Romania 2035 European and Legal Audit

30 September 2026

Conclusion and review scope

The programme can retain its reform architecture and ambition after integrating the European conditions and legal corrections set out here. The review covers all 41 initiatives, current publication documents, EU priorities and the principal relevant families of obligations. It does not certify that Romania has transposed or fulfilled the entire acquis and does not replace review of future bills, contracts or budgets.

The 2026 country-specific recommendations, Rule of Law report, EIR and Digital Decade inform diagnosis and priorities. EU law and funding commitments are checked separately. Proposed programmes or amendments are not treated as duties in force or confirmed funding. Exact infringement and transposition status requires the official file and ministry confirmation; this remains open until the operational inventory.

European priorities and programme integration

Priority	Chapters	Integration
Fiscal consolidation and fairness	6–9	EU ceilings, pensions and pay, VAT/CIT gaps, investment costing
Continuity of reforms and funds	5	RRF closure, maintained reforms, eligible cohesion
Investment innovation and administration	2–4, 12, 18–20, 33, 39–41	Multiannual R&D, SOEs, mature projects, consultation, environment and transport
Affordable energy and resilience	24–29	Grid, flexibility, interconnection, renovation and clean heating
Skills and participation	13–18	Rural and disability access, early education, basic and adult skills
Poverty health and care	9, 13, 14, 21, 23	Effective protection, prevention, primary care, LTC and housing access
Cross-cutting European priorities	3, 16, 32, 35–41	Single market, competitiveness, climate and nature, security, migration and democracy

Substantive changes and compatibility with public needs

The programme integrates EU duties into existing reforms, with a public register, owner, deadline and evidence. Binding law, funding conditions, recommendations and proposals are separate. Overdue duties receive immediate remedies; the 100-day programme does not extend statutory deadlines.

Lower bills connect to renovation, clean heating and accessible mobility; water, forests and nature protect agriculture and health. Existing services track access for vulnerable children, people with disabilities and rural communities. Migration and asylum have a lawful pathway distinct from diaspora return.

Fiscal Lock respects the EU net-expenditure path. The RRF is tracked for closure and continuity of existing commitments, with no assumption of new grants beyond its deadline. Finance verifies funding and recurring cost; the Fiscal Council provides independent assessment.

Implementation preserves university and local autonomy, property, judicial independence, data protection and competition. The 60/40 rule applies to eligible revenue from future programmes under lawful terms established before funding. Accelerated deadlines do not suspend environmental assessment or public rights. Statutory inventor remuneration precedes the 60/40 distribution of eligible residual proceeds.

The review does not assume population-wide agreement. Each intervention tests access, disposable income, business cost and regional distribution through consultation and data. National choices remain open where law permits; the EU legal minimum cannot be removed by political preference. Agency and programme duplication is avoided and all 60 inter-system handoffs remain.

European register and implementation deadlines

Initial domain inventory for verification as at 30 September 2026. It does not declare Romanian transposition complete or infringement files closed. The operational register expands each record to act, article, status, owner, legal deadline, remedy, cost and verifiable evidence. The sector ministry validates detail; MIPE coordinates funding commitments and Justice checks the legal instrument.

Domain and chapters	Status	Owner and basis	Deadline and action
Fiscal and EDP 6, 7, 9	Legal duty	MF Council 8 July 2025; Regulation 2024/1263	2027–2030 net expenditure: 4.6%; 4.4%; 4.2%; 4.0%
RRF 5 and all funding	Law and funding conditions	MIPE / ministries Regulation 2021/241 and current RO decision	31 Aug 2026 milestones; verify closure and non-reversal
European Semester 6, 7, 19, 27, 13–17, 21	Recommendation	MF / coordinators Recommendation C/2026/3936 of 10 July 2026	Recommendations; response and reporting plan
Digital identity and services 3, 4, 16	Legal duty	ADR / SGG eIDAS 2024/1183; SDG; Interoperable Europe	EU wallet by end 2026; other duties by act
AI 3, 8, 17, 21, 37	Legal duty	Competent authorities AI Act and enacted Omnibus amendments	Transparency 2 Aug 2026; Annex III 2 Dec 2027; Annex I 2 Aug 2028
Cyber and physical resilience 3, 36, 37	Legal duty	DNSC / MAI / sectors NIS2; CER; CRA 2024/2847; DORA in scope	CRA reporting 11 Sept 2026; main duties 11 Dec 2027
Data and online services 3, 10, 17, 21, 37	Legal duty	ANSPDCP / authorities GDPR; DSA; consumer rules	Ongoing; assess before access or procurement
Buildings and solar 23, 24, 26	Legal duty	MDLPA / Energy EPBD 2024/1275; RED III	EPBD transposition 29 May 2026; final renovation plan 31 Dec 2026; phased solar

