



PEOPLE'S ADVOCATE



2025 ACTIVITY REPORT

Summary

**Bucharest
2026**

Foreword

*Mr Sorin-Mihai Grindeanu, President of the Chamber of Deputies,
Mr Mircea Abrudean, President of the Senate,
Honourable Members of the Chamber of Deputies and the Senate,*

The year 2025 was marked by an increase in the number of complaints submitted to the People's Advocate, and three main reasons can be identified. First, this reflects the growing confidence of those who seek our assistance in the People's Advocate's commitment to resolving the problems they encounter in their dealings with the local or central public administration. It should once again be emphasised that the People's Advocate has jurisdiction only in cases involving violations of individuals' rights by the public administration. A second reason was the dissatisfaction caused by the annulment of the December 2024 elections. Our institution received a large number of complaints and sought to explain to those who contacted us, both through individual and collective replies, that in a state governed by the rule of law public authorities have clearly defined powers, and that the law prohibits the People's Advocate from substituting for other authorities. In electoral matters, other public institutions are vested by law with the powers to supervise the process and take decisions. However, as complaints on this issue continued to be received throughout the year, we believe that people's dissatisfaction led them to turn wherever they hoped to obtain redress. Finally, a third reason for the increase in the number of complaints was related to the austerity measures adopted by the Government and Parliament. Although, in the meantime, the Constitutional Court delivered several decisions on these measures, finding them to be constitutional and within the margin of appreciation enjoyed by governments in determining economic, social and fiscal policies, people's concern about the consequences of these measures led them to repeatedly turn to the People's Advocate, requesting the institution's intervention.

It should be noted that the People's Advocate Institution has also been seriously affected by the austerity measures adopted in recent times. The budget allocated to the institution has been progressively reduced, while Government Emergency Ordinance No. 156/2024 has had a severe impact on our staffing. We are now in a situation where Territorial Offices and Regional Centres of the People's Advocate Institution, which are required by law to operate, can no longer do so because we no longer have sufficient staff, following the retirement of a number of counsellors and the impossibility of organising recruitment competitions to replace them. The measures adopted within the institution to ensure the continuity of its activities have reached their limits, and for months we have effectively been operating under emergency conditions. The situation regarding the institution's premises is equally difficult, both at headquarters and in the territorial structures, despite the law clearly providing that the competent authorities are required to make available suitable premises for the People's Advocate Institution to carry out its activities. All these circumstances are deeply regrettable, particularly given that the People's Advocate Institution is a constitutional institution, and that the obligation of public authorities to provide the People's Advocate with the support necessary for the exercise of its powers is expressly laid down in the Constitution.

Despite these major shortcomings, the People's Advocate Institution continued to fulfil the mandate entrusted to it by the Constitution and, above all, to serve as the voice of those who have no voice, defending their rights in their relations with the local and central public administration. As always, the People's Advocate acted in strict compliance with the powers conferred by law, serving as a mediator without substituting for other public authorities vested with decision-making and sanctioning powers. It is worth emphasising once again that, compared with similar institutions around the world, the People's Advocate of Romania has

one of the broadest mandates. We receive and handle complaints, initiate several thousand own-initiative investigations each year concerning both individual and systemic cases, hold hearings in every county of the country, have the power to refer exceptions and objections of unconstitutionality to the Constitutional Court, may refer appeals in the interest of the law to the High Court of Cassation and Justice, and may, under certain conditions, bring actions before the administrative courts.

In this context, it should be noted that in 2025 the number of own-initiative investigations also increased, both in relation to individual and systemic cases, while the institution prepared four Special Reports on matters of the highest public interest. We also note that the strategic litigation programme launched in 2023 continued successfully, with the People's Advocate bringing 25 such actions before the courts under the Law on Administrative Litigation, the vast majority concerning the rights of persons with disabilities. During the past year, the courts also delivered judgments in other actions initiated previously, ruling in favour of the individuals whose rights and interests we defended. The institution's relations and cooperation with civil society continued to expand and intensify, both with the academic community and through our involvement in the implementation of the Anti-SLAPP Directive and the execution of the judgments of the European Court of Human Rights, in close cooperation with the ACCEPT Association.

This Report presents only a small part of our institution's activities. It also highlights the positive outcomes of our work, namely that we succeeded in helping many thousands of people, the constructive cooperation established with a number of public institutions, as well as the obstacles that we ourselves frequently have to overcome in our relations with public authorities. Once again, we wish to emphasise that the activities of the People's Advocate Institution, however diverse they may be, are carried out solely in the service of the people. Consequently, any attempt to associate the institution with the political class is liable to hinder the People's Advocate's mission and, ultimately, to undermine the interests of the citizens who rely on the support of our institution.

***Ombudsperson,
Renate WEBER***

Bucharest, January 2026

THE PEOPLE'S ADVOCATE INSTITUTION

Department for human rights, equal opportunities between men and women, religious cults and national minorities

Department for rights of family, youth, pensioners, people with disabilities

Department for defense, protection, and promotion of children's rights

Department for army, judiciary, police, penitentiaries

Department for property, labor, social protection, taxes, and duties

Department for the prevention of torture and other cruel, inhuman or degrading treatment or punishment in places of detention (National Preventive Mechanism): Bucharest Zonal Center, Alba Zonal Center, Bacău Zonal Center, Craiova Zonal Center

Territorial offices:
Alba-Iulia, Bacău, Braşov, Cluj-Napoca, Constanţa, Craiova, Galaţi, Iaşi, Oradea, Piteşti, Ploieşti, Slobozia, Suceava, Târgu-Mureş, Timişoara

Finance, Payroll and Human Resources Office,
Administrative Office

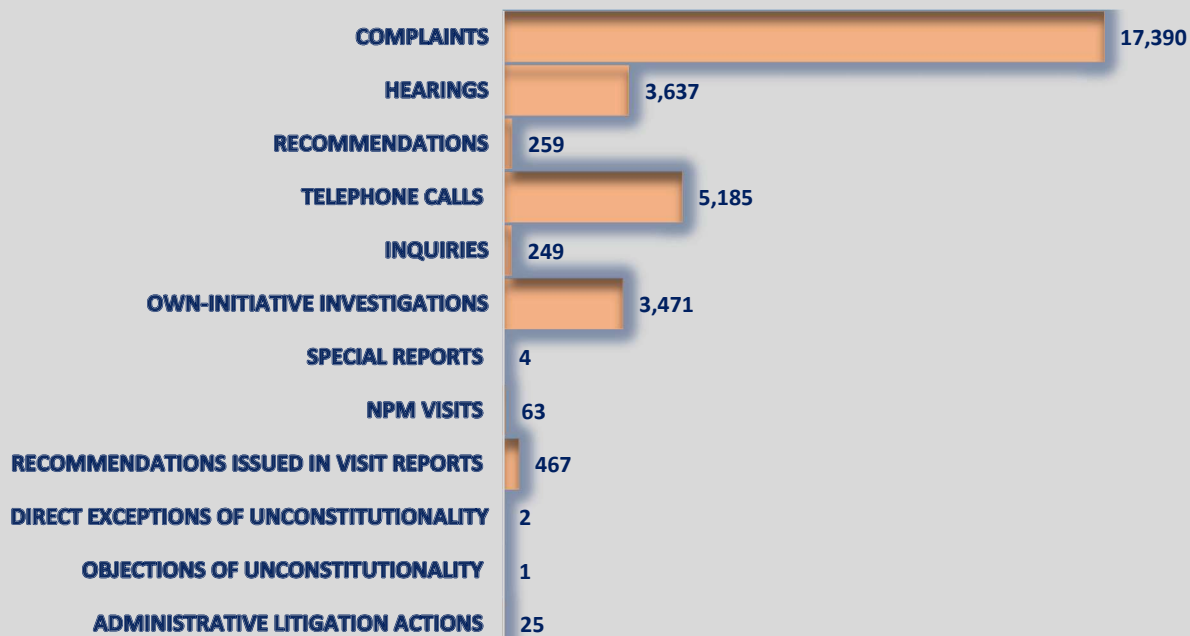
Internal Public Audit

Constitutional Litigation, Appeal in the Interest of the Law, Administrative and Legal Litigation, Legal Affairs, External Relations, and Communication Service:

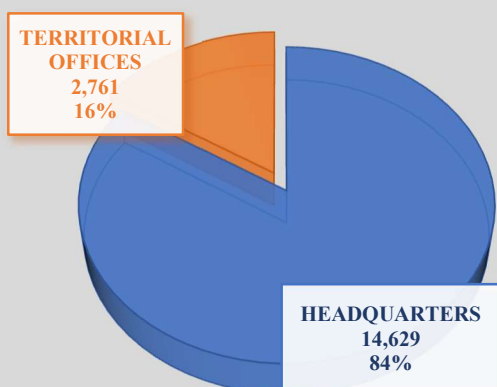
- the Constitutional Litigation and Appeal in the Interest of the Law Office;
- the Administrative and Legal Litigation Office;
- the Legal Affairs, External Relations, and Communication Office.

