Parliamentary Institute

Open Parliament

A baseline assessment for parliamentary openness in Albania.

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The report was developed with contributions from **Ana Kovačević Kadović**, **Gasper Gjeluci**, and **Elena Gjergji**.

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The findings and opinions expressed in this report do not necessarily reflect the views of the Parliamentary Institute, the National Democratic Institute, or the donors.

About the Parliamentary Institute

The Parliamentary Institute (PI) was established as a dedicated, knowledge-hub service of the Parliament of Albania in December 2020.

The Parliamentary Institute works to strengthen the Parliament's core functions of representation, lawmaking, and oversight by promoting evidence-based policymaking through the provision of professional, impartial, and in-house research, analysis, and information. In parallel, it seeks to enhance citizens' understanding of and engagement with parliamentary processes through comprehensive civic education initiatives.

The Institute was created within the framework of the **Swiss Agency for Development and Cooperation** project "**Support to Parliament and Civic Education**" **(PACEP)**, implemented by the **National Democratic Institute**.

About National Democratic Institute

The National Democratic Institute (NDI) is a nonprofit, nonpartisan, nongovernmental organization that works globally to strengthen democratic institutions, processes, and practices, with the aim of improving the quality of life for all and advancing democratic freedom and dignity.

NDI has been active in Albania for more than three decades, supporting political party development, democratic elections, and transparency in political finance. It promotes citizen participation in political processes, with a focus on underrepresented groups including women, youth, Roma, and LGBTI+ communities, and supports engagement in election monitoring, legislative advocacy, and local-level civic action.

With support from the **Swiss Agency for Development and Cooperation**, NDI also assists the Parliament of Albania in strengthening its legislative, oversight, and representative functions through evidence-based research and civic education initiatives that enhance citizen engagement with Parliament.

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01

Introduction and methodology

How this assessment was built, why it matters now, and what parliamentary transparency means in practice — inside a parliament in active reform.

01. Introduction and methodology

1.1 Purpose and Context

This report presents the findings of a comprehensive transparency assessment of the Parliament of Albania (Kuvendi i Shqiperise), conducted between January – March 2026. The assessment was carried out by the National Democratic Institute (NDI), in collaboration with the Inter-Parliamentary Union (IPU), to support Albania's EU accession preparedness by establishing a baseline measurement of parliamentary openness and generating evidence-based recommendations to inform the development of an Open Parliament Action Plan for 2026-2030.

The assessment constitutes a key milestone under Parliament's Roadmap for Democratic Institutions and directly responds to European Commission progress report recommendations regarding strengthening legislative transparency, institutional integrity, and sustained civil society engagement in parliamentary decision-making processes.

Albania is a member of the Open Government Partnership (OGP) and has developed successive national action plans through a formal co-creation process with civil society, although the depth and continuity of civil society engagement has varied, particularly during implementation.. This parliamentary assessment is designed to serve as the evidence base for a dedicated Open Parliament Action Plan, either as a standalone parliamentary plan or as a parliamentary chapter within Albania's next national OGP cycle, due in July 2026. Under the OGP framework, parliamentary action plans are structured around specific, time-bound commitments co-created with civil society, and independently assessed for completion and real-world impact. This assessment aims to provide what that process requires: a baseline measurement of where Parliament currently stands on each transparency standard, establishing the gap between current performance and international best practice as the space within which concrete commitments can be developed.

The regional context is instructive. North Macedonia, sharing Albania's EU accession trajectory and Western Balkans governance context, is now implementing its third Open Parliament Action Plan. Its commitments have evolved from foundational information access measures to increasingly ambitious reforms: an open data portal for the Assembly, a digital platform enabling citizens to submit suggestions directly to MPs, automated transcription of plenary and committee sessions for accessibility, and a Parliamentary Caravan that took Parliament to nine cities under the banner 'Parliament for the Citizens.' Albania's first Open Parliament Action Plan has the opportunity to draw on this experience, grounding its commitments in what this assessment shows is achievable and where the evidence points to the most significant gaps.

1.2 Assessment Methodology

The assessment employs a co-created standards matrix comprising 55 indicators across three dimensions, developed collaboratively with parliamentary staff and civil society stakeholders, over a period of three years, to ensure local ownership and contextual relevance. Each indicator is evaluated on a five-level scale:

EXCELLENT	Meets international best practice in full
GOOD	Strong performance with minor gaps
MODERATE	Framework exists but implementation uneven
BASIC	Minimal or inconsistent practice
NON-EXISTENT	No mechanism or practice in place

Evidence was gathered through direct review of the Albanian Parliament website (parlament.al), government portals, legal documents, Rules of Procedure, SIGMA monitoring reports, EU Progress Reports, and reports from local and international media freedom and governance organizations, as well as civil society organizations, including those focused on parliamentary monitoring. Where accessibility barriers prevented direct verification, observations are noted and flagged for parliamentary confirmation.

The three dimensions assessed are:

- Dimension 1: Promoting a Culture of Openness — covering Parliament's institutional commitment to openness, partnerships with civil society, and information dissemination practices.
- Dimension 2: Making Parliamentary Information Transparent — covering the publication and accessibility of organizational, legislative, financial, and integrity-related information.
- Dimension 3: Civic Engagement and Access — covering media access, physical access, and Parliament's outreach and education activities.

1.3 Scope and Limitations

This preliminary report covers all three dimensions. One indicator under Dimension 3 (physical accessibility for persons with disabilities, 3.2.2) remains pending verification by the parliament and will be finalised prior to the validation workshop. All assessments were subject to validation through a workshop process conducted in Albania on March 24 - 25, following the distribution of this draft.The validation workshop convened representatives of civil society organizations, journalists following parliamentary affairs, and parliamentary stakeholders under the auspices of the Secretariat for Transparency and Information Technology.

A recurring limitation throughout the assessment was technical accessibility: a number of documents on parlament.al failed to load or returned errors during the assessment period. Where this occurred, ratings reflect available evidence and are flagged for team verification with local access to parliamentary systems.

What Does Parliamentary Transparency Mean in Practice?

Transparency is not simply a matter of publication. A parliament can formally publish a significant volume of information, agendas, draft laws, committee reports, financial data, and still fall short of meaningful transparency if that information is incomplete, difficult to find, locked in non-searchable formats, or fragmented across multiple platforms without integration.

This assessment distinguishes between two levels of transparency.

LEVEL 01

Formal transparency

Whether information exists and is made publicly available

LEVEL 02

Functional transparency

whether that information is timely, complete, accessible, and usable: by citizens, civil society, media, and researchers, without requiring specialist knowledge or technical workarounds to retrieve it.

Both levels are assessed across the 55 indicators in this report. Where Parliament meets the formal threshold but falls short on functional accessibility, this is reflected in the rating. The gap between the two is not a minor technical matter: it is the difference between transparency as an institutional posture and transparency as a lived civic reality.

02

Status of parliamentary openness, integrity and civic engagement

Dimension-by-dimension findings across 55 indicators, what is working, what remains formal-only, and where the gaps between policy and practice appear.

02. Status of Parliamentary Openness

This section presents findings across each dimension. The overall picture that emerges is of a Parliament with a solid formal framework for openness, but with persistent gaps between legal commitments and practical implementation, particularly in the areas of legislative transparency and meaningful civil society participation. The following sections document specific findings dimension by dimension.

Dimension 1: Promoting a Culture of Openness

Dimension 1 examines whether Albania's Parliament has institutionalised a genuine commitment to openness, not merely through formal legal provisions, but in practice. It encompasses Parliament's strategic orientation toward transparency, the robustness of its partnerships with civil society and oversight bodies, and the reliability of its information dissemination mechanisms.

The indicators in this dimension primarily assess the existence of rules, procedures, and institutional mechanisms, the structures through which a culture of openness is built, but only if they are consistently applied. Across 14 indicators, findings reveal a mixed picture: Parliament has made meaningful institutional investments, including the signing of a declaration of commitment to transparency[1] to drafting a new Strategic Plan 2026–2030 with explicit transparency commitments and operational partnerships with international organisations. However, the EU integration process presents a structural tension: the volume and pace of legislation required for alignment with the EU acquis means that laws are frequently fast-tracked, compressing the consultation timelines and deliberative space that transparency standards depend on. Key implementation gaps persist as the Strategic Plan has yet to be fully approved and operationalised by Parliament.



KEY INSIGHT

The rules exist; the culture they are intended to create does not yet consistently follow. That gap, between formal structure and lived practice, is the defining challenge this dimension documents.

