanism could be identified.

Regarding staffing, the methodology for determining the required number of investigators and their areas of expertise is under preparation. Consequently, the staffing assessment and career development system for investigators had not yet been established by the monitoring cut-off date.

Technical access to key institutional databases across all investigative centres also requires further verification. A Freedom of Information (FOI) request has been submitted to obtain additional information on the level of access available to each centre.

Within the ***Fight Against Organised Crime*** policy domain, reforms aim to strengthen North Macedonia's capacity to prevent, investigate, and prosecute serious and organised crime through stronger strategic planning, inter-institutional coordination, financial investigations, and asset recovery. The project monitors two reforms (5.6.1 and 5.7.1), covering the implementation of the National Strategy and Action Plan for Organised Crime 2025–2029, as well as measures to improve financial investigations, confiscation, and management of criminal assets through the relevant strategic and legislative framework.

During the reporting period, implementation remained closely linked to institutional capacity, with staffing and operational constraints continuing to affect the effectiveness of the measure.

Reforms Reform steps	Deadline (due in)	Implementation status	Reform Monitor findings
Reform 5.6.1: Introduce a target-based approach to combating serious and organised crime, with a concrete action plan and strategy that leads to improving the track record of investigations, prosecutions, final judgements, seizure, and final confiscations in cases of organised crime, including high-level cases			
Step: Amended the Law on Weapons with the EU classification of weapons harmonized	Dec 2025	Not achieved – Grace period until Dec 2026	The Law on Weapons was adopted by the Assembly on 26 June 2026.
Step: Increased number of investigations, prosecutions, final judgements, seizure, and final confiscations in cases of organised crime	June 2026	EC assessment pending	2025 data indicate increases in organised crime investigations, indictments, final judgments, and asset seizure, freezing, and confiscation cases compared to the 2022–2024 baseline.
Reform 5.7.1: Strengthen capacities with regard to assets confiscation and recovery in line with the EU acquis. Establish an Asset Recovery Office ARO in charge of the identification and tracking of criminal assets, in line with the EU acquis.			
Step: All vacancies on the Agency for Management of Confiscated Property have been filled (by June 2025).	June 2025	Not achieved-Grace period until June 2026 (Risk of financial reduction)	Revised systematization provides for 65 positions. 23 permanent recruitments were approved for 2025-2026, with staffing expected to reach 61 employees.
Step: Increased number of investigations, prosecution and rendering convictions in organised crime and money laundering with a focus on confiscation of proceeds of crime [no. of cases of tracing and identification, freezing of illegally acquired assets, management of frozen assets to preserve their value, confiscation and disposal of the confiscated assets.	June 2026	EC assessment pending	2025 data show increased freezing and confiscation activity, while evidence remains insufficient to assess progress across the full asset-recovery chain.

REFORM 5.6.1: INTRODUCE A TARGET-BASED APPROACH TO COMBATING SERIOUS AND ORGANISED CRIME, WITH A CONCRETE ACTION PLAN AND STRATEGY THAT LEADS TO IMPROVING THE TRACK RECORD OF INVESTIGATIONS, PROSECUTIONS, FINAL JUDGEMENTS, SEIZURE, AND FINAL CONFISCATIONS IN CASES OF ORGANISED CRIME, INCLUDING HIGH-LEVEL CASES

- ***Step: Amended the Law on Weapons with the EU classification of weapons harmonized (June 2025) (Delayed (EC assessment: Not achieved))***

During the reporting period, the new Law on Weapons advanced from public consultation to adoption by the Assembly. The draft Law and the Regulatory Impact Assessment Report[92] had been previously published on the Single National Electronic Register of Regulations (ENER) for public consultation on 28 November 2025. In addition, a working group was established.[93] However, no additional public documentation is available on the working group's composition or on how suggestions submitted through the ENER platform were incorporated.

The draft Law on Weapons[94] completed the Government procedure and was submitted to the Assembly in June 2026. In terms of EU alignment, the framework is intended to harmonise national legislation with relevant EU requirements concerning the categorisation and technical specifications of firearms, alarm and signal weapons, transport and transfer requirements, marketing, export controls, and deactivation standards. According to the Ministry, the draft Law and the tables of concordance were submitted to the EC in May. Furthermore, the tables of concordance were also attached[95] as accompanying documents to the draft Law.

On 12 June, the Assembly's Committee on Defence and Security held a public hearing on the draft Law on Weapons with the participation of relevant stakeholders, including representatives of the Ministry of Interior, the weapons industry group within the Chamber of Commerce, and other institutions and organisations concerned with weapons regulation. Furthermore, the Assembly adopted the new Law on Weapons on 26 June 2026,[96] within the cut-off date. The Law was published in Official Gazette No. 146/2026[97] on 2 July 2026.

92 Draft Regulatory Impact Assessment Report. n.d. Single National Electronic Register of Regulations (ENER). https://shorturl.at/dWrRP.

93 According to a representative of the Ministry of Justice.

94 Assembly of the Republic of North Macedonia. "Draft Law on Weapons." Accessed August 6, 2026. https://www.sobranie.mk/detali-na-materijal.nspx?param=360ffe2e-2bf6-4407-bb78-3fe5ea001cca.

95 Ibid.

96 Assembly of the Republic of North Macedonia. "Committee Session Details [Детали за седницата на комисијата]." Accessed October 6, 2026, https://www.sobranie.mk/detali-na-komisiska-sednica.nspx-?sittingId=756963a3-8891-4a33-aa1a-8a9bc0e1deba.

97 Law on Weapons (Закон за оружјето), Official Gazette of the Republic of North Macedonia, no. 146/2026.

To complement the Law on Weapons and support the identification and traceability of firearms and ammunition, the Assembly adopted the Law Amending and Supplementing the Law on Testing and Stamping, or Marking of Firearms, Essential Components of Weapons, and Ammunition on 30 June 2026[98] under a shortened procedure. It was published in Official Gazette No. 148/2026[99] on 6 July 2026, six days after the expiration of the grace period.

- ***Step: Increased number of investigations, prosecutions, final judgements, seizure, and final confiscations in cases of organised crime (June 2026)***

This reform step aims to strengthen the track record in the fight against organised crime by demonstrating an increase in investigations, indictments, final court judgments, and the seizure, freezing, and confiscation of proceeds of crime. The baseline for the 2025 assessment consists of average results for 2022–2024 recorded in the Organised Crime and Corruption Track Record (OCCTR) platform. According to the Public Prosecutor's Office,[100] 28 organised crime investigations were initiated in 2025, compared with an average of 20 cases in 2022–2024, representing an increase of 40%. The number of persons and legal entities investigated increased to 235, compared with a baseline average of 135 (an increase of approximately 74%).

In addition, the number of prosecutions and final court outcomes increased. In 2025, 22 organised crime cases resulted in indictments, compared with a baseline average of 17, representing an increase of approximately 29%, while 46 cases resulted in final judgments, representing a relative increase of approximately 130%.

Furthermore, the value of seized and frozen assets reached EUR 32,162,285 in 2025, while the number of seizure and freezing cases increased to 7, compared with a baseline of 4. Confiscation was recorded in 14 cases compared with the 2022–2024 average of 9.6, although the total value of confiscated assets in 2025 was EUR 844,717, which was lower than in 2024.

Overall, the 2025 data demonstrate an increase in organised crime investigations, indictments, final judgments, and the number of asset seizure, freezing, and confiscation cases compared with the 2022–2024 baseline.

98 Assembly of the Republic of North Macedonia. "Draft Law Amending and Supplementing the Law on Testing and Stamping or Marking of Firearms and Ammunition." Accessed August 6, 2026. https://www.sobranie.mk/detali-na-materijal.nspx?param=5f3aeac2-8600-4e50-a115-3a68aaf76b32.

99 Law Amending and Supplementing the Law on Testing and Proof-Marking or Marking of Firearms and Ammunition (Закон за изменување и дополнување на Законот за испитување и жигосување, односно обележување на огненото оружје и муницијата), Official Gazette of the Republic of North Macedonia, no. 148/2026.

100 FOI reply on 11.09.2026 by the Public Prosecutor's Office.

REFORM 5.7.1: STRENGTHEN CAPACITIES WITH REGARD TO ASSETS CONFISCATION AND RECOVERY IN LINE WITH THE EU ACQUIS. ESTABLISH AN ASSET RECOVERY OFFICE ARO IN CHARGE OF THE IDENTIFICATION AND TRACKING OF CRIMINAL ASSETS, IN LINE WITH THE EU ACQUIS.

- ***Step: All vacancies on the Agency for Management of Confiscated Property have been filled (by June 2025) (Delayed (EC assessment: Not achieved))***

During the reporting period, efforts continued to strengthen North Macedonia's asset recovery framework, with a focus on improving its capacities for tracing, freezing, managing, and confiscating assets linked to corruption and organised crime. As the reform step had not been completed by its deadline, implementation continued during the June 2026 grace period.

According to the Agency,[101] it entered 2026 with 42 permanent employees, while recruitment of a Head of Department for Accounting and Payments was completed at the beginning of 2026, and procedures for an administrative office and an IT specialist remained ongoing. Publicly available information on these staffing and recruitment developments remained limited during the reporting period.

