**Public service and
human resource management**

National PAR Monitor

2024/2025

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1   A joint initiative of the European Union and the OECD.

RRETH WEBER 3.0

Building upon the achievements of its predecessors, the WeBER (2015 – 2018) and WeBER 2.0 (2019 – 2023) projects, the **Western Balkan Enablers for Reforming Public Administrations – WeBER 3.0** project is the third consecutive EU-funded grant of the largest civil society-led initiative for monitoring public administration reform (PAR) in the Western Balkans. Its implementation period is February 2023 – July 2026. Guided by the SIGMA/OECD Principles, the first two phases of the initiative laid the foundation for WeBER 3.0's ambition **to further empower civil society organisations (CSOs) to contribute to more transparent, open, accountable, citizen-centric and thus more EU-compliant administrations in the WB region.**

WeBER 3.0 continues to promote the crucial role of CSOs in PAR, while also advocating for broader citizen engagement in this process and inclusive reform measures which are user-tailored and thus lead to tangible improvements. By grounding actions in robust monitoring data and insights, WeBER 3.0 will empower civil society to more effectively influence the design and implementation of PAR. To foster collaborative policymaking and bridge the gap between aspirations and actionable solutions, the project will facilitate sustainable policy dialogue between governments and CSOs through the WeBER Platform and its National PAR Working Groups. Finally, through small grants for local CSOs, WeBER 3.0 bolsters local-level PAR engagement, amplifying the voices of citizens – the final beneficiaries of the public administrations' work.

WeBER 3.0 products and further information about them are available on the project's website at www.par-monitor.org.

WeBER 3.0 is implemented by the Think for Europe Network (TEN), composed of six EU policy-oriented think tanks in the Western Balkans:

By partnering with the Centre for Public Administration Research (KDZ) from Vienna, WeBER 3.0 has ensured EU-level visibility.

EXECUTIVE SUMMARY

The assessment of the transparency, openness and meritocracy of public service and human resource management focuses on five critical aspects - 1) transparency of statistics and reports on civil service, 2) transparency of temporary hiring in the civil service, 3) transparency and merit principle of recruitment process, 4) merit-based selection and protection of top managers from undue political influence, and 5) transparency and clarity of information on the civil service remuneration. The first aspect examines the availability of statistics or reports that cover civil service structure and key elements of civil service policy and HRM. The aspect of temporary hiring focuses on conditions and limitations for temporary hiring, while also examining the application of merit-principle and the openness and transparency of the hiring procedure. The aspect devoted to the recruitment process focuses on accessibility of vacancy announcements, existence of administrative burden, equal opportunities for external candidates in the application process, institutional support to applicants, transparency of outcomes, and citizens' perception on the meritocracy of recruitment. When it comes to the top managers in the civil service, the emphasis is placed on merit-based nature of recruitment and appointment practices and the use of objective dismissal criteria, as well as on limitations on acting appointments, the extent to which appointments are protected from political influence in practice, and the competitiveness of procedures. Finally, the last aspect is devoted to transparency and clarity of the civil service remuneration system and the existence of citizen-friendly presentations on its main aspects. Findings of this report reflect the period since the publication of the PAR Monitor 2021/2022, starting from the second half of 2022, and until the end of 2024.[2]

The findings of the 2024-2025 assessment of public service and human resource management with the focus on five above critical aspects show that the legal framework is generally in line with standards, implementing merit-based recruitment, clear pay rules, and safeguards for the top management corps. However, practice implementation remains below the level required by law. Transparency is limited, civil-service statistics are published only partially, demographic data are absent, and open datasets are not provided. Recruitment procedures remain legally open and competitive, yet vacancies for civil services positions are publicized on a single portal only, information is mostly textual, and candidates face extensive paperwork requirements and with unclear rights to clarification[3]. Outcome publication is present in every open competition but

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2   For 2022, only developments not captured by the PAR Monitor 2021/2022 are included.

3   Some institutions do give the candidates a possibility to add or correct documentation after applying but the majority, since this is also not stipulated in law, do not.

is limited to winners' names without rationale, and annulled competitions are also reported but with minimal explanation. Perceptions confirm the credibility gap. While a minority of citizens believe recruitment is merit-based, the majority see personal and political connections as decisive.

Temporary hiring is a persistent weak spot. Civil service law allows temporary appointments without numerical caps or time limits, and while contracted staff are capped annually, transparency and openness are not ensured. FOI data reveal uneven practices across ministries, with some institutions reporting high shares of temporary staff. Key informants highlight that such appointments are used to bypass merit rules and fuel politicization.

At senior level, the Top Management Corps framework provides a merit-based procedure on paper, but its use is limited. FOI restrictions[4] prevent independent verification of recent appointments, and non-state actors' interviews consistently underline political interference and underuse of safeguards. The legal dismissal grounds are comprehensive, yet acting appointments can continue indefinitely. The number of eligible applicants per TMC vacancy remains below benchmark ratios[5], undermining competitiveness.

The remuneration system is numerically defined and rule based. Salary grids and supplements are fixed by law and leave no space for discretionary bonuses. However, public communication is limited, vacancy announcements quote only salary grades, gender pay-gap data are missing, and DoPA reports present partial summaries deep inside long PDFs rather than in citizen-friendly formats. Key informants see the pay system as formally clear but practically difficult to navigate.

Overall, Albania's PSHRM framework demonstrates strong formal compliance but persistent gaps in practice. The key weaknesses are insufficient transparency of civil-service data, weak safeguards against politicized temporary hiring, limited usability and accessibility of recruitment and pay information, and underuse of the Top Management Corps system. Strengthening implementation, improving data openness, and ensuring depoliticized senior management appointments remain urgent priorities.

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4   DoPA answered that releasing the files of the most recent appointments for senior management would violate the privacy rights of third parties under Article 17 of the Law on the Right to Information.

5   Ratios which are conditioned by the WeBER assessment methodology and not any Albanian legislation.

LIST OF ABBREVIATIONS AND ACRONYMS

ALL	Albanian Lek
ASPA	Albanian School for Public Administration
CSL	Civil Service Law
CoM	Council of Ministers
CS	Civil Service
CSO	Civil Society Organization
DCM	Decision of the Council of Ministers
DoPA	Department of Public Administration
EU	European Union
FOI	Freedom of Information
HRM	Human Resource Management
HRMIS	Human Resource Management Information System
KDZ	Centre for Public Administration Research
KIs	Key Informants
KPI	Key Performance Indicators
MPAC	Ministry of Public Administration and Anti-Corruption
NAIS	National Agency of Information Society
NSC	National Selection Commission
PAR	Public Administration Reform
PSHRM	Public Service and Human Resource Management
ReSPA	Regional School of Public Administration
SIGMA	Support for Improvement in Governance and Management
TEN	Think for Europe Network
TMC	Top Management Corp
WEBER	Western Balkans Enabling Project for Civil Society Monitoring of Public Administration Reform project

I. WEBER PAR MONITOR: WHAT WE MONITOR AND HOW?

I.1 WeBER's approach to monitoring PAR

The Public Administration Reform (PAR) Monitor methodology was developed in 2015-2016, as part of the first Western Balkans Enabling Project for Civil Society Monitoring of Public Administration Reform (WeBER) project. Since the onset, WeBER has adopted a markedly evidence-based approach in its endeavour to increase the relevance, participation and capacity of civil society organisations (CSOs) in the Western Balkans to advocate for and influence the design and implementation of PAR. The PAR Monitor methodology is a cornerstone WeBER product, enabling civil society monitoring of PAR based on evidence and analysis.

In line with WeBER's focus on the region's EU accession process, once the SIGMA *Principles of Public Administration* were revised in 2023, the WeBER PAR Monitor methodology was also redesigned in 2024, building on the Principles,[6] and on SIGMA Methodology,[7] and complementing the monitoring by SIGMA by providing additional observations focused on transparency, inclusiveness, openness or other aspects of state administrations' work depending on PAR area in question. This revision helps maintain the focus of WeBER's recommendations on EU-compliant reforms, thus guiding the governments in the region towards successful EU accession and future membership. The main changes in the revised PAR Monitor methodology are briefly listed below.[8]

Table 1: Main changes in the PAR Monitor methodology

Structure
In order to align with the new SIGMA methodological approach, the following structural changes are introduced: • Introduction of single indicator per PAR area, divided into sub-indicators, further consisting of several sub-indicator elements (i.e. specific criteria assessed), in order to streamline the approach and emphasise the focus on transparency, inclusiveness and openness in each PAR area. • Introduction of types of sub-indicator elements, ensuring that all following aspects of reform are covered:

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6 OECD (2023), The Principles of Public Administration, OECD Publishing, Paris, https://doi.org/10.1787/7f5ec453-en.

7 Available at: https://www.sigmaweb.org/en/publications/documents/2024/assessment-methodology-of-the-principles-of-public-administration.html.

8 For detailed information on the scope and process of methodology revision please visit https://www.par-monitor.org/par-monitor-methodology/.

1. Strategy and Policy,

2. Legislation,

3. Institutional Setup,

4. Practice in Implementation, and

5. Outcomes and Impact.

- Introduction of a 100-point scale, for a more nuanced assessment of progress in each PAR area.

Data sources

- Introduction of interviews with "key informants", i.e. key non-state actors engaged and familiar with the processes. These interviews serve as a data source for the "Outcomes and Impact" elements instead of the formerly implemented survey of civil society organisations.

- More systematic use of public perception survey results as a data source for "Outcomes and Impact" elements and expanding the scope of the survey to complement the assessment in five PAR areas – all except "Strategy for PAR".

- Removal of the survey of civil servants as a data source due to persistent issues with ensuring adequate response rates across the region's administrations.

PAR Monitor reporting

- Six national PAR Monitor reports, one per PAR area (36 in total for the entire PAR Monitor), in order to facilitate timely publication and advocacy for the monitoring results rather than publishing the results of 18 months of research at the end of the process.

- Six regional Western Balkan overview reports, one per PAR area (6 in total).

I.2 Why and how WeBER monitors the "Public Service and Human Resource Management" area

A professional, transparent, and merit-based civil service is a cornerstone of public administration that works in the public interest. These principles are essential for safeguarding professionalism, integrity, and public trust in institutions. WeBER's monitoring focuses on how these principles are applied in practice, beyond what is formally guaranteed in laws and strategies: from the accessibility and inclusiveness of vacancy announcements to the transparency of recruitment outcomes and the public availability of data on key aspects of the civil service. These issues directly affect the quality, responsiveness, and trustworthiness of public institutions. When recruitment is politicised, rules are unclear, or data is withheld, citizens are left with an administration that

serves political interests rather than public needs. The monitoring of this area supports evidence-based advocacy for a more competent, accountable, and depoliticised civil service - one that citizens can trust to serve the public interest.

Monitoring in the **Public Service and Human Resource Management area** is based on four SIGMA Principles in this area:
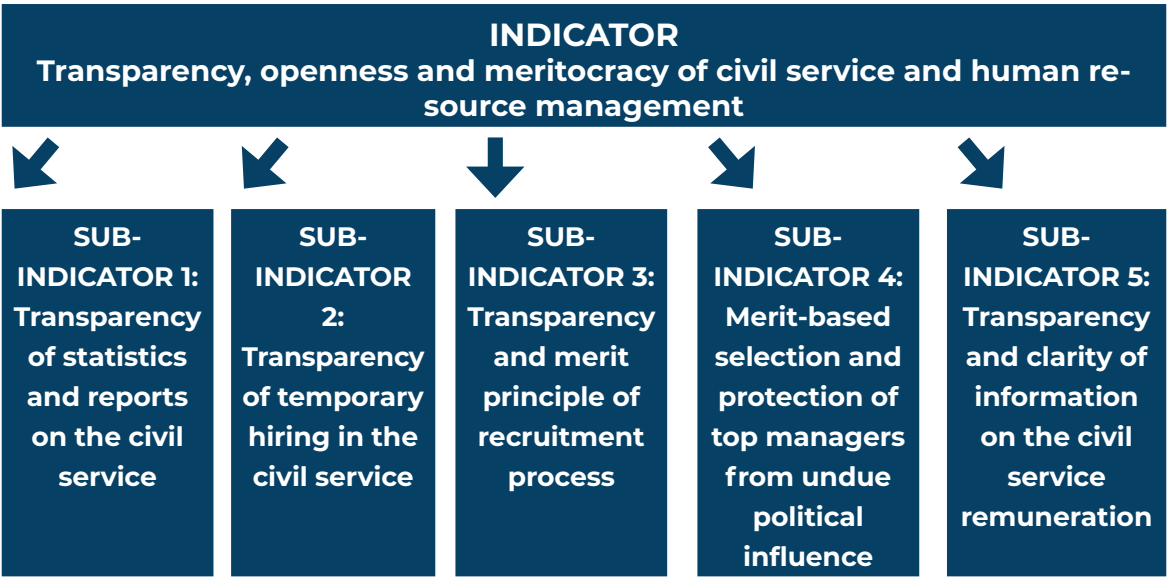
Principle 8: The employment framework balances stability and flexibility, ensures accountability of public servants and protects them against undue influence and wrongful dismissal

Principle 9: Public administration attracts and recruits competent people based on merit and equal opportunities

Principle 10: Effective leadership is fostered through competence, stability, professional autonomy and responsiveness of accountable top managers

Principle 11: Public servants are motivated, fairly and competitively paid and have good working conditions

These Principles are assessed from the perspective of availability of all relevant information on different key areas of the civil service, while also examining the extent to which merit-based recruitment is present within the system, including the procedure for temporary hiring, and merit-based appointment of top managers. A focus on transparency and openness seeks to determine the extent to which relevant authorities publish information which helps interested public gain insight into crucial aspects of the system and the extent to which civil service is open to external candidates when recruiting new employees.