1 Albanian Parliament Transparency Declaration

Standard 1.1: Commitment to Openness and Citizen Engagement

The assessment of Standard 1.1 demonstrates that the Parliament of Albania has established a legal and institutional foundation for promoting transparency and citizen engagement. Constitutional guarantees, the Law on Access to Information, the Law on Public Consultation, and the Rules of Procedure collectively provide formal mechanisms for public participation, including public hearings, petitions, citizen legislative initiatives, and access to information. Parliament has also institutionalized transparency structures, such as the Secretariat for Transparency and Information Technology, the Access to Information Coordinator, the Civil Society Coordinator, and the Civic Education Service and has a newly established Committee that deals specifically with citizen's initiatives. The public endorsement, in April 2024, through the declaration of open parliament by the Speaker of the Parliament co-created with CSOs and Media, further reinforce a formal institutional culture supportive of transparency. Parliament's new draft strategic plan includes a number of robust transparency related objectives and concrete activities.

However, the implementation of these mechanisms remains uneven. Public consultation is not always systematically applied, particularly in the case of MP-initiated draft laws, and short legislative process and consultation timelines limit meaningful engagement. Parliament publishes a transparency program and it is updated every five years, as required by the law on access to information. Based on the law the program is monitored by the Commissioner on the right to access to information. However it could be enriched through co-creation with civil society, demonstrating parliament's commitment to nurturing a culture of openness.While access to information procedures function procedurally, the online register of requests to information currently in excel format requires modernization and real-time updating. Institutional bodies dedicated to engagement are active but would benefit from clearer work plans, stronger coordination, and enhanced resources.

As a result, Parliament demonstrates a structured commitment to openness but requires targeted reforms to ensure consistent, proactive, and fully accessible citizen engagement in line with Open Parliament best practices. As a key next step in implementing its Strategic Plan, Parliament has the opportunity to translate its transparency commitments into practice by co-creating the Open Parliament Action Plan with civil society, supported by clear and publicly reported monitoring mechanisms—turning the Speaker's declaration of intent into a structured and accountable reform process.

INDICATOR SUMMARY

Standard 1.1

	MODERATE	Legal framework establishes transparency principles and citizen participation
	BASIC	Parliament prepares and publishes transparency program
	GOOD	Parliament appoints staff responsible for citizens' access to information
	MODERATE	Parliament publishes information request form and online register
	GOOD	Parliament establishes bodies dedicated to transparency and engagement

Standard 1.2: Building Effective Partnership Between Parliament and Civil Society Organizations

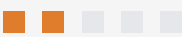
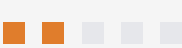
Parliament has established formal structures for engaging civil society organizations (CSOs), including the appointment of a Coordinator for relations with civil society and interest groups, the maintenance of an online CSO register, and formal mechanisms for CSO participation through public hearings, consultation platforms, and committee processes. The establishment of a Committee on Petitions and Citizen Engagement in 2025 indicates growing institutional recognition of CSO engagement as a formal parliamentary function.

However, these structures are unevenly implemented and insufficiently systematic. The CSO register is maintained in a non-interactive format that does not allow civil society organisations to self-update their own entries, limiting both its accuracy and its practical utility. Engagement meetings with CSOs are not legally mandated or consistently structured, and follow-up on CSO input in the legislative process is not systematically ensured. While dialogue between Parliament and civil society occurs, it lacks predictable frequency, systemic engagement, measurable outcomes, and monitoring mechanisms, limiting its strategic impact. Parliament does not organize dedicated capacity-building activities to strengthen CSOs' ability to engage effectively with parliamentary processes. This is particularly important for civil society organisations outside Tirana region.

Regarding PMOs, there are no specific guidelines regulating their access to parliamentary premises and proceedings. The petition system, while grounded in Article 94 of the Rules of Procedure, does not yet offer an online submission mechanism, despite persistent requests from the civil society organisations, and the publicly available petition register has not been consistently updated. Also, submitted petitions are not always reviewed by Parliament in a timely manner, and petitioners do not consistently receive responses. In 2025, Parliament established a new Committee on Petitions and Citizen Engagement, indicating an institutional commitment to strengthening this engagement channel. Overall, Parliament demonstrates openness to engagement and has established several formal mechanisms, but partnerships with civil society remain structurally present rather than fully institutionalized, strategic, or impact-driven.

INDICATOR SUMMARY

Standard 1.2

	MODERATE	Parliament appoints coordinator for CSOs
	MODERATE	Parliament maintains online register of CSOs
	MODERATE	Parliament organizes periodical meetings with civil society
	BASIC	Parliament organizes capacity-building activi ties for CSO engagement
	BASIC	Parliament publishes guidelines for citizen and CSO engagement
	NON-EXISTENT	Parliament publishes guidelines for PMOs to access premises
	BASIC	Parliament publishes online petition form and maintains register

Standard 1.3: Timely and Accurate Information Dissemination

Parliament's website (parlament.al) serves as the primary public information channel, and its overall infrastructure is more developed than initial assessments suggested: it hosts legislative trackers, committee working calendars, published decisions, and a growing repository of MP information. Parliament publishes a significant volume of documents publicly, including draft laws, agendas, committee reports, and plenary broadcasts, and the Rules of Procedure provide a general transparency framework with certain publication deadlines, such as those for plenary agendas and committee reports, demonstrating an intention to ensure advance public information.

However, the quality and timeliness of information dissemination is uneven. Clear and comprehensive publication deadlines are not defined for most document categories, including committee work programmes, calendars, draft materials, and amendments. Committee minutes are published only after formal approval, often resulting in, at times, weeks' long delays. The absence of clearly defined service standards for timely publication, and inconsistency in practice across document types, limits the reliability of Parliament's information dissemination in practice. Plenary session information is harder to navigate than committee-level content, and technical barriers, non-loading PDFs and inaccessible sub-pages, periodically prevent access to formally published materials.

Regarding completeness and data accessibility, Parliament publishes substantial information but gaps remain in clarity, consistency, and usability. Not all amendments, revised draft laws, or deliberative materials are consistently available, and most documents are published in PDF format with limited availability of machine-readable data, significantly restricting reusability and analysis by media, researchers, and civil society. While Parliament demonstrates a clear commitment to making information public, the lack of systematic deadlines, incomplete publication practices across document categories, and limited open data formats support an overall Moderate rating for this standard.

INDICATOR SUMMARY

Standard 1.3

■ ■ ■ □ □	MODERATE	Parliament publishes information in a timely manner, with clear deadlines for different types of information
■ ■ ■ □ □	MODERATE	Information published by Parliament is complete, subject only to legal exceptions that are clearly defined and justified
■ ■ □ □ □	BASIC	Parliament publishes information in open data format that allows for reusability and analysis

Dimension 2: Making Parliamentary Information Transparent

Dimension 2 examines the extent to which Parliament makes concrete information about its operations, legislative work, budget, and members' conduct publicly available and accessible. This is the most information-intensive dimension of the assessment, covering 21 indicators across five standards. The dominant pattern across Dimension 2 is one of a systematic transparency infrastructure that falls short of full implementation: Parliament has built the formal architecture for transparency, websites, registers, publications, committee structures, but implementation is inconsistent, and gaps remain in the completeness, usability, and integration of published information, including in relation to Parliament's own institutional finances.

Standard 2.1: Organizational and Institutional Information

Parliament publishes substantial organizational information through its official website, including the Rules of Procedure, committee mandates, the composition of parliamentary groups, and administrative service descriptions. A centralized MP directory includes biographies, party affiliation, and committee memberships. Additionally parliamentary expenses and income are published in open Excel format, a positive practice in financial transparency. Overall, citizens can identify who holds office, how parliamentary structures are organized, and what formal roles are exercised within the institution.

However, important qualitative gaps remain. MP profiles do not integrate voting records, attendance data, constituency activity, conflict of interest declarations, or consolidated records of speeches and legislative initiatives, limiting citizens' ability to assess individual accountability. Attendance and voting data are fragmented and largely available only in PDF format, reducing usability and traceability. Information on parliamentary bodies and administrative services, while generally comprehensive, is not always updated promptly, and contact details for specific administrative services are limited and sometimes outdated. While Parliament demonstrates a solid structural commitment to publishing organizational information, improvements in integration, standardization, update consistency, and data usability would be needed to advance this standard further.

INDICATOR SUMMARY

Standard 2.1

GOOD	Parliament publishes information on parliamentary bodies, their roles, and functions
MODERATE	Parliament publishes information on Members of Parliament profiles, including their biographies, committee memberships, and contact details
MODERATE	Parliament publishes information on administrative services, their functions, and contact details

Standard 2.2: Parliamentary Agendas, Proceedings and Decisions

Parliament has established regular practices for publishing information related to plenary and committee agendas, calendars, and audiovisual recordings. Plenary session programmes and agendas are published on the official website, and plenary sessions are livestreamed and archived on YouTube and Facebook, contributing to real-time transparency and public visibility of parliamentary debates. Committee sessions are also livestreamed and archived, representing a strong transparency practice and supporting public access to parliamentary proceedings.

