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Progress Report on Implementation of TCT Action Plans and Status of TCT Annex I Transposition for Georgia, Republic of Moldova, and Ukraine

2025

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Abbreviations

ABS	Anti-Lock Braking System(s)
AFIR	Alternative Fuels Infrastructure Regulation
Annex I	Annex I to the Transport Community Treaty
CADaS	Common Accident Data Set
CARE database	Community Database on road accidents resulting in death or injury
CEMA	Centre for Excellence in Maritime Affairs
CER	Community of European Railway and Infrastructure Companies
CESNI	European Committee for Drawing Up Standards in the Field of Inland Navigation
DEBO	Designated Body
DINA/RIS	Digital Inland Navigation Area/ River Information Services
EaP	Eastern Partnership
EaP RSO	Eastern Partnership Road Safety Observatory
EBRD	European Bank for Reconstruction and Development
EC	European Commission
e-Call	Emergency Call
ECDIS	Electronic Chart Display and Information System
eCMR	Digital version of the freight document CMR
ECVVR	European Centralised Virtual Vehicle Register
EEC	European Economic Community
eFTI	Electronic Freight Transport Information
EIB	European Investment Bank
EIM	European Rail Infrastructure Managers
EMSA	European Maritime Safety Agency
eQMS	Electronic Queuing Management System
ERA	European Union Agency for Railways
ERTMS	European Rail Traffic Management System
eTIR	Electronic – International Road Transport
EU	European Union
EU DEL(s)	European Union Delegation(s)
EU Member State(s)	European Union Member State(s)
EVR	European Vehicle Register
FIA	Fédération Internationale de l'Automobile
FIDIC	International Federation of Consulting Engineers, Fédération Internationale des Ingénieurs-Conseils
ICT	Information and Communications Technology
IFI	International Financial Institution
ILO	International Labour Organisation
IM(s)	Infrastructure Manager(s)
IMO	International Maritime Organisation
ISPS	International Ship and Port Facility Security
ITS	Intelligent Transport Systems
IWW	Inland Waterways
JASPERS	Joint Assistance to Support Projects in European Regions
KPIs	Key Performance Indicators
LB	Licensing Body
LNG	Liquefied Natural Gas
MAIS	Maximum Abbreviated Injury Scale
MNSW	Maritime National Single Window
MoU	Memorandum of Understanding
NIB	National Investigation Body
NMSW	National Maritime Single Window
NS	Network Statement
NSA	National Safety Authority
NVR	National Vehicle Register
OTIF	Intergovernmental Organisation for International Carriage by Rail
Paris MoU	Paris Memorandum of Understanding on Port State Control

PCS	Port Community System
PIU	Project Implementation Units
PSO	Public Service Obligation
RAMS	Road Asset Management System
RAP	Rail Action Plan
RIAMS	Railway Infrastructure Asset Management System
RIMN WB	Rail Infrastructure Managers Network of the Western Balkans
RINF	European Registers of Infrastructure
RIS	River Information Services
RISM	Road Infrastructure Safety Management
ROADPOL	European Roads Policing Network
RRA	Railway Regulatory Agency
RRB	Railway Regulatory Body
RSA	Road Safety Audit
RSC	Regional Steering Committee
RSI	Road Safety Inspection
RTSA	Road Traffic Safety Agency
RU	Railway Undertaking
SDG(S)	Sustainable Development Goal(s)
SLA	Service Level Agreement
SOLAS	International Convention for the Safety of Life at Sea
STCW	International Convention on Standards of Training, Certification and Watchkeeping for Seafarers
TA	Technical Assistance
TAIEX	Technical Assistance and Information Exchange Instrument of the European Commission
TCT	Transport Community
TCT Secretariat	Transport Community Permanent Secretariat
TEAMS platform	Microsoft Teams business communication platform
TEN-T	Trans-European Transport Networks
TEN-T Regulation	Regulation 2024/1679 repealing Regulation 1315/2013
ToR	Terms of Reference
TSI(s)	Technical Specification(s) of Interoperability
UN	United Nations
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
VTMIS	Vessel Traffic Management Information System
WBRSO	Western Balkans Road Safety Observatory
WHO	World Health Organisation

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1. Observing Participants' Outlook

1.1 Background

In November 2022, the Ministerial Council of the Transport Community invited Georgia, the Republic of Moldova, and Ukraine to seek closer association with the Transport Community as Observing Participants.

Joining the Transport Community as Observing Participants represents a significant step towards aligning with EU standards, encompassing more than 518 legal acts under the Transport Community Treaty and representing a form of partial EU accession.

Therefore, by supporting Observing Participants in aligning with the standards and practices of the Transport Community, the Permanent Secretariat of the Transport Community, with the support of the European Union[1], facilitates their progress along the EU accession path, particularly in relation to Chapter 14 Transport and Chapter 21 TEN-T networks of the negotiation process.

Closer involvement of Georgia, the Republic of Moldova and Ukraine in the Transport Community as Observing Participants marks an important step in the previously established multilateral cooperation framework with the European Union, in which connectivity and transport play a vital role. Policy-wise, each country has signed a dedicated Association Agreement with the EU, outlining specific requirements and priorities for the transport sector. Marking further progress in their EU membership aspirations, the Republic of Moldova and Ukraine were granted EU candidate status in June 2022. Due to the recent political developments in Georgia, the country's EU accession process is de facto halted, as concluded by the European Council in June 2024.[2] A Bilateral Screening Meeting on the acquis, under negotiation chapters 14 Transport and 21 Trans-European Networks, was held in Brussels from 10 June to 13 June 2025 with the Republic of Moldova, and from 24 June to 27 June 2025 with Ukraine. Advancing on the path to EU membership requires a gradual but complete legislative and regulatory alignment, with the entire body of EU law (the Acquis) being incorporated into national legal frameworks.

In parallel with accession negotiations, systematic engagement with the Transport Community is expected to elevate cooperation to a new level, contributing significantly to the efforts of Observing Participants to align with EU standards and regulations in the sector.

Annex I of the Transport Community Treaty comprises a series of EU legal acts that non-EU signing parties are required to incorporate in their internal legal order within specific timelines and according to certain procedures. Essentially, **the full transposition and implementation of the acquis listed in Annex I is an essential prerequisite for the effective functioning of the Transport Community.** As such, monitoring and quantifying the progress made by regional partners in this regard is a critical task that the Permanent Secretariat of the Transport Community performs regularly.

This report provides an objective assessment for stakeholders, regional authorities, and international institutions on the progress achieved, measures undertaken, and further actions required by the Observing Participants to advance the implementation of the Transport Community Action Plans. It also outlines the necessary timelines and coordination mechanisms to ensure continued alignment with the commitments of the Transport Community Treaty.

1.2 Executive Summary

This report assesses the progress made in 2025 of the Transport Community Permanent Secretariat's (TCT) Four Action Plans – **Rail, Road, Road Safety, and Waterborne Transport** – for the Observing Participants (Georgia, the Republic of Moldova, and Ukraine). It also evaluates the status of **TCT Annex I transposition** under the revised Annex I of the Transport Community Treaty.

The 2025 review of the Transport Community's Four Action Plans shows gradual, but uneven progress among the Observing Participants.

[1] Grant Contract no. NDICI-GEO-NEAR/2023/452-688, "Participation of Georgia, the Republic of Moldova and Ukraine in the Transport Community."
[2] European Council conclusions, 27 June 2024

Georgia has made notable advances in road safety and infrastructure management, but further effort is still necessary in the area of sustainability and acquis transposition.

The Republic of Moldova is progressing more slowly and unevenly, with capacity constraints and persistent gaps in multimodality and road safety. Exiting the Paris MoU blacklist and reinforcing institutions remain urgent tasks.

Ukraine, despite the war, has re-engaged in waterborne transport and set clear priorities. Its commitment to EU alignment is evident, with fuller timelines expected in 2026.

- **Overall implementation** across the four Action Plans remains **gradual and moderate**, with an average fulfilment rate of **39%**. Georgia shows some progress overall, the Republic of Moldova shows uneven but steady progress, while Ukraine, amid extraordinary challenges, has provided clear deadlines only for Waterborne Transport and Multimodality.
- **Rail Action Plan** – Georgia and the Republic of Moldova demonstrate moderate progress, achieving ~33% completion and ~22%, respectively.
- **Road Action Plan** – Both countries are advancing, with Georgia at ~47% completion and Moldova at ~34%.
- **Road Safety Action Plan** – Georgia shows strong progress at 67%, while Moldova remains moderate at 35%.
- **Waterborne Transport and Multimodality** – Georgia achieved ~50% and Moldova ~25% progress. Ukraine recently defined its priorities, with implementation to be monitored in the upcoming years.

Transposition of TCT Annex I across all three Observing Participants remains limited, underlining the need for accelerated legislative work, stronger coordination across ministries, and targeted technical assistance.

- The majority of acquis across all Observing Participants remains **not transposed (>65%)**.
- Georgia has the highest share of fully transposed acquis **(13.6%)**, while Moldova and Ukraine show more partial transposition **(>33%)**.
- On average, Observing Participants have transposed **5.2%** of acquis, partially transposed **29.4%**, while **65.5% remain unaddressed**.

Graphical presentation of the TCT Annex I Acquis transposition status in all Observing Participants is as follows:

Overall Annex I - **EU acquis transposition**

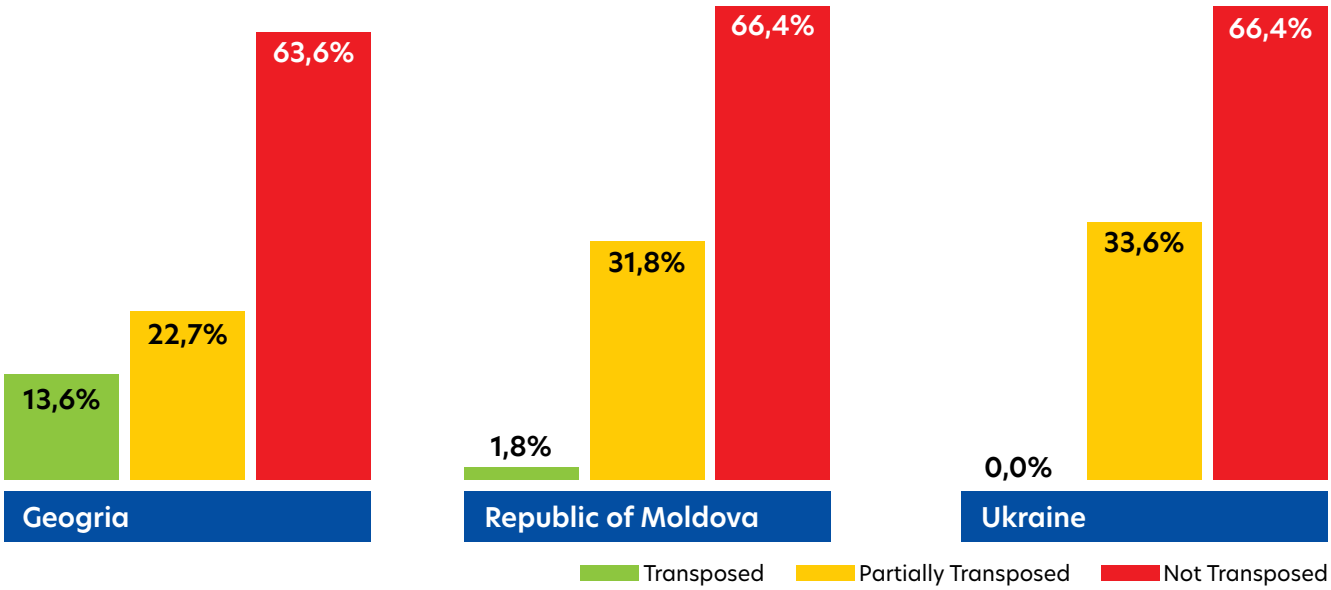


Figure 1. Overall Annex I EU acquis transposition

In terms of Rules applicable to rail transport (Annex I.2), on average 81% of legal acts remain not transposed.

Annex I.2 - **EU Acquis Transposition Status**

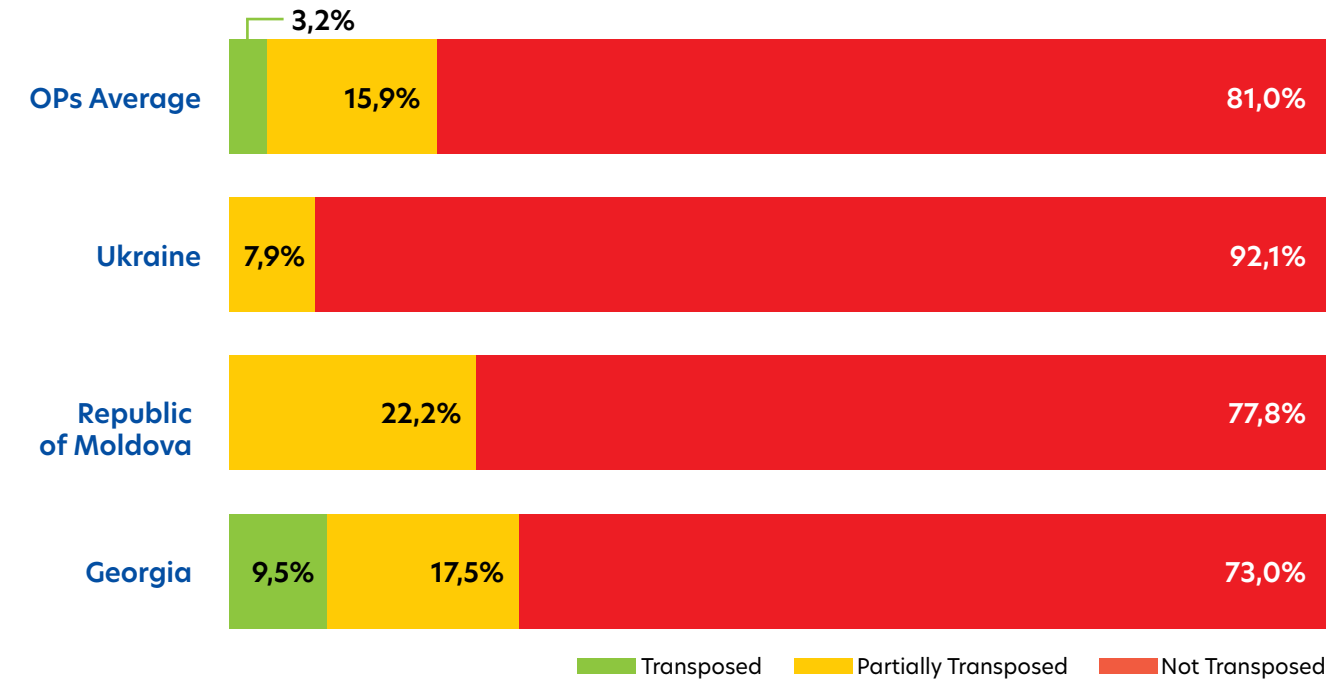


Figure 2. Annex I.2 Transposition status

Overall, full transposition is rare. Partial transposition is more common in the **Republic of Moldova and Georgia**, while **Ukraine** is significantly behind.

Regarding the **Rules applicable to road transport (Annex I.3)**, the situation is more favourable for all Observing Participants, despite approximately 60% of acts remaining not transposed.

Annex I.3 - **EU Acquis Transposition Status**

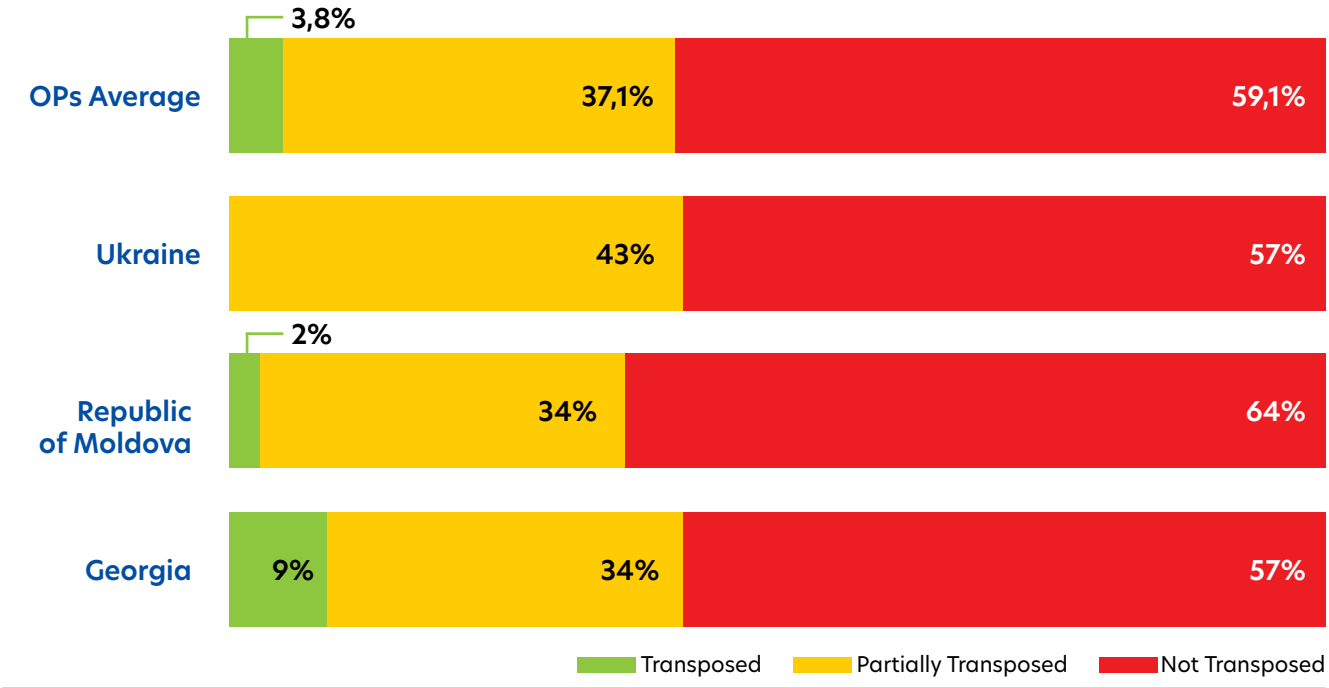


Figure 3. Annex I.3 Transposition status

There are no significant differences between Observing Participants in this area.

Concerning the **Rules applicable to maritime transport (Annex I.4)**, one third of all acts are still only partially transposed due to the amendments to the main acts remaining not transposed.

Annex I.4 - **EU Acquis Transposition Status**

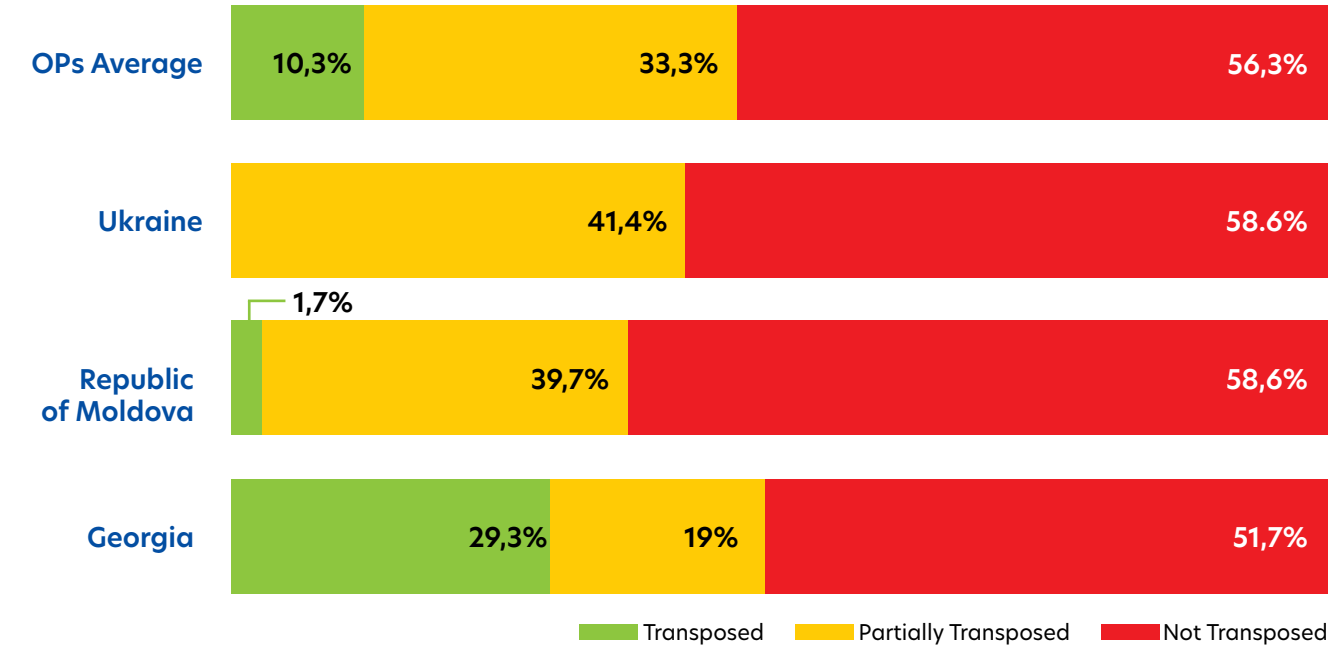


Figure 4. Annex I.4 Transposition status

With a rate of almost 30% of acts transposed, Georgia is the most advanced in this process. A notable portion of the acquis has already entered the process of partial transposition both in Republic of Moldova and Ukraine, indicating concrete steps toward aligning its maritime legislation with EU standards.

In terms of the **Rules applicable to maritime transport (Annex I.5)**, none of the acts has been fully transposed by any of the Observing Participants.

Annex I.5 - **EU Acquis Transposition Status**

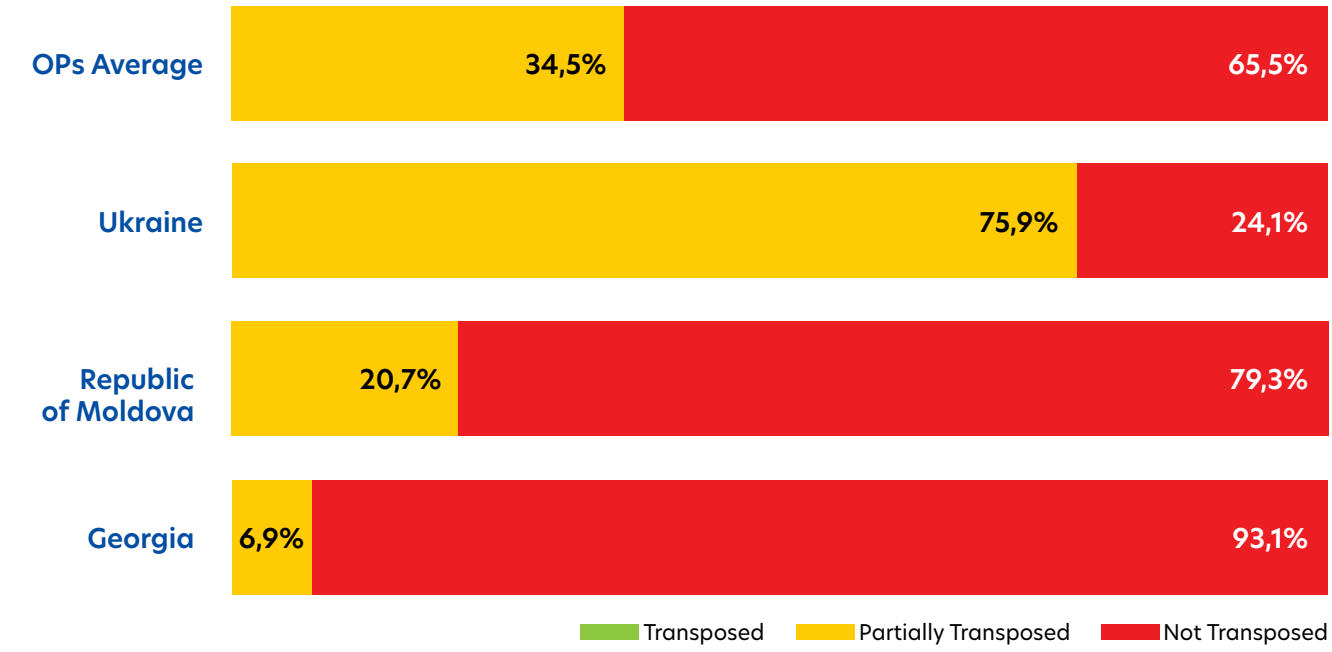


Figure 5. Annex I.5 Transposition status

Ukraine remains the most dedicated in this matter as almost 76% of the acts have been partially transposed. Several main acts and amendments are in the process of preparation for transposition.

1.3 **Methodology**

This Report is structured around two interlinked components:

1. State of play on the implementation of the Action Plans, and

2. Status of Transposition of the TCT Annex I

Both components have been prepared based on **official feedback and data provided by the competent authorities** of the three Observing Participants. This process proved to be complex, lengthy and challenging and will remain an ongoing activity and a fundamental element of cooperation with the Observing Participants.

To complement the input provided by the Observing Participants, experts from the Project Implementation Unit made efforts to minimise the workload for observers by addressing missing data and filling information gaps, wherever possible, through desk research and targeted interviews with relevant stakeholders. The report also draws on information presented during meetings with Observing Participants and reflects the status as of October 2025.

The combined approach ensures that the findings reflect both the **self-assessment of national authorities** and **independent analysis conducted by PIU experts**, providing a balanced and objective evaluation of progress.

1. State of play on the implementation of the Action Plans

The exercise of updating the Action Plans commenced with the preparation of consolidated draft versions, taking due account of the following:

- The draft editions were presented to the Ministerial Council in late 2023.
- The updated list of measures was discussed within the Technical Committees in the framework of the preparation of the Next Generation Action Plans for the Western Balkans regional partners.

The horizontal versions were further tailored to each Observing Participant's specific needs and priorities. While, for the purposes of the present report, consolidated Action Plans were prepared, mirroring the approach applied in the Western Balkans region, further monitoring and reporting will be carried out individually, as each Observing Participant faces unique challenges, which are reflected in their respective list of priorities. As a matter of principle, the Action Plans cover the 2025-2027 timeframe. However, specific actions ranked lower in terms of priority span over longer periods, which is in line with the internal planning of each Observing Participant. While the Action Plans for Georgia and the Republic of Moldova effectively integrate the Transport Community's priorities with each Observing Participant's specific needs and constraints, engagement with the Ukrainian members of the Technical Committees could not be ensured due to the particular circumstances currently affecting the country.

The overall purpose of the monitoring mechanism is to track progress and regress in the implementation of the measures included within the Action Plans, as well as provide stakeholders with an objective assessment of achievements, delays, and remaining gaps. The assessment of measures continues to follow the principle of evaluating each measure individually. No comparison is made between measures, as each addresses different objectives and contexts. All measures are evaluated using the same scale and weighting system, thereby ensuring consistency across the evaluation. The calculation of the overall progress for each measure is based on the average score of its sub-measures, with aggregated results providing a picture of progress within each thematic group (pillar) of actions (measures). This system allows for both detailed analysis at the level of individual measures and an aggregated overview of implementation at the thematic level. The objective is not to create competition between measures, but rather to present a reliable state of play of the extent to which commitments made under the Action Plans are being implemented.

The monitoring methodology used to assess implementation progress on the Action Plans for the Observing Participants as of 2025 mirrors the one used for the TCT signing parties, agreed on at the 5th Regional Steering Committee meeting held in June 2019. It aims to track the implementation of the formulated actions throughout 2025 and to provide the various relevant stakeholders with an objective view as to where and by whom further efforts are required.

The measures are not compared to each other, but each measure is appraised using the same scale and weight. The monitoring mechanism enables a qualitative assessment of the implementation of each measure. Four basic progress indicators are used to demonstrate the progress achieved in the implementation of each measure, through the assessment of its sub-actions, and one indicator is applied to reflect regression, labelled as Stagnant (Pending).

As the mechanism for the TCT Observers' Action Plans progress monitoring mirrors the one used for the Western Balkans, more detailed information about the Methodology can be found in Annex 2A of the Action Plans and the TCT Annex I Progress Report 2024[3].

2. Status of Transposition of the TCT Annex I Acquis

The 2025 TCT Annex I Status Report provides a baseline assessment of the Observing Participants' compliance with the provisions of the relevant legislation enclosed in Annex I of the Transport Community Treaty.

Annual reporting on the progress of Observing Participants towards TCT Annex I alignment mirrors the methodology used for Regional Partners. Having in mind that Annex I is updated annually to reflect development within the EU, the TCT Annex I revision adopted in 2025 includes the listed amendments to existing legal acts. The total number of listed legal acts in the proposed 2025 Annex I has risen to 518 for the reporting period, in comparison to 244 legal acts examined last year.

In the process of report preparation, the main acts and their amendments were considered as one act. Consequently, the total number of acts examined is 220. Reporting focuses primarily on the main legal acts listed, noting that, for some, amendments are included in this year's revised Annex I. Nevertheless, all legal acts (main acts and amendments) were subject to a **monitoring process to determine whether they have been transposed**[4] (fully or partially).

The status of ***fully transposed*** is assigned only if all legal acts within a given item have been individually addressed and fully transposed. If any of the acts within the item are not transposed or are partially transposed, the item is marked as ***partially transposed***. Where no action has been taken, the status ***not transposed*** is assigned.

In addition, for legal acts marked as transposed or partially transposed, an estimate of the **time required for full implementation**[5] **is provided**, based on the Observing Participants' self-assessment. Information on the implementation status of TCT Annex I has proven challenging to obtain due to the specific features, scope, and complexity of individual legal acts. Certain acts may be considered implemented immediately upon adoption, while for others, implementation remains a separate, distinct process.

Further editions will enable progress monitoring and measurement based on relevant performance indicators and methodology, thus becoming a key tool for tracking the Observing Participants' advances in transposing and implementing the EU regulatory framework.

Grouping specific regulatory areas in thematic clusters facilitates the analysis and review of the information for statistical purposes, as well as thematic/sectoral reporting. It also enables straightforward performance tracking for various institutional stakeholders. One of the key findings emerging from the review missions performed by TCT in 2025 concerns the complexity of the internal institutional framework for the distribution of responsibilities related to Annex I acquis. For example, in the Republic of Moldova, besides the line ministry (Ministry of Infrastructure and Regional Development), other key stakeholders sharing varying degrees of responsibility include the Ministry of Environment, Ministry of Economic Development, Ministry of Education, Public Services Agency, Public Procurement Agency, Ministry of Interior, Ministry of Digitalisation, State Chancellery, Ministry of Agriculture, and Ministry of Health.

[3] https://www.transport-community.org/wp-content/uploads/2025/05/Action-Plans-and-the-EU-Acquis-Progress-Report-digital.pdf
[4] TCT Annex I transposition refers to the process of incorporating the provisions of the TCT Annex I (the body of EU law) into the Observing Participants' national legal systems. This involves adopting new laws, amending existing ones, or repealing conflicting legislation to align with the EU standards. Transposition is primarily a legislative process, ensuring that EU legislation is duly reflected in the national legal framework.
[5] TCT Annex I implementation refers to the practical application of the transposed laws. This involves establishing the necessary administrative structures, enforcement mechanisms, and procedures to ensure that the laws are properly applied, monitored, and enforced as intended.

The thematic clusters have been defined with due regard to the Sections and Regulatory Areas of Annex I. While some thematic clusters correspond to individual Regulatory Areas that are sufficiently specific and include a large number of individual legal acts, others comprise several related Regulatory Areas that share common features in terms of either the regulated domain or the corresponding institutional responsibilities. For example, Annexes I.6 and I.7, which cover environment and public procurement rules, each correspond to a single dedicated thematic cluster comprising all Regulatory Areas therein included. Thematic clusters were further grouped into specific sectors, as follows:

- Horizontal/multimodal (comprising acquis under Annexes I.1, I.6 and I.7, as well as multimodal thematic clusters (transport of dangerous goods, electronic freight).
- Rail (Annex I.2).
- Road and Road Safety (Annex I.3).
- Maritime transport (Annex I.4).
- Inland waterway transport. (Annex I.5).

The list of defined thematic clusters in relation to the Sections and Regulatory Areas of Annex I is provided in table form below:

Sector	Thematic cluster	Regulatory areas
Horizontal/ Multimodal (Annexes I.1, I.2, I.3, I.4, I.5, I.6 and I.7)	Infrastructure (Annex I.1)	TEN-T development
		Clean vehicles and alternative fuels infrastructure
	Transport of Dangerous goods (Annexes I.2, I.3, I.4 and I.5)	Inland transport of dangerous goods
		Checks on the transport of dangerous goods
		Transportable pressure equipment
	Electronic freight (Annexes I.2, I.3 and I.5)	Electronic freight transport information
	Environmental rules applicable to transport (Annex I.6)	Assessment of effects
		Conservation
		Fuels, air quality and climate change
		Water policy
		Noise
	Public procurement rules applicable to the transport sector (Annex I.7)	Review procedures
		Procurement procedures
		Public services
Rail (Annex I.2)	Market access	Market access
	Train drivers	Train driver licensing
	Interoperability	Interoperability
	European Union Agency for Railways	European Union Agency for Railways
	Railway safety	Railway safety
	Social (rail)	Social field – working time/hours
		Passenger rights

Sector	Thematic cluster	Regulatory areas
Road and Road Safety (Annex I.3)	Social (road)	Social provisions – driving time and rest periods
		Enforcement of social legislation
		Admission to the occupation of road operator
		Tachograph
		Working time
		Passenger rights
		Form of attestation of activities
	Vehicles	Roadworthiness
		Roadside inspection
		Speed limitation devices
		Safety belts
Road and Road Safety (Annex I.3)	Vehicles	Mirrors
		Registration documents
		Dimensions and weight of vehicles
		Type approval
	Road infrastructure	Road charging infrastructure – annual vehicle taxes
		Road infrastructure safety management
		Tunnels
		Road toll systems
	Drivers	Training of drivers
		Driving licences
		Cross-border exchange of information
	Intelligent Transport Systems	Intelligent Transport Systems
Maritime Transport (Annex I.4)	Policy, market access, and competition	Maritime policy
		Access to the market
		International relations
		Port services
	Technical, safety, and security	Ship inspection and survey organisations – recognised organisations
		Flag state
		Port state control
		International Safety Management Code
		International agreements
		Marine equipment
		Passenger ships
		Safety of fishing vessels
		Oil tankers
		Bulk carriers
		Accident investigation
		Insurance
		Maritime security
		European Maritime Safety Agency

Sector	Thematic cluster	Regulatory areas
Maritime Transport (Annex I.4)	Environmental	Environment
		Organotin compounds
		Ship-source pollution
		Ship-generated waste
		Committee on safe seas and the prevention of pollution from ships
		Renewable and low-carbon fuels
	Smart, digital, and telematic Applications	Vessel traffic monitoring
		Reporting formalities
		Maritime single window
	Social and educational	Social aspects
		Passenger rights
		Training of seafarers
Inland Waterways Transport (Annex I.5)	Access to the market	Access to the market
	Access to the profession	Access to the profession
	Social	Working time
		Passenger rights
	Safety/technical requirements	Safety/technical requirements.
	River information services	River information services
	Environmental	Environment (air quality) and climate change

For each thematic cluster listed above, the report provides updated status information on the acquis included therein, along with the calculation of performance indicators.

- **Thematic clustering increases reporting granularity** and facilitates review and analysis of data for statistical purposes, as well as sector-specific/thematic reporting, making it easier to monitor progress and identify gaps within specific regulatory domains.
- While offering valuable insights into progress in specific sectors, the resulting granularity remains sufficiently **synthetic**, avoiding practical issues related to report size and clarity (27 thematic clusters compared to 80 Regulatory Areas in Annex I).
- The approach accounts for the **complexity of diverse institutional frameworks**, ensuring that the share of responsibilities across various ministries and agencies is duly considered and facilitating corrective and follow-up actions.
- Clustering related to regulatory areas allows for a more **holistic view of TCT Annex I status**, making it easier to identify overlaps or common challenges that span multiple domains.

The full list of performance indicators used in the 2025 report, as well as the rationale for selection, is provided in table form below.

No	Indicator	Rationale
1.	% of acquis transposed	This is the key indicator that TCT reporting has been tracking. It provides an overall measure of progress in incorporating EU law into the national legal framework. This key indicator serves as a benchmark for assessing Observing Participants' alignment with EU standards and the general legislative effort required for full transposition.
2.	% of acquis partially transposed	
3.	% of acquis not transposed	
4.	Number of acts planned to be transposed during the next 2 years	Plans for future transposition over the next two years are also a key aspect of the transposition monitoring process. This indicator will be used in subsequent reports on the transposition status.
5.	% of acquis implemented	Tracking the implementation of acquis shows the extent to which transposed laws are being put into practical effect. This indicator ensures that the focus is not just on transposition, but also on the real-world application and enforcement of EU standards.

These indicators are calculated for each observing participant at three distinct levels:

- Per thematic cluster.
- Per section of Annex I.
- For the entirety of Annex I.

Where the available data was insufficient to calculate all listed indicators, the report was adjusted accordingly by excluding some indicators for certain thematic clusters and/or Observing Participant.

2. Progress on the Implementation of the TCT Action Plans[6]

2.1 Overview – Observing Participants

2.1.1 Rail

Background

The Rail Action Plan 2025-2027 focuses on establishing a roadmap for rail market opening, the development of a sustainable and efficient Trans-European Transport Network (TEN-T) rail network and enhancing interoperability and safety elements.

The Rail Action Plan aims to enhance competitiveness in the railway sector in non-EU countries, as the current lack of competitiveness undermines the development of sustainable transport and limits the provision of quality services for both passengers and freight. To address this, the Observing Participants are encouraged to prioritise efforts aimed at overcoming persistent barriers to market opening while ensuring the full implementation of EU interoperability legislation and strengthening overall governance within the sector. In addition, longstanding challenges such as inadequate asset maintenance and chronic underinvestment continue to impede progress.

The Rail Action Plan for the Observing Participants consists of eight pillars:

- Market access
- Passenger rights
- Train driver licensing
- Interoperability
- Railway safety
- Modernisation of rail infrastructure
- Cooperation within the region
- Sustainable and multimodal measures

This Plan prioritises alignment with the EU Rail Acquis, particularly Annex I.2 of the TCT, through legislative and practical measures aimed at enhancing competition and attracting investment.

Overall progress

As of 2025, overall progress in the implementation of the Rail Action Plan is as follows: **Georgia has made limited progress**, achieving an overall score of approximately 33%; the **Republic of Moldova lags** at around 22%; **Ukraine is not included in the progress assessment, as no agreement has yet been reached regarding its participation in the Rail Action Plan** due to the particular circumstances the country is facing.

Georgia demonstrates stronger performance in areas such as train driver licensing and railway safety, although progress in interoperability remains minimal.

Despite making some headway in transposing several EU legal acts over the past year, the Republic of Moldova's overall progress remains slow. The country's highest scores are observed in the areas of passenger rights and train driver licensing.

[6] Progress noted in the report is based on self-reporting by the Observing Participants and information collected during desk research.

Both countries continue to face significant challenges in aligning with the EU acquis, particularly in areas such as rail market opening, interoperability, modernisation of rail network infrastructure, and sustainable and multimodal measures.

Overall, Georgia is slightly ahead in implementation; however, both countries require intensified efforts and continued support in order to meet the objectives of the Rail Action Plan.

Overall progress in implementation of the Rail Action Plan 2025

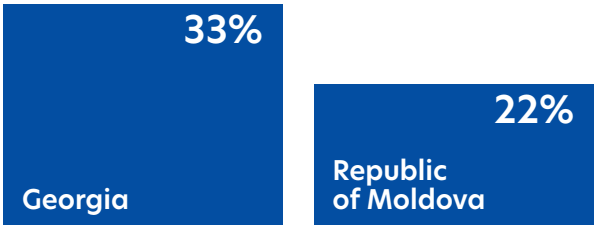


Figure 6. Overall progress in implementation of the Rail Action Plan 2025

Rail Action Plan Pillar/Chapter	Progress per pillar	
	Georgia	Republic of Moldova
Market access	29%	19%
Passenger rights	33%	33%
Train driver licensing	83%	33%
Interoperability	0%	7%
Railway safety	44%	11%
Modernisation of rail network infrastructure	8%	8%
Cooperation within the region	67%	67%
Sustainable and multimodal measures	0%	0%
Overall progress	**33%**	**22%**

Market access

Under the *Market access* pillar, the implementation of planned actions aims to create an open, competitive, and EU-compliant rail market by strengthening institutional independence, transparency, and operational efficiency. Key steps include establishing functional regulatory bodies, improving infrastructure access, ensuring fair compensation for public services, and introducing multi-annual contracts to enhance stability and asset management.

Georgia has made moderate progress in the Market access pillar thanks to the transposition of provisions regarding the opening of the railway market at the domestic level, the establishment and implementation of several key institutions, and the conclusion of a Public Service Contract with JSC Georgian Railway.

The Republic of Moldova's progress is behind that of Georgia, as the country has transposed provisions regarding a multi-annual infrastructure contract, partially transposed Commission Implementing Regulation (EU) 2017/2177 on access to service facilities and rail-related services, and established several key institutions, but without full implementation.

Market access

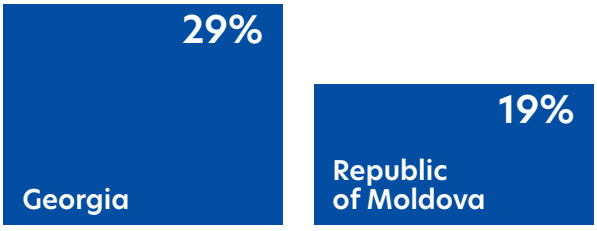


Figure 7. Market access

Passenger rights

Transposing and implementing Regulation 2021/782 on rail passengers' rights and obligations will enhance rail passenger rights by setting minimum service standards and ensuring fair treatment. The regulation covers key areas such as accessibility, delays, cancellations, and complaint handling. Its implementation is expected to strengthen legal protections, improve service quality, and encourage greater use of rail transport.

Both countries are at the same level of transposition of Regulation 2021/782, with progress recorded at 33%. The regulation has been partially transposed into national legislation.

Train driver licensing

The main aim of this pillar is to establish a harmonised and safe train driver licensing system, which is aligned with EU standards and ensures interoperability, mutual recognition of qualifications, and improved safety and reliability of rail operations across participating countries.

Georgia has almost fully transposed and implemented all relevant items of TCT Annex I on the certification of train drivers operating locomotives and trains within the railway system. The Republic of Moldova has only partially transposed Directive 2007/59/EC on the certification of train drivers operating locomotives and trains within the railway system in the Community, as well as Regulation (EU) No 36/2010 on Community models for train driving licences, complementary certificates, certified copies of complementary certificates, and application forms for train driving licences, while implementation remains uncertain.

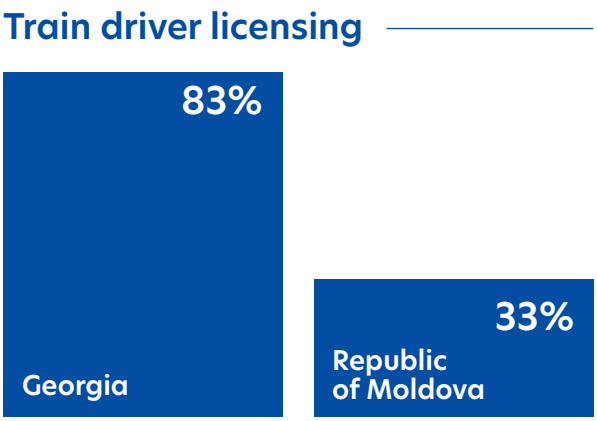


Figure 8. Train driver licensing

Interoperability

Integration with the EU rail market requires alignment with the relevant EU acquis, including Directive (EU) 2016/797, as well as the adoption of all EU Technical Specifications for Interoperability (TSIs). Countries are also expected to establish electronic registers of vehicles within the European Vehicle Register (EVR) and infrastructure registers in line with the European Registers of Infrastructure (RINF). These measures will facilitate cross-border operations, enhance connectivity, and improve transparency, data management, and coordination across railways.

Georgia has not yet initiated activities related to interoperability, while Moldova is in the very early stages of the transposition process, having only partially transposed Directive (EU) 2016/797 on interoperability. Both countries have set the objective to complete the actions under this pillar by 2027.



Figure 9. Interoperability

Railway safety

Ensuring railway safety is essential for protecting passengers, freight, and personnel, while also supporting efficient operations and long-term economic and social benefits. The actions focus on achieving mutual recognition of operating licences, train driver licences, safety certificates, and vehicle authorisations among the Observing Participants. They also support the implementation of effective safety management systems, certified maintenance facilities, and harmonised national rules. These efforts are expected to improve regulatory compliance, standardise operations, and enhance overall performance across the rail sector.

Although this is one of the key pillars, progress has been limited, with Georgia advancing further in its activities compared to Moldova. Directive (EU) 2016/798 on railway safety has been fully transposed in Georgia, and the provisions related to the Safety Management System (SMS) have also been transposed, with implementation already underway. In contrast, Moldova has partially transposed Directive (EU) 2016/798, while Commission Delegated Regulation (EU) 2018/763, establishing practical arrangements for issuing single safety certificates to railway undertakings, has been incorporated into a draft Government Decision.

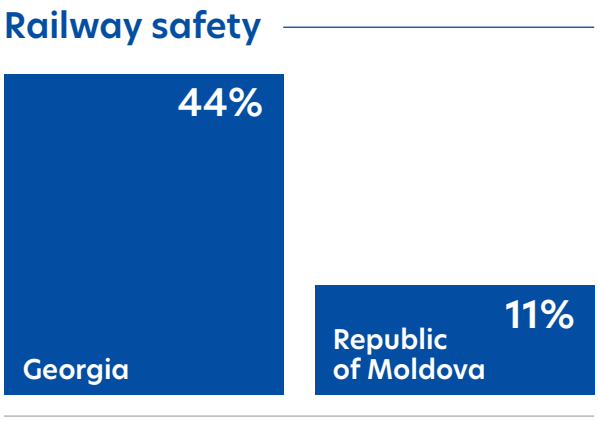


Figure 10. Railway safety

Modernisation of the rail network infrastructure

The actions focus on improving the quality, reliability, and safety of rail infrastructure to support more efficient and competitive railway operations. This includes upgrading, reconstructing, or constructing priority sections along the TEN-T network, enhancing safety at level crossings, and progressively aligning with TEN-T quality standards. The establishment of a Rail Infrastructure Asset Management System (RIAMS) will serve as a key tool in supporting these activities and ensuring effective infrastructure planning and maintenance.

Georgia and the Republic of Moldova are at a very early stage, with both having completed 8% of the preparation phase for activities under this pillar. Both countries need to prioritise actions and accelerate the deployment and modernisation of their rail network infrastructure.

Cooperation within the region

The actions within this pillar aim to strengthen coordination and cooperation among key railway institutions by establishing regional networks for Rail Regulatory Bodies (RRBs), National Safety Authorities (NSAs), and National Investigation Bodies (NIBs). This collaboration supports more effective regulatory oversight and governance across the region. As a result, stakeholders benefit from enhanced knowledge sharing, improved efficiency in safety and regulatory matters, and broader adoption of best practices.

Georgia, Moldova, and Ukraine are observers under the Memorandum of Understanding signed in May 2025 to formally establish the Regional Network of Safety Authorities, Investigation Bodies, and Regulatory Bodies. This status allows them to participate in the network's activities. Progress stands at 67% for both Georgia and Moldova.