VOLUME OF ACTIVITY

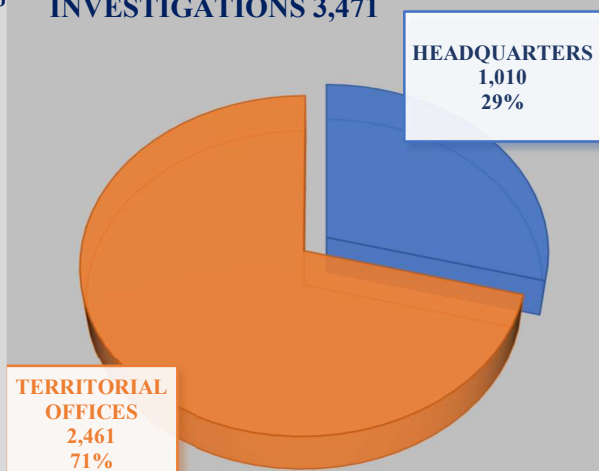
VOLUME OF ACTIVITY



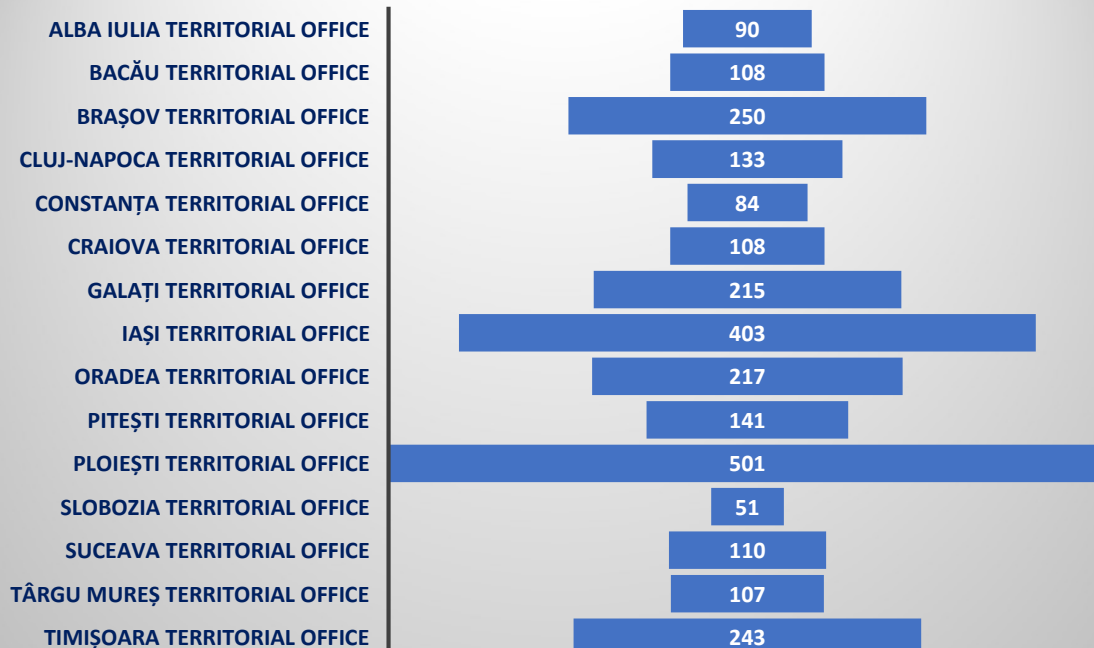
TOTAL COMPLAINTS 17,390



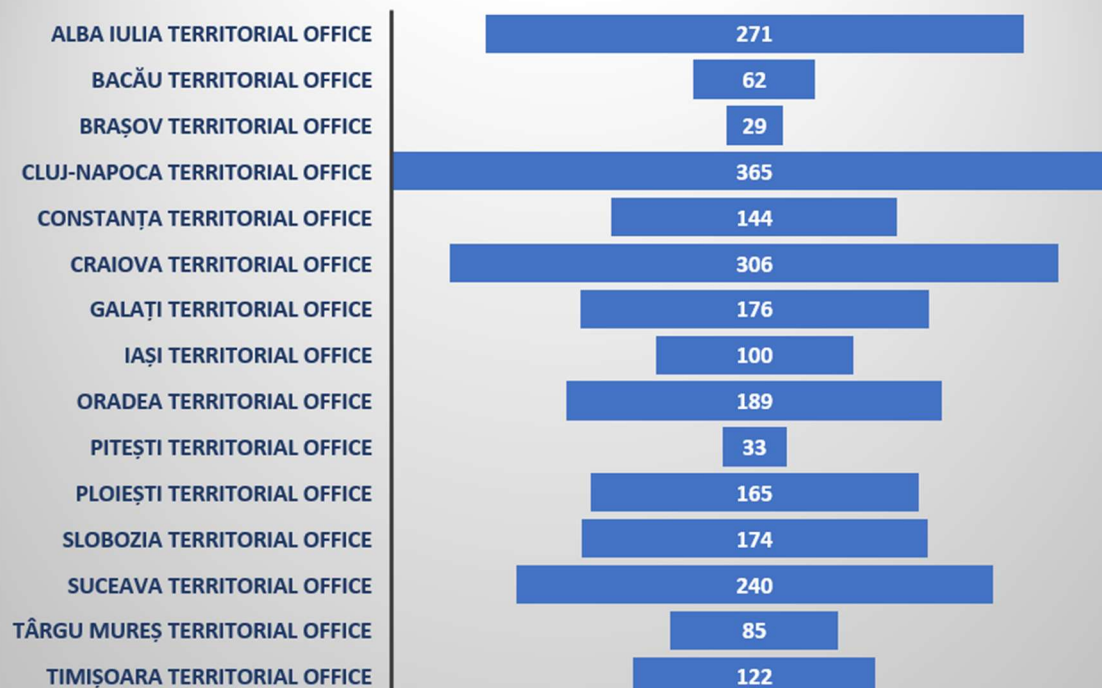
TOTAL OWN-INITIATIVE INVESTIGATIONS 3,471



COMPLAINTS – TERRITORIAL OFFICES - 2,761

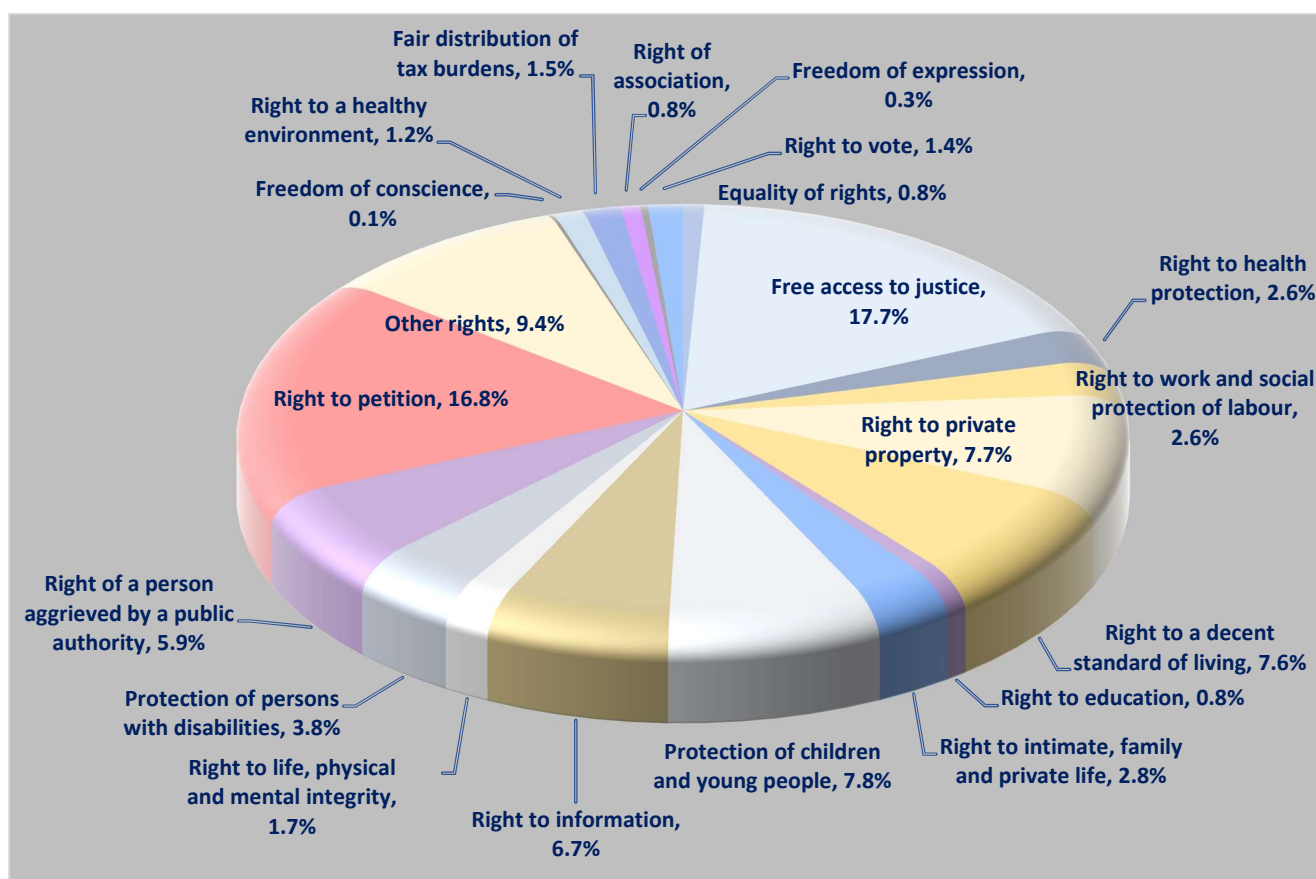
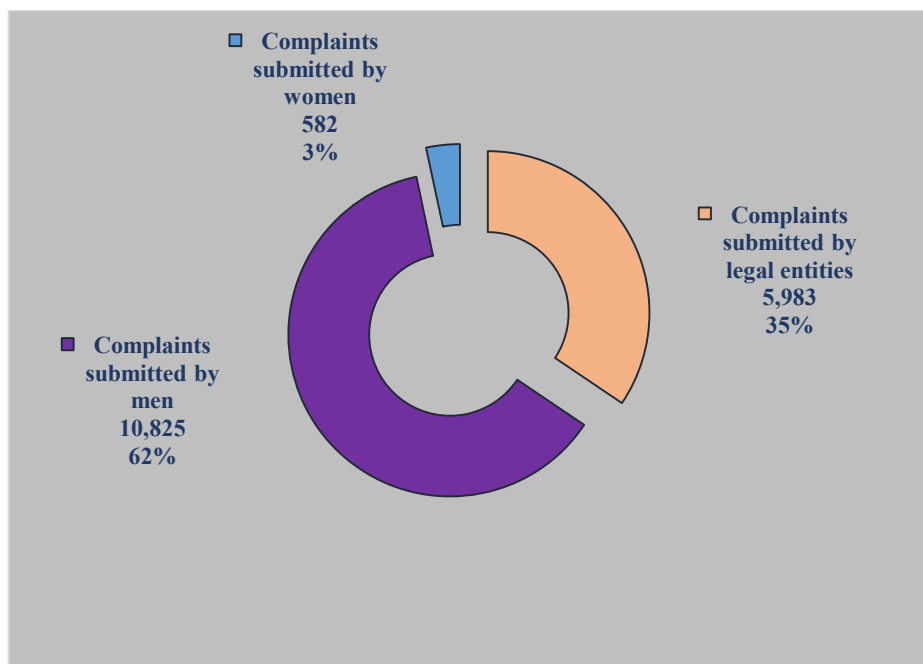


OWN-INITIATIVE INVESTIGATIONS – TERRITORIAL OFFICES - 2,461



No.	Constitutional rights	Number of Complaints
1.	Citizenship (Article 5)	6
2.	Equality before the Law (Article 16)	145
3.	Foreign Nationals and Stateless Persons (Article 18)	37
4.	Right of Asylum, Extradition and Expulsion (Article 19)	1
5.	Free Access to Justice (Article 21)	3073
6.	Right to Life and to Physical and Mental Integrity (Article 22)	296
7.	Individual Liberty (Article 23)	1
8.	Right of Defence (Article 24)	8
9.	Freedom of Movement (Article 25)	18
10.	Right to Private and Family Life (Article 26)	495
11.	Inviolability of the Home (Article 27)	1
12.	Secrecy of Correspondence (Article 28)	2
13.	Freedom of Conscience (Article 29)	26
14.	Freedom of Expression (Article 30)	51
15.	Right to Information (Article 31)	1160
16.	Right to Education (Article 32)	138
17.	Right of Access to Culture (Article 33)	7
18.	Right to Health Care (Article 34)	451
19.	Right to a Healthy Environment (Article 35)	202
20.	Right to Vote (Article 36)	237
21.	Right to be Elected (Article 37)	5
22.	Freedom of Assembly (Article 39)	4
23.	Freedom of Association (Article 40)	135
24.	Right to Work and Social Protection of Labour (Article 41)	456
25.	Right to Strike (Article 43)	1
26.	Right to Private Property (Article 44)	1345
27.	Economic Freedom (Article 45)	8
28.	Right of Inheritance (Article 46)	8
29.	Right to a Decent Standard of Living (Article 47)	1329
30.	Family and the Right to Marry (Article 48)	7
31.	Protection of Children and Young People (Article 49)	1353
32.	Protection of Persons with Disabilities (Article 50)	677
33.	Right to Petition (Article 51)	2917
34.	Right of a Person Aggrieved by a Public Authority (Article 52)	1025
35.	Restriction of the Exercise of Certain Rights or Freedoms (Article 53)	22
36.	Fair Distribution of Tax Burdens (Article 56)	255
37.	Right to a Fair Trial (Article 6 of the European Convention on Human Rights)	10
38.	Other Rights	1478
	TOTAL GENERAL:	17390

In addition to the total of **17,390 complaints**, the People's Advocate Institution received **81 requests submitted under Law No. 544/2001** on Free Access to Information of Public Interest, as subsequently amended and supplemented.



CHAPTER I

DEFENCE, PROTECTION AND PROMOTION OF THE RIGHTS OF THE CHILD

In 2025, the **Defence, Protection and Promotion of the Rights of the Child Department** recorded a total of **1,374 complaints, 2,063 own-initiative investigations, 49 investigations, 79 recommendations, and 190 participations** in debates, conferences and symposia focusing on the promotion and protection of children's rights.

Of these, 1,130 complaints and 562 own-initiative investigations were registered at headquarters, 12 investigations were carried out, 15 recommendations were issued, and representatives of the Department participated in 51 debates, conferences and symposia focusing on the promotion and protection of children's rights. At the level of the Territorial Offices, 244 complaints and 1,501 own-initiative investigations were registered, 37 investigations were carried out, 64 recommendations were issued, representatives participated in 139 debates, conferences and symposia focusing on the promotion and protection of children's rights, 174 hearings were held, and 481 dispatch service calls concerning possible violations of children's rights were received.

In addition, **67 awareness-raising activities** were carried out with the aim of presenting the responsibilities of the Ombudsman for Children, as well as other topics relating to the protection and promotion of children's rights.

We also note that the continuous **professional development** of staff remained a priority throughout the year. In this regard, staff participated in the following activities:

- Professional training course, *Applying a Child Rights-Based Approach in the Activities of the Ombudsman for Children*, 19-21 March 2025, Bucharest, organised by the People's Advocate Institution and UNICEF Romania.
- Professional training course on *Domestic Violence*, organised by the Family, Youth, Pensioners and Persons with Disabilities Rights Department, 16 July 2025.
- Professional training courses organised by the APSAP Training Centre:
 - Updates on Personal Data Protection. Duties and Responsibilities in the Public Sector, Administrative Code and Related Legislation, European Funds, Communication, April 2025;
 - Artificial Intelligence, European Administration, Enforcement Proceedings, Communication, Digital Skills, October-November 2025;
 - European Funds, December 2025.

In addition, the Defence, Protection and Promotion of the Rights of the Child Department organised eight webinars on topics relating to the protection and promotion of children's rights.

Representatives of the Defence, Protection and Promotion of the Rights of the Child Department are also members of several **working groups and committees**:

1. The Working Group established within the National Agency for Equal Opportunities for the amendment of Law No. 217/2003 on Preventing and Combating Domestic Violence and of Order No. 146/2018 of the Ministry of Internal Affairs on the procedures for police intervention in cases of domestic violence.
2. The Working Group on the Rights of Roma Women and Girls, coordinated by the National Agency for Equal Opportunities.
3. The Working Group on Combating School Segregation, coordinated by the Ministry of Education.
4. The Working Group on Data for Children (UNICEF Romania).
5. The Working Group "Release of All Prisoners and Deportees", established under the Peace Formula proposed by the President of Ukraine, International Coalition for the

Return of Ukrainian Children Illegally Deported and Forcibly Displaced by the Russian Federation, Bring Kids Back UA.