However, important limitations affect the predictability, timeliness, completeness, and usability of published information. Committee calendars, reports and agendas are inconsistently updated across committees, with no clear procedural deadlines for publication, and last-minute changes reduce predictability for civil society and media. Plenary transcripts and committee minutes are published only after formal approval at subsequent meetings, resulting in delays that limit timely monitoring. Individual voting behaviour is not systematically disclosed for plenary sessions and is not disclosed in committee work. While audiovisual coverage is strong, it lacks user-friendly features such as searchable archives or timestamped navigation. Although Parliament ensures broad visibility of its agenda and activities, inconsistencies in timeliness, completeness, and data integration justify an overall Moderate-to-Good performance with clear room for improvement. Overall, two key challenges include committee reports not always consistently reflecting all amendments discussed during the committee session, and an inconsistency in the application of what is published under the rule of publishing 'documents produced during committee sessions'.

INDICATOR SUMMARY

Standard 2.2

	MODERATE	Parliament publishes plenary session calendars and agendas
	MODERATE	Parliament publishes committee session calendars and agendas
	MODERATE	Parliament publishes plenary minutes, transcripts, and voting
	MODERATE	Parliament publishes committee minutes, transcripts, and documents
	GOOD	Parliament publishes video and/or audio recordings of plenary sessions
	GOOD	Parliament provides video/audio recordings of committee sessions

Standard 2.3: Legislative Process Transparency

Parliament has established formal mechanisms for publishing draft legislation and enabling citizen engagement in the legislative process. Draft laws are systematically published on the official website, typically accompanied by explanatory notes and committee reports. A dedicated public consultation platform (konsultimi.parlament.al), launched in April 2025, provides structured opportunities for public input including article-by-article commenting and access to consultation materials.

However, important gaps affect the completeness, timeliness, traceability, and effectiveness of the legislative transparency framework. Amendments and revised draft versions are not consistently published, committee voting records are incomplete, and documentation across legislative stages is fragmented, making it difficult to follow the full legislative footprint of a bill. Public consultations are not systematically applied to all draft laws, particularly those initiated by MPs, and feedback mechanisms explaining how citizen input influenced final outcomes are weak or absent. Hearings are organized but participation often depends on committee discretion rather than guaranteed procedural stages, and timelines are frequently short. There is no legal mechanism allowing CSOs to independently request hearings on key policy discussions. The short legislative process limits the ability of civil society organizations to meaningfully engage in discussions on draft legislation, a concern raised not only by CSOs but also by Members of Parliament. This is further compounded by the pace of EU accession-driven legislation: the volume of laws required for alignment with the EU acquis often results in draft laws being fast-tracked, structurally reducing the time available for public consultation and civil society engagement, regardless of the formal mechanisms in place. Nonetheless, the intensive EU accession legislative agenda should not be seen as a justification for limited legislative transparency or inadequate CSO participation in the process.

INDICATOR SUMMARY

Standard 2.3

	MODERATE	Draft legislation and accompanying documents are published in accessible formats
	BASIC	Parliament publishes legislative tracking information showing status of draft laws
	MODERATE	Legal framework establishes citizens' right to participate in the legislative process
	MODERATE	Committees organize hearings to solicit citizen and civil society input on proposed legislation
	GOOD	Parliament maintains a public consultation platform with documented outcomes

Standard 2.4: Budget and Financial Transparency

Parliament demonstrates a strong level of financial transparency regarding its own institutional budget and expenditure. Annual budget information, detailed expenditure statements, and audit-related documentation are published on the official website and made available in accessible and reusable formats including structured data files, which enhances public scrutiny and supports analysis by media, researchers, and civil society. The regular updating of financial execution data reflects a high level of institutional commitment to financial accountability. Parliament exercises a formal oversight role during the budget planning stage, including review and approval of the State Budget. However, its oversight during budget implementation and audit follow-up remains limited. Strengthening parliamentary scrutiny will require more systematic examination of in-year budget execution, timely and public reporting by relevant committees, and ensuring parliamentary consultation when the executive reallocates funds during the fiscal year. In addition, Parliament's review of audit findings could be enhanced through more regular and transparent examination of Supreme Audit reports, alongside stronger follow-up mechanisms to track government implementation of audit recommendations.

However, transparency regarding Parliament's own procurement processes presents a significant gap. While procurement information is formally accessible through the national Public Procurement Agency portal (app.gov.al), Parliament does not publish institution-specific procurement data, tender documents, evaluation criteria, awarded contracts, or contract performance information on its own website. Procurement transparency is therefore externally dependent and fragmented from the perspective of parliamentary accountability, and the absence of a dedicated parliamentary procurement section on parlament.al justifies a Non-existent assessment for that indicator. Standard 2.4 consequently reflects a mixed performance: strong institutional budget transparency, but weak ownership of procurement transparency.

INDICATOR SUMMARY

Standard 2.4

■ ■ ■ ■ ■	EXCELLENT	Parliament publishes its budget, expenditure statements, and audit reports
■ ■ ■ ■ ■	NON-EXISTENT	Parliament publishes information on public procurement processes and contracts

Standard 2.5: Member Integrity and Accountability

Albania's Parliament operates within a structured legal and institutional integrity framework. Ethics provisions are embedded in the Law on the Status of Members of Parliament (MPs) and the Rules of Procedure, complemented by a formally adopted Code of Conduct for MPs and an accompanying Handbook. A Standing Council on the Rules of Procedure, Mandates and Immunity holds formal authority to review matters related to parliamentary conduct. The Code is subject to a periodic assessment by the Parliament's Council six months before the end of the legislature. Since the approval of The Code in 2018, no assessment has been completed. Asset and conflict-of-interest declaration obligations apply to MPs through the High Inspectorate of Declaration and Audit of Assets and Conflicts of Interest (ILDKPKI), with declarations publicly accessible via the Inspectorate's online portal. The recent adoption of Law No. 12/2026 on Lobbying further strengthens the legal architecture by introducing registration requirements, disclosure obligations, and oversight mechanisms for interactions between lobbyists and public officials. Collectively, these instruments demonstrate a legally grounded and institutionally defined integrity framework.

However, the principal challenge lies in implementation and enforcement. Monitoring findings indicate inconsistent application of the Code of Conduct, limited proactive monitoring of compliance, unclear allocation of enforcement responsibilities, and minimal public reporting on sanctions or findings related to misconduct or conflicts of interest. GRECO has expressed satisfaction with the Code of Conduct's design but has underlined the need for follow-through on enforcement, including sanctioning, as well as the importance of training and guidance for Members of Parliament. The Parliament must ensure that all information relating to legislative ethics is published on the Assembly's website and regularly updated. The Code of Ethics should be subject to more frequent assessment by the Council for Rules, Mandates and Immunities. Notably, no such assessment has been completed since the Code's approval in 2018. While asset declarations are publicly available through ILDKPKI, Parliament does not systematically consolidate or integrate this information within MP profiles, and parliamentary expense transparency is not fully individualized. The lobbying law, while a significant step forward, is assessed at Good pending full operationalization and enforcement. Although formal mechanisms to prevent, detect, and address conflicts of interest exist, their practical activation and public accountability remain uneven, supporting an overall Moderate rating for this standard.

INDICATOR SUMMARY

Standard 2.5

	MODERATE	Parliament has a Code of Conduct or Code of Ethics for Members of Parliament, and it is effectively implemented and enforced
	BASIC	Parliament publishes information on Members of Parliament's assets, income, expenses, and gifts
	MODERATE	Parliament has mechanisms to prevent, detect, and address conflicts of interest involving Members of Parliament
	GOOD	The legal framework establishes clear guidelines for lobbying activities and interactions between lobbyists and Members of Parliament

Dimension 3: Civic Engagement and Access

Dimension 3 examines the extent to which Parliament facilitates meaningful public access and engagement, through media access, physical access to the building and sessions, and active civic education and outreach. This dimension covers 11 indicators across four standards. One indicator (3.2.2: physical accessibility for persons with disabilities) remains pending independent verification by a disability organisation specialist and will be finalised prior to the validation workshop.

Standard 3.1: Making Parliamentary Information Accessible Through Multiple Channels

Parliament has adopted a Communication Strategy for 2025–2027 that provides a structured framework for institutional communication, defining objectives, target audiences, guiding principles, tools, and institutional responsibilities. The strategy covers engagement with civil society, media, youth, educational institutions, marginalized groups, and the broader public, and is supported by an Action Plan with defined activities, responsibilities, and timelines. However, the strategy has only recently entered implementation, and monitoring and evaluation mechanisms require further strengthening before the strategy can be considered consistently implemented and regularly monitored in practice.