Sustainable and multimodal measures

The actions aim to enhance freight transport by advancing digitalisation and e-freight through EU-aligned legislation, while promoting multimodality through the development of action plans for multimodal freight terminals. A key priority is enhancing the resilience and sustainability of the rail sector. Expected outcomes include greater efficiency and transparency in freight operations, improved connectivity, and stronger institutional capacity to support climate adaptation and infrastructure resilience across transport networks.

At this stage, no country has prioritised the activities under this pillar, and no implementation efforts have been undertaken. Both Georgia and Moldova are yet to incorporate these actions into their national plans. Given the complexity and technical nature of this pillar, targeted support will be essential to ensure effective implementation, as it represents one of the more challenging areas for all participating countries.

2.1.2 **Road**

Background

Road transport has a dominant share of the transportation market, offering flexibility and accessibility that other transport modes often cannot match. Despite challenges such as traffic congestion and environmental impact, road transport remains essential for economic development and social connectivity.

The Road Action Plan 2025-2027 for Observing Participants has been drafted in line with the specific needs and requirements of each of the three countries. Corresponding to the main thematic priorities agreed for the sector and described in more detail below, the Road Action Plan brings together a list of specific measures grouped under the following five key pillars:

- Establishing functioning and efficient road maintenance systems.
- ITS Deployment on the Core/Comprehensive Road Network.
- Enhancing road transport resilience and use of alternative fuels.
- Transposition and implementation of the road market and social acquis.
- Enhancing cooperation and experience exchange.

This Action Plan supports the transposition of the Transport Community Treaty Annex I.3 Rules applicable to road transport. The aim of the Road Action Plan extends beyond driving economic growth, seeking also to enhance the quality of life for citizens across the countries involved.

Building on the relevant work undertaken in the road sector, the measures included in the Road Action Plan reflect progress achieved, address the specific needs of individual participants, and incorporate updates of the relevant EU regulations.

The Transport Community Permanent Secretariat will support the implementation of the Road Action Plan in close cooperation with other key stakeholders such as the European Commission, EU Delegations (EU DEL(s)), and International Financing Institutions (IFIs).

Overall progress

Assessment of the overall implementation of the Road Action Plan up to October 2025 indicates that **Georgia** has made moderate to steady progress, achieving an overall score of approximately 47%, while at around 34% the **Republic of Moldova** made moderate progress. Ukraine is not included in the progress assessment, as no data has been received concerning the Road Action Plan due to the particular circumstances and challenges the country is facing.

Georgia demonstrates stronger performance and progress in pillars such as establishing a functioning and efficient road maintenance system, demonstrating significant progress above 80%. That said, progress in enhancing road transport climate resilience and the use of alternative fuels and ITS Deployment on Core/Comprehensive Road Networks remains slow at around 20%.

On the other side, despite making some progress in implementing the activities included in the Road Action plan and transposing several EU legal acts over the past year, the **Republic of Moldova's** overall progress remains slow. The highest scores were observed in the areas of enhancing cooperation and experience exchange (just under 70%). This is followed by the advances made in improving road transport climate resilience and the use of alternative fuels (just under 40%), and ITS Deployment on Core/Comprehensive Road Networks (around 33%).

Both countries continue to face significant challenges in implementing the activities under the Road Action plan and aligning with the EU acquis.

Overall, Georgia is ahead in implementation, but both countries require intensified efforts and continued support in order to meet the objectives of the Road Action Plan.

Overall progress in implementation of the Road Action Plan - October 2025

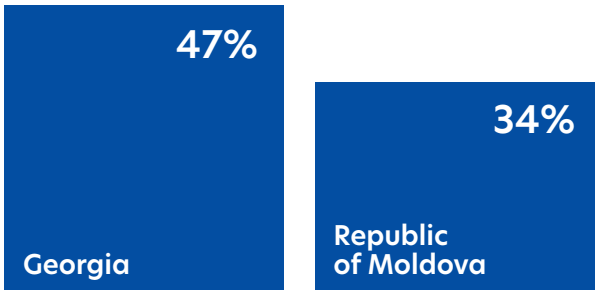


Figure 11. Overall progress in implementation of the Road Action Plan

Road Action Plan Pillar/Chapter	Progress per pillar up to October 2025	
	Georgia	Moldova
Establishing a functioning and efficient road maintenance system	83%	19%
ITS Deployment on Core/Comprehensive Road Networks	22%	33%
Enhancing road transport climate resilience and use of alternative fuels	17%	33%
Transposition and implementation of the road market and social acquis	N/A	7%
Enhancing regional cooperation and experience exchange	67%	11%
Overall progress	**47%**	**8%**

Establishing a functioning and efficient road maintenance system

Improper maintenance leads to unsafe and unreliable roads, significantly compromising public safety and transportation efficiency. Deteriorating road conditions increase the risk of accidents, cause vehicle damage, and result in traffic disruptions. Additionally, inadequate maintenance often leads to more frequent and costly repairs in the long run.

The actions within this pillar aim to enhance road infrastructure planning and management through multiannual maintenance planning, systematic data collection, asset condition assessment, and the establishment of Road Asset Management Systems (RAMS). The maintenance plan outlines scheduled activities, prioritises tasks, and allocates resources. Data collection utilises technologies like GIS to create a detailed inventory of road assets. Regular asset condition assessments will evaluate the physical state of infrastructure using standardised methodologies. RAMS integrates these processes into a cohesive framework for optimised decision-making and asset sustainability. Moreover, a Service Level Agreement (SLA) between the Ministry of Transport and Road Authorities/Public Enterprises formalises terms, responsibilities, and performance expectations.

Expected outcomes encompass improved efficiency, predictability, and sustainability of road infrastructure, leading to optimised budget allocation. The multiannual maintenance plan aims to reduce disruptions and enhance budget management. Established data collection systems will result in a more accurate and accessible database of road assets, supporting an informed decision-making process. Regular infrastructure condition assessment will ensure timely maintenance and prioritisation of tasks. Implementing RAMS will strengthen data-driven decisions, optimise investments, and improve the resilience and reliability of the road infrastructure. The SLA will streamline service provision, enhance service quality and efficiency, and promote transparent governance, ultimately leading to higher public satisfaction and better infrastructure performance. The overall outcome will be a better road network aligned with EU standards, as defined in Annex I of the Transport Community Treaty.

Georgia demonstrates significant progress with 83% of the pillar, while **Moldova** remains slow, achieving only 17%:

Establishing functioning and efficient road maintenance systems

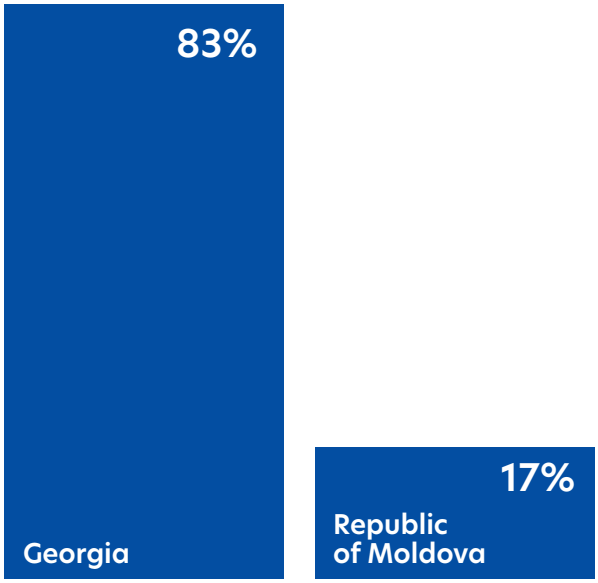


Figure 12. Establishing functioning and efficient road maintenance systems

ITS Deployment on the Core/ Comprehensive Road Networks

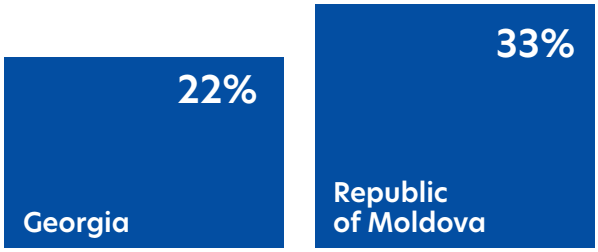


Figure 13. ITS Deployment on the Core/ Comprehensive Road Networks

ITS Deployment on Core/ Comprehensive Road Networks

Intelligent Transportation Systems (ITS) are essential for developing a modern and efficient road network, as they enhance traffic management, safety, and overall system performance. ITS helps optimise traffic flow, reduce congestion, and minimise travel delays, benefiting road users and network administrators.

The actions within this pillar aim to ensure the comprehensive integration of advanced technologies and data-driven solutions into transport infrastructure and operations, guided by a strategic framework to enhance safety, efficiency, and sustainability. This includes the adoption of an Intelligent Transport System (ITS) Strategy, the transposition of the ITS EU Directive and Delegated Regulations into national legislation, and the establishment of centralised platforms and organisational structures such as the National Access Point (NAP) and National Bodies. Together, these measures promote harmonisation, interoperability, and standardisation across the OPs, improve real-time traffic information services (RTTI), and facilitate the consistent implementation of potential interoperable electronic tolling systems once e-tolling systems are applied.

The establishment of a regulatory basis supporting the deployment of advanced ITS systems is expected to bring enhanced safety, efficiency, and sustainability. Improved real-time traffic information services will strengthen regional connectivity, benefiting mobility, commerce, and governance transparency.

In this pillar, Georgia demonstrates slow progress of 22%, while Moldova is slightly better, achieving moderate progress of 33%:

Enhancing road transport resilience and the use of alternative fuels

Enhancing road transport climate resilience and promoting alternative fuels are essential for creating a sustainable and future-ready road transport system. As climate change leads to more extreme weather events, improving infrastructure resilience ensures that roads remain safe and operational under challenging conditions. Simultaneously, transitioning to alternative fuels reduces the sector's carbon footprint, decreases dependency on fossil fuels, and contributes to cleaner air and environmental sustainability.

The actions within this pillar aim to enhance road transport climate resilience and the use of alternative fuels among the Observing Participants. They include the adoption of the European Commission Technical Guidance on climate-proofing infrastructure, implementing a Resilience Action Plan for Core and Comprehensive Road Networks, undertaking risk-based vulnerability interventions for TEN-T Networks, and enhancing the use of alternative fuels by deploying e-charging stations. These initiatives involve integrating climate risk assessments and adaptation measures into infrastructure projects, strengthening road networks against natural disasters, prioritising interventions based on risk assessments, and promoting electric vehicle uptake through the strategic deployment of charging infrastructure.

Expected outcomes include enhanced resilience in the face of climate change and natural disasters. Improved planning and design processes will lead to more robust and functional infrastructure networks. Additionally, an increased number of e-charging stations will contribute to reducing greenhouse gas emissions and air pollution, supporting environmental sustainability.

Within this pillar, **Georgia** demonstrates slow progress of only 17%, and **Moldova** moderate progress of 39%:

Enhancing road transport resilience and the use of alternative fuels

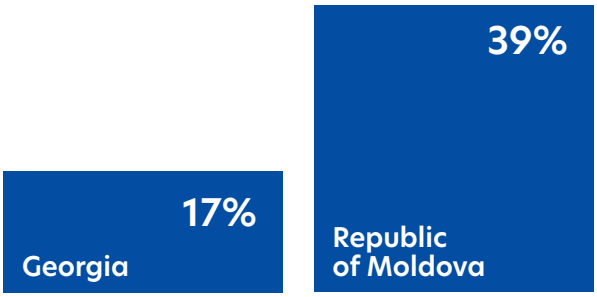


Figure 14. Enhancing road transport resilience and the use of alternative fuels

Transposition and implementation of the road market and social acquis

The transposition and implementation of the road market and social acquis primarily aim to ensure fair competition conditions and establish a level playing field within the sector, and to improve social conditions for employees covered by it, while enhancing overall road safety through provisions that regulate maximum driving times over various timeframes and mandate regular rest periods for drivers.

Implementing the actions outlined in this pillar of the action plan involves the development of a common transport policy, supported by the establishment of harmonised rules for access to the international road haulage market and by the definition of conditions under which non-resident hauliers may provide transport services. This will contribute to the smooth operation of the internal transport market. Another key aim is to ensure a coherent framework for the international carriage of passengers by coach and bus across the Member States and the Republic of Moldova, covered under bilateral agreements.

Expected outcomes comprise a robust and acquis-compliant road transport market that is competitive at the EU level and provides suitable conditions for businesses and fair competition among road transport operators. Additionally, a coherent regulatory framework for the international carriage of passengers by coach and bus will be established, alongside improved social conditions for employees. Ultimately, these efforts will contribute to the creation of a safe, efficient, and socially responsible road transport sector.

Under this pillar, **Moldova** demonstrates slow progress, with a rate of only 17%, while no progress is presented for **Georgia** as this action is not applicable to the country:

Transposition and implementation of the road market and social acquis



Figure 15. Transposition and implementation of the road market and social acquis

Enhancing cooperation and experience exchange

The actions within this pillar aim to enhance cooperation and improve efficiency in road network management among the Observing Participants. By participating in the Road Executive Networks, the Observing Participants will engage in consultation and coordination before adopting maintenance plans and ITS deployment. This collaborative approach ensures that best practices are shared, promoting a more cohesive and well-maintained road network.

Enhancing cooperation and experience exchange

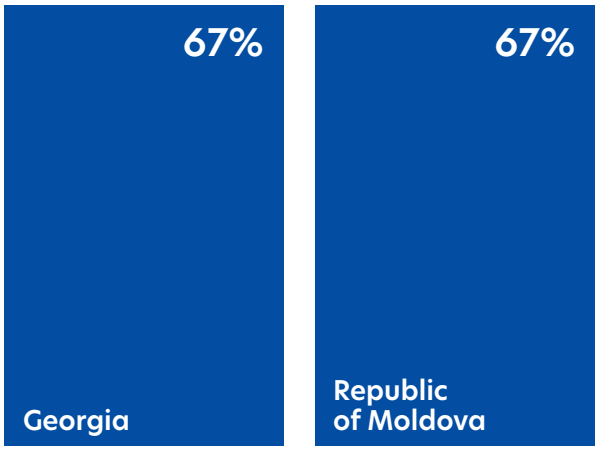


Figure 16. Enhancing cooperation and experience exchange

Additionally, stakeholders will benefit from capacity-building initiatives, such as workshops designed to exchange technical expertise and strengthen skills. These workshops will foster knowledge sharing, helping participants enhance their road management capabilities and implement more effective and sustainable infrastructure solutions.

The expected outcomes include the continued strengthening of collaboration and mutual understanding within the Established Road Executive Networks, thereby enhancing the effectiveness of joint initiatives. Strengthened human capacities will further support the wider dissemination and utilisation of technical expertise.

Both **Georgia and Moldova** demonstrate steady progress, achieving a rate of 67%.

2.1.3 **Road Safety**

Background

Road safety is important not only because it ensures the smooth functioning of transport systems but because it has a positive impact on the whole of society. It reduces the risk of accidents, saves lives, and prevents injuries, contributing to public health and lowering the societal and economic costs of road-related incidents. Currently, the Observing Participants are far from achieving the goal of reducing fatalities by 50% by 2030, with some regional partners demonstrating a worrying trend of growing fatality numbers. This requires immediate, well-targeted measures, aligned with best practices established at the international level.

The Road Safety Action Plan for the Observing Participants has been drafted according to the needs and requirements of each of the three countries. It is divided into five thematic chapters, described in more detail below, corresponding to the main thematic priorities agreed for the sector:

- Strengthening road safety management.
- Promoting safer infrastructure.
- Promoting the protection of road users (including speed management).
- Promoting the use of safer vehicles.
- Enhancing cooperation and experience exchange.

The Safe System Approach, the main feature of the Decade of Action in Road Safety for 2021-2030 and EU Road Safety Policy Framework 2021-2030, recognises that road transport is a complex system and places safety at its core. It also emphasises that humans, vehicles, and the road infrastructure must interact seamlessly to ensure high safety across the entire system.

The Road Safety Action Plan outlines recommended actions and best practices for preventing serious road injuries and fatalities. It emphasises the importance of a holistic approach to road safety and calls for continued improvements in road and vehicle design, the strengthening of legislation and law enforcement, and the provision of timely, life-saving emergency care for the injured.

The goal is to embed safety measures throughout every element of the road system so as to create a secure environment for all road users, including the most vulnerable (pedestrians, cyclists, and drivers).

Overall progress

The overall implementation of the Road Safety Action Plan as of October 2025 indicates that Georgia has made steady progress, achieving an overall score of approximately 67%, while the Republic of Moldova lags with moderate progress of around 35%. Ukraine is not included in the progress assessment, as no data has been received concerning the Road Safety Action Plan due to the particular circumstances and challenges currently facing the country.

Georgia demonstrates performance in pillars such as strengthening road safety management and promoting safer infrastructure, with implementation levels exceeding 80%. However, progress in promoting the protection of road users and the use of safer vehicles remains moderate, at around or slightly above 50%.

Despite making some progress in implementing the activities from the Road Safety Action plan over the past year, **Moldova's** overall progress remains moderate. The highest results are observed in the area of enhancing cooperation and experience exchange, with scores just under 70%, followed by moderate progress in promoting the use of safer vehicles and developing safer infrastructure, with implementation levels ranging from 33% to 44% respectively. Slow progress is recorded in strengthening road safety management and promoting the protection of road users below, with results remaining below 20%.

Both countries continue to face challenges in the implementation of activities under the Road Safety Action Plan and in aligning with the EU acquis.

Overall, Georgia is well ahead in implementation, but both countries require intensified efforts and continued support in order to meet the objectives of the Road Safety Action Plan.

Overall progress in implementation of the Road Safety Action Plan - October 2025

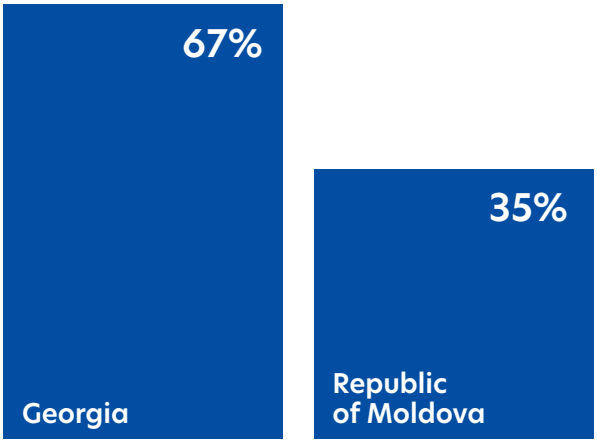


Figure 17. Overall progress in implementation of the Road Safety Action Plan

Road Action Plan Pillar/Chapter	Progress per pillar up to October 2025	
	Georgia	Moldova
Strengthening road safety management	83%	13%
Promoting safer infrastructure	80%	33%
Promoting the protection of road users (including speed management)	50%	17%
Promoting the use of safer vehicles	56%	44%
Enhancing cooperation and experience exchange	67%	67%
Overall progress	**67%**	**35%**

Road safety statistics for the Observing Participants (Georgia and Moldova) show a fluctuating trend in the number of fatalities over recent years. The overall number of deaths increased slightly, from 639 in 2023 to 653 in 2024, representing a rise of 14 fatalities, or 2.19%. In **Georgia**, the number of fatalities increased marginally by 0.45 %, from 442 in 2023 to 444 in 2024, while in the **Republic of Moldova**, the increase was 6.09 %, from 197 deaths in 2023 to 209 in 2024.

Observing Participants	2019	2020	2021	2022	2023	2024
Georgia	481	450	449	430	442	↑ 444
Republic of Moldova	277	244	254	217	197	↑ 209
Ukraine	No data provided					
Observing Participants (Georgia and the Republic of Moldova)	**758**	**694**	**703**	**647**	**639**	**↑ 653**

Strengthening road safety management

To enhance road safety management, several critical measures must be implemented. Establishing a Lead Road Safety Agency serves as the cornerstone of these actions, ensuring centralised monitoring and coordination. The agency will streamline efforts across various stakeholders under the supervision of Competent Authorities, enhancing efficiency and accountability in implementing road safety measures.

A critical aspect concerns improving systematic data collection on road traffic fatalities and serious injuries, according to EU standards such as the CARE data model (also known as the Common Accident Data Set (CADaS) protocol). By consolidating and enhancing data quality, authorities can accurately assess trends, identify high-risk areas, and shape interventions accordingly. Meeting criteria for integration into the EU CARE database further reinforces transparency and benchmarking against international best practices. Introducing the Maximum Abbreviated Injury Scale (MAIS) 3+ and trauma registries strengthens the system's capacity to promptly address serious injuries, ensuring a holistic approach to road safety that prioritises prevention and response measures.

Strengthening road safety management

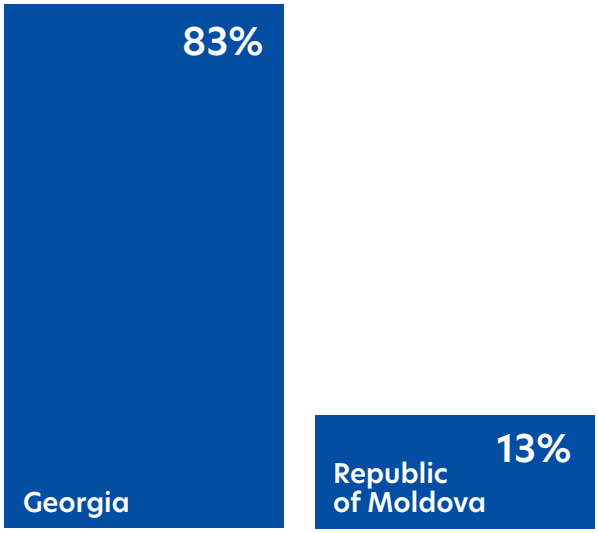


Figure 18. Strengthening road safety management

The development of a comprehensive Road Safety Strategy and Action Plan to reduce fatal and serious injuries by 50% by 2030 – in line with both EU and UN frameworks – is imperative, reflecting a commitment to reducing road accidents through evidence-based measures. Through these pillars, a cohesive and proactive approach emerges, poised to significantly mitigate road traffic risks and save lives.

Expected outcomes include a strengthened institutional framework and enhanced data collection systems, supported by a more robust structure of governance. This will enable effective coordination and implementation of safety measures, leading to improved oversight and evaluation of initiatives. As a result, the system will ensure timely adjustments and continuous improvements where needed.

In this area, **Georgia** demonstrates significant progress, with a rate of 83%, while **Moldova** remains slow, with implementation scores of only 13%:

Promoting a safer infrastructure

Promoting a safer road infrastructure is secured through the rigorous implementation of key EU Directives, which aim to enhance road network safety and minimise risks for all users. Directive 2008/96/EC, alongside its 2019 amendment (Directive (EU) 2019/1936), constitutes the key framework for road infrastructure safety management. These directives mandate comprehensive safety assessments and management practices across road networks, establishing consistent standards in identifying and mitigating hazards. By adhering to these directives, authorities can systematically enhance infrastructure resilience, promote safer road conditions, and ultimately reduce the frequency and severity of accidents.

In addition, Directive 2004/54/EC sets stringent safety requirements for tunnels, ensuring they meet minimum safety standards to protect users during transit. These measures encompass everything from lighting and ventilation to emergency response preparedness, fostering a secure environment in tunnels across the TEN-T network.

Moreover, establishing and enforcing appropriate speed limits, supported by advanced safety measures such as road signs, speed cameras, and speed-restricting mechanisms, is an essential component of a comprehensive road safety strategy. These measures not only promote compliance with regulations but also enhance awareness and accountability among drivers, contributing significantly to overall road safety outcomes.

In this area, expected outcomes include the successful implementation of the Road Infrastructure Safety Management and Tunnel Safety EU Directives, which will minimise the risk of road accidents and enhance overall transportation safety. This, in turn, will contribute to the development of an infrastructure that meets regulatory requirements and establishes a secure and reliable transportation network that prioritises the well-being and safety of all users.

Georgia demonstrates significant progress, achieving an implementation rate of 80%, while **Moldova** remains moderate, with a score of 33%:

Promoting safer infrastructure

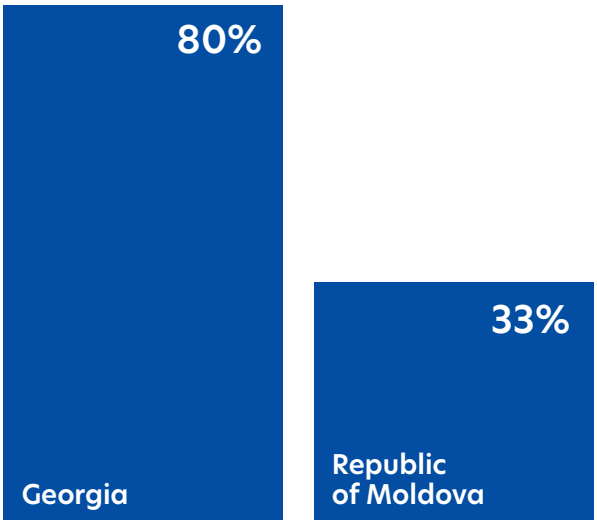


Figure 19. Promoting safer infrastructure

Promoting the protection of road users (including speed management)

Ensuring the safety of vulnerable road users demands a multifaceted approach centred on targeted programmes and infrastructure enhancements. Key initiatives include developing specific protection programmes for powered two-wheelers and addressing their unique safety challenges through education and infrastructure improvements.

Enhancing the safety of pedestrians, cyclists, and motorcyclists involves a comprehensive infrastructure design that integrates dedicated lanes, crossings, and traffic calming measures, coupled with stringent speed management protocols. Effective enforcement of road safety measures is critical for reducing unsafe behaviours, including speeding, impaired driving and distracted driving, thereby protecting vulnerable road users from preventable risks. Moreover, continuous education and training initiatives are essential for promoting responsible road behaviour, particularly among novice drivers, motorcyclists, and professional drivers, reinforcing compliance with traffic rules and fostering a culture of road safety.

Expected outcomes include significantly strengthening responsible driving and adherence to safety regulations, achieved through enhanced awareness campaigns, education programmes, and rigorous enforcement of traffic laws. Additionally, improvements in road safety will be supported by better road designs, the installation of appropriate signage and barriers, and effective speed management measures.

In this area, **Georgia** demonstrates moderate to steady progress, with an implementation rate of 50%, while **Moldova's** progress is slow, reaching only 17%.

Promoting the protection of road users

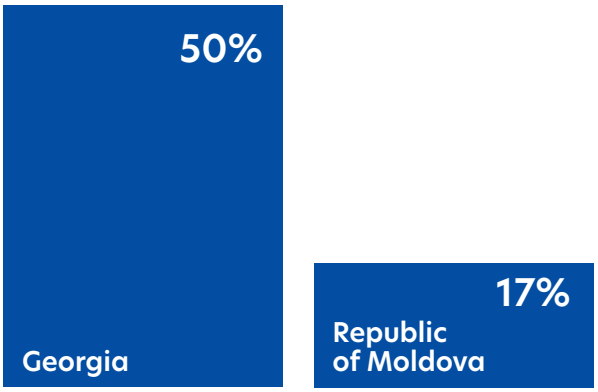


Figure 20. Promoting the protection of road users

Promoting the use of safer vehicles

Enhancing vehicle safety standards is essential for protecting all road users. Central to this effort is the promotion and enforcement of safety measures, ensuring that vehicles meet stringent criteria for occupant protection. This includes equipping vehicles with essential safety features such as seat belts, airbags, and advanced active safety systems, which are crucial in mitigating injury risks during accidents.

Promoting the use of safer vehicles

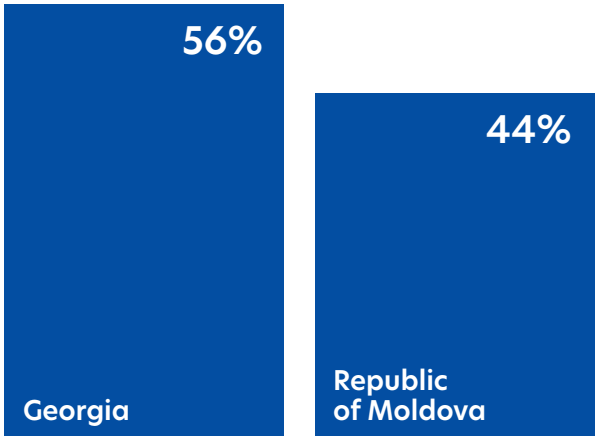


Figure 21. Promoting the use of safer vehicles

Moreover, as ITSs become increasingly integrated, it is imperative to ensure their compatibility and interoperability with EU standards, particularly systems like eCall and 112 emergency services. Supporting the harmonisation of EU regulations further strengthens vehicle safety across borders, including comprehensive standards for the homologation of motor vehicles, trailers, motorcycles, and agricultural vehicles. By adhering to these measures and enhancing cooperation, stakeholders can collectively advance vehicle safety and contribute to a safer and more resilient road network for all.

Expected outcomes include a significant increase in the number of vehicles equipped with advanced safety features, such as airbags and anti-lock braking systems (ABS), leading to a substantial reduction in road accidents. Additionally, ensuring compatibility and interoperability among emergency systems will further enhance overall road safety.

In this area, **Georgia** demonstrates steady progress, with a rate of 56%, while **Moldova** shows moderate progress of 44%:

Enhancing cooperation and experience exchange

The proposed measure will facilitate a more cohesive approach to road safety across the region, promoting uniform standards and practices that prioritise the prevention of road traffic accidents. By fostering the exchange of experiences and best practices, the initiative aims to enhance the knowledge gained from EU Member States and other partner regions, leading to interventions tailored to local needs.

Expected outcomes include greater capacities and knowledge among the Observing Participants, leading to improved policy-making processes. This enhancement is expected to significantly reduce the number of road accidents, serious injuries, and fatalities.

Both **Georgia and Moldova** demonstrate steady progress, with a rate of 67%.

Enhancing cooperation and experience exchange

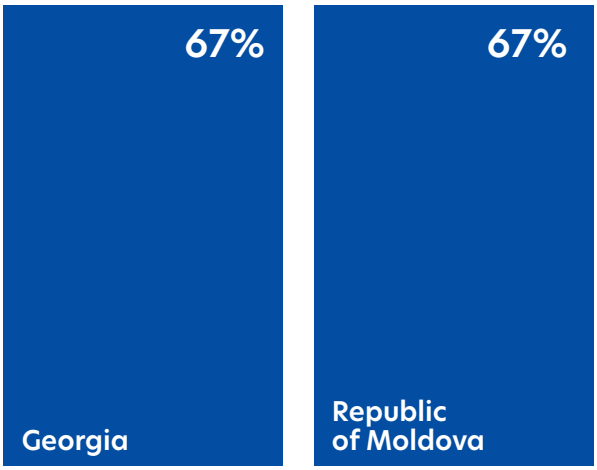


Figure 22. Enhancing cooperation and experience exchange

2.1.4 Waterborne Transport and Multimodality

Background

The Waterborne Transport and Multimodality Action Plan for Moldova, Ukraine, and Georgia outlines a strategic roadmap to align these countries with EU standards in maritime and inland waterway transport, as per Annex I.4 and I.5 of the Treaty establishing the Transport Community. Its primary aim is to enhance regional integration, sustainability, and multimodal connectivity. The structure of the Action plan covers four pillars:

- Promoting green and smart waterborne transport.
- Promoting a safe and secure waterborne transport.
- Improving navigability, port infrastructure and multimodal systems.
- Increasing the attractiveness of working in the waterborne sector.

Its key objectives include transposing EU legislation, deploying smart technologies like RIS and VTMIS, upgrading port facilities, and integrating waterborne transport into the broader logistics chain. The plan also supports decarbonisation, digitalisation, and improved working conditions in line with the European Green Deal and the TEN-T framework.

Overall progress

The overall implementation of the Action Plan on Waterborne and Multimodality reveals that Georgia has made moderate progress with an overall score of approximately 50%, while Moldova trails behind with around 25%. Relevant information concerning Ukraine's priorities and timelines was received only recently, shortly before the preparation of this report. The Action Plan containing the relevant actions for Ukraine is included in this document for the first time, but the country is not included in the assessment.

Georgia shows relatively stronger performance in areas such as increasing the attractiveness of working in the waterborne sector and improving navigability and port infrastructure, though its progress in green and smart waterborne transport and safe and secure transport remains partial. While having completed or partially implemented several legislative transpositions, Moldova demonstrates uneven advancement across pillars, with the highest score achieved in the attractiveness of the sector and the lowest in green and smart transport. Both countries face challenges in aligning with EU standards, particularly in sustainability, multimodality, and cybersecurity, and many deadlines remain "to be determined," indicating delays or lack of clarity in planning.

Overall, Georgia is ahead in implementation, but both countries require intensified efforts and clearer timelines to meet the Action Plan objectives.

Overall progress in the implementation of the Action Plan for Waterborne and Multimodality as of 2025

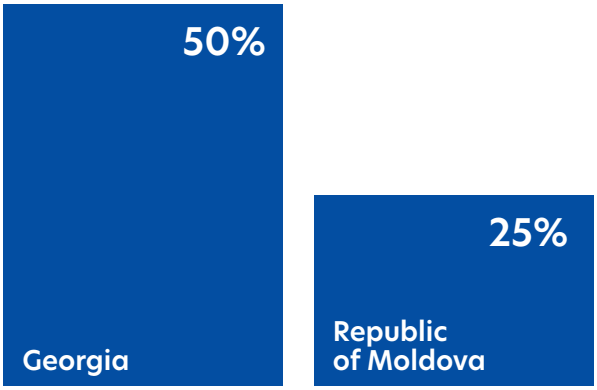


Figure 23. Overall progress in implementation of the Action Plan

Waterborne Transport and Multimodality Action Plan Pillar/Chapter	Progress per pillar	
	Georgia	Moldova
Promoting green and smart waterborne transport	42%	15%
Promoting safe and secure waterborne transport	33%	27%
Improving navigability, port infrastructure and multimodal systems	44%	17%
Increasing the attractiveness of working in the waterborne sector	80%	40%
Overall progress	**50%**	**25%**

Georgia has had more consistent success across all pillars, particularly in enhancing infrastructure and the sector's attractiveness. Moldova's slower pace is attributed to delays in legislative transposition and limited advancement in digitalisation and sustainability.

All Observing Participants face distinct challenges in implementing the Action Plan. The Republic of Moldova must strengthen its institutional capacity, improve port infrastructure, and fully transpose safety-, security-, and sustainability-related legislation to exit the Paris MoU Blacklist and meet EU standards. Georgia, while more advanced in several areas, still needs to ensure full transposition of cybersecurity and social legislation, complete its Port Community System, and maintain momentum in green ports development. Across the board, sustained technical assistance, investment, and regional cooperation will be essential to ensure successful implementation and integration into the EU transport ecosystem.

Promoting green and smart waterborne transport

The actions in this pillar focus on decarbonising the sector and integrating smart technologies. It includes measures to reduce emissions, promote renewable and low-carbon fuels, implement digital systems (e.g., RIS, VTMIS, PCS), and develop "green ports." The aim is to enhance environmental sustainability, efficiency, and digital integration into multimodal logistics chains.

Georgia completed actions like the transposition of Directive (EU) 2019/883 and achieved almost full implementation of digital systems. **Moldova** trails behind, with most actions either pending or only partially initiated.

Promoting safe and secure waterborne transport

This pillar addresses safety, security, and environmental protection. It includes aligning with international frameworks (e.g., SOLAS, ISPS), improving fleet performance, strengthening port and flag state control, and enhancing cybersecurity. The goal is to eliminate substandard shipping and ensure high safety standards for passengers, crew, and the environment.

Both countries show moderate progress, but Georgia is slightly ahead. Georgia has partially implemented key safety directives and made progress in waterborne security. Moldova has taken steps to exit the Paris MoU blacklist and has initiated the transposition of safety legislation, but cybersecurity remains unaddressed in the case of both countries.

Improving navigability, port infrastructure and multimodal systems

The actions within this pillar are aimed at supporting infrastructure upgrades such as dredging, terminal modernisation, and improved cargo handling. It also promotes seamless multimodal integration with rail and road networks, aiming to reduce transit times, increase port efficiency, and strengthen supply chain resilience.

Georgia's progress is driven by active port development projects in Anaklia and Poti, while Moldova has only initiated planning for future upgrades. Moldova's lack of progress in regulatory alignment and multimodal integration contributes to its low score. Georgia's infrastructure investments and operational improvements give it a clear advantage.

Promoting green and smart waterborne transport

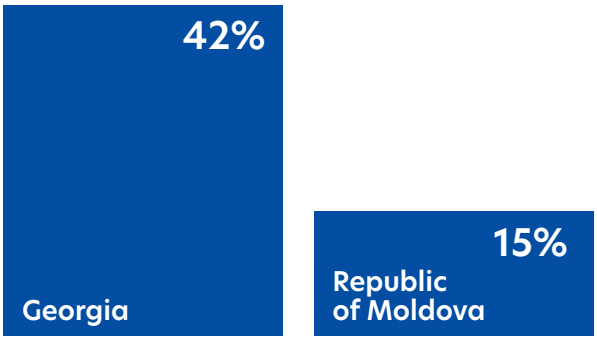


Figure 24. Promoting green and smart waterborne transport

Promoting safe and secure waterborne transport

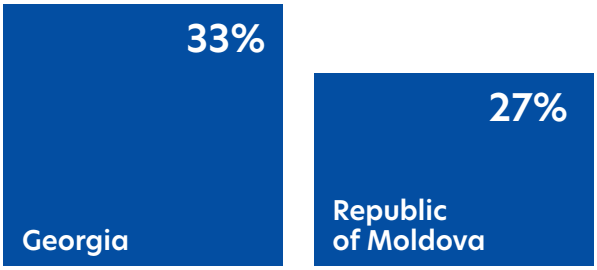


Figure 25. Promoting Safe and Secure Waterborne Transport

Improving navigability, port infrastructure and multimodal systems

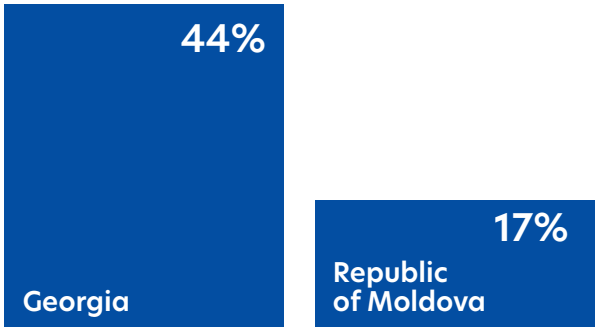


Figure 26. Improving navigability, port infrastructure and multimodal systems

Increasing the attractiveness of working in the waterborne sector

This pillar aims to improve working conditions, standardise training and certification, and attract skilled professionals. It supports compliance with the Maritime Labour Convention and EU directives on crew qualifications and working hours. The goal is to address labour shortages and enhance the sector's appeal among younger generations.

This is the strongest pillar for both countries, with Georgia leading due to completing the transposition and implementation of legislation related to the minimum level of training for seafarers. Moldova has made moderate progress, especially in crew working hours and professional qualification recognition, but remains behind in full implementation and institutional capacity building.

Increasing the attractiveness of working in the waterborne sector

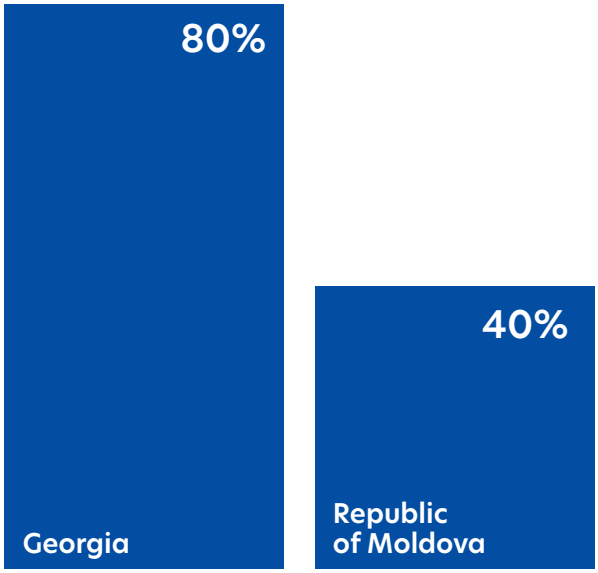


Figure 27. Increasing the attractiveness of working in the waterborne sector

2.2 Georgia

2.2 Georgia

2.2.1 Rail

Overall summary

Georgia has made moderate progress in implementing the actions outlined in the Rail Action Plan, achieving an overall implementation rate of 33%. During the reporting period, the country focused primarily on activities related to train driver licensing and railway safety, particularly the transposition and implementation of actions under those pillars.

Although many activities under the market access pillar have not yet started, Georgia has developed a clear, three-phase plan for implementing the broader railway transport reform.

The overall progress in implementing the rail action plan across the eight pillars is at different stages and remains uneven in terms of transposition, preparation, and implementation.

Progress by measures

Market access

Georgia has already transposed all necessary provisions regarding the opening of the railway market at the domestic level, but implementation is expected during the third phase of the Rail Transport Reform (2026-2027).

Georgia has already established a Licensing Body, a National Safety Authority, and a National Investigation Body, however, a Rail Regulatory Body and a Designated Body have not yet been established.

The implementation of the five-year Public Service Contract (PSC) is currently in progress; however, an award procedure will need to be conducted for future contracts.

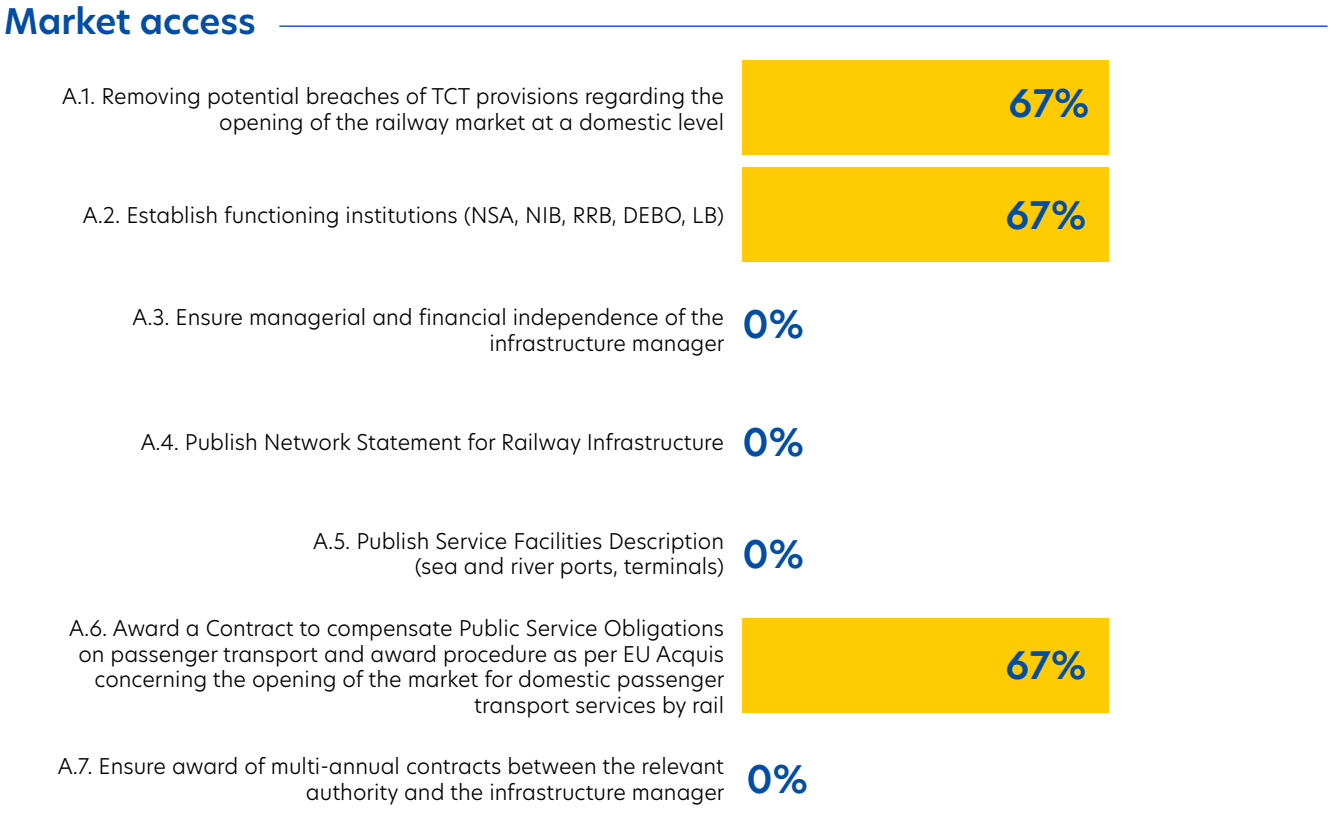


Figure 28. Market access - Georgia

Passenger Rights

Regulation (EU) 2021/782 on rail passengers' rights and obligations is partially aligned with the Railway Code. The Railway Transport Agency, as the National Enforcement Body, is responsible for overseeing the protection of passenger rights.



Figure 29. Passenger rights – Georgia

Train Driver Licensing

The TCT Annex I on the certification of train drivers operating locomotives and trains on the railway system has been partially transposed into Georgian legislation. The only provisions not yet transposed relate to the language requirements outlined in Annex VI of the Directive. The Railway Transport Agency has already issued over 900 train driver licences and has also developed an electronic platform.



Figure 30. Train driver licensing – Georgia

Interoperability

The TCT Annex I related to interoperability actions is planned to be transposed in 2027. Consequently, no progress has been made under this pillar in Georgia so far.

Railway Safety

According to information provided by the Georgian side, Directive (EU) 2016/798 on railway safety has been fully transposed into the Railway Code and the Resolution on the Approval of the Railway Safety Rules. A transitional period was established until 20 June 2025. The provisions related to the SMS have already been transposed, and implementation commenced earlier this year. It is expected that the Railway Transport Agency will issue the authorisation and safety certificate to JSC Georgian Railway by the end of 2025.

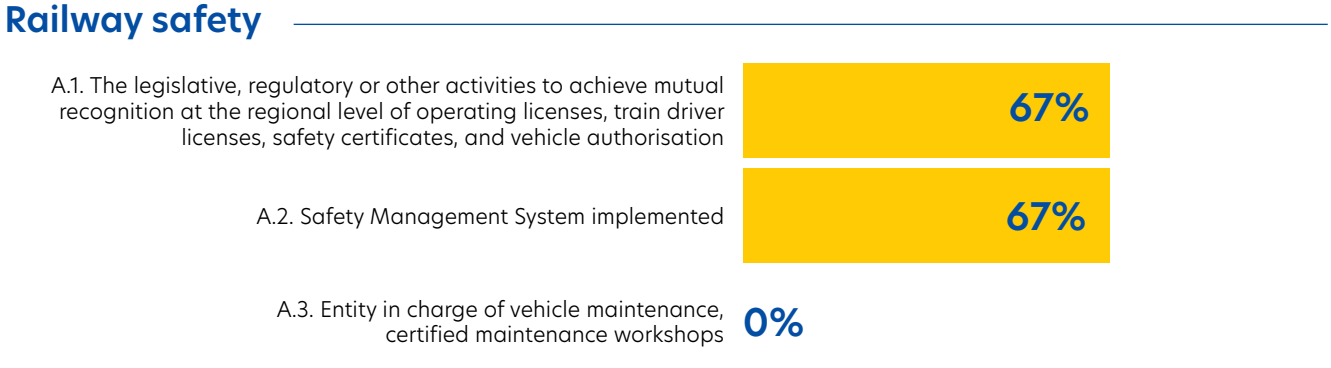


Figure 31. Railway safety – Georgia

Modernisation of the rail network infrastructure

Under this pillar, Georgia has made modest progress: the National Transport and Logistics Strategy (2023-2030) and the Action Plan (2025-2026) were prepared. Georgia must now focus on actions that will support the modernisation of its rail infrastructure.