6. The National Coordination Committee of the Child Friendly Cities Initiative (UNICEF Romania).
7. The Steering Committee of the "Romania for Every Child" Project (UNICEF Romania).

Other **relevant activities** of the Defence, Protection and Promotion of the Rights of the Child Department:

♦ Participation of the Ombudsman for Children in the meetings of the Chamber of Deputies' Committee on Labour and Social Protection;

♦ Participation in the 2nd *Student Excellence Gala*, organised by the Senate Committee on Human Rights, Equal Opportunities, Religious Affairs and Minorities, in partnership with Nutribalance SRL (28 August 2025);

♦ Extension, through the signing of an addendum, of the Cooperation Protocol with the SOS Children's Villages Association, with the aim of strengthening the efforts of both parties to protect and promote children's rights;

♦ Participation in the national training *Addressing Gaps in Multidisciplinary Cooperation to Enhance the Protection of Victims' Rights*, organised by the Pro Refugiu Association, in partnership with the University of Bucharest (10-11 June 2025);

♦ Participation in the workshop *Increasing the Efficiency of Public Administration Activities through the Use of Artificial Intelligence Solutions*, organised by the National Institute of Administration (22 October 2025);

♦ Participation in the round table on the dissemination of the results of the *STARTSAFE! Collaborative Prevention for Students, Parents, and Teachers project*, organised by the Happy Minds Association (17 November 2025);

♦ Participation in the launch of the *project Strengthening Child Monitoring, Evaluation and Participation in Child-Related Policies in Romania*, developed for the benefit of the Ministry of Labour, Family, Youth and Social Solidarity, implemented through the European Commission's Technical Support Instrument and carried out by UNICEF (27 November 2025);

♦ Participation in the conference *Protecting the Best Interests of the Child: Between Reality and Aspiration*, organised by the Justice for Minors Association (5 December 2025);

♦ Participation in the event *The New Ombudsman Law: Necessary Amendments and Adoption Prospects*, organised by the Commissioner for Human Rights of the Verkhovna Rada of Ukraine and the ZMINA Human Rights Centre (17 December 2025);

♦ Participation in the meeting of the School Safety Structures, organised by the Romanian Police – Ministry of Internal Affairs – General Inspectorate of the Romanian Police – School Safety Directorate;

♦ Nationwide assessment of the measures taken by the competent authorities in response to the "Paracetamol Challenge" phenomenon on TikTok, as well as to the phenomenon of school refusal.

♦ **Participation in international conferences:**

- ENOC Annual Conference – *Protecting and Promoting Children's Right to Health* (17-18 September 2025);
- Webinar *Procedural Rights of Migrant and Refugee Children in Legal Proceedings*, organised by the International Commission of Jurists (7 October 2025);
- Conference *Russia's Brutal Aggression Against Ukraine: The War Through the Eyes of Witnesses*, organised by H.E. Ihor Prokopchuk, Ambassador Extraordinary and Plenipotentiary of Ukraine to Romania, in cooperation with H.E. Alfredo Durante

Mangoni, Ambassador Extraordinary and Plenipotentiary of Italy to Romania, and the Italian Cultural Institute in Bucharest (19 February 2025);

- International conference *Briefing and Content for Members of the International Coalition / Second Anniversary of the Issuance of the ICC Arrest Warrants*, organised by representatives of the International Coalition for the Return of Ukrainian Children Illegally Displaced and Deported by the Russian Federation (13 March 2025);
- International conference Peace Negotiations: *What Are the Prospects for Residents of Ukraine's Occupied Territories?*, organised by representatives of the Coalition of Organisations Protecting the Rights of Victims of the Armed Aggression against Ukraine, through the ZMINA Human Rights Centre (28 March 2025);
- International conference *Ukrainian Children and Youth under Occupation: What Can Be Done to Prevent Them from Becoming Russian Soldiers?*, organised by representatives of the Coalition of Organisations Protecting the Rights of Victims of the Armed Aggression against Ukraine, through the ZMINA Human Rights Centre (15 May 2025);
- Conference *Kidnapped by Russia's War: The Return of Ukrainian Children*, organised by the Romanian Diplomatic Institute, in partnership with the Embassy of Ukraine and the Embassy of Canada in Romania (28 May 2025);
- International webinar on litigation before the European Court of Human Rights – *Immigration Detention and Alternatives to the Detention of Children*, organised by the International Commission of Jurists (28 November 2025).

CHAPTER II

THE DEPARTMENT FOR THE PREVENTION OF TORTURE IN PLACES OF DETENTION - NPM

By ratifying the *Optional Protocol of 18 December 2002 to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT)*, **Romania** assumed the obligation to establish the National Preventive Mechanism against Torture in Places of Detention (NPM). Thus, in 2014, through Government Emergency Ordinance No. 48, it was established that the People's Advocate Institution, through the Department for the Prevention of Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment in Places of Detention, would perform the specific functions of the national preventive mechanism. The NPM exercises a **preventive mandate**, with the aim of identifying situations presenting a potential risk of ill-treatment and strengthening the protection of persons deprived of liberty against ill-treatment and ensuring the non-discriminatory exercise of fundamental rights.

The activity of the NPM consists mainly of: carrying out periodic visits, announced or unannounced (as is the case with most visits), to places of detention; issuing recommendations to the management of the places visited and to the hierarchically superior authorities; formulating proposals for legislative amendments; activities aimed at raising awareness of the NPM mandate and providing professional training to staff working in places of detention on the prohibition of torture and the prevention of ill-treatment; maintaining contact with the Subcommittee on Prevention of Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (SPT).

The NPM comprises: the Central Structure, which also includes the Bucharest Regional Centre, and the Territorial Structure, consisting of 3 regional centres: ● Alba Regional Centre; ● Bacău Regional Centre; ● Craiova Regional Centre.

For the performance of NPM activities, external collaborators are also co-opted, on the basis of service contracts, selected by the People's Advocate from among the proposals received from the Romanian College of Physicians, the Romanian College of Psychologists and the National College of Social Workers. Representatives of non-governmental organisations active in the field of human rights protection, selected by the People's Advocate, also participate in activities aimed at preventing torture.

Monitoring visits to places of detention

During 2025, the NPM carried out **63 visits** to places of detention (some of the visits being follow-up visits to verify the implementation of recommendations made in previous visit reports):

- Penitentiaries - 10 visits;
- Psychiatric hospitals - 7 visits;
- Centres for adults with disabilities - 13 visits;
- Residential units for children - 9 visits;
- Residential homes for older persons - 14 visits;
- Detention and Pre-Trial Arrest Centres - 8 visits;
- Centres for migrants - 3 visits.

Cooperation of the authorities with NPM teams during visits

In 2025, in the case of the majority of the units visited, there was very good cooperation between the management and staff and the NPM members, both during the visits and subsequently. The visiting teams were granted access to all the premises they wished to visit, and all the information and documents requested were provided.

However, there were also exceptions. For example, during the visit carried out to the Psychiatry Department of the "Dr. Constantin Andreoiu" Ploiești County Emergency Hospital, there was ongoing dialogue throughout the monitoring activity with the representatives and management of the psychiatry department, who understood the NPM mandate and the purpose of the visit. However, there were some shortcomings regarding cooperation with the hospital management, which was the only body able to provide certain information/documents, and these were provided only in part.

Another problem encountered by the NPM teams, including during awareness-raising and staff training activities carried out at units within the social assistance system, was the lack of knowledge of national and international legal provisions concerning the terms place of detention and deprivation of liberty, or of the NPM's competence to monitor residential units for adults with disabilities, minors and older persons.

Furthermore, given that, during the visit carried out to the Calafat-I Family-Type Home, Dolj County, access to the unit was permitted only after the head of the centre had been notified, as the employees feared possible negative consequences from the latter if they allowed the team access (subsequently, the visit was carried out under good conditions), the NPM reminds the management of places of detention that no person (a person deprived of liberty or a member of staff) may be held accountable for having cooperated with NPM teams.

► In the visit reports drawn up by the NPM in 2025, **467 recommendations** were made to the units monitored and the hierarchically superior authorities. **The vast majority of the recommendations were implemented.**

In the case of recommendations that remained unimplemented, the reasons given were mainly: the lack of the necessary funds, the legal framework suspending the filling, by competition or examination, of vacant positions in public institutions, or the entering into of legal commitments for the expenditure category "goods in the nature of inventory items".

In the case of recommendations in the process of being implemented, implementation deadlines were specified.

The NPM will monitor the implementation of the recommendations.

► Throughout 2025, **the NPM cooperated with the other departments and Territorial Offices of the People's Advocate Institution** by conducting joint inquiries and preparing responses to various entities.

In the context of the adoption by the Council of Europe of the Pact on Migration and Asylum (the Pact) and given that, through the National Implementation Plan for the Pact, the People's Advocate Institution was designated to establish the Independent Monitoring Mechanism for Fundamental Rights during screening and asylum procedures at the border, NPM members, together with members of the other departments/territorial offices, participated in a series of technical-level meetings and discussions alongside national and international institutions/organisations: the International Centre for Migration Policy Development; the Ministry of Internal Affairs; the General Inspectorate for Immigration; the General Inspectorate of the Border Police; non-governmental organisations (CNRR, JRS Romania and Terre des Hommes, etc.); the European Union Agency for Asylum; the European Council on Refugees and Exiles. Also in the context of the adoption of the Pact, NPM members participated, together with members of the Children's Ombudsman, in webinars on the procedural rights of migrant and refugee children in judicial proceedings, organised by the International Commission of Jurists.

Awareness-raising activities concerning the NPM's responsibilities, participation in national and international conferences and symposia, staff training, working groups

When determining its annual activities, the NPM takes into account the SPT recommendation to place emphasis not only on visits, but also on other preventive activities, such as awareness-raising activities (activities aimed at *raising awareness* regarding the prevention of torture) (CAT/OP/ROU/1).

► **In order to increase awareness of the prevention of torture and ill-treatment, as well as of the NPM's mandate and activities, its members also carried out extensive awareness-raising/information activities in 2025**, addressed both to persons deprived of liberty and to staff in places of detention and authorities having under their authority units subject to NPM monitoring, as well as to cooperating non-governmental organisations and external collaborators.

The NPM also cooperated with the Romanian National Council for Refugees (CNRR) by analysing CNRR reports on the monitoring of escorted return operations, participating in joint meetings and correspondence concerning the activities of the Working Group within the People's Advocate Institution on monitoring respect for the rights of migrants from Ukraine.

► **The NPM carried out professional training activities for staff of units falling within its monitoring competence**, on topics such as: the concepts of torture and ill-treatment; the importance of activities aimed at preventing torture and ill-treatment in places of detention and the presentation of the NPM's responsibilities and activities; aspects identified during NPM visits; the NPM Activity Report for 2024, etc.

► During 2025, NPM members participated (in person or online) in a series of **webinars, meetings, conferences and symposia organised at national and international level** and, in accordance with the Guidelines on National Preventive Mechanisms developed by the SPT, regularly attended **professional training sessions**.

NPM members also attended courses organised by the Council of Europe on the HELP e-learning platform, courses organised by the APSAP Training Centre, as well as courses for obtaining professional credits, attended by the NPM specialists who are physicians, a psychologist and a social worker.

Cooperation with the SPT, APT, NPMs and Other International Partners

► **Subcommittee on Prevention of Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (SPT)**

During 2025, an online meeting was held and correspondence was exchanged with Mr Martin Zinkler, SPT member and Country Rapporteur for Romania.

At the same time, NPM members participated in events organised by the SPT for national preventive mechanisms worldwide.

► **European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT)**

On the occasion of the ad hoc visit to Romania, carried out from 28 April to 9 May 2025, the CPT delegation held a meeting with the NPM (followed by correspondence) on 28 April 2025, which concerned aspects related to the NPM's activities and staff, as well as the NPM's findings during visits carried out to penitentiaries and detention and pre-trial arrest centres.

► **Association for the Prevention of Torture (APT)**

During 2025, the NPM participated in events organised by the APT for NPMs, such as the event organised together with Argentina's National Committee for the Prevention of Torture (CNPT) for the launch of the Guide for Local Mechanisms for the Prevention of Torture in the Context of Public Demonstrations, developed by the CNPT.

► **European Union Agency for Fundamental Rights (FRA)**

The NPM participated in the online meeting on cooperation between the FRA and national human rights institutions and, at the FRA's request, provided information on monitoring activities carried out in migrant centres in 2023 and 2024.

The NPM also provided information to the national expert within the European FRANET Network regarding visits carried out by the NPM to migrant centres in 2025 and the authorities' responses concerning extraterritorial arrangements between States for the leasing of facilities where persons may be deprived of their liberty.