In addition, the Agency reviewed its internal staffing structure in December 2025 and identified a need to rationalise positions due to a high share of technical staff and duplication of functions that did not fully reflect its expanded mandate. A revised Employment Plan for 2026 was subsequently prepared, with financial consent from the Ministry of Finance issued at the beginning of 2026.

The Agency adopted a new Rulebook on the Systematisation of Workplaces providing for 65 positions.[102] According to the Agency, 23 permanent recruitments were approved by the Ministry of Finance for 2025–2026, including five for 2025 and 18 for 2026, with the expectation that the Agency would reach 61 employees, leaving four positions vacant under the new systematisation. Following the reporting cut-off date, the Agency adopted amendments to its Rulebook on the Systematisation of Workplaces, confirming that 61 of the 68 systematised positions were filled, leaving seven vacant.[103]

According to the Agency's response, selection decisions and ranking lists are published through the Agency for Administration, and recruitment requirements are governed by the Law on Administrative Servants, the Law on Public Sector Employees, and the Agency's systematisation. In addition, the Agency

101 FOI reply on 19.02.2026 by the Agency for Management of Confiscated Property.
102 Ibid.
103 FOI reply on 30.09.2026 by the Agency for Management of Confiscated Property.

for Management of Confiscated Property noted that the vacancy announcements, recruitment reports or minutes, and ranking lists were published on the website of the Agency for Administration.[104] However, publicly available documentation was insufficient to verify whether recruited staff met all defined qualification requirements.

While these staffing and organisational measures indicate efforts to strengthen institutional capacity, the available information does not allow an assessment of whether they have resulted in measurable improvements in the Agency's operational performance by the cut-off date.

- ***Step: Increased number of investigations, prosecution and rendering convictions in organised crime and money laundering with a focus on confiscation of proceeds of crime [no. of cases of tracing and identification, freezing of illegally acquired assets, management of frozen assets to preserve their value, confiscation and disposal of the confiscated assets. (June 2026)***

This reform step aims to strengthen the track record in organised crime and money laundering cases, with a particular focus on the recovery of criminal assets. It covers the full asset-recovery chain, including the tracing and identification of assets, freezing of illegally acquired assets, management of frozen assets to preserve their value, confiscation, and disposal of confiscated assets.

The Asset Recovery Office registered 173 cases in 2025, including requests from the Financial Police and the Public Prosecutor's Office for the verification and identification of assets and international cooperation requests.[105] However, the available data do not provide a comparable baseline to be verified.

The available data indicate an increase regarding the freezing of assets. The value of seized and frozen assets reached EUR 32,162,285 in 2025, compared with EUR 5,765,593 in 2024, while the number of seizure and freezing cases increased to 7, compared with a baseline average of 4 cases, representing an increase of 75%. The data are limited and do not provide specific evidence on the management of frozen assets to preserve their value.

Furthermore, confiscation was recorded in 14 cases in 2025, compared with a baseline average of 9.6 cases, representing an increase of approximately 46%.[106] However, the provided data are limited and do not provide information on the total number of confiscation orders, how many were executed, or how many confiscated assets were disposed of.

104 Ibid.
105 FOI reply on 11.09.2026 by the Public Prosecutor's Office.
106 Clarification note: The percentage increase calculation is based on (2025 value - baseline) / baseline * 100.

Overall, implementation by the cut-off date shows increased activity in asset freezing and confiscation, but available data remain insufficient to verify progress in asset tracing and identification, the management of frozen assets, and disposal targets.

Reform efforts in the ***Digital Public Services*** policy domain aim to modernise public administration by delivering accessible, efficient, and transparent digital public services aligned with EU standards. In this domain, the project monitors two reforms (one of which is scheduled for the upcoming period). The Digital Public Services reform focuses on enhancing digital governance, making public services more accessible, efficient, and citizen-oriented. These efforts are reflected in legislative frameworks, IT infrastructure upgrades, and inter-sectoral strategies that aim to build a digitally capable and transparent public sector aligned with EU standards.

North Macedonia has made progress in this policy domain, adopting the Law on Electronic Documents, Electronic Identification, and Trust Services, as well as the Law on Archiving of Electronic Documents.

During the reporting period within the Digital Public Services policy domain, the project monitors one reform with six reform steps. Two reform steps have been achieved, one is in a grace period, one was due by June 2026, and two are to be implemented in upcoming periods.

Reforms Reform steps	Deadline (due in)	Implementation status	Reform Monitor findings
2.2.2 Digital Public Services			
Compliance with the EU Digital Identity Regulation and eIDAS2 Regulation by adoption of the updated Law on Electronic Document, Electronic Identification and Trust Services, including compliance with the new EU Digital Identity Regulation, revising the eIDAS Regulation.	June 2025	Fully Achieved - EC assessment	Law on Electronic Documents, Electronic Identification and Trust Services adopted on 4 July 2025.
Adopt legislation to allow for the archiving of electronic documents	June 2025	Fully Achieved - EC assessment	The Law on Archiving of Electronic Documents, adopted on 4 July 2025.
Join the EU Third Countries trusted list for the validation of electronic signatures as advanced electronic signatures in the EU as a first step towards pursuing mutual recognition of qualified trust services; Trust services available and start issuing qualified certificates; Ensure implementation of e-identity and e-signature services for citizens and businesses.	Dec 2025	Not achieved Grace period until Dec 2026	Legal basis established. North Macedonia is not yet listed in the EU Trusted list.
Establish infrastructure for storing data and an e-platform for keeping records and archival work	June 2026	EC assessment pending	Information system for office and archival operations reviewed under the new regulatory framework. Metadata-based case management is in use by 43 institutions (including 30 state administration bodies); however, detailed technical specifications remain only partially available.

2.2.2 DIGITAL PUBLIC SERVICES

- ***Compliance with the EU Digital Identity Regulation and eIDAS2 Regulation by adoption of the updated Law on Electronic Document, Electronic Identification and Trust Services, including compliance with the new EU Digital Identity Regulation, revising the eIDAS Regulation. (EC assessment: Fully achieved)***

This reform step is fully achieved according to the EC's assessment,[107] in line with Reform Monitor findings from June 2025. The amendments to the Law on Electronic Documents, Electronic Identification, and Trust Services, adopted on 27 June 2025[108] and published on 4 July 2025, represent a key step in bringing the national framework closer to the eIDAS2 requirements and enabling implementation of the European Digital Identity architecture, including the Digital Identity Wallet. The adoption of these amendments constitutes the central milestone for this reform step, as it establishes the legal foundation for further operationalisation through the adoption of bylaws, including those governing trust services, electronic signatures, and the European Digital Identity Wallet.[109]

- ***Step: Adopt legislation to allow for the archiving of electronic documents. (EC assessment: Fully achieved)***

This reform step is fully achieved according to the European Commission's (EC) assessment, in line with Reform Monitor findings from June 2025.[110] The Law on Archiving of Electronic Documents, adopted on 27 June 2025 and published on 4 July 2025 (which was after the cut-off date of 30 June 2025), establishes the legal framework for the long-term preservation of electronic records and provides the basis for developing a digital document management system. The implementing bylaws and operational measures are foreseen under subsequent steps, including bylaws specifying security standards for electronic storage, and the full rollout of the unified document management system across central-level institutions.[111]

107 European Commission. Assessment of the Conditions for Payment: North Macedonia. 2025. https://reform-monitor.org/wp-content/uploads/2025/10/RGF-Payment-Annex-North-Macedonia.pdf.

108 Republic of North Macedonia. Law on Electronic Documents, Electronic Identification and Trust Services. Consolidated text, July 2025. https://trusteid.mdt.gov.mk/wp-content/uploads/2025/09/ZEDEIDU2-prechisten-juli2025.pdf.

109 European Commission. Assessment of the Conditions for Payment: North Macedonia. 2025. https://reform-monitor.org/wp-content/uploads/2025/10/RGF-Payment-Annex-North-Macedonia.pdf.

110 Ibid.

111 Ibid.

- ***Step: Join the EU Third Countries trusted list for the validation of electronic signatures as advanced electronic signatures in the EU as a first step towards pursuing mutual recognition of qualified trust services; Trust services available and start issuing qualified certificates; Ensure implementation of e-identity and e-signature services for citizens and businesses. (December 2025) EC assessment: Not achieved))***

During the reporting period, implementation moved from establishing the legal framework towards operationalising trust services and completing the steps required for integration with the EU framework. The legal[112] and institutional framework for electronic identification and trust services was already in place. The Ministry of Digital Transformation serves as the supervisory authority, with registered providers[113] offering advanced and qualified electronic signature services in compliance with EU requirements. The qualified trust services and e-signature services are operational.

As noted in the previous monitoring report, on 30 October 2025, North Macedonia submitted a request to join the EU Third Country Trusted List. During the reporting period, the authorities completed the required self-assessment and submitted it, together with the relevant legislation in English, on 16 April 2026.[114] A follow-up meeting took place on 11 June 2026,[115] during which the EC provided comments and guidance on the remaining steps.

Progress towards EU-level recognition and cross-border interoperability was noted by a representative of the Ministry.[116] Despite the submission of an official request to the Directorate-General for Communications Networks, Content and Technology (DG CONNECT) and ongoing efforts linked to digital public services, including the planned e-wallet, EU-level recognition has not yet been confirmed, as North Macedonia is not listed in the EU Trusted List.[117] The most recent update of the list was on 14 June 2026, when, after Ukraine, Moldova was added.