Modernisation of the rail network infrastructure

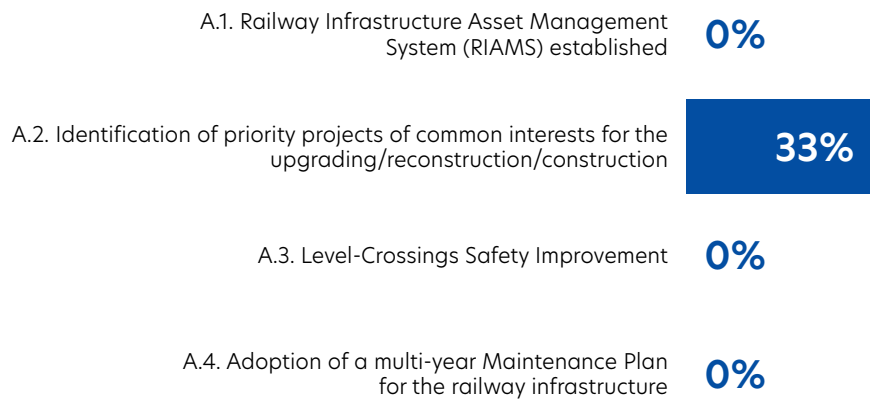


Figure 32. Modernisation of rail network infrastructure - Georgia

Cooperation within the region

The Memorandum of Understanding (MoU) establishing the Regional Network of Safety Authorities, Investigation Bodies, and Railway Regulatory Bodies was signed on 29 May 2025 in Podgorica. Ukraine, the Republic of Moldova, and Georgia, along with their respective institutions, are participating as observers in accordance with the provisions of the MoU. This forms the basis for future cooperation with the Western Balkans.

Cooperation within the region



Figure 33. Cooperation within the region - Georgia

Sustainable and multimodal measures

For actions under this pillar, Georgia reported that at this stage, no specific measures have been developed for implementation. Further details regarding enforcement mechanisms are expected to be clarified upon completion of the third phase of the Rail Transport Reform (2026-2027).

Recommendations

With an overall implementation rate of **33%**, Georgia has made moderate progress in aligning its railway sector with EU standards. To accelerate progress, a stronger focus is required across all key pillars:

- **Market access** – Begin early preparations for 2026-2027 market-opening measures and establish the missing Designated Body and Regulatory Body to complete the institutional setup.
- **Passenger rights** – Fully align with Regulation (EU) 2021/782, address legal gaps in the Railway Code, and improve public awareness of passenger rights.
- **Train driver licensing** – Resolve remaining transposition issues, including language requirements under Directive 2007/59/EC.
- **Interoperability** – Create a roadmap for 2027 legislation transposition, launch stakeholder engagement, and work with the EU Agency for Railways (ERA). Ensure full implementation of Safety Management Systems.
- **Railway safety** – Improve the Railway Transport Agency's capacity for issuing safety certificates and strengthen safety monitoring systems.
- **Modernisation of the rail infrastructure** – Develop a national rail strategy identifying projects for TEN-T upgrades, new construction, level crossing modernisation, and prioritised investments in interoperability and safety (e.g. signalling and track repairs), supported by a clear maintenance plan with timelines and funding.
- **Sustainable and multimodal measures** – Establish an action plan for sustainable and multimodal transport initiatives aligned with the EU Green Deal and begin integrating rail with other transport modes to enable efficient, low-emission logistics chains.

2.2.2 **Road**

Overall summary

The infrastructure maintenance-related measures in the Road Action Plan complement ongoing efforts to develop the TEN-T Road Network in the Observing Participants, in line with the standards established in Regulation (EU) No. 1679/2024. Alongside the implementation of major investment projects, addressing road maintenance challenges will significantly contribute to improving road infrastructure on the indicative extension of the Core and Comprehensive TEN-T Network in Georgia.

Climate resilience-related measures are also aligned with the revised TEN-T Regulation. At the same time, establishing a robust strategic and legal framework for ITS deployment is consistent with the provisions of the relevant EU acquis.

The deployment of e-charging stations every 60 km, following Regulation (EU) 1804/2023, will not only improve compliance with TEN-T standards but also significantly contribute to general transport decarbonisation goals.

Transposition and implementation of the road market and social acquis was not recognised by Georgia as an action to be included within the Road Action Plan, and therefore it is not presented.

Finally, maintaining a strong focus on capacity-building activities across all areas of this Action Plan is a critical prerequisite for ensuring its implementation. High-level support for these measures, facilitated through discussions during the regular meetings of the Network of Road Executives and the work of the Road Technical Committee, remains essential.

Progress by measures

Establishing a functioning and efficient road maintenance system

Under this pillar, Georgia has made strong progress in planning and system establishment, including the adoption of a multiannual plan and the establishment of a Road Asset Management System (RAMS). Moderate progress has been achieved in data collection and condition surveys, while no progress has been recorded in the establishment of Service Level Agreements and the adoption of a maintenance strategy.

Establishing a functioning and efficient road maintenance system

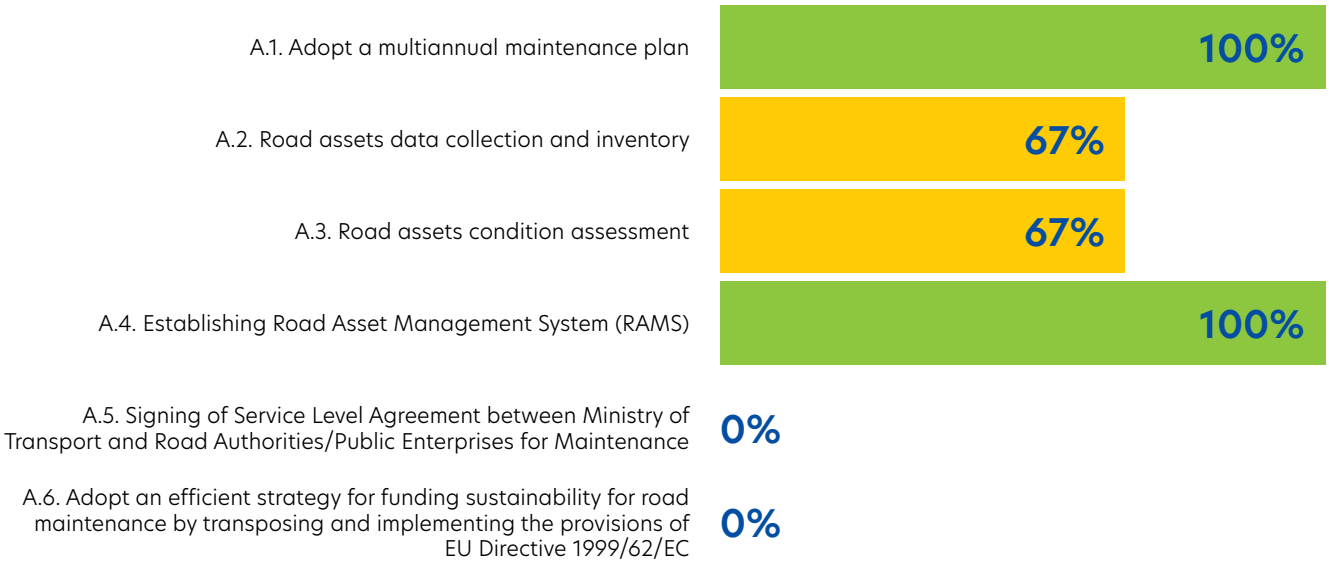


Figure 34. Establishing a functioning and efficient road maintenance system

ITS Deployment on the Core/Comprehensive Road Networks

Under this pillar, Georgia has made initial progress (about one-third completion) across most ITS-related measures. However, the core EU ITS Directive has not yet been transposed, remaining a key prerequisite for further advancement.

ITS Deployment on Core/Comprehensive Road Networks

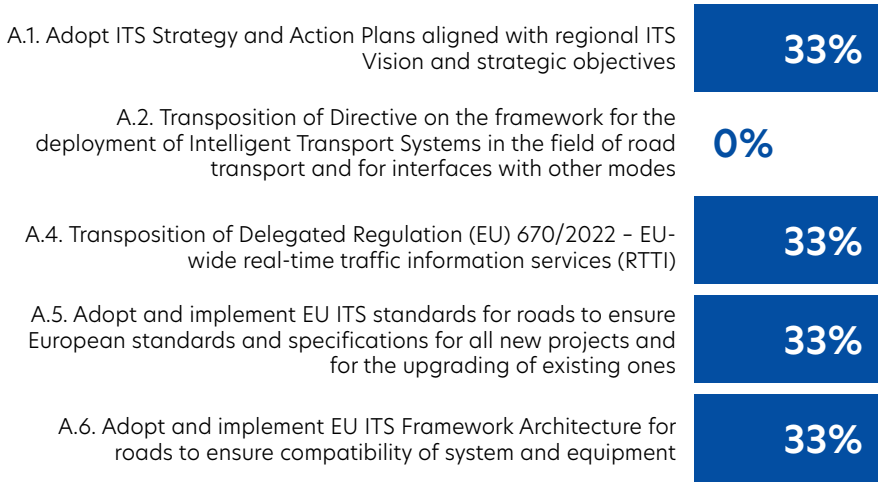


Figure 35. ITS Deployment on Core/Comprehensive Road Networks

Enhancing road transport resilience and the use of alternative fuels

Under this pillar, Georgia has initiated limited actions on climate resilience (33% progress in undertaking risk-based vulnerability interventions), while no progress has yet been made on planning, policy adoption and alignment, or the promotion of alternative fuels.

Enhancing road transport climate resilience and the use of alternative fuels

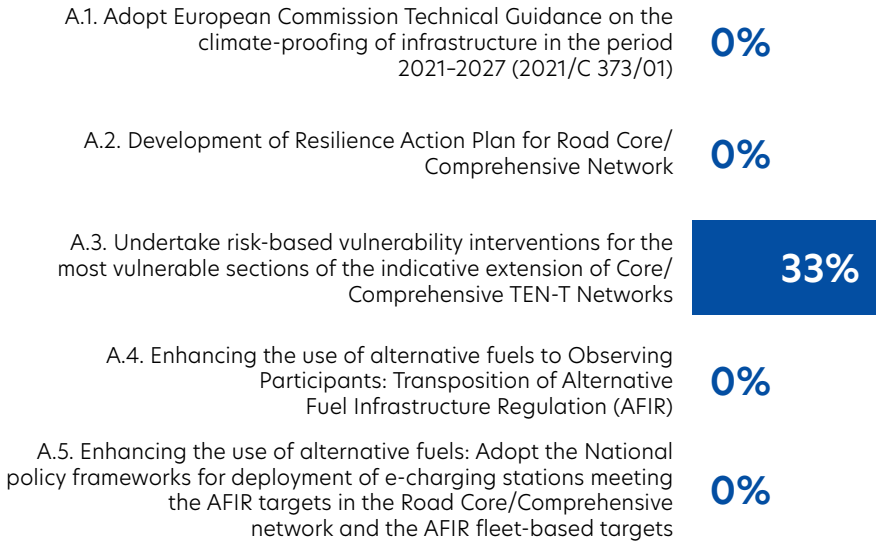


Figure 36. Enhancing Road transport climate resilience and the use of alternative fuels

Enhancing cooperation and experience exchange

Under this pillar, Georgia has made solid progress in building cooperation mechanisms and identifying knowledge-sharing needs (about two-thirds completion). However, further efforts are required to reach full implementation.

Enhancing cooperation and experience exchange

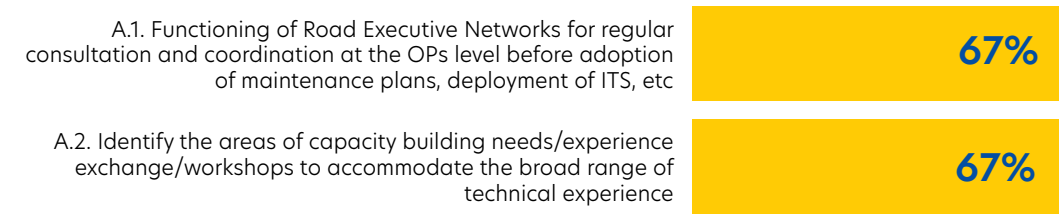


Figure 37. Enhancing cooperation and experience exchange

Recommendations

Establishing a functioning and efficient road maintenance system

- Strengthen the road maintenance system through the establishment of Service Level Agreements and the development of a funding strategy.
- Complete data collection and condition assessment needed for planning and management.
- ITS Deployment on the Core/Comprehensive Road Networks
- Accelerate the legal transposition of the ITS Directive.
- Strengthen coordination and resource allocation to improve progress on actions 1, 4, 5, and 6.
- Develop an ITS Implementation Roadmap with clear responsibilities, focusing on completing partial progress actions and prioritising the legal and technical framework needed for deployment.
- Foster inter-institutional collaboration and secure the political commitment necessary to drive the adoption of ITS regulations and frameworks, especially in areas that involve multi-level governance (national, local, EU).

Enhancing road transport resilience and the use of alternative fuels

- Adopt EU climate-proofing guidance and develop a Resilience Action Plan, which together form the foundation for ensuring the infrastructure is adequately prepared to withstand the impacts of climate change
- Leverage the partial progress made on risk-based vulnerability interventions by scaling up efforts across all vulnerable road sections and integrating findings into national planning.
- Urgently transpose the Alternative Fuel Infrastructure Directive and adopt national policy frameworks for e-charging stations to align with EU sustainability goals and reduce transport emissions.
- Seek EU funding instruments (e.g., CEF, Green Deal) and technical assistance to facilitate infrastructure upgrades, with a particular focus on enhancing resilience and promoting the deployment of alternative fuels.
- Define responsible institutions, timelines, and performance indicators for each action to ensure steady progress and alignment with EU targets for 2027 and beyond.

Enhancing cooperation and experience exchange

- Formalise Road Executive Networks under the relevant authority (potentially the Ministry of Regional Development and Infrastructure – MRDI) to coordinate national, regional, and local (municipal) road authorities.
- Organise consultations before the adoption of maintenance plans or the deployment of Intelligent Transport Systems (ITS).
- Develop an online collaboration platform (possibly integrated with the Road Asset Management System, RAMS) for sharing technical standards, road condition data (inventory), and planned works.
- Increase cooperation with regional initiatives (EaP, TRACECA, TEN-T corridors, etc.) to ensure alignment with EU standards and cross-border projects.
- Conduct a national skills gap assessment to identify training needs among engineers, planners, and municipal road officers and develop specialised training modules, study visits, and peer-to-peer exchanges with EU countries that successfully transitioned to EU road management standards.
- Present identified needs to international donors and initiatives (EU, EIB, World Bank, EBRD, EaP, etc.) with a view to securing funding for workshops and training programmes.

2.2.3 **Road Safety**

Overall summary

Implementing the comprehensive measures outlined in the road safety action plan is expected to contribute towards the goal of reducing serious injuries and fatalities.

Establishing a dedicated road safety executive body plays a crucial role in centralising efforts, enhancing coordination among stakeholders, and ensuring the implementation of evidence-based policy measures and interventions informed by data-driven insights.

Improving road infrastructure involves upgrading roads, intersections, and pedestrian crossings to meet safety standards, which, coupled with enhanced speed management, should reduce the number and severity of road accidents. These enhancements not only improve traffic flow but also mitigate the risks associated with poor road conditions, directly reducing fatalities and injuries.

Preparing specific programmes for the protection of vulnerable road users – such as pedestrians, cyclists, and motorcyclists – through measures including safer infrastructure (dedicated bike lanes and safe crossings), enhanced visibility measures, awareness campaigns, speed management, and stricter enforcement for other road users (cars, vans, lorries, etc) aims to reduce their involvement in road accidents.

Finally, capacity-building initiatives aimed at educating stakeholders and empowering local communities to enforce safety measures effectively contribute to continuous improvements in road safety outcomes.

Strengthening road safety management

Under this pillar, Georgia has made strong progress in road safety, with several key measures fully completed (notably data collection, criteria for joining the EU CARE database, EU alignment on KPIs, and a national strategy). However, institutional coordination and injury data systems are well advanced but not yet fully implemented.

Strengthening road safety management

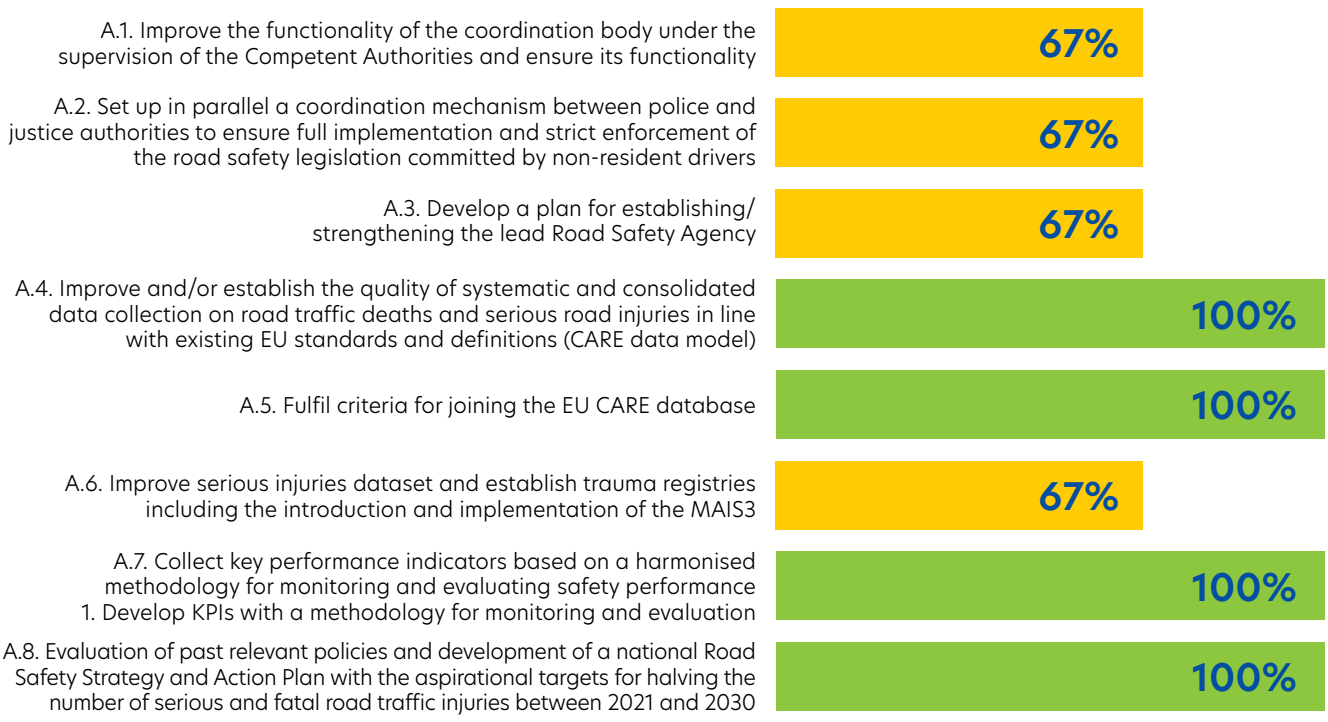


Figure 38. Strengthening road safety management

Promoting safer infrastructure

Under this pillar, Georgia has already completed key EU-aligned minimum infrastructure safety requirements on tunnels and auditor licensing, but still needs to strengthen road safety management implementation, high-risk section treatment, and the enforcement of safe speed limits.

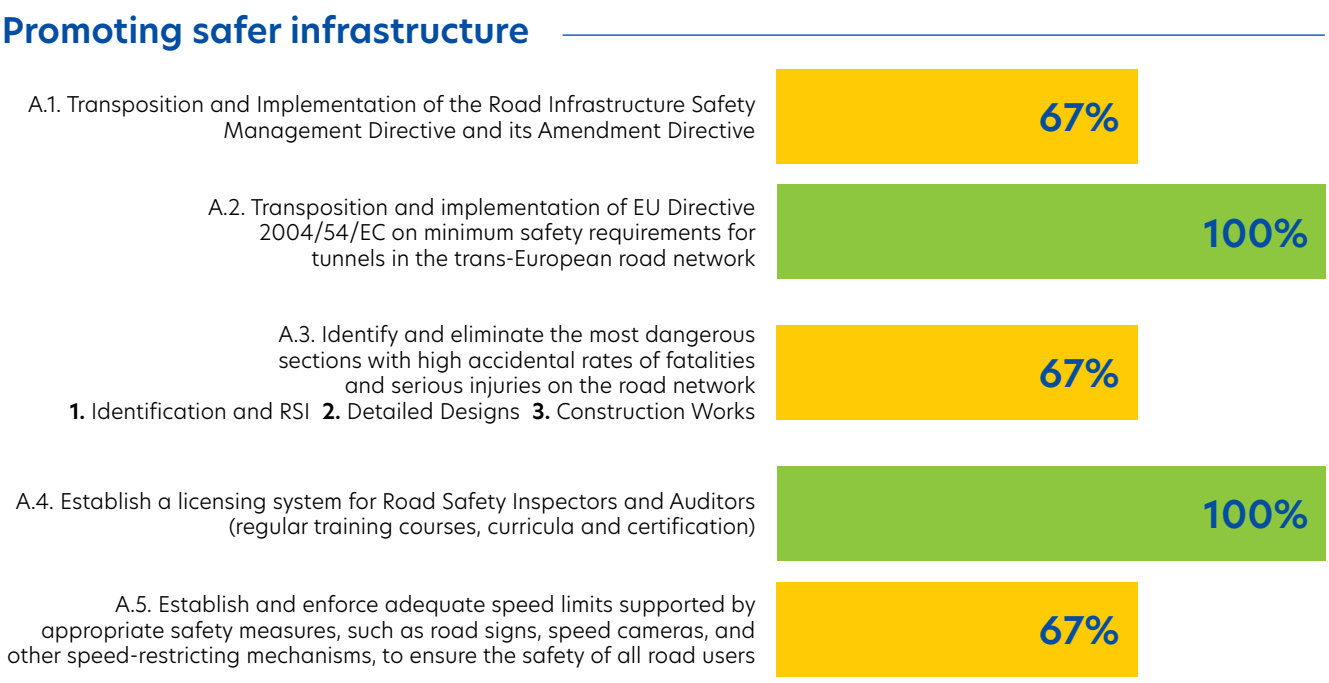


Figure 39. Promoting safer infrastructure

Promoting the protection of road users (including speed management)

Under this pillar, Georgia has advanced strongly in education and awareness, made solid progress in enforcement against unsafe behaviour, but remains behind in protecting vulnerable users and aligning licence requirements and cross-border enforcement measures.

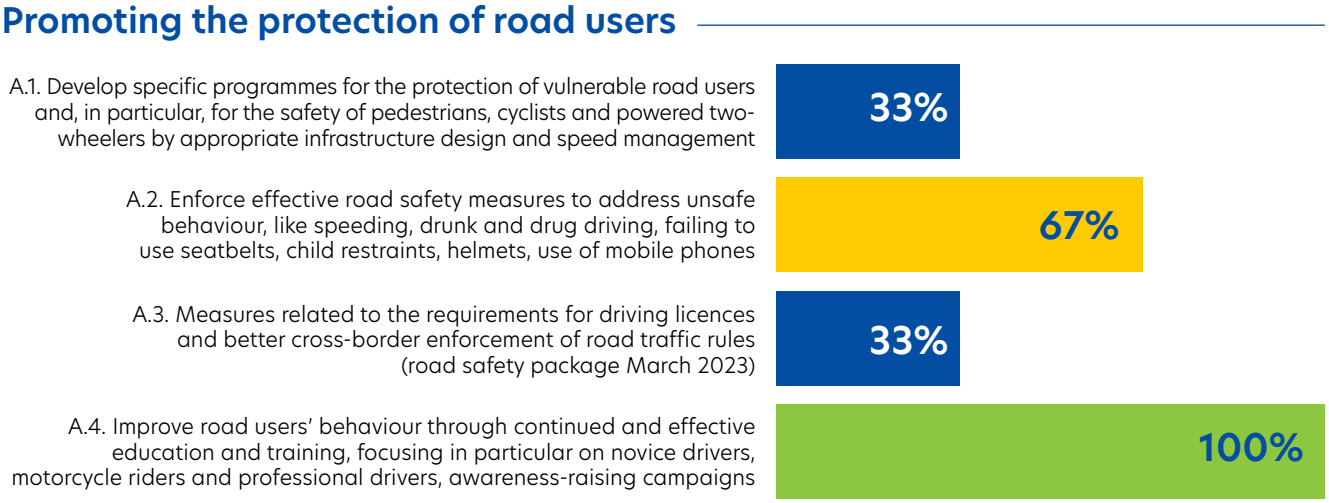


Figure 40. Promoting the protection of road users

Promoting the use of safer vehicles

Under this pillar, Georgia has made considerable advancements in strengthening roadworthiness, vehicle safety standards, and ITS application, but progress in aligning with EU vehicle safety regulations remains limited.

Promoting the use of safer vehicles

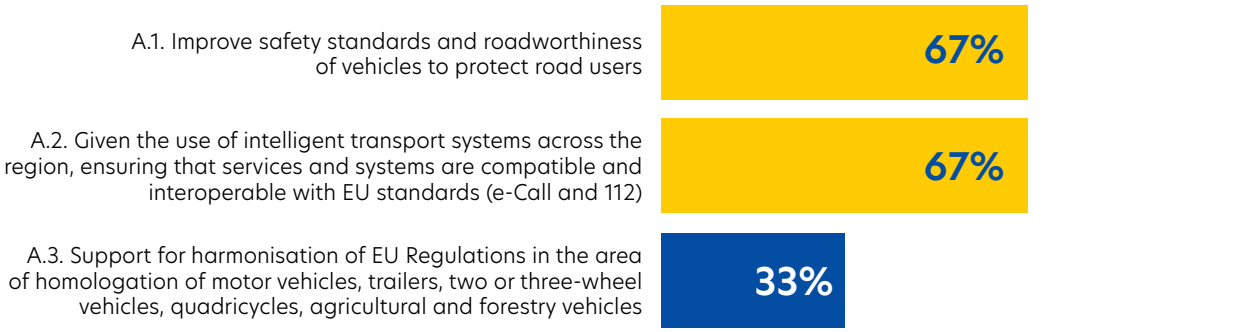


Figure 41. Promoting the use of safer vehicles

Enhancing cooperation and experience exchange

Under this pillar, Georgia is progressing well in strengthening regional cooperation and knowledge exchange but needs further efforts to reach full implementation.

Enhancing cooperation and experience exchange



Figure 42. Enhancing cooperation and experience exchange

Recommendations

Strengthening road safety management

- **Improve the functionality of the coordination body under the competent ministry** – Strengthen the Inter-Agency Road Safety Commission (comprising MRDI, Ministry of Internal Affairs, Ministry of Health, municipalities, etc.) by providing it with legal authority, a dedicated budget, and a clear mandate. Ensure regular meetings and public reporting of progress.
- **Set up coordination mechanisms between police and justice authorities** – Reinforce the links between traffic police, prosecutors, and the judiciary to ensure that enforcement actions (e.g., for speeding, drink driving) leads.
- **Develop a plan for establishing or strengthening a lead Road Safety Agency** – Make a high-level decision on whether to create a new executive road safety agency or transform the existing Road Safety Units into a permanent agency with cross-sectoral authority. Ensure sustainable staffing and budgetary arrangements, avoiding reliance solely on donor funding.

- **Improve serious injuries datasets and establish trauma registries** – Collaborate with the Ministry of Health and hospitals to create a national trauma registry. Standardise hospital reporting of road injuries in line with WHO and EU definitions (not just fatalities). Use injury data to guide improvements in emergency response and reforms of the insurance sector.

Promoting safer infrastructure

- **Implementation of the Road Infrastructure Safety Management (RISM) Directive** – Finalise legal harmonisation with EU Directive 2008/96/EC as amended and further develop detailed technical guidelines for safety impact assessments, audits, and inspections. Organising training for municipalities on how to apply safety management principles on local and regional roads would be highly beneficial.
- **Identify and eliminate the most dangerous road sections** – Use crash data and existing RAMS to establish a national high-risk location register. While detection is ongoing, prioritising these sections for low-cost, high-impact interventions (e.g., better signage, pedestrian crossings, guardrails, lighting) can deliver quick wins. Link this programme to EU Vision Zero principles, aiming to reduce road deaths and serious injuries to near zero by 2050.
- **Establish and enforce appropriate speed limits with supporting safety measures** – Further align urban and rural speed limits with EU recommendations (e.g., 30 km/h in residential areas). Introduce and further improve automated speed enforcement (cameras, average-speed checks) on high-risk corridors. Continue to complement enforcement with infrastructure-based calming measures: roundabouts, narrowed lanes, raised crossings and continue with public awareness campaigns to increase compliance.

Promoting the protection of road users (including speed management)

- **Develop specific programmes for the protection of vulnerable road users (VRUs), especially pedestrians and cyclists** – Prioritise VRUs in urban planning by building safe sidewalks, protected cycle lanes, pedestrian crossings, and traffic calming zones. Introduce or improve "Safe Routes to School" programmes (signage, crossings, speed limits around schools). Align with EU best practices on Vision Zero for pedestrians and cyclists.
- **Measures on driving licences and cross-border enforcement** – Upgrade the driver licensing system to align with EU Directive 2006/126/EC. Enhance cross-border cooperation with the EU and neighbouring countries (Armenia, Azerbaijan, Turkey) to ensure the effective enforcement of traffic offences committed by foreign drivers.

Promoting the use of safer vehicles

- **Improve safety standards and roadworthiness of vehicles** – Align the vehicle inspection system with EU Directive 2014/45/EU on periodic roadworthiness tests. Ensure stricter enforcement of technical inspections, especially for commercial vehicles (buses, trucks, taxis). Enforce mandatory checks for emissions, ABS, airbags, seatbelts, ESC (electronic stability control). Incentivise replacement of the ageing fleet (e.g., average age >15 years) with newer, safer vehicles through tax benefits or subsidies.
- **Intelligent Transport Systems (ITS) integration** - Promote vehicle-infrastructure communication (V2I), starting with fleet vehicles and public transport. Mandate the installation of telematics and safety devices in commercial fleets (e.g., GPS tracking, fatigue detection systems). Pilot smart traffic management systems in the capital and on major highways. Encourage partnerships with the EU for ITS standardisation and cross-border data sharing.
- **Harmonisation with EU vehicle safety regulations** – Fully transpose EU regulations on General Vehicle Safety Regulation (EU) 2019/2144, mandating advanced driver assistance systems (ADAS), emergency braking, and lane-keeping assist. Introduce Euro 6/7 emissions standards to reduce environmental and health impacts. Establish vehicle type approval procedures to ensure imports meet minimum safety requirements. Strengthen coordination between the Ministry of Economy, Ministry of Internal Affairs, and MRDI for vehicle safety enforcement.

Enhancing cooperation and experience exchange

- **Enhance cooperation between the Eastern Partnership (EaP) RS Observatory and the Western Balkans Road Safety Observatory (WBSRO)** – Promote the proactive participation of Georgia in the EaP Road Safety Observatory (EaP RSO), potentially through dedicated focal points. Use EU funding instruments (e.g., CEF, Horizon Europe, etc.) to support studies and pilot projects.
- **Identify areas of capacity building and organise stakeholder workshops** – Conduct a training needs assessment of all relevant road safety institutions (MRDI, Ministry of Internal Affairs, Transport Administration, municipalities, etc). Organise capacity-building workshops on various priority themes. Partner with EU Member States' transport institutes and international organisations (UNECE, WHO, PIARC, etc.). Create a national platform for sharing knowledge by linking universities, NGOs, and the private sector.

The recommendations related to enhancing cooperation and experience exchange are not achievable due to the overall political situation in Georgia.

2.2.4 Waterborne Transport and Multimodality

Overall summary

Throughout 2025, Georgia maintained steady progress in implementing the actions and measures outlined in the Action Plan for Waterborne Transport and Multimodality for the Observing Participants 2025-2027.

Based on the analysis of information provided by the relevant Georgian authorities – the Ministry of Economy and Sustainable Development and the Maritime Administration – it can be concluded that the country maintains a moderate pace in implementing the actions and measures outlined in the Action Plan for Waterborne Transport and Multimodality.

Progress by measures

Promoting green and smart waterborne transport

While limited progress has been made on several actions under this pillar, Georgia has achieved notable results in specific areas, such as developing port reception facilities and the implementation of VTMIS. Overall, the development can be assessed as moderate, reflecting a mix of completed, ongoing, and pending activities.

Georgia has fully transposed and implemented the relevant EU legislation, namely Directive (EU 2019/883 of the European Parliament and of the Council on port reception facilities for the delivery of waste from ships. Certain amendments to Directive 2010/65/EU on reporting formalities for ships arriving in and/or departing from ports of the Member States, as well as Regulation (EU) 2019/1239 of the European Parliament and of the Council of 20 June 2019, establishing a European Maritime Single Window environment related to ship reporting formalities, have not yet been transposed. Progress is currently assessed as steady.

The main TCT Annex I provisions related to the establishment of the Community Vessel Traffic Monitoring and Information System (VTMIS), together with its amendments, have been fully transposed and implemented by Georgia. Accordingly, progress regarding the transposition and implementation of VTMIS legislation is considered completed.

Promoting green and smart waterborne transport

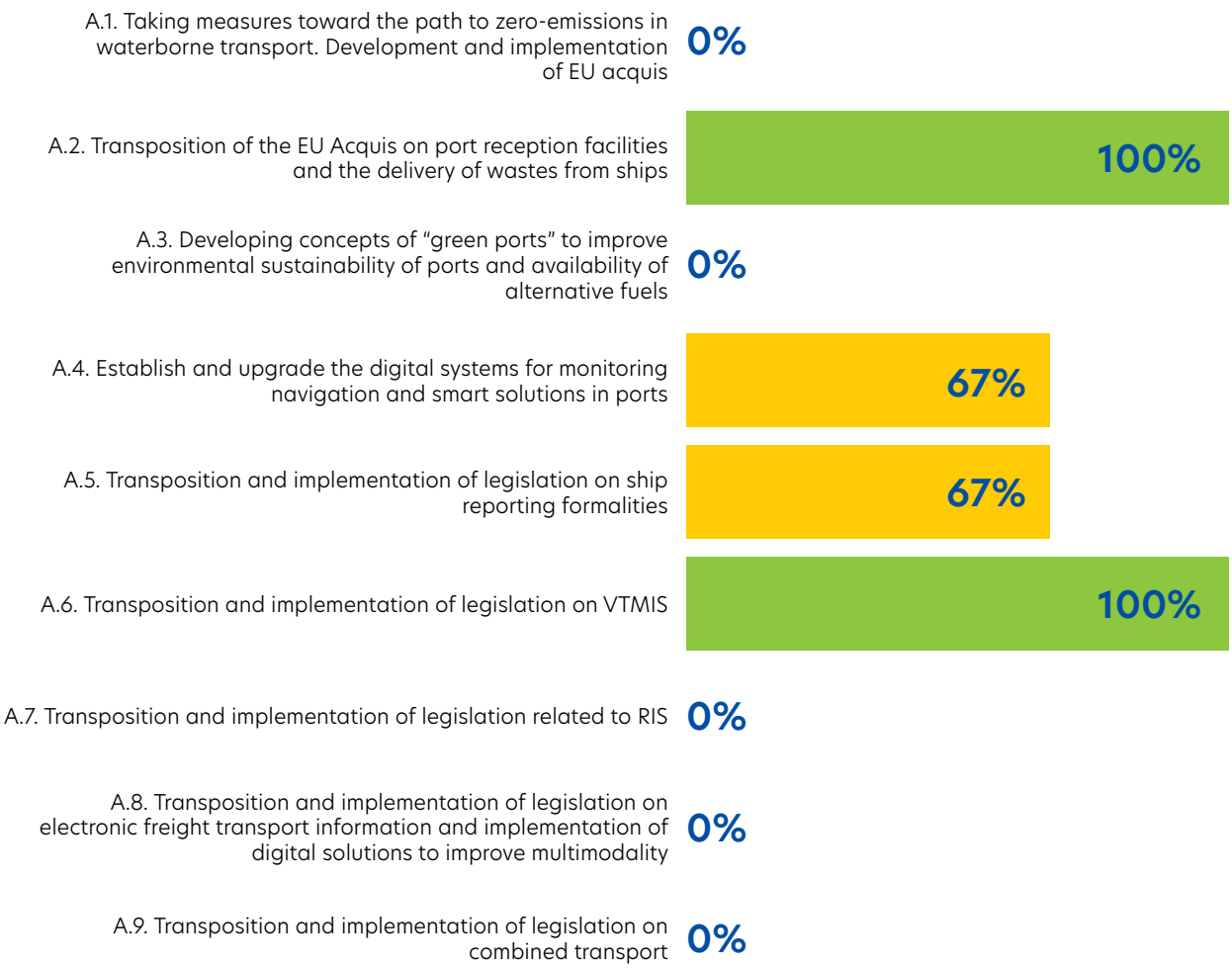


Figure 43. Promoting green and smart waterborne transport

Promoting safe and secure waterborne transport

Relative to Action 1 *(Taking measures to improve the performance of the fleet in line with the Memorandum of Understanding on Port State Control)* as of 2025, Georgia has not fully transposed or implemented the relevant legislation. This includes key amendments to the main legal acts concerning compliance with flag state requirements, port state control, accident investigation, and ship-source pollution. The progress achieved is assessed as moderate. The same progress was achieved for Actions 2 and 3.

In relation to Action 4 (*Taking measures to enhance waterborne security* in line with Annex I of the Treaty), progress as of 2025 is deemed steady.

No concrete steps have been reported under Activity 5 (*Taking necessary measures to enhance waterborne cybersecurity*). Consequently, no measurable progress has been recorded.

In conclusion, no specific progress has been made regarding the actions under this pillar since the Action Plan was drawn up, but overall development can be assessed as moderate.

Promoting safe and secure waterborne transport

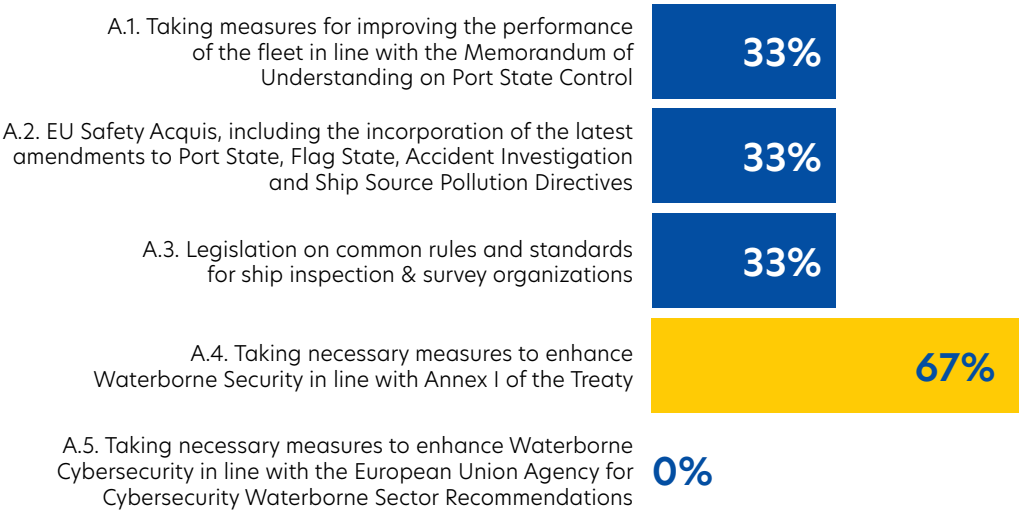


Figure 44. Promoting safe and secure waterborne transport

Improving navigability, port infrastructure and multimodal systems

Concerning Action 1 and Action 4 under this pillar, the relevant Georgian stakeholders have reported that work on the Anaklia Deep Sea Port, including the design and construction of marine infrastructure (dredging and breakwater), has been underway since September 2024. Regarding to the Poti Sea Port, APM Terminals Poti has recently expanded its container yard. Accordingly, both Actions are considered to have progressed steadily.

In relation to Action 2 (*Rules applicable to the transport of goods or passengers with a view to establishing freedom to provide such transport services*), no progress has been achieved.

Action 3 is not relevant to Georgia, as the country does not have designated inland waterways on the TEN-T Network.

To conclude, the assessment is that Georgia has made moderate progress as of 2025.

Improving navigability, port infrastructure and multimodal systems

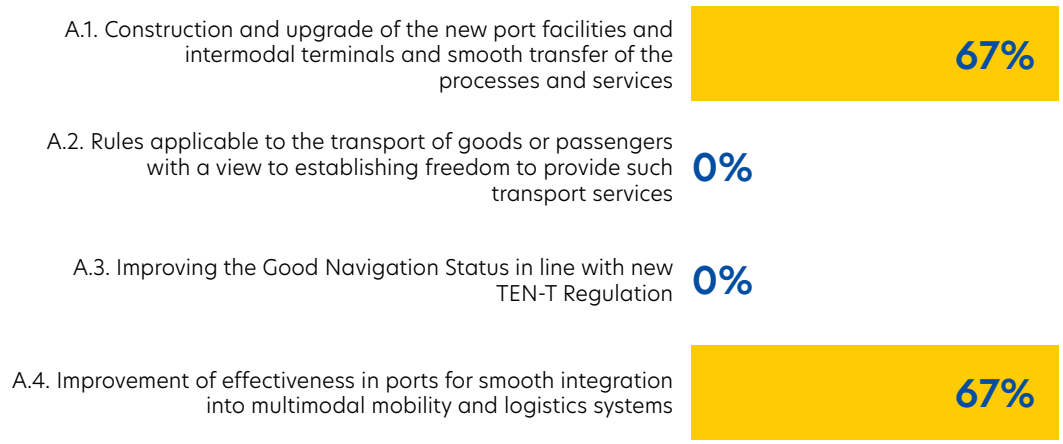


Figure 45. Improving navigability, port infrastructure, and multimodal systems

Increasing the attractiveness of working in the waterborne sector

Steady progress has been made regarding the implementation of Actions 1, 2 and 3, as most of the relevant legislation has been fully transposed and implemented.

Both Action 4 and Action 5 are considered to be completed.

The overall progress of Georgia in the implementation of the actions within the above-specified pillars of the Action Plan for Waterborne and Multimodality is considered moderate to steady.

Increasing the attractiveness of working in the waterborne sector

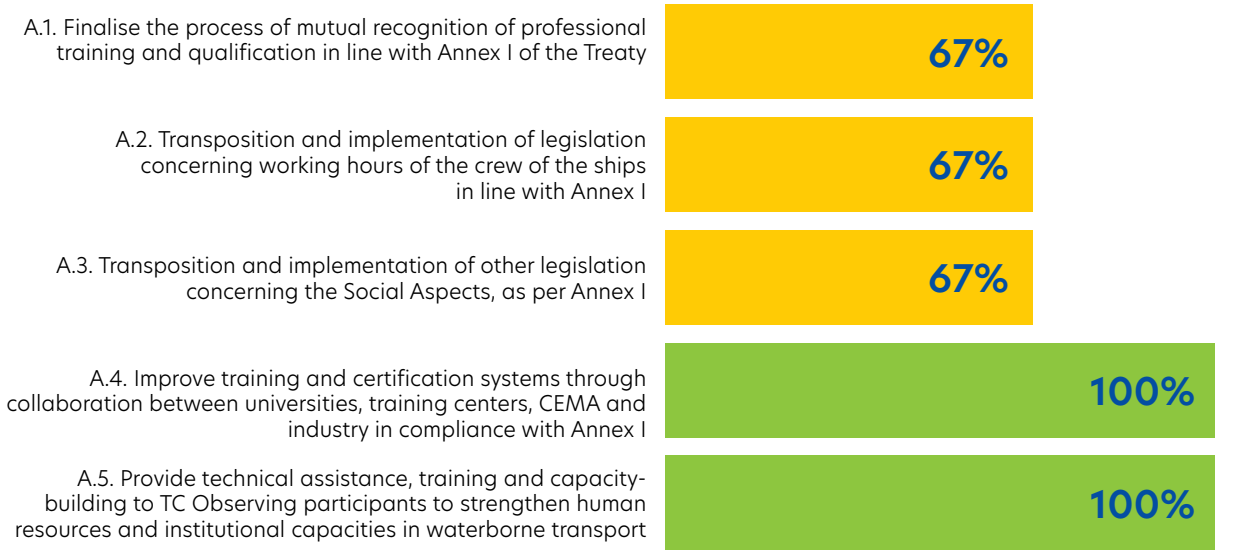


Figure 46. Increasing the attractiveness of working in the waterborne sector

Recommendations

- Prioritise the transposition of EU legislation in areas where progress remains limited, particularly under the Promoting green and smart waterborne transport pillar.
- Establish clear deadlines and allocate resources for actions related to zero-emission pathways, RIS, and electronic freight transport information that remain unaddressed
- Strengthening inter-agency coordination and leveraging EU technical assistance could help overcome current delays and ensure alignment with the European Green Deal and TEN-T standards.
- Complete the transposition of outstanding safety and cybersecurity legislation. While moderate progress has been made in port and flag state control, gaps remain in ship inspection standards and cybersecurity readiness.
- Continue investing in port infrastructure and multimodal integration, building on its achievements in Anaklia and Poti.
- Finalise the transposition of inland waterway crew legislation and expand partnerships with academia and industry to ensure long-term capacity building and sector attractiveness.

2.3 Moldova

2.3 Republic of Moldova

2.3.1 Rail

Overall summary

The Republic of Moldova has made limited progress in implementing the actions outlined in the Rail Action Plan, achieving an overall implementation rate of 22%. During the reporting period, the country focused primarily on activities related to train driver licensing and market access, particularly the transposition and implementation of actions under those pillars.

During the transposition process, the focus should be on achieving full alignment with the relevant provisions. Overall, progress across the eight pillars remains limited and is still in the early stages of implementation.

Progress by measures

Market access

Initial steps have been taken towards railway reform and the unbundling of the national railway company. Work is currently underway on a draft Government Decree concerning the separation of freight and passenger transport operations from the state enterprise "Moldova Railway" to establish a new joint stock company, "CFM Freight and Passenger Transport." The role of infrastructure manager will remain with the state-owned enterprise CFM.

The NSA and the LB have been established within the Railway Agency. The National Investigation Body (NIB) operates as the Transport Accident and Incident Investigation Office. Both institutions fall under the Ministry of Infrastructure and Regional Development. A Designated Body has not yet been established.

Moldova has incorporated provisions related to the multi-annual infrastructure contract and has also partially transposed Regulation (EC) No 1370/2007 on public passenger transport services by rail and road, as well as Commission Implementing Regulation (EU) 2017/2177 concerning access to service facilities and rail-related services. However, full implementation of these actions has not yet been achieved.