INDICATOR
Transparency, openness and meritocracy of civil service and human resource management

| SUB-INDICATOR 1: Transparency of statistics and reports on the civil service | SUB-INDICATOR 2: Transparency of temporary hiring in the civil service | SUB-INDICATOR 3: Transparency and merit principle of recruitment process | SUB-INDICATOR 4: Merit-based selection and protection of top managers from undue political influence | SUB-INDICATOR 5: Transparency and clarity of information on the civil service remuneration |

The monitoring period for the Public Service and Human Resource Management covers developments since the last PAR Monitor cycle, which lasted from January until November 2022. Thus, this report focuses primarily on 2023 and 2024, as well as the end-of-2022 developments not covered in the previous cycle. Although this report provides a comparison of findings with previous PAR Monitor editions, country scores are incomparable to the previous monitoring due to methodological changes.

The **first sub-indicator** focuses on the existence of statistics and reports that cover important data and key policy areas of the civil service system (such as recruitment, career development, and such). Monitoring of strategy and policy, legislation and practice aspects is performed by combining qualitative analysis of strategic documents, regulations and publicly available official data. For the assessment of outcomes and impact, researchers conduct three key informants' interviews with non-state actors who possess significant expertise in the area and/or experience participating in the analysed processes.

Table 2: Indicator elements under sub-indicator 1

Indicator element: number and title	Type
E 1.1 Strategic framework envisages improvements in transparency of basic information on civil service	Strategy and policy
E 1.2 Regulations stipulate that data on civil service and employees in the central state administration are publicly available	Legislation
E 1.3 The Government regularly publishes reports pertaining to the civil service	Practice in implementation
E 1.4 Published reports include data on employees other than civil servants in the central state administration	Practice in implementation
E 1.5 Published reports segregate data based on gender, age, and education	Practice in implementation
E 1.6 Civil service data is available in open format(s)	Practice in implementation
E 1.7 The government comprehensively reports on the key elements of civil service policy and HRM	Practice in implementation
E 1.8 Key non-state actors consider reports on civil service policy as transparent and comprehensive	Outcomes and impact

The **second sub-indicator** assesses openness and transparency of temporary hiring in the civil service, while also looking into the application of the merit principle and the limitations to the use of temporary hiring.

Monitoring of this sub-indicator is based on the review of regulations and websites of relevant institutions, as well as official documents and data obtained through FOI requests. The assessment of the practice-type elements is conducted on a sample of most recently completed competitions for hiring temporary staff in five different central state administration bodies, i.e. 5 competition procedures for hiring fixed-term civil servants (one per body) and 5 competition procedures for hiring contracted staff (one per body), resulting in 10 procedures observed in total. For the assessment of outcomes and impact, as in the first sub-indicator, researchers conduct interviews with key informants.

Table 3: Indicator elements under sub-indicator 2

Indicator element: number and title	Type
E 2.1 Regulations stipulate conditions and limitations for hiring temporary staff	Legislation
E 2.2 Regulations stipulate openness and application of merit-principle when hiring temporary staff	Legislation
E 2.3 Procedure for hiring temporary staff is open and transparent	Practice in implementation
E 2.4 Temporary hirings are limited in practice	Practice in implementation
E 2.5 Key non-state actors consider the use of temporary hiring as transparent, limited and purposeful	Outcomes and impact

The **third sub-indicator** examines the transparency of the recruitment process and the application of the merit-principle. Specifically, the assessment focuses on the accessibility of vacancy announcements, the inclusiveness and fairness of procedures for external candidates, the level of institutional support to applicants and of any administrative burden, as well as the availability of information on selection outcomes, including the annulment of procedures.

Monitoring of strategy and policy, legislation and practice aspects is performed by combining various data sources to maximise reliability of results. It includes qualitative analysis of strategic documents, legal acts and official data that is publicly available or obtained from responsible institutions using FOI requests. The analysis of Practice type elements under this sub-indicator is conducted on the same five ministries/central state administration bodies sampled under sub-indicator 2. For the outcomes and impact assessment, researchers conduct three key informants' interviews. Unlike the first two sub-indicators, researchers also use public perception survey results to assess outcomes and impact within this sub-indicator. The public perception survey was conducted specifically for the purposes of the 2024/2025 PAR Monitor cycle.

Table 4: Indicator elements under the sub-indicator 3

Indicator element: number and title	Type
E 3.1 Strategic framework envisages improvements of openness, transparency and merit principle of the recruitment process	Strategy and policy
E 3.2 Regulations stipulate openness, transparency, and merit principle of the recruitment process	Legislation
E 3.3 Vacancy announcements for public competitions are made broadly publicly available	Practice in implementation
E 3.4 Vacancy announcements for public competitions are presented in a way to motivate and attract external candidates	Practice in implementation
E 3.5 Responsible institution provides support and guidance to applicants	Practice in implementation
E 3.6 There are no unreasonable barriers for external candidates which make public competitions more easily accessible to internal candidates	Practice in implementation
E 3.7 The application procedure imposes minimum administrative/paperwork burden on candidates	Practice in implementation
E 3.8 Candidates can supplement missing documentation within a reasonable timeframe	Practice in implementation
E 3.9 Decisions and reasoning of the selection panels are made publicly available, with due respect to the protection of personal information	Practice in implementation
E 3.10 Information about annulled public competitions, including reasoning for the annulment, is made publicly available	Practice in implementation
E 3.11 Key informants consider recruitment into civil service as transparent and merit-based	Outcomes and impact
E 3.12 Citizens' perception of merit-based civil service recruitment	Outcomes and impact
E 3.13 Citizens' perception of the influence of personal connections in civil service recruitment	Outcomes and impact
E 3.14 Citizens' perception of the influence of political connections in civil service recruitment	Outcomes and impact

The **fourth sub-indicator** focuses on the merit-based selection of top managers and the existence of mechanisms for their protection from undue political influence. Specifically, WeBER examines if the recruitment and appointment practices for civil service top management are based on merit, by looking into the limitations on acting appointments, use of objective dismissal criteria, and the extent to which appointments are protected from political influence in practice.

Monitoring relies on the review of strategy and policy, legislation, institutional websites and official documents, supplemented by data obtained through FOI requests sent to the responsible institutions. The analysis of Practice type elements under this sub-indicator is conducted on the same five ministries/central state administration bodies sampled under sub-indicator 2. For the assessment of outcomes and impact, researchers conduct key informants' interviews, while public perception survey data is not used.

Table 5: Indicator elements under the sub-indicator 4

Indicator element: number and title	Type
E 4.1 Strategic framework envisages strengthening of professionalism of the civil service top management	Strategy and policy
E 4.2 Regulations stipulate competitive, merit-based procedures for the recruitment of civil service top management	Legislation
E 4.3 Regulations stipulate that acting appointments to top management positions are only made from within the civil service, for a limited period	Legislation
E 4.4 Regulations stipulate objective criteria for the termination of hiring of top management positions	Legislation
E 4.5 Existence of procedures on appointments to top management positions outside of the scope of the civil service legislation	Legislation
E 4.6 The merit-based recruitment for top management positions is applied in practice	Practice in implementation
E 4.7 Acting appointments are, in practice, only made from within the civil service	Practice in implementation
E 4.8 Ratio of eligible candidates per top managerial-level vacancy	Practice in implementation
E4.9 Share of non-merit-based appointments to top management positions	Practice in implementation

Indicator element: number and title	Type
E4.10 Key non-state actors consider that the selection and appointment process of top managers is merit-based and that they are protected from undue political influence	Outcomes and impact

Finally, the **fifth sub-indicator** examines the transparency and clarity of the civil service remuneration system, primarily focusing on the availability of information on salaries and its citizen-friendliness.

Monitoring of this sub-indicator is based on the review of regulations and websites of relevant institutions. For the assessment of outcomes and impact, researchers conduct key informants' interviews.

Table 6: Indicator elements under the sub-indicator 5

Indicator element: number and title	Type
E 5.1 Regulations define a simply structured remuneration system	Legislation
E 5.2 Information on civil service remuneration system is available online	Practice in implementation
E 5.3 Citizen friendly explanations or presentations of the remuneration information exist	Practice in implementation
E 5.4 Key informants consider information on the civil service remuneration system as transparent and clear	Outcomes and impact

II. TRANSPARENCY, OPENNESS AND MERITOCRACY OF CIVIL SERVICE AND HUMAN RESOURCE MANAGEMENT

This section presents the assessment results for Albania. Each sub-section presents the results for one sub-indicator (five in total), beginning with a brief overview of developments since the PAR Monitor 2021/2022. This is followed by a detailed assessment of the sub-indicator elements, starting with the policy, legislation and institutional framework, then moving to the practice in implementation, and ending with outcomes and impact. Each sub-indicator assessment concludes with the graph showing the awarded points.

The graph below displays the overall results for the Public Service and Human Resource Management area in Albania, measured on a scale from 0 to 100 points.

Transparency, openness and meritocracy of civil service and human resource management (score 0-100)

34.5	65.5

█ Awarded   ▬ Not achieved

II.1 Transparency of statistics and reports on civil service

Principle 8: The employment framework balances stability and flexibility, ensures accountability of public servants and protects them against undue influence and wrongful dismissal

Awarded points per elements in sub-indicator 1: Transparency of statistics and reports on civil service[9]

Indicator elements	Element type	Score
E 1.1 Strategic framework envisages improvements in transparency of basic information on civil service	Strategy and policy	0/0.5

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9   The first sub-indicator focuses on the following SIGMA sub-principles: The government has a clear policy on public service, and the political-level responsibility for the area is established; A central body, sufficiently empowered, effectively leads and co-ordinates the human resource management (HRM) system for the public service, provides support to public administration bodies, and monitors implementation; Public administration bodies have sufficient capacities for professional HRM; An effective information system supports HRM processes and provides data allowing for evidence based public service policy..

Indicator elements	Element type	Score
E 1.2 Regulations stipulate that data on civil service and employees in the central state administration are publicly available	Legislation	0/1
E 1.3 The Government regularly publishes reports pertaining to the civil service	Practice in implementation	1.5/3
E 1.4 Published reports include data on employees other than civil servants in the central state administration	Practice in implementation	0/3
E 1.5 Published reports segregate data based on gender, age, and education	Practice in implementation	0/3
E 1.6 Civil service data is available in open format(s)	Practice in implementation	0/3
E 1.7 The government comprehensively reports on the key elements of civil service policy and HRM	Practice in implementation	3/3.5
E 1.8 Key non-state actors consider reports on civil service policy as transparent and comprehensive	Outcomes and impact	0/2.5
Total score for sub-indicator 1		**4.5/19.5**

Since the previous monitoring cycle (WeBER 2021/2022)[10], progress on basic transparency of civil service data has been limited. The PAR Roadmap 2023–2030 recognises DoPA's coordinating role but sets no concrete, time bound measure or institutional mandate to publish basic statistics. DoPA did release the 2024 civil service report for public consultation and added partial figures on planning, recruitment and the 2023-2024 pay reform, yet it still lacks a full breakdown of civil servants by institution and category, workforce level demographics, and any machine-readable datasets. The main gaps flagged in 2021/2022 such as comprehensive, open civil service statistics and clearer, user-friendly reporting remain largely unaddressed.

Regarding the transparency of statistics and reports on civil service, the narrative shows that the Roadmap for PAR 2023–2030[11] is the sole operative strategic document since Strategy for PAR is still not made official yet. While the Roadmap recognizes DoPA as the HRM coordinator, it stops short of committing the

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10   National PAR Monitor 2021/2022 - Albania - WeBER 3.0

11   The Roadmap for Public Administration Reform 2023–2030, Section II "Public Service and Human Resource Management", https://www.qbz.gov.al/eli/vendim/2023/12/13/737/01303320-3536-4f02-991f-7f59fc-de80b3;q=udherrefyesi

government to publish annual head-count tables, recruitment flows or gender/age breakdowns, with no KPI, deadline, budget line, or designated institution attached to a transparency measure.

The PAR Roadmap 2023–2030 likewise does not include a concrete measure to place civil service statistics in the public domain, nor does it designate an institution to do so. Albania's legislation provides a strong legal basis for publishing core civil service data. Article 18 of Law 152/2013[12] obliges the Government to approve and publish annual recruitment plans, while the Right to Information Law 119/2014 requires every authority to post organizational and pay information on its website, ensuring basic workforce and salary statistics are proactively disclosed.[13] The same law confines non-disclosure strictly to privacy, security and other clearly stated grounds which requires proportionality in their decisions[14].

The above articles of the two different laws stipulate the publishing of annual reports which includes as mentioned different data, among others also the statistics of the recruitments, but they do not fall under the PSHRM methodology requirement of publishing basic statistics on the actual employees of the civil service. The report on the civil service for the last calendar year has been published and made available for public consultation through the platform "konsultimipublik.al",[15] with the consultation period ending on 23 June 2025, though it is not yet uploaded on the DoPA website[16]. Its publication aligns with the general obligation under the Law on Civil Servant[17], which requires reporting for transparency purposes, although no fixed annual deadline is explicitly established in the law.