112 Note: This framework is established by the Law on Electronic Documents, Electronic Identification and Trust Services as amended in June 2025.

113 Ministry of Digital Transformation of the Republic of North Macedonia. "Register and Lists." Accessed August 6, 2026. https://trusteid.mdt.gov.mk/en/home/register-and-lists/. Note: According to representative from the Ministry for Digital Transformation the two providers are: Clearing House KIBS AD Skopje and Makedonski Telekom AD Skopje.

114 Updates at the Second and Third NKM-RA meeting, as well as meeting with the Ministry.

115 Ibid.

116 Ibid.

117 European Commission. "Third Country Trusted Lists." eIDAS Dashboard. Accessed August 6, 2026. https://eidas.ec.europa.eu/efda/trust-services/browse/tc-tls.

- ***Step: Establish infrastructure for storing data and an e-platform for keeping records and archival work (June 2026)***

The existing infrastructure for storing data and an e-platform was reviewed by the Government at its 159th session in March 2026,[118] when it adopted the relevant Information. Namely, the Government required an action plan for connecting institutions using different systems, quarterly progress reporting, and the connection of state administration bodies without a document management system to the Ministry's system by 1 November 2026.[119]

The regulatory framework was further strengthened on 25 June 2026 through the adoption of the new Decree on Office and Archival Operations and the Rulebook on the Form, Content, Manner of Keeping and Maintenance, and Management of the Information System for Office and Archival Operations.[120] These acts regulate the creation, management, storage, and transfer of electronic records and provide the operational framework for the information system.

The electronic platform is operational and available to authorised public institutions. Detailed technical architecture and design specifications remain limited due to its nature. According to a representative of the Ministry of Digital Transformation, each case is registered in the system with relevant metadata, enabling users to search documents and monitor the status of individual cases. In addition, the Ministry's representative noted that the platform is currently used by 43 institutions, of which 30 are state administration bodies.

118 Government of the Republic of North Macedonia. "159th Government Session." March 24, 2026. https://vlada.mk/mk-MK/otvorena-vlada/zapisnici-i-dnevni-redovi-od-sednicite-na-vladata/159-ta-sednica-na-vladata.

119 Government of the Republic of North Macedonia. "Minutes of the 159th Government Session." March 24, 2026. Item 58, 36. https://portal.mdt.gov.mk/post-records/159-ta-sednica-na-vladata-record-mk.pdf.

120 Ministry of Digital Transformation of the Republic of North Macedonia. Rulebook on the Form, Content, Keeping, Maintenance and Management of the Information System for Office and Archival Operations. June 23, 2026. https://shorturl.at/x7o0f.

Reform efforts in the ***Cyber Resilience*** policy domain focus on building a secure and efficient digital environment. They involve legislative alignment with the EU, institutional strengthening, technical capacity-building, and the integration of cybersecurity principles into public administration and service delivery. In this policy domain, the project monitors one reform. This reform is foundational to achieving a digitally secure, transparent, and EU-aligned governance system.

During the reporting period within the Cyber Resilience policy domain, the project monitors one reform with three reform steps, of which one is fully achieved and two were due by June 2026.

Reforms Reform steps	Deadline (due in)	Implementation status	Reform Monitor findings
Reform 2.2.1.1: Setting up a comprehensive framework for cyber resilience (introducing requirements of NIS2 Directive and strengthening relevant institutions			
Step: Adopt and implement a cybersecurity legislative framework that is fully aligned with EU cybersecurity policy and EU cybersecurity acquis, i.e. the Law on security of networks and information systems and updated cybersecurity strategy (by June 2025).	June 2025	Fully Achieved - EC assessment	The Cybersecurity law was adopted on 4 July 2025.
Step: National and governmental CERTs operational in line with NIS2 requirements and with a SIM 3 model FIRST membership maturity profile. (by June 2026)	June 2026	EC assessment pending	MKD-GOV-CSIRT operational on 1 May 2026; full FIRST membership achieved on 14 June 2026 alongside a SIM3-related maturity assessment.
Step: The competent authority in the sense of NIS2 Directive is operational: sufficiently staffed, equipped with supervisory powers, performing supervisory checks. List of entities in scope of the national law corresponding to the NIS2 Directive finalised (by June 2026)	June 2026	EC assessment pending	Competent authority operational. Supervisory established. List of NIS2 entities defined through Government Decree and Government Decision adopted in June 2026.

REFORM 2.2.1.1: SETTING UP A COMPREHENSIVE FRAMEWORK FOR CYBER RESILIENCE (INTRODUCING REQUIREMENTS OF NIS2 DIRECTIVE AND STRENGTHENING RELEVANT INSTITUTIONS

- ***Step: Adopt and implement a cybersecurity legislative framework that is fully aligned with EU cybersecurity policy and EU cybersecurity acquis, i.e. the Law on security of networks and information systems and updated cybersecurity strategy (by June 2025). (EC assessment: Fully achieved)***

The EC considered the reform step fully achieved[121] due to the level of alignment of the Law on the Security of Network and Information Systems (Law on Cybersecurity)[122] with the NIS2 Directive, which establishes obligations for essential entities[123] and supervisory authorities, as well as the adoption of the Cybersecurity Strategy 2025–2028. The Law was adopted on 4 July 2025 (which was after the cut-off date of 30 June 2025).

No additional remarks regarding this reform step were noted in the first pilot monitoring report of this project. Some gaps remain, most notably the need to adopt implementing bylaws, which are addressed under subsequent reform steps.

- ***Step: National and governmental CERTs operational in line with NIS2 requirements and with a SIM 3 model FIRST membership maturity profile. (June 2026)***

The institutional and operational framework for the Government Computer Incident Response Team has been subsequently established. The bylaws related to the Law on the Security of Network and Information Systems,[124] including relevant rulebooks and methodologies, have been published by the Ministry of Digital Transformation. In addition, the team's mandate, services, responsibilities, and operational procedures are defined through its RFC 2350 document.[125] The Rulebook on Systematisation[126] is publicly available on the Ministry's website; however, a dedicated budget line should be easily accessible for full independent verification of the implementation of the process.

121 European Commission. Assessment of the Conditions for Payment—North Macedonia. Annex III to the Commission Implementing Decision approving the second release of funds to Albania, Montenegro and North Macedonia under the Reform and Growth Facility for the Western Balkans. https://reform-monitor.org/wp-content/uploads/2025/10/RGF-Payment-Annex-North-Macedonia.pdf.

122 Law on the Security of Network and Information Systems (Закон за безбедност на мрежните и информациските системи), Official Gazette of the Republic of North Macedonia, no. 135/2025.

123 The essential entities are defined in the Article 8 of the Lw on Security of Network and Information Systems.

124 Ministry of Digital Transformation of the Republic of North Macedonia. "Laws" [Закони]. Accessed August 6, 2026. https://mdt.gov.mk/mk-MK/regulativa/zakoni.

125 Ministry of Digital Transformation of the Republic of North Macedonia. RFC2350 [Description of MKD-GOV-CSIRT]. n.d. Accessed August 6, 2026. https://portal.mdt.gov.mk/post-body-files/dokumenti-za-sajber-bezbednost-file-5Chi.pdf.

126 Ministry of Digital Transformation of the Republic of North Macedonia. Rulebook on the Systematisation of Job Positions in the Ministry of Digital Transformation [Правилник за систематизација на работните места во Министерството за дигитална трансформација]. 2024. https://portal.mdt.gov.mk/post-body-files/ministerstvo-mdt-file-NTdr.pdf.

According to the Ministry of Digital Transformation, the relevant cybersecurity structure is currently staffed with 10 employees, including 9 IT engineers and 1 security specialist,[127] making it one of the largest sectors within the Ministry. The current staffing level is considered sufficient for operational needs, while the systematisation provides scope for additional recruitment if required. The Ministry has a training centre and has developed a cybersecurity training roadmap with 154 training activities recorded[128] in areas such as equipment use, risk management, cybersecurity threats, and related operational procedures.

A significant milestone was achieved on 14 June 2026, when MKD-GOV-CSIRT became a full FIRST member.[129] The Ministry indicated that MKD-GOV-CSIRT's compliance with the relevant SIM3 maturity requirements was assessed as part of the process for obtaining FIRST membership.