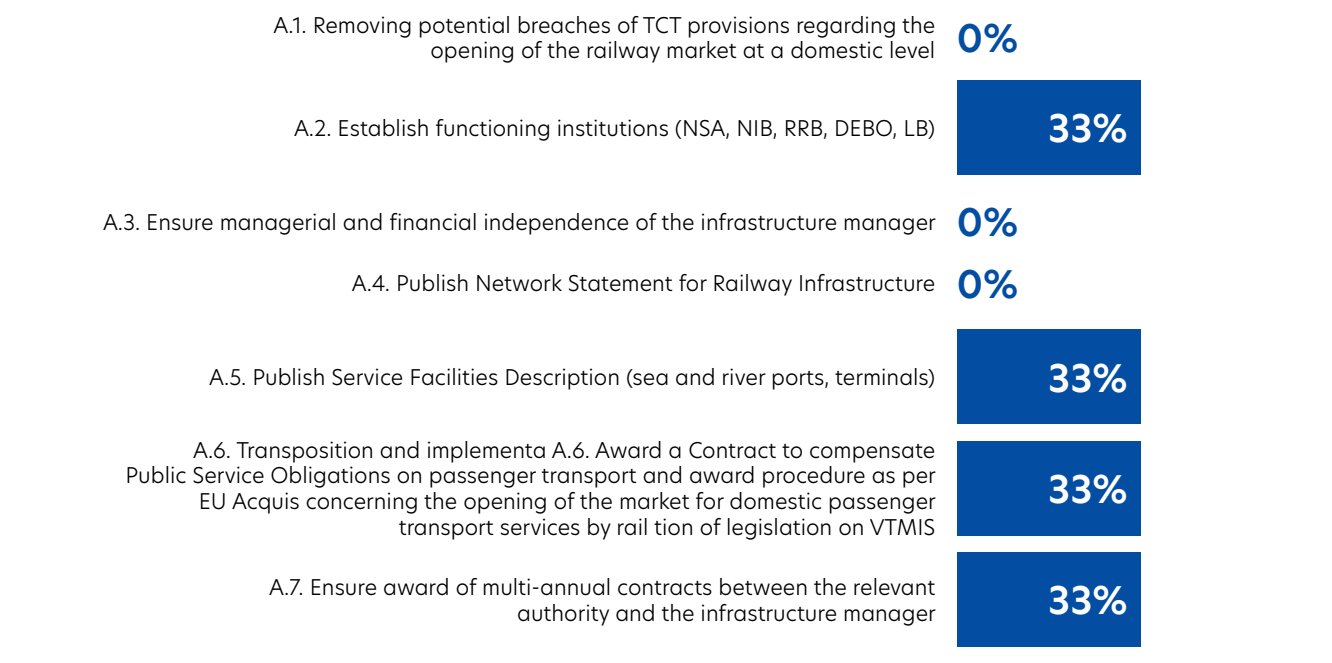


Figure 47. Market access - Moldova

Passenger Rights

Moldova has partially transposed and aligned its Railway Transport Code with Regulation (EU) 2021/782 on rail passengers' rights and obligations, with the Rail Agency serving as the National Enforcement Body responsible for overseeing the protection of passenger rights.

Passenger rights

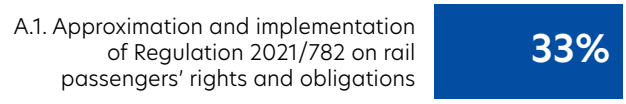


Figure 29. Passenger rights – Moldova

Train Driver Licensing

The Republic of Moldova has partially transposed Directive 2007/59/EC on the certification of train drivers operating locomotives and trains on the railway system, as well as Commission Regulation (EU) No 36/2010 on Community models for train driving licences, complementary certificates, certified copies of complementary certificates, and application forms for train driving licences.

Train driver licensing

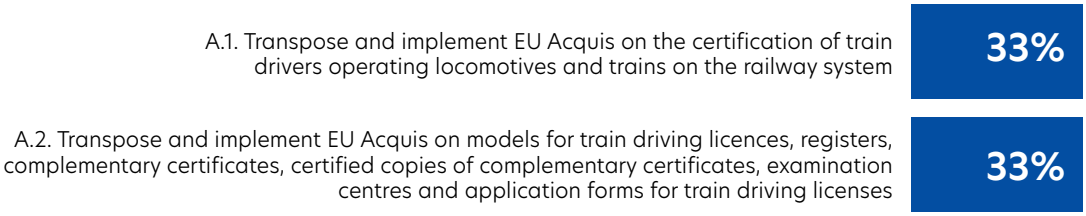


Figure 48. Train driver licensing – Moldova

Interoperability

Directive (EU) 2016/797 on the interoperability of the rail system was partially transposed into the Rail Transport Code, the Law on Accreditation Activities and Conformity Assessment, and Government Decisions approving several regulations in the field of railway transport.

Interoperability

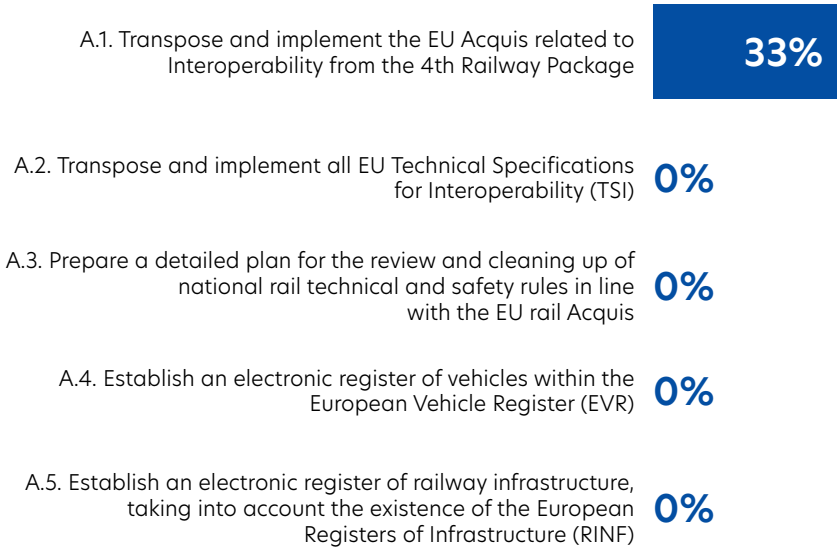


Figure 50. Interoperability – Moldova

Railway Safety

Directive (EU) 2016/798 on railway safety has been partially transposed into national legislation through a number of legal acts, including: the Railway Transport Code; the Law on the Investigation of Accidents and Incidents in Transport; the Government Decision approving various regulations in the field of railway transport; the Government Decision on the establishment, organisation, and operation of the Railway Agency; the Government Decision approving the Regulation establishing the practical modalities for issuing safety certificates to railway undertakings; and the Government Decision approving the Regulation outlining specific aspects of the procedure for granting railway transport authorisations (licences).

Railway safety

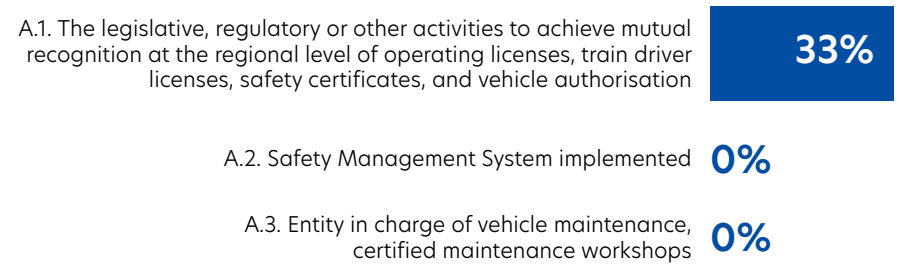


Figure 51. Railway safety - Moldova

Modernisation of the rail network infrastructure

Moldova has already adopted the National Development Strategy "Moldova 2030," the National Development Plan 2023-2025, and the Mobility Strategy 2023-2030, but it still lacks a concrete railway transport strategy or plan. Moldova also needs a clear vision regarding the modernisation of its railways to attract new customers and improve the quality of life for its residents.

Modernisation of the rail network infrastructure

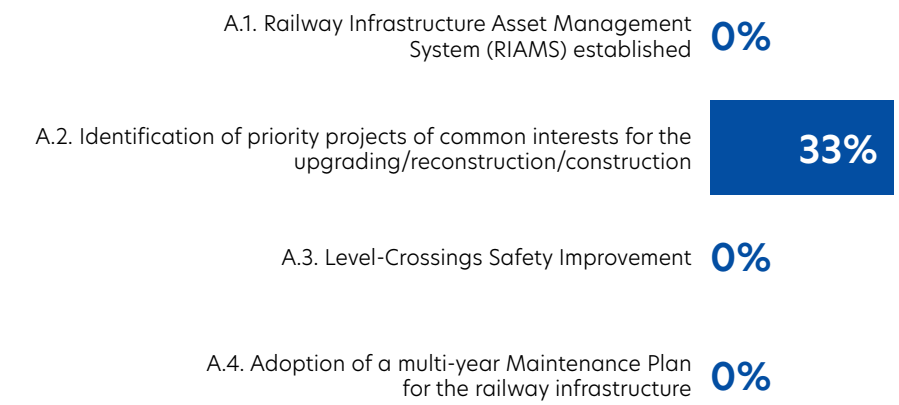


Figure 52. Modernisation of rail network infrastructure - Moldova

Cooperation within the region

As previously mentioned, with the signing of the Memorandum of Understanding (MoU) establishing the Regional Network of Safety Authorities, Investigation Bodies, and Railway Regulatory Bodies on 29 May 2025, Ukraine, the Republic of Moldova, and Georgia, along with their respective institutions, participate as observers in accordance with the provisions of the MoU. This serves as the foundation for future cooperation with the Western Balkans.

Cooperation within the region

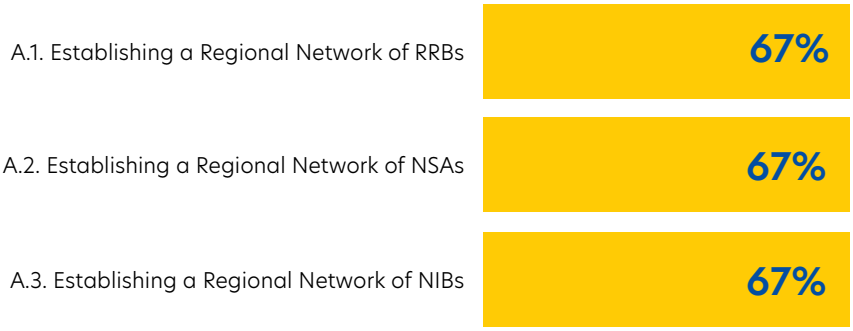


Figure 53. Cooperation within the region - Moldova

Sustainable and multimodal measures

As set out in the Rail Action Plan, Moldova has planned for all three actions under this pillar to be realised by 2027.

Recommendations

Given the current overall implementation rate of **22%**, the Republic of Moldova must intensify efforts across all eight pillars to meet its 2025-2027 goals.

- **Market access** – Complete the unbundling of JSC Moldovan Railways, ensure the infrastructure manager's independence, and establish a transparent regulatory framework promoting open access and fair competition.
- **Passenger rights** – Fully transpose Regulation (EU) 2021/782, strengthen the Rail Agency's enforcement capacity, and develop mechanisms to monitor compliance with passenger rights.
- **Train driver licensing** – Finalise alignment with EU licensing directives, implement mutual recognition procedures, and launch awareness and training programmes for compliance.
- **Interoperability** – Accelerate transposition of Directive (EU) 2016/797, develop compliant national technical rules, and engage actively with the European Union Agency for Railways (ERA).
- **Railway safety** – Complete transposition of Directive (EU) 2016/798, enhance the Railway Agency's capacity as the National Safety Authority, and set clear timelines for issuing safety certificates.
- **Modernisation of the rail network infrastructure** – Develop a dedicated railway strategy aligned with national plans, prioritise TEN-T infrastructure projects with secured funding, focusing on safety, interoperability, and commercial viability.
- **Cooperation within the region** – Increase participation in regional safety and regulatory networks and promote joint training and harmonisation with the Western Balkans under the Transport Community framework.
- **Sustainable and multimodal measures** – Implement planned actions by 2027, fostering multimodal transport synergies and emission reductions aligned with the EU Green Deal.

To progress beyond the current early stage and achieve its 2025-2027 objectives, the Republic of Moldova should accelerate reforms across all pillars of the Rail Action Plan, prioritising the completion of legal transposition, the strengthening of institutional capacity, and the securing of tailored technical assistance alongside targeted capacity-building support.

2.3.2 **Road**

Overall summary

The infrastructure maintenance measures in the Road Action Plan complement efforts to develop the TEN-T Road Network in the Observing Participants, in line with the standards set out in Regulation (EU) No. 1679/2024. Together with the implementation of large investment projects, addressing road maintenance challenges will substantially improve the road infrastructure on the indicative extension of the Core and Comprehensive TEN-T Network in Moldova.

Climate resilience-related measures are also aligned with the revised TEN-T Regulation. At the same time, establishing a robust strategic and legal framework for ITS deployment is consistent with the provisions of the relevant EU acquis.

The deployment of e-charging stations every 60 km, in line with Regulation (EU) 1804/2023, will not just improve compliance with the TEN-T standards but also contribute significantly to transport decarbonisation goals.

Finally, maintaining a strong focus on capacity-building activities across all areas of this Action Plan is a critical prerequisite for ensuring its implementation. High-level support for these measures, facilitated through discussions during the regular meetings of the Network of Road Executives and the work of the Road Technical Committee, remains essential.

Progress by measures

Establishing a functioning and efficient road maintenance system

Under this pillar, Moldova has made limited progress (one-third implementation) in data collection, Service Level Agreements, and strategies concerning road maintenance, while key elements such as planning, asset condition assessment, and system establishment remain unaddressed.

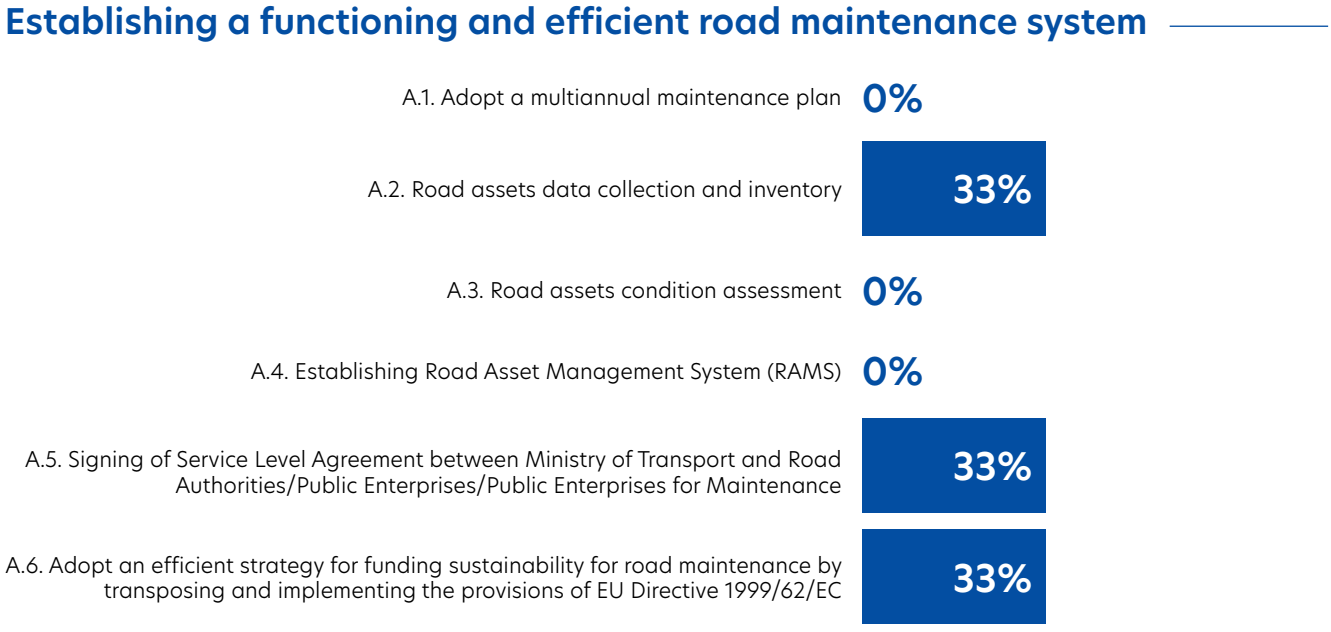


Figure 54. Establishing a functioning and efficient road maintenance system

ITS Deployment on the Core/Comprehensive Road Networks

In this area, Moldova has made initial progress (33%) in all ITS-related actions, but none have yet reached full implementation. Nevertheless, outcomes from the ongoing technical assistance on the adoption of the ITS Strategy will considerably improve the situation. The country is still in an early stage of ITS deployment.

ITS Deployment on Core/Comprehensive Road Networks

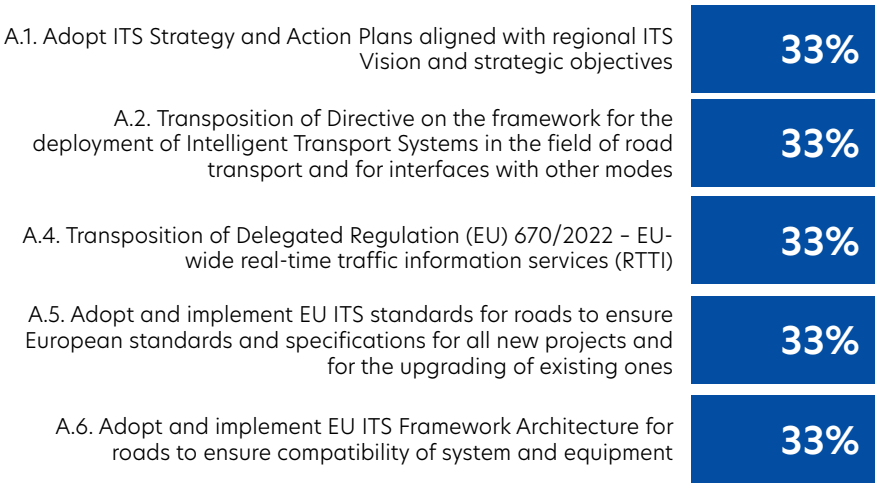


Figure 55. ITS Deployment on Core/Comprehensive Road Networks

Transposition and implementation of the road market and social acquis

Under this pillar, Moldova has made limited progress, with some steps taken regarding the road market acquis. There is no progress yet in alignment with road social acquis requirements.

Transposition and implementation of the road market and social acquis

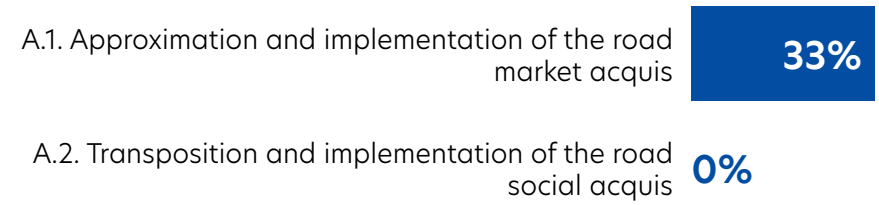


Figure 56. Transposition and implementation of the road market and social acquis

Enhancing road transport resilience and the use of alternative fuels

Under this pillar, Moldova has advanced the most in resilience action planning, while actions on climate-proofing, vulnerability interventions, and alternative fuel adoption remain at an early stage.

Enhancing road transport climate resilience and use of alternative fuels

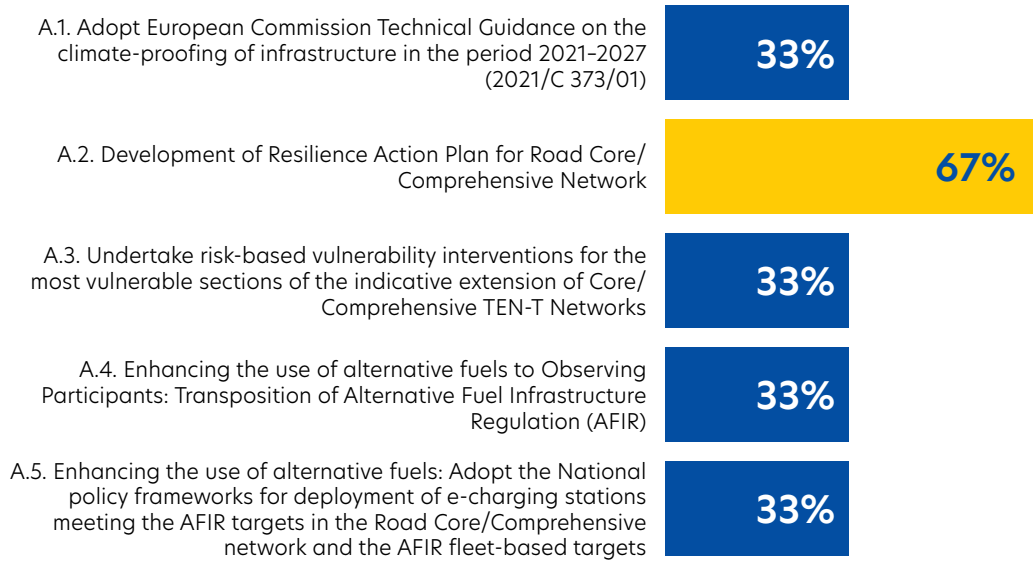


Figure 57. Enhancing road transport climate resilience and use of alternative fuels

Enhancing cooperation and experience exchange

Under this pillar, Moldova has made solid progress in strengthening cooperation mechanisms and promoting technical knowledge sharing, reaching two-thirds of the target in both activities.

Enhancing cooperation and experience exchange

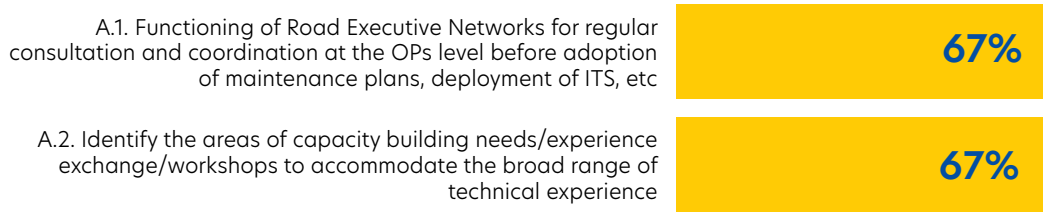


Figure 58. Enhancing cooperation and experience exchange

Recommendations

Establishing a functioning and efficient road maintenance system

- **Adopt a multiannual maintenance plan** – Develop a 5- to 10-year national maintenance programme aligned with Moldova's Transport and Logistics Strategy. Integrate EU methodologies (performance-based contracts, cost-benefit analysis). Ensure stable annual financial allocations.
- **Road assets condition assessment** – Launch a systematic road condition survey, if possible, using modern tools (laser scanning, drones, deflectometers). Train technical staff in pavement and bridge condition assessment methods. Consider baseline indicators (roughness, skid resistance, structural strength).
- **Establishing Road Asset Management System (RAMS)** – Introduce a GIS-based RAMS covering national and regional roads. Seek support from EU Twinning/IFI projects (EIB, World Bank, EBRD, etc.) for design and rollout. Ensure RAMS is linked to budget planning and maintenance prioritisation.

ITS Deployment on the Core/Comprehensive Road Networks

- **Adopt ITS strategy and action plans aligned with regional ITS Vision** – Finalise and adopt a National ITS Strategy (2025–2035) aligned with the EU's ITS Directive (2010/40/EU) and its amended and delegated acts (TA under the Transport Community). Define priority corridors on the TEN-T Core Network.
- **Transposition of Directive on the framework for the deployment of ITS (2010/40/EU)** – Transpose EU ITS Directive requirements into national legislation and assign clear institutional roles, including the MIRD (policy), the State Road Administration (implementation), and the relevant authority as regulator. Ensure legal provisions are in place for data sharing and interoperability.
- **Transposition of Delegated Regulation (EU) 670/2022 (real-time traffic information)** – Develop a national traffic data centre to integrate road, weather, and traffic incident data. Collaborate with neighbouring countries (Romania, Ukraine) to ensure cross-border compatibility.
- **Adopt and implement EU ITS standards** – Introduce EU technical standards (DATEX II for traffic info exchange, C-ITS for vehicle-to-infrastructure communication). Procure ITS equipment that complies with EU standards to avoid future interoperability issues. Liaise with EU Member States (e.g., Romania, Poland) for technology transfer and training.
- **Adopt and implement EU ITS Framework Architecture** – Develop and finish the design of a Moldovan ITS Architecture compatible with the EU framework to ensure interoperability, flexibility and scalability (TA under the Transport Community). Integrate existing systems, such as speed cameras, weigh-in-motion stations, and electronic tolling pilots.

Transposition and implementation of the road market and social acquis

- **Approximation and implementation of the road market acquis** – *Legislative alignment*: Accelerate alignment with EU regulations on market access, including full transposition of the Regulation (EC) No 1071/2009, as well as rules on access to the international road haulage market, licensing of road transport operators, and cabotage. *Institutional capacity*: Strengthen the National Agency for Transport to enforce licensing and monitoring of operators. *Digitalisation*: Introduce an e-permit system for domestic and international road freight operators to improve transparency. *Cross-border cooperation*: Work with Romania and Ukraine to harmonise road market rules and reduce administrative burdens at borders.
- **Transposition and implementation of the road social acquis** – *Transposition*: Begin adopting EU rules on driving times, rest periods, and tachographs (full transposition of the Regulation (EC) No 561/2006 and Regulation (EU) No 165/2014). *Tachograph system*: Plan the introduction of smart tachographs, starting with international freight operators. *Enforcement:* ANTA to continue inspections with trained staff and roadside check facilities. *Capacity building:* Provide training for inspectors, police, and operators on EU social rules. Awareness campaigns: Inform transport companies and drivers about upcoming changes and compliance requirements.

Enhancing road transport resilience and use of alternative fuels

- **Strengthen climate-proofing of infrastructure** – Fully adopt EU climate-proofing technical guidance (2021/C 373/01) when planning new infrastructure. Build capacity in ministries and agencies to integrate climate risk assessments into all road projects. Seek EU technical assistance and funding to support pilot projects showcasing climate-proofed roads.
- **Scale up the Resilience Action Plan** – Finalise and implement the Resilience Action Plan for the Road Core/Comprehensive Networks. Ensure it includes priority mapping of vulnerable sections, considering floods, landslides, and extreme heat. Link the plan with budget allocations and cross-border connectivity with EU corridors.
- **Prioritise vulnerability assessments** – Conduct risk-based vulnerability assessments for key transport corridors (especially those critical for trade and exports). Partner with regional initiatives (e.g., EU, UNECE, WB) to get technical tools and methodologies. Use results to prioritise investments in strengthening bridges, tunnels, and flood-prone road segments.
- **Accelerate the construction of an alternative fuel infrastructure** – Moldova should transpose the EU Alternative Fuels Infrastructure Regulation (AFIR) into national law. Develop a roadmap for EV charging stations along major highways and in cities.

- Advance e-mobility deployment – Adopt a national policy framework for electric vehicle (EV) deployment. Introduce financial incentives (reduced taxes, subsidies) for EV purchases. Ensure charging stations meet EU standards, enabling integration into the European alternative fuel corridor.

Enhancing cooperation and experience exchange

- Formalise regular consultations among road executive bodies at the operational level. Establish standard operating procedures (SOPs) that outline how consultations should be conducted before decisions (e.g., ITS deployment, maintenance plans).
- Conduct a needs assessment to map existing skills vs. desired competencies across technical staff. Leverage international partnerships for knowledge exchange.
- Implement a feedback mechanism after workshops or coordination activities to measure their usefulness and adapt future events accordingly. Develop or enhance a centralised digital knowledge platform where all best practices, technical documentation, and lessons learned can be accessed across Moldova's road agencies.
-

2.3.3 **Road Safety**

Overall summary

Implementing the comprehensive measures outlined in a road safety action plan is expected to contribute towards achieving the goal of reducing serious injuries and fatalities.

Establishing a dedicated road safety executive body plays a crucial role by centralising efforts, enhancing coordination among stakeholders, providing evidence-based policy measures, and implementing targeted interventions based on data-driven insights.

Improving road infrastructure involves upgrading roads, intersections, and pedestrian crossings to meet safety standards, which, coupled with enhanced speed management, should reduce the number and the severity of road accidents. These enhancements not only improve traffic flow but also mitigate the risks associated with poor road conditions, directly reducing fatalities and injuries.

Preparing specific programmes for the protection of vulnerable road users – such as pedestrians, cyclists, and motorcyclists – through safer infrastructure (dedicated bike lanes and safe crossings), enhanced visibility measures, awareness campaigns, speed management, and stricter enforcement for other road users (cars, vans, lorries, etc) aims to reduce their involvement in road accidents.

Finally, capacity-building initiatives aimed at educating stakeholders and empowering local communities to enforce safety measures effectively contribute to continuous improvements in road safety outcomes.

Progress by measures

Strengthening road safety management

Under this pillar, Moldova has taken initial steps in coordination, data improvement, and EU alignment, but significant progress is still required across most road safety management measures.

Strengthening road safety management

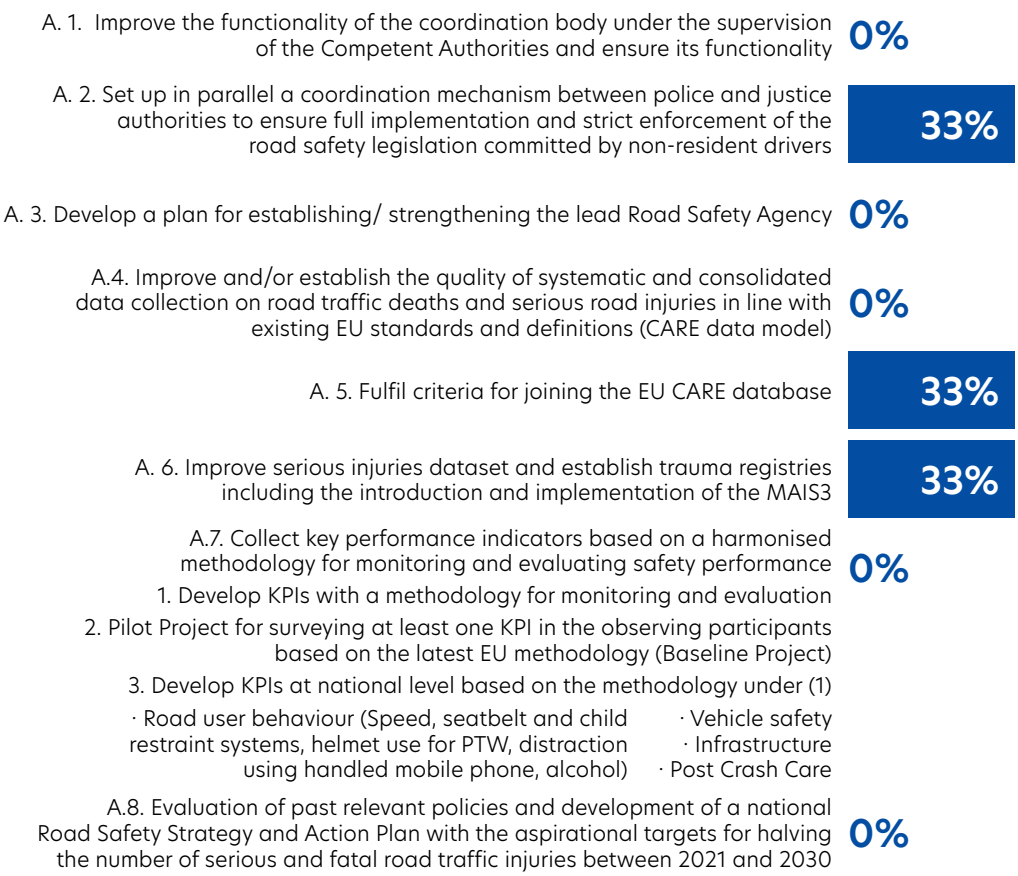


Figure 59. Strengthening road safety management

Promoting safer infrastructure

In this area, Moldova has made partial but consistent progress (33%) across all safer infrastructure measures (RSIM and tunnels). However, considerable work is needed to move beyond initial implementation.

Promoting safer infrastructure

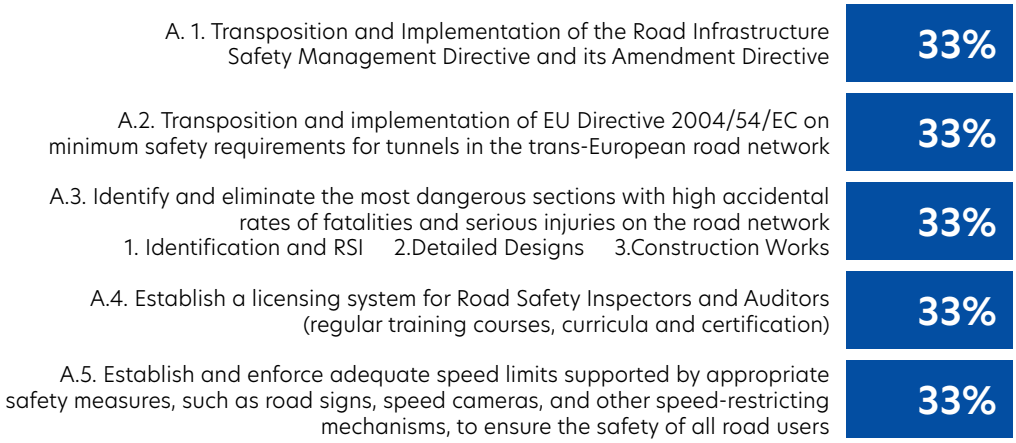


Figure 60. Promoting safer infrastructure

Promoting the protection of road users (including speed management)

Under this pillar, Moldova has taken initial steps (33%) in protecting vulnerable users and promoting road safety education. No progress has yet been made in enforcement and licensing measures.

Promoting the protection of road users

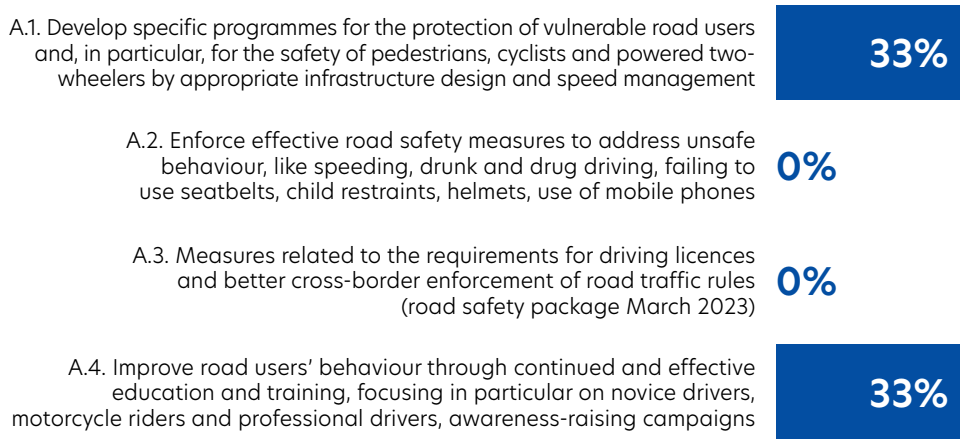


Figure 61. Promoting the protection of road users

Promoting the use of safer vehicles

Under this pillar, Moldova has made the strongest progress (67%) in Intelligent Transport Systems, specifically in ensuring the interoperability and compatibility of the 112 emergency call system, while work on vehicle safety standards and alignment with EU regulation is still at 33% completion.

Promoting the use of safer vehicles

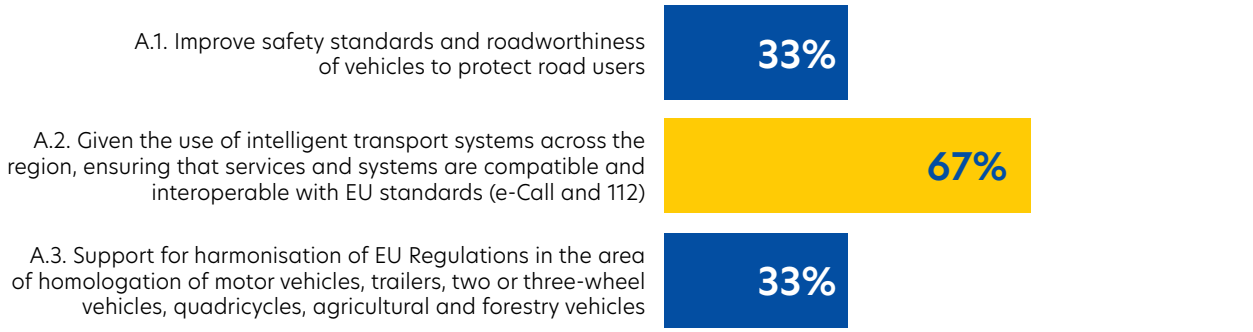


Figure 62. Promoting the use of safer vehicles

Enhancing cooperation and experience exchange

Under this pillar, Moldova is making consistent progress (67%) across both cooperation and capacity-building initiatives, demonstrating a strong commitment to regional collaboration and knowledge exchange.

Enhancing cooperation and experience exchange



Figure 63. Enhancing cooperation and experience exchange

Recommendations

Strengthening road safety management

- **Establish strong institutional coordination** – Create a national road safety coordination body under the GOV or MIRD with clear mandates and budget. Develop or strengthen a lead Road Safety Agency, following EU best practices. Ensure inter-ministerial coordination (transport, health, police, justice, education).
- **Improve data collection and monitoring** – Align traffic accident and injury data with EU CARE standards (common definitions, coding, disaggregation). Set up a national harmonised database for fatal and serious road traffic injuries. Collect Key Performance Indicators (KPIs) on speed compliance, seatbelt use, alcohol-related crashes, etc.
- **Advance towards EU CARE membership** – Finalise reforms needed to meet EU CARE database criteria. Strengthen IT systems and police reporting to ensure consistent and reliable crash data.

- **Strengthen enforcement and judicial coordination** – Improve coordination between police and judiciary for enforcement of penalties (especially for foreign drivers). Introduce or improve automated enforcement systems (speed cameras, red-light cameras) to reduce reliance on manual checks. Ensure that non-resident offenders face effective enforcement and penalties.
- **Improve serious injury tracking and trauma registries** – Establish a national trauma registry in cooperation with hospitals and health authorities. Introduce MAIS3+ coding for injury severity, harmonised with EU standards. Use health-sector data to complement police records for a more accurate picture of road safety.

Promoting a safer infrastructure

- **Transposition and implementation of Road Infrastructure Safety Directive** – Fully transpose the EU Road Infrastructure Safety Management Directive (RISM, 2008/96 as amended by 2019/1936/EU) into national law. Ensure mandatory road safety audits for all new road projects and reconstructions. Train engineers and contractors on safety-by-design principles.
- **Implement EU Directive on Minimum Safety Requirements for Tunnels** – Align safety standards with EU Directive 2004/54/EC on planned tunnels. Establish emergency response protocols, including fire, evacuation, and ventilation measures. Where tunnels are limited, apply the same safety principles (escape routes, lighting, monitoring) to similar infrastructure.
- **Identify and eliminate high-risk road sections** – Carry out systematic road safety inspections to identify dangerous and high-accident road sections. Prioritise quick-wins, namely low-cost, high-impact measures, such as signage, guardrails, pedestrian crossings, and speed-calming. Develop a dangerous road sections elimination programme supported by EU or IFI funding.
- **Establish a licensing system for road safety inspectors and auditors** – Create a national accreditation/licensing framework for road safety auditors. Require all infrastructure projects to be reviewed by certified auditors at key stages (design, construction, operation). Partner with EU training institutions on certification of the auditors and inspectors
- **Establish and enforce appropriate speed limits** – Review and update speed limit policies based on road type, urban/rural context, and crash data. Expand the use of automated enforcement (speed cameras). Combine enforcement with public awareness campaigns on the dangers of speeding.

Promoting the protection of road users (including speed management)

- **Protect vulnerable road users** – Develop dedicated safety programmes for pedestrians, cyclists, children, and the elderly. Expand safe pedestrian crossings, sidewalks, and cycle lanes, especially in urban areas. Work with local authorities to introduce "safe school zones" (traffic calming, signage, speed enforcement).
- **Strengthen the enforcement of road safety measures** – Increase police enforcement of seatbelt use, helmets, speed limits, and drink-driving regulations. Introduce automated enforcement technologies (speed cameras, red-light cameras) to reduce reliance on manual checks. Ensure that penalties are proportionate and consistently applied, including the cases of repeat offenders.
- **Improve licensing and driver training standards** – Revise driver education curricula to include vulnerable road user protection, eco-driving, and EU-standard practices. Strengthen licensing requirements, ensuring transparent testing. Introduce periodic re-training or refresher courses for professional drivers (bus, taxi, freight).
- **Promote behavioural change through awareness campaigns** – Expand public awareness campaigns on speeding, distracted driving, and drink-driving. Use evidence-based communication strategies (targeting young drivers, motorcyclists, rural road users). Involve schools, NGOs, and media to promote a culture of safety.

Promoting the use of safer vehicles

- **Improve safety standards and vehicle roadworthiness** – Strengthen technical inspection systems to ensure all vehicles meet minimum safety standards (brakes, lights, emissions). Modernise roadworthiness testing infrastructure and introduce stricter controls on imported second-hand vehicles, which often lack advanced safety features.

- **Advance Intelligent Transport Systems** – Build on current progress by scaling up ITS deployment (smart traffic lights, real-time traffic management, e-tolling). Ensure ITS systems are interoperable with EU platforms, supporting cross-border freight and passenger flows. Use ITS data to improve enforcement and planning (e.g., monitoring speeding, traffic density, and road conditions).
- **Harmonisation with EU vehicle regulations** – Fully align Moldova's legislation with EU vehicle homologation standards (Regulation (EU) 2018/858). Ensure only EU-compliant vehicles (cars, trailers, two/three-wheelers) are registered for road use. Cooperate with EU agencies and neighbouring countries to harmonise certification and type-approval processes.
- **Encourage the adoption of safer vehicle technologies** – Promote the uptake of advanced driver assistance systems (ADAS) such as lane departure warning, automatic emergency braking, and blind-spot detection. Provide incentives for safer, low-emission vehicles, including tax benefits or reduced registration fees. Raise public awareness on the safety benefits of newer vehicles compared to older imported ones.

Enhancing cooperation and experience exchange

- **Strengthen regional cooperation** – Deepen Moldova's involvement in the Eastern Partnership (EaP) Road Safety Observatory and Western Balkans Road Safety Observatory (WBSRO). Share best practices in crash data collection, enforcement, and infrastructure safety and use these platforms to benchmark Moldova's performance against peer countries. Seek joint projects and donor funding through regional cooperation frameworks.
- **Leverage international partnerships** – Strengthen cooperation with the European Commission, UNECE, WHO, World Bank, and EIB on road safety and sustainable mobility. Join EU-funded twinning or TAIEX programmes to accelerate harmonisation with EU directives.

2.3.4 Waterborne Transport and Multimodality

Overall summary

During the first year of implementation of the Action Plan on Waterborne Transport and Multimodality for Observing Participants (2025–2027), the Republic of Moldova demonstrated a slow pace in implementing the actions and measures outlined therein.

Based on the input provided by the relevant Moldovan authorities in the waterborne transport sector, it can be concluded that the country is falling behind in implementing the actions outlined under the pillars *Promoting green and smart waterborne transport, Promoting safe and secure waterborne transport, and Improving navigability, port infrastructure and the multimodal system*. However, the Republic of Moldova has demonstrated moderate progress in implementing the measures under the pillar *Increasing the attractiveness of working in the waterborne sector.*

Progress by Measures

Promoting green and smart waterborne transport

In relation to Action 1 *Taking measures toward the path to zero emissions in waterborne transport and the development and implementation of EU acquis*, **no progress** has been achieved. Therefore, the deadlines for the transposition and implementation of the stipulated legal acts should be postponed. In the base case scenario, transposition should be scheduled for 2026 instead of 2025, and implementation for 2027 instead of 2026.

In relation to Action 2 *Transposition of the TCT Annex I on port reception facilities and the delivery of waste from ships*, **moderate progress** has been achieved, as the relevant Directive (2014) 2019/883 has been reviewed and assessed, and concrete transposition texts have been prepared by the European Maritime Safety Agency (EMSA). Currently, the elaborated drafts are being fine-tuned by the relevant Moldovan authorities to be duly adopted in the local legislation.

Based on the reporting by relevant Moldovan stakeholders, **no progress** has been made as of 2025 regarding Action 3 *Develop concepts of green ports to improve the environmental sustainability of ports and availability of alternative fuels*, and Action 4 *Establish and upgrade the digital systems for monitoring navigation and smart solutions in ports*. Therefore, the deadlines set for implementation of the aforementioned actions shall be extended by one year for both actions – until 2026 for the preparation phase and 2027 for implementation, under the best-case scenario.

In reference to Action 5 *Transposition and implementation of legislation on ship reporting formalities*, **moderate progress** has been achieved as of 2025, bearing in mind that EMSA has prepared the draft transposition texts for Directive 2010/65/EU. The elaborated drafts are currently being reviewed and agreed upon by the relevant Moldovan authorities and will duly be adopted into national legislation. Regulation (EU) 2019/1239 continues to be only partially transposed, as in the baseline year. The deadlines initially set in the Action Plan should therefore be extended by one year to allow for the full transposition and implementation of the relevant legislation.

Regarding Action 6, the Republic of Moldova has partially transposed the Directive related to the Community vessel traffic monitoring and information system. As of 2025, no substantial progress has been made towards full transposition; however, overall progress is assessed as **moderate/progress on track**, as some preliminary efforts have already been undertaken.

Pertaining to Action 7 *Transposition and implementation of the legislation related to River Information Services (RIS)*, the Republic of Moldova has made some substantial efforts during 2025 in terms of partial transposition of certain provisions through Government Decision No. 377/2025. The subsidiary TCT Annex I related to RIS has not been transposed; therefore, the deadlines for transposition should be extended by one year and even beyond 2027 for implementation. Progress related to the realisation of this action is assessed as **moderate/progress on track**.

No progress has been achieved by the Republic of Moldova in relation to Action 8 *Transposition and implementation of legislation on electronic freight transport information and implementation of digital solutions to improve multimodality*, and Action 9 *Transposition and implementation of legislation on combined transport*.

As a result, overall progress in the implementation of the actions included in this pillar is assessed as **slow.**

Moldova's progress in the implementation of the actions under this pillar is quantitatively summarised in the chart below:

Promoting green and smart waterborne transport

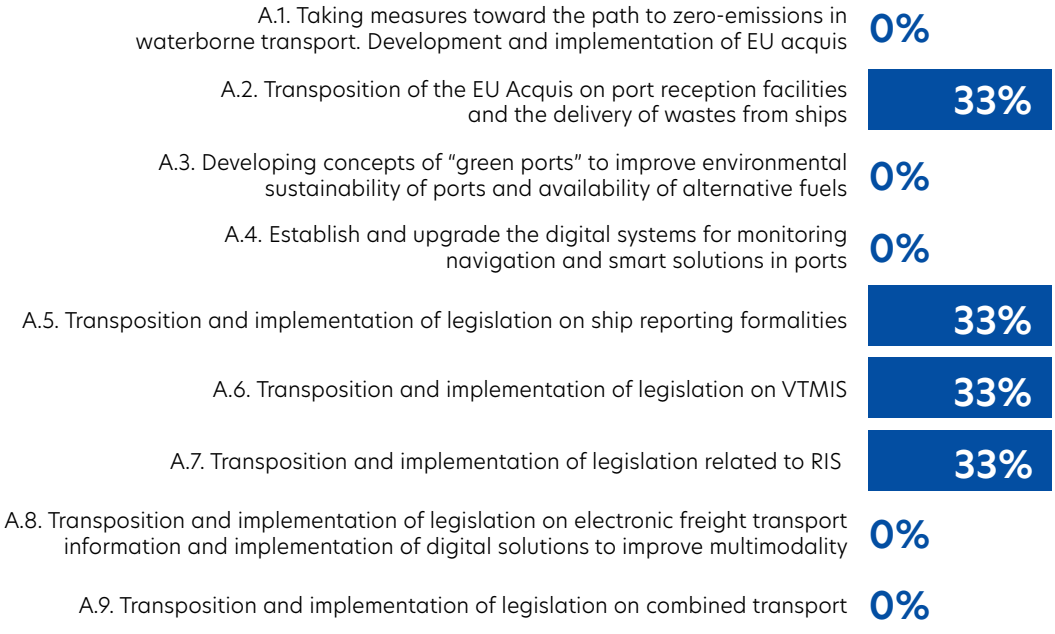


Figure 64. Promoting green and smart waterborne transport

Promoting safe and secure waterborne transport

The draft transposition texts for the adoption of Directive 2005/35/EC on ship-source pollution were prepared by EMSA. Therefore, the overall progress in implementation of Action 1 is determined as **moderate/progress on track.**

Moderate progress is noticeable concerning the implementation of Actions 3 and 4, particularly the transposition of the relevant legislation related to common rules and standards for ship inspection and survey, recognised organisations, and the strengthening of waterborne security.