The 2024 report includes some statistical data in its Chapter IV[18], such as totals, ranks, and managerial splits, but it falls short of the full definition of "basic statistics", as it does not provide the complete breakdown of civil servants per state administration body or categories of bodies. The preceding year's report, covering 2023, is available on the DoPA website and was likewise published in line with the same legal obligation, though again without an explicit statutory deadline, and its statistical content follows the same pattern as the 2024 report, including some figures but not fully meeting the criteria for comprehensive basic statistics.[19] Neither the 2024 nor the 2023 DoPA Annual Report provides numeric information on staff employed outside the Civil Servant Law regime, there are no tables that show the number of temporary, contractual or cabinet staff, whether by ministry or by employment category.

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12   Law 152/2013 on the Civil Servant, Article 18, https://www.dap.gov.al/legjislacioni/per-sherbimin-civil

13   Law 119/2014 Right to Information, Article 7, https://www.dap.gov.al/legjislacioni/per-administraten-pub-like/127-ligj-nr-119-2014-per-te-drejten-e-informimit-2

14   Ibid., Article 17, Chapter IV

15   https://www.konsultimipublik.al/konsultime/16

16   https://www.dap.gov.al/publikime/raporte-vjetore

17   Law 152/2013 on the Civil Servant, Article 6(c), https://www.dap.gov.al/legjislacioni/per-sherbimin-civil

18   DoPA Annual Report 2024, Chapter IV, Part 1, pp 28-45, https://www.konsultimipublik.al/konsultime/16

19   DoPA Annual Report 2023, https://www.dap.gov.al/publikime/raporte-vjetore

As mentioned above DoPA's 2024 report offers demographic indicators only for applicants (average applicant age, share of female applications) and contains no tables disaggregating the serving civil-service workforce by gender, age group or educational attainment, nor any such breakdown by rank or institution. Also, the 2023 report shows the same gap. A search of the Department of Public Administration's website reveals only PDF versions of its annual reports, no civil-service datasets are offered in CSV, XLSX, JSON or other open formats, and a parallel check of Albania's National Open-Data Portal[20] returns no workforce files, only unrelated service catalogue lists. Other key metrics present in the DoPA 2024 Annual Report, are structured data across several key issues of civil service management such as on planning, tables and figures showing approved versus vacant posts by grade and institution, as well as 1,187 planned positions by civil-service category, with percentages provided as well.[21]

On the recruitment topic, it offers extensive statistics on 851 recruitment procedures covering 1,500 posts, with details on announcements, applicants, competitions, positions, gender splits, and ratios[22]. For performance appraisal, Chapter III of the report documents 20 trainings in June 2024 under the pilot project "*Setting cascade objectives and performance evaluation*", while Chapter IV notes one dismissal due to poor performance and Chapter V outlines objectives for 2025, including strengthening the evaluation system, though the report does not include total numbers of appraisals or grade-level allocations.[23] Regarding career development, it provides statistics on parallel movements, permanent transfers, promotions, and court-ordered reinstatements.[24] On professional development, the report contains extensive data on trainees, hours, topics, categories, satisfaction scores, evaluations, and 2025 training needs[25]. On remuneration, it details the effects of the 2023-2024 pay reform, presenting data on affected staff, percentage increases, and new pay-grid classes.[26]

Finally, under disciplinary responsibility and integrity, the report gives detailed statistics and comparative trends from 2015-2024 on disciplinary cases, categories, measures taken, integrity declarations, and judicial decisions, including 2024 data from the First Instance Administrative Court[27].

All three key informants[28] interviewed on this topic acknowledge that DoPA's reports on civil service are available and consistent for institutions under the Civil

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20 www.opendata.gov.al

21 DoPA Annual Report 2024, Chapter IV, Part 1, pp 28-29, https://www.konsultimipublik.al/konsultime/16

22 Ibid., pp 29-35

23 Ibid., pp. 22, 38, 79

24 Ibid., pp 35-38

25 Ibid., pp 59-76

26 Ibid., pp 55-58

27 Ibid., pp.38-44

28 Key informant interviews with civil society representatives, and other non-state actors (from academic community, professional organisations, media associations, investigative journalism outlets, thematic experts etc.) are conducted to gain insight into perspectives and experiences of participants on public availability and coverage of basic statistic and reports on civil service policy implementation.

Servant Law, but they do mention some limitations. According to the opinion of the informants the reports lack data from independent bodies and local governments, and exclude key indicators such as resignations, retirements, turnover, or diversity. They also noted that while access to reports is technically easy, they are lengthy, only provided in Albanian language, and difficult for non-specialists to interpret and the HRMIS system is used for central-level data but is not yet deployed sector-wide. Experts suggest improvements like releasing open datasets, integrating non-CSL institutions once HRMIS is fully rolled out, and enhancing usability through summaries, visualizations as well English versions.

How does Albania do in regional terms?

Sub-indicator 1: Transparency of statistics and reports on civil service (maximum score 19.5)

PUBLIC SERVICE AND HUMAN RESOURCE MANAGEMENT 2024/2025
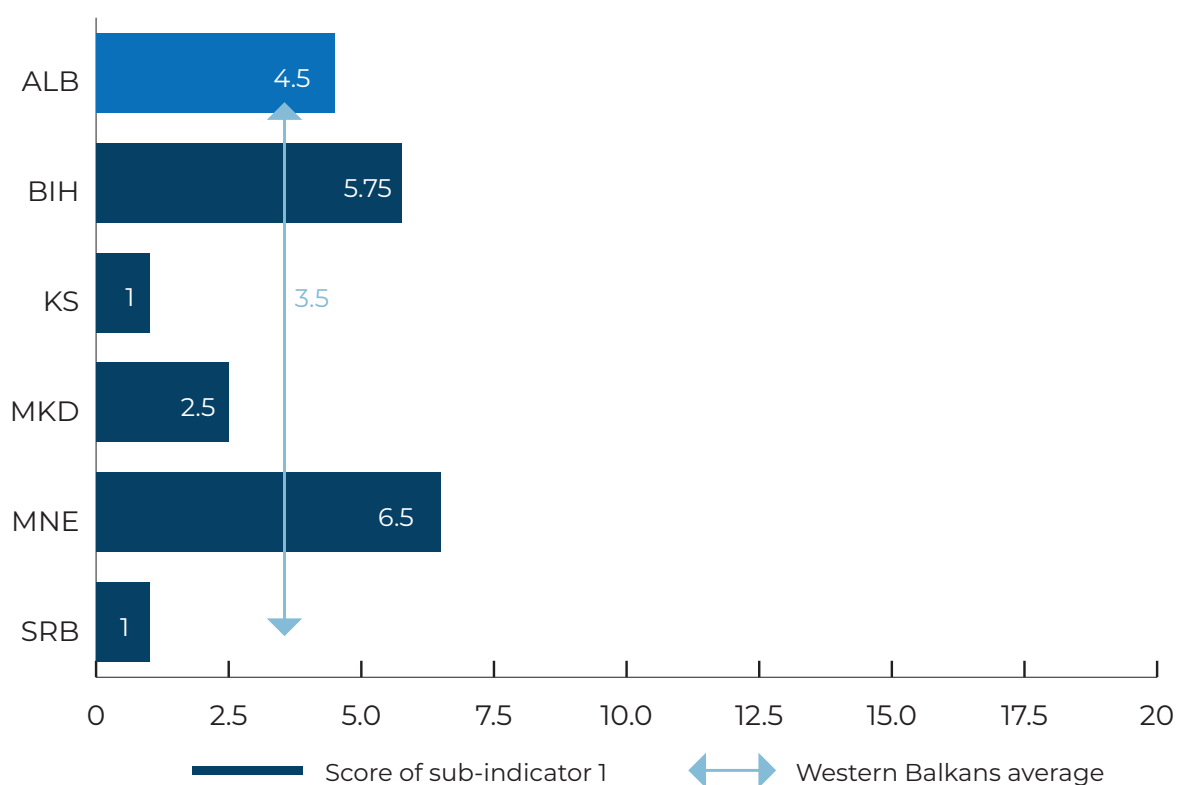
II.2 Transparency of temporary hiring in the civil service

Principle 8: The employment framework balances stability and flexibility, ensures accountability of public servants and protects them against undue influence and wrongful dismissal.

Awarded points per elements in sub-indicator 2: Transparency of temporary hiring in the civil service [29]

Indicator elements	Element type	Score
E 1.1 Strategic framework envisages improvements in transparency of basic information on civil service	Strategy and policy	0/0.5
E 1.2 Regulations stipulate that data on civil service and employees in the central state administration are publicly available	Legislation	0/1
E 1.3 The Government regularly publishes reports pertaining to the civil service	Practice in implementation	1.5/3
E 1.4 Published reports include data on employees other than civil servants in the central state administration	Practice in implementation	0/3
E 1.5 Published reports segregate data based on gender, age, and education	Practice in implementation	0/3
Total score for sub-indicator 2		**1.75/12.5**

Since the previous monitoring cycle (WeBER 2021/2022)[30], the framework for temporary hiring is largely unchanged. Fixed-term civil-service posts still draw only from reserve lists and have no numeric caps, maximum duration, or renewal limits. Contracted staff continue under DCM 109/2019 without mandatory publication or competition, while annual CoM decisions again set headcount ceilings (2024, 2025). FOI replies from different institutions remain incomplete and show variable use of contracted staff across ministries. No temporary civil service appointments were reported, so system wide compliance with limits cannot be verified. The core gaps flagged in 2021/2022 such as opaque contracted hiring and missing guardrails for civil service temporary posts do still persist.

Rules on temporary hiring in Albania differ depending on whether the staff are civil servants on fixed-term appointment or contracted employees under

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29 The second sub-indicator focuses on the following SIGMA sub-principle: The public administration uses temporary employment in justified situations and within reasonable time limits.

30 National PAR Monitor 2021/2022 - Albania - WeBER 3.0

the Labour Code. For fixed-term civil servants, the framework is set by Law 152/2013 on Civil Service and detailed in DCM No. 242/2015[31] and DCM No. 243/2015[32], both amended in 2018. Temporary appointments are permitted only from specific candidate pools such as candidates on the merit-based reserve list, reinstated civil servants after restructuring or suspension, or those with final court rulings in their favour.[33] Consent from the candidate is mandatory, and DoPA must be notified immediately. While procedures for selection and appointment are clearly regulated, there are no numerical caps on how many temporary appointments can be made, no explicit maximum duration for such appointments, and no restrictions on renewing appointments with the same individual.

For contracted staff, the Labour Code[34] allows the government to issue special rules, which are set out in DCM No. 109/2019[35]. This framework applies only if outsourcing is not feasible or cost-effective, and it excludes certain functions (consultancy, audit, security, inspection).[36] Each year, the Council of Ministers sets exact ceilings on the number of temporary contracts allowed per ministry or institution, through separate annual decisions such as DCM No. 39/2024[37] and DCM No. 19/2025.[38]

Time limits are well defined. Contracts may cover activities lasting no more than six months, or yearlong activities limited to six hours per day, or activities generating secondary income earmarked in the annual budget.[39] However, like in the civil service framework, there are no prohibitions on renewing contracts with the same individual annually. In summary, both regimes regulate conditions of entry but differ on numerical ceilings (absent for civil servants, set annually for contracted staff) and time limits (undefined for civil servants,

31 Decision of CoM no.242, date 18.03.2015 (amended by DCM No. 748, dated 19.12.2018) https://www.qbz.gov.al/eli/vendim/2015/03/18/242/9068f330-bd78-4fd1-b104-074f37831117;q=%20VEN-DIM%20NR.%20242,%20DAT%C3%8B%2018.03.2015

32 Decision of CoM No. 243, dated 18.03.2015 (amended by DCM No. 746, dated 19.12.2018) https://www.qbz.gov.al/eli/vendim/2015/03/18/243/2d8aebca-cf13-41c1-9ea8-b78842ad1add;q=%20VEN-DIM%20NR.%20242,%20DAT%C3%8B%2018.03.2015

33 Decision of CoM no.242, date 18.03.2015 (amended by DCM No. 748, dated 19.12.2018), Chapter IV, https://www.qbz.gov.al/eli/vendim/2015/03/18/242/9068f330-bd78-4fd1-b104-074f37831117;q=%20VEN-DIM%20NR.%20242,%20DAT%C3%8B%2018.03.2015

34 Law No. 7961/1995, as amended, Labour Code of the Republic of Albania, https://www.qbz.gov.al/eli/ligj/1995/07/11/7961/0d524177-6a90-4e35-9ebc-142e1cab7d19;q=%20VENDIM%20NR.%20242,%20DAT%C3%8B%2018.03.2015

35 Decision of CoM No. 109, dated 6 March 2019, On Setting Standards for Carrying Out Certain Activities with Temporary Employees in Central Government Units https://www.qbz.gov.al/eli/vendim/2019/03/05/109/26d9f03c-bb14-4582-8d32-a084c2016764

36 Ibid., Article 1, Article 2

37 -Decision of CoM No. 39, dated 24 January 2024, On Determining the Number of Employees with Temporary Contracts for the Year 2024 in Central Government Units, https://www.qbz.gov.al/eli/vendim/2024/01/24/39/046460f3-c7db-41fa-b500-8ee543e57062

38 Decision No. 19, dated 9 January 2025, On Determining the Number of Employees with Temporary Contracts for the Year 2025 in Central Government Units, https://www.qbz.gov.al/eli/vendim/2025/01/09/19/9b18644b-91c8-460c-901d-edf3ede11e86

39 Decision of CoM No. 109, dated 6 March 2019, Article 3, https://www.qbz.gov.al/eli/vendim/2019/03/05/109/26d9f03c-bb14-4582-8d32-a084c2016764

capped for contracted staff). Neither framework restricts repeated renewals with the same person.