MKD-GOV-CSIRT became operational[130] on 1 May 2026 and established procedures for receiving, registering, and responding to cybersecurity incidents. According to the Ministry, incident-related documentation and reports were being maintained. Careful consideration is given to how the public is informed in order to avoid causing panic or undermining trust. General information is made available to the public, while detailed information is not disclosed where its publication could pose a security risk or undermine cybersecurity operations.[131]

- ***Step: The competent authority in the sense of NIS2 Directive is operational: sufficiently staffed, equipped with supervisory powers, performing supervisory checks. List of entities in scope of the national law corresponding to the NIS2 Directive finalised (June 2026)***

The competent authorities under the NIS-aligned framework have been designated under the Law on the Security of Network and Information Systems.[132] The Ministry of Digital Transformation acts as a competent authority and performs the MKD-GOV-CSIRT function for executive authorities, while the Agency for Electronic Communications, through the national MKD-CIRT,[133] is responsible for other categories of entities. MKD-GOV-CSIRT became operational on 1 May 2026.[134]

127 According to a representative of the Ministry of Digital Transformation.
128 Ibid.
129 Forum of Incident Response and Security Teams (FIRST). "MKD-GOV-CSIRT." Accessed October 8, 2026. https://www.first.org/members/teams/mkd-gov-csirt.
130 Ministry of Digital Transformation of the Republic of North Macedonia. "Announcement of the Commencement of Operations of MKD-GOV-CSIRT." April 27, 2026. https://mdt.gov.mk/en-GB/odnosi-so-javnost/soopstenija/izvestuvanje-za-zapocnuvanje-so-rabota-na-mkd-gov-csirt.
131 According to a representative of the Ministry of Digital Transformation.
132 Law on the Security of Network and Information Systems (Закон за безбедност на мрежните и информациските системи), Official Gazette of the Republic of North Macedonia, no. 135/2025.
133 Agency for Electronic Communications. "MKD-CIRT: National Centre for Computer Incident Response." Accessed August 6, 2026. https://mkd-cirt.mk/.
134 Ministry of Digital Transformation of the Republic of North Macedonia. "Announcement of the Commencement of Operations of MKD-GOV-CSIRT." April 27, 2026. https://mdt.gov.mk/en-GB/odnosi-so-javnost/soopstenija/izvestuvanje-za-zapocnuvanje-so-rabota-na-mkd-gov-csirt.

Regarding staffing and resources, the Ministry's organisational structure, organogram,[135] systematisation act, and relevant rulebooks[136] establish the institutional framework for cybersecurity functions, including a dedicated Cybersecurity Sector and its internal units. According to a representative of the Ministry, the cybersecurity structures are operationally staffed, while the systematisation also provides scope for additional recruitment. Supervisory powers are established under the Law on the Security of Network and Information Systems, including powers to conduct inspections, request information and system access, require security audits, and impose corrective measures.

During the reporting period, the Government adopted the Decree[137] on the methodology for identifying and classifying NIS2 entities, published in Official Gazette No. 133 on 18 June 2026, followed by a Government Decision at the 185th session on 25 June 2026 establishing the detailed lists of sectors and entities.[138] The registers of essential and important entities contain classified information and are not publicly accessible.

Cooperation mechanisms with domestic and international cybersecurity structures have been established. The Ministry's announcement[139] on the EU-funded "EU Support to Western Balkans Cybersecurity Capacity Building" initiative provides evidence of cooperation through capacity-building, equipment support, and cybersecurity exercises. MKD-GOV-CSIRT is mandated to coordinate and exchange information with MKD-CIRT, other domestic CSIRT teams, international networks, and cybersecurity organisations.

135 Ministry of Digital Transformation of the Republic of North Macedonia. "Organizational Structure" [Организациска структура]. Accessed August 6, 2026. https://mdt.gov.mk/mk-MK/ministerstvo/organizaciska-struktura.

136 Ministry of Digital Transformation of the Republic of North Macedonia. Rulebook on the Systematisation of Job Positions in the Ministry of Digital Transformation [Правилник за внатрешна организација на Министерството за дигитална трансформација]. 2024. https://portal.mdt.gov.mk/post-body-files/ministerstvo-mdt-file-UH8P.pdf.

137 Decree on the Method of Identification of Areas, Sub-areas, and Types of Entities for Establishing the Detailed List of Areas and Types of Entities from High-Criticality Areas and the Detailed List of Sub-areas and Types of Entities in Other Critical Areas, the Method of Classification of the Detailed List of Essential Entities and the Detailed List of Important Entities, the Form and Content of the Detailed List of Areas and Types of Entities from High-Criticality Areas, the Detailed List of Sub-areas and Types of Entities in Other Critical Areas, the Detailed List of Essential Entities, and the Detailed List of Important Entities, as well as the Form, Content, and Method of Maintaining the Register of High-Criticality Areas and Other Critical Areas, the Register of Essential Entities, and the Register of Important Entities (Уредба за начинот на идентификација на областите и подобластите и видовите субјекти заради утврдување на деталната листа на области и видови на субјекти од областите со висока критичност и деталната листа на подобласти и видови на субјекти во другите критични области, начинот на класификација на деталната листа на суштински субјекти и деталната листа на важни субјекти, формата и содржината на деталната листа на области и видови на субјекти од областите со висока критичност, деталната листа на подобласти и видови на субјекти во другите критични области, деталната листа на суштински субјекти и деталната листа на важни субјекти, како и формата, содржината и начинот на водење на регистарот на области со висока критичност и други критични области, регистарот на суштински субјекти и регистарот на важни субјекти), Official Gazette of the Republic of North Macedonia, no.133/26.

138 Government of the Republic of North Macedonia. "185th Government Session" [185-та седница на Владата]. Accessed August 6, 2026.https://vlada.mk/mk-MK/otvorena-vlada/zapisnici-i-dnevni-redovi-od-sednicite-na-vladata/185-ta-sednica-na-vladata.

139 Ministry of Digital Transformation of the Republic of North Macedonia. "Andonovski Welcomes EU Support: Together towards Low-Cost Roaming and Cybersecurity." February 26, 2026. https://mdt.gov.mk/en-GB/odnosi-so-javnost/soopstenija/pozdravi-poddrskata-od-eu-zaedno-do-roaming-po-niski-ceni-i-sajber-bezbednost.

Reform efforts in the ***Energy Efficiency*** policy domain are integral to North Macedonia's broader strategy for a green transition. They are driven by substantial planned investments, collaborative initiatives, and legislative reforms focused on decreasing coal dependency, promoting environmental protection, and ensuring compliance with EU climate and energy objectives.

During the reporting period within the Energy Efficiency policy domain, the project monitors one reform, including two reform steps, of which one is in a grace period and one was due in December 2025. In addition, under this reform, two reform steps fall within upcoming periods.

Reforms Reform steps	Deadline (due in)	Implementation status	Reform Monitor findings
Step: A 3-year renovation plan for Central Government Buildings to be adopted, aligned with the annual 3% renovation target.	June 2025	EC assessment Fully achieved	The 3-year renovation plan was formally adopted on 14 October 2025.
Step: For consumption-based metering and billing at the individual level, individual meters shall be installed where technically feasible and cost-effective in terms of being proportionate in relation to energy savings in line with Directive 2023/955: -all newly constructed buildings	Dec 2025	Not achieved Grace period until Dec 2026	Substation metering was installed in 73 of 74 buildings, but individual meters remain unverified. The NECP 2025–2030 and a planned EU-funded pilot in 30 residential buildings indicate ongoing implementation towards individual metering and consumption-based billing.

REFORM 2.1.5.1: IMPLEMENTATION OF THE ENERGY PERFORMANCE IN BUILDINGS AND ENERGY EFFICIENCY DIRECTIVES

- ***Step: A 3-year renovation plan for Central Government Buildings to be adopted, aligned with the annual 3% renovation target. (June 2025), (EC assessment: Fully achieved)***

The Renovation Plan for Central Government Buildings 2025–2028 was adopted by the Government at its 119th session on 14 October 2025.[140] This reform step is fully achieved, and according to the EC assessment, the Plan targets the renovation of 14 central government buildings, covering a total area of 102,993 m², corresponding to slightly more than the required annual 3% renovation target. The Plan defines energy-efficiency measures and expected energy savings.

140 Government of the Republic of North Macedonia. "119th Government Session" [119-та седница на Владата]. October 14, 2025. https://vlada.mk/mk-MK/otvorena-vlada/zapisnici-i-dnevni-redovi-od-sednicite-na-vladata/119-ta-sednica-na-vladata.

The Plan, however, is not publicly available, and public reporting on its implementation remains limited, including information on progress for individual buildings, expenditure, and achieved energy savings.[141] Making the Plan and regular implementation updates publicly accessible would strengthen the transparency and monitoring of the reversibility of this reform step.

- ***Step: For consumption-based metering and billing at the individual level, individual meters shall be installed where technically feasible and cost-effective in terms of being proportionate in relation to energy savings in line with Directive 2023/955: -all newly constructed buildings Delayed, EC assessment: Not achieved)***

The EC assessed this reform step as not achieved, with a grace period until 31 December 2026. During the previous reporting period, the FOI data from AD ESM indicated that heat-energy meters at the heating substation level were installed in 73 of 74 buildings, including all newly constructed buildings. However, these data refer to metering at the building/substation level and do not confirm the installation of individual meters required by the reform step. In this context, the EC assessment notes that there was no evidence that all newly constructed buildings had individual meters installed where technically feasible and cost-effective. Furthermore, the assessment noted that a technical and economic analysis prepared with EU support concluded that individual metering should be introduced selectively, based on technical feasibility and economic viability.

During the reporting period, the Government included the Integrated National Energy and Climate Plan (NECP) 2025–2030,[142] accompanied by a draft decision, on the agenda of its 162nd session, held on 7 April 2026.[143] The Plan includes a measure for introducing individual metering and consumption-based billing for district heating, including a supporting regulatory framework. In addition, it foresees a pilot for individual metering in 30 existing residential buildings with an indicative budget of EUR 4.28 million from EU support, to be implemented by the Ministry and district-heating companies.[144]

141 Tair-Selmani, Fikrija. Reform Agenda Update – Reform Monitor: North Macedonia, 2nd Semester 2025. Skopje: European Policy Institute, March 2026. https://reform-monitor.org/wp-content/uploads/2026/05/RA_Update-Reform-Monitor_2nd-Semester-2025_North-Macedonia.pdf.