The parliament.al website functions as an information hub but faces significant accessibility limitations. Key challenges include the site's reliance on PDF documents, which present barriers for screen readers, and complex navigation menus that may not conform to W3C Web Content Accessibility Guidelines (WCAG) 2.1 AA standards. The website's search function is limited to simple keyword queries and lacks essential advanced search capabilities including filters by date, category, or document type, reducing its reliability for users seeking to trace specific legislation or committee activity over time.

Parliament has indicated openness to improving its publication practices and moving toward open data formats, and this assessment welcomes that commitment as a basis for concrete action. The priority should be ensuring that key parliamentary datasets, voting records, plenary and committee session calendars, legislative tracking information, are published in structured, machine-readable formats that allow civil society, media, and researchers to access and analyse parliamentary work without technical barriers.

INDICATOR SUMMARY

Standard 3.1

MODERATE	Parliament has an institutional communication policy or strategy, systematically implemented and monitored
MODERATE	Parliament's website meets accessibility standards for persons with disabilities
BASIC	Parliament's website has a stable search engine with advanced search capabilities

Standard 3.2: Physical Access to Parliamentary Premises

The legal and regulatory framework provides for public access to parliamentary venues. Articles 105/2/a, 35, 43, and 77/a of the Rules of Procedure state that the openness of Parliament's work includes enabling public participation in the legislative process through open committee meetings and plenary sessions. The Parliamentary Bureau's approved manual on citizen participation[2] further outlines access modalities, including in-person and online applications, guided tours, Open Day events, and virtual tours.

However, access in practice remains dependent on prior authorization and centralized approval. The Rules of Procedure do not clearly define deadlines or detailed procedures for obtaining access, and there is no legal obligation or defined deadline for Parliament to respond to citizens' requests. There have been cases in which citizens applied to observe committee or plenary sessions but received no response. Parliament is not yet sufficiently proactive in communicating access procedures.

Regarding accessibility for persons with disabilities, available information suggests that some physical accommodations have been introduced, such as elevator access. However, there is no evidence of a comprehensive accessibility audit covering physical infrastructure, internal mobility, assistive technologies, procedural accommodations, or inclusive signage. Broader accessibility measures, including accommodations within committee rooms, public galleries, documentation formats, and real-time participation mechanisms, have not been systematically verified. Without independent expert evaluation and documented compliance with recognized accessibility standards, it is not possible to confirm whether meaningful barriers remain. Based on current observations, accessibility efforts appear partial rather than comprehensive, and a full assessment requires a structured site audit before a definitive rating can be assigned.

INDICATOR SUMMARY

Standard 3.2

■ ■ ■ □ □	MODERATE	The legal framework provides for public access to parliamentary venues, including plenary chambers and committee rooms
■ ■ □ □ □	BASIC	No physical, technical, or procedural obstacles prevent persons with disabilities from accessing parliamentary premises and proceedings

2 Manual on citizen participation in decision making

Standard 3.3: Media Access to Parliament

Media access to Parliament has been a contested issue, with sustained local and international media freedom organizations' concern about the restrictiveness of journalist accreditation arrangements. Albania's Parliament introduced a formal journalist accreditation system in 2021 through Bureau Decision No. 82, subsequently amended. The Regulation on the Accreditation, Accommodation and Orientation of Media at the Parliament[3] is publicly accessible on the parliament website and establishes documented procedures: eligibility criteria for audiovisual, print, and electronic outlets and freelancers; required documentation; a seven-day processing timeline; and accreditation durations. Approximately 800 media workers from 54 outlets currently hold accreditation.

Significant limitations prevent this indicator from reaching Good. The accreditation regulation establishes a differentiated access structure under which the public broadcaster (RTSH) has access arrangements that extend to the plenary chamber, while private media journalists operate under more restricted conditions. The basis and proportionality of this distinction has been a subject of debate, and is among the concerns raised by local and international media freedom organisations in their formal communications regarding the accreditation system.[4] No appeals mechanism exists within the regulation for journalists to challenge accreditation or access decisions. Local and international media freedom organizations, including the Safe Journalist network, SCIDEV, International Press Institute (IPI), Reporters Without Borders (RSF), and the Media Freedom Rapid Response (MFRR) coalition, have described the accreditation rules as "restrictive and unequal" in formal protest letters issued in both October 2021 and September 2025[5] .

Parliament's Accreditation Rules impose restrictions on media access that lack transparency and appear disproportionate. Private media journalists are confined to designated newsrooms and prohibited from direct reporting from committee or plenary rooms, while journalists from public broadcaster RTSH and state news agency ATSH retain full access. Independent filming is restricted in favour of official parliamentary video feeds, and formal Press Office requests are required for MP interviews. Local and international media freedom organizations have documented repeated obstruction since the rules' implementation.[6]

International best practice, as reflected in IPU guidelines on parliamentary openness, Council of Europe standards on media freedom, and OGP Open Parliament principles, establishes that parliamentary accreditation systems should be based on objective, transparent, and non-discriminatory criteria applied equally to all media regardless of ownership or affiliation; that accredited journalists should have reasonable freedom of movement within parliamentary premises to report independently on proceedings; and that effective appeals mechanisms should exist for journalists to challenge accreditation or access decisions.

3 The Regulation on the Accreditation, Accommodation and Orientation of Media at the Parliament
4 See open letters issued by the Safe Journalist network, SCIDEV, International Press Institute (IPI), Reporters Without Borders (RSF), and the Media Freedom Rapid Response (MFRR) coalition, October 2021 and September 2025.
5 Open Letter on Improving Journalists' Access to the Parliament of Albania
6 See open letters issued by the Safe Journalist network, SCIDEV, International Press Institute (IPI), Reporters Without Borders (RSF), and the Media Freedom Rapid Response (MFRR) coalition, October 2021 and September 2025.

Practical working conditions for independent journalists remain a particular concern. Accredited private media journalists currently have no dedicated indoor workspace, leaving many without basic facilities including reliable access to power for equipment during long parliamentary days. Establishing a basic dedicated press office, providing workspace, connectivity, and facilities for independent journalists, would represent a minimal but significant improvement to working conditions and a concrete signal of institutional commitment to media access. In addition, there is a clear need for structured periodic meetings between Parliament and accredited journalists to discuss access arrangements, address practical difficulties, and agree on guidance for how media engage with parliamentary proceedings. No such formal channel currently exists. During the validation workshop, journalists covering parliamentary work proposed the establishment of a dedicated journalists' network as a practical mechanism for sustaining this dialogue, a proposal that aligns with commitments already included in Parliament's Strategic Plan 2026–2030 and which this assessment supports as a concrete and achievable first step.

INDICATOR SUMMARY

Standard 3.3

MODERATE	Parliament has a clear and transparent process for journalist accreditation
BASIC	Parliament does not impose undue restrictions on journalists' access and reporting
MODERATE	Parliament provides adequate facilities and working conditions for journalists

Standard 3.4: Civic Education and Outreach

Albania's Parliament has made meaningful institutional progress in civic education and outreach. The Parliamentary Institute (Instituti Parlamentar), established in 2021, with the support of the Swiss Development Cooperation (SDC), carries a civic education mandate through a dedicated Civic Education Service (CES), which operates under a strategic plan and annual activity plan and implements activities targeting primarily youth and the general public. Parliament has invested in innovative civic education tools including a dedicated page with[7] videos, leaflets, civic education games, and a 3D virtual tour of parliamentary buildings, and has developed partnerships with schools and youth networks. These elements indicate that civic education is institutionally anchored rather than ad hoc, corresponding to a Good level for program structure and planning.

7 Civic Education Website

A gap identified through the assessment process is the need for targeted training for civil society organisations, particularly those outside Tirana region, on how to access parliamentary information and engage effectively with parliamentary processes, including how to use the consultation platform, how to submit petitions, and how to follow legislative proceedings. This is distinct from broader civic education programming: it is practical capacity-building directed at organised civil society actors who are already motivated to engage but face informational and procedural barriers to doing so effectively. Embedding this as a regular offer through the Parliamentary Institute, in cooperation with Legislative and Commitee Service would strengthen the entire civic engagement architecture.

In addition, several structural limitations prevent this standard from reaching its full potential. Budgetary sustainability remains partially dependent on external donor support, currently including NDI under the Swiss funded Parliament and Civic Education Program support (PACEP), monitoring and evaluation mechanisms for the civic education programme exist but remain underdeveloped. While CES records participant numbers, there is no structured evaluation of the quality or impact of its activities, participation data is collected, but not evidence of what participants learned, how they engaged, or whether their relationship to parliamentary processes changed. Developing systematic evaluation tools, including participant feedback, follow-up interviews, and case studies, is particularly important for long-term sustainability and for making the case for dedicated internal funding. Outreach beyond youth audiences, particularly toward universities, minorities, women, and marginalized communities, is limited, and educational materials are not systematically updated or produced in sufficient accessible formats. Outreach activities involving Members of Parliament occur but are not consistently structured or embedded in a publicly communicated annual outreach calendar. Strengthening internal funding, expanding audience targeting, introducing robust monitoring and evaluation tools, and ensuring systematic MP engagement would be necessary to advance this standard toward Excellent.