► **National Preventive Mechanisms - SEE NPM Network**

The Romanian NPM is part of the South-East Europe NPM Network, in which capacity, also this year, it maintained correspondence with members of the network, as well as with other NPMs internationally, and participated in joint events.

CHAPTER III

HUMAN RIGHTS, EQUAL OPPORTUNITIES FOR MEN AND WOMEN, RELIGIOUS AFFAIRS AND NATIONAL MINORITIES DEPARTMENT

The activities carried out by the **Human Rights, Equal Opportunities for Men and Women, Religious Affairs and National Minorities Department** in 2025 reflected the ongoing commitment to respecting and promoting the fundamental values underpinning a democratic, inclusive and equitable society. In a continuously evolving social, political and economic context, human rights, equal opportunities for men and women, freedom of conscience and freedom to practise religion, as well as the protection of national minorities, were priorities in the Department's ongoing activities.

In addition, through the actions and projects implemented at Department level, we sought, within the legal and institutional limits, to prevent any form of discrimination and to contribute to maintaining a climate of mutual respect, tolerance and genuine equality.

The Department's activities cover the protection of a broad range of rights, including: the right to the protection of health, the right to life and to physical and mental integrity, the right to a healthy environment, equality of rights, the right to education, the right to freedom of movement, the right to petition, the right of a person aggrieved by a public authority, freedom of conscience, freedom of expression, electoral rights, access to culture, etc.

Thus, during 2025, **1,845 complaints** were resolved and 90 case files were opened, in connection with which steps were taken with the public institutions/authorities complained against, with a view to ensuring respect for individuals' rights and freedoms.

Furthermore, **2 inquiries** were conducted, during which clarifications were requested regarding the manner in which citizens' rights and freedoms are respected in the activities carried out by public institutions and authorities. One recommendation was issued to public administration authorities for measures to be taken with a view to ensuring respect for the rights infringed by them.

The Department initiated **ex officio proceedings in 40 situations**, using this institutional mechanism to identify systemic issues relating to matters specific to the Department. These concerned, among other things, issues in the fields of health and education, a healthy environment, equality of rights, etc.

Cooperation with authorities and civil society and external representation activities

In 2025, the Human Rights, Equal Opportunities for Men and Women, Religious Affairs and National Minorities Department maintained an active presence in several governmental and non-governmental projects, which essentially concerned the following: **1.** Permanent member in the process of drafting the new Strategy for Preventing and Combating Antisemitism, Xenophobia, Radicalisation and Hate Speech for the period 2024-2027; **2.** Permanent invitee in the procedure for implementing the Strategy for Preventing and Combating Antisemitism, Xenophobia, Radicalisation and Hate Speech for the period 2024-2027. **3.** Permanent member in the process of drafting the National Action Plan for Preventing and Combating Violent Extremism; **4.** Permanent member in the process of drafting the National Plan for Raising Awareness of the Crimes of Communism in Romania; **5.** Sustained involvement in the procedure for implementing the Romanian Government's Strategy for the Inclusion of Romanian Citizens Belonging to the Roma Minority for the period 2022-2027; **6.** The constitutional and legal role of the People's Advocate Institution is to defend the rights and freedoms of natural persons in their relations with public authorities, including through

cooperation with civil society, an example of good practice being the partnership between the People's Advocate Institution and the ACCEPT Association.

In 2025, the People's Advocate Institution, including through the Human Rights, Equal Opportunities for Men and Women, Religious Affairs and National Minorities Department, maintained an ongoing dialogue with international bodies and institutions through official correspondence, exchanges of good practices, participation in consultations and human rights monitoring mechanisms. Accordingly, views, contributions and specific information were submitted to organisations such as United Nations bodies, the Council of Europe, the European Union, the European Network of Ombudsmen and other international mechanisms for the protection of fundamental rights.

At the same time, the Institution contributed to the preparation of reports, questionnaires and recommendations, playing an active role in strengthening inter-institutional cooperation, promoting human rights standards and supporting the ombudsman mandate at global level.

CAPITOLUL IV

DEPARTMENT FOR THE RIGHTS OF FAMILIES, YOUNG PEOPLE, PENSIONERS AND PERSONS WITH DISABILITIES

The year 2025 was marked by an **unprecedented increase in the volume of actions undertaken** within the material competence of the **Department for the Rights of Families, Young People, Pensioners and Persons with Disabilities**, on the one hand, as a direct consequence of the **opening of a large number of case files** based on complaints submitted to the People's Advocate Institution and, on the other hand, as a result of the increasing number and complexity of the issues raised by complainants, who brought to our attention violations of fundamental rights, alongside possible discrimination, legal inconsistencies and even good practices of public authorities in other States, which should be taken into consideration by institutional actors in Romania.

Many of the situations brought to our attention by complainants could be resolved through **dialogue and mediation**, with the assistance of the institutional means available to the People's Advocate (**inquiries, recommendations**); however, resolving others required **cooperation with the Administrative Litigation Office** within the Institution, since the **restoration of the infringed right could no longer be achieved except through judicial proceedings**.

In the areas falling within the material competence of the Department, **1,414 complaints** were registered in **2025**, and no fewer than **537 case files** were opened, within which steps were taken with the competent public authorities. In addition, **34 ex officio proceedings** were initiated, some concerning **systemic** issues and others aimed at resolving **individual** cases, and 13 inquiries were conducted in order to make the resolution of urgent cases more efficient and to clarify the matters raised by complainants. The People's Advocate issued **24 recommendations** concerning various individual or systemic issues.

In 2025, **3 special reports** falling within the material competence of the Department for the Rights of Families, Young People, Pensioners and Persons with Disabilities were made public: *Special Report on the Phenomenon of Domestic Violence in Romania*, *Special Report on the Situation of Older Persons Exposed to a Higher Risk of Poverty and Social Exclusion* and *Special Report on the Exercise of the Right to a Pension by Romanian Citizens Working Abroad*.

In 2025, the Department for the Rights of Families, Young People, Pensioners and Persons with Disabilities maintained an active presence in several governmental and non-governmental projects, which essentially concerned the following: **1. membership of the Interministerial Committee for Monitoring the Implementation of the Action Plan for the Period 2024-2029 for the Execution of Judgments of the European Court of Human Rights in the Field of Mental Health; 2. meeting with representatives of the Group of Experts on Action against Violence against Women and Domestic Violence**, which took place on 27 October 2025; **3. participation in the international conference *Rights of Institutionalised Persons: Monitoring, Justice and Accountability***, organised by the Committee on Human Rights, Equal Opportunities, Religious Affairs and Minorities of the Romanian Senate and the Centre for Legal Resources.

Rights of Persons with Disabilities

In 2025, complaints concerning the rights of persons with disabilities mainly concerned **non-compliance with ECHR standards in the assessment/reassessment procedure for determining the degree of disability**; the lack of specialisation of physicians working within services/commissions for the assessment of adults with disabilities in relation to the diagnoses they assess; the superficial nature of assessments or inappropriate conduct

towards the person with disabilities undergoing assessment; reassignment to a lower degree of disability despite their medical and social status remaining unchanged or even deteriorating; and delays in resolving appeals against disability classification certificates.

Rights of Pensioners

Most complaints submitted by pensioners concern the application of Law No. 360/2023 on the public pension system, more specifically malfunctions in the implementation of an integrated IT system, which, together with the large volume of work at the level of the pension houses, have resulted in significant delays in resolving applications.

The complaints concerning this sub-field expressed criticism regarding: delays in resolving applications for pension review, for the establishment of pension entitlements or for switching from one type of pension to another; the manner in which certain territorial pension houses calculated or recalculated pensions, including incorrect calculation of the score or failure by pension houses to take into account all the documents submitted; the manner in which the amount of the pension was determined for persons who worked under special/particular working conditions; difficulties in obtaining certificates attesting to length of service or the amount of salaries and permanent bonuses required for the recalculation of pensions; delays in the payment of established pension entitlements; suspension of pension payments; refusal by pension houses to enforce final and irrevocable court judgments establishing pension entitlements; difficulties in obtaining an international or Community pension in Romania; abusive behaviour by certain employees of pension houses.

The Special Report on the Exercise of the Right to a Pension by Romanian Citizens Working Abroad aimed to identify **deficiencies in the field of European/international pensions**, as well as solutions for improving the situation of **Romanian citizens who have worked abroad and are seeking recognition of their right to a pension**. The People's Advocate Institution was frequently approached by Romanian citizens who had worked and completed a contribution period abroad.

Rights of the Family

The most important part of this subsection of the Department concerned the **phenomenon of domestic violence**, in relation to which the People's Advocate dealt with an impressive number of over 200 ex officio proceedings, issued recommendations and prepared a Special Report. The Institution also made representations to the Ministry of Education and Research and ANES, recommending the inclusion in the educational curricula of courses or modules on the prevention and recognition of domestic violence, with the aim of raising young people's awareness of this phenomenon.

The Special Report on the Phenomenon of Domestic Violence in Romania: starting in 2023, the People's Advocate Institution became consistently involved in addressing cases of domestic and gender-based violence, with the actions undertaken resulting in **ex officio proceedings** concerning both systemic issues and individual cases, providing relevant data on **how central and local authorities manage this complex phenomenon**.

Rights of Young People

In 2025, the ex officio proceedings and complaints resolved concerning the rights of young people to benefit from a special system of protection and State assistance in pursuing their aspirations once again brought to the attention of the authorities the guarantees provided by Article 49 of the Constitution, with some public authorities appearing to forget that they have an obligation to create conditions for the development of young people and their unhindered participation in society. The issues examined by the People's Advocate Institution concerned difficulties in accessing transport discounts, obtaining employment, infringement of the right to an allowance for young people leaving the State protection system, failure to grant social or merit scholarships, the right to dignity, and others.

CHAPTER V

DEPARTMENT FOR THE ARMY, JUSTICE, POLICE AND PENITENTIARIES

In 2025, a total of 4,032 cases were assigned to the **Department for the Army, Justice, Police and Penitentiaries**, divided by sub-fields as follows: - army: **19** complaints; - justice: **2,286** complaints; - police: **420** complaints; - penitentiaries: **1,238** complaints; - others: **69** complaints.

At the same time, 75 inquiries were conducted, mainly concerning the Police and Penitentiaries sub-fields.

The complaints resolved within the Department mainly concerned the following issues: dissatisfaction among police officers regarding police logistical equipment, remuneration and working conditions; the manner and timeframe for resolving cases pending before the courts or being handled by prosecutors' offices, the enforcement of court judgments, the manner in which bailiffs performed their official duties; detention conditions in penitentiaries, particularly those concerning food, violence against persons deprived of liberty by penitentiary staff, violence between detainees, refusal to grant conditional release and transfer to other penitentiaries; clarifications requested by citizens regarding the procedures to be followed in various judicial proceedings.

As in the previous year, during inquiries conducted within the Department, online hearings were sometimes also used, via Skype.

CHAPTER VI

DEPARTMENT FOR PROPERTY, LABOUR, SOCIAL PROTECTION, TAXES AND DUTIES

Within the **Department for Property, Labour, Social Protection, Taxes and Duties**, complaints concerning violations of citizens' rights and freedoms through administrative acts or actions by public administration authorities and autonomous administrations are examined, where they concern matters related to property, labour, social protection, taxes and duties.

During 2025, **3,618 complaints** were examined.

In addition, 28 inquiries were conducted at the public institutions complained against, and 5 recommendations were issued. At the same time, the People's **Advocate initiated ex officio proceedings in 30 cases.**

Property

The complaints examined within the activities of this sub-field also concerned, predominantly this year, issues related to infringements of the right to private property, mainly concerning: the manner in which restitution laws concerning property were applied; delays in placing entitled persons in possession; the extremely cumbersome procedure whereby the State Domains Agency makes the necessary land available to the local land commissions for the purpose of placing entitled persons in possession; difficulties concerning the registration in the land register of the State's or administrative-territorial units' public property rights over forest land; delays in adopting decisions in case files established pursuant to Law No. 10/2001; the failure to update, by Government Decision, the monthly allowances granted to persons persecuted for political reasons by the dictatorship established beginning on 6 March 1945, as well as to those deported abroad or taken prisoner, in line with the indexations applied to pensions and other State social insurance benefits; the failure to grant the rights provided for by Law No. 154/2021 amending and supplementing Government Ordinance No. 105/1999 on granting certain rights to persons persecuted on ethnic grounds by the regimes established in Romania from 6 September 1940 to 6 March 1945; difficulties in completing the expropriation procedure and paying the corresponding compensation amounts to entitled persons even 11 years after the adoption of the Government Decision on the expropriation of the properties, due to the fact that the systematic cadastral registration process had not been completed.

Labour

With regard to the activities carried out in the labour sub-field, the People's Advocate Institution was approached by complainants, in numerous cases, concerning difficulties they encountered with employers, both public institutions and commercial companies, in relation to the performance of employment contracts.