142 Ministry of Energy, Mining and Mineral Resources of the Republic of North Macedonia. Integrated National Energy and Climate Plan for 2025–2030 [Интегриран национален план за енергија и клима за периодот 2025–2030]. https://portal.mdt.gov.mk/post-body-files/reformska-agenda-file-RFbx.pdf.

143 Government of the Republic of North Macedonia. "162nd Government Session" [162-та седница на Владата]. April 7, 2026. https://vlada.mk/mk-MK/otvorena-vlada/zapisnici-i-dnevni-redovi-od-sednicite-na-vladata/162-ta-sednica-na-vladata.

144 More information under the section "PM_EE14: Enabling regulatory framework for development of new DHS, connection to existing DHS and individual metering and billing of heat consumption (EED requirements), pg.104.

Reform efforts within the ***Renewables*** policy domain aim to speed up North Macedonia's clean energy transition by aligning national legislation with Energy Community and EU rules (notably the Renewable Energy Directive – RED II and the Clean Energy Package), as well as by enabling renewable energy communities and rooftop solar growth. A key focus is removing administrative barriers by simplifying and accelerating permitting procedures across the energy, urban planning, construction, and environmental frameworks, since long and complex authorisation processes delay projects, raise costs, and risk missing climate targets. Furthermore, the reforms foresee establishing a national electronic Guarantees of Origin registry managed by the National Electricity Market Operator (MEMO) to certify renewable electricity and support a transparent market, benefiting renewable energy (RES) producers, investors, and consumers, while contributing to reduced emissions and improved energy security.

Overall, the project monitors one reform with four reform steps under this policy domain, with one step scheduled for upcoming periods.

Reforms Reform steps	Deadline (due in)	Implementation status	Reform Monitor findings
I2.1.3 Deployment of renewable energy: Implementation of the Renewable Energy Directive (permitting, guarantees of origin, energy communities) and transparent and competitive procedures for the deployment of renewable energy.			
Step: Trading platform on guarantees of origin is operational and trading is taking place	June 2026	EC assessment pending	The electronic GO registry is operational and issuing certificates; however, the dedicated GO auction trading platform was not operational by the cut-off date and actual auction trading has not commenced.
Step: Reduce the timespan from permit request to issuance by 18 months for large installations	June 2026	EC assessment pending	The permitting review and monitoring framework remain under development. In the absence of baseline tracking data, achievement of the targeted 18-month reduction cannot be verified at this stage.

2.1.3 DEPLOYMENT OF RENEWABLE ENERGY: IMPLEMENTATION OF THE RENEWABLE ENERGY DIRECTIVE (PERMITTING, GUARANTEES OF ORIGIN, ENERGY COMMUNITIES) AND TRANSPARENT AND COMPETITIVE PROCEDURES FOR THE DEPLOYMENT OF RENEWABLE ENERGY

- ***Step: Trading platform on guarantees of origin is operational and trading is taking place (June 2026)***

This reform step aims to establish an operational system for trading Guarantees of Origin (GOs), including the necessary legal framework, registry infrastructure, and a dedicated training mechanism.

A regulatory framework for the issuance, transfer, recognition, and cancellation of GOs was already in place through the Government's Decree on Guarantees of Origin[145] and the National Electricity Market Operator's (MEMO) Rules for the Administration of Guarantees of Origin for Electricity.[146] These rules regulate the GO registry. The legal framework was further developed with the adoption of the new Law on the Use of Energy from Renewable Sources by the Assembly on 26 June 2026, published in the Official Gazette on 2 July 2026.[147] The Law introduces the legal basis for an electronic auction trading system for GOs and requires MEMO to adopt specific rules for auction trading. The new Law provides a period of up to two years for the adoption of implementing acts, which remain pending.[148]

Furthermore, the process included elements of public consultation. On 18 June 2025, an announcement initiating the preparation of the draft Law on the Use of Energy from Renewable Sources was published on ENER.[149] In addition, the draft Rules for the Administration of Guarantees of Origin were made publicly available, and MEMO invited comments ahead of a public hearing held on 5 March 2025.[150] The hearing had an agenda[151] publicly available on the website

145 Regulation on Guarantees of Origin (Уредба за гаранции за потекло), Official Gazette of the Republic of North Macedonia, no. 210/2024.

146 Rules for the Administration of Guarantees of Origin for Electricity (Правила за администрирање на гаранции за потекло на електрична енергија), Official Gazette of the Republic of North Macedonia, no. 65/2025.

147 Law on the Use of Energy from Renewable Sources (Закон за користење на енергијата од обновливи извори), Official Gazette of the Republic of North Macedonia, no. 146/2026.

148 According to a representative of the Ministry of Energy Mining and Mineral Resources.

149 Ministry of Energy, Mining and Mineral Resources of the Republic of North Macedonia. "Draft Law on the Use of Energy from Renewable Sources." ENER. Accessed August 6, 2026. https://ener.gov.mk/Default.aspx?item=pub_regulation&subitem=view_reg_detail&itemid=111834.

150 National Electricity Market Operator (MEMO). "MEMO Will Start Issuing Guarantees of Origin for Electricity in April" [МЕМО започнува со издавање гаранции за потекло на електрична енергија во април]. March 5, 2025. https://www.memo.mk/?p=258437.

151 National Electricity Market Operator (MEMO). "Presentation of the Rules for Administering Guarantees of Origin for Electricity" [Презентација на правилата за администрирање на гаранции за потекло на електрична енергија]. February 24, 2025. https://www.memo.mk/?p=258324&utm.

and was attended by representatives of the Ministry, energy sector stakeholders, private companies, and chambers of commerce.

The electronic GO registry became operational on 5 April 2025.[152] MEMO's announcement in February 2026 states that more than 190,000 GOs had been issued for 20 companies.[153] In its announcement of 20 May 2026, MEMO reported that the total had reached 500,000 GOs and confirmed its full membership in the Association of Issuing Bodies (AIB), marking a further step towards integration into the European Energy Certificate System (EECS).[154] While the system supports the operational issuance and transfer of GOs, the preparation of Rules for Auction Trading is expected to follow, with operationalisation envisaged by September 2026.[155] By the cut-off date, the dedicated auction trading platform was not yet operational, and actual auction-based trading had not commenced.

Overall, the GO registry and supporting regulatory framework can be considered operational within the cut-off date. Furthermore, there is clear evidence of stakeholder consultation throughout the process. However, the core requirement of the reform step requiring the GO trading platform to be operational had not been fulfilled by June 2026.

- ***Step: Reduce the timespan from permit request to issuance by 18 months for large installations (June 2026)***

This reform step aims to shorten the permitting process for large renewable energy installations by 18 months compared with the 2022 baseline of 42 months, effectively bringing the timeframe down to around 24 months.

According to representatives from the Ministry of Energy, Mining, and Mineral Resources, an institutional working group was established in 2025 to review the permitting process. The group has been mapping the relevant procedures, identifying delays, and examining where procedures could be simplified or conducted more efficiently. In this regard, key delays were identified in urban planning procedures. However, during the reporting period, the mapping of permitting procedures and their duration was still ongoing, as noted by the

152 National Electricity Market Operator (MEMO). "The Electricity Guarantees of Origin Registry Now Available in Macedonian" [Регистарот на гаранции за потекло на електрична енергија достапен и на македонски јазик]. February 26, 2026. https://www.memo.mk/?p=264647.

153 National Electricity Market Operator (MEMO). "Presentation of the Rules for Administering Guarantees of Origin for Electricity" [Презентација на правилата за администрирање на Гаранции за потекло на електрична енергија]. February 24, 2025. https://www.memo.mk/?p=258324.

154 National Electricity Market Operator (MEMO). "MEMO Becomes a Full Member of AIB—Macedonian Guarantees of Origin One Step Closer to Joining the European System" [MEMO стана полноправна членка на AIB – македонските гаранции за потекло чекор поблиску кон влез во европскиот систем]. May 20, 2026. https://www.memo.mk/?p=265473.

155 According to a representative of the Ministry of Energy, Mining and Mineral Resources.

Ministry.[156] At this stage, information on actual permitting times remains limited. No dedicated report comparing current performance with the 42-month baseline could be identified.

In addition, it was noted that a draft monitoring plan was prepared with EU-funded technical assistance, but a monitoring mechanism had not yet been established or reflected in legislation.[157] In this regard, at this stage, it cannot be confirmed whether the permitting period had been reduced by the targeted 18 months.

- ***Step Reduce the timespan from permit request to issuance by 6 months for households, public buildings, and small consumers (June 2026)***

The reform step aims to simplify and shorten renewable-energy permitting procedures for households, public buildings, and small consumers. Compared with the 2022 baseline, the target is to reduce the permitting period by six months.

According to representatives from the Ministry of Energy, Mining, and Mineral Resources, an inter-institutional working group was established in 2025 to support the implementation of the measure and review the relevant permitting procedures. In addition, it was noted that work is ongoing to map and simplify the procedures, with institutions providing information on their respective steps and deadlines.[158] However, by the monitoring cut-off date, a complete and consolidated public guide to the simplified permitting process for households, public buildings, and small consumers could not be identified.