No progress has been reported as per Action 5 concerning the strengthening of cybersecurity in the waterborne sector.

Ultimately, the overall progress of the Republic of Moldova in implementing the measures within this pillar is considered to be **moderate**.

Promoting safe and secure waterborne transport

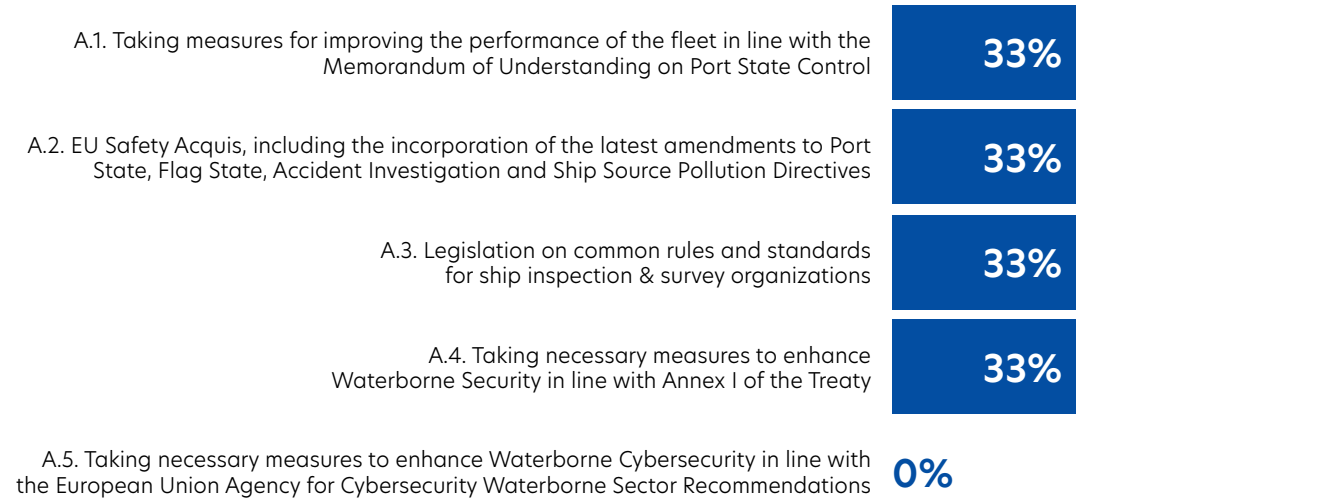


Figure 65. Promoting safe and secure waterborne transport

Improving navigability, port infrastructure and multimodal systems

The Republic of Moldova has made **moderate progress** under Actions 1 and 4 of this pillar. Several projects have been identified for implementation in the coming years at the Giurgiulesti International Free Port and the Giurgiulesti Passenger and Goods Port.

No visible progress has been made in relation to the implementation of Action 2 and Action 3.

The overall advancement in the implementation of the measures under this pillar is assessed as **slow**.

Improving navigability, port infrastructure and multimodal systems

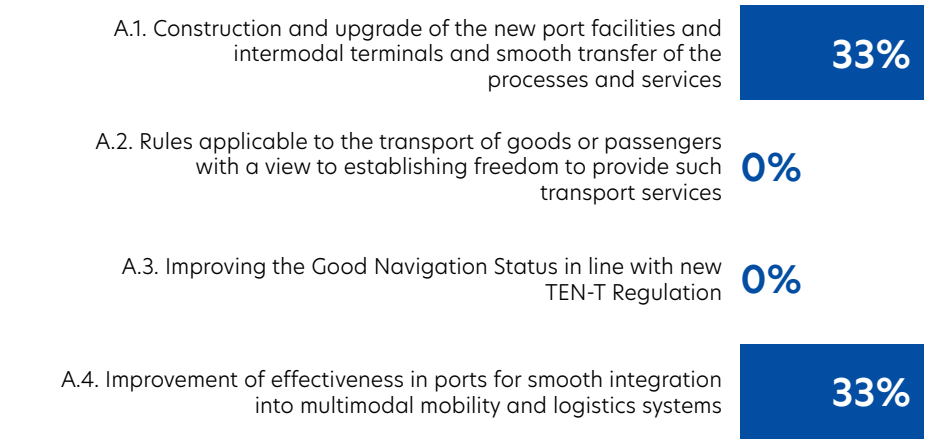


Figure 66. Improving navigability, port infrastructure, and multimodal systems

Increasing the attractiveness of working in the waterborne sector

Steady progress has been achieved under Action 2, as Directive 1999/95/EC and Council Directive 1999/63/EC have already been transposed into the Moldovan legal framework. Only Council Directive 2014/112/EU remains to be transposed.

Moderate progress has been achieved concerning the realisation of the measures included in Actions 1, 3, 4, and 5. This progress is due to the proactive steps undertaken by the relevant Moldovan stakeholders in terms of transposition of certain pieces of relevant legislation, mainly related to minimum safety and health requirements for improved medical treatment on board vessels, the minimum training standards for seafarers, and provisions concerning their working hours working time.

The overall progress of the implementation of the actions within the specified pillars within the Action Plan for Waterborne and Multimodality for the Republic of Moldova is considered **moderate**.

Increasing the attractiveness of working in the waterborne sector

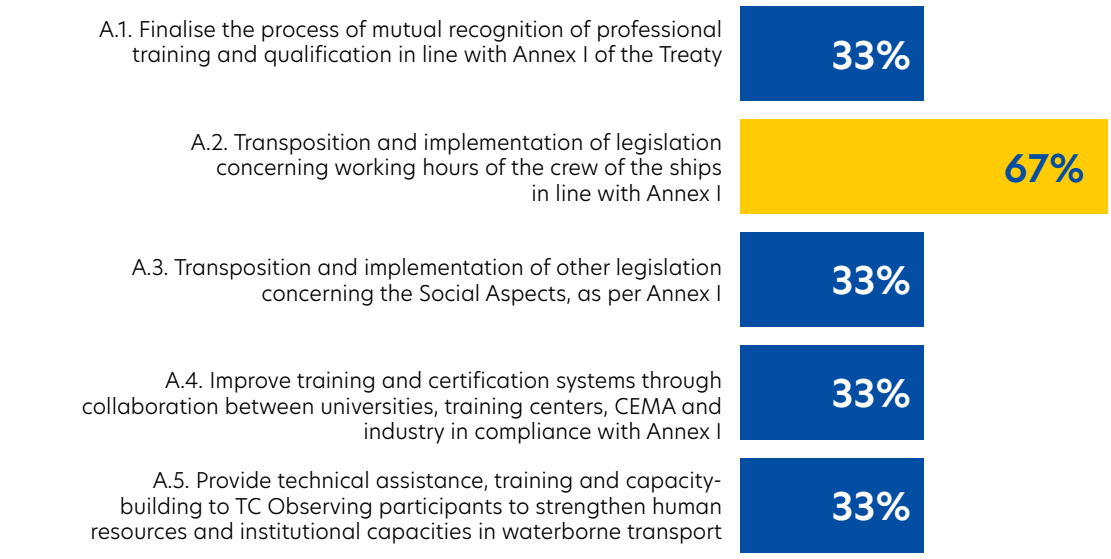


Figure 67. Increasing the attractiveness of working in the waterborne sector

Recommendations

- Urgently address delays in legislative transposition, particularly under the *Promoting green and smart waterborne transport* pillar.
- Establish realistic, but firm deadlines for actions related to zero-emission pathways, green port development, RIS, and electronic freight transport, which to date remain largely uninitiated.
- Accelerate coordination with EMSA, TCT, and other EU bodies to finalise and adopt draft legislation.
- Strengthen institutional capacity and ensure inter-ministerial collaboration to overcome administrative bottlenecks and align with EU environmental and digital standards.
- Intensify efforts under the *Promoting safe and secure waterborne transport* and Improving navigability and multimodal systems pillars.
- Exiting the Paris MoU blacklist must remain a top priority, supported by the full transposition of safety and inspection-related directives.
- Infrastructure upgrades at the Giurgiulesti ports should be matched by regulatory reforms to ensure seamless multimodal integration.
- Build on the moderate success in workforce development by completing outstanding social legislation and expanding training programmes.
- Targeted technical assistance and capacity-building initiatives, with full commitment from transport authorities, will be essential to ensure the Republic of Moldova meets its 2025-2027 objectives.

2.4 Ukraine

2.4 Ukraine

2.4.1 Rail

Ukraine is not included in the progress assessment, as no data has been received concerning the Rail Action Plan due to the circumstances and challenges the country currently faces.

2.4.2 Road and Road Safety

Ukraine is not included in the progress assessment, as no data has been received concerning the Road Action Plan and Road Safety Action Plan, due to the circumstances and challenges the country currently faces.

2.4.3 Waterborne Transport and Multimodality

During the reporting period, effective communication was re-established with relevant Ukrainian waterborne stakeholders through several online meetings. As a result, all deadlines within the Action Plan have been clearly identified.

The updated template of the Action Plan for Waterborne Transport and Multimodality 2025-2027, including the timeframes specified by Ukrainian stakeholders is attached in Annex 2 of this report.

2.5 Conclusions

Collectively, the Observing Participants have shown determination in moving closer to EU standards, yet challenges remain in the domains of sustainability, multimodality, and cybersecurity. The relative strength of the sector lies in improved training, certification, and institutional capacity-building. To fully achieve these objectives, continued dedication, reinforced cooperation, and clear prioritisation are needed.

Georgia has made progress, particularly in train driver licensing, establishing functioning and efficient road maintenance systems, strengthening road safety management (83%), and increasing the attractiveness of working in the waterborne sector (80%). The **Republic of Moldova** continues to advance at a slower pace, with moderate achievements, but several areas require further attention. These include sustainable and multimodal measures (0%), strengthening road safety management (13%), establishing functioning and efficient road maintenance systems, and improving navigability, port infrastructure, and multimodal systems (17%). **Ukraine**, despite the extraordinary challenges it has faced in recent years, has re-established clear timelines for implementation, signalling its commitment to align with the EU acquis.

As of 2025, the implementation of the **Rail Action Plan** in Georgia and the Republic of Moldova shows moderate progress, with Georgia slightly ahead, achieving approximately 33% overall completion compared to Moldova's 22%.

The implementation of the **Road Action Plan** in both countries is generally satisfactory, with Georgia achieving an overall completion of approximately 47% and Moldova 34%.

In terms of the **Road Safety Action Plan**, Georgia demonstrates notable progress with a 67% implementation rate, whereas Moldova shows moderate progress at 35%.

Implementation of the **Waterborne Transport and Multimodality Action** Plan is also noteworthy in Georgia, with 50% progress, while Moldova has made moderate progress at 25%.

3 TCT Annex I Acquis Transposition Status

3.1 Georgia

3.1.1 Horizontal/Multimodal acquis

Infrastructure

The thematic cluster *Infrastructure* corresponds entirely to Annex I.1 of the Treaty establishing the Transport Community, encompassing two Regulatory areas:

- TEN-T Development
- Clean vehicles and alternative fuels infrastructure

The two regulatory areas mentioned above encompass a total of three legal acts, all of which are classified as main acts. One of these acts is included in the Rail Action Plan 2025-2027, and another is part of the Road Action Plan 2025-2027.

Georgia has not transposed any of the legal acts listed in Annex I.1 of the acquis.

Infrastructure development within the extended TEN-T Network, supported by the alignment of national legislation with EU standards, is a strategic priority for the Transport Community. While Georgia has made progress in upgrading key transport infrastructure, no steps have been taken toward legal approximation with the relevant EU acquis, nor are such efforts planned in the short term. This gap poses risks to full integration with EU transport systems and may undermine the effectiveness of ongoing investment initiatives.

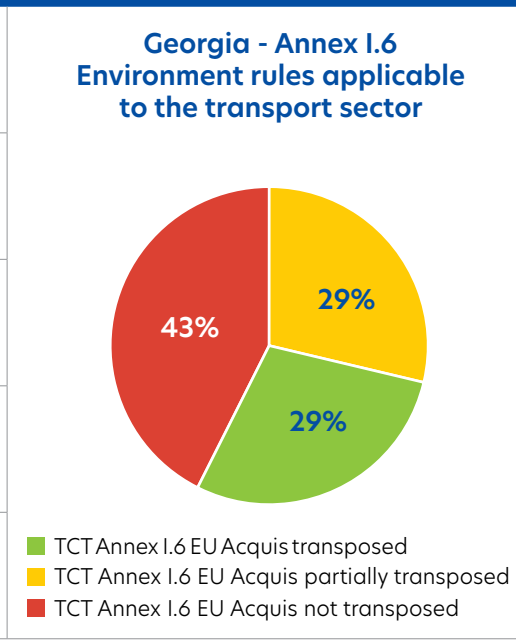
Environmental rules applicable to the transport sector

This thematic cluster corresponds entirely to Annex I.6 of the Treaty establishing the Transport Community, encompassing five regulatory areas:

- Assessment of effects
- Conservation
- Fuels, air quality, and climate change
- Water policy
- Noise

The five regulatory areas mentioned above encompass a total of 29 legal acts, of which 7 are considered main while the remainder are their amendments.

An overview of Georgia's progress in transposing and implementing the Annex I.6 acquis, along with a summary of performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**29.00%**	
2.	% of acquis partially transposed	**29.00%**	
3.	% of acquis not transposed	**43.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**0**	
5.	% of acquis implemented	**28.60%**	

Overall, **Georgia demonstrates steady progress** and a strong commitment to implementing the environmental acquis relevant to the transport sector. A significant portion of this acquis is included in the EU-Georgia Association Agreement and has consequently been prioritised for transposition in recent years. Looking ahead, Georgia will need to undertake further measures to ensure the transposition of the remaining acts and provisions, including the amendments to the main EU legal acts.

Public procurement rules applicable to the transport sector

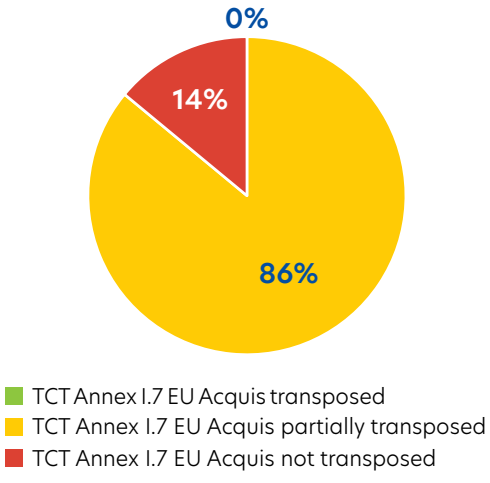
This thematic cluster corresponds entirely to Annex I.7 of the Treaty establishing the Transport Community, encompassing three Regulatory areas:

- Review procedures
- Procurement procedures
- Public services

The three regulatory areas mentioned above encompass a total of 35 legal acts, of which 7 are considered main acts, while the remainder are their amendments.

An overview of Georgia's progress in transposing and implementing the Annex I.7 acquis, along with a summary of performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Georgia - Annex I.7 - Public procurement rules applicable to the transport sector**
2.	% of acquis partially transposed	**86.00%**	
3.	% of acquis not transposed	**14.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**0**	
5.	% of acquis implemented	**0.00%**	



Georgia has made solid progress and has demonstrated commitment to implementing the public procurement acquis relevant to the transport sector, much of which is included in the EU-Georgia Association Agreement and prioritised in recent years. However, there is currently no plan in place for further transposition, which may limit continued alignment with EU standards in this area.

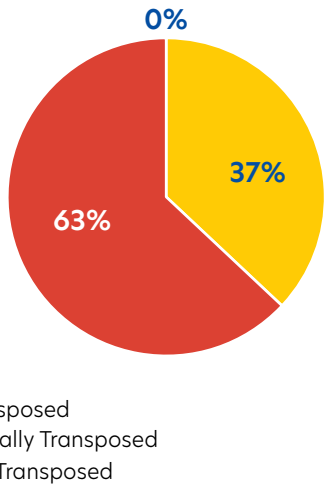
Transport of dangerous goods

The Transport of dangerous goods is a cross-cutting thematic cluster, with the relevant TCT Annex I included in Annexes I.2, I.3, I.4 and I.5 of the Treaty establishing the Transport Community. The regulatory areas it covers are as follows:

- Inland transport of dangerous goods (Annexes I.2, I.3, I.5)
- Transportable pressure equipment (Annexes I.2, I.3, I.4)
- Checks on the transport of dangerous goods (Annex I.3)
- Safety and technical requirements (Annex I.5)

Given the multimodal nature of dangerous goods transport and the distinct regulatory and institutional frameworks governing each mode, the relevant EU legislation across all transport modes has been analysed. A summary of Georgia's performance in transposing and implementing the acquis from Annex I under this thematic cluster, based on the defined indicators, is presented below.

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic Cluster Transport of Dangerous Goods**
2.	% of acquis partially transposed	**37.00%**	
3.	% of acquis not transposed	**63.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**N/A**	
5.	% of acquis implemented	**0.00%**	



In Georgia, legislative alignment with EU standards for the transport of dangerous goods remains significantly incomplete, as illustrated by the thematic cluster chart: 63% of the relevant legislation has not been transposed, 37% is only partially transposed, and 0% has been fully transposed. This indicates that while some progress has been made, the country still faces substantial regulatory gaps that impact safety, compliance, and its integration into broader European transport frameworks.

E-freight

The E-freight thematic cluster includes the *Electronic freight transport information* Regulatory Area (eFTI), as per Annexes I.2, I.3 and I.5 of the Treaty establishing the Transport Community.

This regulatory area includes a total of three legal acts, of which one is classified as main, with the other two serving as amendments.

To date, **none of the Observing Participants has fully transposed** the eFTI regulation.

3.1.2 **Rules Applicable to Rail Transport** (Annex I.2)

Overview

The institutional and regulatory framework is essential for the railway sector as it ensures safe operations, efficient management, fair competition, and alignment with national and international transport policies. The governance of the railway sector in Georgia involves the following key stakeholders:

- **The Ministry of Economy and Sustainable Development** is responsible for railway policy, regulation, infrastructure planning, safety oversight, and supporting the sector's role in trade and connectivity.
- **Rail Transport Agency**, operating under the Ministry of Economy and Sustainable Development, is responsible for regulating and supervising the railway sector. It serves as the NSA, oversees Public Service Contracts as the competent authority, regulates the transport of dangerous goods by rail, and ensures the protection of passenger rights.
- **Transport Accident and Incident Investigation Bureau (NIB)**, established under the Ministry of Economy and Sustainable Development, is responsible for investigating accidents and incidents in civil aviation, maritime transport, and now also in the railway sector.
- **JSC Georgian Railway**, owned by the government, is Georgia's exclusive railway company (infrastructure manager and railway undertaking). It operates as a vertically integrated entity and is organised into three main units: Freight Transport, Passenger Transport, and Infrastructure.

Georgia's **Railway Code** serves as the primary legal framework governing the rail sector. It covers areas such as passenger and freight transport, luggage handling, public service obligations, and combined cargo transport. It also outlines the roles, responsibilities, and rights of all stakeholders involved in railway operations. The Code is partially aligned with several EU legislative acts, including Directive (EU) 2016/798 on railway safety; Directive 2007/59/EC on the certification of train drivers operating locomotives and trains within the Community; Directive 2008/68/EC on the inland transport of dangerous goods; Regulation (EC) No. 1370/2007 on public passenger transport services by rail and by road; and Regulation (EU) 2021/782 on rail passengers' rights and obligations.

Additional key regulatory and strategic documents include:

- **Law on the Management and Regulation of the Transport Sector** establishes the legal and organisational framework for the sector, defining state policy and the roles of the technical regulatory bodies.
- **National Transport and Logistics Strategy (2023-2030)**, along with Action Plan for 2025-2026, sets out goals across all transport modes. Its priorities include infrastructure modernisation, service liberalisation, streamlined customs procedures, and harmonisation with the EU acquis.

The Rail Transport Reform, launched in 2023, is being implemented in three phases through to 2027. The third phase (2026-2027) will include the unbundling of the infrastructure manager from railway undertakings, as well as the establishment of a railway regulatory body.

Progress status per thematic clusters

Market access

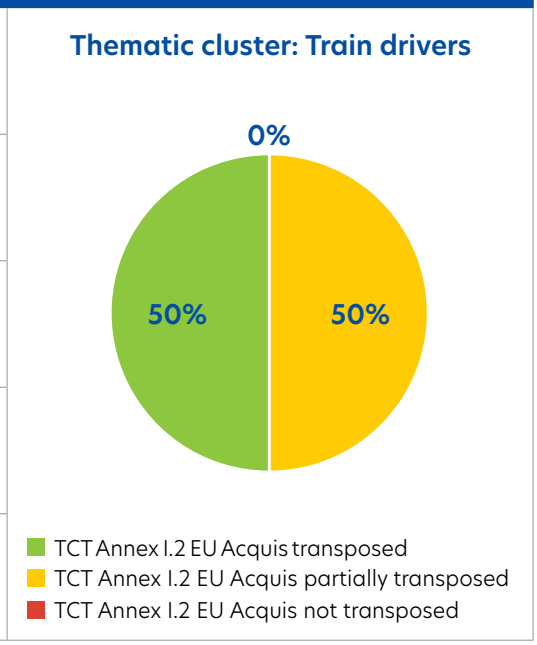
The *Market access* thematic cluster corresponds to the Regulatory area of the same name in Annex I.2 of the Treaty establishing the Transport Community and comprises a total of 22 legal acts, 16 of which are classified as main, while the remainder are their amendments. Three acts are included in the Rail Action Plan 2025-2027.

Georgia has not transposed any of the legal acts listed under the thematic cluster *Market access*. The transposition of the TCT Annex I in this cluster is scheduled for the third phase of the Rail Transport Reform (2026-2027). Two EU legal acts are planned to be transposed over the next two years.

Train drivers

The *Train drivers* thematic cluster corresponds to the Regulatory area of the same name in Annex I.2 of the Treaty establishing the Transport Community and comprises a total of 9 legal acts, of which 4 are classified as main, and others are their amendments. Four acts are included in the Rail Action Plan 2025-2027.

An overview of Georgia's progress in transposing and implementing the Annex I.2 acquis under the *Train drivers* thematic cluster, along with a summary of performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**50.00%**	
2.	% of acquis partially transposed	**50.00%**	
3.	% of acquis not transposed	**0.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**2**	
5.	% of acquis implemented	**50.00%**	

The main legal acts within this thematic cluster have been fully or partially transposed. However, it is necessary to continue the transposition process in order to incorporate all relevant amendments to these acts during the upcoming phase. This will enable the full transposition of the thematic cluster.

Interoperability

The *Interoperability* thematic cluster corresponds to the regulatory area of the same name in Annex I.2 of the Treaty establishing the Transport Community. It comprises a total of 67 legal acts, 22 of which are classified as main acts, while the remainder are amendments. Fifteen of these legal acts are included in the Rail Action Plan 2025-2027.

Currently, no EU legal acts related to the interoperability acquis have been transposed. However, the transposition of 16 legal acts is planned for 2027, as outlined in Georgia's timeline.

European Union Agency for Railways

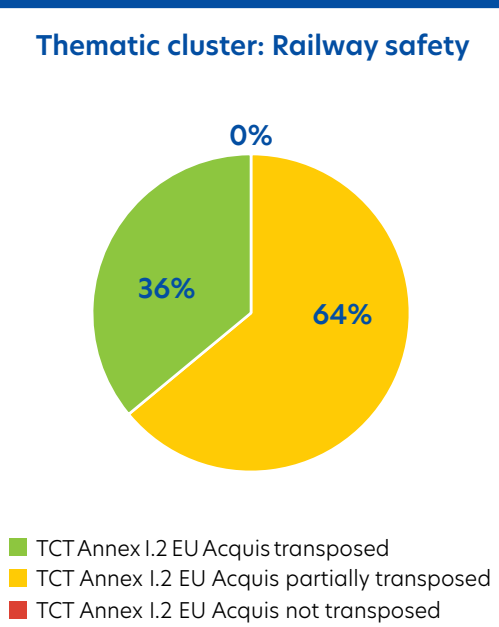
The *European Union Agency for Railways* thematic cluster corresponds to the regulatory area of the same name in Annex I.2 of the Treaty establishing the Transport Community. It comprises a total of 5 legal acts, of which 3 are classified as main acts, while the remainder are amendments. None of these legal acts are included in the Rail Action Plan 2025-2027.

The transposition of the acquis under this thematic cluster remains at a standstill, with no EU legal acts transposed to date and no concrete planning currently in place. To align with the obligations applicable to EU Member States, it is necessary to develop a clear roadmap and establish closer cooperation with the European Union Agency for Railways (ERA).

Railway safety

The Railway safety thematic cluster corresponds to the regulatory area of the same name in Annex I.2 of the Treaty establishing the Transport Community. It comprises a total of 19 legal acts, 11 of which are classified as main acts, while the remainder are amendments. Two of these legal acts are included in the Rail Action Plan 2025-2027.

An overview of Georgia's progress in transposing and implementing the Annex I.2 acquis under this thematic cluster, along with a summary of performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**36.00%**	
2.	% of acquis partially transposed	**64.00%**	
3.	% of acquis not transposed	**0.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**9**	
5.	% of acquis implemented	**31.50%**	

Georgia fully transposed a number of EU legal acts relating to this thematic cluster. However, the transposition did not include the corresponding amending acts. The transposed acts include Directive (EU) 2016/798 on railway safety, along with several regulations related to Common Safety Methods and other supporting legislation. As previously noted, Georgia has initiated procedures for issuing the safety certificate and authorisation for JSC Georgian Railway, in line with EU legislation. It is important that Georgia continues to align with all amendments to the EU legal acts under this thematic cluster.

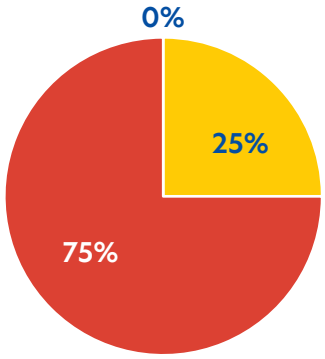
Social (rail)

The *Social (rail)* thematic cluster includes the following Regulatory areas as per Annex I.2 of the Treaty:

- Social field – working time/hours
- Passenger rights

It comprises a total of 4 legal acts, all of which are classified as main acts. One of these legal acts is included in the Rail Action Plan 2025-2027.

An overview of Georgia's progress in transposing and implementing the Annex I.2 acquis under the *Social (rail)* thematic cluster, along with a summary of performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Social (rail)** 
2.	% of acquis partially transposed	**25.00%**	
3.	% of acquis not transposed	**75.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**1**	
5	% of acquis implemented	**0.00%**	

Georgia has partially transposed Regulation (EU) 2021/782 on rail passengers' rights and obligations, with full transposition planned for 2026 and implementation expected to begin in May 2026. Currently, there is no plan in place for the transposition of the remaining EU legal acts under this thematic cluster. Given that one of the legal acts in this cluster is included in the Association Agreement, Georgia should consider developing and adopting a comprehensive transposition plan to ensure full alignment with EU requirements.

Conclusions and upcoming priorities for the rail sector

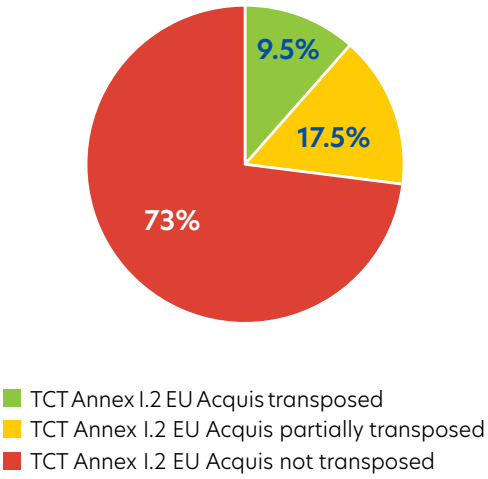
Overall, Georgia has made **moderate progress** in aligning its national legal framework with the rail transport rules outlined in Annex I.2 of the Treaty establishing the Transport Community. However, **73% of the relevant EU legal acts remain not transposed**, indicating a significant gap that still needs to be addressed.

Although Georgia has achieved **partial or full transposition** in certain thematic clusters, **a substantial number of EU legal acts remain either not transposed or lack a defined transposition plan.**

Based on the currently established plans, Georgia is expected to make significant progress by 2027, especially in the thematic clusters of *Market access* and *Interoperability*.

To ensure full alignment, Georgia must continue with the planned activities for transposition and with the development of a comprehensive strategy that includes not only the core EU legal acts but also their subsequent amendments. Moreover, all relevant institutions must be fully established, operational, and capable of fulfilling their designated responsibilities.

Georgia has demonstrated consistent participation in the activities of the Technical Committee for Railways and should continue to build on this momentum by further strengthening the institutions responsible for the rail transport sector.

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**9.50%**	**Georgia - Annex I.2 - Rules applicable to rail transport** 
2.	% of acquis partially transposed	**17.50%**	
3.	% of acquis not transposed	**73.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**33**	

3.1.3 **Rules Applicable to Road Transport** (Annex I.3)

Overview

The main competencies in the transport sector are handled at the state level. The institutional framework governing Georgia's road sector includes the following key stakeholders:

- **The Ministry of Economy and Sustainable Development** holds primary horizontal responsibilities in the transport sector at the state level, focusing on policy development and regulatory reform. It also serves as the Road Safety Lead Agency.
- **The Ministry of Regional Development and Infrastructure (MRDI)**, particularly the Roads Department, is responsible for planning, designing, constructing, and maintaining secondary and international roads.
- **The Land Transport Agency (LTA)** is another key stakeholder in the road sector, overseeing road transport services for both freight and passengers. Its mandate includes implementing international trucking conventions, issuing certifications, permits, and concessions for operators, and introducing digital systems for transport management and monitoring.

The main regulatory and strategic framework governing the road transport sector in Georgia primarily includes:

- **Law on Road Transport**, which regulates various aspects of road usage, vehicle operation, and transportation services.
- **National Transport and Logistics Strategy**, adopted on 15 August 2023, which covers the period from 2023 to 2030 and is supported by an action plan for 2023-2024. This strategy outlines the main priorities for road sector development.
- **Road Safety Strategy** for the period 2022-2025, approved in July 2022, which aligns with EU and UN targets to reduce fatal and serious road traffic injuries.

Overall, the existing institutional structure is considered adequate, with no pressing need for structural reforms (e.g., creating new institutions or significantly restructuring existing ones).

The regulatory reform process is primarily guided by the Association Agreement with the EU, which outlines the key requirements and priorities for the transport sector. Regarding road transport, the Agreement's main priorities involve technical, safety, social, and fiscal conditions and include various EU legal acts that Georgia has committed to approximate.

Georgia has partially adopted key EU regulations related to driving and rest times, such as the Regulation on the harmonisation of certain social legislation in road transport. However, it has not yet transposed the Directive on the posting of drivers in the road transport sector, nor the Directive on the organisation of working time of those engaged in mobile road transport activities.

Road safety remains a concern, with casualty levels exceeding the EU average. Georgia has successfully transposed EU Directive 2008/96/EC on road infrastructure safety management and EU Directive 2004/54/EC on minimum safety requirements for tunnels in the trans-European road network. A licensing system for Road Safety Auditors (RSA) and Road Safety Inspectors (RSI) has also been established, and Tbilisi is hosting the Secretariat of the Regional Eastern Partnership (EaP) Road Safety Observatory (RSO).

The road infrastructure is entirely owned and managed by public authorities. A five-year rolling maintenance plan is updated annually. All road works, including routine maintenance, are outsourced through competitive bidding, typically under three-year contracts, with funding provided by the central budget.

Road Asset Management System (RAMS) operations are implemented under a combination of multi-purpose software solutions, such as ArcGIS, GISCloud, and HDM-4. Small-scale custom developments have been implemented to integrate these tools. The Roads Department of Georgia conducts most data collection and processing in-house.

Progress status per thematic cluster

Social (road)

The proposed *Social (road)* thematic cluster includes the following regulatory areas, as per Annex I.3 of the Treaty establishing the Transport Community:

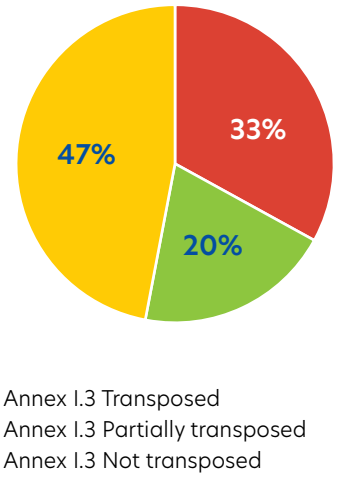
- Social provisions – driving time and rest periods
- Enforcement of social legislation
- Admission to the occupation of road operator
- Tachograph
- Working time
- Passenger rights
- Form of attestation of activities

The regulatory areas listed above include a total of 37 legal acts, of which:

- 15 are main acts
- 22 are amendments
- No main acts included in the Road or Road Safety Action Plan

Georgia's current progress in transposing and implementing Annex I acquis under the *Social (road)* thematic cluster, as outlined in Annex I.3, along with a performance summary based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**20.00%**	**Thematic cluster: Social (Road)**
2.	% of acquis partially transposed	**47.00%**	
3.	% of acquis not transposed	**33.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**6**	
5.	% of acquis implemented	**20.00%**	



Georgia has made moderate progress regarding TCT Annex I in the *Social (road)* thematic cluster, with 67% of the relevant legal acts either transposed or partially transposed. However, limited progress is planned in the short-term (primarily within the framework of the TCT Road Action Plan), and the number of acts planned for transposition during the next 2 years is limited to 6, suggesting that full alignment with the relevant acquis is not currently a priority.

In the future, systematic efforts towards complete implementation of the Road (Social) acquis are essential.

Vehicles

The *Vehicles* thematic cluster includes the following regulatory areas, as per Annex I.3 of the Treaty establishing the Transport Community:

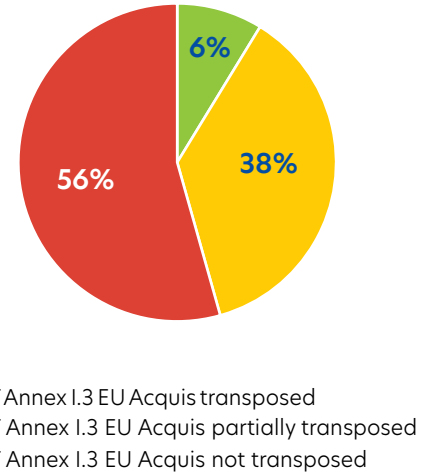
- Roadworthiness
- Roadside inspection
- Speed limitation devices
- Safety belts
- Mirrors
- Registration documents
- Dimensions and weight of vehicles
- Type approval

The above listed regulatory areas include 54 legal acts, of which:

- 16 are main acts
- 38 are amendments
- 7 main acts are included in the Road Safety Action Plan

Georgia's current progress in transposing and implementing Annex I acquis under this thematic cluster, as outlined in Annex I.3, along with a performance summary based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**6.00%**	**Thematic cluster: Vehicles**
2.	% of acquis partially transposed	**38.00%**	
3.	% of acquis not transposed	**56.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**6**	
5.	% of acquis implemented	**6**	



Georgia has transposed only 6% of the critical Annex I acquis under the *Vehicles* thematic cluster and needs to ensure their full implementation. Almost 40% of the acquis in this cluster is partially transposed.

However, more than half of the critical acquis is yet to be transposed, including Directive 2009/33/EC of the European Parliament and of the Council of 23 April 2009 on promoting clean road transport vehicles in support of low-emission mobility, which is not currently considered for transposition despite its inclusion in the Association Agreement.

Road infrastructure

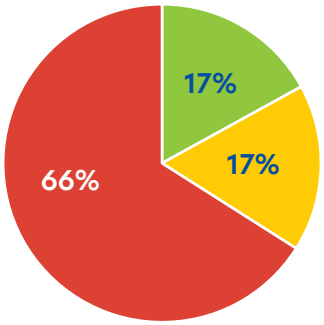
The *Road infrastructure* thematic cluster includes the following regulatory areas, as per Annex I.3 of the Treaty establishing the Transport Community:

- Road charging infrastructure - annual vehicle taxes
- Road infrastructure safety management
- Tunnels
- Road toll systems

The listed regulatory areas include 15 legal acts, of which:

- 6 are main acts
- 9 are amendments
- 2 main acts are included in the Road Safety Action Plan

Georgia's current progress in transposing and implementing Annex I acquis under this thematic cluster, as outlined in Annex I.3, along with a performance summary based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**17.00%**	**Thematic cluster: Road infrastructure** 
2.	% of acquis partially transposed	**17.00%**	
3.	% of acquis not transposed	**66.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**0**	
5.	% of acquis implemented	**17**	

Georgia has shown moderate performance regarding the Annex I road infrastructure acquis, with two critical acts fully transposed and implemented. However, no priority seems to have been assigned yet to Directive 1999/62/EC, despite its inclusion in the Association Agreement. Corrective actions are recommended in this regard.

Drivers

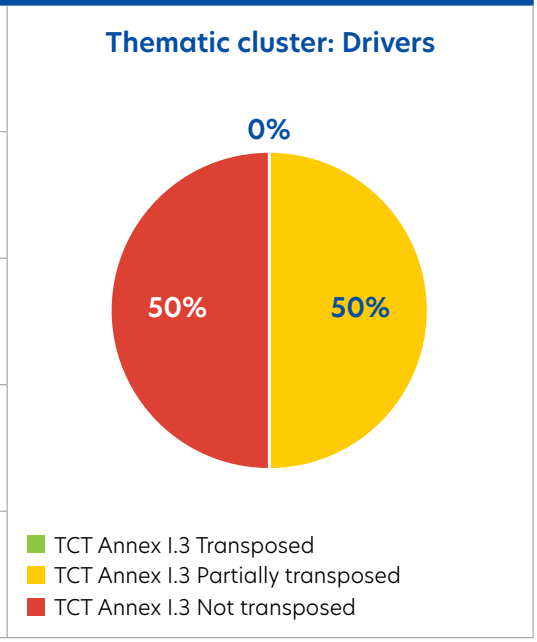
The *Drivers* thematic cluster includes the following regulatory areas, as per Annex I.3 of the Treaty establishing the Transport Community:

- Training of drivers
- Driving licences
- Cross-border exchange of information

The listed regulatory areas include 17 legal acts, of which:

- 4 are main acts
- 13 are amendments
- No main act is included in the Road or Road Safety Action Plan

Georgia's current progress in transposing and implementing Annex I acquis grouped under this thematic cluster of Annex I.3, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	
2.	% of acquis partially transposed	**50.00%**	
3.	% of acquis not transposed	**50.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**1**	
5.	% of acquis implemented	**0**	

Although no legal act has been fully transposed to date, the partial transposition rate stands at 50%. The number of non-prioritised acts in the Annex I acquis remains relatively high, including Directive 2006/126/EC on driving licences, which has been partially transposed but is not currently scheduled for full transposition, despite being part of the Association Agreement.

Intelligent Transport Systems

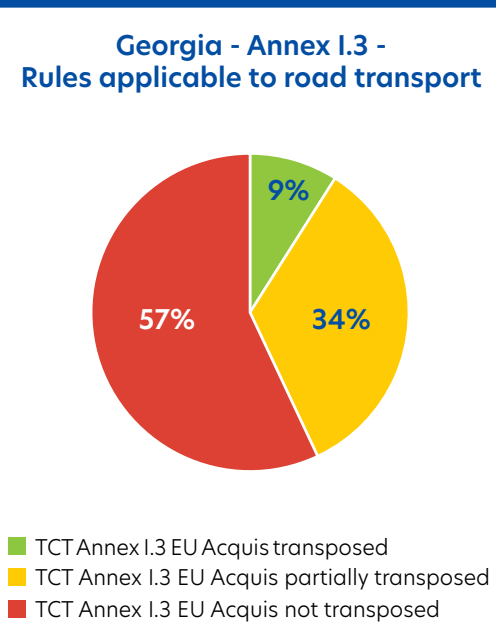
The Intelligent Transport Systems thematic cluster corresponds to the eponymous Regulatory area and includes a total of 11 legal acts, of which:

- 8 are main acts
- 3 are amendments
- 1 main act is included in the Road Safety Action Plan

While Georgia's progress in the area of ITS is still incipient, with basically no legal acts transposed to date and no acts planned to be transposed in the next two years, prioritisation within the Road Action Plan is expected to reverse this situation in the medium term.

Conclusions and upcoming priorities for the road and road safety sectors

A summary of Georgia's performance in transposing and implementing the Annex I road acquis under Annex I.3, based on the indicators outlined in Section 3, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**9.00%**	
2.	% of acquis partially transposed	**34.00%**	
3.	% of acquis not transposed	**57.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**14**	
5.	% of acquis implemented	**9.00%**	

Over 40% of the legal acts in Annex I.3 is currently in various stages of transposition, with nearly 10% fully transposed and around 34% partially transposed. Short-term plans target 14 acts (almost 10% of the yet-to-be-transposed acquis) for transposition.

However, more than 90% of the critical Annex I acquis is not prioritised, indicating the need for a more systematic approach to regulatory alignment. Establishing a clear plan for gradual legal approximation with the EU Road acquis under TCT Annex I should become a high priority in the coming year.

Georgia's key upcoming priorities for further alignment with the TCT Annex I under Annex I.3 of the TCT Treaty should include:

- Intensifying efforts to transpose and implement relevant EU legislation, with a focus on the *Drivers* and *Intelligent Transport Systems* clusters, where alignment has lagged, followed by the Road infrastructure and *Social* clusters, which are performing moderately.
- Focusing on the currently non-prioritised main acquis to establish clear roadmaps for transposition and implementation.

3.1.4 **Rules Applicable to Maritime Transport** (Annex I.4)

Overview

The institutional and regulatory framework governing maritime transport in Georgia is designed to ensure the sector operates efficiently, safely, and sustainably.

The Ministry of Economy and Sustainable Development (MoESD) serves as the primary policymaking body. It is responsible for formulating strategic plans and documents, coordinating with international organisations and stakeholders, and ensuring alignment with global maritime standards.

The Georgian Maritime Transport Agency (GMTA) acts as the main regulatory authority overseeing the operational and technical aspects of maritime governance. Its core responsibilities include enforcing maritime legislation, conducting regular inspections of vessels and maritime infrastructure to ensure compliance with safety, security, and environmental standards, and issuing certifications for ships and seafarers in accordance with international requirements.

While the GMTA regulates and supports the strategic development and modernisation of port infrastructure, it does not directly manage or operate port facilities. Instead, infrastructure development is carried out by private operators and investors under the Agency's regulatory oversight.

Georgia, through the GMTA, adheres to a range of international maritime conventions and codes it has ratified. These include:

- The International Convention for the Safety of Life at Sea (SOLAS)
- The International Convention for the Prevention of Pollution from Ships (MARPOL)
- The International Convention on Standards of Training, Certification, and Watchkeeping for Seafarers (STCW)
- The International Convention on Load Lines (LL)
- The Convention on the International Regulations for Preventing Collisions at Sea (COLREGs)
- The International Convention on Maritime Search and Rescue (SAR)
- The International Convention on Civil Liability for Oil Pollution Damage (CLC).

The maritime sector in Georgia is primarily regulated by the Maritime Code, which provides the legal basis for maritime activities such as ship registration, safety standards, and environmental protection. Key provisions cover ship ownership, crew qualifications, maritime safety protocols, and environmental protection. Environmental regulations focus on the protection of the marine environment from pollution and other harmful and hazardous activities.

Georgia has placed a major focus on developing and enhancing its maritime transport sector through the adoption of several strategic documents, including:

- **National Transport and Logistics Strategy 2023-2030** – Adopted in 2023, the Strategy covers all transport modes and highlights priorities related to improving efficiency and competitiveness in transport and logistics, including ports and maritime logistics. It focuses on streamlining port operations, reducing administrative burdens, and enhancing coordination among key stakeholders as part of its digitalisation and efficiency priorities. It emphasises the development and modernisation of port infrastructure, including the upgrade of existing ports and the improvement of multimodal connectivity. The Strategy prioritises investment in green technologies, such as energy-efficient equipment and emission reduction measures, to support sustainable maritime transport.
- **Maritime Transport Strategic Development Concept** – Adopted in 2023, this concept outlines Georgia's strategic vision for developing the maritime transport sector. Its focus is on improving infrastructure, enhancing safety standards, and integrating with international maritime networks. The strategic objectives span diverse areas, including seafarer maritime education, port capacity development, flag state capabilities, the development of Ro-Ro ferry connections, support for the shipbuilding industry, maritime innovation and research, maritime finance, and cruise shipping.

Georgia has made notable strides in harmonising its maritime transport regulations with the EU legislation outlined in Annex I. The country has adopted several strategic policies and documents aimed at enhancing maritime infrastructure and governance, representing important steps toward full alignment with the EU maritime acquis.

Progress status per thematic cluster

Policy, market access, and competition

The proposed *Policy, market access and competition* thematic cluster includes the following regulatory areas, as per Annex I.4 of the Treaty establishing the Transport Community:

- Maritime policy
- Access to the market
- International relations
- Port services

The regulatory areas listed above include a total of 16 legal acts, of which 7 are classified as main, while the remainder are their amendments. One act is included in the Action Plan for Waterborne Transport and Multimodality 2025-2027.

As of October 2025, the transposition status of the acquis in this thematic cluster is still in its initial phase (no legal acts have been transposed and no acts are currently scheduled for transposition), indicating that further legislative alignment and implementation efforts are required.

Technical, safety, and security

The *Technical, safety, and security* thematic cluster includes the following regulatory areas, as per Annex I.4 of the Treaty establishing the Transport Community:

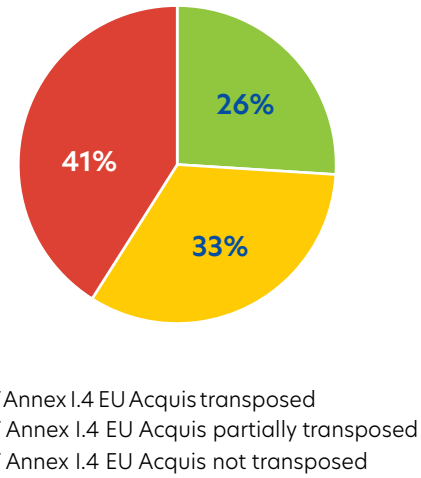
- International agreements
- Ship inspection and survey organisations – recognised organisations
- Flag state
- Port state control
- International safety management code
- Marine equipment
- Passenger ships
- Safety of fishing vessels
- Oil tankers
- Bulk carriers
- Accident investigation
- Insurance
- Maritime security
- European maritime safety agency

The above-mentioned regulatory areas comprise 66 legal acts in total, including 27 main acts, the remainder being their amendments.