For fixed-term civil servants, the framework is strictly merit-based. The Law on Civil Servant permits temporary filling of vacant civil service posts only from candidates who have already passed an open competition and are listed in the official reserve ranking.[40] Such appointments require the candidate's consent and do not alter their position on the merit list. These provisions are reinforced by DCM No. 242/2015[41] and DCM No. 243/2015 [42], which extend the rules to both executive and managerial levels. In all cases, temporary appointments must draw exclusively from merit-based reserve lists, and there are no legal options for non-merit-based recruitment into the civil service.

For contracted staff employed under the Labour Code, no comparable guarantees of transparency or competition exist. Institutions may directly hire fixed-term contracted staff without publishing vacancies, assessing candidates through competitive procedures, or ensuring merit-based selection. DCM No. 109/2019 as explained in the beginning of the chapter provides some procedural guidance, requiring ministries to consider outsourcing first, but once outsourcing is excluded, it allows direct hiring of temporary contracted employees. The decision sets no obligations to advertise posts, establish selection criteria, or disclose results, meaning that transparency and openness are not ensured for this category. Implementing rules in DCM No. 242/2015 and DCM No. 243/2015 confirm this mechanism.

Institutions must notify DoPA of the vacancy, identify the highest-ranked eligible candidate, secure consent, and issue an internal appointment act. No new call for applications is published. As a result, the five institutions sampled in practice for this monitoring cycle[43] had no publicly advertised fixed-term temporary vacancies, in line with the statutory and regulatory scheme. Law 152/2013 does not impose any quantitative ceiling on the use of temporary civil service appointments. While the methodology requires the actual ratio of temporary appointees to be measured against a statutory limit, the absence of such a ceiling means that the criterion cannot be fulfilled.

The framework provides no safeguard against excessive use of temporary appointments. For contracted staff, the only safeguards are the annual caps issued through CoM No. 39/2024 and CoM No. 19/2025, which establish a maximum number of temporary contracts for each fiscal year. These limits expire at the end of the year and must be renewed annually. FOI replies confirm

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40 1.Law 152/2013 on the Civil Servant, Article 23(3/1), https://www.dap.gov.al/legjislacioni/per-sherbimin-civil

41 Decision of CoM no.242, date 18.03.2015, Chapter IV, https://www.qbz.gov.al/eli/vendim/2015/03/18/242/9068f330-bd78-4fd1-b104-074f37831117;q=%20VEN-DIM%20NR.%20242,%20DAT%C3%8B%2018.03.2015

42 Decision of CoM No. 243, dated 18.03.2015, Chapter V, https://www.qbz.gov.al/eli/vendim/2015/03/18/243/2d8aebca-cf13-41c1-9ea8-b78842ad1add;q=%20VEN-DIM%20NR.%20242,%20DAT%C3%8B%2018.03.2015

43 Ministry of Health, Ministry of Agriculture and Rural Development, Ministry of Justice, Ministry of Interior, Ministry of Finance

generally very low shares of temporary staff in some institutions: the Ministry of Health reported 1 contract employee (0.7% of staff), the Ministry of Interior reported 15 contract employees (8.9% of staff), the Ministry of Justice reported 44 contract employees (22.7% of staff) and the Ministry of Agriculture and Rural Development reported 48 contract employees (29% of staff). No temporary civil service appointments were reported. However, the Ministry of Finance did not provide FOI data, which prevents verification that the full sample of five institutions remains within the legal limits.

For this topic, too the key informant's opinion was that temporary hiring practices are consistently identified as non-transparent and problematic. Although legal frameworks exist to regulate contract duration and competitive entry, all three informants are of the opinion that implementation is weak and institutional practices differ. There is no centralized reporting on temporary hires, selection results are rarely published, and fixed-term staff often remain beyond legal limits. These roles are sometimes used to fill politically sensitive posts, bypassing merit procedures and thus contributing to institutional politicization. Mechanisms such as HRMIS alerts and the Civil Service Commissioner's authority exist but are underused or neglected. The consensus is that temporary hiring undermines transparency and is used beyond its intended purpose.

How does Albania do in regional terms?

Sub-indicator 2: Transparency of temporary hiring in the civil service (maximum score 12.5)
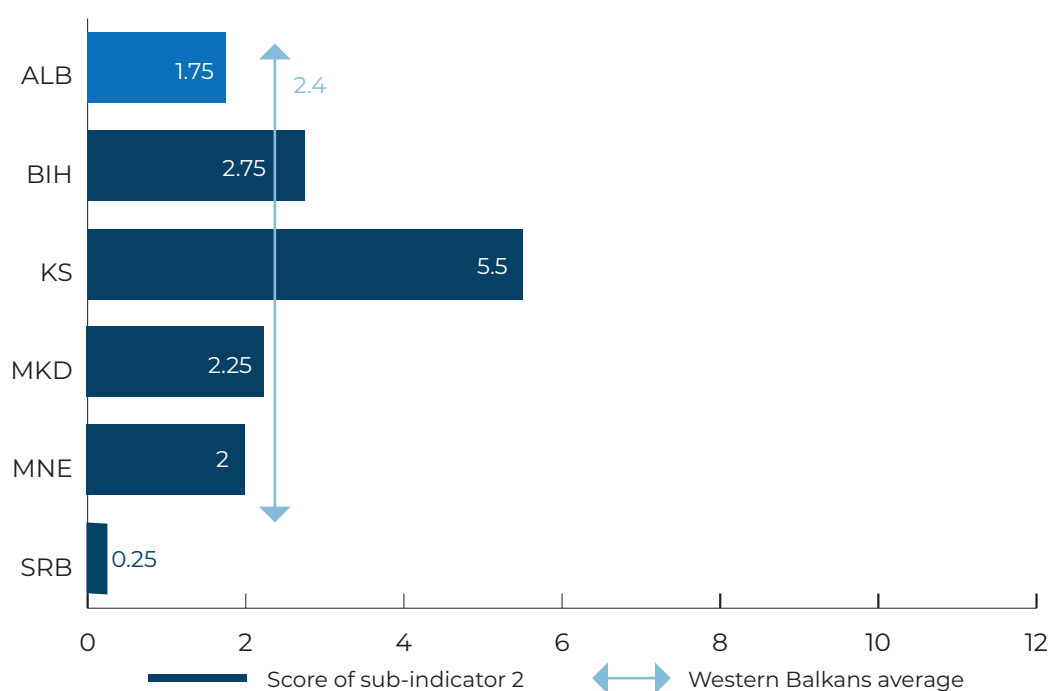
II.3 Transparency and merit principle of recruitment process

Principle 9: Public administration attracts and recruits competent people based on merit and equal opportunities

Awarded points per elements in sub-indicator 3: Transparency and merit principle of recruitment process[44]

Indicator elements	Element type	Score
E 3.1 Strategic framework envisages improvements of openness, transparency and merit principle of the recruitment process	Strategy and policy	0.75/0.75
E 3.2 Regulations stipulate openness, transparency, and merit principle of the recruitment process	Legislation	1.25/1.25
E 3.3 Vacancy announcements for public competitions are made broadly publicly available	Practice in implementation	0.75/3
E 3.4 Vacancy announcements for public competitions are presented in a way to motivate and attract external candidates	Practice in implementation	0/2
E 3.5 Responsible institution provides support and guidance to applicants	Practice in implementation	1.5/3
E 3.6 There are no unreasonable barriers for external candidates which make public competitions more easily accessible to internal candidates	Practice in implementation	3/3
E 3.7 The application procedure imposes minimum administrative/paperwork burden on candidates	Practice in implementation	0/4

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44 The third sub-indicator focuses on the following SIGMA sub-principles:: The public administration analyses human resources (HR) and prepares and implements HR plans aligned with the budget to ensure the appropriate workforce size, mix of competencies, skills and expertise to fulfil its mission, considering both current and future needs; Public servants are recruited through transparent and open competitions, based on merit; Inclusive recruitment policies and practices support diversity and equal opportunities in the public administration; Recruitment is based on accurate job descriptions providing the required candidate profile (experience, knowledge, skills, competencies) for effective performance, reflected in vacancy announcements, along with work and salary conditions; Selection committees are composed of members qualified to perform the assessment of candidates against the job requirements, without any conflict of interest, and free from political influence; Selection methods provide fair and valid assessment of the experience, knowledge, skills and competencies necessary to perform the job and enable the selection of the most suitable candidates; Recruitment and selection processes are efficient, timely, user-friendly and supported by digital tools; Applicants are informed of recruitment decisions in a timely manner and have the right to ask for justification and appeal through administrative and judicial channels.

Indicator elements	Element type	Score
E 3.8 Candidates can supplement missing documentation within a reasonable timeframe	Practice in implementation	0/3
E 3.9 Decisions and reasoning of the selection panels are made publicly available, with due respect to the protection of personal information	Practice in implementation	2/4
E 3.10 Information about annulled public competitions, including reasoning for the annulment, is made publicly available	Practice in implementation	2/4
E 3.11 Key informants consider recruitment into civil service as transparent and merit-based	Outcomes and impact	0/2.5
E 3.12 Citizens' perception of merit-based civil service recruitment	Outcomes and impact	1/2
E 3.13 Citizens' perception of the influence of personal connections in civil service recruitment	Outcomes and impact	0.5/2
E 3.14 Citizens' perception of the influence of political connections in civil service recruitment	Outcomes and impact	0.5/2
Total score for sub-indicator 3		**13.25/36.5**

Since the previous monitoring cycle (WeBER 2021/2022)[45], legal guarantees for open, merit-based recruitment remain in place, but practice shows limited improvement. Vacancies are still publicized mainly on the DoPA portal rather than across all required by law channels and announcements remain text-heavy with no candidate-oriented visuals. There is still no FAQ or formal clarifications window for applicants. Documentation burdens at application stage remain high, and publication of results rarely includes full scores or short rationales. Annulments are disclosed but without qualitative explanations. New elements include the PAR Roadmap's measures and DoPA guidance materials, but these have not yet translated into systematic transparency gains. Perception data continue to show strong beliefs in personal and political connections, reinforcing the gap between the formal framework and observed practice.

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45 National PAR Monitor 2021/2022 - Albania - WeBER 3.0

The Roadmap for Public Administration Reform 2023-2030 sets out measures to improve the openness, transparency, and merit principle of recruitment until the adoption of the PAR Strategy 2024-2030.[46] For openness, the Roadmap foresees adapting job descriptions to expand the use of group recruitment procedures, supported by the introduction of a unified job classification methodology for all civil service positions by 2025. Pay reform phases in 2023 and 2025 are linked to strengthening competitiveness and attractiveness, with seniority adjustments and broad salary increases. The document notes a rise in the number of applications for vacancies, showing concrete effects. It also provides for specialized programs to attract qualified candidates, to be implemented in 2025 and 2027. Responsibility lies with DoPA as the central HRM coordination body. For transparency, the Roadmap emphasizes full digitalization of HRM procedures by 2028, including automated payroll and enhanced inter-institutional communication, ensuring traceability and efficiency.[47]

Transparency would also be reinforced through new secondary legislation on recruitment procedures for all non-senior categories (deadline 2024), the appointment of ethics and integrity advisors in every public body, and practical guidance materials and awareness campaigns coordinated by DoPA. These measures are designed to formalize procedures, ensure consistency, and strengthen accountability across the system. For the merit principle, measures include improving the quality of testing and evaluation in recruitment, revising recruitment rules for senior civil servants through amendments to the Law on Civil Servant, and adopting new secondary acts for other categories (deadline 2024).[48] ASPA is tasked with implementing training programs for senior management focused on leadership skills, reaffirming compliance with civil service law principles. Training curricula are being revised to incorporate digital skills, with ongoing needs assessments to close skill gaps in anticipation of EU accession. The responsibility for implementation rests primarily with DoPA, with ASPA supporting on training.

Albania's civil-service legislation now embeds detailed guarantees of openness, transparency and merit in recruitment. The Law on Civil Servant designates open competition as the sole route into the service[49], while implementing decisions set clear publication rules. Decision 242/2015 obliges institutions to advertise every vacancy on the Department of Public Administration website, the National Employment Service portal and where relevant public notice boards, ensuring nationwide visibility.[50] The same decision requires the responsible HR unit to

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46 The Roadmap for Public Administration Reform 2023–2030, Section II "Public Service and Human Re-source Management", https://www.qbz.gov.al/eli/vendim/2023/12/13/737/01303320-3536-4f02-991f-7f59fc-de80b3;q=udherrefyesi

47 Ibid.

48 Ibid.

49 Law 152/2013 on the Civil Servant, Article 22 (1) , https://www.dap.gov.al/legjislacioni/per-sherbimin-civil

50 Decision of CoM no.242, date 18.03.2015 (amended by DCM No. 748, dated 19.12.2018), Chapter II, Article 5, https://www.qbz.gov.al/eli/vendim/2015/03/18/242/9068f330-bd78-4fd1-b104-074f37831117;q=%20VEN-DIM%20NR.%20242,%20DAT%C3%8B%2018.03.2015

post the ranked list of successful candidates and, within five days, to announce the winner on the same channels. Complementary rules in Decision 243/2015 cover procedures for higher-level posts and oblige publication whenever a competition is annulled, including the official reasoning.[51] Together, these provisions mandate public competition, multi-channel advertising, disclosure of full rankings, identification of the selected candidate, and transparency in annulment decisions, meeting all five criteria for openness, transparency and merit-based recruitment.