Domain and chapters	Status	Owner and basis	Deadline and action
Energy and climate 27, 28, 29, 41	Legal duty	Energy / MMAP NECP; ESR; LULUCF; RED; EED; methane	National targets and reporting by act; just transition
ETS2 and social protection 9, 24, 25, 28	Legal duty	MMAP / MIPE / MF Amended ETS; SCF Regulation 2023/955	ETS2 operational in 2028; verify SCF plan and cofinancing
Water 30, 32, 40	Legal duty	MMAP / operators Water Framework; Drinking Water; Floods; Wastewater	Act-specific deadlines, including overdue duties; no research deferral
Nature and forests 29, 30, 32, 34, 40	Legal duty	MMAP / MADR Habitats; Birds; Natura 2000; NRR 2024/1991	Draft restoration plan 1 Sept 2026; verify submission and remedy
EUDR traceability 30, 31, 40	Legal duty	MMAP / Customs / MADR EUDR 2023/1115 and applicable amendments	30 Dec 2026 / 30 June 2027 by operator; newly added products 30 Dec 2027
Air and industry 28, 29, 34, 40, 41	Legal duty	MMAP / authorities Air Quality; NEC; IED; Seveso; REACH; noise	Current standards plus transposition and future phases to validate
Waste and circularity 31, 34, 40, 41	Legal duty	MMAP / UAT / producers Waste Framework; Landfill; PPWR; specific streams	Targets and lawful derogations by stream; operating and enforcement costs
Agriculture and food 30, 31	Legal duty	MADR / ANSVSA RO CAP plan; nitrates; pesticides; food; animals; UTP	CAP calendar and continuing activity-specific duties
Transport 24, 25, 31, 39	Legal duty	Transport / UAT TEN-T 2024/1679; AFIR; safety; passengers	Deadlines by corridor, network tier and mode
Work and accessibility 7, 13–18, 22–24	Legal duty	Labour / Education Equality; pay transparency; work-life balance; accessibility	Transposition and duties by act and operator
Children and inclusion 13–17, 21, 23	Law; guidance	Labour / Education / MS Child Guarantee; Social Pillar; access and non-discrimination	Recommendations separate from binding rights; costed outcomes
Health 21	Law; guidance	MS / CNAS EHDS 2025/327; cross-border care; devices; One Health	EHDS application 2027; major phases 2029 and 2031
Migration and borders 16, 36	Legal duty	MAI / IGI Migration and Asylum Pact; Schengen; fundamental rights	Pact applicable from 12 June 2026; implementation and capacity

Domain and chapters	Status	Owner and basis	Deadline and action
Rule of law and media 35, 38	Law; guidance	MJ / Parliament / authorities 2026 report; EMFA; anti-SLAPP; whistleblowers	Separate recommendations from legal duties and pending proceedings
Procurement and state aid All schemes	Legal duty	MF / authorities / CC TFEU 107–109; procurement directives; aid regulations	Before launch, contract or payment; valid notification or exemption
Customs and trade 11, 12, 31, 41	Legal duty	Customs / ANAF / Economy Union Customs Code; CBAM; sanctions; AML	Definitive CBAM 1 Jan 2026; duties by product and threshold
Industry and defence 19, 29, 36, 41	Law and funding conditions	Economy / Defence CRMA; NZIA; SAFE; EDF; EDIP; export control	Eligibility and deadlines by instrument; SAFE adds debt
Economic union and euro 6, 41	Legal duty	MF / BNR Treaties and convergence criteria; single market	Legal and ERM II preparation under criteria, without imposed date
Funds and audit 5, 19, 33, 36, 41	Law and funding conditions	MIPE / MF / authorities CPR; programmes; OLAF/EPPO; contractual conditions	Cofinancing, procurement, DNSH where required, audit and recovery

Each record is labelled: duty in force, phased duty, funding condition, recommendation or proposal. EU deadlines and consolidated acts are rechecked at design, adoption and launch; an infringement status is established from the official case file rather than a news article.

Constitutional and legal implementation framework

Hierarchy and competence

Every measure respects the Constitution, applicable EU law and human-rights treaties. Article 148 governs EU obligations. The register identifies the act and article in force, competent authority and relevant case law; inclusion in the programme does not turn a recommendation into binding law.

Legal instrument

Justice and ministry counsel validate the instrument: administrative action within existing competence, Government Decision implementing law, delegated ordinance within authorisation, ordinary or organic law under Article 73. An emergency ordinance requires a genuine extraordinary situation, inability to defer and reasons within Article 115; the 100-day timetable is not an emergency ground.

Legal and fiscal card

Before launch, each initiative publishes amendments required, competence, mandatory opinions and consultation, rights and equality impact, years 1–5 and lifecycle costs, staffing, maintenance, cofinancing and confirmed funding. Finance checks net expenditure, deficit and debt. Unpriced costs are not fiscal space. Political commitment, submission of a bill and lawful entry into force are distinguished.