Among these EU legal acts, 14 are incorporated into the Action Plan on Waterborne and Multimodality, while 12 are reflected in the Association Agreement between Georgia and the European Union.

Georgia's progress in transposing and implementing the TCT Annex I under the *Technical, safety, and security* thematic cluster of Annex I.4, along with a performance summary based on the established indicators as of October 2025, is presented below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**26.00%**	**Thematic cluster: Technical, safety and security (maritime)**
2.	% of acquis partially transposed	**33.00%**	
3.	% of acquis not transposed	**41.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**0**	
5.	% of acquis implemented	**26.00%**	



As of now, Georgia's alignment with the TCT Annex I in this regulatory area remains at an early stage. Only 26% of the relevant legal acts have been fully transposed and implemented, while 33% are partially transposed, and 41% remain not transposed. Notably, no new acts are scheduled for transposition in the next two years, indicating a pause or delay in legislative progress.

This suggests that while initial steps have been undertaken, significant efforts are still required to achieve full harmonisation with EU standards in the maritime sector. The lack of planned transposition activities may reflect institutional, strategic, or resource-related challenges that need to be addressed to advance integration and compliance.

Environmental thematic cluster

The *Environmental* thematic cluster includes the following regulatory areas, as per Annex I.4 of the Treaty establishing the Transport Community:

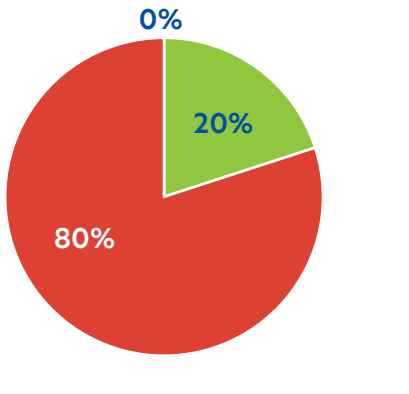
- Environment
- Organotin compounds
- Ship-source pollution
- Ship-generated waste
- Committee of Safe Seas and the Prevention of Pollution from Ships
- Renewable and low-carbon fuels

The regulatory areas listed above comprise a total of 19 legal acts, of which:

- 10 acts are main
- 9 are their amendments

Among these legal acts, three are incorporated into the Action Plan for Waterborne and Multimodality, while two are reflected in the Association Agreement between Georgia and the European Union.

Presented below is an overview of Georgia's progress in transposing and implementing the TCT Annex I under the *Environmental* thematic cluster of Annex I.4, along with a performance summary based on the defined indicators as of October 2025.

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**20.00%**	**Thematic cluster: Environmental (maritime)** 
2.	% of acquis partially transposed	**0.00%**	
3.	% of acquis not transposed	**80.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**0**	
5.	% of acquis implemented	**20.00%**	

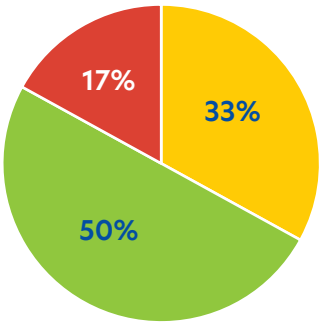
Georgia has made initial progress in aligning with the TCT Annex I in this thematic cluster, with 20% of the legal acts transposed and implemented. However, a significant portion (80%) remains not transposed, and no new acts are currently scheduled for transposition over the next two years. While partial transposition has not yet begun, this presents an opportunity to reassess priorities.

Smart, digital, and telematic applications cluster

The *Smart*, *digital*, and *telematic* applications thematic cluster includes the following regulatory areas, as per Annex I.4 of the Treaty establishing the Transport Community:

- Vessel traffic monitoring
- Reporting formalities
- Maritime single window

The *Smart*, *digital*, and *telematic* applications cluster includes 12 legal acts, 6 of which are classified as main, while the other 6 are amendments. Three of the main acts are included in the Action Plan for Waterborne and Multimodality, and two main acts are included in the Association Agreement. The progress achieved as of October 2025 is provided in the table below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**50.00%**	**Thematic cluser: Smart, digital, and telematic application (maritime)** 
2.	% of acquis partially transposed	**33.00%**	
3.	% of acquis not transposed	**17.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**0**	
5.	% of acquis implemented	**50.00%**	

Georgia has made notable progress in aligning with the TCT Annex I in this thematic cluster, with 50% of the legal acts transposed and implemented. An additional 33% are partially transposed, indicating ongoing efforts toward full harmonisation. Only 17% remain not transposed, reflecting a relatively advanced stage of legislative alignment.

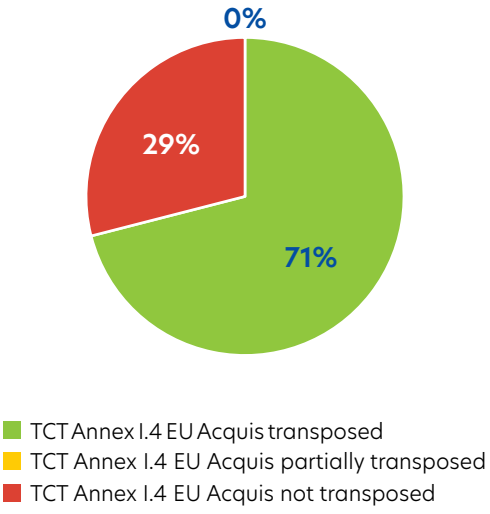
Social and educational thematic cluster

The Social and educational thematic cluster includes the following regulatory areas, as per Annex I.4 of the Treaty establishing the Transport Community:

- Social aspects
- Passenger rights
- Training of seafarers

The regulatory areas mentioned above include a total of 12 legal acts, 7 of which are classified as main, while the remainder are amendments. Six of the main acts are included in the Action Plan for Waterborne and Multimodality 2025-2027, and four of the main acts are included in the Association Agreement between Georgia and the European Union.

Georgia's progress in transposing and implementing the Annex I acquis grouped under this thematic cluster of Annex I.4, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**71.00%**	**Thematic cluster: Social and educational (maritime)** 
2.	% of acquis partially transposed	**0.00%**	
3.	% of acquis not transposed	**29.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**1**	
5.	% of acquis implemented	**71.00%**	

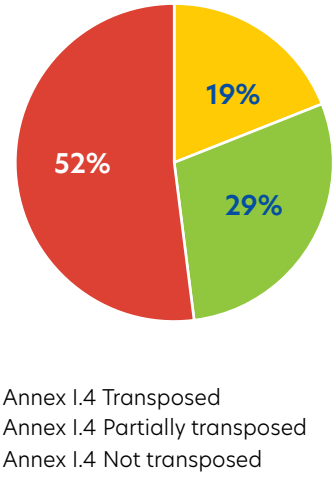
The data shows that 71% of the TCT Annex I in the *Social* and *educational* thematic cluster has been both transposed and implemented, indicating strong alignment between legislative adoption and practical enforcement. However, 29% of the acquis remains not transposed. No partial transpositions are reported.

Conclusions and upcoming priorities for the maritime transport sector

Georgia has made partial progress in aligning its national legal framework with the maritime transport rules under Annex I.4 of the Treaty establishing the Transport Community. Specifically, 29% of the relevant TCT Annex I has been fully transposed, while 19% is partially transposed, indicating ongoing legislative efforts. However, 52% remains not transposed, highlighting a significant gap that still needs to be addressed. This distribution suggests that while Georgia has taken meaningful steps toward harmonisation, further efforts are required to ensure full alignment and implementation of the acquis in the maritime transport sector.

Georgia's progress in transposing and implementing the Annex I acquis grouped under Annex I.4, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**29.00%**	**Georgia Annex I.4 - Rules applicable to maritime transport**
2.	% of acquis partially transposed	**19.00%**	
3.	% of acquis not transposed	**52.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**1**	
5.	% of acquis implemented	**29.00%**	



3.1.5 **Rules Applicable to Inland Waterway Transport** (Annex I.5)

Overview

The key institutions responsible for the development and implementation of inland waterway policies and the regulation of the sector are as follows:

- **The Ministry of Economy and Sustainable Development** is the main institution overseeing the development and regulation of the transport sector, including inland waterways. It bears the overall responsibility for policy formulation, strategic planning, and coordination with international bodies in the field.
- **The Georgian Maritime Transport Agency (MTA)** is the main body responsible for implementing waterborne transport policies, ensuring safety standards, and managing the registration and inspection of vessels. While its main focus is on maritime transport, the development of inland waterway transport also falls within the Agency's prerogatives.
- **The Internal Waterways Transport Department** was established within the MTA, which is an important step toward further strengthening regulatory oversight efforts for inland waterway transport. The department operates through two branches: the Eastern Division located in Tbilisi and the Western Division located in Batumi.
- **River Basin Management Authorities** are entrusted with the sustainable management of water resources, including the development and maintenance of inland waterway infrastructure, with particular attention to environmental preservation.

The key national strategic and legislative documents guiding the development of inland waterway transport in Georgia include:

- **National Transport and Logistics Strategy** – This strategy promotes the development of inland waterway transport as a vital component of Georgia's broader efforts to enhance its transport and logistics infrastructure.
- **Draft Law on Water Resources Management** – Expected to enter into force in September 2026, this law aims to introduce river basin management principles and strengthen water monitoring systems.
- **New navigation rules** – These have been introduced to further regulate vessel movement and operational safety in inland waterways. An officially approved retraining programme has been introduced as a requirement for obtaining a driving licence for inland waterway transport vehicles. Recognition of standards for classification societies enables qualified organisations to conduct inspections and issue safety certificates under the supervision of the MTA. Regulatory and procedural efforts are currently underway to further refine and operationalise internal waterways governance. Currently, the MTA's Internal Waterways Transport Department is working on the digitalisation of the registration system and the rollout of electronic records across the internal waterways sector.

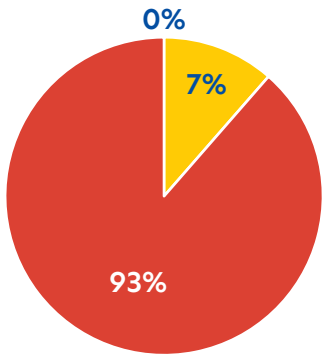
Georgia does not have navigable inland waterways that are significant for commercial transport or large-scale navigation as part of the designated extension of the TEN-T Network. The country's geography, characterised by mountainous terrain and rivers that are typically shallow and fast flowing, does not lend itself to the development of navigable inland waterways for transport.

In 2025, Georgia undertook efforts to partially transpose Directive 2009/100/EC on the reciprocal recognition of navigability licences for inland waterway vessels, as well as Directive (EU) 2016/1629 laying down technical requirements for inland waterway vessels. The remaining EU legislation included in Annex I.5 of the Treaty establishing the Transport Community has not yet been transposed. Therefore, a detailed analysis of Georgia's progress in this area, across the relevant thematic clusters, was not deemed necessary.

Conclusions and upcoming priorities for the inland waterway transport sector

For methodological consistency, Georgia's progress in transposing and implementing the Annex I acquis grouped under the Annex I.5, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Georgia Annex I.5 - Rules applicable to inland waterway transport**
2.	% of acquis partially transposed	**7.00%**	
3.	% of acquis not transposed	**93.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**0**	
5.	% of acquis implemented	**0.00%**	



Georgia's alignment with the EU acquis, as per Annex I.5 of the TCT Treaty, remains at a **preliminary stage**. The available indicators show that none of the relevant legal acts have been fully transposed or implemented, with only 7% partially transposed, and 93% not yet transposed. Furthermore, no acts are currently scheduled for transposition over the next two years, suggesting that this area has not been prioritised in the short-term legislative agenda. These figures point to the need for enhanced strategic planning and institutional engagement to advance harmonisation with EU standards in inland waterway transport, in line with Georgia's commitments.to join the Transport Community and the EU.

3.2 Republic of Moldova

3.2.1 Horizontal/Multimodal Acquis

Infrastructure

This thematic cluster corresponds entirely to Annex I.1 of the Treaty establishing the Transport Community, encompassing two regulatory areas:

- TEN-T development
- Clean vehicles and alternative fuel infrastructure

The two regulatory areas mentioned above encompass a total of three legal acts, all of which are classified as main. One of these acts is included in the Rail Action Plan 2025-2027, and another is part of the Road Action Plan 2025-2027.

While the current number of transposed EU legal acts stands at zero, the planned actions are expected to drive significant progress in the near future. Moldova has committed to full alignment with the EU transport acquis, with the AFIR Regulation and TEN-T Regulation scheduled for transposition in 2025.

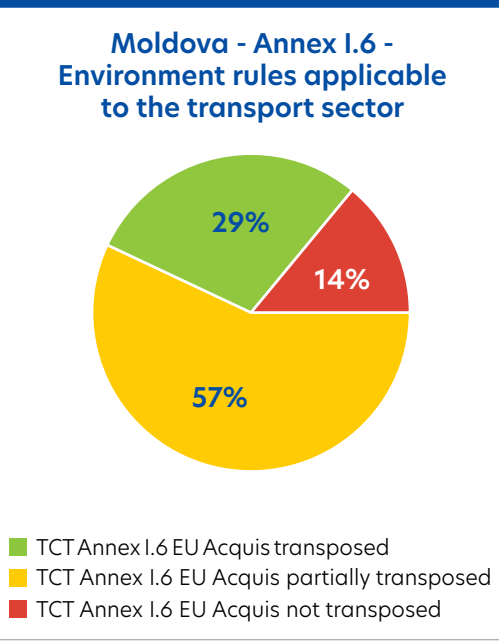
Environmental rules applicable to the transport sector

This thematic cluster corresponds entirely to Annex I.6 of the Treaty establishing the Transport Community, encompassing five regulatory areas:

- Assessment of effects
- Conservation
- Fuels, air quality, and climate change
- Water policy
- Noise

The five regulatory areas mentioned above encompass a total of 29 legal acts, of which 7 are classified as main, while the others are their amendments.

An overview of Moldova's progress in transposing and implementing the Annex I.6 acquis, along with a summary of performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**29.00%**	
2.	% of acquis partially transposed	**57.00%**	
3.	% of acquis not transposed	**14.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**0**	
5.	% of acquis implemented	**28.60%**	

Moldova has demonstrated notable progress in the transposition of the environmental acquis in the transport sector. As a significant part of this acquis is included in the Association Agreement, it has been prioritised for transposition in recent years. To complete the process, Moldova will need to undertake additional measures to ensure the full transposition of the remaining acts and provisions, including necessary amendments to key EU legal instruments.

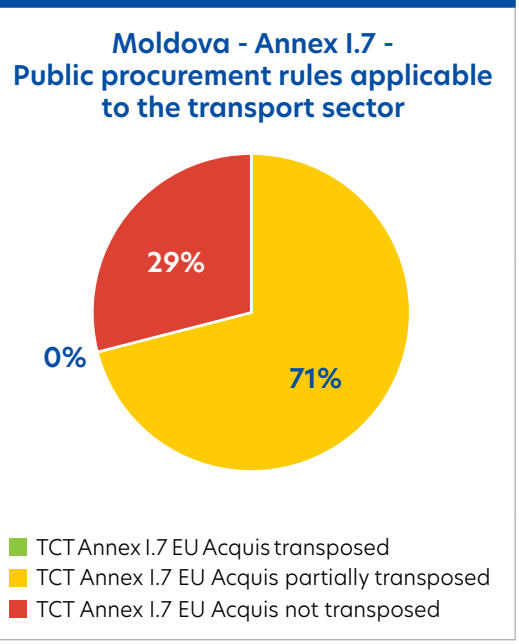
Public procurement rules applicable to the transport sector

This thematic cluster corresponds entirely to Annex I.7 of the Treaty establishing the Transport Community, encompassing three regulatory areas:

- Review procedures
- Procurement procedures
- Public services

The three regulatory areas mentioned above encompass a total of 35 legal acts, of which 7 are classified as main, while the remainder are their amendments.

An overview of Moldova's progress in transposing and implementing the Annex I.7 acquis, along with a summary of performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	
2.	% of acquis partially transposed	**71.00%**	
3.	% of acquis not transposed	**29.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**0**	
5.	% of acquis implemented	**0.00%**	

Overall, **Moldova demonstrates good progress** and commitment to implementing the public procurement acquis in the transport sector. A substantial portion of this acquis is also incorporated in the Association Agreement. However, the lack of a concrete plan for further transposition may impede continued alignment with EU standards in this area.

Transport of dangerous goods

The *Transport of dangerous goods* is a cross-cutting thematic cluster, with the relevant TCT Annex I acts included in Annexes I.2, I.3, I.4, and I.5 of the Treaty establishing the Transport Community. This cluster covers the following regulatory areas:

- Inland transport of dangerous goods (Annexes I.2, I.3, I.5)
- Transportable pressure equipment (Annexes I.2, I.3, I.4)
- Checks on the transport of dangerous goods (Annex I.3)
- Safety and technical requirements (Annex I.5)

Given the multimodal nature of dangerous goods transport and the distinct regulatory and institutional frameworks governing each mode, the relevant EU legislation across all transport modes has been analysed. For this thematic cluster, Moldova has partially transposed all relevant EU legal acts (100%); however, no information is available regarding future alignment efforts.

E-freight

The *E-freight* thematic cluster includes the *Electronic freight transport information* regulatory area, as per Annexes I.2, I.3, and I.5 of the Treaty establishing the Transport Community.

This regulatory area includes a total of three legal acts, out of which 1 is classified as main while the other 2 are amendments.

To date, **none of the Observing Participants** has fully transposed the eFTI regulation.

3.2.2 **Rules Applicable to Rail Transport** (Annex I.2)

Overview

The successful implementation of the regulatory framework requires that competent institutions be duly established and functionally operational, with clear mandates and adequate capacity to fulfil their assigned roles. The key institutional stakeholders within the rail sector in the Republic of Moldova are as follows:

- **The Ministry of Infrastructure and Regional Development (MIRD)** oversees the planning, development, and regulation of transportation systems, including the formulation of railway policies aligned with EU standards. In the railway sector, it focuses on infrastructure modernisation, securing project funding, and regulating operations to ensure safety and efficiency.
- **The Railway Agency**, functioning as the National Safety Authority (NSA), Licensing Body, and National Enforcement Body, was established under the Ministry of Infrastructure and Regional Development. However, the Agency is not yet fully operational, and there is a clear need to enhance its administrative capacity and increase staffing levels to ensure it can effectively fulfil all of its mandated functions.
- **The Transport Accident and Incident Investigation Office (NIB)** was established under the Ministry of Infrastructure and Regional Development. There is a strong need to increase staffing levels and strengthen its administrative capacity to ensure the Office becomes fully operational in conducting technical investigations of transport accidents and incidents, and in formulating safety recommendations to prevent future occurrences.
- **The Competition Council** has taken on the role of the Railway Regulatory Body (RRB), with the objective of promoting fair competition in the railway sector. Its core responsibilities include overseeing pricing in railway transport, monitoring market practices to prevent anti-competitive behaviour, and ensuring compliance with competition rules across all service providers.
- **JSC Moldovan Railways (CFM)** is the national railway operator of Moldova, responsible for infrastructure management and operation of the country's railway services. Its core functions include maintaining and modernising railway infrastructure, as well as ensuring that railway operations comply with established safety standards.

The primary legal and strategic frameworks guiding the development and governance of Moldova's railway sector include the following documents:

- **Railway Transport Code** in Moldova governs key aspects of the railway sector, including the market structure, railway safety, interoperability, and passenger rights. It is partially aligned with several EU legislative acts, such as Directive 2012/34/EU establishing a single European railway area; Directive (EU) 2016/2370 amending Directive 2012/34/EU regarding the opening of the market for domestic passenger rail services and infrastructure governance; Directive (EU) 2016/798 on railway safety; Directive (EU) 2016/797 on the interoperability of the rail system within the EU; and Regulation (EU) 2021/782 on rail passengers' rights and obligations.
- **Law on the Investigation of Accidents and Incidents in Transport** regulates the procedures for investigating railway accidents and incidents in Moldova. It is partially aligned with Directive (EU) 2016/798 on railway safety, establishing a legal basis for independent investigations aimed at improving safety and preventing future occurrences, rather than assigning blame or liability.
- **The National Development Strategy "Moldova 2030"** highlights the importance of modernising and maintaining railway infrastructure to improve connectivity, safety, and integration with regional and international networks.
- **The National Development Plan 2023-2025** directs government actions and investments to improve infrastructure, including railways, supporting economic growth and aligning with Moldova's goals for sustainable development and EU integration.
- **The Mobility Strategy 2023-2030** aims to create a sustainable, modern transport system by enhancing railway safety and market efficiency, promoting integration into the Single European Railway Area, and improving public passenger transport connectivity and service quality.

Moldova has already adopted the Concept for the Restructuring of the Railway Sector and the State-Owned Enterprise "Moldovan Railways" for the years 2022-2024. However, the company is still in the process of preparing for unbundling, which is expected to take place in 2026.

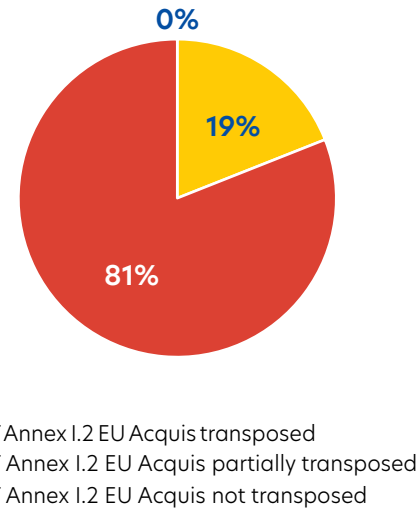
Progress status per thematic cluster

Market access

The *Market access* thematic cluster corresponds to the eponymous regulatory area in Annex I.2 of the Treaty establishing the Transport Community and comprises a total of 22 legal acts, of which 16 are classified as main, while the remainder are their amendments. Three acts are included in the Rail Action Plan 2025-2027.

An overview of Moldova's progress in transposing and implementing the Annex I.2 acquis under this thematic cluster, along with a summary of performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Market access**
2.	% of acquis partially transposed	**19.00%**	
3.	% of acquis not transposed	**81.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**7**	
5.	% of acquis implemented	**0.00%**	

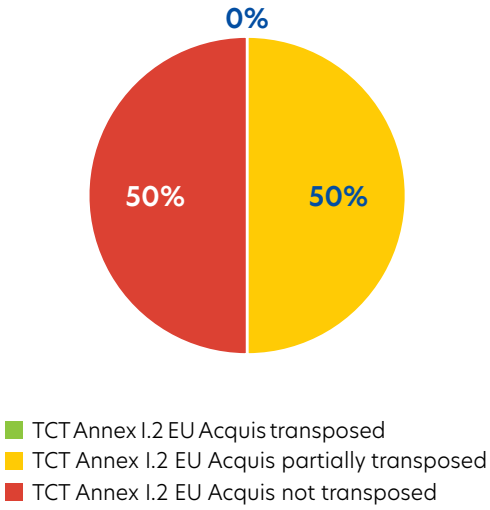


The Republic of Moldova has already partially transposed several EU legal acts under this thematic cluster. However, the primary focus is still the full transposition of EU legislation concerning market access. The unbundling of the company is expected to be completed in 2026, after which Moldova will continue its activities towards opening the railway market.

Train drivers

The *Train drivers* thematic cluster corresponds to the eponymous regulatory area in Annex I.2 of the Treaty establishing the Transport Community. It comprises a total of 9 legal acts, of which 4 are classified as main, while the others are their amendments. Four acts are included in the Rail Action Plan 2025-2027.

An overview of Moldova's progress in transposing and implementing the Annex I.2 acquis under this thematic cluster, along with a summary of performance against the defined indicators, is provided below:

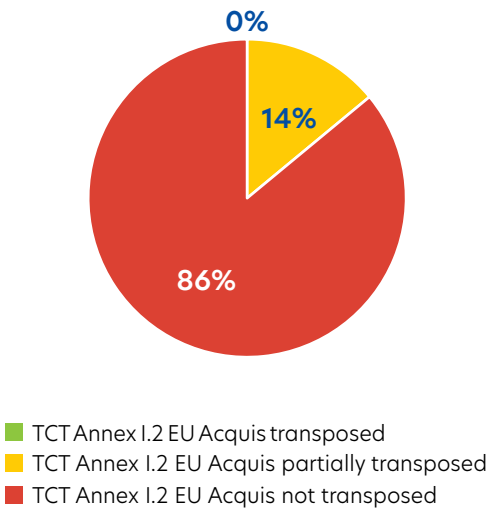
No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Train drivers** 
2.	% of acquis partially transposed	**50.00%**	
3.	% of acquis not transposed	**50.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**4**	
5.	% of acquis implemented	**0.00%**	

Only two main legal acts within this thematic cluster have been partially transposed. Full alignment with the main EU acts on train driver licensing is expected by 2026. It is essential that Moldova's plans incorporate both the transposition of the primary EU legal acts and their subsequent amendments to ensure successful and complete integration into national legislation.

Interoperability

The *Interoperability* thematic cluster corresponds to the eponymous regulatory area in Annex I.2 of the Treaty establishing the Transport Community. It comprises a total of 67 legal acts, of which 22 are classified as main acts, while the remainder are amending acts. Fifteen of these legal acts are included in the Rail Action Plan 2025-2027.

An overview of Moldova's progress in transposing and implementing the Annex I.2 acquis under this thematic cluster, along with a summary of performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Interoperability** 
2.	% of acquis partially transposed	**14.00%**	
3.	% of acquis not transposed	**86.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**21**	
5.	% of acquis implemented	**0.00%**	

Moldova partially transposed several EU legal acts at the end of 2024 through a Government Decision approving certain regulations in the field of railway transport. Attention must now be directed towards the transposition of the Technical Specifications for Interoperability (TSIs) and other relevant EU legislation. At present, Moldova has an ambitious plan to complete the transposition of all TSIs by 2026.

European Union Agency for Railways

The *European Union Agency for Railways* thematic cluster corresponds to the eponymous regulatory area in Annex I.2 of the Treaty establishing the Transport Community. It comprises a total of 5 legal acts, 3 of which are classified as main acts, while the remainder are amendments. None of these legal acts are included in the Rail Action Plan 2025-2027.

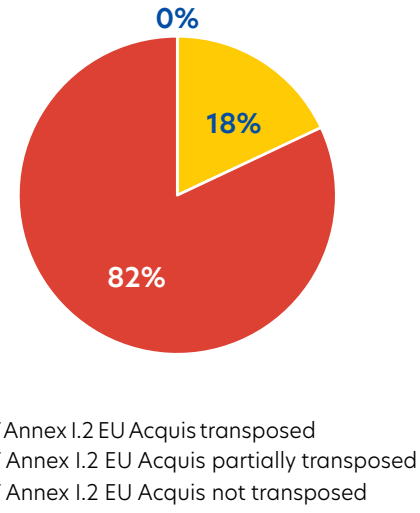
The transposition of the acquis under the European Union Agency for Railways thematic cluster remains at a standstill, with no EU legal acts transposed to date and no concrete planning currently underway. Nevertheless, Moldova has outlined plans to initiate the transposition process, with the relevant acquis scheduled for adoption by 2029. Enhanced cooperation with the European Union Agency for Railways (ERA) could provide valuable support in achieving this objective.

Railway safety

The *Railway safety* thematic cluster corresponds to the eponymous regulatory area in Annex I.2 of the Treaty establishing the Transport Community. It comprises a total of 19 legal acts, of which 11 are classified as main, acts while the remainder are amending acts. Two of these legal acts are included in the Rail Action Plan 2025-2027.

An overview of Moldova's progress in transposing and implementing the Annex I.2 acquis under this thematic cluster, along with a summary of performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic Cluster: Railway safety**
2.	% of acquis partially transposed	**18.00%**	
3.	% of acquis not transposed	**82.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**8**	
5.	% of acquis implemented	**0.00%**	



At the end of 2024, Moldova transposed provisions from Directive (EU) 2016/798 on railway safety and partially transposed Commission Implementing Regulation (EU) 2018/763, which establishes practical arrangements for issuing single safety certificates to railway undertakings. This was achieved through two Government Decisions. To achieve full alignment, future transposition efforts must ensure the inclusion of all amendments to the main EU legal acts.

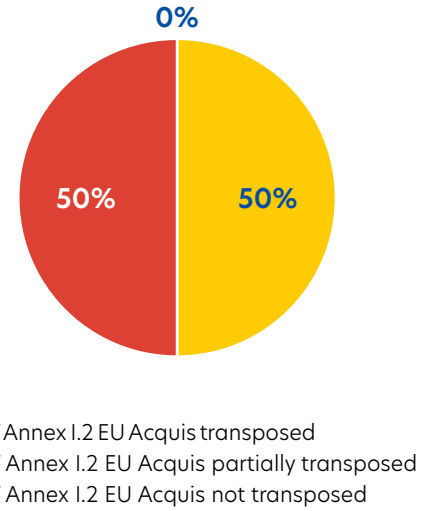
Social (rail)

The *Social (rail)* thematic cluster includes the following regulatory areas as per Annex I.2 of the Treaty:

- Social field – working time/hours
- Passenger rights

It comprises a total of 4 legal acts, all of which are classified as main acts. One of these legal acts is included in the Rail Action Plan 2025-2027.

An overview of Moldova's progress in transposing and implementing the Annex I.2 acquis under this thematic cluster, along with a summary of performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Social (rail)** 
2.	% of acquis partially transposed	**50.00%**	
3.	% of acquis not transposed	**50.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**4**	
5.	% of acquis implemented	**0.00%**	

Moldova has partially transposed Regulation (EU) 2021/782 on rail passengers' rights and obligations, as well as Directive 2003/88/EC concerning certain aspects of the organisation of working time. According to the information provided, Moldova has a plan in place to fully transpose the EU legal acts under this thematic cluster by 2027.

Conclusions and upcoming priorities for the rail sector

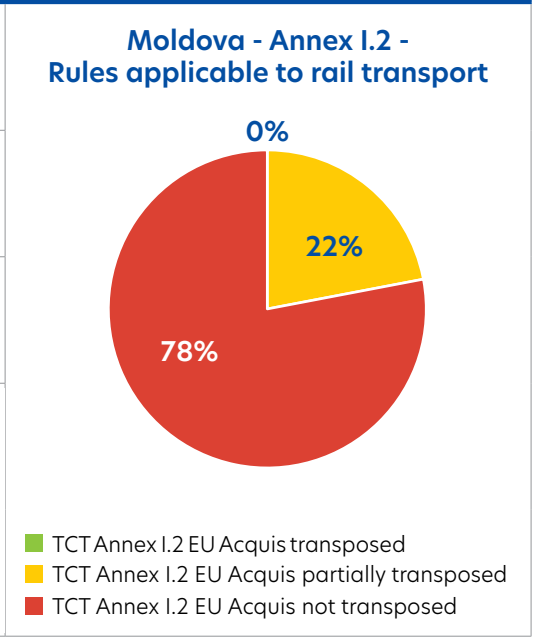
Overall, **Moldova has made limited progress** in aligning its national legal framework with the rail transport provisions outlined in Annex I.2 of the Treaty establishing the Transport Community. To date, approximately 78% of the relevant EU legal acts remain not transposed, reflecting a considerable gap that is yet to be addressed.

While partial transposition has been achieved in certain thematic clusters, a substantial number of EU legal acts either remain not transposed or lack a clearly defined transposition plan. According to current commitments, Moldova is expected to make notable progress by 2028, particularly within the thematic clusters of *Market access, Interoperability*, and *Railway safety*. However, a number of EU legal acts are not currently prioritised for transposition.

To ensure full alignment, the Republic of Moldova must develop a comprehensive transposition plan that includes not only the core EU legal acts but also their amendments. Furthermore, institutional structures must be fully operational and capable of fulfilling their responsibilities. Strengthening institutional capacity and building administrative expertise are essential to the successful implementation of ongoing policy and regulatory reforms in the railway sector.

Finally, enhanced engagement with the **Technical Committee for Railways** within the Transport Community and with the European Union Agency for Railways (ERA) will be crucial to ensuring sustained alignment, knowledge transfer, and the effective advancement of rail sector reforms.

Moldova's progress in transposing and implementing the Annex I acquis grouped under the Annex I.2, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	
2.	% of acquis partially transposed	**22.00%**	
3.	% of acquis not transposed	**78.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**47**	

3.2.3 **Rules Applicable to Road Transport** (Annex I.3)

Overview

The institutional framework governing the road sector in Moldova comprises:

- **The Ministry of Infrastructure and Regional Development (MIRD)** is the central public authority in the sector, responsible for policy development and long- to medium-term infrastructure development planning.
- **The State Enterprise "State Road Administration"** established in 2002 under the MIRD, manages national public roads and other related infrastructure elements. Its primary responsibilities include ensuring safe, fluent, and continuous road traffic by conducting road maintenance, repairs, rehabilitation, development, and upgrades.

Prior to Moldova being granted candidate country status, the regulatory reform process was primarily guided by the **Association Agreement**, which also outlined key requirements and priorities for the transport sector. In the road sector, the main priorities included in the Association Agreement concern technical, safety, social, and fiscal conditions and include several EU legal acts that Moldova committed to approximate.

The main regulatory and strategic framework governing the road transport sector in Moldova includes:

- **Law on Road Transport** as the primary legislation that governs all aspects of road transport, including passenger and freight transport, vehicle registration, and driver licensing.
- **Road Traffic Code**, which outlines the rules of the road, including traffic regulations, road safety measures, and penalties for violations. It establishes the legal framework for ensuring safe and orderly road use.
- **The Mobility Strategy 2023-2030**, adopted in 2024, which aims to develop a sustainable and modern transport system aligned with the European standards.

National legislation is partially aligned with the Annex I acquis on road safety. Moldova's new road safety strategy needs to be aligned with the EU Road Safety Policy Framework 2021-2030 and should be based on the Safe System Approach and Key Performance Indicators defined by the EU. Road safety remains a concern, as the number of casualties is significantly higher than the EU average. A National Road Safety Observatory has been created as a coordination centre. The use of funds for the maintenance and repair of roads has become more efficient, and resources allocated for road safety are being better absorbed.

Legislation on market access, the road transport operators, digital tachographs, and access to the haulage market is also partially aligned. Passenger rights are regulated by the Road Transport Code, which has been partially harmonised with the EU legislation. Provisions on the maximum weight and dimensions of heavy-duty vehicles have similarly undergone partial alignment. International market access for coach and bus services is governed by bilateral or multilateral agreements to which Moldova is a contracting party. However, a specific timeline for full alignment with EU social and market legislation, including updates introduced in Mobility Package 1, has not been established. The current national regulatory framework is not aligned with the Intelligent Transport Systems (ITS) Directive, but concrete actions in this regard are ongoing. Active support from the Transport Community Permanent Secretariat is expected to conclude by the end of 2025.

Progress status per thematic clusters

Social (road)

The *Social (road)* cluster includes the following regulatory areas, as per Annex I.3 of the Treaty establishing the Transport Community:

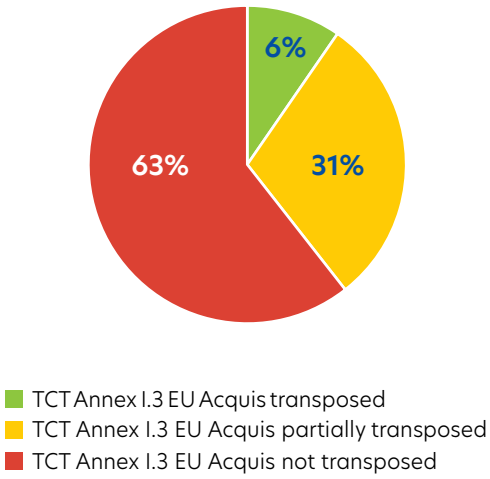
- Social provisions – driving time and rest periods
- Enforcement of social legislation
- Admission to the occupation of road operator
- Tachographs
- Working time
- Passenger rights
- Form of attestation of activities

The regulatory areas listed above include a total of 37 legal acts, of which:

- 15 are main acts
- 22 are amendments
- 2 main acts are included in the Road Action Plan

The Republic of Moldova's current progress in transposing and implementing the Annex I acquis under this thematic cluster, as outlined in Annex I.3, along with a performance summary based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**6.00%**	**Thematic cluster: Social (road)**
2.	% of acquis partially transposed	**31.00%**	
3.	% of acquis not transposed	**63.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**15**	
5.	% of acquis implemented	**0.00%**	



Moldova's performance with regard to the Annex I acquis in the *Social (road)* thematic cluster is moderate, with 37% of the legal acts included therein being either transposed or partially transposed. The number of acts scheduled for transposition within a two-year timeframe is 15, indicating that full compliance is a current priority. Implementation, however, is lagging.

Should Moldova pursue future membership in the Transport Community, systematic efforts toward full implementation of the Annex I *Road (social)* acquis would be essential.

Vehicles

The Vehicles thematic cluster includes the following regulatory areas, as per Annex I.3 of the Treaty establishing the Transport Community:

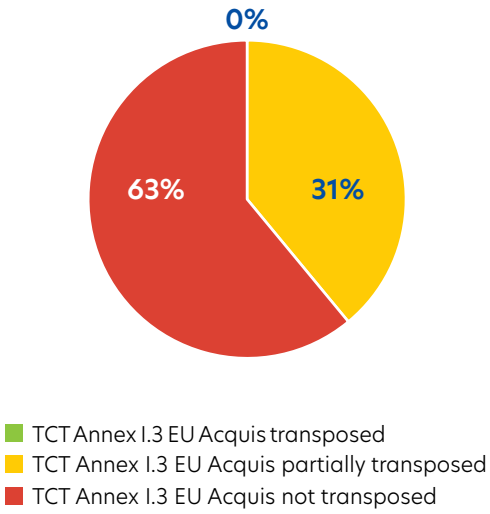
- Roadworthiness
- Roadside inspection
- Speed limitation devices
- Safety belts
- Mirrors
- Registration documents
- Dimensions and weight of vehicles
- Type approval

The above listed regulatory areas include 54 legal acts, of which:

- 16 are main acts
- 38 are amendments
- 7 main acts are included in the Road Safety Action Plan

Moldova's current progress in transposing and implementing the Annex I acquis under this thematic cluster, as outlined in Annex I.3, along with a performance summary based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Vehicles**
2.	% of acquis partially transposed	**39.00%**	
3.	% of acquis not transposed	**61.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**14**	
5.	% of acquis implemented	**0.00%**	



Moldova has not yet transposed over 60% of the acquis under the Vehicles thematic cluster. However, moderate progress has been made with partially transposed acquis reaching almost 40%. The number of acts scheduled for transposition within a two-year timeframe is 14, indicating that full compliance is currently considered a priority. Implementation, however, continues to lag. Directive 2009/33/EC of the European Parliament and of the Council of 23 April 2009 on the promotion of clean road transport vehicles in support of low-emission mobility, which is included in the Association Agreement, is planned for transposition in 2026.

Road infrastructure

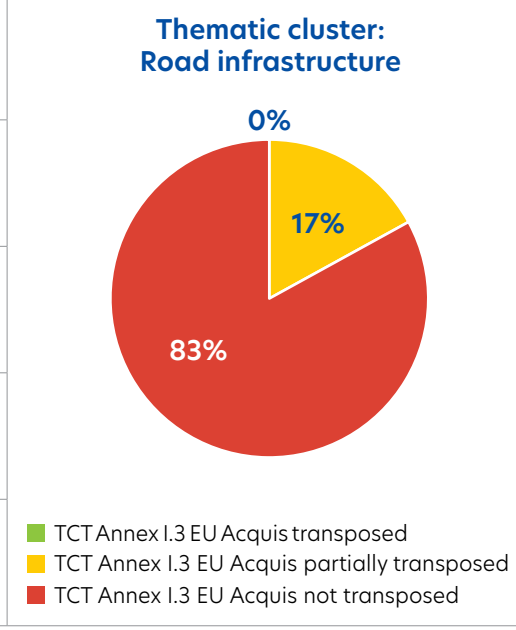
The *Road infrastructure* thematic cluster includes the following regulatory areas, as per Annex I.3 of the Treaty establishing the Transport Community:

- Road charging infrastructure – annual vehicle taxes
- Road infrastructure safety management
- Tunnels
- Road toll systems

The listed regulatory areas include 15 legal acts, of which:

- 6 are main acts
- 9 are amendments
- 3 main acts are included in the Action plans (1 in Road and 2 in Road Safety Action Plan)

The Republic of Moldova's current progress in transposing and implementing the Annex I acquis under this thematic cluster, as outlined in Annex I.3, along with a performance summary based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	
2.	% of acquis partially transposed	**17.00%**	
3.	% of acquis not transposed	**83.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**0**	
5.	% of acquis implemented	**0.00%**	

Moldova exhibits low performance in relation to the road infrastructure acquis, with only one act being partially transposed and implemented. The latest revision of the Road Safety Directive and Directive 1999/62/EC are currently planned for transposition in the short to mid-term. Tolling-related acquis has yet to be prioritised.

Drivers

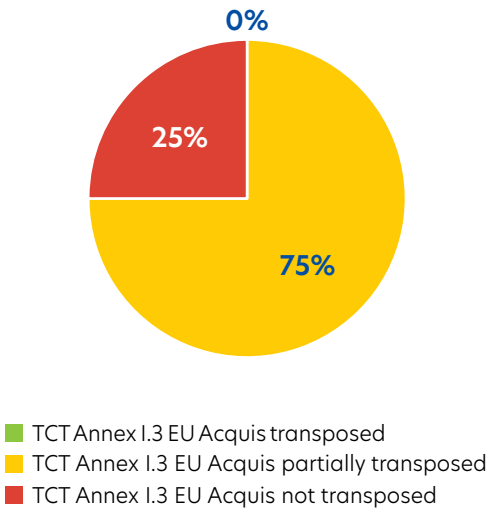
The *Drivers* thematic cluster includes the following regulatory areas, as per Annex I.3 of the Treaty establishing the Transport Community:

- Training of drivers
- Driving licences
- Cross-border exchange of information

The listed regulatory areas include 17 legal acts, of which:

- 4 are main acts
- 13 are amendments
- No main acts included in the Roar or Road Safety Action Plan

Moldova's current progress in transposing and implementing the Annex I acquis grouped under this thematic cluster of Annex I.3, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Drivers** 
2.	% of acquis partially transposed	**25.00%**	
3.	% of acquis not transposed	**75.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**3**	
5.	% of acquis implemented	**0.00%**	

While no legal act has been fully transposed so far, the partial transposition rate shows steady progress reaching 75%. Directive (EU) 2015/413, prioritised under the TCT Road Safety Action Plan and already partially transposed, is scheduled for full transposition by 2026. The share of non-prioritised act remains very high, with only 3 acts planned to be transposed over the next two years. Notably, the partially transposed Directive 2006/126/EC on driving licences, which is part of the Association Agreement, is also scheduled for full transposition by 2026 since.

Intelligent Transport Systems

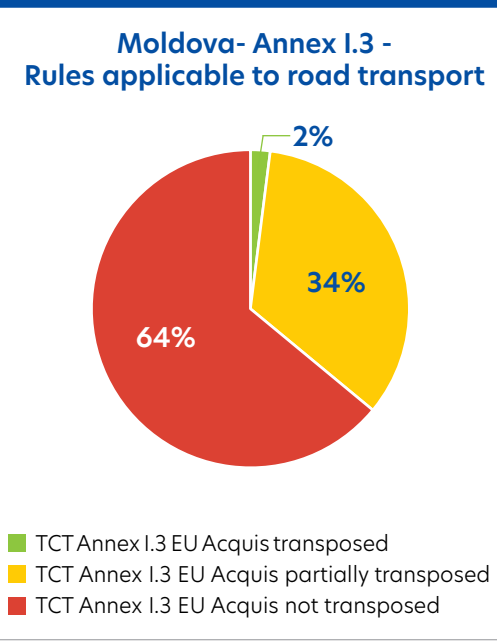
The Intelligent Transport Systems thematic cluster corresponds to the eponymous regulatory area and includes a total of 11 legal acts, of which:

- 8 are main acts
- 3 are amendments
- 1 main act is included in the Road Safety Action Plan

While Moldova's progress in this area remains at an early stage, with no legal act transposed so far, ongoing technical assistance, prioritisation within the Road and Road Safety Action Plans, and active TCT support are expected to reverse this situation in the short to medium term. Part of the Annex I ITS acquis is scheduled for transposition in the coming years.

Conclusions and upcoming priorities for the road and road safety sectors

A summary of Moldova's performance in transposing and implementing the Annex I road acquis under Annex I.3, based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**2.00%**	
2.	% of acquis partially transposed	**34.00%**	
3.	% of acquis not transposed	**64.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**34**	
5.	% of acquis implemented	**0.00%**	

To date, Moldova has transposed only 2% of the road transport acquis listed in Annex I.3 of the Transport Community Treaty. Nearly 65% of the acquis remains not transposed, and implementation progress is negligible.

However, more than 60% of main acts from the acquis are currently prioritised for the next two years, a challenging but promising endeavour that could significantly improve Moldova's compliance status. That said, a substantial portion (40%) of the main acts of the acquis remains not prioritised.

The upcoming priorities for Moldova in further alignment with the TCT Annex I, as per Annex I.3 of the TCT Treaty, are mainly related to:

- Intensifying efforts to transpose and implement the relevant EU legislation under the thematic clusters with slower alignment progress, particularly in Intelligent Transport Systems and road infrastructure.
- Placing additional focus on implementation, as progress in this area has lagged.
- Focusing on the currently not prioritised main acts in the acquis in order to establish clear transposition and implementation roadmaps.

3.2.4 **Rules Applicable to Maritime Transport** (Annex I.4)

Overview

The maritime sector in the Republic of Moldova is governed by a combination of national legislation and international conventions. The key institutional actors in this domain are:

- **Ministry of Infrastructure and Regional Development (MIRD)** – The MIRD holds overarching responsibility for policymaking, regulation, strategic planning, and management of the transport sector, including maritime transport. It establishes the national regulatory framework to ensure safe, efficient, and sustainable maritime operations. The Ministry oversees the development and modernisation of maritime infrastructure (ports, harbours, and related facilities) with the goal of aligning with international standards. Its responsibilities include enhancing maritime safety, implementing security measures in accordance with global maritime safety regulations, and protecting the marine environment. This includes measures to prevent pollution and promote sustainable maritime practices.

- **Naval Agency of the Republic of Moldova (NARM)** – The NARM is tasked with implementing maritime policies, enforcing safety and security regulations, and managing ship registration. It ensures compliance with international maritime conventions and plays a central role in ship inspections, equipment testing, and certification of vessels and maritime personnel. The Agency is responsible for registering maritime vessels, issuing identity documents for seafarers, and certifying personnel in accordance with the STCW Convention. NARM manages the Giurgiulesti Port Complex, which includes the International Free Port and the Cargo and Passenger Port.

The main regulatory and strategic framework governing the maritime transport sector in Moldova includes:

- **The Maritime Code (Law No 599)** is the primary law regulating maritime transport in the Republic of Moldova. It oversees merchant shipping and the use of vessels for cargo, passenger transport, towing, and scientific research. It is also regulates licensing and registration procedures, port operations and maritime safety, environmental protection and marine resource management.

The other relevant legal acts are those related to the ratification of key IMO Conventions. These laws establish the following:

- **Law No. 1531-XIII** ratified the International Convention for the Safety of Life at Sea (SOLAS), 1974.
- **Law No. 1532-XIII** ratified the International Convention for the Prevention of Pollution from Ships (MARPOL), 1973/78.
- **Law No. 1533-XIII** ratified the International Convention on Standards of Training, Certification and Watchkeeping for Seafarers (STCW), 1978.
- **Law No. 1534-XIII** ratified the International Convention on Load Lines, 1966.
- **Law No. 1535-XIII** ratified the Convention on the International Regulations for Preventing Collisions at Sea (COLREG), 1972.
- **Law No. 1536-XIII** ratified the International Convention on Tonnage Measurement of Ships, 1969.