Also this year, the People's Advocate Institution was approached regarding situations in which acts of moral harassment in the workplace were reported, as well as the failure of employers to adopt the Guide on the Prevention and Combating of Harassment on the Grounds of Sex and Moral Harassment in the Workplace, provided for by Government Decision No. 970/2023 approving the Methodology on the Prevention and Combating of Harassment on the Grounds of Sex and Moral Harassment in the Workplace.

In the Labour sub-field, **3 recommendations** were issued: Recommendation No. 15/2025, addressed to the Mayor of Focșani Municipality; Recommendation No. 55/2025, addressed to the Mayor of Mănești Commune, and Recommendation No. 136/2025, addressed to the Steering Board of the National Council for Combating Discrimination.

Social Protection

Within this sub-field, during 2025, complaints were analysed concerning, in particular: the limited number of existing social housing units, as well as requests from various complainants to be granted such housing; obtaining social voucher cards and heating

allowances; repayment of certain amounts to the county agencies for payments and social inspection; problems arising from the manner in which electricity and natural gas were billed, connection to the water supply system, lack of hot water supply; failure to place persons in possession of land pursuant to Law No. 15/2003 on support granted to young people for the construction of a privately owned dwelling; the situation of persons living in certain informal settlements; problems concerning public lighting and road infrastructure, etc.

Taxes and Duties

In the field of taxes and duties, during 2025, complaints were analysed concerning mainly issues relating to: the manner of calculating the building tax/duty and the land tax/duty, respectively; the content of tax assessment decisions concerning the building tax/duty, the land tax/duty and the tax on means of transport, respectively; dissatisfaction concerning the rejection of appeals lodged against tax assessment decisions, garnishments, enforceable titles and enforcement notices; special duties (parking space duty, habitat duty, sanitation duty - natural persons, authorised natural persons, legal persons); making the issuance of certain documents conditional upon the payment of tax obligations, etc.

CHAPTER VII

ACTIVITY OF THE TERRITORIAL OFFICES OF THE PEOPLE'S ADVOCATE INSTITUTION

At the level of 2025, the activity of the Territorial Offices consisted of: resolving **2,761 complaints**, initiating **2,461 ex officio proceedings**, conducting **119 inquiries**, granting **3,342 hearings**, registering **4,208 telephone calls** through the dispatch service, issuing **179 recommendations** and carrying out **453 awareness-raising/cooperation activities** with other authorities, as follows:

- **Alba Iulia Territorial Office:** resolved 90 complaints, granted 166 hearings, registered 226 telephone calls through the dispatch service, carried out 1 awareness-raising/cooperation activity with other authorities, initiated ex officio proceedings in 271 cases, of which 116 concerned the protection of children and young people, conducted 5 inquiries and issued 35 recommendations.

- **Bacău Territorial Office:** resolved 108 complaints, granted 190 hearings, registered 218 telephone calls through the dispatch service, initiated ex officio proceedings in 62 cases, of which 37 concerned the protection of children and young people, conducted 3 inquiries and issued 9 recommendations.

- **Braşov Territorial Office:** resolved 250 complaints, granted 276 hearings, registered 334 telephone calls through the dispatch service, carried out 78 awareness-raising/cooperation activities with other authorities, initiated ex officio proceedings in 29 cases, conducted 20 inquiries and issued 5 recommendations.

- **Cluj-Napoca Territorial Office:** resolved 133 complaints, granted 214 hearings, registered 400 telephone calls through the dispatch service, carried out 5 awareness-raising/cooperation activities with other authorities, initiated ex officio proceedings in 365 cases, of which 258 concerned the protection of children and young people, conducted 9 inquiries and issued 33 recommendations.

- **Constanţa Territorial Office:** resolved 84 complaints, granted 164 hearings, registered 360 telephone calls through the dispatch service, carried out 42 awareness-raising/cooperation activities with other authorities, initiated ex officio proceedings in 144 cases, of which 113 concerned the protection of children and young people, conducted 5 inquiries and issued 8 recommendations.

- **Craiova Territorial Office:** resolved 108 complaints, granted 99 hearings, registered 120 telephone calls through the dispatch service, carried out 1 awareness-raising/cooperation activity with other authorities, initiated ex officio proceedings in 306 cases, of which 189 concerned the protection of children and young people, conducted 10 inquiries and issued 8 recommendations.

- **Galaţi Territorial Office:** resolved 215 complaints, held 174 hearings, registered 366 telephone calls through the dispatch service, carried out 88 awareness-raising/cooperation activities with other authorities, initiated ex officio proceedings in 176 cases, of which 108 concerned the protection of children and young people, conducted 9 inquiries and issued 9 recommendations.

- **Iaşi Territorial Office:** resolved 403 complaints, held 270 hearings, registered 267 telephone calls through the dispatch service, carried out 3 awareness-raising/cooperation activities with other authorities, initiated ex officio proceedings in 100 cases, of which 53 concerned the protection of children and young people, conducted 7 inquiries and issued 10 recommendations.

- **Oradea Territorial Office:** resolved 217 complaints, held 151 hearings, registered 269 telephone calls through the dispatch service, carried out 12 awareness-raising/cooperation activities with other authorities, initiated ex officio proceedings in 189 cases, of which 134

concerned the protection of children and young people, conducted 12 inquiries and issued 17 recommendations.

- **Pitești Territorial Office:** resolved 141 complaints, held 299 hearings, registered 121 telephone calls through the dispatch service, carried out 30 awareness-raising/cooperation activities with other authorities, initiated ex officio proceedings in 33 cases, conducted 2 inquiries and issued 5 recommendations.

- **Ploiești Territorial Office:** resolved 501 complaints, held 569 hearings, registered 638 telephone calls through the dispatch service, carried out 146 awareness-raising/cooperation activities with other authorities, initiated ex officio proceedings in 165 cases, of which 122 concerned the protection of children and young people, conducted 15 inquiries and issued 5 recommendations. In addition, awareness-raising activities continued to be carried out among pupils regarding the rights and responsibilities of minors, the legal consequences of aggressive behaviour and the legal liability of minors.

- **Slobozia Territorial Office:** resolved 51 complaints, held 72 hearings, registered 73 telephone calls through the dispatch service, carried out 13 awareness-raising/cooperation activities with other authorities, initiated ex officio proceedings in 174 cases, of which 104 concerned the protection of children and young people, conducted 4 inquiries and issued 22 recommendations.

- **Suceava Territorial Office:** resolved 110 complaints, held 126 hearings, registered 77 telephone calls through the dispatch service, initiated ex officio proceedings in 240 cases, of which 117 concerned the protection of children and young people, conducted 4 inquiries and issued 6 recommendations.

- **Târgu-Mureș Territorial Office:** resolved 107 complaints, held 479 hearings, registered 446 telephone calls through the dispatch service, carried out 11 awareness-raising/cooperation activities with other authorities, initiated ex officio proceedings in 85 cases, of which 71 concerned the protection of children and young people, conducted 1 inquiry and issued 4 recommendations.

- **Timișoara Territorial Office:** resolved 243 complaints, held 93 hearings, registered 293 telephone calls through the dispatch service, carried out 23 awareness-raising/cooperation activities with other authorities, initiated ex officio proceedings in 122 cases, of which 79 concerned the protection of children and young people, conducted 13 inquiries and issued 3 recommendations.

CHAPTER VIII

SERVICE FOR CONSTITUTIONAL LITIGATION, APPEALS IN THE INTEREST OF THE LAW, ADMINISTRATIVE AND LEGAL LITIGATION, LEGAL AFFAIRS, EXTERNAL RELATIONS AND COMMUNICATION

The People's Advocate directly coordinates activities in the field of constitutional review of laws and Government ordinances (ordinary or emergency ordinances), the unification of judicial practice and administrative litigation, which are carried out through the Constitutional Litigation and Appeals in the Interest of the Law Office and the Administrative and Legal Litigation Office.

The People's Advocate also exercises its competences in the field of external relations, mass media, communication, etc., with the support of the Legal Affairs, External Relations and Communication Office.

At the level of the Constitutional Litigation and Appeals in the Interest of the Law Office, a total of **2,147 complaints** were analysed and resolved, as follows: **2,081 complaints** concerning exclusively the initiation of constitutional review of laws and ordinances, **7 complaints** concerning constitutional review, resolved in cooperation with the Departments and Territorial Offices, and **59 complaints** concerning the unification of inconsistent judicial practice. Thus, compared with the previous year (when **1,418 complaints** were analysed), we note **a 51.4% increase in the number of complaints resolved**, as well as the consistently high number of complaints addressing complex issues of general interest, as evidenced by the increased number of collective responses prepared (**11 collective responses**).

As a particular feature of 2025, the significant increase in the number of complaints was determined, on the one hand, **by the increasingly frequent use by complainants of generative artificial intelligence tools, which facilitate the rapid drafting of large volumes of documents**, and, on the other hand, **by fiscal-budgetary and social policy measures affecting citizens' standard of living**.

Section 1. Activity of the Constitutional Litigation and Appeals in the Interest of the Law Office

1.1. Direct Referral to the Constitutional Court

During 2025, the People's Advocate made **3 referrals to the Constitutional Court**, both for the purpose of initiating prior constitutional review (**1 objection**) and for the purpose of subsequent constitutional review (**2 exceptions**).

Of the total of **3 referrals concerning unconstitutionality** (objections and exceptions) raised directly by the People's Advocate during 2025, **1 referral** is scheduled for 4 February 2026, while 2 referrals are at the **report stage**.

At the same time, in 2025, the Constitutional Court ruled on **4 referrals made by the People's Advocate during the period 2019-2024**. All these referrals were **upheld**.

1.1.1. Prior Constitutional Review

Objection of unconstitutionality concerning the Law amending Article 425(1)(b) of Law No. 134/2010 on the Code of Civil Procedure (PL-x No. 120/2022; L67/2022)

1.1.2. Subsequent Constitutional Review

✓Exception of unconstitutionality concerning the provisions of Article 25(4) of Law No. 205/2004 on animal protection, republished, as subsequently amended and supplemented, according to which "In the event of a conviction for one of the offences provided for in paragraphs (1) and (2), the court may impose, as a complementary penalty, a

prohibition on keeping animals for a period of one to 5 years.", in relation to Article 1(5), Article 16(1) and Article 35 of the Constitution.

✓ Exception of unconstitutionality of the provisions of Article 4'(5) of Law No. 17/2014 on certain measures regulating the sale of agricultural land located outside built-up areas and amending Law No. 268/2001 on the privatisation of companies administering publicly and privately owned agricultural land of the State and on the establishment of the State Domains Agency, as subsequently amended and supplemented, with reference to the phrase "under the conditions of this Law".

1.1.3 Decisions Upholding Referrals Delivered in 2025 by the Constitutional Court concerning Referrals Made Prior to the Reference Year

In 2025, four of the referrals made by the People's Advocate in previous years, namely in 2021, 2023 and 2024, were upheld, as follows:

✓ Exception of unconstitutionality concerning the provisions of Article 229(32) and (33) of Law No. 71/2011 for the implementation of Law No. 287/2009 on the Civil Code, raised directly by the People's Advocate and forming the subject matter of Constitutional Court Case No. 1053D/2021.

✓ Objection of unconstitutionality concerning the Law amending Law No. 287/2009 on the Civil Code (PL-x No. 435/2024), which contravenes the provisions of Article 1(5), Article 44 and Article 53(2) of the Constitution.

✓ Objection of unconstitutionality concerning the Law supplementing Law No. 223/2015 on State military pensions (PL-x No. 540/2024).

✓ Exception of unconstitutionality concerning Article 23(1) of Law No. 554/2004 on administrative litigation, as subsequently amended and supplemented, in the interpretation given by Decision No. 10/2015, delivered by the High Court of Cassation and Justice - Panel for the Resolution of Questions of Law.

1.1.4. Resolution of Complaints Requesting Referral to the Constitutional Court

In 2025, **2,081 complaints** requesting referral to the Constitutional Court concerning normative acts considered by the complainants to be unconstitutional were analysed and resolved. In addition, as stated above, **7 complaints** were resolved through cooperation with the Departments and Territorial Offices, resulting in a **total of 2,088 complaints**.

1.1.5. Referral to the Specialised Committees of Parliament

In certain situations, in order to resolve complaints, it was necessary to refer matters to the specialised committees of Parliament because either legislative inconsistencies or the need for legislative interventions were identified, concerning the following:

✓ the judicial fine regulated by Article 13(4) of Law No. 554/2004, which is a means of procedural coercion and establishes personal and coercive liability for the head of the authority, requiring him/her to pay it from his/her own assets, although the failure to comply may be caused by specialised staff;

✓ consideration of the appropriateness of initiating a legislative proposal to amend the provisions of Law No. 223/2015 on State military pensions, as subsequently amended and supplemented, by redefining the degrees of invalidity so as to allow the performance of professional activities according to the reduction in work capacity;

✓ the omission of provisions governing the application of the complementary penalty of prohibition on keeping animals alongside the principal penalty for the offences provided for in Article 25(3) of Law No. 205/2004, republished, as subsequently amended and supplemented;

✓ **aligning the basic salaries of research staff with the basic salaries for equivalent positions in higher education**, in application of the provisions of Article 24(1) of Law No. 183/2024 on the status of research, development and innovation staff;

✓ **granting the solidarity allowance to persons with severe visual disabilities, severe disabilities** and significant disabilities who receive an old-age pension, for the year 2025.