After sampled verification of five recent civil-service vacancy announcements[52] confirms that Albania's recruitment process is in general not practically being publicized through the three nation-wide channels required by the indicator. The five ministries posted their calls only on DoPA's single recruitment portal.[53] The review of five recent civil-service vacancy announcements shows that recruitment information is still delivered in a purely textual, administrative format. Notices on the DoPA single recruitment portal use a standard template without graphics, while republished versions on institutional websites and social-media pages simply repeat the same text. No announcement employed visual aids such as icons, infographics, banners, or photographs to highlight key duties, benefits, or application steps.

The framework for supporting applicants in Albania's civil-service recruitment process provides several practical tools but also shows gaps. The Practical Manual on the Implementation of Civil Service Legislation and Human Resource Management[54], published by DoPA, serves as a detailed procedural guide, covering all stages of the competition process from vacancy planning to final appointment. DoPA also offers supplementary materials such as animated video tutorials on its website, explaining how to apply and what legal basics candidates should know.[55] In addition, DoPA's Instruction No. 2 of 27 March 2015[56] functions as a candidate preparation tool, referenced in every vacancy announcement, and contains structured guidance for interviews, model questions, and a scoring grid, thereby standardizing expectations for both applicants and committees. However, no dedicated FAQ section exists on DoPA's website or the recruitment

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51   Decision of CoM No. 243, dated 18.03.2015 (amended by DCM No. 746, dated 19.12.2018), Chapter IV, Article 20, https://www.qbz.gov.al/eli/vendim/2015/03/18/243/2d8aebca-cf13-41c1-9ea8-b78842ad1add;q=%20VEN-DIM%20NR.%20242,%20DAT%C3%8B%2018.03.2015

52   Ministry of Justice, Vacancy announcement: https://rekrutimi.administrata.al/shpalljet/shfaq/6843
Ministry of Agriculture and Rural Development, Vacancy announcement: https://rekrutimi.administrata.al/shpalljet/shfaq/6853
Ministry of Internal Affairs, Vacancy announcement, https://rekrutimi.administrata.al/shpalljet/shfaq/6655
Ministry of Finance, Vacancy announcement: https://rekrutimi.administrata.al/shpalljet/shfaq/6719
Ministry of Health and Social Protection, Vacancy announcement: https://rekrutimi.administrata.al/shpall-jet/shfaq/6747

53   https://rekrutimi.administrata.al

54   Practical Manual on the Implementation of Civil Service Legislation and Human Resource Management (https://www.dap.gov.al/legjislacioni/udhezime-manuale/446-manual-praktik-mbi-zbatimin-e-legjis-lacionit-te-sherbimit-civil-dhe-menaxhimit-te-burimeve-njerezore)

55   https://www.dap.gov.al/vende-vakante/si-te-aplikoni?limitstart=0

56   Instruction No. 2, dated 27 March 2015, https://www.dap.gov.al/legjislacioni/udhezime-manuale/54-ud-hezim-nr-2-date-27-03-2015

porta, leaving applicants without a centralized database of answers to common questions. More significantly, neither the Law 152/2013 on Civil Servant nor DCM No. 242/2015 and DCM No. 243/2015 contain provisions granting applicants the right to request clarifications during open calls. This means that while guides and manuals exist to support general preparation, the legal framework does not ensure direct channels for clarification on specific vacancies, criteria, or forms once a competition is announced.

Albanian civil service competitions remain genuinely open to outside talent. The core statute restricts eligibility to the usual standard conditions of citizenship, legal capacity, language, health and criminal-record clearance, with no mention of prior service or a pre-taken state examination.[57] A review of five recent competitions found the same type of documentation package requirements and no insider-only necessities. Consequently, external applicants face no unreasonable barriers. But all five sampled vacancy announcements impose a heavy paperwork load at the initial application stage, far above the PSHRM methodology benchmark of three documents. Applicants are expected to upload a curriculum vitae, degree certificates and transcripts, workbook copies, identity documents and criminal record self-declarations. Additionally demanded documentation are medical certificates, proof of prior work appraisals, and letters of recommendation. None of the hiring bodies collect this information directly from state registries.

As every competition in the sample requires at least seven distinct document types, the administrative burden on candidates remains high. In the sample of five assessed institutions, the practice of allowing candidates to supplement missing documentation and the time granted for doing so varied considerably. The Ministry of Internal Affairs, confirmed that applicants are permitted to supplement documentation within five working days, fulfilling both requirements. The Ministry of Finance and the Ministry of Health and Social Protection did not provide a response on this matter through their FOI replies. The Ministry of Justice as well the Ministry of Agriculture and Rural Development in their reply to this question referred to the CS Law and the proper DCM which regulate the hiring process. However, a review of the primary legislation (Law 152/2013) and relevant secondary acts (DCM No. 242/2015 and DCM No. 243/2015) revealed no legal provision allowing the submission of missing documents post-deadline. These acts instead refer to appeal mechanisms for candidates deemed non-eligible, which fall outside the scope of the criteria assessed.[58]

Albanian regulations oblige every selection commission to publish its decision, yet the practice remains uneven and rarely accompanied by any substantial rationale. The monitoring of the five ministerial competitions tracked on the DoPA recruitment showed that the portal does present the verification lists and the commission's final act, but the files reveal only whether candidates

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57 Law 152/2013 on the Civil Servant, Chapter IV, Article 21, https://www.dap.gov.al/legjislacioni/per-sherbi-min-civil

58 Instead, both decisions provide only an appeal window (5 days) for candidates that were found non-eligible.

passed the formal-eligibility check and where applicable the name of the winner. They contain no breakdown of written-test and interview scores nor any narrative justification.

Consequently, even though four of the five sampled competitions make the outcome itself public, none offers a transparent explanation of how the panel reached that result. Albania's recruitment bylaws require institutions to announce when a competition closes without producing a winner. Both Decision 242/2015 for low and mid-level posts[59] and Decision 243/2015 for executive posts[60] require the responsible HR unit to publish a notice on the Department of Public Administration portal and other channels stating that the procedure ended "*without any selected candidate*".

The sampled institutions mentioned above (for that matter also all the CS procedures in the portal "https://rekrutimi.administrata.al/shpalljet" of other institutions, too) provided simple notices for annulments of competitions in the last 2 years period monitored. However, they do not offer any qualitative explanation apart from statements such as "*there is no successful candidate*" or "*there are no qualified candidates to proceed to the second stage of the competition*".

The non-state experts interviewed for this topic were of the opinion that the recruitment process is generally considered as legally merit-based but irregularly implemented in practice. Ordinary competitions generally follow rules, especially under DoPA oversight, but senior and local level appointments often avoid procedures through acting roles or Labor Code contracts. Vacancy notices are posted online, but rankings and evaluation grids are rarely published, limiting transparency. Political influence, weak enforcement, and limited or unclear appeal mechanisms further undermine trust. They suggest stronger implementation of existing rules, mandated publication of selection results, and the introduction of more reliable, depoliticized recruitment panels. In their view transparency remains incomplete, and political will is a key missing factor.

The citizens perceptions[61] reflect balanced and slightly negative opinion on the different topics they were questions about the civil service recruitment area. On merit-based recruitment, nearly half of the interviewed citizens 54.0% agree that public servants are recruited through public competitions based on merit.[62] On the role of personal connections, the majority of the interviewed citizens agree that one needs personal connections to get a job in the public

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59 Decision of CoM no.242, date 18.03.2015 (amended by DCM No. 748, dated 19.12.2018), Chapter II, Articles 24- 26, https://www.qbz.gov.al/eli/vendim/2015/03/18/242/9068f330-bd78-4fd1-b104-074f37831117;q=%20 VENDIM%20NR.%20242,%20DAT%C3%8B%2018.03.2015

60 Decision of CoM No. 243, dated 18.03.2015 (amended by DCM No. 746, dated 19.12.2018), Chapter IV, Article 20, https://www.qbz.gov.al/eli/vendim/2015/03/18/243/2d8aebca-cf13-41c1-9ea8-b78842ad1add;q=%20VEN-DIM%20NR.%20242,%20DAT%C3%8B%2018.03.2015

61 Public perception survey conducted 11–18 February 2025 using CATI+CAWI on a nationally representative sample of 1,026 adult residents of Albania (margin of error ±3.49%).

62 Strongly Agree 23.3%, Agree 30.7%, Strongly Disagree 28.5%, Disagree 12.4%, 5.1% report no opinion

administration.[63] Also on the matter of political connections, more than 60% of the interviewed   agree that one needs political connections to get a job.[64]Taken together, the citizens perceptions point to a persistent disconnect between the legal framework and practice, with the majority of the citizens perceiving personal and political connections as decisive.

How does Albania do in regional terms?

Sub-indicator 3: Transparency and merit principle of recruitment process (maximum score 36.5)

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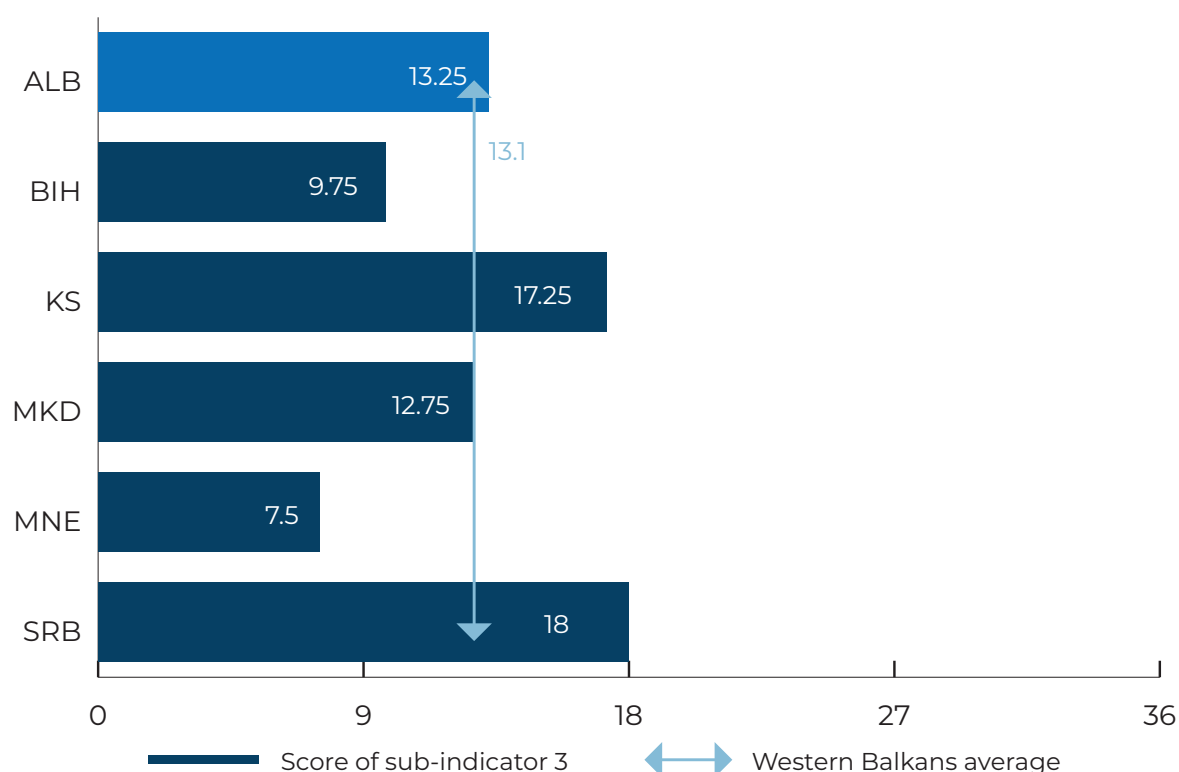
63   Strongly agree 41.4%, Agree 25.2%, Strongly disagree 15.7%, Disagree 14.8%, 2.9% do not know/no opinion
64   Strongly agree 41.3%, Agree 21.6%, Strongly disagree 19.3%, Disagree 14.5%, 3.4% do not know/no opinion

II.4 Merit based selection and protection of top managers from undue political influence

Principle 10: Effective leadership is fostered through competence, stability, professional autonomy and responsiveness of accountable top managers

Awarded points per element in sub-indicator 4: Merit based selection and protection of top managers from undue political influence[65]

Indicator elements	Element type	Score
E 4.1 Strategic framework envisages strengthening of professionalism of the civil service top management	Strategy and policy	0.5/0.5
E 4.2 Regulations stipulate competitive, merit-based procedures for the recruitment of civil service top management	Legislation	1.5/1.5
E 4.3 Regulations stipulate that acting appointments to top management positions are only made from within the civil service, for a limited period	Legislation	0.5/1
E 4.4 Regulations stipulate objective criteria for the termination of hiring of top management positions	Legislation	1.5/2
E 4.5 Existence of procedures on appointments to top management positions outside of the scope of the civil service legislation	Legislation	3/3
E 4.6 The merit-based recruitment for top management positions is applied in practice	Practice in implementation	2/4
E 4.7 Acting appointments are, in practice, only made from within the civil service	Practice in implementation	0/3
E 4.8 Ratio of eligible candidates per top managerial-level vacancy	Practice in implementation	0/2.5

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65 The fourth sub-indicator focuses on the following SIGMA sub-principles:: The law establishes top managers as a specific category. The scope of top management is adequately defined, ensuring that senior managerial positions in ministries and agencies are not treated as political offices; Top management positions are made attractive through fair recruitment, competitive remuneration, professional challenges, autonomy and mitigation of career risks; Recruitment procedures are merit-based, professionally led, impartial and transparent, allowing selection and appointment of top managers with sufficient high-level experience, knowledge, skills, and competencies to perform their job well against predefined standards; Recruitment policies and practices support equal opportunities, gender balance and non-discrimination in top managerial positions; Top managers in public administration have clearly defined objectives, aligned with the mission of the organisation and objectives of the government, and their performance is regularly assessed; Top managers in public administration have sufficient professional and managerial autonomy, enabling them to assume responsibility for the management of staff, resources, and work.