In addition, the **Law on the Giurgiulesti International Free Port** formally establishes the port as a free economic zone with the goal of accelerating economic development in southern Moldova and enhancing energy and transport security.

At the national level, Moldova has adopted several strategic documents that define its priorities and vision for the development of waterborne transport, with a particular focus on the maritime sector:

- **The National Development Strategy "Moldova 2030"** includes provisions for enhancing transport infrastructure, including maritime transport. It emphasises sustainable development, economic growth, and alignment with European standards.
- **The National Development Plan 2023-2025** sets out specific priorities for maritime transport, notably aimed at boosting Moldova's competitiveness and connectivity through the development of the Giurgiulești International Free Port.
- **The Transport and Mobility Strategy 2023-2030** seeks to establish a sustainable, accessible, and safe transport system in accordance with EU standards. A central priority is the advancement of maritime transport, which includes modernising port infrastructure, renewing the fleet, improving multimodal connectivity, updating the regulatory framework, and promoting sustainable practices.

As of October 2025, the alignment of Moldova's maritime transport sector with the relevant EU acquis, as outlined in Annex I.4 of the Treaty establishing the Transport Community, is described in detail in the section below.

Progress status per thematic cluster

Policy, market access, and competition thematic cluster

The *Policy*, *Market access*, and *Competition* thematic cluster includes the following regulatory areas, as per Annex I.4 of the Treaty establishing the Transport Community:

- Maritime policy
- Access to the market
- International relations
- Port services

These regulatory areas include a total of 16 legal acts, 7 of which are classified as main, while the other 9 are their amendments. Out of these seven main acts, one is included in the Action Plan for Waterborne and Multimodality 2025–2027. None of the acts are included in the Association Agreement between the Republic of Moldova and the EU.

As of October 2025, Moldova has made no progress in aligning with the TCT Annex I under the *Policy, Market access*, and *Competition* thematic cluster of Annex I.4 of the Transport Community Treaty. While there has been neither full nor partial transposition of the main acts and their amendments, the government has planned to transpose five key legislative acts over the next two years, marking the beginning of a structured effort to close the compliance gap and advance toward EU integration in the maritime domain.

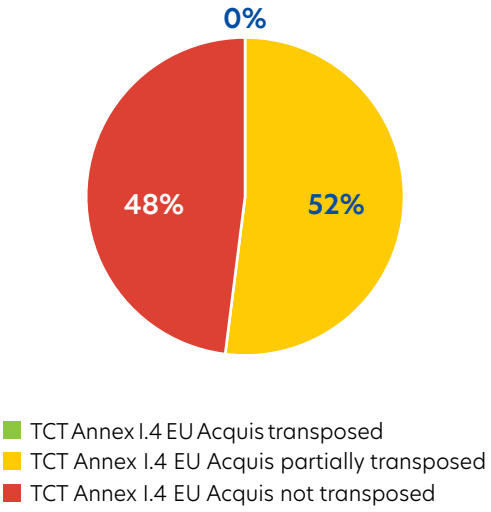
Technical, safety, and security

The *Technical, safety*, and security thematic cluster includes the following regulatory areas, as per Annex I.4 of the Treaty establishing the Transport Community:

- International agreements
- Ship inspection and survey organisations – recognised organisations
- Flag state control
- Port state control
- International Safety Management (ISM) Code
- Marine equipment
- Passenger ships
- Safety of fishing vessels
- Oil tankers
- Bulk carriers
- Accident investigation
- Insurance
- Maritime security
- European Maritime Safety Agency

The total number of acts encompassed by the abovementioned regulatory areas within the thematic cluster is 66. Of these, 27 are classified as main acts, while 39 are their amendments. Twelve of these main acts are included in the Action Plan for Waterborne and Multimodality 2025–2027, and 12 are part of the Association Agreement between the Republic of Moldova and the EU.

The Republic of Moldova's progress as of October 2025 in transposing and implementing the Annex I acquis grouped under the Technical, safety, and security thematic cluster of Annex I.4, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Technical, safety and security (maritime)** 
2.	% of acquis partially transposed	**52.00%**	
3.	% of acquis not transposed	**48.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**15**	
5.	% of acquis implemented	**0.00%**	

Moldova has made partial progress in aligning with the TCT Annex I in the *Technical, safety and security* thematic cluster. While none of the acquis have been fully transposed or implemented, 52% have been partially transposed, indicating that initial legislative efforts are underway. However, 48% remain not transposed, reflecting a significant compliance gap. The Government of the Republic of Moldova has committed to transposing 15 legislative acts over the next two years, signalling a structured and proactive approach towards full alignment with EU standards in the maritime domain.

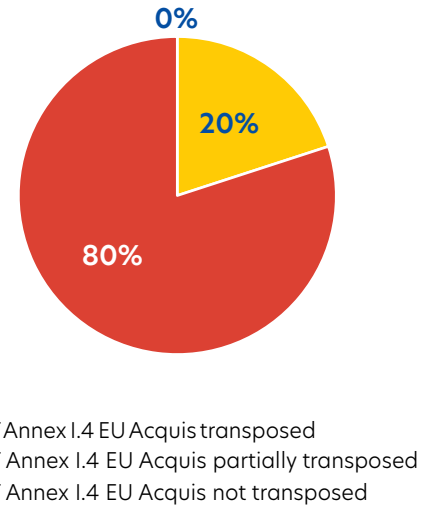
Environmental

The *Environmental* thematic cluster includes the following regulatory areas, as per Annex I.4 of the Treaty establishing the Transport Community:

- Ship-source pollution
- Ship-generated waste
- Organotin compounds
- Committee on Safe Seas and the Prevention of Pollution from Ships
- Environment
- Renewable and low-carbon fuels

The regulatory areas listed above comprise a total of 19 legal acts, of which 10 are classified as main, while 9 are their amendments. Three of the main acts are included in the Action Plan for Waterborne and Multimodality, and two are part of the Association Agreement between Moldova and the European Union.

The Republic of Moldova's progress in transposing and implementing the Annex I acquis grouped under this thematic cluster of Annex I.4, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Environmental (maritime transport)** 
2.	% of acquis partially transposed	**20.00%**	
3.	% of acquis not transposed	**80.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**6**	
5.	% of acquis implemented	**0.00%**	

Moldova's alignment with the TCT Annex I in the *Environmental* thematic cluster of the Transport Community Treaty remains limited, with 20% of the relevant legislation partially transposed and 80% not transposed. No acquis has been fully transposed or implemented, indicating that practical enforcement and operational integration have yet to start. The Government has planned to transpose six legislative acts over the next two years, suggesting a cautious, but structured approach to improving compliance and advancing environmental standards in line with EU requirements.

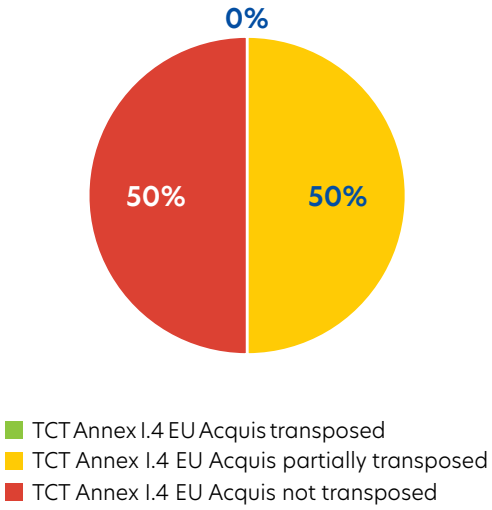
Smart, digital, and telematic applications

The *Smart, digital, and telematic applications* thematic cluster includes the following regulatory areas, as per Annex I.4 of the Treaty establishing the Transport Community:

- Vessel traffic monitoring
- Reporting formalities
- Maritime single window

This cluster includes a total of 12 legal acts, of which of 6 are main acts and 6 are corresponding amendments. Three of the six main acts are included in the Action Plan for Waterborne and Multimodality 2025-2027, and two are part of the Association Agreement between the Republic of Moldova and the EU.

The Republic of Moldova's progress as of 2025 in transposing and implementing the Annex I acquis grouped under this thematic cluster of Annex I.4, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Smart, digital and telematic applications (maritime)** 
2.	% of acquis partially transposed	**50.00%**	
3.	% of acquis not transposed	**50.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**2**	
5.	% of acquis implemented	**0.00%**	

Moldova's alignment with the TCT Annex I in the *Smart, digital and telematic applications* thematic cluster of the Transport Community Treaty remains at an early stage, with 50% of the relevant legislation partially transposed and 50% not transposed. No acquis has been fully transposed or implemented, indicating that practical enforcement and digital integration are yet to start. The government has planned to transpose two legislative acts over the next two years, suggesting a cautious but structured approach toward enhancing digitalisation and telematics in the transport sector in line with EU standards.

Social and educational

The *Social and educational* thematic cluster includes the following regulatory areas, as per Annex I.4 of the Treaty establishing the Transport Community:

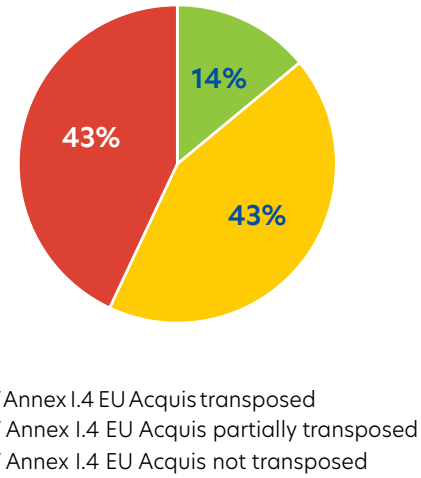
- Training of seafarers
- Social aspects
- Passenger rights

The regulatory areas mentioned above include 12 legal acts, of which:

- 7 are classified as main acts
- 5 of these are corresponding amendments
- 6 are included in the Action Plan for Waterborne Transport and Multimodality 2025-2027
- 4 are part of the Association Agreement between Moldova and the EU

The Republic of Moldova's progress as of 2025 in transposing and implementing the Annex I acquis grouped under this thematic cluster of Annex I.4, along with a summary of performance based on the defined indicators, is provided below:

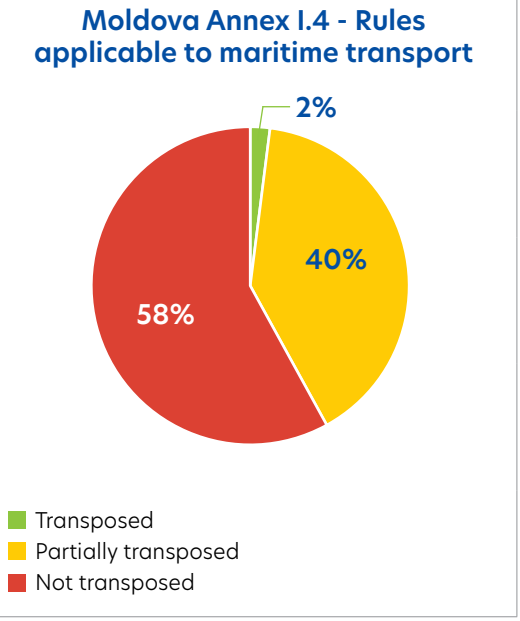
No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**14.00%**	**Thematic cluster: Social and educational (maritime)**
2.	% of acquis partially transposed	**43.00%**	
3.	% of acquis not transposed	**43.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**5**	
5.	% of acquis implemented	**14.00%**	



Moldova has made moderate progress in aligning with the TCT Annex I in the *Social and educational* thematic cluster of the Transport Community Treaty, with 14% of the legislation fully transposed and implemented, and an additional 43% partially transposed. However, 43% remains not transposed, indicating that nearly half of the required legal framework is still pending. The government plans to transpose five legislative acts over the next two years, reflecting a structured approach to improving social protections, professional qualifications, and educational standards in the transport sector in line with EU expectations.

Conclusions and upcoming priorities for the maritime transport sector

The Republic of Moldova has initiated the process of aligning its maritime transport legislation with EU standards, as per Annex I.4 of the Treaty on establishing the Transport Community. While some progress has been made through the adoption and partial implementation of relevant rules, a significant portion of the EU maritime acquis remains to be transposed into national law. This indicates that Moldova is still in the early stages of legislative convergence in this sector. The Republic of Moldova has undertaken the ambitious effort to transpose 34 legal acts (part of the TCT Annex I.4) into its national legislation, which demonstrates the country's full commitment toward joining the Single Transport Market. Continued efforts remain essential to close the remaining gaps, strengthen institutional capacity, and ensure full compliance with European standards in the field. A separate chart below provides a detailed overview of the status of transposition.

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**2.00%**	
2.	% of acquis partially transposed	**40.00%**	
3.	% of acquis not transposed	**58.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**34**	
5.	% of acquis implemented	**3.00%**	

3.2.5 **Rules Applicable to Inland Waterway Transport** (Annex I.5)

Overview

In the Republic of Moldova, inland waterway transport is governed by the **Ministry of Infrastructure and Regional Development**, which is responsible for shaping national transport policy in this sector and aligning development objectives with international standards and priorities. The Ministry also supervises the construction, modernisation, and upkeep of inland waterway infrastructure.

The operational and technical aspects of inland waterway transport are managed by the **Naval Agency of the Republic of Moldova (NARM)**. This agency is tasked with regulatory enforcement, ensuring navigational safety, and maintaining compliance with international inland waterway regulations.

The State Enterprise "Ungheni River Port" manages inland port operations, particularly on the Prut River and supports passenger and cargo transport on Moldova's inland waterways.

The legal framework regulating inland waterway transport in the Republic of Moldova includes the following legislation:

- **Law No. LP176/2013 on Inland Water Transport** regulates the use of inland waterways, ports, and vessels in the Republic of Moldova. It covers aspects such as navigable hydraulic structures, ports, landing stages, and piers. This legislation defines the institutional framework for inland waterway governance, safety and environmental standards, as well as licensing and operational procedures.
- **Environmental laws and regulations** ensure that inland waterway transport activities are compliant with environmental protection standards, aiming to minimise potential pollution risks and adapt to climate change impact.

Strategic documents outlining the development of inland waterways transport in Moldova include:

- The **National Transport and Mobility Strategy 2023-2030** aims to modernise and strengthen Moldova's transport infrastructure, including inland waterways. The key proposed measures include infrastructure development, promoting sustainability, integration, and regulatory improvements. Special focus is placed on integration with the TEN-T Network and regional connectivity.

Progress status, conclusions, and upcoming priorities

Access to the market

The *Access to the market* thematic cluster corresponds to the eponymous regulatory area, as per Annex I. 5 of the TCT Treaty. It includes a total of six legal acts. Of these, 5 are classified as main, and one is an amendment to Council Regulation (EC) No 718/1999. Only one of the main acts is included in the Action Plan for Waterborne Transport and Multimodality 2025–2027, while none of them are referenced in the Association Agreement between Moldova and the EU.

As of October 2025, the Republic of Moldova has neither fully nor partially transposed any of the TCT Annex I.5 legislation included in the *Access to the Market* thematic cluster. There are plans for the transposition of four legal acts within the next two years. That puts Moldova in the earliest stages of aligning its normative framework with the Annex I.5 acquis included in this cluster. Further concerted efforts by relevant institutions are necessary to accelerate the alignment process.

Access to the profession

The *Access to the profession* thematic cluster corresponds to the eponymous regulatory area, as per Annex I. 5 of the TCT Treaty. It includes a total of seven legal acts. Of these, 5 are classified as main and the remaining 2 are their amendments. One of the main acts is included in the Action Plan for Waterborne Transport and Multimodality 2025-2027, and 2 are included in the Association Agreement.

The Republic of Moldova has not yet initiated the transposition or implementation of the TCT Annex I under the *Access to the profession* thematic cluster. Data indicates that 100% of the relevant legal acts remain not transposed, with no partial or full transposition achieved, and no implementation recorded. Nevertheless, the planned transposition of five acts over the next two years reflects Moldova's intention to begin aligning with EU standards in this area.

Environmental

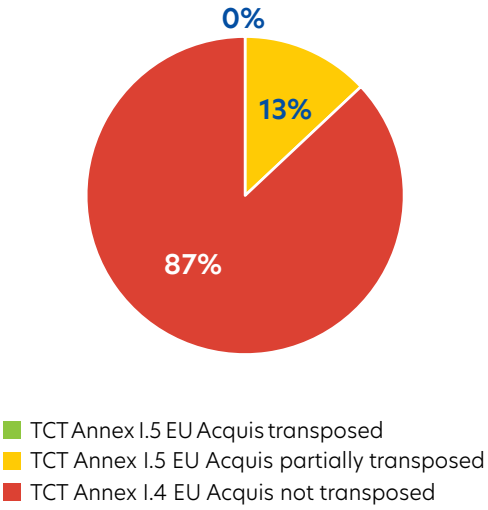
The *Environmental* thematic cluster corresponds to the eponymous regulatory area, as per Annex I. 5 of the TCT Treaty. It includes a total of five legal acts. Of these, 1 is classified as main and the other four are its amendments. The main act is included in the Action Plan for Waterborne and Multimodality 2025-2027 but is not referenced in the EU Association Agreement.

The Republic of Moldova has not yet undertaken the transposition or implementation of the TCT Annex I under the *Environmental* thematic cluster. The entire set of relevant legal acts remains not transposed, with no partial or full alignment achieved, and no implementation recorded. The planned transposition of one act over the next two years indicates a preliminary intention to engage with EU environmental standards, representing an initial step toward future alignment and integration in this important policy area.

River information services

The *River information services* thematic cluster corresponds to the eponymous regulatory area, as per Annex I. 5 of the TCT Treaty. It comprises a total of 11 legal acts. Of these, 8 are classified as main acts and 3 are amendments. All main acts are included in the Action Plan for Waterborne Transport and Multimodality, while one is also referenced in the EU Association Agreement.

The Republic of Moldova's progress as of October 2025 in transposing and implementing the Annex I acquis under this thematic cluster of Annex I.5, along with a summary of performance based on the defined indicators, is provided below:

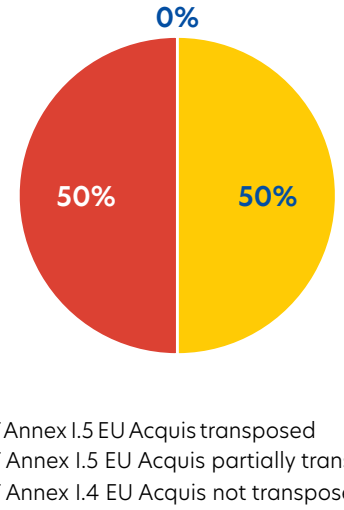
No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: River information services (inland waterways)** 
2.	% of acquis partially transposed	**13.00%**	
3.	% of acquis not transposed	**87.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**6**	
5.	% of acquis implemented	**0.00%**	

The Republic of Moldova has made limited progress in aligning with the TCT Annex I under the *River information services (RIS)* thematic cluster. No legal acts have been fully transposed or implemented, and only 13% of the acquis has been partially transposed, leaving 87% yet to be addressed. The planned transposition of six acts over the next two years indicates a gradual but tangible commitment to improving the legal and operational framework for RIS, which is essential for enhancing the efficiency, safety, and interoperability of inland waterway transport systems in line with EU standards.

Safety/technical requirements

The *Safety/technical requirements* thematic cluster corresponds to the eponymous regulatory area, as per Annex I. 5 of the TCT Treaty. It includes a total of 11 legal acts. Of these, 6 are defined as main acts, and the remaining five are their amendments. None of the acts is included either in the Action Plan for Waterborne and Multimodality 2025-2027, or in the EU Association Agreement for the Republic of Moldova. Only the previous version of Directive (EU) 2016/1629, which has since been repealed, is referenced in the Agreement.

The Republic of Moldova's progress as of October 2025 in transposing and implementing the TCT Annex I under this thematic cluster of Annex I.5, with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Safety/technical requirements (inland waterways)** 
2.	% of acquis partially transposed	**50.00%**	
3.	% of acquis not transposed	**50.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**5**	
5.	% of acquis implemented	**0.00%**	

In the *Safety/technical requirements* thematic cluster, the current status of Moldova's alignment with the TCT Annex I reflects an early stage of legislative approximation. None of the relevant legal acts have been fully transposed or implemented, while 50% have been partially transposed and the remaining 50% not transposed. The national plan foresees the transposition of five acts over the next two years, indicating a gradual approach to harmonisation. These figures suggest that while foundational steps have been undertaken, further efforts will be needed to ensure full compliance with EU standards in this sector, in line with Moldova's commitments under the Association Agreement.

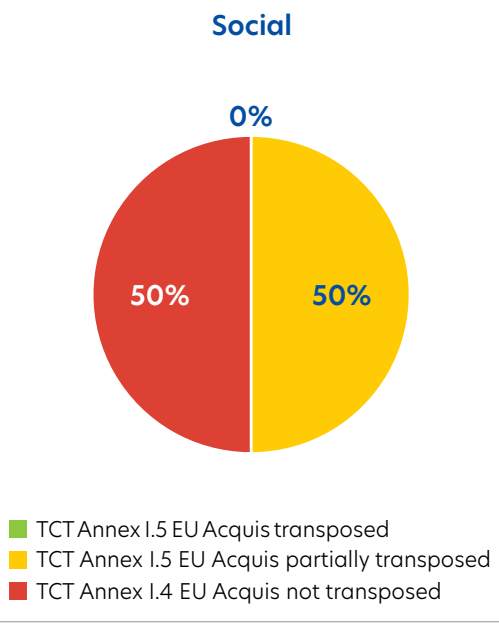
Social

The *Social thematic* cluster includes the following regulatory areas, as per Annex I.5 of the Treaty establishing the Transport Community:

- Passenger rights
- Working time

The regulatory areas listed above include a total of 2 legal acts, both of which are classified as main. One is included in the Action Plan for Waterborne and Multimodality 2025-2027, but neither is included in the Association Agreement.

The Republic of Moldova's progress as of October 2025 in transposing and implementing the acquis under this thematic cluster of Annex I.5, with a summary of performance based on the defined indicators, is provided below:

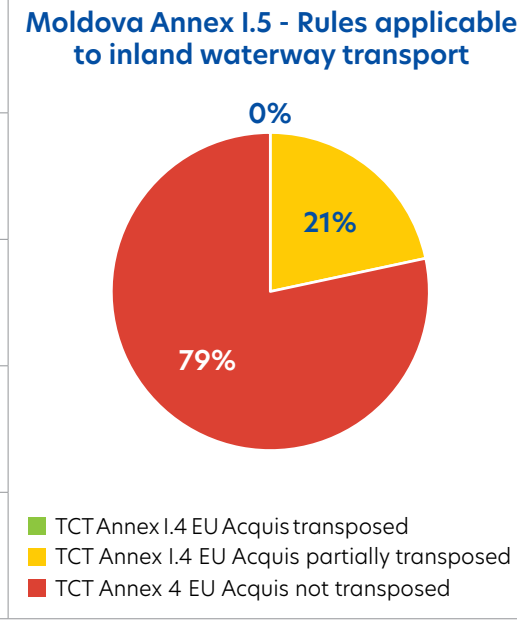
No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	
2.	% of acquis partially transposed	**50.00%**	
3.	% of acquis not transposed	**50.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**2**	
5.	% of acquis implemented	**0.00%**	

As of October 2025, the Republic of Moldova remains at an early stage of aligning its national framework with the TCT Annex I under the *Social* thematic cluster of Annex I.5 of the Transport Community Treaty. None of the relevant legal acts have been fully transposed; 50% have been partially implemented, while the remainder remain unaddressed. Nevertheless, Moldova has set the ambitious goal of transposing the two main acts within this cluster over the next two years, demonstrating a clear commitment to mobilise the necessary efforts to achieve full transposition of the acquis in this area.

Conclusions and upcoming priorities for the inland waterway transport sector

The Republic of Moldova's compliance with the TCT Annex I in Annex I.5 of the TCT shows that most of the relevant rules (79%) have not yet been transposed, while 21% have been partially transposed. This indicates that some initial steps have been undertaken despite none of the rules being fully transposed at this stage. While Moldova has begun engaging with the TCT Annex I on inland waterway transport, further efforts are needed to achieve full legislative harmonisation.

The Republic of Moldova has set the ambitious goal of transposing 26 EU legal acts in its normative framework in the next two years, which demonstrates the country's commitment for achieving full compatibility with the EU standards in inland waterway transport and integration within the Transport Community and the EU Single Transport area.

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	
2.	% of acquis partially transposed	**21.00%**	
3.	% of acquis not transposed	**79.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**26**	
5.	% of acquis implemented	**0.00%**	

3.3 Ukraine

3.3.1 Horizontal/Multimodal acquis

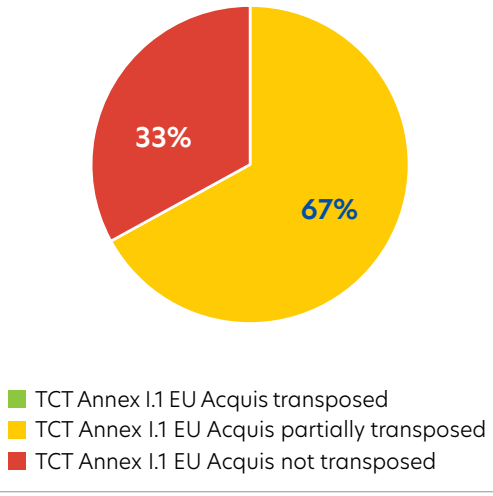
Infrastructure

The thematic cluster *Infrastructure* corresponds entirely to Annex I.1 of the Treaty establishing the Transport Community. It encompasses two regulatory areas:

- TEN-T Development
- Clean vehicles and alternative fuels infrastructure

The two regulatory areas mentioned above encompass a total of three legal acts, all of which are classified as main. One of these acts is included in the Rail Action Plan 2025-2027, and another is part of the Road Action Plan 2025-2027.

An overview of Ukraine's progress in transposing and implementing the Annex I.1 acquis, along with a summary of performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Ukraine - Annex I.1 - Rules applicable to tranport infrastructure** 
2.	% of acquis partially transposed	**67.00%**	
3.	% of acquis not transposed	**33.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**No data has been submitted by the Ukranian side**	
5.	% of acquis implemented	**0.00%**	

Even though the percentage of partial transposition may appear significant, it does not cover a substantial number of provisions from the relevant EU legal acts.

Environmental rules applicable to the transport sector

This thematic cluster corresponds entirely to Annex I.6 of the Treaty establishing the Transport Community, encompassing five regulatory areas:

- Assessment of effects
- Conservation
- Fuels, air quality, and climate change
- Water policy
- Noise

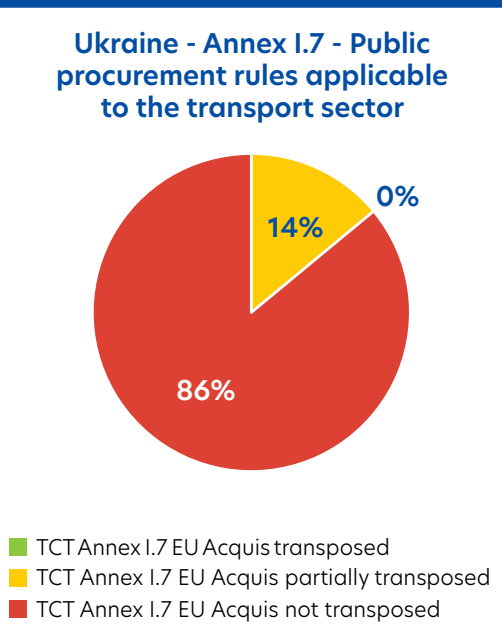
The five regulatory areas mentioned above include a total of 29 legal acts, 7 of which are classified as main, while the others are their amendments. No information was available regarding Ukraine's current compliance status or future plans for transposition.

Public procurement rules applicable to the transport sector

This thematic cluster corresponds entirely to Annex I.7 of the Treaty establishing the Transport Community, encompassing three regulatory areas:

- Review procedures
- Procurement procedures
- Public services

An overview of Ukraine's progress in transposing and implementing the Annex I.7 acquis, along with a summary of performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	
2.	% of acquis partially transposed	**14.00%**	
3.	% of acquis not transposed	**86.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**No data has been submitted by the Ukranian side**	
5.	% of acquis implemented	**0.00%**	

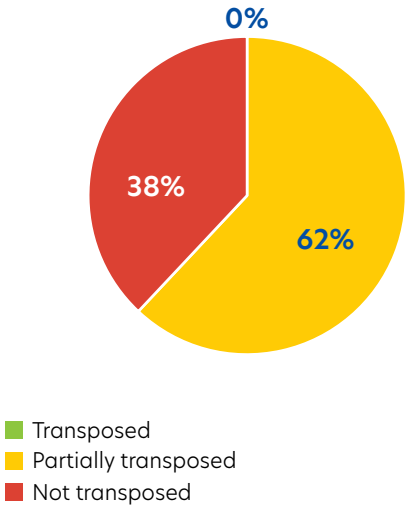
The three regulatory areas mentioned above encompass a total of 35 legal acts, of which 7 are referred to as main acts, while the remaining are their amendments. No information regarding Ukraine's current compliance status or future transposition plans could be obtained, except for Regulation (EC) No 1370/2007 on public passenger transport services by rail and by road.

Transport of dangerous goods

The *Transport of dangerous goods* is a cross-cutting thematic cluster, with the relevant TCT Annex I included in Annexes I.2, I.3, I.4, and I.5 of the Treaty establishing the Transport Community.

- This thematic cluster covers the following regulatory areas:
- Inland transport of dangerous goods (Annexes I.2, I.3, I.5)
- Transportable pressure equipment (Annexes I.2, I.3, I.4)
- Checks on the transport of dangerous goods (Annex I.3)
- Safety and technical requirements (Annex I.5)

Given the multimodal nature of dangerous goods transport and the distinct regulatory and institutional frameworks governing each mode, the relevant EU legislation across all transport modes has been analysed. A summary of Ukraine's performance in transposing and implementing the acquis from Annex I under this thematic cluster, based on the defined indicators, is presented below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Transport of dangerous goods** 
2.	% of acquis partially transposed	**62.00%**	
3.	% of acquis not transposed	**38.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**N/A**	
5.	% of acquis implemented	**0.00%**	

Ukraine has made partial progress in aligning with TCT Annex I on the transport of dangerous goods. According to the chart, just over half of the relevant legal acts have been partially transposed, while the remaining portion has not yet been addressed. Importantly, none of the acquis has been fully transposed, indicating that Ukraine is still in the early stages of legislative alignment in this area. The partial transposition suggests that foundational work, such as drafting or reviewing legislation, has begun, but full adoption and implementation are still pending. Given the strategic importance of this sector for safety and compliance with EU standards, Ukraine will need to prioritise completing the transposition and move toward implementation. This will likely require enhanced coordination, technical assistance, and institutional capacity-building.

E-freight

The *E-freight* thematic cluster includes the *Electronic Freight Transport Information-eFTI* regulatory Area, as per Annexes I.2, I.3 and I.5 of the Treaty establishing the Transport Community.

This regulatory area includes a total of three legal acts, one of which is classified as main while the other two are amendments.

To date, none of the Observing Participants has fully transposed the eFTI regulation. Ukraine has partially transposed the e-Freight Directive regarding the inland waterway transport provisions.

3.3.2 **Rules Applicable to Rail Transport** (Annex I.2)

Overview

A well-defined institutional and regulatory framework is critical to the effective functioning of the railway sector. It underpins safe operations, promotes efficient management, ensures fair competition, and facilitates alignment with both national and international transport policies. In Ukraine, governance of the railway sector involves several key stakeholders, including:

- **Ministry for the Development of Communities and Territories of Ukraine** is currently tasked with responsibilities in the areas of regional development, housing policy, and local governance. Its mandate includes the development and implementation of policies related to spatial planning, territorial administration, housing, and communal services, as well as the support and coordination of local self-government reform efforts.
- **JSC "Ukrainian Railways" ("Ukrzaliznytsia")**, the state-owned railway company, is responsible for railway infrastructure management and the provision of railway transport services. It plays a central role in the operation, maintenance, and development of the national railway network.

In Ukraine, several institutions are responsible for railway safety, ensuring non-discriminatory access to transport markets, setting transparent tariffs, issuing licences, and related functions. However, these institutions were not established in accordance with the EU acquis. The creation of new institutions aligned with EU legislation is expected by 2027, in line with Ukraine's plan.

The **Law of Ukraine "On Railway Transport"** provides the legal, economic, and organisational framework for Ukraine's rail sector, defining the roles of stakeholders, infrastructure management, transport services, and safety standards. The law is partially transposed with Regulation (EU) 2021/782 on rail passengers' rights.

In addition to the Law of Ukraine "On Railway Transport," several other legislative acts contribute to the alignment of Ukrainian law with EU railway-related legislation. **The Law of Ukraine "On Natural Monopolies"** and the **Law of Ukraine "On Insurance"** are partially aligned with Directive 2012/34/EU, which establishes a single European railway area. The **Law of Ukraine "On Transport"** is also partially aligned with Directive (EU) 2016/798 on railway safety. Furthermore, the **Law of Ukraine "On State Aid to Business Entities"** and the **Law of Ukraine "On Public Procurement"** are partially aligned with Regulation (EC) No 1370/2007 on public passenger transport services by rail and road.

Key Strategic Documents for Railway Development in Ukraine are as follows:

- **The National Transport Strategy of Ukraine 2030** sets goals to modernise railway infrastructure, increase capacity and connectivity, integrate with European transport networks, and improve customer services. The strategy is currently under revision, which is a priority under the Ukraine Plan.
- **Ukraine Plan 2024-2027** is a comprehensive reform and investment roadmap. It focuses on recovery, reconstruction, and modernisation, including key reforms and investments in the railway sector as part of the overall transport strategy.
- **Strategy for Development of Border Infrastructure with EU Member States and Moldova 2024-2027** aims to enhance Ukraine's border infrastructure to support its integration with the EU and Moldova. Key objectives include increasing border capacity, implementing joint controls, digitalisation, and developing waiting areas.

In the previous period, the Ukrainian side prepared Draft Law No. 12142 "On the System and Peculiarities of the Functioning of the Railway Transport Market of Ukraine". However, it was ultimately decided to split this draft into two separate laws: the Law of Ukraine "On Railway Safety and Interoperability" and the Law of Ukraine "On the Railway Transportation Market". Progress in transposing the relevant legislation remains at an early stage, as these laws have not yet been adopted.

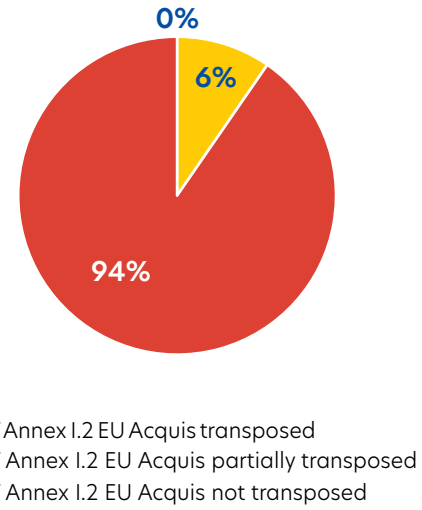
Progress status per thematic cluster

Market access

The *Market access* thematic cluster corresponds to the eponymous regulatory area included in Annex I.2 of the Treaty Establishing the Transport Community. It comprises a total of 22 legal acts, 16 of which are classified as main, while the remainder are their amendments. Three acts are included in the Rail Action Plan 2025-2027.

An overview of Ukraine's progress in transposing and implementing the Annex I.2 acquis under this thematic cluster, along with a summary of its performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Market access**
2.	% of acquis partially transposed	**6.00%**	
3.	% of acquis not transposed	**94.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**No data has been submitted by the Ukranian side**	
5.	% of acquis implemented	**0.00%**	



Even though Ukraine has partially transposed 6% of the acquis under the thematic cluster *Market access*. Notably, in reference to Directive 2012/34/EU, which is partially reflected in the Law of Ukraine "On Natural Monopolies" and the Law of Ukraine "On Insurance", only some of the Directive provisions have been transposed. In the following period, efforts should focus on the full transposition of the EU legal framework under this cluster, while simultaneously strengthening JSC "Ukrainian Railways" in all relevant areas, including financial sustainability, technical capacity, safety improvement, and digitalisation.

Train drivers

The *Train drivers* thematic cluster corresponds to the eponymous regulatory area in Annex I.2 of the Treaty establishing the Transport Community. It comprises a total of 9 legal acts, of which four 4 are classified as main, while the remainder are their amendments. Four acts are included in the Rail Action Plan 2025-2027.

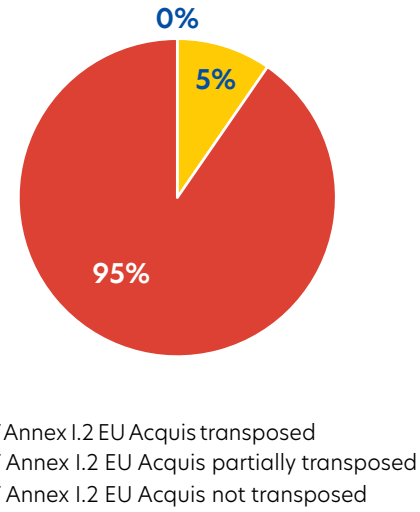
Ukraine has not transposed any EU legal acts under this thematic cluster. However, a new Draft Law of Ukraine "On Railway Safety and Interoperability" has been prepared. This draft law includes the transposition of Directive 2007/59/EC on the certification of train drivers operating locomotives and trains on the railway system in the Community. The law is expected to be adopted by the end of 2025.

Interoperability

The *Interoperability* thematic cluster corresponds to the eponymous regulatory area in Annex I.2 of the Treaty establishing the Transport Community. It comprises a total of 67 legal acts, of which 22 are classified as main acts, while the remainder are amending acts. Fifteen of these legal acts are included in the Rail Action Plan 2025-2027.

An overview of Ukraine's progress in transposing and implementing the Annex I.2 acquis under this thematic cluster, along with a summary of its performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Interoperability**
2.	% of acquis partially transposed	**5.00%**	
3.	% of acquis not transposed	**95.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**No data has been submitted by the Ukranian side**	
5.	% of acquis implemented	**0.00%**	



Directive (EU) 2016/797 on the interoperability of the rail system within the European Union is partially aligned with Law of Ukraine "On Technical Regulations and Conformity Assessment" and Law of Ukraine "On Railway Transport". Further alignment with this directive will be achieved through the new Law of Ukraine "On Railway Safety and Interoperability." Ukraine also plans to align its legislation with the TSIs by 2028.

European Union Agency for Railways

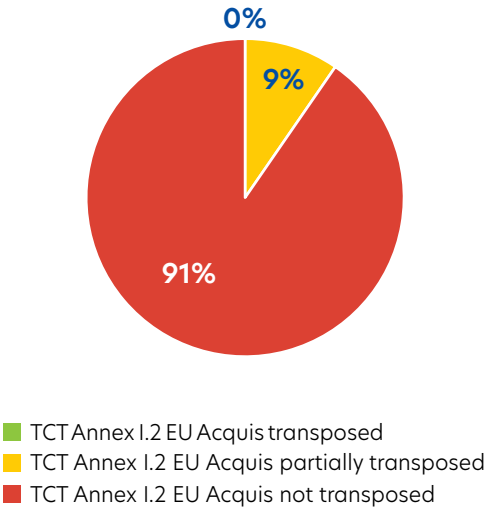
The *European Union Agency for Railways* thematic cluster corresponds to the eponymous regulatory area in Annex I.2 of the Treaty establishing the Transport Community. It comprises a total of 5 legal acts, of which 3 are classified as main acts, while the remainder are amending acts. None of these legal acts is included in the Rail Action Plan 2025-2027.

Ukraine has not transposed any EU legal acts under the thematic cluster *European Union Agency for Railways*. While there are future plans for transposition of EU legislation in this area, they are not expected to be realised in the near term. Nevertheless, in 2024 Ukraine concluded an Administrative Agreement between the European Union Agency for Railways (ERA) and the Ministry for the Development of Communities and Territories of Ukraine. Enhanced cooperation with ERA could provide valuable support in advancing Ukraine's objectives on its path towards European integration.

Railway safety

The *Railway safety* thematic cluster corresponds to the eponymous regulatory area in Annex I.2 of the Treaty establishing the Transport Community. It comprises a total of 19 legal acts, of which 11 are classified as main acts, while the remainder are amendments. Two of these legal acts are included in the Rail Action Plan 2025-2027.

An overview of Ukraine's progress in transposing and implementing the Annex I.2 acquis under the *Railway safety* thematic cluster, along with a summary of its performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Railway safety** 
2.	% of acquis partially transposed	**9.00%**	
3.	% of acquis not transposed	**91.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**No data has been submitted by the Ukranian side**	
5.	% of acquis implemented	**0.00%**	

By the end of 2025, Ukraine is expected to transpose Directive (EU) 2016/798 on railway safety into the Law of Ukraine "On Railway Safety and Interoperability". Further activities related to the transposition of the TCT Annex I under this thematic cluster will continue thereafter. It is anticipated that responsible bodies, such as the National Safety Authority (NSA) and the National Investigation Body (NIB), will be established in 2027. The implementation of legislation aligned with the TCT Annex I can be expected following their establishment.

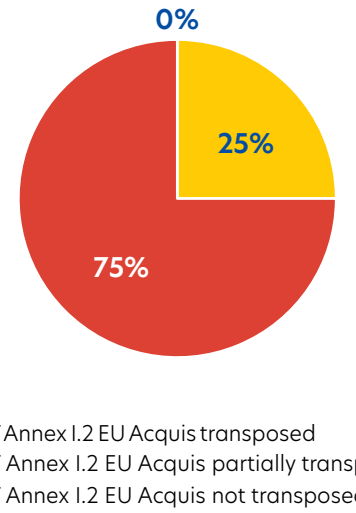
Social (rail)

The *Social (rail)* thematic cluster includes the following regulatory areas as per Annex I.2 of the Treaty:

- Social field - working time/hours
- Passenger rights

It comprises a total of 4 legal acts, all of which are classified as main acts. One of these legal acts is included in the Rail Action Plan 2025-2027.

An overview of Ukraine's progress in transposing and implementing the Annex I.2 acquis under this thematic cluster, along with a summary of performance against the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Social (rail)** 
2.	% of acquis partially transposed	**25.00%**	
3.	% of acquis not transposed	**75.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**No data has been submitted by the Ukranian side**	
5.	% of acquis implemented	**0.00%**	

Ukraine has partially transposed Regulation (EU) 2021/782 on rail passengers' rights and obligations through the Civil Code of Ukraine, Law of Ukraine "On Railway Transport" and several bylaws. It is predicted further transposition of the mentioned Regulation under prepared Draft Law "On the Railway Transportation Market" development, in the context of long-term trade liberalisation commitments.

Conclusions and upcoming priorities for the rail sector

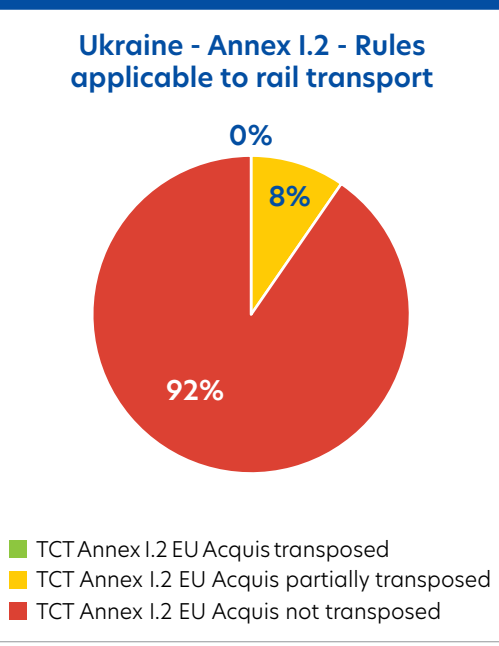
Although the Ukrainian side did not provide updated information regarding the transposition of the TCT Annex I under Annex I.2 of the Treaty, including implementation status and future plans, this report has been prepared using data submitted in 2023, as well as information presented during mock sessions. During mock sessions, the Project Implementation Unit supported the Ukrainian authorities in their preparations for bilateral screening with the European Commission.

Overall, Ukraine remains in the initial phase of the process. However, a significant number of legislative acts aligned with EU law have been drafted and are expected to be adopted. Once adopted, the status of transposed EU legislation is expected to improve rapidly.

Ukraine should continue with the planned activities for the transposition and implementation of EU legal acts under the thematic clusters *Railway safety*, *Interoperability*, and *Train drivers*.

It is highly recommended that the Ukrainian side make full use of the tailor-made Technical Assistance and Capacity Building programmes supporting TCT Annex I transposition.

Increased involvement in the activities of the Technical Committee for Railways within the Transport Community is expected, and further cooperation with the European Union Agency for Railways (ERA) would also be highly welcomed.

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	
2.	% of acquis partially transposed	**8.00%**	
3.	% of acquis not transposed	**92.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**No data has been submitted by the Ukranian side**	
5.	% of acquis implemented	**0.00%**	

3.3.3 **Rules Applicable to Road Transport** (Annex I.3)

Overview

The institutional framework governing the road sector in Ukraine comprises:

- **Ministry of Infrastructure of Ukraine** – The primary government body responsible for formulating and implementing state policy in the transport sector, including roads. It oversees the planning, financing, and maintenance of the national road network.
- **State Agency of Automobile Roads of Ukraine ("Ukravtodor")** – This agency operates under the Ministry of Infrastructure and is specifically tasked with managing state roads, implementing road construction and rehabilitation projects, and ensuring the proper maintenance of the road network.

Before Ukraine was granted candidate country status, the regulatory reform process was primarily guided by the **Association Agreement**, which outlined key requirements and priorities for the transport sector.

The main regulatory and strategic framework governing the road transport sector in Ukraine primarily includes:

- The Law of Ukraine on Road Transport (2001) establishes the legal framework for organising and operating road transport services, addressing aspects such as vehicle registration, licensing, safety standards, and the rights and responsibilities of transport operators and passengers.
- The Road Code of Ukraine provides comprehensive rules for road traffic management and safety.
- The Law of Ukraine on Safety of Road Traffic focuses on ensuring road safety and preventing accidents.
- The National Transport Strategy of Ukraine 2030 was adopted in 2020 and emphasises several key goals specifically for the railway system, including enhancing the safety and efficiency of road transport infrastructure while promoting sustainable mobility solutions. The strategy is currently under revision, which is one of the key priorities under the Ukraine Plan.
- The Ukraine Plan 2024-2027, adopted in 2024, is a comprehensive reform and investment strategy, endorsed by the European Commission. It outlines Ukraine's roadmap for the next four years, aiming to facilitate recovery, reconstruction, and modernisation in light of ongoing challenges due to the conflict with Russia. Additionally, it emphasises key aspects related to the road sector as part of its overall transport strategy, targeting, in particular, the restoration and protection of road infrastructure.