Furthermore, it was noted that the final mapping of procedures and their duration was still ongoing.[159] As a result, at this stage of implementation, it cannot be assessed whether the targeted six-month reduction in permitting time has been achieved. Namely, no dedicated public reporting on actual permitting times or beneficiary feedback related to this reform step could be identified at this stage.

156 According to a representative of the Ministry of Energy, Mining and Mineral Resources.
157 Ibid.
158 Ibid.
159 Ibid.

Reform efforts in the ***Vocational Education and Training (VET)*** policy domain focus on aligning school programmes with labour market needs by strengthening cooperation between the Ministry of Education and Science, companies, chambers of commerce, and local governments, expanding demand-driven VET profiles, improving practical training, and career guidance, and advancing the establishment of Regional VET Centres through updated legislation and standards-based curricula.

Overall, the project monitors one reform with five reform steps under this policy domain, of which one was due in June 2026.

Reforms Reform steps	Deadline (due in)	Implementation status	Reform Monitor findings
3.1.1 Reinforce the education system to address the skills mismatch, increase access to and quality of VET, and improve access to work-based learning and dual education (including private sector involvement).			
Step: Share of primary and secondary schools have at least one qualified career guidance professional [baseline 2023 – 0 – introduction in the new law on secondary education]: 95%	June 2026	EC assessment pending	Target reached in terms of designated and trained staff (covering 95–96% of schools). However, the formal qualification pathway (or micro-qualification) for career counsellors remains under development.

3.1.1 REINFORCE THE EDUCATION SYSTEM TO ADDRESS THE SKILLS MISMATCH, INCREASE ACCESS TO AND QUALITY OF VET, AND IMPROVE ACCESS TO WORK-BASED LEARNING AND DUAL EDUCATION (INCLUDING PRIVATE SECTOR INVOLVEMENT)

- ***Step: Share of primary and secondary schools have at least one qualified career guidance professional [baseline 2023 – 0 – introduction in the new law on secondary education]: 95% (June 2026)***

The reform step aims to ensure that at least 95% of primary and secondary schools have a qualified person responsible for career guidance, supported by training, formal assignment of staff, and the integration of career guidance activities into school programmes. During the reporting period, according to the Ministry of Education and Science, this coverage target was reached in terms of designated staff, while the formal qualification process for career counsellors is still being developed.

For secondary education, the Rulebook on career counselling and the selection of career counsellors,[160] adopted on 10 June 2025, provides the regulatory basis for the function. The Ministry also published guidelines for the work of career counsellors in primary and secondary education. In addition, it maintains publicly available registers of career counsellors in secondary schools[161] and professional orientation coordinators in primary schools,[162] which support administrative monitoring of school coverage.

Namely, the Ministry noted that around 95–96% of registered staff have attended relevant training. Publicly available sources confirm the established legal framework, active registers, and accredited training programmes. The Bureau for the Development of Education launched an accredited programme on Advanced Techniques and Tools for Career Guidance[163] for secondary-school counsellors, while accredited advanced training for primary school professional associates[164] was held on 22 May 2026.

Regarding career guidance, related activities are integrated into schools' annual programmes, while the comprehensive programme leading to a formal qualification or micro-qualification for career counsellors is still under development.[165]

Overall, the target is achieved in terms of coverage with designated career guidance staff, while the further professional qualification of career counsellors remains ongoing.

160 Ministry of Education and Science of the Republic of North Macedonia. Rulebook on the Method of Career Counselling and the Selection of a Career Counsellor for Students. https://portal.mdt.gov.mk/post-body-files/pravilnici-mon-file-Fppz.pdf.

161 Ministry of Education and Science of the Republic of North Macedonia. "List of Active Registers" [Листа на активни регистри]. Excel spreadsheet. Accessed: August 6, 2026. https://portal.mdt.gov.mk/post-body-files/lista-na-aktivni-registri-file-zBPR.xlsx.

162 Ministry of Education and Science of the Republic of North Macedonia. "Coordinators for Students' Vocational Guidance in Primary Schools" [Координатори за професионална ориентација на учениците во основните училишта]. Excel spreadsheet. Accessed August 6, 2026. https://portal.mdt.gov.mk/post-body-files/lista-na-aktivni-registri-file-gNbW.xlsx.

163 Bureau for Development of Education. "Accredited Training to Improve Career Counselling in Secondary Schools Begins" [Започна акредитирана обука за унапредување на кариерното советување во средните училишта]. May 8, 2026. https://bro.gov.mk/zapocna-akreditirana-obuka-za-unapreduvanje-na-kariernoto-sovetuvanje-vo-srednite-ucilista/.

164 Bureau for Development of Education. "Priority Accredited Training for Professional Associates in Primary Schools" [Приоритетна акредитирана обука за стручните соработници од основните училишта]. June 2, 2026. https://bro.gov.mk/prioritetna-akreditirana-obuka-za-strucnite-sorabotnici-od-osnovnite-ucilista/.

165 According to representatives of the Ministry of Education and Science.

Reform efforts in the ***State-Owned Enterprises (SOEs)*** policy domain are embedded within the broader structural and competitiveness agenda of North Macedonia. Their objectives include enhancing the transparency and operational performance of SOEs, aligning their practices with national and EU standards, fostering their role in promoting innovation, sustainability, and fair competition, as well as advancing their transformation into accountable public enterprises that contribute to inclusive economic development.

In this domain, the project monitors one reform with ten reform steps. Of these ten, two are fully achieved, two are in a grace period, one was due in June 2026, and five fall within upcoming periods.

Reforms Reform steps	Deadline (due in)	Implementation status	Reform Monitor findings
Reform 4.1.5: Reform the governance of State-Owned Enterprises with a focus on the Railways and Postal services			
Step: Amend corporate law to introduce new rules on the appointment of independent board members of State-Owned Companies (December 2024)	Dec 2024	Fully Achieved - EC assessment	Amendments to the Law on Trade Companies were adopted; however, the legislative process lacked public consultation and the draft was not published on ENER.
Step: Restructuring plan for state-owned railway operator and railway infrastructure manager adopted by January 2025 (June 2025)	June 2025	Fully Achieved - EC assessment	The Government adopted the Action Plan 2026–2027 for ZRSM Transport and the Action Plan 2026–2027 for PERI on 30 December 2025. Implementation has commenced, though the final plans and consultation minutes remain unpublished.
Step: Create a register of SOEs and companies with State participation which is publicly available (June 2025)	June 2025	Not achieved-Grace period until June 2026 (Risk of financial reduction)	A dedicated record covering 77 central and 208 municipal entities was published across two Excel workbooks. However, limited website visibility, calculation errors, and gaps in audit data limit confirmation of full compliance.
Step: Adopt a State Ownership Strategy and a Law for State-Owned Companies (December 2025)	Dec 2025	EC assessment: Not achieved, Grace period Dec 2026	The Law on Public Enterprises and Trade Companies was adopted under a shortened procedure, but its application is deferred for one year. The draft Strategy was reviewed on 19 June 2026, but the final text remained unverified and unpublished by the cut-off date. CSOs noted limited discussion on the final amended draft.

Step: With the new Law on State-Owned Companies, establish a system for linking the compensations of independent board members to the financial performance and efficiency of State-Owned Companies based on mandatory annual financial reports and key performance indicators (KPIs) related to financial performance and service delivery. SOCs shall establish independent risk management and internal audit functions following BCBS principles, and issue their fiscal risk statements (June 2026)	June 2026	EC assessment is pending	The primary legal basis was enacted, but the reform step remains partially implemented due to the Law's one-year deferred application, pending remuneration methodologies, non-operational internal audit and risk functions, and the absence of published fiscal risk statements.

REFORM 4.1.5: REFORM THE GOVERNANCE OF STATE-OWNED ENTERPRISES WITH A FOCUS ON THE RAILWAYS AND POSTAL SERVICES

- ***Step: Amend corporate law to introduce new rules on the appointment of independent board members of State-Owned Companies (December 2024) EC assessment: Fully achieved***

The EC assessed this reform step as fully achieved. Amendments to the Law on Trade Companies[166] were adopted on 27 December 2024 and entered into force on 4 January 2025, introducing new governance standards for state-owned enterprises. The amendments regulated the composition of supervisory boards and boards of directors, including minimum requirements for independent members, and standardised remuneration for non-executive and supervisory board members at one quarter of the average net salary. However, as noted in previous pilot monitoring reports, the process was not sufficiently transparent. The EC assessment also links weaknesses in criteria and appointment procedures for board members to subsequent SOE governance reforms, including the State Ownership Strategy and the new Law on State-Owned Companies, as well as the December 2026 requirement for open, independent, and merit-based board appointments, and the reassessment of existing members.

- ***Step: Restructuring plan for state-owned railway operator and railway infrastructure manager adopted by January 2025 (June 2025) (EC assessment: Fully achieved)***

This reform step was assessed as fully achieved by the EC. The Government adopted the Action Plan for 2026–2027 for Stabilisation, Modernisation, and Reform of Railways of the Republic of North Macedonia Transport AD–Skopje, and the Action Plan for Restructuring and Development of the Public Enter-

166 Law Amending and Supplementing the Law on Trade Companies (Закон за изменување и дополнување на Законот за трговските друштва), Official Gazette of the Republic of North Macedonia, no. 274/2024.

prise for Railway Infrastructure Railways of the Republic of North Macedonia (PERI) (2026–2027) on 30 December 2025. The final plans are not publicly available.