INDICATOR SUMMARY

Standard 3.4

■■■■□	GOOD	Parliament has a civic education program with a clear annual plan and budget
■■■□□	MODERATE	Parliament produces educational materials targeting specific groups
■■■■□	GOOD	Parliament organizes outreach activities with the active participation of Members of Parliament

Cross-Cutting Observations

Several themes emerge consistently across all dimensions of this assessment that are worth highlighting as cross-cutting priorities for the Open Parliament Action Plan.

The Implementation Gap

Across all three dimensions, a consistent pattern emerges: Albania's Parliament operates within a relatively well-developed legal and institutional framework for transparency, integrity, and civic engagement. The Rules of Procedure establish the openness of plenary and committee sessions; the Law on the Status of Members of Parliament and the MPs' Code of Conduct provide integrity standards; a new parliament's Strategic Plan 2026-2030, Communication Strategy 2025–2027 with accompanying action plans, and the Speaker's endorsement of an open parliament declaration define institutional vision and objectives; and formal mechanisms for consultation, petitions, media accreditation, and civic education are in place.

However, the assessment shows that the principal transparency challenge lies in timeliness and implementation consistency as well as the meaningful participation in the processes rather than in the absence of formal rules. Examples include the lack of clearly defined publication deadlines for many categories of documents; delays in publishing committee minutes; uneven publication of legislative documents across committees; inconsistent disclosure of amendments and legislative documentation; uneven enforcement of integrity provisions; and limited monitoring of parliamentary strategies. In multiple standards, Parliament meets the Moderate level because frameworks exist but are not applied in a systematic, measurable, or fully transparent manner. Bridging the gap between formal commitments and consistent operational practice emerges as a central priority for the next Open Parliament programming cycle.

Technical Accessibility as a Transparency Barrier

The assessment repeatedly identified technical and digital limitations that reduce the practical usability of published information. While a substantial volume of parliamentary information is made available online, much of it is published in PDF format, limiting reusability and searchability. PDFs failed to load on multiple occasions during the assessment period, sub-pages returned errors, and key platforms were inaccessible during verification. The website's search engine lacks advanced filtering capabilities, and document retrieval is inconsistent, particularly for older or scanned materials.

In addition, the website's accessibility for persons with disabilities requires independent verification against recognised standards, including W3C Web Content Accessibility Guidelines (WCAG) 2.1 AA, and reliance on non-accessible document formats may create barriers for users relying on assistive technologies. These findings indicate that transparency is often formal rather than functional: information is published, but not always complete and in formats that allow efficient access, analysis, or reuse. Strengthening digital infrastructure, search functionality, and accessibility compliance should therefore be treated not as technical upgrades alone, but as core transparency reforms.

Parliament's Own Finances Versus Parliament's Oversight Function

A notable gap emerged in Dimension 2 between Parliament's strong institutional budget transparency and its limited ownership of procurement transparency. Parliament publishes its annual budget, expenditure statements, and financial execution data in accessible and reusable formats, demonstrating a high level of commitment to financial accountability. However, Parliament does not publish institution-specific procurement data, tender documents, evaluation criteria, awarded contracts, or contract performance information on its own website. Procurement information is formally accessible through the national Public Procurement Agency portal, but this external dependency means procurement transparency is fragmented from the perspective of parliamentary accountability. Establishing a dedicated procurement transparency section on parlament.al would close this gap and bring Parliament's procurement practices in line with its otherwise strong financial transparency record.

Civic Engagement Infrastructure Exists But Is Underutilized

The assessment confirms that Parliament has established multiple channels for civic engagement: an online public consultation platform, provisions for committee hearings, a petition mechanism, a Civic Education Service, a Communication Strategy, and a regulatory framework enabling public access to sessions. These mechanisms demonstrate institutional intent and structural openness.

However, utilization and impact remain uneven. Public consultations are not systematically conducted for all draft laws; feedback to participants is not consistently reported; the availability of petitions in e-format is long overdue, and petitions lack guaranteed review timelines. In several cases, participation mechanisms depend on discretionary invitation or committee initiative rather than guaranteed procedural stages, meaning that engagement opportunities exist in principle but cannot be relied upon in practice. As a result, civic engagement infrastructure exists but operates below its potential. The next reform phase should focus on institutionalizing predictable procedures, publishing usage data, and embedding feedback loops that demonstrate how citizen input influences legislative outcomes.

Discretionary vs. Procedural Openness

A recurring structural feature across the assessment is that many openness mechanisms depend on discretionary decisions rather than guaranteed procedural rights. While the legal framework provides for transparency and participation, the practical activation of these rights often depends on prior authorization, internal approval, or initiative by parliamentary actors.

For example, civil society participation in committee hearings is possible but typically requires invitation by Members of Parliament or formal support from one-third of committee members. Public access to parliamentary premises requires advance application and is subject to centralized approval without clearly defined response deadlines. Media accreditation decisions do not include a formal appeal mechanism. Similarly, petition review lacks guaranteed timelines for committee consideration. These examples demonstrate that participation channels exist, but their activation depends on institutional discretion rather than automatic procedural safeguards. Moving toward clearer timelines, guaranteed response obligations, and standardized procedures would reduce unpredictability and strengthen trust in the openness framework.

Fragmentation of Information Across Platforms

The assessment highlights that parliamentary information is available, but often dispersed across multiple platforms and formats, limiting accessibility and coherence. Legislative documents, committee materials, livestream recordings, consultation inputs, asset declarations, procurement data, and voting records are hosted across different websites or separate sections, frequently without cross-referencing or integration.

For example, Members of Parliament profiles do not consolidate voting behavior, speeches, amendments, and asset disclosures into a single structured page. Asset declarations are available through an external portal rather than directly integrated into parliamentary profiles. Procurement information is accessible via the national procurement agency platform but not systematically consolidated within Parliament's institutional website. Committee reports and legislative amendments are published, but not consistently linked through a unified legislative tracking interface. This fragmentation does not indicate absence of transparency, but it undermines transparency as it reduces usability, traceability, and analytical clarity. Improving integration, cross-linking, and structured presentation of information would enhance practical openness and public oversight.

Uneven Application of Transparency Standards Across Committees

Another cross-cutting observation concerns the variation in transparency practices among parliamentary committees. While the Rules of Procedure establish a common framework for openness, implementation differs in practice across committees.

The assessment found differences in the publication of committee calendars, reports and agendas, variation in timeliness of minutes publication, inconsistency in organizing public hearings, and uneven presentation of committee documents online. Some committees provide structured and regularly updated information, while others display gaps in detail, timeliness, or accessibility. Similarly, consultation practices and engagement with civil society are not uniformly applied. This uneven implementation creates variability in citizens' ability to follow and engage with legislative work, depending on the committee in question. Institutionalizing standardized transparency requirements across all committees, including publication timelines, documentation formats, and hearing procedures, would help ensure consistency and predictability across parliamentary bodies.

03

Recommendations for advancing parliamentary openness, integrity and civic engagement

Thirty-two recommendations across four domains, legal, digital, civic, and governance, designed to be co-created into concrete OGP commitments.

03. Recommendations

The following recommendations build on the findings of the parliamentary transparency assessment and the transparency commitments included in Parliament's Strategic Plan 2026–2030, and are addressed to Parliament as the primary actor, with supporting roles for civil society, international partners, and the Government of Albania where noted. They are designed to feed into a single unifying instrument: the Open Parliament Action Plan 2026–2030 (OPAP), which should bring together the specific, time-bound commitments co-created with civil society, the transparency objectives embedded in the Strategic Plan, and the political commitment expressed in the Speaker's declaration of April 2024. Rather than developing parallel accountability frameworks, Parliament has the opportunity to consolidate its reform agenda within the OPAP, a structure that provides both the external accountability architecture of the OGP framework and the internal institutional coherence that sustained implementation requires. Recommendations that are most directly translatable into OPAP commitments are indicated as such; others speak to the broader institutional reform agenda that the OPAP process should draw on and reflect.

The recommendations are structured around four key reform areas that together address the principal transparency challenges identified in this assessment: strengthening legal and procedural frameworks; advancing digital transparency and information integration; institutionalising civic participation and public engagement; and establishing clear governance, monitoring and accountability mechanisms for implementation.