Progress status per thematic cluster

Social (road)

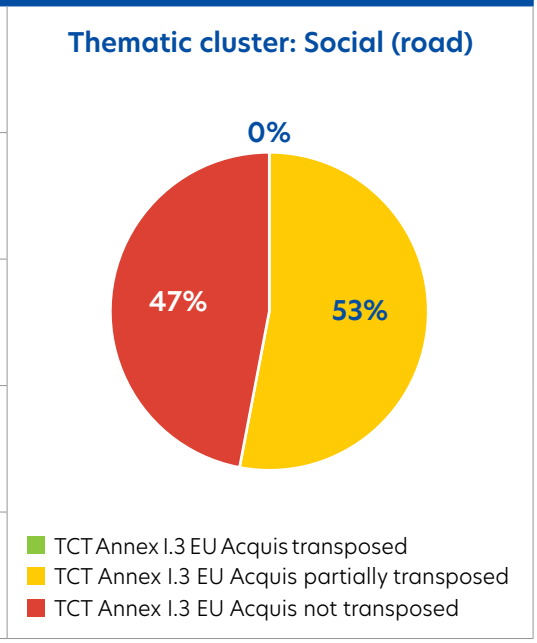
The proposed *Social (road)* thematic cluster includes the following regulatory areas, as per Annex I.3 of the Treaty establishing the Transport Community:

- Social provisions - driving time and rest periods
- Enforcement of social legislation
- Admission to the occupation of road operator
- Tachograph
- Working time
- Passenger rights
- Form of attestation of activities

The regulatory areas listed above include a total of 37 legal acts, of which:

- 15 are main acts
- 22 are amendments
- 2 main acts are included in the Road Action Plan

Ukraine's current progress in transposing and implementing the Annex I acquis under this thematic cluster, as outlined in Annex I.3, along with a performance summary based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	
2.	% of acquis partially transposed	**53.00%**	
3.	% of acquis not transposed	**47.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**No data has been submitted by the Ukranian side**	
5.	% of acquis implemented	**No data provided**	

The list of reported indicators is incomplete due to a lack of available data on prioritisation and implementation status.

Ukraine's performance regarding the Annex I acquis in the *Social (road)* thematic cluster is moderate to solid, with more than 50% of the legal acts partially transposed thus far. However, no information has been provided on future transposition plans. Should Ukraine pursue full membership in the Transport Community, systematic efforts toward full implementation of the road social acquis are essential.

Vehicles

The *Vehicles* thematic cluster includes the following regulatory areas, as per Annex I.3 of the Treaty establishing the Transport Community:

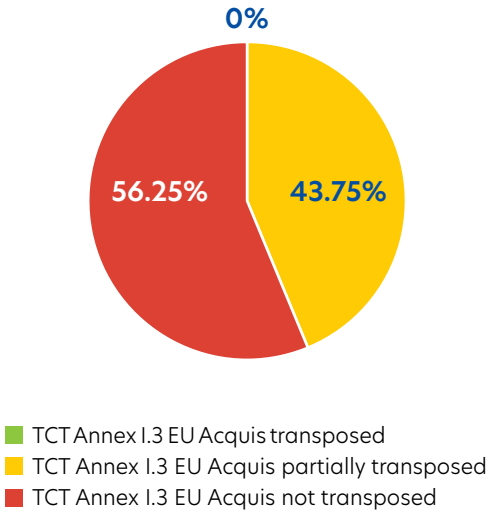
- Roadworthiness
- Roadside inspection
- Speed limitation devices
- Safety belts
- Mirrors
- Registration documents
- Dimensions and weight of vehicles
- Type approval

The listed regulatory areas include 54 legal acts, of which:

- 16 are main acts
- 38 are amendments
- 7 main acts are included in the Road Safety Action Plan

Ukraine's current progress in transposing and implementing the Annex I acquis under this thematic cluster, as outlined in Annex I.3, along with a performance summary based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Vehicles**
2.	% of acquis partially transposed	**43.75%**	
3.	% of acquis not transposed	**56.25%**	
4.	Number of acts planned to be transposed during the next 2 years	**No data provided**	
5.	% of acquis implemented	**No data provided**	



The list of reported indicators is incomplete due to a lack of available data on prioritisation and implementation status. According to available data, Ukraine has not yet transposed the critical acquis under the *Vehicles* thematic cluster, and no information on planned implementation has been provided. However, more than 43% of the Annex I acquis is reported as partially transposed, indicating that some progress in this regard has been made over the past years.

Road infrastructure

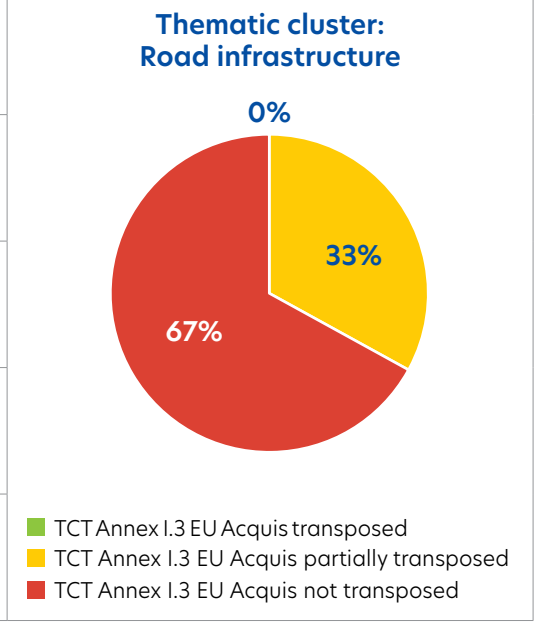
The *Road infrastructure* thematic cluster includes the following regulatory areas, as per Annex I.3 of the Treaty establishing the Transport Community:

- Road charging infrastructure – annual vehicle taxes
- Road infrastructure safety management
- Tunnels
- Road toll systems

The listed regulatory areas include 15 legal acts, of which:

- 6 are main acts
- 9 are amendments
- 3 main acts are included in action plans (1 in the Road Action Plan and 2 in the Road Safety Action Plan)

Ukraine's current progress in transposing and implementing the Annex I acquis under this thematic cluster, as outlined in Annex I.3, along with a performance summary based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	
2.	% of acquis partially transposed	**33.00%**	
3.	% of acquis not transposed	**67.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**No data provided**	
5.	% of acquis implemented	**No data provided**	

The list of reported indicators is incomplete due to the lack of available data on prioritisation and implementation. Ukraine's performance regarding road infrastructure acquis is moderate, with 33% of the relevant legal acts partially transposed.

A smooth transition and gradual implementation of the road infrastructure acquis should be a top priority for Ukraine to advance towards full membership in the Transport Community.

Drivers

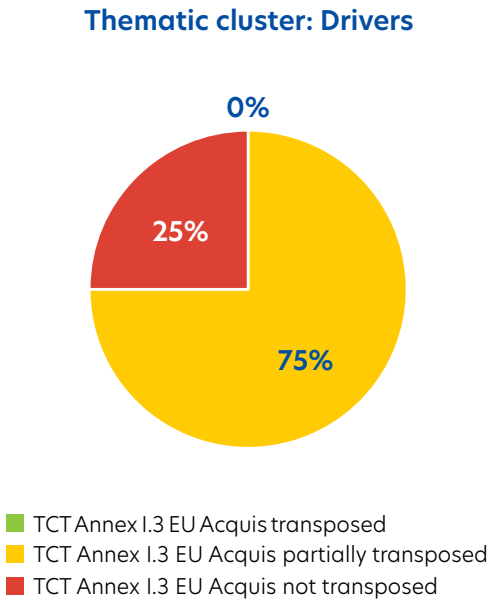
The *Drivers* thematic cluster includes the following regulatory areas, as per Annex I.3 of the Treaty establishing the Transport Community:

- Training of drivers
- Driving licences
- Cross-border exchange of information

The listed regulatory areas include 17 legal acts, of which:

- 4 are main acts
- 13 are amendments
- No main act included in the Road or Road Safety Action Plan

Ukraine's current progress in transposing and implementing the Annex I acquis grouped under this thematic cluster of Annex I.3, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	
2.	% of acquis partially transposed	**75.00%**	
3.	% of acquis not transposed	**25.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**No data provided**	
5.	% of acquis implemented	**No data provided**	

The list of reported indicators is incomplete due to a lack of available data on prioritisation and implementation. While no legal act has been fully transposed so far, the partial transposition rate in the *Drivers* thematic cluster reportedly reaches 75%.

Intelligent Transport Systems

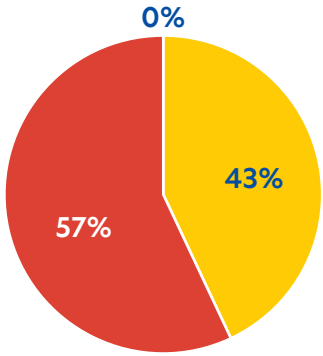
The *Intelligent Transport Systems* thematic cluster corresponds to the eponymous regulatory area and includes a total of 11 legal acts, of which:

- 8 are main acts
- 3 are amendments
- 1 main act is included in the Road Safety Action Plan

The list of reported indicators is incomplete due to a lack of available data on prioritisation and implementation. Ukraine's progress in the ITS area is still incipient, with no legal act transposed so far. Closer engagement with the Transport Community may reverse this situation in the medium term, considering the priority given to the area in the Road Action Plan.

Conclusions and upcoming priorities for the road and road safety sectors

A summary of Ukraine's performance in transposing and implementing the road acquis under Annex I.3, based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Ukraine - Annex I.3 - Rules applicable to road transport** 
2.	% of acquis partially transposed	**43.00%**	
3.	% of acquis not transposed	**57.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**No data has been submitted by the Ukranian side**	
5.	% of acquis implemented	**No data has been submitted by the Ukranian side**	

The list of reported indicators is incomplete due to a lack of available data on prioritisation and implementation. While the percentage of fully transposed acquis is 0%, Ukraine has partially transposed 43% of the relevant legislation in Annex I.3 of the TCT.

Ukraine has partially implemented tachograph regulations and established rules for accessing the international road transport market and passenger transport. There are no tolls or road charges in place for the European Electronic Toll Service/Eurovignette. While driving and rest time rules are partially aligned with EU standards, some regulations on rest periods remain unimplemented, and vehicle roadworthiness legislation is only partially aligned with EU rules.

While information on future plans is lacking, available data suggest that Ukraine should focus more on transitioning from partial to full compliance for the prioritised legal acts.

3.3.4 **Rules Applicable to Maritime Transport** (Annex I.4)

Overview

The institutional framework for managing maritime transport in Ukraine is primarily led by **the Ministry for Development of Communities and Territories**. The Ministry oversees the development and implementation of maritime transport policies, including regulation of tariffs and port services.

The Ukrainian Shipping Administration (State Service of Maritime and River Transport of Ukraine) is the designated national body responsible for implementing state policies in maritime transport, with a primary focus on ensuring navigational safety. It performs regulatory oversight of maritime merchant shipping and inland navigation, ensuring compliance with international treaties, providing administrative services, and offering navigational and hydrographical support within Ukraine's territorial sea, internal waters, inland waterways.

The Ukrainian Sea Ports Authority (USPA) is a state-owned enterprise whose main mission is to enhance the competitiveness of Ukrainian ports by developing and maintaining port infrastructure, ensuring navigational safety, and supporting economic activities related to import-export cargo flows. It provides public infrastructure and services, while private and state stevedores handle cargo operations. USPA is actively engaged in international cooperation, having joined the European Sea Ports Organisation (ESPO) and the European Federation of Inland Ports (EFIP). It has also signed memoranda with several European port authorities and works closely with institutions like the EBRD to attract investment and implement concession projects.

State Enterprise "Ukrvodshlyakh" is responsible for the maintenance, development, and operational support of inland waterways, including navigational infrastructure such as locks, canals, and river ports. The enterprise plays a key role in ensuring safe and efficient navigation on Ukraine's major rivers, particularly the Dnipro, Danube, and Southern Buh, and supports the broader goal of integrating Ukraine's inland waterway system with the TEN-T Network. "Ukrvodshlyakh" is also involved in hydrographic surveying, dredging operations, and the technical maintenance of river navigation routes, contributing to Ukraine's efforts to revive and modernise its inland waterway transport sector in line with EU standards. Its work complements the activities of the Ukrainian Sea Ports Authority (USPA) and the State Service for Maritime and Inland Waterway Transport, forming part of the institutional framework for waterborne transport governance in Ukraine.

State Hydrographic Service of Ukraine (SHSU) is the national hydrographic office, whose primary mandate is to ensure navigational safety across Ukraine's seas and inland waterways by conducting hydrographic surveys in accordance with IHO standards, maintaining aids to navigation (AtoNs), and producing nautical charts, sailing directions, and notices to mariners. The Service is also responsible for the modernisation of lighthouses and floating navigational aids.

Ukraine's maritime regulatory framework includes the following key pieces of legislation:

- **Merchant Shipping Code** – Regulates vessel registration, navigation, maritime safety, liability, ship arrest, pollution, and maritime claims.
- **Law of Ukraine on Sea Ports** – Governs the legal status, operation, and management of seaports, and defines the roles of public and private port operators.
- **Ukrainian Law on Sanctions** – Applicable to maritime activities in the context of national security, it restricts access to Ukrainian ports for sanctioned vessels.

A **draft law (Draft Law No. 9283)** has been prepared to ensure the safety of life at sea and facilitate search and maritime rescue operations, but it hasn't yet entered into force.

Furthermore, Ukraine has ratified several key IMO Conventions that are essential for maritime safety, security, and environmental protection. These include:

- International Convention for the Safety of Life at Sea (SOLAS, 1974)
- International Convention on Load Lines (1966)
- International Tonnage Convention (1969)
- Convention on the International Regulations for Preventing Collisions at Sea (1972)
- International Convention for the Standards of Training, Certification and Watchkeeping for Seafarers (STCW, 1978)
- International Convention on Maritime Search and Rescue (SAR Convention, 1979)
- International Convention for the Prevention of Pollution from Ships (MARPOL)
- International Convention on the Control of Harmful Anti-fouling Systems on Ships (AFS Convention)

Ukraine has developed a comprehensive framework of strategic documents to guide the development of its maritime transport sector. Key among these are:

- **The National Transport Strategy of Ukraine until 2030** – This overarching strategy sets development goals across all transport modes, including maritime. It emphasises integration with the Trans-European Transport Network (TEN-T) through infrastructure improvements, enhanced safety, and environmental sustainability.
- **The Strategy for the Development of Seaports of Ukraine until 2038** – This long-term vision focuses on modernizing port infrastructure, expanding cargo handling capacity, and improving operational efficiency at Ukrainian seaports.
- **The Maritime Doctrine of Ukraine up to 2035** – This document outlines the principles and priorities for maritime sector development, including initiatives to strengthen maritime safety, protect the marine environment, and advance maritime education and research.
- **The Maritime Security Strategy of Ukraine** – Aimed at enhancing maritime security, this strategy includes measures to regain control over occupied territories and ensure safe navigation routes.
- **The Ukraine Plan 2024-2027** – Adopted in 2024 and endorsed by the European Commission, this reform and investment roadmap supports Ukraine's recovery, reconstruction, and modernisation efforts in response to the ongoing war. It places particular emphasis on the waterborne transport sector, especially the development and protection of maritime ports.

Ukraine is making significant progress in aligning its national maritime legislation with the relevant EU acquis.

Progress status per thematic cluster

Policy, market access, and competition

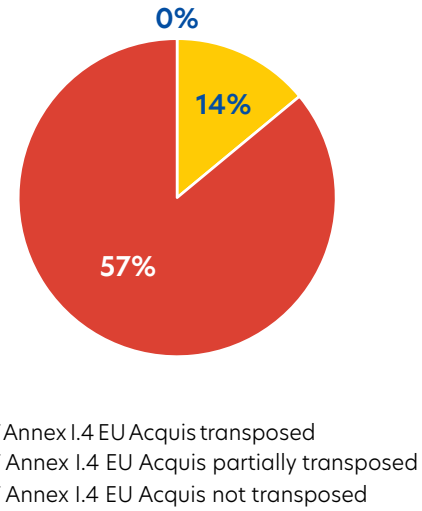
The *Policy, market access, and competition* thematic cluster includes the following regulatory areas, as per Annex I.4 of the Treaty establishing the Transport Community:

- Maritime policy
- Access to the market
- International relations
- Port services

The regulatory areas mentioned above include a total of 16 legal acts, of which 7 are classified as main while 9 are their amendments. One main act is included in the Action Plan for Waterborne and Multimodality, and one main act is within the EU Association Agreement of Ukraine.

Ukraine's progress as of October 2025 in transposing and implementing the TCT Annex I grouped under this thematic cluster of Annex I.4, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Policy, market access, and competition**
2.	% of acquis partially transposed	**14.00%**	
3.	% of acquis not transposed	**86.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**7**	
5.	% of acquis implemented	**0.00%**	



As of October 2025, Ukraine is in the initial stage of aligning its national legislation with the TCT Annex I under the *Policy, market access, and competition* thematic cluster of Annex I.4 of the Transport Community Treaty. None of the relevant legal acts have been fully transposed or implemented, while only 14% have been partially transposed, leaving 86% of the acquis unaddressed. This reflects limited progress in establishing a harmonised legal framework in this area. However, Ukraine has outlined plans to transpose seven legal acts over the next two years, signalling a clear intention to accelerate alignment. To meet this goal, sustained institutional coordination, legislative drafting, and technical support will be essential.

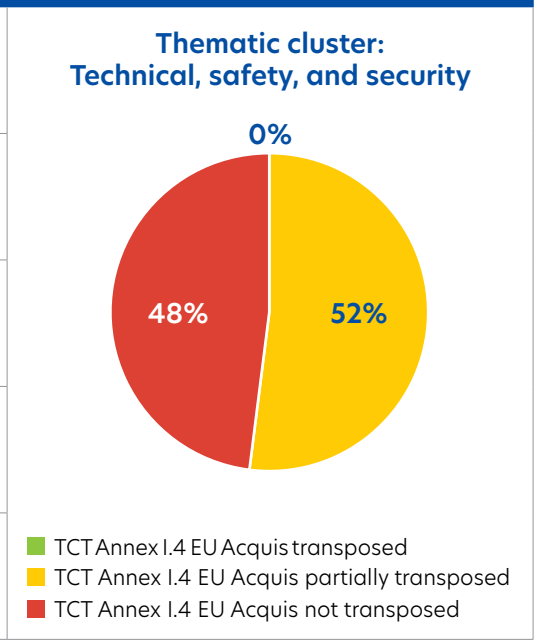
Technical, safety, and security

The *Technical, safety, and security* thematic cluster includes the following regulatory areas, as per Annex I.4 of the Treaty establishing the Transport Community:

- Ship inspection and survey organisations – recognised organisations
- Flag state
- Port state control
- International Safety Management Code
- Marine equipment
- Passenger ships
- Safety of fishing vessels
- Oil tankers
- Bulk carriers
- Accident investigation
- Maritime security
- European Maritime Safety Agency

A total of 66 legal acts are included in this regulatory area, of which 27 are classified as main acts, while the remainder are their amendments. Eleven of the main acts are included in the Action Plan for Waterborne and Multimodality 2025-2027, and 15 of them are contained in the EU Association Agreement with Ukraine.

Ukraine's progress in transposing and implementing the Annex I acquis grouped under this thematic cluster of Annex I.4, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	
2.	% of acquis partially transposed	**52.00%**	
3.	% of acquis not transposed	**48.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**22**	
5.	% of acquis implemented	**0.00%**	

In the *Technical, safety, and security* thematic cluster, Ukraine has made moderate progress in aligning with the EU acquis, with 52% of the relevant legal acts partially transposed, while 48% remain not transposed. No legislation has been fully transposed or implemented. This indicates that although legislative groundwork has begun, the absence of full transposition prevents any practical implementation of EU safety and security standards. The planned transposition of 22 acts over the next two years reflects a strong commitment to closing this gap, particularly in areas critical to maritime safety, vessel certification, and port security. Accelerating both transposition and implementation will be essential for Ukraine to meet its obligations under the EU-Ukraine Association Agreement and to ensure safe, secure, and interoperable maritime operations.

Smart, digital, and telematic applications

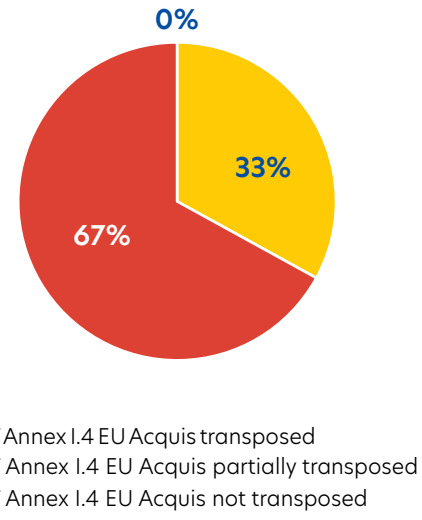
The *Smart, digital, and telematic applications* thematic cluster includes the following regulatory areas, as per Annex I.4 of the Treaty establishing the Transport Community:

- Vessel traffic monitoring
- Reporting formalities
- Maritime single window

The regulatory areas listed above include a total of 12 legal acts, of which six are classified as main while the remainder are their amendments. Three of these main acts are included in the Action Plan for Waterborne Transport and Multimodality 2025-2027, and two of these main acts are part of the EU Association Agreement with Ukraine.

Ukraine's progress in transposing and implementing the TCT Annex I, grouped under this thematic cluster of Annex I.4, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Smart, digital, and telematic applications (maritime)**
2.	% of acquis partially transposed	**33.00%**	
3.	% of acquis not transposed	**67.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**3**	
5.	% of acquis implemented	**0.00%**	



Ukraine's progress in aligning with the TCT Annex I in the area of *Smart, digital, and telematic applications* in TCT Annex I as per Annex I.4 remains at an early stage, reflecting both the complexity of the domain and the strategic importance of digital integration. According to the latest indicators, 0% of the relevant acquis has been fully transposed or implemented, while 33% has been partially transposed, and 67% remains unaddressed. With only three legal acts planned for transposition over the next two years, the pace of alignment suggests a cautious but deliberate approach. This underscores the need for enhanced institutional coordination, technical capacity-building, and targeted support from EU partners to accelerate Ukraine's integration into the European Maritime Single Window Environment and broader digital maritime frameworks, in line with Regulation (EU) 2019/1239 and associated standards.

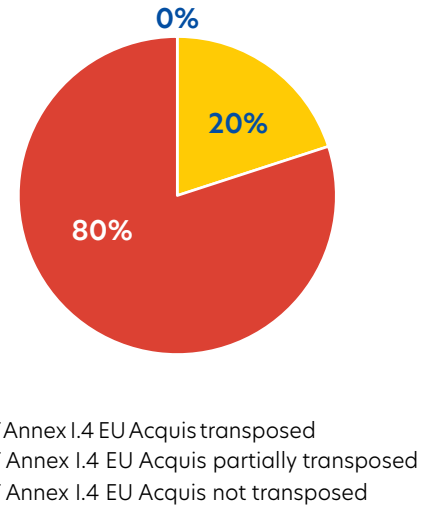
Environmental

The *Environmental* thematic cluster includes the following regulatory areas, as per Annex I.4 of the Treaty establishing the Transport Community:

- Ship-source pollution
- Ship-generated waste
- Organotin compounds
- Committee on Safe Seas and the Prevention of Pollution from Ships
- Environment
- Renewable and low-carbon fuels

The regulatory areas listed above include 19 legal acts, of which 10 are classified as main acts, while the remainder are their amendments. Four of the main acts are included in the Action Plan for Waterborne and Multimodality 2025-2027, and two are part of the EU Association Agreement with Ukraine.

Ukraine's progress in transposing and implementing the Annex I acquis grouped under the *Environmental* thematic cluster of Annex I.4, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Environmental (maritime transport)** 
2.	% of acquis partially transposed	**20.00%**	
3.	% of acquis not transposed	**80.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**4**	
5.	% of acquis implemented	**0.00%**	

Ukraine's progress in transposing the TCT Annex I included in Annex I.4 within the *Environmental* thematic cluster remains limited, with 0% fully transposed or implemented, and only 20% partially transposed, while 80% of the acquis remains unaddressed. Despite these challenges, Ukraine has planned the transposition of four key environmental acts over the next two years, including legislation on port reception facilities and emissions reduction. This reflects a cautious but strategic commitment to aligning with EU environmental standards and underscores the importance of continued technical support and institutional coordination to accelerate sustainable maritime development.

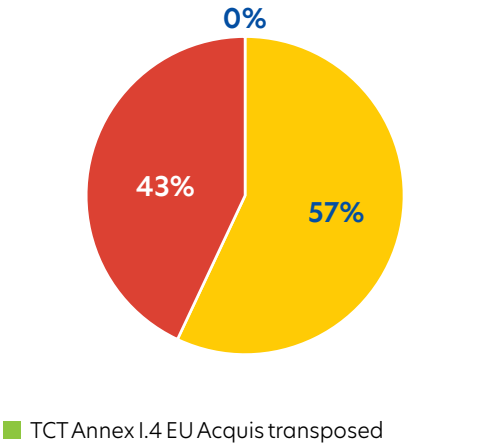
Social and educational

The *Social and Educational* thematic cluster includes the following regulatory areas, as per Annex I.4 of the Treaty establishing the Transport Community:

- Training of seafarers
- Social aspects
- Passenger rights

The regulatory areas listed above include a total of 12 legal acts, of which 7 are classified as main while the remaining five are amendments. Six of the main acts are included in the Action Plan for Waterborne and Multimodality 2025-2027, and 5 are included in the EU Association Agreement with Ukraine.

Ukraine's progress as of October 2025 in transposing and implementing the Annex I acquis grouped under the *Social and educational* thematic cluster of Annex I.4, along with a summary of performance based on the defined indicators, is provided below:

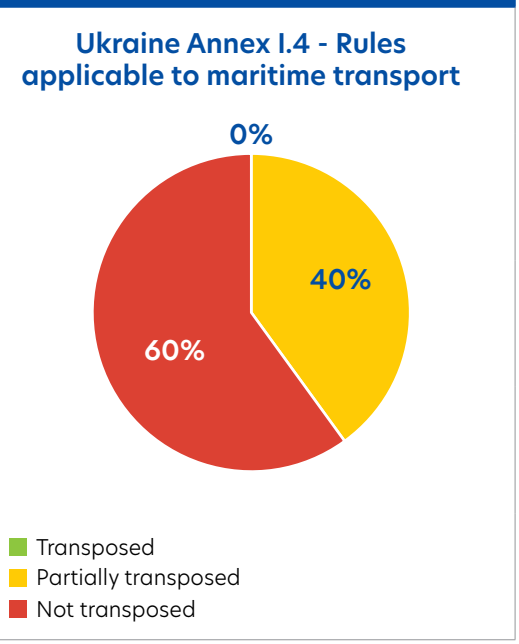
No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Social and educational (maritime)** 
2.	% of acquis partially transposed	**57.00%**	
3.	% of acquis not transposed	**43.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**5**	
5.	% of acquis implemented	**0.00%**	

Ukraine's progress in transposing the TCT Annex I under the Social and Educational thematic cluster of Annex I.4 of the Transport Community Treaty reflects a constructive yet gradual approach. With 57% of the acquis partially transposed, 0% fully transposed or implemented, and five legal acts planned for transposition over the next two years, Ukraine demonstrates a clear commitment to aligning with EU standards on professional qualifications, working conditions, and maritime labour rights. While challenges remain, particularly in implementation, the outlined roadmap and ongoing cooperation signal Ukraine's strategic intent to strengthen its human capital and institutional capacity in the waterborne transport sector.

Conclusions and upcoming priorities for the maritime transport sector

Ukraine's alignment with the TCT Annex I under Annex I.4 of the Treaty on establishing the Transport Community reveals a transitional phase in the country's legislative harmonisation efforts. A notable portion of the acquis has already entered the process of partial transposition, indicating that Ukraine has taken concrete steps toward aligning its maritime legislation with EU standards. This progress reflects a growing institutional commitment and the re-establishment of structured cooperation with EU counterparts following earlier disruptions.

At the same time, a significant share of the acquis remains unaddressed, and no legal acts have yet been fully transposed. This underscores the need for continued technical assistance, capacity-building, and strategic prioritisation to ensure full compliance. Ukraine has undertaken the ambitious task to transpose 41 legal acts, as per Annex I.4 of the TCT, in the next 2 years. The current status offers a clear opportunity for Ukraine to accelerate its efforts, particularly in areas such as safety, environmental protection, and digitalisation, which are essential for deeper integration into the European maritime transport framework.

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	
2.	% of acquis partially transposed	**40.00%**	
3.	% of acquis not transposed	**60.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**41**	
5.	% of acquis implemented	**0.00%**	

3.3.5 **Rules Applicable to Inland Waterway Transport** (Annex I.5)

Overview

The key institutions responsible for the development and implementation of the inland waterway transport in Ukraine include:

- **Ministry for Development of Communities and Territories of Ukraine** – Responsible for inland waterways policies and regulatory framework.
- **State Service of Maritime and River Transport of Ukraine** – Provides oversight on the implementation of state policies in maritime and river transport, ensuring safety and compliance with national and international rules and standards.
- **Ukrainian Sea Ports Authority (USPA)** – While its primary mandate focuses on seaports, USPA also supports navigation and logistics along inland corridors, coordinates with international partners, and contributes to strategic planning under national recovery initiatives.
- **State Enterprise "Ukrvodshlyakh"** – Responsible for the maintenance, development, and operational support of inland waterways, including navigational infrastructure such as locks, canals, and river ports. The enterprise plays a key role in ensuring safe and efficient navigation on Ukraine's major rivers, particularly the Dnipro, Danube, and Southern Buh, and supports the broader goal of integrating Ukraine's inland waterway system with the TEN-T Network. Ukrvodshlyakh is also involved in hydrographic surveying, dredging operations, and the technical maintenance of river navigation routes, contributing to Ukraine's efforts to revive and modernise its inland waterway transport sector in line with EU standards. Its work complements the activities of the Ukrainian Sea Ports Authority (USPA) and the State Service for Maritime and Inland Waterway Transport, forming part of the institutional framework for waterborne transport governance in Ukraine.
- **State Hydrographic Service of Ukraine (SHSU)** – The national hydrographic office, whose primary mandate is to ensure navigational safety across Ukraine's seas and inland waterways by conducting hydrographic surveys in accordance with IHO standards, maintaining aids to navigation (AtoNs), and producing nautical charts, sailing directions, and notices to mariners. The Service is also responsible for the modernisation of lighthouses and floating navigational aids.

The legal framework regulating the inland waterway transport in Ukraine includes:

- **Law No. 1054-IX of Ukraine, titled "On Inland Water Transport",** was adopted on 3 December 2020 and entered into force on 1 January 2022. It establishes the legal, economic, and organisational framework for the functioning and development of inland waterway transport in Ukraine. The law aims to create favourable conditions for safe, accessible, and high-quality transportation, aligning with European standards and supporting Ukraine's integration into the EU transport system.
- Although the **Merchant Shipping Code of Ukraine** primarily governs maritime transport, it does also include references to inland waterway transport in its general provisions, particularly in terms of state regulation.
- **The Environmental Protection Law** adds guidelines on protecting water resources and promoting sustainable practices.

Ukraine has adopted a series of strategic documents to guide the development of its inland waterway transport sector, reflecting a long-term commitment to modernisation, sustainability, and European integration. The **National Transport Strategy until 2030**, currently under revision as part of the Ukraine Plan, outlines priorities such as improving navigability, enhancing safety, and promoting environmentally responsible practices. Complementing this, the **Strategy for the Development of Inland Waterway Transport until 2031** sets out a comprehensive vision for infrastructure upgrades, increased cargo volumes, and better connectivity with the TEN-T network. Further operational focus is provided through the **Action Plan for the Restoration of Navigation on the Dnieper and Pivdennyi Buh Rivers**, supported by the EBRD, which targets dredging, lock rehabilitation, and navigational improvements. The **Maritime Doctrine** of Ukraine, while primarily maritime in scope, also emphasises the integration of river and sea transport systems. Finally, the **Ukraine Plan 2024-2027**, endorsed by the European Commission, serves as a national reform and investment roadmap, incorporating inland and maritime transport priorities within the broader context of recovery, resilience, and EU alignment.

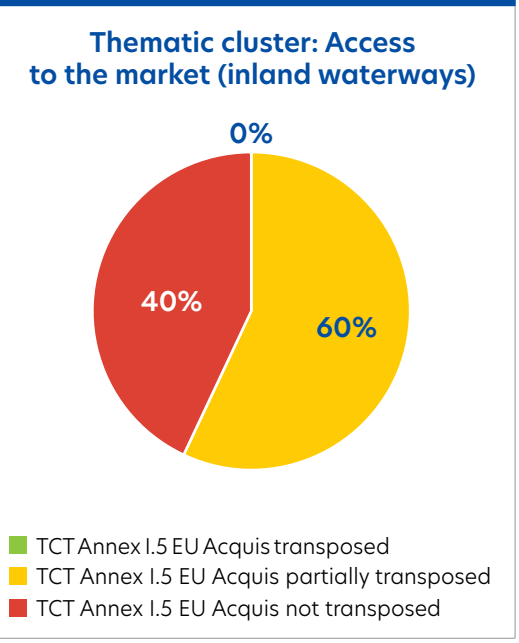
Russia's war of aggression against Ukraine has significantly hindered the alignment of Ukraine's national legal framework for inland waterway transport with the relevant EU Acquis. Despite these challenges, Ukraine continues to make determined efforts to harmonise its legislation with EU standards, modernise its inland waterway infrastructure, strengthen connectivity with the EU, and promote efficient and sustainable mobility in the sector.

Progress status per thematic cluster

Access to the market

The Access to the market thematic cluster corresponds to the eponymous regulatory area, as per Annex I. 5 of the TCT Treaty. It contains a total of 6 legal acts, of which 5 are classified as main, while 1 is an amendment. One main act is included in the Action Plan for Waterborne Transport and Multimodality 2025-2027, and one is part of the EU Association Agreement with Ukraine.

Ukraine's progress in transposing and implementing the TCT Annex I, grouped under this thematic cluster of Annex I.5, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	
2.	% of acquis partially transposed	**60.00%**	
3.	% of acquis not transposed	**40.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**3**	
5.	% of acquis implemented	**0.00%**	

With regard to the *Access to the market* thematic cluster (Annex I.5 of the Transport Community Treaty), Ukraine is progressing gradually in aligning its inland waterway transport legislation with the EU Acquis. While no legal acts have been fully transposed or implemented yet, a significant portion (60%) has been partially transposed, indicating that foundational work is underway. 40% of the acquis remains to be addressed, highlighting the need for continued efforts. Importantly, Ukraine has planned the transposition of three additional legal acts over the next two years, demonstrating its ongoing commitment to legal harmonisation and market integration, despite the complex circumstances caused by the war.

Access to the profession

The *Access to the profession* thematic cluster corresponds to the eponymous regulatory area, as per Annex I. 5 of the TCT Treaty. It includes 7 legal acts, 5 of which are classified as main while two are amendments. One of the main acts is included in the Action Plan for Waterborne Transport and Multimodality 2025-2027 and two are part of the EU Association Agreement with Ukraine.

In the thematic cluster *Access to the profession*, Ukraine has made initial progress in aligning its inland waterway transport legislation with the TCT Annex I as per Annex I.5 of the Transport Community Treaty. Although none of the legal acts have been fully transposed or implemented yet, 100% of the acquis has been partially transposed, indicating that Ukraine has taken meaningful steps toward harmonisation. This partial transposition reflects a proactive approach to legal alignment, even in the face of complex challenges. Looking ahead, Ukraine plans to transpose seven additional legal acts over the next two years, underscoring its continued commitment to advancing integration with the EU transport framework.

Social

The *Social* thematic cluster includes the following regulatory areas, as per Annex I.5 of the Treaty establishing the Transport Community:

- Passenger rights
- Working time

The thematic cluster includes a total of two legal acts, both classified as main acts. One of these acts is included in the Action Plan for Waterborne Transport and Multimodality 2025-2027, but neither is part of the EU Association Agreement with Ukraine.

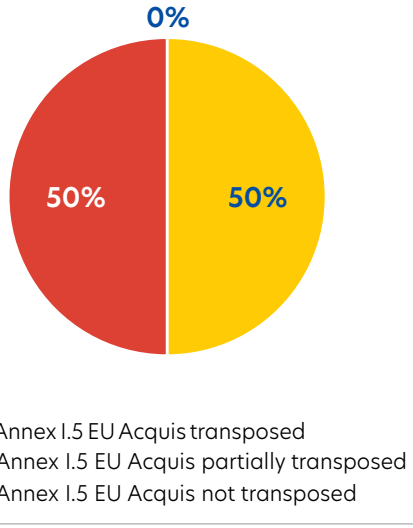
In the *Social* thematic cluster under Annex I.5 of the Transport Community Treaty, Ukraine has made a promising start by partially transposing 100% of the relevant EU Acquis, indicating that all applicable legal acts have been addressed to some extent. While none have yet been fully transposed or implemented, this comprehensive partial transposition reflects a clear awareness of the requirements and a structured approach to alignment. Looking ahead, Ukraine plans to transpose the two main legal acts over the next two years, reaffirming its commitment to advancing social standards in the transport sector in line with EU norms, despite the challenges posed by the ongoing war.

Safety/technical requirements

The *Safety/technical requirements* cluster corresponds to the eponymous regulatory area, as per Annex I. 5 of the TCT Treaty. It includes a total of 11 legal acts, 6 of which are defined as main acts, while 5 are their amendments. None of the main acts is included in the Action Plan for Waterborne Transport and Multimodality 2025-2027, but one is included in the EU Association Agreement with Ukraine.

Ukraine's progress in transposing and implementing the TCT Annex I, grouped under this thematic cluster of Annex I.5, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: Safety/technical requirements (inland waterways)**
2.	% of acquis partially transposed	**50.00%**	
3.	% of acquis not transposed	**50.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**7**	
5.	% of acquis implemented	**0.00%**	



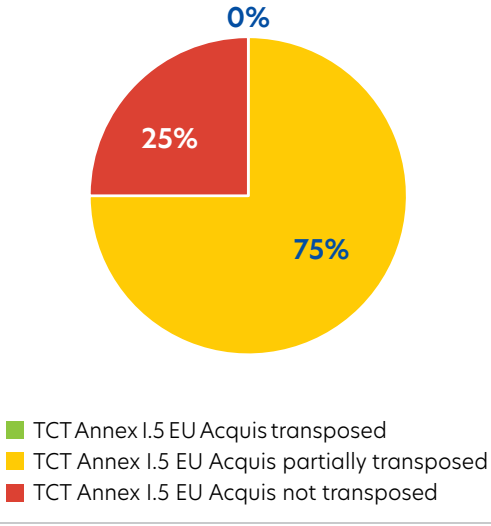
In the thematic cluster *Safety/technical requirements* under Annex I.5 of the Transport Community Treaty, Ukraine has made partial progress in aligning its inland waterway transport legislation with the EU Acquis. Currently, 50% of the relevant legal acts have been partially transposed, while the remaining 50% have not yet been addressed. None of the legal acts have been fully transposed or implemented. This reflects an early stage of legal harmonisation in a technically demanding area, where safety standards and vessel requirements are critical. Nevertheless, Ukraine has planned to transpose seven additional legal acts over the next two years, signalling a clear intention to advance its alignment with EU safety and technical norms, despite the challenges posed by the ongoing war.

River information services (RIS)

The *River information services* thematic cluster corresponds to the eponymous regulatory area, as per Annex I. 5 of the TCT Treaty. It includes 11 legal acts, 8 of which are classified as main, acts while the others are amendments. All 8 acts are included in the Action plan for Waterborne Transport and Multimodality, and one of the main acts is part of the EU Association Agreement with Ukraine.

Ukraine's progress in transposing and implementing the TCT Annex I grouped under this thematic cluster of Annex I.5, along with a summary of performance based on the defined indicators, is provided below:

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Thematic cluster: River information services (inland waterways)**
2.	% of acquis partially transposed	**75.00%**	
3.	% of acquis not transposed	**25.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**9**	
5.	% of acquis implemented	**0.00%**	



In the *River information services (RIS)* thematic cluster under Annex I.5 of the Transport Community Treaty, Ukraine has made notable initial progress toward aligning with the EU acquis. 75% of the relevant legal acts have been partially transposed, indicating that the foundational elements of RIS legislation are being addressed. However, none of the acts has been fully transposed or implemented, and 25% remain unaddressed, highlighting the need for further legislative work. Ukraine's plan to transpose nine additional legal acts over the next two years reflects a strong commitment to enhancing digitalisation, interoperability, and safety in inland waterway transport, despite the challenges posed by the ongoing war.

Environmental

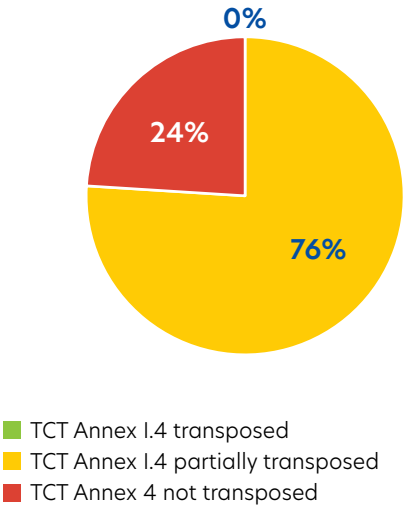
The *Environmental* thematic cluster corresponds to the eponymous regulatory area, as per Annex I. 5 of the TCT Treaty. It includes 5 acts, of which 1 is defined as main, while the remainder are its amendments. The single main act is included in the Action Plan for Waterborne Transport and Multimodality 2025-2027 but is not part of the EU Association Agreement with Ukraine.

In the *Environment* thematic cluster under Annex I.5 of the Transport Community Treaty, Ukraine has partially transposed 100% of the relevant EU Acquis, indicating that all applicable environmental legal acts in the inland waterway transport sector have been addressed to some extent. However, none have been fully transposed or implemented, and no additional acts are planned for transposition over the next two years. This suggests that while the legislative groundwork is in place, further efforts are needed to achieve full alignment and implementation, essential for promoting environmentally sustainable inland waterway transport in line with EU standards.

Conclusions and upcoming priorities for the waterway transport sector

Under Annex I.5 of the Transport Community Treaty, **Ukraine has made partial progress** in aligning its inland waterway transport legislation with the EU Acquis. According to the available data, over three-quarters of the relevant rules have been partially transposed, while roughly one-quarter remain not transposed, and none have been fully transposed. This indicates that Ukraine has initiated work on most of the legal framework but still faces challenges in completing the transposition and moving toward full implementation. Continued efforts will be essential to close the remaining gaps and ensure full alignment with EU standards in the inland waterway transport sector.

No.	Indicator	Achieved value	Transposition Status
1.	% of acquis transposed	**0.00%**	**Ukraine Annex I.5 - Rules applicable to inland waterway trasport**
2.	% of acquis partially transposed	**76.00%**	
3.	% of acquis not transposed	**24.00%**	
4.	Number of acts planned to be transposed during the next 2 years	**31**	
5.	% of acquis implemented	**0.00%**	



3.4 **Conclusions**

Looking ahead, sustainability, multimodality, and digitalisation must become central pillars of reform, not only for alignment with EU climate and transport objectives but also to reinforce regional resilience and stability. Political commitment at the highest level, supported by the Transport Community framework, will be decisive for ensuring convergence with EU standards and supporting future accession perspectives.

The 2025 reporting period highlights both achievements and ongoing challenges:

- **Georgia:** Leads among the Observing Participants with stronger performance in road safety management (83%), functioning road maintenance systems, and waterborne workforce attractiveness (80%). However, further work is required in sustainable and multimodal transport measures, ITS deployment, and full acquis transposition.
- **The Republic of Moldova:** Shows slower and uneven progress, with moderate achievements in regional cooperation and capacity-building but major gaps in sustainability, multimodality, and road safety management. Exiting the Paris MoU blacklist and strengthening institutional capacity remain urgent priorities.
- **Ukraine:** Despite the war, Ukraine re-established communication on waterborne transport and set clear deadlines. Its commitment to aligning with TCT Annex I is evident, though concrete timelines for other modes will only be provided in 2026.

Cross-cutting conclusions:

- **Over 65% of TCT Annex I remains not transposed across all Observing Participants**, underlining the need for accelerated legislative alignment.
- **Institutional capacity-building, stronger inter-ministerial coordination, and targeted technical assistance are critical for sustaining progress.**
- **Greater prioritisation of sustainability, multimodality, and digitalisation** is essential for aligning with EU climate and transport goals.
- **Continued political commitment and reinforced cooperation within the Transport Community** framework will be decisive in ensuring alignment with EU standards and supporting accession processes.

Continuous engagement with the Observing Participants is expected to further enhance the currently achieved level of knowledge, both quantitatively and qualitatively.

4. Technical Assistances

Between October 2024 and October 2025, the Project Implementation Unit (PIU) of the Transport Community Permanent Secretariat started delivery of a series of technical assistance programmes, capacity-building initiatives, and training workshops aimed at strengthening institutional understanding and operational capacities for the implementation of the EU Transport Acquis (Annex I to the Treaty). The measures supported through technical assistance will be closely monitored next year to evaluate the overall impact of sustained and targeted support.

Up to October 2025, following the preliminary identification and prioritisation of needs and demands, technical assistance contracts have been concluded and are underway for the Republic of Moldova and Ukraine.

These include:

- The technical assistance project **"Preparation of a National ITS Strategy for the Republic of Moldova"** commenced in December 2024. This initiative aligns with the priorities set out in the Growth Plan for the Republic of Moldova, aiming to enhance transport infrastructure and promote digitalisation in the sector. Its core objective is to establish a comprehensive framework of policies, regulations, and institutional mechanisms to support the effective deployment of Intelligent Transport Systems (ITS) in the country. During this stage, the current legal, institutional, and technological context of ITS deployment in Moldova has been assessed, a Diagnosis Report, ITS vision, and strategic objectives were developed, and proposals for a High-Level National ITS Architecture and ITS Strategy were drafted and presented to the Contracting Authority. In parallel, several workshops were organised to present the deliverables and generate stakeholder feedback. All the activities within the scope of the contract are expected to be completed by the end of this year.
- The technical assistance project **"Supporting Moldova's alignment with the relevant TCT Annex I in the Road Operation sector"** commenced in March 2025, intending to comprehensively revise the Republic of Moldova's Road Code to align with the EU standards. A detailed review of national road transport legislation is underway, including a comparison with the TCT Annex I in areas such as passenger and freight transport, social legislation and driver training. The goal of the project is to deliver a clear roadmap for legal updates, incorporating 14 EU legislative acts into Moldova's road transport normative framework. Currently, a gap analysis, relevant TCT Annex I transposition plan, impact assessment, and roadmap have been developed and presented to the Contracting Authority and respective Moldovan stakeholders. One validation workshop has been organised and conducted in Chisinau, the Republic of Moldova.
- The technical assistance project **"Supporting the Republic of Moldova in achieving compliance with the relevant EU waterborne transport acquis"** began in July 2025 and focused on aligning national legislation with the waterborne EU legal framework, as per Annex I of the Treaty establishing the Transport Community. Within the scope of the contract, a comprehensive assessment of Moldova's existing legal and institutional framework, preparation of a transposition plan and implementation roadmap, regulatory impact analysis, and drafting of legislative texts to ensure full compliance with 13 EU directives and regulations is expected to be delivered. At this stage of contract implementation, an Inception Report has been delivered and reviewed by the Contracting Authority and Moldova's relevant stakeholders. Preparation of a Regulatory Gap Analysis is underway.
- **The Framework Contract for supporting Georgia, the Republic of Moldova, and Ukraine** in carrying out policy and regulatory reforms in line with the priorities established in the Transport Community Treaty was signed on 15 July 2025. It aims to support Observing Participants in undertaking significant reforms to align their transport policies, regulations, and infrastructure with EU standards. The Contract is designed to provide the participating countries with tailored technical assistance and capacity building support, helping them meet the requirements of the TCT Treaty and the broader EU acquis. Several individual requests for services have already been made to the selected Framework Contractor in the waterborne, road, and railway sectors. No technical assistance is currently foreseen to be given to Georgia under the Framework Contract.