1.1.6. Letters to Public Authorities

In certain situations, in order to resolve complaints, it was necessary to refer matters to the public authorities competent to initiate draft normative acts or to order the correct application of the law, with the People's Advocate requesting the following:

✓ The People's Advocate requested the Ministry of Labour, Family, Youth and Social Solidarity to take measures to ensure that the county agencies for payments and social inspection correctly apply the law, so that **health insurance contributions (CASS) are not withheld from the income of cancer patients who are beneficiaries of national health programmes**, regardless of whether or not they receive other income.

✓ Steps were taken to resolve the complaint concerning the filling of the existing legislative gap with provisions relating to **end-of-life care for patients**, which resulted in the following activities: ● referral to the Ministry of Health, following which Order No. 634/2025 of the Minister of Health was issued on the establishment of the technical working group for drafting proposals for the regulation of end-of-life care; ● participation in the meeting of Ms Renate Weber, People's Advocate, with Prof. Dr Șerban Ion Bubenek-Turconi, President of the Romanian Society of Anaesthesia and Intensive Care (SRATI), and Prof. Dr Cătălina Poiană, President of the Romanian College of Physicians, on 3 March 2025, following which it was decided to establish a working group to draft the law on end-of-life care for patients; ● participation in the drafting of the Draft Law on the Rights of Persons at the End of Life.

✓ Request addressed to the Ministry of Labour, Family, Youth and Social Solidarity to consider the appropriateness of amending the legislation in force so as to exempt beneficiaries of Decree-Law No. 118/1990 from the payment of health insurance contributions (CASS).

✓ The People's Advocate addressed the Ministry of Labour, Family, Youth and Social Solidarity, as well as the National Authority for the Protection of the Rights of Persons with Disabilities, requesting **clarification of the situation of persons for whom the assessment commission had established a permanent validity period for the disability classification certificate**.

✓ Request addressed to the Ministry of Education and Research concerning the consideration of the appropriateness of introducing into Government Decision No. 732/2025 a provision allowing social scholarships to also be granted **to pupils whose father is unknown, based on the same legal reasoning**.

✓ Referral to the National Public Pension House concerning the contradiction between *the principle of contributivity, enshrined in Law No. 360/2023 on the public pension system, and the continued application of Order No. 59/2014 of the President of the National Public Pension House, following which Order No. 342 of 5 June 2025 of the President of the National Public Pension House¹ was issued, approving the Technical Procedure for Converting Working Days into Calendar Days for the Purpose of Determining the Contribution Period Completed by Persons Insured under the Public Pension System*.

✓ **Letters were addressed to Prime Minister Marcel Ciolacu, Deputy Prime Minister Marian Neacșu, and Deputy Prime Minister and Minister of Finance Tănczos**

¹ Published in the Official Gazette No. 597 of 26 June 2025.

Barna, requesting that, in the process of drafting the measures adopted by the Government concerning the issuance of payment titles and the actual payment of compensation, a number of aspects relating to the manner in which compensation is granted be taken into account, with particular emphasis on the need to establish specific time limits to ensure the expeditious conduct of the restitution/compensation process.

1.1.7 Recommendations

Recommendation No. 199/2025, addressed to the Ministry of Education and Research concerning the introduction, in Government Decision No. 732/2025 approving the Framework Methodology for Granting Scholarships and Their Amounts, of the granting of social scholarships to pupils whose father is unknown.

1.1.8 Responses to Collective Complaints

Given the general interest and complexity of the legal issues raised, as well as the large number of complaints concerning the same subject matter, in 2025, **11 responses to collective complaints** were prepared and published on the website of the People's Advocate Institution.

Citizens addressed the People's Advocate with requests for referral to the Constitutional Court in the context of their dissatisfaction with **legislative measures adopted in the political, electoral and economic spheres, considering that these measures do not adequately address social needs and may affect the exercise of their rights and legitimate interests.**

1.2 Resolution of Complaints Requesting Referral to the High Court of Cassation and Justice with a View to Unifying Inconsistent Judicial Practice

During the period under review, **59 complaints** in which complainants requested referral to the High Court of Cassation and Justice were resolved.

The resolution of complaints whose analysis indicates that a referral to the High Court of Cassation and Justice may be warranted involves: (i) identifying the legal provisions whose interpretation and application have resulted in inconsistent judicial practice; (ii) identifying the same question of law that has received different solutions; (iii) referring the matter to the 15 courts of appeal.

Of the 59 complaints:

a) in 6 case files, it was necessary to submit requests to the courts of appeal throughout the country for the communication of court judgments concerning inconsistent judicial practice. Following the analysis of the court judgments received, the People's Advocate found that the legal conditions for referral to the High Court of Cassation and Justice were not met.

b) in one case file, since the inconsistent judicial practice was found only at the level of the High Court of Cassation and Justice, the People's Advocate addressed the supreme court.

Following the steps undertaken, the President of the Administrative and Tax Litigation Division of the High Court of Cassation and Justice informed us that the question of law concerned had been included on the agenda of the meeting of the judges of the Administrative and Tax Litigation Division of 16 September 2025.

Decision of the High Court of Cassation and Justice: By unanimous vote, the judges concluded that the practice of the Division was consistent.

Section 2. Activity of the Administrative and Legal Litigation Office

For the reference period, the activity of this Office is summarised below. Public information regarding the activity of the Office is available on the Institution's website, under the Administrative Litigation Activity section, organised by year (actions brought in administrative litigation proceedings and various other activities specific to the Office).

2.1. Analysis of Complaints Assigned to the Administrative and Legal Litigation Office for Resolution

At the level of the Administrative and Legal Litigation Office, **413 cases** were resolved.

The complaints under review were examined and resolved with reference to the applicable legislation, the Constitution of Romania, as well as the case-law of the courts, the Constitutional Court, the Court of Justice of the European Union, the European Court of Human Rights, and other conventions applicable in the relevant field. Reasoned responses were sent to the complainants concerned.

At the same time, in certain special situations, correspondence was initiated with the competent public authorities (from the perspective of administrative litigation) with a view to resolving the complaints assigned.

Complaints concerning the communication of information of public interest by authorities other than the People's Advocate (Article 31 of the Constitution and Article 7 of Law No. 544/2001 on free access to information of public interest, as subsequently amended and supplemented)

The Office also carried out activities relating to the resolution of complaints concerning the communication of information of public interest by authorities other than the People's Advocate. Thus, the Administrative and Legal Litigation Office also analysed and resolved complaints concerning failure to respect the right to information, based on Article 31 of the Constitution of Romania. The most numerous complaints concerning possible violations of the provisions of Law No. 544/2001 on free access to information of public interest concerned complainants' dissatisfaction either with the lack of a response or with the manner in which requests addressed to public authorities had been resolved.

2.2. Bringing Administrative Litigation Actions in 2025

During 2025, the Administrative and Legal Litigation Office filed **25 actions before the courts in administrative litigation proceedings.**

The actions sought the total or partial annulment of certain administrative acts (and, where applicable, of subsequent/individual acts issued on their basis), a finding that the authorities had unjustifiably refused to perform their statutory duties, as well as an order requiring them to grant complainants the legal rights to which they were entitled.

The actions concerned areas such as: classification of persons according to degree of disability; employment of a personal assistant for a person with a severe disability; establishment of sanitation fees; granting of social scholarships to students; establishment of entitlement to the child-raising allowance for a child up to the age of 2; reimbursement of transport expenses; granting free urban transport to persons benefiting from Law No. 448/2006 on the protection and promotion of the rights of persons with disabilities; double taxation consisting of the simultaneous collection of a royalty and a usage fee for the same land; issuance of employee certificates concerning non-permanent salary supplements; granting of the monthly allowance after leaving the special protection system; issuance of the specific approvals required for the sale of immovable property; change of surname through administrative procedure; determination of the amount of the fee charged for the maintenance of burial plots; exemption from payment of the urban development fee.

2.3. Decisions Delivered by the Courts / Status of Proceedings concerning Administrative Litigation Actions Brought in 2023 and 2024

With regard to the decisions delivered by the administrative courts in 2025 concerning actions brought by the People's Advocate Institution, in the name and on behalf of complainants, in 2023 and 2024, the competent courts ruled as follows:

1. The action seeking the annulment of Hărman Local Council Decision No. 4/31.01.2022 was upheld by the court of first instance. The decision may be appealed within 15 days of its communication.

2. The action seeking the annulment of Tecuci Local Council Decision No. 168/22.12.2021 concerning the establishment of sanitation fees for the Municipality of Tecuci was upheld by the court on the merits. The judgment became final following the dismissal of the appeal.

3. The action seeking the annulment of Giurgiu Local Council Decisions No. 351/18.09.2029 and No. 40/13.02.2019 concerning the establishment of a habitat fee for an unoccupied property was upheld by the court of first instance. An appeal was lodged and is pending.

4. The action seeking a finding of unjustified refusal by the Municipality of Braşov to allocate a burial plot to a beneficiary of legislation providing for reparation measures was upheld both at first instance and on appeal.

5. The action seeking to compel the competent authorities to fulfil their statutory obligations concerning the establishment of private property rights over land (land restitution) was upheld by the court. The decision may be appealed within 30 days of its communication.

6. The action seeking a finding of unjustified refusal by the Local Council of the Municipality of Slatina concerning the transcription of a marriage certificate issued to a transgender person was upheld at first instance. The decision may be appealed within 15 days of its communication.

7. The action seeking a finding of unjustified refusal by the Municipality of Braşov to allocate a burial plot to a complainant was upheld at first instance, and the first-instance judgment became final following the dismissal of the appeal.

8. The action seeking the annulment of the order approving the payment of the monthly allowance for persons with severe disabilities, issued by the Mayor of Costeşti Commune – the court of first instance upheld the administrative litigation action. On appeal, the court suspended the proceedings due to the respondent-claimant's failure to comply with the obligation imposed on him to submit the certificate of inheritance proving his status as heir.

9. The action seeking the annulment of the order approving the payment of the monthly allowance for persons with severe disabilities, issued by the Mayor of Costeşti Commune. At first instance, the court dismissed the action. Subsequently, the appellate court allowed the appeal, set aside the contested judgment in its entirety and, upon rehearing the case, partially upheld the action.

10. The action seeking a finding of unjustified refusal by the Mayor of Dumbrăveni Commune, Suceava County, concerning financial compensation for the annual leave to which the complainant was entitled but had not taken throughout the entire period during which she worked as a personal assistant.

On the merits, the court upheld the action. The appeal is pending.

11. The action seeking a finding of unjustified refusal by the Mayor of Ghimpaţi Commune, Giurgiu County, concerning the employment of the claimant as a personal assistant for her minor daughter, who had been classified as having a severe disability requiring a personal assistant. The court partially upheld the action, ordering the defendant to employ a personal assistant to provide the minor concerned with the care and assistance she requires. The court's judgment became final following the dismissal of the appeal as unfounded.

12. The action seeking a finding that two acts issued by the Higher Commission for the Assessment of Adults with Disabilities were legally non-existent on the grounds that the normative acts had not been published in the Official Gazette. The action was upheld, but the judgment is not final.

2.4. Resolution of Prior Complaints, Grievances and Challenges Submitted by Citizens concerning Acts or Actions of Public Authorities

During the past year, the Administrative and Legal Litigation Office **resolved 50 prior complaints, grievances and challenges submitted by citizens concerning acts or actions of the People's Advocate Institution or other public authorities.**

The prior complaints mainly concerned issues relating to: the right to petition; the right of a person aggrieved by a public authority; dissatisfaction with the manner in which certain cases resolved by the specialised Departments of the People's Advocate Institution had been handled; the erroneous content and legality of certain administrative acts; the refusal of authorities to issue civil status documents; the failure of a public authority to communicate certain information falling within the category of personal data exempt from the citizens' right of free access.

2.5. Management of Cases Pending before the Courts / under Criminal Investigation, in which the People's Advocate Is a Party, and the Related Procedural Documents Drawn Up for this Purpose

In 2025, the Administrative and Legal Litigation Office handled **49 cases** (newly registered cases and cases from previous years pending at various stages of proceedings before the courts or under investigation by the competent authorities), for which the relevant procedural documents were drawn up, as appropriate, namely: statements of defence; written submissions; supplementary notes; points of view; written conclusions; other applications/notes/appeals; representation in proceedings; information, written submissions and documentary evidence filed with criminal investigation authorities/courts in pending criminal cases.