Rights and transition

Review covers non-retroactivity, property, university and local autonomy, academic freedom, labour rights, privacy and access to court. Restrictions must pass Article 53 where applicable and EU tests. Penalties are statutory, individualised and appealable. Sensitive data need a distinct legal basis and assessment; technical connection creates no general access right.

Independent institutions

PM Delivery and the coalition board do not replace Parliament, the judicial council, courts, central bank, Fiscal Council, regulators or Court of Accounts. Executive performance review does not replace Article 140 control. Justice KPIs never require particular case outcomes or convictions. The Constitutional Court reviews through constitutional procedures rather than giving advisory approval to every project.

Markets and EU money

Every scheme checks procurement, concessions, competition, state aid, cumulation, beneficial ownership, grant conditions, DNSH where required and double funding. Notification or exemption is documented before payment. Internal deadlines and pilot targets do not suspend EU law or third-party rights.

Participation and implementation

Laws 24/2000 and 52/2003 as applicable govern legislative drafting and transparency. Alternatives, benefit and cost distribution, consultation responses and transition are published. Statutory deadlines take priority over sequencing; overdue duties are remedied without waiting for research or a pilot. Justice and the sector ministry recheck the final text and constitutional and EU court judgments before adoption.

Constitutional and legal corrections incorporated

Budget and Fiscal Council art. 137–139, 148

Fiscal Lock first respects the Council net-expenditure path under the excessive deficit procedure, the fiscal-structural plan and national rules. Tax reductions enter the relevant EU fiscal test. Allocating two thirds to deficit reduction and at most one third to benefits creates no room above the ceiling. Finance prepares the certificate; the Fiscal Council gives its independent assessment without replacing Government and Parliament. Euro preparation follows convergence and central-bank independence, without an arbitrary date.

Formalisation and penalties art. 15, 16, 21, 53, 139

The RON 500, 1,000 and 2,000 payments are the proposed mechanism replacing eligible administrative penalties for formalisation. Lawfully due taxes remain payable, with simplified declarations and instalments under law. There is no criminal amnesty or automatic write-off of VAT or withholding. Doubling the fine after the window requires express legislation, proportionate limits, individual assessment and appeal.

University autonomy art. 32 paragraph (6)

The approximately 30% interdisciplinary-work objective at Master’s and doctoral level is implemented through academic decisions and accreditation standards, with field-appropriate equivalents. University autonomy under Article 32(6) remains guaranteed; the ministry does not unilaterally prescribe curricula or doctoral credits. Funding may reward documented outcomes while respecting academic freedom, basic research and scientific integrity.

IP and the 60/40 rule art. 15, 32, 44; Law 83/2014

The 60% national and 40% university rule applies to eligible net revenue from future public programmes under clear lawful terms agreed before funding. It does not retroactively transfer existing IP or earned income or override grant and partner obligations or inventors’ rights. Existing assets and contracts follow law or valid agreement. Legislation and agreements preserve university autonomy and contributor remuneration. Statutory inventor remuneration is reserved

and paid before the eligible residual proceeds are divided 60/40; cases within Article 11 of Law 83/2014 retain at least 30% of the income defined by law. Contracts do not reduce that minimum by calculating it only against the university share.

Accelerated permits art. 35, 44; EIA, Habitats

The 14-day target applies only to complete files in eligible standard categories after necessary legal changes. It does not shorten mandatory impact assessment, Natura 2000, heritage, consultation or safety procedures and creates no tacit approval for risky projects. Housing and new buildings respect EPBD, accessibility and safety; private supply is complemented by costed action on overcrowding, social housing and homelessness.

Public assets and reinvestment art. 44, 120, 136, 138

Public-domain assets are inalienable. Sale requires a lawful property status; transfer to the private domain is not automatic and must lawfully substantiate the end of public use or interest where permitted. Receipts respect the owner, creditors, shareholders, grant conditions and local budgets before eligible R&D reinvestment. Concession and leasing remain alternatives; one-off proceeds do not fund permanent spending.

Justice and integrity art. 124–134

Justice-law evaluation involves the judicial council, magistrates and competent institutions without instructions on cases or conviction targets. Safeguards for prosecutors and judicial police and lawful capacity to investigate judicial corruption are strengthened. Asset declarations, conflicts, whistleblowers and lobbying combine effectiveness with data protection. Legislative predictability, effective consultation and access to information are measured outcomes rather than formalities.

Coalition board and appointments art. 69, 85, 103, 107, 109

The coalition board coordinates politics only. Its agreement cannot impose an imperative parliamentary mandate, appoint ministers directly or control independent authorities. Democratic reform includes editorial independence and lawful public-media governance, ownership and state-advertising transparency under EMFA, anti-SLAPP protection and civil-society participation. Human-rights-institution accreditation follows the Paris Principles with genuine independence.