In parallel, a reduced version of the plan titled "Reform Agenda and Restructuring Plan for ZRSM Transport 2025–2027" [167] was published on the website of Railways of the Republic of North Macedonia Transport JSC–Skopje,[168] which provides some degree of public access to the reform framework. In terms of content, the published document indicates that the Action Plan establishes the main implementation parameters, including the 2025–2027 timeline, the designation of responsible institutions (ZRSM Transport AD–Skopje, the Ministry of Transport, and the Ministry of Finance), as well as references to quarterly reviews, annual financial statements, and monitoring and reporting arrangements. In this context, the plan consists of defined milestones and an allocation of institutional responsibility. However, transparency remains limited regarding the consultation process. The minutes of the consultations were not provided by the Ministry,[169] as they contain business information related to the operations of certain entities.

Furthermore, both plans have moved into early implementation. This can be noted in the 154th Government session[170] on 3 March 2026, where PERI's Business Plan 2026 and amendments to the Annual Programme for Financing Railway Infrastructure were considered. In addition, at the 156th Government session[171] on 10 March 2026, the Business Plan 2026 of ZRSM Transport and the Five-year Plan 2026–2030 were also considered. However, the information provided by the Government sessions does not confirm whether specific restructuring measures have been implemented. Further evidence is needed to follow developments on the adopted plans.

167 Railways of the Republic of North Macedonia Transport JSC–Skopje. Reform Agenda and Restructuring Plan for ZRSM Transport 2025–2027. https://mzt.mk/wp-content/uploads/2025/09/Reform-Agenda-and-Restructuring-Plan-for-RRNM-Transport.signed.pdf.

168 Railways of the Republic of North Macedonia Transport JSC–Skopje. "Information of a Public Character", https://mzt.mk/info-od-javen-karakter/.

169 FOI replay on 19.02.2026 by the Ministry of Transport.

170 Government of the Republic of North Macedonia. "154th Government Session" [154та седница на Владата]. March 3, 2026. https://vlada.mk/mk-MK/otvorena-vlada/zapisnici-i-dnevni-redovi-od-sednicite-na-vladata/154-ta-sednica-na-vladata.

171 Government of the Republic of North Macedonia. "156th Government Session" [156та седница на Владата]. March 10, 2026. https://vlada.mk/mk-MK/otvorena-vlada/zapisnici-i-dnevni-redovi-od-sednicite-na-vladata/156ta-sednica-na-vladata.

- ***Step: Create a register of SOEs and companies with State participation which is publicly available (June 2025) (Delayed: EC assessment: Not achieved)***

This reform step was previously assessed as not achieved by the EC.[172] The EC noted that the Register of Public Entities submitted by the Ministry of Finance under the Organic Budget Law did not correspond to the specific SOE register required under the Reform Agenda, as it lacked comprehensive coverage of state-owned enterprises and companies with state participation, as well as relevant financial performance data.

The development of this reform step is supported by the adoption of the new Law on Public Enterprises and State-Owned or Partially State-Owned Companies of the Republic of North Macedonia,[173] which requires the Ministry of Economy and Labour to establish and maintain a publicly accessible record of state and municipal enterprises.

During the reporting period, the Ministry of Economy and Labour published a dedicated Record of Legal Entities Owned by or with Participation of the Republic of North Macedonia, available through two Excel workbooks[174] on its website. However, the record is not prominently accessible through the Ministry's website structure, which may limit its visibility and ease of access for users.

The two workbooks cover 77 entities at the central government level and 208 at the municipal level, including companies with minority public shareholdings. By providing ownership information and financial performance data for 2023–2025, the workbooks address the EC's requirement for a dedicated SOE register and align with OECD recommendations on transparent ownership and monitoring of enterprise performance. However, gaps in public support and audit information, calculation errors, and the unverified completeness of coverage limit confirmation that the register fully meets the scope and information requirements identified by the EC.

172 European Commission. Assessment of the Conditions for Payments—North Macedonia. Annex to Commission Implementing Decision C (2025) 6876, October 8, 2025. https://enlargement.ec.europa.eu/document/download/a60b8a0f-cf6f-4fe0-9d57-4099063426f4_en?filename=RGF+Payment+Annex-+North+Macedonia.pdf.

173 Law on Public Enterprises and Trade Companies Owned by or with Participation of the Republic of North Macedonia (Закон за јавни претпријатија и трговски друштва во сопственост или со учество на Република Северна Македонија), Official Gazette of the Republic of North Macedonia, no. 148/2026.

174 Record of Legal entities owned by or with participation of the Republic of North Macedonia - Workbook 1, Available at: https://www.economy.gov.mk/mk-MK/odnosi-so-javnost/soopstenija/evidencija-na-pravnite-lica-vo-sopstvenost-ili-so-ucestvo; and

Record of Legal entities owned by or with participation of the Republic of North Macedonia - Workbook 2, Available at: https://www.economy.gov.mk/mk-MK/odnosi-so-javnost/soopstenija/evidencija-na-pravnite-lica-vo-sopstvenost-ili-so-ucestvo2.

- ***Step: Adopt a State Ownership Strategy and a Law for State-Owned Companies (December 2025) (Delayed: EC assessment: Not achieved)***

The implementation of the reform step continued beyond the December 2025 deadline, as the EC had assessed it as not achieved.[175] During the June 2026 reporting period, the Ministry of Economy and Labour continued the preparation of the Law and Strategy on SOEs, with the participation of external stakeholders in the established working group, including CSOs.[176]

The Draft Strategy for Ownership and Corporate Governance of State-Owned Enterprises 2026–2031 was published on ENER on 16 April 2026, which improves transparency compared with the previous reporting period. The Strategy and its Action Plan for 2026–2028 were included on the agenda of the Government's 183rd session,[177] held on 19 June 2026. The Government considered both and instructed the Ministry of Economy and Labour to submit an agreed text and proposed conclusions within 30 days.[178] In this regard, the final adopted text remained unavailable for verification by the cut-off date.

The Draft Law on Public Enterprises and Trade Companies Owned by or with Participation of the Republic of North Macedonia was submitted to the Government on 27 April 2026 and to the EC for review on 28 May 2026.[179] Following further expert review and legal harmonisation, the Government approved the draft and the Assembly adopted the Law on 30 June 2026 under a shortened procedure.[180] The Law was published in the Official Gazette No. 148 on 6 July 2026.[181] The Law entered into force upon publication on 6 July 2026, but its application is deferred for one year under Article 69, while the provisions specified in Article 68 will apply only upon North Macedonia's accession to the EU.

The legislative process involved stakeholder consultation through the working group and the publication of the draft Law on Public Enterprises and Trade Companies Owned by or with Participation of the Republic of North Macedonia

175 European Commission. Assessment of the Conditions for Payments—North Macedonia. Annex III to Commission Implementing Decision C (2026) 3166, May 20, 2026. https://enlargement.ec.europa.eu/document/download/7690215b-7a65-4f40-8b8f-de8a64ea2f98_en?filename=C_2026_3166_F1_ANNEX+III.PDF.

176 IDSCS confirmed that joined the working group in October 2025. More info:https://idscs.org.mk/en/2026/08/07/law-on-public-enterprises/.

177 Government of the Republic of North Macedonia. "183rd Government Session." June 19, 2026. https://vlada.mk/mk-MK/otvorena-vlada/zapisnici-i-dnevni-redovi-od-sednicite-na-vladata/183-ta-sednica-na-vladata.

178 Ibid.

179 According to a representative from the Ministry for Economy and Labour.

180 Assembly of the Republic of North Macedonia. "Draft Law on Public Enterprises and Companies Owned by or with Participation of the Republic of North Macedonia, under a Shortened Procedure." June 26, 2026. https://www.sobranie.mk/detali-na-materijal.nspx?param=527634e5-6f67-480c-893d-abd0b9e3efa9.

181 Law on Public Enterprises and Trade Companies Owned by or with Participation of the Republic of North Macedonia (Закон за јавни претпријатија и трговски друштва во сопственост или со учество на Република Северна Македонија, Official Gazette of the Republic of North Macedonia, no. 148/2026.

on ENER in January 2026.[182] However, according to CSO representatives from the Institute for Democracy "Societas Civilis" Skopje (IDSCS),[183] who participated in the working group, the revised text circulated on 23 June 2026 was not subsequently discussed before its adoption through a shortened procedure on 30 June. In its commentary, IDSCS welcomed stronger transparency, performance monitoring, and audit provisions, but noted insufficient safeguards in ownership transformation and questioned divestment based solely on poor performance or management.[184]

Overall, by the cut-off date, the Law and the Strategy had been adopted. However, the Strategy is not publicly available, the Law has a deferred application period, and key governance provisions are not yet operational. In addition, the shortened parliamentary procedure and limited discussion on the final amended draft, as noted by CSO representatives within the working group, reduced opportunities for broader stakeholder review.