2.6. Other Activities

In addition to the activities mentioned above under points 2.1.-2.5., the Office also carried out other specific legal activities, namely: a) drafting/amending/supplementing, as appropriate, and conducting legality reviews of all orders, regulations, methodologies or other acts issued by the People's Advocate; b) preparing points of view or notes concerning various acts or actions, at the request of the People's Advocate; c) conducting legal reviews of all protocols, contracts and addenda concluded by the People's Advocate Institution, as well as of other legal instruments concluded by the Institution, as appropriate; d) dispatch service activities and hearings; e) professional training/development courses and an interprofessional training session and exchange of good practices in the field of administrative litigation.

Section 3. Activity of the Legal Affairs, External Relations and Communication Office

For the reference period, the activity may be summarised as follows:

3.1. At the international level, the People's Advocate, the Deputy People's Advocates and representatives of the Institution participated in international meetings organised by: the International Ombudsman Institute, the Association of Ombudsmen and Mediators of the Francophonie, the Council of Europe, the European Union Agency for Fundamental Rights, the European Commission against Racism and Intolerance, the African Ombudsman Research Centre (AORC), as well as other European institutions with which the Institution cooperates.

- High-Level Conference with Ombudsman Institutions and National Human Rights Institutions, organised under the auspices of the Luxembourg Presidency of the Committee of Ministers of the Council of Europe;

- presentation and discussion of the European Union Agency for Fundamental Rights' Fundamental Rights Report 2025, attended by representatives of civil society organisations participating in the FRA Fundamental Rights Platform, Ombudsman institutions, equality bodies and national human rights institutions;

- Annual International Conference Protecting and Promoting Children's Right to Physical Health, organised by the European Network of Ombudspersons for Children (ENOC) and the Children's Ombudsman of Moldova;
- online meeting with Mr Martin Zinkler, representative of the Subcommittee on Prevention of Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (SPT), NPM-SPT Country Rapporteur for Romania, on the topic Informal NPM Meeting;
- webinars on the following topics: The Role of the Ombudsman in Building Trust and Resolving Conflicts; Advancing Children's Rights in 2025 – The Role of Children's Ombudsman Institutions; Introducing Ombudsmen in the Financial, Health and Legal Services Sectors – Strengthening Sectoral Justice through Specialised Ombudsman Institutions; Enhancing Citizen Engagement: Encouraging Greater Use of Ombudsman Services by Citizens; Celebrating South African Women's Month – Gender-Inclusive Policies: A Guide for Ombudsman Institutions; Introducing Sectoral Ombudsmen: Media, Consumer Protection; Maximising Impact and Reach: Strengthening the Influence and Scope of Ombudsman Recommendations; and Understanding the Human Rights Framework: Integrating International Standards into Ombudsman Practice, organised by the African Ombudsman Research Centre in cooperation with the International Ombudsman Institute;
- Annual Seminar of the European Commission against Racism and Intolerance with Equality Bodies;
- International Symposium Ombudsman Principles and Practices, organised online by the Ontario Ombudsman;
- 2025 Conference of the European Network of Ombudsmen, on the theme Upholding a Rights-Based Europe, organised by the European Ombudsman;
- Workshop Vulnerability Assessments, organised by the International Centre for Migration Policy Development.

✓ Actions undertaken with Ombudsman institutions in Europe, as well as with other authorities at European level:

- preparation of responses to various requests/questionnaires received from Ombudsman institutions in Europe and from associations and organisations of which the People's Advocate Institution is a member: the International Ombudsman Institute, the European Ombudsman Institute and the Association of Ombudsmen and Mediators of the Francophonie;
- correspondence with: the European Union Agency for Fundamental Rights, the European Commission, the European Ombudsman and the European Commission for Democracy through Law.

3.2. At the national level, we mention:

- the event organised by the General Secretariat of the Government on the theme Protecting Civic Space, in the context of the Open Gov Challenge;
- the event Can You Hear Me? - SLAPPs That Try to Silence Us, organised by the LiderJust Association and the Rule of Law Programme South East Europe of the Konrad Adenauer Foundation;
- the meeting of the People's Advocate with the OSCE Election Observation Mission for the presidential election;
- the international closing conference of the project TSI (Technical Support Instrument) - 23RO06 - Support for the Implementation of Integrity and Anti-Corruption Measures within Romania's Legal Framework, including Reducing Corruption Risks in Public Procurement, implemented by the Ministry of Justice together with the National Integrity Agency and the Organisation for Economic Co-operation and Development;

- the meeting of the People's Advocate with H.E. Mr Gudsi Osmanov, Ambassador of the Republic of Azerbaijan;
- the debate Pluralism and Critical Voices - the New European Anti-SLAPP Directive, organised by the EUROPULS Centre of European Expertise;
- the meeting of the People's Advocate with H.E. Mr Jean-Marc Berthon, French Ambassador for LGBT+ Rights;
- the Rule of Law Forum, organised by the Faculty of Law of the University of Bucharest, the European Commission Representation in Romania and the Konrad Adenauer Foundation;
- the meeting of the Cooperation Platform of Independent Authorities and Anti-Corruption Institutions, organised by the Ministry of Justice;
- the meeting of the People's Advocate with Ms Anna Riatti, UNICEF Representative in Romania;
- the meeting of the People's Advocate with representatives of the Ministry of Justice concerning the transposition of Directive (EU) 2024/1069 of the European Parliament and of the Council of 11 April 2024 on protecting persons who engage in public participation from manifestly unfounded claims or abusive court proceedings ("Strategic lawsuits against public participation");
- the meeting of the People's Advocate with 30 elderly and vulnerable persons at the premises of the "Niciodată Singur" Association;
- the meeting with representatives of the European Union Agency for Asylum (EUAA);
- the meeting with representatives of the International Centre for Migration Policy Development (ICMPD) on the establishment and finalisation of the Independent Mechanism for Monitoring Respect for the Fundamental Rights of Persons Subject to Screening Procedures;
- the working meeting within the project Support for the Implementation of the Pact on Migration and Asylum, organised by the General Inspectorate for Immigration and the International Centre for Migration Policy Development;
- the meeting with 15 participants from Syria, Palestine, Lebanon and Iraq participating in the specialised training programme on institutional capacity-building - Institutional Capacity-Building in Support for Democratic and Inclusive Governance, implemented by the Ministry of Foreign Affairs in partnership with the International Development Cooperation Agency;
- the meeting of the People's Advocate with Mr Pablo Zapata, UNHCR Representative in Romania;
- the online meeting with Ms Nikoletta Douratsou, Fundamental Rights Monitor at FRONTEX, responsible for monitoring operational activities in Romania;
- the Toolbox Screening testing exercise, organised by the General Inspectorate of the Border Police at the Sighetu Marmăției Territorial Inspectorate of the Border Police from 24 November to 5 December 2025, with the participation of representatives of UNHCR, FRONTEX, the European Union Agency for Asylum (EUAA), the Romanian National Council for Refugees and the Maramureș General Directorate for Social Assistance and Child Protection;
- the debriefing of the Toolbox Screening testing exercise held in Sighetu Marmăției from 24 November to 5 December 2025, organised by the International Centre for Migration Policy Development.

✓ Actions undertaken with Romanian authorities:

- preparation of the response of the People's Advocate Institution to the request of the General Secretariat of the Government concerning the Annex on the results of monitoring

compliance, within the People's Advocate Institution, with the standards laid down by Law No. 544/2001 on free access to information of public interest, as subsequently amended and supplemented;

- correspondence with the Government of Romania concerning Romania's planning and preparation of a National Action Plan on Human Rights;

- correspondence with the Ministry of Foreign Affairs concerning Document No. 31 of 26 February 2025, issued by the Department of Education, Culture, Youth, Sport and Gender Equality of Vancicăuți City Hall, Ukraine, which imposed measures to eliminate the Romanian language from national minority schools;

- preparation of the responses of the People's Advocate Institution to requests from non-governmental organisations.

✓ **Organisation of working meetings:**

- on 17 June 2025, a meeting was held at the headquarters of the People's Advocate Institution with representatives of non-governmental organisations (LiderJust Association, Center for Independent Journalism, APADOR-CH, Center for Legal Resources, Funky Citizens, Bankwatch Romania, Floreasca Civica, Civil Society Development Foundation, ActiveWatch, Greenpeace Romania, Declic, Agent Green, AER Muntenia Regional Ecological Association) and representatives of the Ministry of Justice, with a view to the need to establish a framework for cooperation for the transposition of Directive (EU) 2024/1069 of the European Parliament and of the Council of 11 April 2024 on protecting persons who engage in public participation from manifestly unfounded claims or abusive court proceedings ("Strategic lawsuits against public participation");

- on 19 June 2025, a working meeting was held at the headquarters of the People's Advocate Institution with representatives of non-governmental organisations concerning the draft law transposing Directive (EU) 2024/1069 (APADOR-CH, Center for Legal Resources, Funky Citizens, Bankwatch Romania, Floreasca Civica, Civil Society Development Foundation, ActiveWatch, Greenpeace Romania, Declic).

3.3. Information on Normative Acts Affecting Citizens' Rights

In the context of legislative changes, with a view to providing citizens, as well as the staff of the People's Advocate Institution, with up-to-date information in real time, 8 information notes were prepared by the Office.

3.4. Legal Affairs

In the field of legal affairs, we highlight the fact that the People's Advocate studied and examined in depth the applicable domestic and international legislation on migration and asylum and actively participated in working sessions/meetings/activities related to the *implementation of the Pact on Migration and Asylum*.

In this regard, we note that, through the **Memorandum** on the "Approval of the National Implementation Plan for the Pact on Migration and Asylum and its transmission to the European Commission", initiated by Mr Marian-Cătălin Predoiu, in his capacity as Deputy Prime Minister and Minister of Internal Affairs, which proposed the approval of the National Plan on Migration and Asylum, as well as its transmission to the European Commission through the designated National Contact Points, **the People's Advocate Institution is tasked with establishing/adapting an independent monitoring mechanism to assess respect for the fundamental rights** of third-country nationals and stateless persons in reception, public custody, screening and transit centres and throughout asylum and return procedures, in accordance with Regulations (EU) 2024/1348, 2024/1349 and 2024/1356 and Directive (EU) 2024/1346, *in reception centres and throughout asylum procedures*.

Taking into account its constitutional and legal role, the People's Advocate Institution agreed to assume an active, professional and independent role within this mechanism, in full compliance with European requirements.

The objective is for Romania to fulfil, within the prescribed timeframe, the obligations laid down in Regulation (EU) 2024/1356, while at the same time ensuring respect for the fundamental rights of all persons subject to screening and asylum procedures.

For the purpose of implementing the National Implementation Plan for the Pact on Migration and Asylum, the People's Advocate Institution is tasked with establishing/adapting an independent monitoring mechanism to assess respect for fundamental rights in reception centres and throughout asylum procedures.

With regard to the preparation and implementation of the *National Implementation Plan for the Pact on Migration and Asylum*, the following aspects may also be noted:

- **The Mechanism has already been established** by order of the People's Advocate, in accordance with Regulation (EU) 2024/1356 and the National Implementation Plan for the Pact;

- **It is represented at both central and territorial levels and is expected to become operational on 12 March 2026, subject to the adoption of the relevant legislation;**

- The members of the Mechanism have specific expertise and previous experience in the protection of fundamental rights in supervised accommodation facilities, acquired through their work within the Department for the Defence, Protection and Promotion of Children's Rights, the Department for the Army, Justice, Police and Penitentiaries, and the Department for the Prevention of Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment in Places of Detention - NPM;

- In the context of the adoption of the National Implementation Plan for the Pact on Migration and Asylum and the launch of the activities required to implement the measures set out in this strategic document, the People's Advocate Institution participated, together with the Romanian Border Police, the relevant European agencies in the fields of external borders and asylum, as well as Europol, in the *Toolbox Screening* testing exercise organised from 24 November to 5 December 2025.

Representatives of the People's Advocate participated in technical-level working meetings aimed at aligning national legislation with the provisions of the Regulations under the Pact on Migration and Asylum. Furthermore, within a working group, together with the relevant structures of the Ministry of Internal Affairs, the Draft Law on Establishing Measures for the Implementation of the Pact on Migration and Asylum and on Amending and Supplementing Certain Normative Acts in the Field of Foreign Nationals and Stateless Persons was drafted. The work was carried out on an online platform, in a dedicated shared folder, with technical coordination provided by the ICMPD IT Department.

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In order to support undergraduate and master's students who requested internships within the People's Advocate Institution, the *internships* were carried out both in person and online.

Thus, throughout the year, **6** internships were completed by **53 undergraduate and master's students** from: the Faculty of Law - University of Bucharest, the Faculty of Law of "Titu Maiorescu" University of Bucharest, the Faculty of Law of "Nicolae Titulescu" University of Bucharest and the Faculty of Law of the Bucharest University of Economic Studies.