Conditions still required before implementation

Each ministry must validate the complete inventory of acts and case files, beyond the domains in this report. Legislative packages need exact articles, opinions, consultation and current case-law analysis. The plan does not yet contain a consolidated line-by-line budget for every initiative, so implementation and scaling remain conditional on an approved fiscal card. The social and climate mechanism, coalition voting rules and IP contracts must be finalised through the competent procedure.

With these corrections, the objectives can be pursued within the existing constitutional framework; none of the added conditions requires constitutional amendment. This is a conditional design conclusion rather than a guarantee about subsequent legislation. Any electoral or institutional change requiring constitutional revision follows Articles 150–152 separately.

Official sources and review date

Reviewed on 30 September 2026 UTC. The sources below support the policy audit and legal framework. Before adopting an act, the competent ministry rechecks the consolidated text and subsequent amendments.

Constituția României republicată / Constitution
https://legislatie.just.ro/Public/FormaPrintabila/00000G0CLS5H2O3H8WS2Q0KMRGZN20AC

Recomandarea Consiliului C/2026/3936 / Council recommendation
https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32026H03936

Procedura de deficit excesiv / Excessive deficit procedure
https://www.consilium.europa.eu/en/policies/excessive-deficit-procedure/

PNRR România / Romania RRF plan
https://reforms-investments.ec.europa.eu/recovery-and-resilience-facility-1/country-pages/romanias-recovery-and-resilience-plan_en

Semestrul european România / European Semester Romania
https://reforms-investments.ec.europa.eu/european-semester-your-country/european-semester-documents-romania_en

Raportul privind statul de drept 2026 / Rule of Law report
https://commission.europa.eu/document/download/3aab2482-4772-4579-bdf0-03f5a93a5a95_en?filename=Country+chapter+-+Romania+-+EN.pdf

Environmental Implementation Review Romania 2025
https://environment.ec.europa.eu/publications/2025-environmental-implementation-review-country-report-romania_en

Digital Decade Romania 2026
https://digital-strategy.ec.europa.eu/en/factpages/romanias-2026-digital-decade-country-report

AI Omnibus calendar
https://digital-strategy.ec.europa.eu/en/news/ai-omnibus-enters-force

Cyber Resilience Act
https://digital-strategy.ec.europa.eu/en/policies/cra-summary

European Digital Identity
https://digital-strategy.ec.europa.eu/en/policies/eudi-regulation

National Building Renovation Plans
https://energy.ec.europa.eu/topics/energy-efficiency/energy-performance-buildings/national-building-renovation-plans_en

EPBD transposition
https://energy.ec.europa.eu/news/commission-calls-eu-countries-transpose-reinforced-rules-energy-performance-buildings-2026-07-15_en

Nature Restoration Regulation
https://environment.ec.europa.eu/topics/nature-and-biodiversity/nature-restoration-regulation_en

ETS2
https://climate.ec.europa.eu/areas-action/carbon-markets/ets2-buildings-road-transport-and-additional-sectors_en

Migration and Asylum Pact application
https://home-affairs.ec.europa.eu/news/new-migration-and-asylum-rules-enter-application-what-changing-2026-06-12_en

EUDR current scope and dates
https://environment.ec.europa.eu/news/commission-updates-product-scope-and-tools-support-eudr-2026-07-13_en

CBAM definitive regime
https://taxation-customs.ec.europa.eu/carbon-border-adjustment-mechanism/cbam-definitive-regime_en

European Health Data Space
https://health.ec.europa.eu/ehealth-digital-health-and-care/european-health-data-space-regulation-ehds_en

SAFE
https://www.consilium.europa.eu/en/policies/safe/

EDIP
https://www.consilium.europa.eu/en/policies/defence-industry-programme/

VAT rates
https://taxation-customs.ec.europa.eu/taxation/vat/vat-directive/vat-rates_en

Price Indication Directive
https://commission.europa.eu/law/law-topic/consumer-protection-law/unfair-commercial-practices-and-price-indication/price-indication-directive_en

Legea nr. 83/2014 privind invențiile de serviciu
https://legislatie.just.ro/Public/DetaliiDocument/159316

Legea nr. 24/2000
https://legislatie.just.ro/Public/DetaliiDocument/118116

Legea nr. 52/2003
https://legislatie.just.ro/Public/DetaliiDocument/41571

Legea nr. 69/2010 actualizată / Fiscal responsibility
https://legislatie.just.ro/Public/DetaliiDocument/307816

Competitiveness Compass
https://commission.europa.eu/topics/competitiveness/competitiveness-compass_en

EU Preparedness
https://commission.europa.eu/topics/preparedness_en