3.1 Strengthening Legal and Procedural Frameworks for Legislative Transparency

To consolidate legislative transparency and reduce procedural ambiguity, Parliament should prioritise reforms that ensure timely access to information, meaningful public participation, and coherent integrity safeguards within the legislative process.

1. Guarantee Timely, Complete, Searchable, and Reusable Legislative Information

- Establish binding publication deadlines for committee and plenary agendas, minutes, reports, amendments, revised draft laws, and voting records.
- Ensure that each draft law is accompanied by a complete and consolidated legislative file, including amendments, consultation inputs, and final adopted texts and has an easy tracking system throughout the whole legislative process.
- Progressively reduce reliance on non-searchable PDFs and publish key legislative documents in machine-readable, open data formats.
- Standardise document formats and naming conventions across all committees to ensure consistency and traceability.
- Establish and maintain a long-term video archive of plenary and committee sessions, ensuring recordings remain publicly accessible beyond the current approximate one-week retention period.

2. Strengthen Meaningful Public Participation in the Legislative Process

- Require public consultation for all draft laws, including those initiated by Members of Parliament.
- Ensure that the existing minimum consultation period is consistently observed in practice, and progressively extend it for significant or complex legislation toward the 30-day standard recommended by the OECD and OGP frameworks.
- Publish structured consultation outcome reports summarising input received and explaining how it was addressed or included it as a section in a regular committee report.
- Allow civil society organisations to formally request committee hearings on significant draft laws, rather than requiring an invitation from MPs.
- Introduce guaranteed response timelines for petitions and consultation submissions.
- Ensure konsultimi.parlament.al functions reliably and that all draft laws are uploaded consistently with full accompanying documentation as committed to by the Speaker in April 2024.

3. Consolidate and Strengthen Integrity Safeguards

- Ensure effective implementation of Law No. 12/2026 on Lobbying through public reporting on registration, disclosures, and compliance, and clarify institutional responsibilities for monitoring and enforcement from the outset.
- Integrate lobbying transparency references into relevant legislative documentation where applicable.
- Publish an annual summary report on ethics proceedings, conflict-of-interest cases, and sanctions, building public confidence in accountability mechanisms.
- Improve accessibility and linkage of asset declarations and financial disclosures within MPs' public profiles.
- Publish an annual summary report on ethics proceedings, conflict-of-interest cases, and sanctions, building public confidence in accountability mechanisms.
- Improve accessibility and linkage of asset declarations and financial disclosures within MPs' public profiles.
- Ensure the Code of Conduct is subject to more frequent assessment by the Council for Rules, Mandates and Immunities, including consideration of post-employment restrictions and a cooling-off period during which former legislators may not become lobbyists or be employed by independent institutions.
- Ensure that any breaches of the Code of Conduct are investigated through a fair and transparent procedure and, where warranted, sanctioned. Given concerns about whether the prevailing political culture is conducive to consistent enforcement, Parliament should consider establishing an external regulatory body or person, appointed by and accountable to Parliament, to investigate breaches independently.[8]

4. Adopt a Proactive Information Disclosure Framework

- Define categories of legislative and institutional information subject to automatic publication, reducing reliance on individual information requests.
- Establish clear publication timelines and update frequencies for each category.
- Promote standardised, structured, and open formats for routine publication.
- Ensure uniform implementation of disclosure obligations across all parliamentary bodies and committees.

8 [1] NDI, Strengthening the Role of the Albanian Parliament in Curbing Corruption

3.2 Advancing Digital Transparency and Information Integration

To ensure that transparency is practical, accessible, and inclusive, Parliament should prioritise digital modernisation and improved integration of information systems. Strengthening digital infrastructure and accessibility compliance should be treated not as technical upgrades alone, but as core transparency reforms.

1. Modernise Website Infrastructure and Accessibility

- Conduct an independent audit of the parliamentary website against W3C Web Content Accessibility Guidelines (WCAG) 2.1 AA standards, and publish findings.
- Implement a time-bound accessibility improvement roadmap addressing identified gaps.
- Ensure consistent technical maintenance and eliminate broken links and inaccessible sub-pages.
- Reduce reliance on scanned and non-searchable documents.

2. Upgrade Search Functionality and Legislative Traceability

- Develop and maintain searchable archives of historical legislative materials.
- Develop a unified legislative tracking interface consolidating all stages of the law-making process, including amendments, committee reports, and consultation inputs.

3. Promote Open Data and Machine-Readable Publication

- Gradually publish key parliamentary datasets — including voting records, session calendars, attendance data, and financial data — in structured, machine-readable formats.
- Establish metadata standards for parliamentary datasets.
- Enable bulk download functionality where feasible.

4. Reduce Fragmentation of Transparency Information

- Link MP profiles to voting behaviour, draft laws proposed, speeches, and official financial disclosures.
- Create a centralised transparency portal on parlament.al consolidating procurement information, ethics reporting, consultation statistics, and financial data.
- Publish Parliament's own annual budget, quarterly expenditure reports, and procurement contracts in a dedicated, user-accessible section of the parliamentary website, disaggregated and presented in machine-readable formats.

5. Publish Transparency Performance and Usage Data

- Regularly publish statistics on website usage, consultation participation, petition submissions, and engagement metrics.
- Integrate digital transparency indicators into the Open Parliament monitoring framework and the Transparency Action Plan's monitoring cycle.

3.3 Strengthening Civic Participation and Public Engagement

To ensure that civic engagement is structured, inclusive, and impactful, Parliament should institutionalise predictable engagement mechanisms, strengthen feedback practices, and expand outreach to underserved audiences.

1. Institutionalise Structured and Predictable Participation

- Adopt minimum standards for organising public hearings on significant draft legislation, including advance notice requirements and post-hearing publication of submissions and outcomes.
- Publish working calendars and consultation schedules in a timely manner, ensuring civil society organisations receive sufficient advance notice to engage meaningfully with legislative processes.
- Ensure uniform participation procedures across all committees.
- Introduce guaranteed response timelines for public submissions and access requests.

2. Strengthen Feedback and Demonstrate Impact

- Publish consultation outcome reports or integrated sections in regular reports explaining how citizen and civil society input influenced final decisions.
- Provide written responses to petitioners and consultation contributors within defined timelines.
- Publish annual participation statistics and follow-up actions.
- Develop an online petition submission portal linked to the parliamentary website, and establish regular publication of petition status updates.

3. Expand and Diversify Engagement

- Develop targeted engagement strategies for youth, universities, women, minorities, rural communities, and persons with disabilities.
- Expand outreach activities beyond parliamentary premises to local constituencies, utilising the planned Visitor Centre as a platform for sustained public engagement.
- Encourage and structure the systematic participation of Members of Parliament in outreach activities.
- Engage civil society organisations formally in the monitoring and implementation of the Open Parliament Action Plan, including through a civil society advisory panel, potentially attached to Secretariat for Transparency and Information Technology or the Speaker's Cabinet with defined consultative rights.

4. Strengthen and Sustain Civic Education

- Secure a dedicated internal budget line for the Civic Education Service, reducing dependence on external donor support.
- Expand the Parliamentary Institute's civic education mandate with dedicated programming for schools, universities, and civil society organisations.
- Increase staffing capacity to ensure programme continuity and expansion.
- Introduce monitoring and evaluation tools to measure programme impact.
- Regularly update educational materials and expand accessible formats.

5. Improve Transparency of Physical Access and Media Relations

- Publish clear, publicly accessible guidelines for accessing parliamentary premises and proceedings.
- Introduce response deadlines for visitor applications, with no request left without a response.
- Publish statistics on access requests and approvals.
- Conduct an independent accessibility audit of parliamentary premises and implement corrective measures.
- Formalise and update Albania's journalist accreditation standards, developing a clearly articulated accreditation procedure with defined criteria, timelines, and an independent appeals mechanism through which journalists can challenge accreditation or access decisions.

3.4 Governance, Monitoring and Implementation of the Open Parliament Action Plan and Transparency Action Plan

To ensure sustainability and measurable impact, Parliament should establish clear governance and monitoring mechanisms for the Open Parliament Action Plan 2026–2030, which serves as the single unifying framework for Parliament's transparency reform agenda. The OPAP provides both the external accountability structure through the OGP framework and the co-creation process with civil society, while drawing on and operationalising the transparency commitments embedded in the Strategic Plan 2026–2030.

1. Establish Clear Institutional Coordination

- Designate a lead unit responsible for coordinating implementation across both instruments, with clearly defined responsibilities across relevant parliamentary services.
- Appoint a Parliament Liaison to coordinate the OPAP process, serve as the primary OGP Support Unit contact, and coordinate with Albania's national OGP Point of Contact on process alignment.
- Ensure political oversight through periodic reporting to the Bureau by the Secretariat for Transparency and Information Technology.