Indicator elements	Element type	Score
E4.9 Share of non-merit-based appointments to top management positions	Practice in implementation	0/2.5
E4.10 Key non-state actors consider that the selection and appointment process of top managers is merit-based and that they are protected from undue political influence	Outcomes and impact	0/2.5
Total score for sub-indicator 4		**9/22.5**

Since the previous monitoring cycle (WeBER 2021/2022)[66], the senior civil service framework has no significant legal amendments. A new element is the PAR Roadmap 2023-2030, which introduces time-limited commitments and an ASPA leadership track, but the transparency gap noted in 2021/22 persists: appointment level data remain unavailable for independent verification, and publication obligations have not been expanded. Therefore, real change since the last cycle is limited.

The current PAR Roadmap commits the Government to professionalize the senior civil service leadership. It mandated ASPA to deliver a dedicated leadership skills program for the Top Management Corps by 2024 and plans full compliance with civil service merit principles in recruiting and developing this group by 2025.[67] Under the DCM No. 118/2014 on Top Management Corps recruitment, every vacancy must be posted on the National Employment Service portal[68] and the DoPA's website at least 60 days before the competition and kept online until the final appointment.[69] Candidates then undergo a three stage, competence assessment with CV scoring (10 pts), a written exam (40 pts) and a structured oral interview (50 pts). [70]Once the evaluation is complete, the Selection Committee publishes a merit list of everyone who scored 70 points or more[71], ranked in order starting with the highest scoring candidate, and the Department of Public Administration must appoint the top ranked candidate, proceeding to the next only if another vacancy exists.[72]

According to the Civil Servant Law senior management positions within the civil service are defined as those holding the roles of Secretary General,

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66 National PAR Monitor 2021/2022 - Albania - WeBER 3.0

67 The Roadmap for Public Administration Reform 2023–2030, Section II "Public Service and Human Resource Management", https://www.qbz.gov.al/eli/vendim/2023/12/13/737/01303320-3536-4f02-991f-7f59fc-de80b3;q=udherrefyesi

68 In practice actually the vacancy announcements are posted only on the DoPA's website

69 Decision no. 118, dated 5 March 2014, Chapter IV, Article 4, Article 5, https://www.qbz.gov.al/preview/440e231c-14c4-4ff1-bb23-7b740f972b1e/cons/20250416

70 Ibid., Article 11, Article 13

71 Ibid., Article 16

72 Ibid., Chapter VI, Article 2

Department Director, and General Directorate Director, as well as any other positions considered equivalent in rank and responsibility to these three.[73] These roles form the top level of managerial authority within the civil service classification system. Law 90/2012 on the "*Organization and Functioning of the State Administration*" mandates that temporary substitutions in senior posts are drawn exclusively from the existing civil service ranks. A sector head is covered by the highest-grade civil servant of the same sector, directors-general and department directors are replaced according to the same rule, and a secretary-general may only be substituted by one of the ministry's directors-general.[74] These automatic succession clauses/articles block the appointment of outsiders or political staff as acting top managers, however, they describe replacement "*in case of absence or short-term incapacity*" but set no exact numerical limit to define the phrase "short-term" and no other article in Law 90/2012, Law on Civil Servant or relevant DCMs stipulates a 12 month limit.

Law 152/2013 on Civil Servants provides a comprehensive and objective set of dismissal grounds for senior civil servants. Termination is compulsory after two consecutive "unsatisfactory" performance appraisals, when posts disappear through institutional closure or restructuring, or upon objectively verifiable conditions such as final criminal conviction, loss of citizenship, permanent incapacity or attainment of pension age.[75] In addition, removal is possible only for clearly defined ethics breaches, including disciplinary sanctions and unresolved conflicts of interest, when a senior-level civil servant becomes a member of a political party, or when civil servants of other levels become members of the governing bodies of a political party.[76]

A review of the legal corpus confirms that appointments to the Top Management Corps and other senior civil-service positions are governed by Law 152/2013 and its implementing Decision No. 118/2014. The National Selection Commission (NSC) composed of senior civil-service and professional representatives ranks candidates and forwards its list directly to the Department of Public Administration, with no requirement for additional confirmation by the Council of Ministers, Parliament or any ad-hoc political committee. Even the exceptional "direct admission" route[77] still remains firmly inside the civil service framework and is only activated by a Council of Ministers decision without adding an external verification step.

The DoPA announcement part for the TMC of their website[78] and their

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73 Law 152/2013 on the Civil Servant, Chapter III, Article 19 (4), https://www.dap.gov.al/legjislacioni/per-sherbi-min-civil

74 Law no. 90/2012, Chapter III, Article 12/2, Article 14/4, Article 15/3, https://www.qbz.gov.al/eli/ligj/2012/09/27/90/a92a9d14-7ba9-4ada-bbe6-2fe3d8395384

75 Law 152/2013 on the Civil Servant, Chapter XII, Article 65, Article 66, https://www.dap.gov.al/legjislacioni/per-sherbimin-civil

76 Ibid., Article 66(b)(d)(e)

77 Law 152/2013 on the Civil Servant, Chapter VI, Article 29, https://www.dap.gov.al/legjislacioni/per-sherbi-min-civil

78 https://www.dap.gov.al/vende-vakante/shpallje-tnd

FOI response give specific information on senior management position announcements per institution. The DoPA website shows the 2024 TMC[79] round step-by-step as in original call, preliminary verification list, list of candidates with equal or more than 70 points and final winners. They demonstrate transparency and merit testing as one competition file. However, the laws and DoPA's detailed FOI response indicate that the third criterion of the assessment methodology used by WeBER[80] is not possible to evaluate due to the centralized procedure.

As DoPA explains in its FOI answer: "*Pursuant to Articles 27 and 29 of Law no. 152/2013 'On the Civil Servant,' as amended, and Chapter V of Decision no. 118, dated 5.3.2014, of the Council of Ministers 'On the procedures for appointment, recruitment, management, and termination of the civil service relationship for senior-level civil servants and members of the TMC,' as amended, the admission procedure to the TMC is not conducted for specific positions, but for members of the TMC. The procedure is carried out for a group of positions, not for individual posts. The position itself carries a managerial and administrative character. Members of the TMC may be assigned to any regular senior management position as defined in point 4 of Article 19 of the law, or may be appointed as special coordinators.*"

In the same FOI request, when asked to provide the 10 most recent appointments for senior management in order to assess the third mentioned above criterion specifically, DoPA cited that releasing them would violate the privacy rights of third parties under the Law on the Right to Information[81], referring also to the Council of Europe Convention on Access to Official Documents[82]. They argue that civil servants' right to privacy must be protected and any disclosure must balance public access with individual rights, so the requested format is incompatible with legal privacy safeguards.

Regarding the assessment whether acting appointments within TMC are, in practice, only made from within the civil service, in its FOI reply, DoPA stressed that "*every appointment outside the TMC is flagrantly unlawful.*". From the DoPA website, the direct admission to the Top Management Corps for 2024 shows that after the announcement for four positions and the eligibility screening, eight candidates advanced to the next stage. The resulting ratio, two eligible applicants per vacancy, falls below the requirement of the criterion assessed here. An appointment-by-appointment list for managerial positions cannot be obtained, so the share of non-merit appointments, if present, cannot be calculated as the methodology strictly requires.

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79 Which was the case when the FOI response from DoPA was received on 17.06.2025. As of October 2025 the website link shows the 2025 TMC vacancy rounds.

80 If one of the three most successful candidates from the list was appointed.

81 Law on the Right to Information119/2014, Article 17, https://qbz.gov.al/preview/f5b3bd78-80cf-4fb0-8037-7700f3b9e139/cons/20231108

82 chrome-extension://efaidnbmnnnibpcajpcglclefindmkaj/https://rm.coe.int/1680084826

DoPA's FOI gives only a total number[83] and does not release individual appointment acts always based on the above-mentioned privacy issues. DoPA also asserts that "*no appointment of a TMC member is carried out without a competitive procedure,*" and that any appointment outside TMC would be "absolutely void," which clarifies the legal framework but does not evidence practice per methodology requirement in the last 12 months.

All interviews with non-state actors point to serious problems and limitations in the selection and protection from undue political influence of senior civil servants. Although the Top Management Corps framework exists in law, according to them, it is underused. Appointments are frequently made through discretionary or ad-hoc solutions, and a considerable share of senior posts remain unassigned or filled through non-competitive methods. Oversight mechanisms are compromised by temporary exceptions, and legal safeguards are not consistently implemented. Key informants point to systematic political interference, with SIGMA and EU recommendations for competitive, transparent and merit-based appointments repeatedly mentioned. Proposed improvements include activating the TMC training track, publishing scores, and limiting acting appointments.

How does Albania do in regional terms?

Sub-indicator 4: Merit based selection and protection of top managers from undue political influence (maximum score 22.5)

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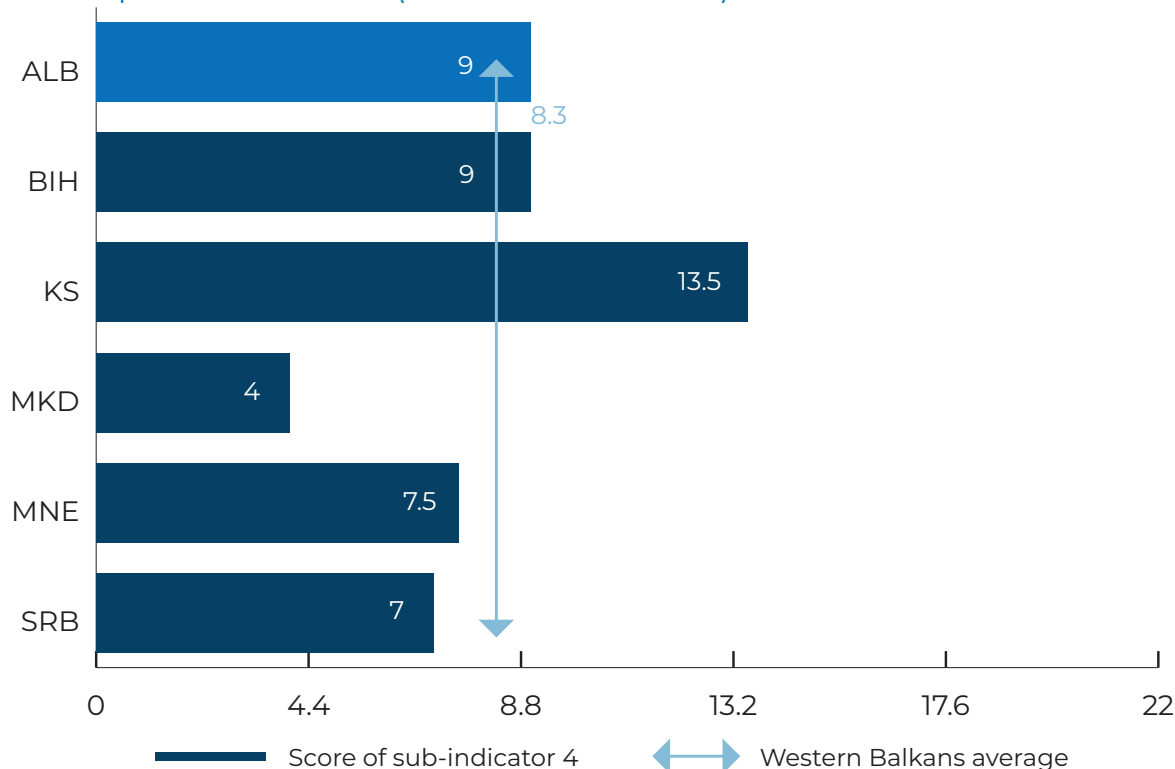
83 The current number of TMC members appointed in state administration institutions is 77, of whom 74 are in regular senior posts and 3 in middle management posts

II.5 Transparency and clarity of information on the civil service remuneration

Principle 11: Public servants are motivated, fairly and competitively paid and have good working conditions

Awarded points per elements in sub-indicator 5: Transparency and clarity of information on the civil service remuneration[84]

Indicator elements	Element type	Score
E 5.1 Regulations define a simply structured remuneration system	Legislation	1.5/1.5
E 5.2 Information on civil service remuneration system is available online	Practice in implementation	1/2
E 5.3 Citizen friendly explanations or presentations of the remuneration information exist	Practice in implementation	0/2
E 5.4 Key informants consider information on the civil service remuneration system as transparent and clear	Outcomes and impact	3.5/3.5
Total score for sub-indicator 5		**6/9**

Since the previous monitoring cycle (WeBER 2021/2022)[85], the remuneration framework is mainly unchanged: DCM 325/2023 [86] and related acts fix base pay and supplements, with no performance-related pay. The 2023-2024 wage reform raised salary levels and DoPA's 2024 report adds a brief snapshot, but vacancy notices still cite grades not amounts, and no gender-disaggregated pay data are published. Public communication remains fragmented across legal acts and long PDFs, with no consolidated, citizen-friendly guide or open datasets.