- ***Step: With the new Law on State-Owned Companies, establish a system for linking the compensations of independent board members to the financial performance and efficiency of State-Owned Companies based on mandatory annual financial reports and key performance indicators (KPIs) related to financial performance and service delivery. SOCs shall establish independent risk management and internal audit functions following BCBS principles, and issue their fiscal risk statements (June 2026)***

The reform step aims to strengthen the governance, accountability, and SOEs' financial oversight by introducing a remuneration system for independent board members linked to mandatory annual financial reporting and key performance indicators (KPIs) on financial performance and service delivery. It also requires SOEs to establish independent risk-management and internal-audit functions in line with relevant international standards, including Basel Committee on Banking Supervision (BCBS) principles, and to prepare and publish fiscal risk statements. This reform step depends on previous legislative procedures and reform steps.

The main legislative process was completed with the adoption of the Law on Public Enterprises and Trade Companies Owned by or with Participation of

182 Ministry of Economy and Labour of the Republic of North Macedonia. "Draft law on Public Enterprises and State-Owned or Partially State-Owned Companies of the Republic of North Macedonia." Single National Electronic Register of Regulations (ENER). https://ener.gov.mk/Default.aspx?item=pub_regulation&subitem=view_reg_detail&itemid=117080.

183 Institute for Democracy "Societas Civilis (IDSCS), "Commentary on the law on Public Enterprises and State-Owned or partly State-Owned Companies of the Republic of North Macedonia," August 7,2026, https://idscs.org.mk/en/2026/08/07/law-on-public-enterprises/.

184 Ibid.

the Republic of North Macedonia on 30 June 2026, published in the Official Gazette No. 148/2026.[185] The new legal framework introduces provisions for linking the remuneration of independent management and supervisory board members to performance indicators (Article 38(11)) and foresees the establishment of risk-management and internal-audit functions (Articles 34(2), 36(1), and 22(1)).[186]

However, implementation remains incomplete. According to the Ministry of Economy and Labour,[187] the application of the Law is deferred for one year, meaning that the new governance and reporting mechanisms have not yet become operational. In addition, no detailed methodology or implementing acts for KPI-linked remuneration have been adopted, and there is still no evidence of functioning independent risk-management and internal-audit structures at the company level.[188] Furthermore, information provided by the Ministry refers to alignment with OECD principles.

Fiscal risk statements have also not yet been issued or published by SOEs.[189] Stakeholder involvement was ensured during the preparation of the Law through a working group and the publication of an early draft on ENER, while a substantially revised text was shared at the final stage, leaving limited opportunity for discussion before adoption.[190] In addition, while communication with the EC took place, formal correspondence tables were not prepared.[191]

Overall, the legal basis for the reform has been established, including provisions on performance-based remuneration, risk management, internal audit, and enhanced reporting. However, full achievement will depend on the operationalisation of these provisions, the adoption of remuneration methodologies, the establishment of independent risk-management and internal-audit functions within SOEs, and the publication of fiscal risk statements once the Law enters into application.

185 Law on Public Enterprises and Trade Companies Owned by or with Participation of the Republic of North Macedonia (Закон за јавни претпријатија и трговски друштва во сопственост или со учество на Република Северна Македонија, Official Gazette of the Republic of North Macedonia, no. 148/2026.
186 Ibid.
187 FOI replay on 02.09.2026 by the Ministry for Economy and Labour.
188 Ibid.
189 Ibid.
190 For additional information on the legislative framework and its adoption, see the section on the reform step "Adopt a State Ownership Strategy and a Law for State-Owned Companies (December 2025)".
191 FOI replay on 02.09.2026 by the Ministry for Economy and Labour.

Within the ***Competition/State Aid*** policy domain, the reforms bring together complementary measures to strengthen enforcement and long-term compliance. The reform measures begin with capacity building—introducing specialised training on Commission for the Protection of Competition (CPC) procedures and the EU State aid acquis, including relevant case law, to reinforce judicial and institutional expertise. They then shift towards more proactive implementation by establishing a standard methodology for risk-based ex officio enforcement and setting quarterly investigation targets with a focus on higher-value cases above EUR 200,000 per company. Finally, they seek to secure system alignment and sustainability by phasing out non-compliant State aid schemes once the State Aid Management Information System (SAMIS) is fully operational, and by gradually increasing the CPC's financial independence through own-revenue mechanisms, moving from 50% towards 100% self-financing.

During the reporting period within the Competition and State Aid policy domain, the project monitors one reform comprising three reform steps, of which one was fully achieved and two were due in June 2026.

Reforms Reform steps	Deadline (due in)	Implementation status	Reform Monitor findings
Reform 4.1.2 Make the state aid regime more transparent and efficient			
Step: According to training needs, a sufficient number of Judges are specialised via training modules in the CPC procedure and the EU acquis in order to increase the expertise on State Aid in the Courts. An extensive training module on State aid rules in the EU covering substantially the EU acquis, including key case-law, provided by a trainer with significant experience and expertise in this area (December 2025).	Dec 2025	Fully Achieved - EC assessment	The target was met and exceeded by the cut-off date (covering 20 judges, 13 professional associates, and 19 representatives of other institutions). While delivery is confirmed, long-term impact on judicial practice remains to be established.
A methodology for conducting ex-officio investigations, based on sectorial risk, intra-sectorial randomized targeting, considering granting cases of above 200,000 euro per company is established.	June 2026	Fully Achieved - EC assessment	The methodology was adopted by the CPC in December 2025, and initial ex officio proceedings commenced in June 2026. However, the methodology is not publicly available, and evidence is insufficient to verify whether cases adhered to the required sectoral-risk and randomised targeting criteria.
Reassess state aid schemes and phase out those that are not aligned with EU acquis on state aid; Pre-condition: All modules of SAMIS are fully operational	June 2026	EC assessment pending	The mandatory pre-condition was not fulfilled, as SAMIS was not yet operational by the cut-off date. Nevertheless, the CPC initiated a review of seven existing State aid schemes supported by EU experts under a TAIEX mission.

REFORM 4.1.2 MAKE THE STATE AID REGIME MORE TRANSPARENT AND EFFICIENT

- ***Step: According to training needs, a sufficient number of Judges are specialised via training modules in the CPC procedure and the EU acquis in order to increase the expertise on State Aid in the Courts. An extensive training module on State aid rules in the EU covering substantially the EU acquis, including key case-law, provided by a trainer with significant experience and expertise in this area (December 2025)***

This reform step was assessed as fully achieved by the European Commission. The EC confirmed that specialised training on CPC procedures, EU State aid rules, and relevant case law was delivered on 24–26 November 2025 at the Academy for Judges and Public Prosecutors.[192] Previous Reform Monitor findings[193] are in line with this conclusion. The Academy noted that the training was delivered in cooperation with the CPC and the World Bank, with 20 judges participating, exceeding the Reform Agenda benchmark of six.[194]

The Academy also noted that the Memorandum of Cooperation signed with the Commission for the Protection of Competition in 2025 provides a basis for continuing State aid training through its annual Training Catalogue from 2026,[195] indicating a more institutionalised framework for sustaining the training beyond the initial activity. However, while the delivery of the training is confirmed, its practical contribution to increasing expertise in State aid matters within court practice remains to be established, particularly as no dedicated sustainability plan has yet been adopted.

- ***Step: Reassess state aid schemes and phase out those that are not aligned with EU acquis on state aid; Pre-condition: All modules of SAMIS are fully operational (June 2026)***

The reform step requires the CPC to reassess all existing State aid schemes and phase out those that are not aligned with the EU State aid acquis by June 2026. The full operationalisation of all modules of the State Aid Management Information System (SAMIS) is explicitly set as a pre-condition for the implementation of this reform step.

192 European Commission. Assessment of the Conditions for Payments—North Macedonia. Annex III to Commission Implementing Decision C (2026) 3166, May 20, 2026. https://enlargement.ec.europa.eu/document/download/7690215b-7a65-4f40-8b8f-de8a64ea2f98_en?filename=C_2026_3166_F1_ANNEX+III.PDF.

193 Tair-Selmani, Fikrija. Reform Agenda Update—Reform Monitor: North Macedonia, 2nd Semester 2025. Skopje: European Policy Institute, March 2026. https://reform-monitor.org/wp-content/uploads/2026/05/RA_Update-Reform-Monitor_2nd-Semester-2025_North-Macedonia.pdf.

194 FOI reply on 11.02.2026 by the Academy for Judges and Public Prosecutors.

195 Ibid.

By the monitoring cut-off date, the pre-condition had not been fulfilled, as SAMIS was not yet fully operational. According to the Ministry of Economy and Labour, the system has not yet been established and coordination activities are underway.

Regarding the reassessment of State aid schemes, the CPC reviewed seven existing schemes,[196] including the Law on Technological Industrial Development Zones, the Law on Financial Support for Investments, and programmes covering SMEs, hospitality, manufacturing, employment, and tourism. The review was supported by EU experts through a TAIEX mission in May 2026, with recommendations being prepared for further alignment with EU State aid rules.

196 Contribution by Finance Think – Economic Research and Policy Institute, Skopje.
More info: Prespa Institute. The Reform Agenda under Scrutiny: Monitoring the Implementation. Second Ex Post Monitoring Report. July 2026. https://prespa-institute.mk/wp-content/uploads/2026/08/Final-Second-Ex-Post-Report-July-2026-EN.pdf.