2. Introduce a Monitoring and Reporting Framework

- Develop measurable indicators for each commitment, drawing on the baseline ratings established in this assessment.
- Publish annual implementation reports assessing progress against milestones for both the OPAP and the Transparency Action Plan.
- Provide clear explanations for any delays or incomplete implementation.
- Work with international partners including NDI, International Idea, IPU,OSCE, WFD, and others to develop training programmes for MPs, staff, and committee secretariats on transparency obligations and best practices.

3. Institutionalise Structured Dialogue with Civil Society

- Establish a regular Open Parliament Forum bringing together the parliamentary secretariat, civil society organisations, and media representatives to review implementation progress.
- Involve civil society formally in reviewing OPAP implementation, including through a civil society advisory panel with defined consultative rights.
- Publish feedback received and any corrective measures taken in response.

4. Ensure Sustainable Budgeting

- Integrate Open Parliament and Transparency Action Plan commitments into medium-term budget planning.
- Allocate dedicated resources for digital modernisation, transparency monitoring, civic education, and accessibility improvements, ensuring commitments are not contingent on external funding.

5. Conduct Mid-Term and Final Evaluations

- Publish a mid-term review in 2028 assessing progress against commitments in both the OPAP and the Transparency Action Plan, and identifying necessary adjustments.
- Conduct a final evaluation in 2030 documenting achievements, remaining gaps, and recommendations for the next programming cycle.
- Treat the OGP Independent Reporting Mechanism's independent assessment as a credibility resource, particularly with EU partners, rather than a compliance burden.

04

Roadmap for the open parliament action plan and transparency action plan 2026-2030

A phased 2026–2030 roadmap translating the assessment into sequenced commitments, quick wins, and indicators Parliament can commit to publicly.

04. Roadmap for the Action Plan 2026–2030

This section sets out a roadmap for developing and implementing two complementary instruments: the Open Parliament Action Plan 2026–2030 (OPAP) and the Transparency Action Plan that forms part of Parliament's Strategic Plan 2026–2030. These instruments are distinct but mutually reinforcing. The OPAP provides the external accountability architecture: specific, time-bound commitments co-created with civil society, structured under the OGP framework, and independently assessed by the OGP's Independent Reporting Mechanism. The Transparency Action Plan provides the internal institutional framework: the resourcing, coordination, and monitoring mechanisms through which Parliament operationalises its own transparency commitments over the Strategic Plan period. Together, they translate the findings of this assessment into a sustained, accountable, and institutionally grounded reform programme.

The roadmap below is informed by this assessment's findings, the OGP framework for parliamentary action plans, and regional experience from comparable Western Balkans parliaments. It is intended to guide Parliament and its civil society partners through the co-creation process and help shape the form, ambition, and architecture of the commitments both instruments will contain.

Under the OGP framework, each OPAP commitment follows a defined structure: a problem statement grounded in evidence, an explanation of how the commitment advances OGP values of transparency, participation, and accountability, concrete actions with named responsible parties, and measurable milestones with start and end dates. This assessment's ratings provide the baseline from which those commitments will be measured. The gap between each indicator's current rating and the Good or Excellent level is precisely the space within which commitments are made.

4.1 Co-Creation Process and Timeline

The development of the OPAP 2026–2030 should follow the OGP's minimum requirements for parliamentary action plans: a transparent multi-stakeholder co-creation process, documented opportunities for public input, appointment of a Parliament Liaison to coordinate with the OGP Support Unit, and timely submission for independent assessment. Albania will also need to decide whether to submit the OPAP as a standalone parliamentary plan or integrate it as a parliamentary chapter within Albania's next national OGP action plan, in early coordination with the national OGP Point of Contact. The Transparency Action Plan should be developed in parallel, ensuring that its commitments are sequenced consistently with the OPAP co-creation process and that both instruments are adopted on a coordinated timeline. The five-step process below aligns the OPAP development timeline with Parliament's calendar and the OGP framework requirements:

Q1-Q2 2026

Validation Workshops

Present assessment findings to Parliament and civil society. Validate indicator ratings and use the gap analysis to surface priority commitment areas. Formally open a multi-stakeholder dialogue on OPAP commitment priorities, ensuring all interested civil society actors have an opportunity to contribute.

Q2 2026

Parliament Liaison Appointment

Appoint a Parliament Liaison to coordinate the OPAP process, serve as the primary OGP Support Unit contact, and coordinate with Albania's national OGP Point of Contact on process alignment.

Q3 2026

Commitment Co-Creation

Through thematic working groups, draft specific commitments in OGP format, with problem statements drawn from this assessment, concrete actions, named responsible parties, and milestones. Civil society and Parliament should co-author commitments, not merely consult on government-drafted proposals.

Q3 2026

Public Consultation and OPAP Drafting

Publish a draft OPAP for public comment via konsultimi.parlament.al and civil society networks. Document and respond publicly to inputs received.

Q4 2026

Adoption and Submission

Formally adopt the OPAP, submit to the OGP Support Unit, and establish an annual implementation monitoring cycle with civil society participation.

4.2 Illustrative Commitments from Assessment Findings

The following illustrative commitments are drawn directly from the most significant gaps this assessment identified. They are presented in OGP commitment format to demonstrate how findings translate into the structured, measurable promises the OPAP will need to contain. These are starting points for the co-creation process, Parliament and civil society should refine and reprioritize during the co-creation phase.

Commitment 1

Legislative Transparency and Meaningful Public Participation

Problem (from assessment findings): Despite a formal consultation platform launched in April 2025, public consultation is not systematically applied to all draft laws — particularly those initiated by Members of Parliament. Legislative tracking information is rated Basic, amendments and revised draft versions are not consistently published, and consultation timelines are frequently too short for meaningful civil society engagement. Feedback mechanisms explaining how citizen input influenced final outcomes are weak or absent. These gaps were among the most consistently raised concerns by civil society organisations during the validation process.

Current baseline: Basic (legislative tracking);Moderate (draft legislation publication, citizen participation framework, committee hearings).

Commitment: Parliament will extend mandatory public consultation to all draft laws regardless of initiator, establish minimum consultation periods, publish structured outcomes reports documenting how citizen input was addressed, and develop a unified legislative tracking interface consolidating all stages of the law-making process.

Responsible party: Legislative Service / Committee Secretariats / IT Directorate.

Milestone 1 (M3): Mandatory consultation requirement extended to MP-initiated laws.

Milestone 2 (M6): Unified legislative tracking interface operational.

Milestone 3 (M12): First structured consultation outcome reports published across all active draft laws.

Target: Good.

Commitment 2

Digital Accessibility and Platform Reliability

Problem (from assessment findings): Recurring technical failures on parlament.al — PDFs that do not load, inaccessible sub-pages, unreliable consultation platform — directly undermine transparency measures Parliament has formally adopted.

Current baseline: Moderate across multiple indicators.

Commitment: Parliament will conduct and publish a systematic technical audit of parlament.al and implement a remediation plan addressing document accessibility and platform reliability. Konsultimi.parlament.al will be confirmed functional and all active draft laws uploaded.

Responsible party: IT Directorate / Communications Office.

Milestone 1 (M2): Technical audit published.

Milestone 2 (M6): Remediation plan implemented and verified.

Milestone 3 (M9): Consultation platform confirmed functional with all active draft laws uploaded.

Target: Good.

Commitment 3

Online Citizen Petitions and Structured Engagement

Problem (from assessment findings): No online petition submission route exists, the publicly available petition register has not been consistently updated, and civic engagement channels are not systematically publicised or utilised.

Current baseline: Basic.

Commitment: Parliament will launch an online petition portal and establish a regular publication cycle for petition status updates. The Committee on Petitions and Citizen Engagement will publish clear criteria for public hearings and a semi-annual outcomes report.

Responsible party: Committee on Petitions / IT Directorate.

Milestone 1 (M4): Online petition portal live.

Milestone 2 (M6): Published criteria and advance notice requirements for public hearings.

Milestone 3 (M12): First semi-annual petition outcomes report published.

Target: Good.

Commitment 4

Transparent and Equitable Journalist Accreditation

Problem (from assessment findings): Albania's Parliament has a formal accreditation regulation that is publicly accessible and establishes documented procedures. However, the system creates a two-tier access structure in which journalists from the public broadcaster and state news agency enjoy substantially broader access than private media journalists. No independent appeals mechanism exists. International media freedom organisations have described the system as restrictive and unequal in formal protest letters issued in both 2022 and 2025.

Current baseline: Moderate.

Commitment: Parliament will establish an independent appeals mechanism for accreditation and access decisions, review and publish revised criteria addressing the two-tier access structure, and issue an annual transparency report on accreditation decisions and outcomes.