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84 The fifth sub-indicator focuses on the following SIGMA sub-principles:: The public administration offers a competitive package of financial and non-financial compensation: remuneration and benefits, development and career opportunities, job security, and a respectful and inclusive work environment, to attract, motivate and retain employees and teams with the required skills and competencies; The salary system is transparent to employees and the public, while ensuring a sufficient degree of protection of sensitive personal data.

85 National PAR Monitor 2021/2022 - Albania - WeBER 3.0

86 DCM 325 dated 31.05.2023 On the approval of the salary structure, salary levels, and other salary supplements for the Deputy Minister, cabinet officials, prefects, deputy prefects, civil servants, and employees in certain public administration institutionshttps://qbz.gov.al/preview/5f9b7273-1f26-451c-a6d0-68c2de05d-b6a/cons/20250818

Albania's civil-service remuneration framework is fully codified and numerically defined, with clear legal anchors and practical communication that remains incomplete for end-users. Albania's civil-service pay is now set by CoM Decision No. 325 of 31.5.2023 (updated through 31.7.2025), which repeals DCM 187/2017.[87] The structure is simple and unchanged: gross monthly pay consists of position pay ("salary by position") in Annex 1[88], a qualification supplement in Annex 2[89], seniority calculated at 0.6%/0.8%/1.0% on the position pay, plus two case-by-case allowances for "work conditions" and for "difficult/harmful conditions". Annex 1 also provides the national grid with single values per class and category while Annex 2 fixes the qualification amounts at 14 000 /12 000 /10 000 ALL. Annex 3 lists institution and position specific "work-conditions" allowances. Seniority rules also define excluded periods for its calculation (e.g., voluntary insurance, self-employment, compulsory military service, higher education, unemployment benefit). For IT/TIK structures, overlapping allowances are mutually exclusive and require prior DoPA approval for concrete positions.[90] No performance-related bonus scheme is introduced or applied by this Decision. The Decision enumerates the pay elements and seniority formula only. Overtime and special-hours compensation remain governed by separate rules outside the new updated DCM 568/2021.[91]

DoPA's 2024 annual report now offers citizens a short summary of remuneration in the public administration, noting that the average gross civil service salary climbed to €900 following the two-year wage increase program and illustrating the trend since 2013.[92]

The full legal pay grid, with specific lek amounts for every grade and allowance, remains available through Council of Ministers Decision No.325/2023. However, routine vacancy announcements still quote only the salary grade, not the monetary figure, and the administration has yet to publish gender-disaggregated pay statistics or a formal gender-pay-gap analysis.

The same DoPA 2024 report publishes only a partially, reform-focused snapshot of pay developments. It dedicates a page to colorful bar-charts that highlight wage increases since 2013 for also different positions and announce that the average civil-service salary[93], but the graphic is deep inside an 80-page PDF and does not explain the underlying pay-grid, supplements or calculation method

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87 Decision no. 187, dated 8 March 2017 On the approval of the structure and salary levels of civil servants/ employees, deputy ministers, and cabinet staff in certain public administration institutions, https://www.qbz.gov.al/preview/81ebc771-7a23-45ef-85c5-bebf22f90df1/cons/20230206

88 DCM 325 dated 31.05.2023, Annex 1

89 Ibid., Annex 2

90 Ibid., Annex 3

91 Decision No. 568, dated 6 October 2021 On the Approval of the Rules for Working Time and Leave, Over-time Hours and Their Compensation in State Administration Institutions, Independent Institutions, and Local Self-Government Units, https://www.qbz.gov.al/preview/2d9b1da2-e466-41bb-a0c2-9d6982d11905/cons/20241212

92 The DoPA Annual Report 2024, Chapter IV (3), pp 55-58, https://www.konsultimipublik.al/konsultime/16

93 Ibid., p.58

in a citizen-friendly way[94]as they do in the first part.

The civil service remuneration system is seen as structurally clear but practically a bit difficult to navigate according to the non-state actors interviewed on the topic. The base salary grid is published and updated through Council of Ministers' decisions, but allowances and bonuses are divided across documents, with no integrated source. There is no automatic cost of living adjustment mechanism, making changes subject to political discretion. Generally, HRMIS and job notifications provide basic grade information, but there is a lack of a comprehensive, user-friendly guide for current or prospective employees. Suggestions include publishing a consolidated, visual remuneration guide and including full pay details into institutional transparency programs. Overall, in the opinion of the key informant's civil service remuneration system is transparent and sufficiently clear in form but its functionality remains obscure to the broader public.

How does Albania do in regional terms?

Sub-indicator 5: Transparency and clarity of information on the civil service remuneration (maximum score 9)

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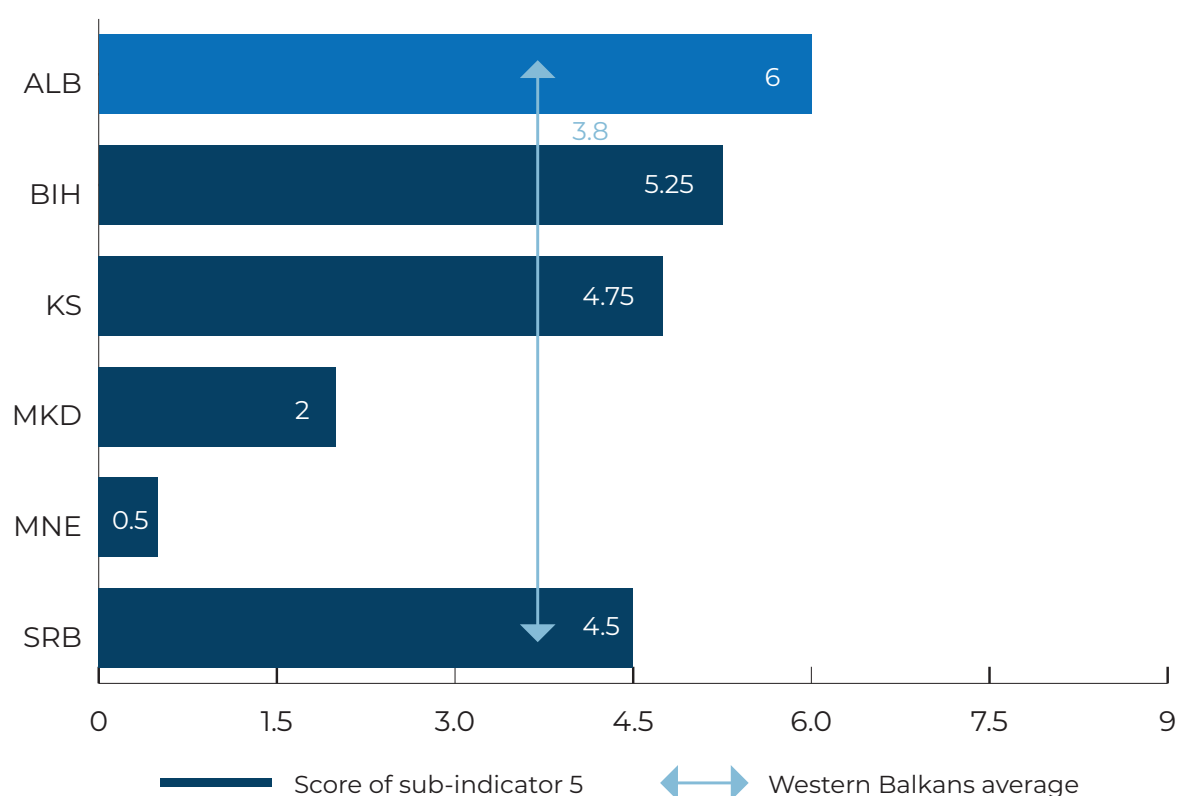
94 Citizen-friendly presentations require no stand-alone web page, interactive tool, or plain language explainer that a citizen could find with a few clicks

Overall scores comparison in the Public Service and Human Resource Management area

Indicator: Transparency, openness and meritocracy of civil service and human resource management
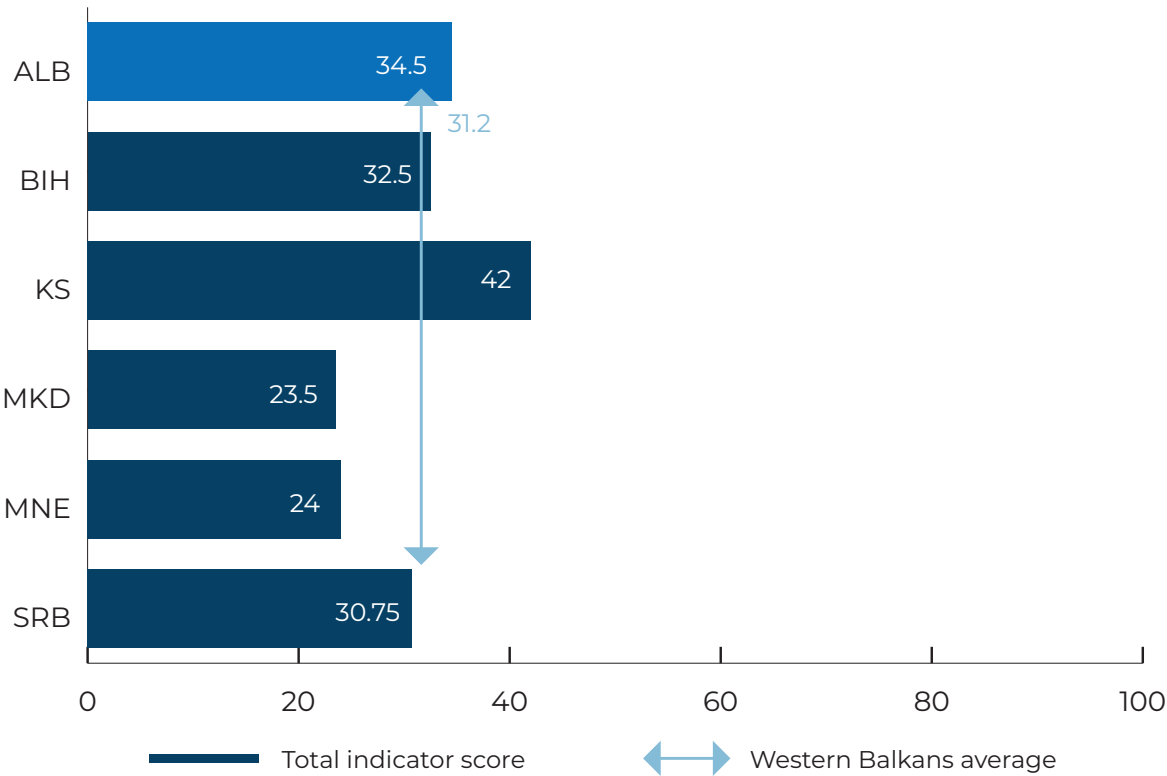
Regional overview report for Public Service and Human Resource Management area, with results for all WB administrations is available at: www.par-monitor.org

II.6 Recommendations for the Public Service and Human Resource Management

II.6.1 Tracking recommendations from PAR Monitor 2021/2022

Recommendations	Type (short term/ medium term/long term)[95]	Status	Explanation
DoPA should publish statistical data not only on the civil service but also the rest of the state administration. These data would provide a comprehensive picture of the public service at the central government level, and would include the number of employees per institution or type of institution and per rank/function in the state administration. Although key data may be published in DoPA's annual reports, detailed data may be published in open data format databases.	Short-term	No action taken	This recommendation remains unfulfilled since there are no basic stats by institution/category given, no workforce demographics, no open datasets (PDFs only) and independent/local bodies missing.

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95 Recommendations for which the assessed time for implementation is up to one year are labelled as short-term. Medium-term recommendations should be implementable within a period of one to three years. Long-term recommendations require more than three years to be implemented.

Recommendations	Type (short term/ medium term/long term)[95]	Status	Explanation
In addition to the statistics provided on the civil service such as recruitment, disciplinary measures, and training, DoPA's annual reporting on civil service policy should include more substantive analysis on the performance of the civil service in the state administration. Performance analysis would be focused not merely on providing relevant statistics on recruitment, training, and turnover rates – for example – but it would assess their impact on the functionality, professionalism, and quality of the civil service	Medium-term	Partially implemented	This recommendation is partially fulfilled since the 2024 report adds structured tables and some narrative, but no impact/KPI analysis of recruitment/ training/turnover on performance.
DoPA should publish notifications when public competitions are annulled and a clear contact point should be provided to submit complaints and clarifications.	Short-term	Partially implemented	This recommendation is partially fulfilled since annulments are posted, but reasons are generic and there is no standard rationale or clear contact/Q&A channel.

Recommendations	Type (short term/ medium term/long term)[95]	Status	Explanation
Access to senior civil service does not give due regard to policy expertise, i.e. expertise in the specific policy area for which the institution is responsible. The Albanian government should consider reviewing the current recruitment criteria for senior civil service, so that senior civil servant candidates have the necessary policy experience for the institution to which they are applying.	Medium-term	No action taken	This recommendation is not fulfilled since no such legal amendments were made to Law 152/2013 or DCM 118/2014.
To ensure transparency of senior civil service competitions, in addition to the identity and score of successful candidates, the final competition results should include the identity and score of candidates who have received at least 70 points, even if they have not been appointed as members of TMC.	Short-term	No action taken	This recommendation is not fulfilled due to privacy reasons cited by DoPA. Also, the portal does not publish full score breakdowns/ ranked lists beyond winner's name.