In addition, internship agreements/conventions were signed with several universities and student associations for the purpose of carrying out internships within bachelor's or master's degree programmes:

- Framework Agreement on the Organisation of Internships, concluded between the People's Advocate Institution and the Faculty of Law - University of Bucharest;

- Cooperation Agreement for Undergraduate and Master's Student Internships, concluded between the People's Advocate Institution and "Titu Maiorescu" University of Bucharest;
- Agreement on the Organisation of Specialised Internships, concluded between the People's Advocate Institution and "Babeş-Bolyai" University of Cluj-Napoca;
- Partnership Agreement, concluded between the People's Advocate Institution and the Iaşi Law Students' Association (ASD);
- Cooperation Agreement, concluded between the People's Advocate Institution and ELSA Cluj-Napoca;
- Postgraduate Internship Protocol, concluded between the People's Advocate Institution and ELSA Suceava.

Actions and events organised together with higher education institutions

- meeting with 15 students from the Faculties of Law of the University of Bucharest and "Nicolae Titulescu" University of Bucharest, organised as part of the Freshers' Week event;
- meeting with a group of 10 students from the Faculty of Journalism and Communication Studies - University of Bucharest, as part of a study visit within the course on public institutions.

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With regard to *professional training*, 7 activities were carried out within the Legal Affairs, External Relations and Communication Office:

- Accessing European Funds, Communication in Public Administration, Ethics and Integrity, and European Funds, organised by the APSAP Training Centre;
- Fundamentals of Cybersecurity: Essential Concepts for Users and Best Practices, organised by the National Institute of Administration;
- Digital Workshop with Google - Increasing the Efficiency of Public Administration Activities through the Use of Artificial Intelligence Solutions, organised by the National Institute of Administration;
- Cyber Resilience in Public Administration: From Trends to Best Practices, organised by the National Institute of Administration, the National Cyber Security Directorate and the Euro-Atlantic Resilience Centre.

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In order to assist citizens interested in the activities of the departments and territorial offices, dedicated sections entitled *Activity* have been available on the Institution's website since 2022, where examples of relevant cases are posted weekly.

✓ Other specific activities carried out within the Legal Affairs, External Relations and Communication Office: preparation of the 2024 Annual Activity Report of the People's Advocate Institution; receipt, analysis and verification of the summaries prepared by the departments and the 15 territorial offices concerning relevant actions undertaken by the Institution, and their submission for publication on the Institution's website; review, correction, preparation, documentation and dispatch of special reports; management of documents received/sent through the Special Postal Service; translation of all invitations and requests received from Ombudsmen or other organisations with which the People's Advocate Institution cooperates; responses to requests received from the media/NGOs; management of the sections News, Updates, Documents Adopted by International Bodies, by submitting for publication on the Institution's website/updating all actions undertaken by the People's Advocate and the responses received, as well as documents adopted by international bodies

of which the People's Advocate Institution is a member or with which it cooperates; preparation and drafting of the Press Review.

In addition, the Head of the Legal Affairs, External Relations and Communication Office also serves as Rapporteur-Secretary of the Monitoring Committee within the People's Advocate Institution.

At the same time, one of the Office's employees is responsible for: implementing the legal provisions concerning declarations of assets and interests within the People's Advocate Institution; receiving, registering and handling internal reports concerning breaches of the law within the People's Advocate Institution; activities related to the prevention and resolution of conflicts of interest; and submitting requests for electronic signature certification to the Special Telecommunications Service through the dedicated secure platform.

3.5. Communication and Relations of the People's Advocate Institution with the Media

With a view to strengthening relations with the media throughout the country, in 2025 the People's Advocate paid particular attention to monitoring, at central level, matters reported by the local media. At the same time, representatives of the territorial offices also adopted a proactive approach, maintaining regular contact with the local media by participating in programmes and giving interviews or statements.

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§ On 11 February 2025, a meeting with media representatives was held at the headquarters of the People's Advocate Institution, during which the Summary of the 2024 Annual Report was presented. (AGERPRES, Euronews, Prima TV, Antena 3)

§ On 7 May 2025, a meeting with representatives of public authorities, civil society and the media was held at the headquarters of the People's Advocate Institution, during which the conclusions of the Special Report on the Phenomenon of Domestic Violence in Romania were presented.

§ On 28 May 2025, a meeting with representatives of public authorities, civil society and the media was held at the headquarters of the People's Advocate Institution, during which the conclusions of the Special Report on Road Safety in Romania were presented.

§ On 23 October 2025, a meeting with representatives of public authorities, civil society and the media was held at the headquarters of the People's Advocate Institution, during which the conclusions of the Special Report on the Situation of Older Persons at Greater Risk of Poverty and Social Exclusion were presented.

§ On 10 December 2025, a meeting with representatives of public authorities, civil society and the media was held at the headquarters of the People's Advocate Institution, during which the conclusions of the Special Report on the Exercise of the Right to a Pension by Romanian Citizens Working Abroad were presented.

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In 2025, the People's Advocate Institution was mentioned in a total of 7,845 media items, as follows:

- TV programmes: 629 mentions;
- radio programmes: 291 mentions;
- articles in the print media: 62 mentions;
- articles published on news websites: 6,863 mentions, of which 2,218 were articles in the local media and 4,645 were articles in the national media.

Finally, we emphasise that the Litigation Service also carries out activities relating to the dissemination of information of public interest and the handling of complaints, including those submitted by the media, under Law No. 544/2001 on free access to information of public interest, as subsequently amended and supplemented (an activity covered by a separate report which will be posted on the website of the People's Advocate Institution), as well as the handling of complaints based on Article 31 of the Constitution concerning the right to information.

CHAPTER IX

HUMAN, MATERIAL AND BUDGETARY RESOURCES

Section 1 - Human Resources

The Institution is headed by the People's Advocate, assisted by 6 Deputy People's Advocates, who hold the rank of Secretary of State and are specialised in the six existing areas of activity.

Within the People's Advocate Institution, directly subordinated to the People's Advocate, operates the Constitutional Litigation, Appeal in the Interest of the Law, Administrative and Legal Litigation, Legal Affairs, External Relations and Communication Service, which consists of three structures with clearly defined responsibilities: the Constitutional Litigation and Appeal in the Interest of the Law Office, the Administrative and Legal Litigation Office, and the Legal Affairs, External Relations and Communication Office.

At territorial level, activities are carried out through the 15 territorial offices, organised according to the geographical jurisdiction of the courts of appeal, as well as through the 3 zonal centres of the National Preventive Mechanism for the Prevention of Torture in Places of Detention. The Bucharest Zonal Centre is part of the Institution's central structure.

As at 31 December 2025, the Institution had 139 employees, comprising: 7 dignitaries, 1 coordinating director, 1 head of service, 4 heads of office, 109 advisers, 3 experts, 3 clerks and 10 drivers, in addition to 1 adviser within the Office of the People's Advocate. Of these, 97 are women and 42 are men.

The organisational structure of the People's Advocate Institution is laid down in the Regulation on the Organisation and Functioning of the Institution and reflects the areas of activity as established by law.

The Institution's economic and administrative activities are coordinated by the coordinating director.

The Institution has an Advisory Council, composed of the People's Advocate, the Deputy People's Advocates, the coordinating director, as well as other persons designated by the People's Advocate. The Council meets once a week or whenever deemed necessary and is convened by the People's Advocate.

In 2025, the People's Advocate Institution operated with a staffing structure comprising 161 funded positions, of which 157 positions were allocated to the headquarters, the territorial offices and the four zonal centres, and 4 positions to the Office of the People's Advocate.

At the beginning of 2025, there were 145 employees and 16 vacant positions, of which 0 were management positions and 16 were non-management positions. During 2025, 1 employee joined the Institution and 7 employees left.

As at 31 December 2025, there were 22 vacant non-management positions, as follows: 19 permanent contractual positions and 3 fixed-term contractual positions within the Office of the People's Advocate.

The provisions of the Statute of the Staff of the Specialised Structures of Parliament apply to the staff of the People's Advocate Institution.

With regard to the professional training of the staff of the People's Advocate Institution, pursuant to Article 43(5) of the Regulation on the Organisation and Functioning of the People's Advocate Institution, "the staff of the Institution have both the right and the obligation to continuously improve their professional training, including by participating in professional training courses."

For the implementation of the Annual Professional Training Plan, the Institution's staff participated in a series of training courses/seminars/webinars, which contributed to the development of professional skills and improvement of knowledge; the acquisition of advanced knowledge necessary for carrying out professional activities; the updating of job-

specific knowledge; the acquisition of knowledge useful in a professional context; the development of interpersonal skills and the efficient use of working time; and the achievement of the objectives established in the evaluation report.

In order to assess the achievement of the professional objectives established for 2024, at the beginning of the year all contractual staff of the Institution were evaluated and informed of their objectives for 2025. Staff whose individual employment contracts were terminated, suspended or amended were evaluated for the period up to the date of termination, suspension or amendment of their individual employment contracts.

Section 2 - Material and Budgetary Resources

In 2025, the People's Advocate Institution was allocated budget appropriations and commitment appropriations amounting to **RON 25,980,000** under **Law No. 9/2025 on the State Budget for 2025**.

Under Government Emergency Ordinance No. 50/2025 on the revision of the State Budget for 2025, the People's Advocate Institution:

- returned budget appropriations and commitment appropriations amounting to RON 700,000 from *Title I - Personnel Expenditure*, representing savings resulting from the reduction of the allowance for hazardous or harmful working conditions following the application of the provisions of Government Emergency Ordinance No. 36 of 30 June 2025 on establishing certain measures concerning personnel paid from public funds;

- received budget appropriations and commitment appropriations amounting to RON 400,000 under *Title II - Goods and Services*, in order to secure the funds required to extend the lease agreement for the headquarters until the end of 2025, and RON 36,000 under *Title XI - Other Expenditure*, required for the payment of "Amounts relating to persons with disabilities not employed" for October and November 2025, the difference resulting from the increase in the national gross minimum basic salary applicable in 2025 from RON 3,700 to RON 4,050.

During 2025, the People's Advocate Institution achieved savings amounting to **RON 287,000**, which it returned to the State Budget as part of the release of budgetary funds, thus leaving budget appropriations and commitment appropriations amounting to **RON 25,429,000** to be executed.

The People's Advocate Institution remained within the budget appropriations available for execution during 2025.

Budget execution for 2025 amounted to **99.78%** of the allocated budget.

CHAPTER X

AUDIT AND RISK MANAGEMENT

In 2025, the internal public audit activity was carried out pursuant to the provisions of Law No. 672/2002 on Internal Public Audit, republished, the General Rules on the Exercise of Internal Public Audit Activity, approved by Government Decision No. 1086/2013, and the Annual Internal Public Audit Plan for 2025, approved by the People's Advocate.

The planning of the internal public audit missions was based on the principle of periodicity and took into account, as a matter of priority, the requests of the People's Advocate, the recommendations of the Central Harmonisation Unit for Internal Public Audit within the Ministry of Finance, and those of the Romanian Court of Accounts.

Thus, 8 internal public audit missions were carried out, of which 6 were planned and 2 were unplanned ad hoc missions conducted at the request of the People's Advocate.

1. **Assessment of public procurement**
2. **Assessment of the activity of the Bacău Territorial Office**
3. **Assessment of the activity of the Craiova Territorial Office**
4. **Assessment of the activity of the Bacău Zonal Centre**
5. **Assessment of the activity of the Department for Human Rights, Equal Opportunities for Men and Women, Religious Affairs and National Minorities**
6. **Assessment of the Corruption Prevention System 2025**

The unplanned ad hoc missions requested by the People's Advocate concerned:

- assurance regarding the compliance/regularity of the information contained in employees' personnel files with the information recorded in the REVISAL electronic system;
- assurance regarding the compliance/regularity of an employee's contractual employment relationship with the People's Advocate Institution.

In addition to the planned internal public audit missions, informal advisory activities were also carried out in 2025, without assuming managerial responsibilities.

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Finally, we recall the 4 special reports prepared by the People's Advocate Institution during 2025:

- *Special Report on the Phenomenon of Domestic Violence in Romania*, submitted to the Prime Minister and the Presidents of the two Chambers of Parliament;

- *Special Report on Road Safety in Romania*, submitted to the Prime Minister and the Presidents of the two Chambers of Parliament;

- *Special Report on the Situation of Older Persons at Greater Risk of Poverty and Social Exclusion*, submitted to the Prime Minister and the Presidents of the two Chambers of Parliament;

- *Special Report on the Exercise of the Right to a Pension by Romanian Citizens Working Abroad*, submitted to the Prime Minister, the Presidents of the two Chambers of Parliament, the Minister of Foreign Affairs and the Minister of Labour, Family, Youth and Social Solidarity.

Furthermore, the Institution's activity in 2025 – **the recommendations issued by the People's Advocate and the authorities' responses thereto, the special reports, the administrative litigation actions brought, the exceptions of unconstitutionality raised directly by the People's Advocate, the objections of unconstitutionality lodged by the People's Advocate, as well as summaries of certain cases handled** – is available on the website of the People's Advocate Institution, www.avp.ro, in the dedicated sections.