Responsible party: Speaker's Office / Communications Directorate.

Milestone 1 (M3): Independent appeals mechanism established and publicised.

Milestone 2 (M6): Revised accreditation criteria published for public consultation.

Milestone 3 (M12): First annual transparency report on accreditation decisions published.

Target: Good.

Commitment 5

Parliamentary Financial and Procurement Transparency

Problem (from assessment findings): While Parliament publishes its institutional budget and expenditure statements to an Excellent standard, it does not publish institution-specific procurement data, tender documents, evaluation criteria, awarded contracts, or contract performance information on its own website. This external dependency means Parliament's procurement practices remain fragmented from a parliamentary accountability perspective.

Current baseline: Non-existent.

Commitment: Parliament will establish a dedicated procurement transparency section on parlament.al, proactively publishing awarded contracts above a defined threshold, tender documentation, and evaluation criteria in machine-readable formats.

Responsible party: Secretary General / Finance Directorate.

Milestone 1 (M3): Dedicated section live on parlament.al.

Milestone 2 (M6): First set of awarded contracts published with supporting documentation.

Milestone 3 (M12): Full procurement section operational with regular update cycle.

Target: Good.

4.3 Implementation and Accountability

Successful implementation of both the OPAP and the Transparency Action Plan will require three elements that this assessment's findings suggest need explicit attention: sustained political ownership at Parliament's leadership level; adequate resourcing of transparency functions including dedicated staff, IT infrastructure, and content management capacity; and genuine civil society participation in monitoring.

The OGP framework provides a ready-made accountability structure through IRM independent assessment. Parliament should treat this external accountability mechanism as a credibility resource, particularly with EU partners, rather than a compliance burden.



KEY INSIGHT

North Macedonia's experience demonstrates that the most impactful commitments are those that are specific, institutionally anchored, and co-owned with civil society from the design stage.

The Transparency Action Plan, as an internal instrument, carries its own accountability logic: it should include measurable indicators drawn from this assessment's baseline ratings, an annual internal reporting cycle, and a mid-term review in 2028. Where OPAP commitments and Transparency Action Plan commitments overlap, as they will in most areas, reporting should be coordinated so that Parliament is not maintaining parallel monitoring processes for the same reforms.

NDI will continue to provide technical assistance through the OPAP cycle, but the long-term sustainability of parliamentary transparency depends on domestic political will, dedicated resourcing, and a Parliament Liaison with the institutional access and authority to coordinate across the organisation.

Annex A: Complete indicator ratings summary

The following table presents ratings for all assessed indicators. Indicators marked 'Pending' are subject to team verification and will be updated in the final report.

Dimension 1: Promoting a Culture of Openness

INDICATOR SUMMARY

Standard 1.1: Commitment to Openness

MODERATE	Legal framework establishes transparency principles and citizen participation
BASIC	Parliament prepares and publishes transparency program
GOOD	Parliament appoints staff responsible for citizens' access to information
MODERATE	Parliament publishes information request form and online register
GOOD	Parliament establishes bodies dedicated to transparency and engagement

INDICATOR SUMMARY

Standard 1.2: Partnerships with Civil Society

	MODERATE	Parliament appoints coordinator for CSOs
	MODERATE	Parliament maintains online register of CSOs
	MODERATE	Parliament organizes periodical meetings with civil society
	BASIC	Parliament organizes capacity-building activities for CSO engagement
	BASIC	Parliament publishes guidelines for citizen and CSO engagement
	NON-EXISTENT	Parliament publishes guidelines for PMOs to access premises
	BASIC	Parliament publishes online petition form and maintains register

INDICATOR SUMMARY

Standard 1.3: Information Dissemination

	MODERATE	Parliament publishes information in a timely manner
	MODERATE	Information published is complete, subject only to legal exceptions
	BASIC	Parliament publishes information in open data format

INDICATOR SUMMARY

Standard 2.1: Organizational Information

GOOD	Parliament publishes information on parliamentary bodies, roles, and functions
MODERATE	Parliament publishes information on MPs' profiles
MODERATE	Parliament publishes information on administrative services, functions, and contacts

INDICATOR SUMMARY

Standard 2.2: Agendas, Proceedings and Decisions

MODERATE	Parliament publishes plenary session calendars and agendas
MODERATE	Parliament publishes committee session calendars and agendas
MODERATE	Parliament publishes plenary minutes, transcripts, and voting
MODERATE	Parliament publishes committee minutes, transcripts, and documents
GOOD	Parliament publishes video and/or audio recordings of plenary sessions
GOOD	Parliament provides video/audio recordings of committee sessions

INDICATOR SUMMARY

Standard 2.3: Legislative Process Transparency

MODERATE	Draft legislation and accompanying documents published
BASIC	Parliament publishes legislative tracking information showing status of draft laws
MODERATE	Legal framework establishes citizens' right to participate in
MODERATE	Committees organize hearings to solicit citizen input
GOOD	Parliament has robust online platform for public consultation

INDICATOR SUMMARY

Standard 2.4: Budget and Financial Transparency

EXCELLENT	Parliament publishes its budget, expenditure statements, and audit reports
NON-EXISTENT	Parliament publishes information on public procurement processes and contracts

INDICATOR SUMMARY

Standard 2.5: Member Integrity and Accountability

MODERATE	Parliament has a Code of Conduct/Ethics for MPs, effectively
BASIC	Parliament publishes information on MPs' assets, income, expenses, and gifts
MODERATE	Parliament has mechanisms to prevent, detect, and address conflicts of interest
GOOD	Legal framework establishes clear guidelines for lobbying activities

Dimension 3: Civic Engagement and Access

INDICATOR SUMMARY

Standard 3.1: Multi-Channel Accessibility

	MODERATE	Parliament has an institutional communication policy or strategy
	MODERATE	Parliament's website meets accessibility standards for persons with disabilities
	BASIC	Parliament's website has a stable search engine with advanced capabilities

INDICATOR SUMMARY

Standard 3.2: Physical Access

	MODERATE	Legal framework provides for public access to parliamentary venues
	BASIC	No physical, technical, or procedural obstacles prevent persons with disabilities from accessing parliamentary premises

INDICATOR SUMMARY

Standard 3.3: Media Access

	MODERATE	Parliament has a clear and transparent journalist accreditation process
	BASIC	Any restrictions on media access are transparent, limited, and proportionate
	MODERATE	Parliament provides accredited media with dedicated space and infrastructure

INDICATOR SUMMARY

Standard 3.4: Civic Education and Outreach

	GOOD	Parliament has a civic education program with a clear annual plan
	MODERATE	Parliament produces educational materials targeting specific groups
	MODERATE	Parliament organizes outreach activities with the active participation of MPs

Annex B: Key sources and citations

Legal Framework

- Constitution of the Republic of Albania (1998, as amended)
- Law No. 8417/1998 on the Constitution of the Republic of Albania
- Law on the Status of Members of Parliament
- Rules of Procedure of the Parliament of Albania (Kuvendi i Shqiperise)
- Law No. 119/2014 on the Right to Information
- Law on the High Inspectorate of Declaration and Audit of Assets and Conflicts of Interest (ILDKPKI)

International Monitoring and Assessment Reports

- Parliament of Albania Strategic Plan 2025-2030 (Kuvendi i Shqiperise)
- Parliament of Albania website: parlament.al
- Public consultation platform: konsultimi.parlament.al
- Legal Affairs Committee Minutes, December 2025 (Ombudsman hearings)
- Albania Public Procurement Portal: app.gov.al
- Albanian Government Public Consultation Portal: konsultimipublik.gov.al

International Monitoring and Assessment Reports

- SIGMA Monitoring Report 2024, Albania — Principles of Public Administration
- European Commission Albania Progress Report 2024 (EU Enlargement Package)
- OSCE/ODIHR Parliamentary Transparency Assessment Materials
- Open Government Partnership — Albania National Action Plan Documentation

Media Freedom and Governance Reports

- International Press Institute (IPI) — Open Letter on Albanian Parliamentary Accreditation, February 2022
- Media Freedom Rapid Response (MFRR) — Coalition Letter, September 2025
- ARTICLE 19 — Albania Media Freedom Reporting 2022-2025
- Reporters Without Borders (RSF) — Albania Country Reports

NDI and International Partner Resources

- National Democratic Institute (NDI) — Supporting Social Accountability Campaigns with Sample-Based Observation (Laura Grace, 2021)
- OSCE Mission to Albania — Parliamentary Communication Strategy Working Meeting, September 2024
- Inter-Parliamentary Union (IPU) — Tools for Parliamentary Oversight

KEY INSIGHT

Transparency is not simply a matter of publication. It is the lived experience of access, usability, and meaningful participation.