Recommendations	Type (short term/ medium term/long term)[95]	Status	Explanation
Clear and standardized legal criteria must be established to ensure that temporary engagements for tasks similar to those of the civil service are merit-based, cost-effective, and improve institutional performance.	Medium-term	No action taken	This recommendation is not fulfilled since the legislation in place still allows direct hiring without publication/ competition with uneven practice and no central reporting.
Temporary assignments in the senior civil service must be legally limited to an appropriate duration that does not adversely affect institutional effectiveness.	Long-term	No action taken	This recommendation is not fulfilled since the legislation in place still lacks explicit duration ceiling therefore the gap remains unchanged.
The legal framework for civil service integrity must include clear provisions that thoroughly regulate secondary employment and prevent" revolving door" situations.	Long-term	No action taken	This recommendation remains unfulfilled since no such amendments have been identified in the current evidence. The integrity section in DoPA report lists declarations but not new revolving-door rules.

Recommendations	Type (short term/ medium term/long term)[95]	Status	Explanation
The whistleblower legal and institutional framework must be reviewed to ensure that civil servants are encouraged to publicly condemn corrupt officials and institutional processes, and feel safe in doing so.	Medium-term	No action taken	This recommendation is not covered by the new PSHRM methodology and also no new legal or institutional measures surfaced in the evidence set during the new monitoring window.

II.6.2 Recommendations from the 2024/2025 Monitor report

Recommendations from the monitoring cycle 2024/2025 for the Public Service and Human Resource Management area are listed below. The recommendations are grouped into three types, according to the estimated time needed for their implementation. Recommendations for which the assessed time for implementation is up to one year are labelled as short-term. Medium-term recommendations should be implementable within a period of one to three years. Long-term recommendations require more than three years to be implemented.

Short-term recommendations

1. DoPA should publish comprehensive civil-service statistics and open datasets in standard formats (CSV/JSON), including detailed data on staff numbers by institution and category, gender, age, education, hires, exits, turnover, recruitment, training, and disciplinary actions. [carry-over from last reporting cycle]

2. Vacancy announcements should clearly indicate monetary salary amounts rather than just salary grades, and DoPA should publish gender-disaggregated salary data along with a gender pay-gap analysis.

3. Annulments of public competitions should include clear and standardized reasons, and DoPA should establish and visibly communicate contact points for complaints and clarifications. [carry-over from last reporting cycle]

4. Vacancy notices should be simplified and visually appealing, and recruitment portals should include an FAQ section along with a formal Q&A channel for candidate support.

Medium-term recommendations

5. The Council of Ministers and DoPA should ensure the practical implementations of the set by law mandatory multi-channel advertising of vacancies and publish full candidate rankings including scores and selection rationales. [carry-over from last reporting cycle]

6. The Council of Ministers and DoPA should simplify the initial application process by limiting required documentation to three core items, clearly define candidates' rights and timelines for rectifying missing documents, and establish formal rights for candidates to request clarifications during open calls.

7. Contracted-staff hiring under DCM 109/2019 should be revised to mandate public vacancy announcements, transparent competitive procedures, publication of selection results, annual centralized reporting, and clearly limited exceptions. [carry-over from last reporting cycle]

8. DoPA and NAIS should improve the functionality of HRMIS and ensure consistent use by all central institutions under DoPA's authority.

9. DoPA should enhance transparency and competitiveness in Top Management Corps procedures by publishing anonymized candidate score distributions and lists of candidates scoring at least 70 points, placing greater emphasis on policy-area expertise in candidate selection, and actively encouraging a higher applicant to vacancy ratio. [carry-over from last reporting cycle]

Long-term recommendations

10. The Council of Ministers and DoPA should introduce statutory numerical limits and explicit duration caps for temporary civil-service and acting appointments. [carry-over from last reporting cycle]

METHODOLOGY APPENDIX

For producing this report for Albania, the following research methods and tools were used for data collection and calculation of elements:

- Analysis of official documentation, data, and official websites
- Requests for free access to information
- Interviews with stakeholders and key informants
- Public perception survey.

Monitoring heavily relied on the analysis of official documents publicly available on the websites of administration bodies and on the data and information contained therein. However, in cases where the data was not available, researchers sent requests for free access to information to relevant institutions in order to obtain information necessary for awarding points for the elements.

Table 7. FOI requests sent in Albania

Institution	Date of request	Date of reply to the request
Department of Public Administration	02.06.2025	17.06.2025
Ministry of Internal Affairs	02.06.2025	16.07.2025
Ministry of Health and Social Care	02.06.2025	12.06.2025
Ministry of Finance	02.06.2025	No reply
Ministry of Justice	15.09.2025	30.09.2025
Ministry of Agriculture and Rural Development	15.09.2025	01.10.2025

Interviews with key informants were conducted and used as a base for point allocation for elements 1.8, 2.5, 3.11, 4.10 and 5.4. Additionally, they were used to collect qualitative, focused, and in-depth inputs on monitored phenomena. Interviews with other stakeholders (such as representatives of public administration bodies) were additionally used in the research to complement and verify otherwise collected data and findings. Selection of interviewees was based on purposive, non-probability sampling, targeting interlocutors based on their expertise on the topic.

Key informant interviews were comprised of a set of up to four questions where the participants expressed their agreement on a four-point scale: fully disagree, tend to disagree, tend to agree and fully agree. Points under elements 1.8, 2.5, 3.11, 4.10 and 5.4 were allocated if all key informants stated that they tend to agree/fully agree with the statement. Additionally, a set of open-ended questions was used, allowing for a discussion with interviewees and on-the-spot sub-questions rather than strictly following a predetermined format. Interviewees were given full anonymity in terms of personal information and institutional/ organisational affiliation.

Table 8. Interviews conducted in Albania

Date	Interviewees
03.06.2025	Researcher/ CSO Expert
25.06.2025	PAR Expert/ Academia
25.06.2025	Researcher/ CSO Expert

List of interview questions

- **Element 1.8**

The following questions are used for point allocation for the element 1.8. Point allocation is determined based on fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

1. To what extent do you agree with the following statement: **Publicly available reports and statistics on civil service are transparent.**
   a. fully disagree
   b. tend to disagree
   c. tend to agree
   d. fully agree

2. To what extent do you agree with the following statement: **Publicly available reports and statistics on civil service are comprehensive enough.**
   a. fully disagree
   b. tend to disagree
   c. tend to agree
   d. fully agree

Additional guiding questions (not used for point allocation, but relevant for providing qualitative insight necessary for the assessment):

1. How would you assess the quality and reliability of data published in official civil service reports?
2. Can citizens, the media, and civil society easily find and understand these reports?
3. Do the reports and statistics cover all relevant aspects of the civil service (such as recruitment, promotion, and staff turnover)?
4. Are there any critical data points missing from publicly available civil service reports? If so, which ones?
5. To what extent are the published data used to improve human resource management policies in the public administration?
6. How would you assess the usability and structure of the reports – are the data clearly presented and tailored to different audiences?
7. Is there room for improvement in the comprehensiveness and level of detail in these reports? If so, how?

- **Element 2.5**

The following questions are used for point allocation for the element 2.5. Point allocation is determined based fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

1. To what extent do you agree with the following statement: **Use of temporary hiring in civil service, such as fixed-term employment of civil servants, and hiring of contracted staff, is transparent.**

   a. fully disagree
   b. tend to disagree
   c. tend to agree
   d. fully agree

2. To what extent do you agree with the following statement: **Use of temporary hiring in civil service is, in practice, limited.**

   a. fully disagree
   b. tend to disagree
   c. tend to agree
   d. fully agree

3. To what extent do you agree with the following statement: **Use of temporary hiring in civil service is purposeful.**

   a. fully disagree
   b. tend to disagree
   c. tend to agree
   d. fully agree

Additional guiding questions (not used for point allocation, but relevant for providing qualitative insight necessary for the assessment):

1. In your opinion, is there sufficient publicly available information about temporary hiring in civil service?

2. Are there clear criteria and procedures for hiring temporary civil servants and contracted staff?

3. Do you think the selection process for temporary positions is adequately documented and communicated to the public?

4. In your opinion, what are the most common problems with using temporary hiring in civil service?

5. In your opinion, how frequently are fixed-term and contracted

positions used compared to permanent employment? Are temporary positions primarily used to address short-term needs, or are temporary engagements sometimes becoming permanent roles instead?

6. Are there cases where temporary hiring is used beyond its intended scope?

7. What measures, if any, are in place to prevent excessive reliance on temporary staff in public administration?

- **Element 3.11**

The following questions are used for point allocation for the element 2.5. Point allocation is determined based on fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

1. To what extent do you agree with the following statement: **Process of recruitment into civil service is based on merit.**

   a. fully disagree
   b. tend to disagree
   c. tend to agree
   d. fully agree

2. To what extent do you agree with the following statement: **Process of recruitment into civil service is transparent.**

   a. fully disagree
   b. tend to disagree
   c. tend to agree
   d. fully agree

Additional guiding questions (not used for point allocation, but relevant for providing qualitative insight necessary for the assessment):

1. Do you think the merit-based recruitment process in civil service is consistently applied in practice?

2. Do you consider the mechanisms in place to ensure that recruitment decisions are based on merit to be adequate and of sufficient quality?

3. Are there any factors that undermine merit-based recruitment in civil service?

4. How transparent are the selection criteria and procedures for civil service recruitment?

5. Do you consider that candidates have access to clear and detailed information about job openings and selection processes?

6. What challenges exist in making civil service recruitment fully transparent and merit-based?

7. How effective are appeal mechanisms for candidates who believe the recruitment process was unfair?

8. What improvements could be made to enhance both transparency and meritocracy in civil service recruitment?

- **Element 4.10**

The following questions are used for point allocation for the element 2.5. Point allocation is determined based on fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

1. To what extent do you agree with the following statement: **Top managers (senior civil servants) are selected and appointed based on merit.**
   a. fully disagree
   b. tend to disagree
   c. tend to agree
   d. fully agree

2. To what extent do you agree with the following statement: **Top managers (senior civil servants) are sufficiently protected from undue political influences.**
   a. fully disagree
   b. tend to disagree
   c. tend to agree
   d. fully agree

Additional guiding questions (not used for point allocation, but relevant for providing qualitative insight necessary for the assessment):

1. How do you assess the process of selecting and appointing top managers in civil service?

2. Do you believe that the selection of senior civil servants is consistently based on merit rather than political considerations? How could the selection and appointment process for top managers be improved to ensure greater merit-based decision-making?

3. What safeguards are in place to ensure that top managers in civil service are selected based on their qualifications and experience?

4. In your opinion, is the current system for appointing senior civil servants transparent and fair?

5. In your opinion, how would you assess mechanisms for protection of top managers from undesirable political interference, if any?

- **Element 5.4**

The following questions are used for point allocation for the element 2.5. Point allocation is determined based on fully agree/tend to agree responses. For each question where all key informants fully agree/tend to agree with the statement, 1 point is allocated.

1. To what extent do you agree with the following statement: **Civil service remuneration (salary) system is transparent.**

   a. fully disagree
   b. tend to disagree
   c. tend to agree
   d. fully agree

2. To what extent do you agree with the following statement: **Civil service remuneration system (salary) is sufficiently clear.**

   a. fully disagree
   b. tend to disagree
   c. tend to agree
   d. fully agree

Additional guiding questions (not used for point allocation, but relevant for providing qualitative insight necessary for the assessment):

1. How would you assess the transparency of the civil service remuneration system?

2. Do you consider the current salary system in civil service to be clear? Are the criteria for determining salaries and bonuses in civil service publicly available and easily accessible?

3. How do you evaluate the fairness of the civil service salary structure in relation to the duties and responsibilities of different positions?

4. In your opinion, is the civil service remuneration system regularly updated to reflect changes in the cost of living or other economic factors?

5. Are there mechanisms in place to ensure that the salary system remains equitable across different levels of civil service?

6. How is the transparency of the civil service remuneration system communicated to both current employees and potential candidates?

7. Do you think that the public is adequately informed about how civil service remuneration is structured and allocated?

8. What improvements, if any, would you suggest to make the civil service remuneration system more transparent and clearer for all stakeholders?

The public perception survey is based on a questionnaire targeting the general public (18+ permanent residents) of Albania. The survey was conducted through computer-assisted telephone interviewing (CATI) in combination with computer-assisted web interviewing (CAWI).

The survey was conducted between 11th and 18th of February 2025. The margin of error for the sample of 1026 citizens is ±3,49 %, at the 95% confidence level.

Table 9: public perception survey questions in the area of Public Service and Human Resource Management

Statement 2	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/ No opinion
Public servants are recruited through public competitions based on merit (i.e. best candidates are enabled to get the jobs).	1	2	3	4	99
Statement 3	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/ No opinion
One needs personal connections to get a job in the public administration in my country (i.e., family ties, kinship, friendship and similar)	1	2	3	4	99

Statement 4	Strongly disagree	Disagree	Agree	Strongly agree	Don't know/ No opinion
One needs political connections to get a job in the public administration (i.e., membership in political party/ organisation, personal ties with political parties)	1	2	3	4	99

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