

ROMANIA

Reimbursable Advisory Services Agreement to Support to the National Agency for Civil Servants on Human Resource Management Reforms in Romania (P503309)

Deliverable 2: Report on using strategic workforce planning for fiscally sustainable staffing in priority/selected areas

December 2025 (revised February 2026)



AGENȚIA NAȚIONALĂ
A FUNCȚIONARILOR PUBLICI



THE WORLD BANK
IBRD • IDA

“NRRP. Funded by the European Union – NextGenerationEU”



This report has been delivered in English in December 2025 under the Reimbursable Advisory Services Agreement to Support to the National Agency for Civil Servants on Human Resource Management Reforms in Romania (P503309) signed between the National Agency for Civil Servants and the International Bank for Reconstruction and Development on March 18, 2024, aiming at support to implement the measures, objectives and results provided for in Pillar V. Health, as well as economic, social and institutional resilience, Component C14. Good governance, Reform 3. High-performance human resource management in the public sector, Milestone 418 – Entry into force of the legal acts for adopting merit-based and competency-based human resource management frameworks in the central public administration, as set out in the National Recovery and Resilience Plan (NRRP), updated in accordance with Council Implementing Decision No. 14452/25 of 13.11.2025. This report represents Deliverable 2 developed under the above-mentioned agreement.

Disclaimer

This work is a product of the staff of The World Bank. The findings, interpretations, and conclusions expressed in this work do not necessarily reflect the views of the Executive Directors of The World Bank or the governments they represent. The World Bank does not guarantee the accuracy of the data included in this work and does not assume responsibility for any errors, omissions, or discrepancies in the information, or liability with respect to the use of or failure to use the information, methods, processes, or conclusions set forth. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of The World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

This report does not necessarily represent the position of the European Union or the Romanian Government.

Copyright Statement

The material in this publication is copyrighted. Copying and/or transmitting portions of this work without permission may be a violation of applicable laws.

For permission to photocopy or reprint any part of this work, please send a request with the complete information to either: (i) National Agency for Civil Servants (Bulevardul Mircea Vodă 44, Bucharest, Romania) or (ii) the World Bank Romania (str. Vasile Lascăr nr. 31, et. 6, Sector 2, Bucharest, Romania).

Acknowledgements

This report was produced by the World Bank Governance Global Practice team under the Reimbursable Advisory Services Agreement to Support to the National Agency for Civil Servants on Human Resource Management Reforms in Romania (P503309), aiming at support to implement the measures, objectives and results provided for in Pillar V. Health, as well as economic, social and institutional resilience, Component C14. Good governance, Reform 3. High-performance human resource management in the public sector, Milestone 418 – Entry into force of the legal acts for adopting merit-based and competency-based human resource management frameworks in the central public administration, as set out in the NRRP, updated in accordance with Council Implementing Decision No. 14452/25 of 13.11.2025, led by Fanny Weiner (Senior Public Sector Specialist, Task Team Leader), Dimitrie Miheș (Senior Public Sector Specialist), Task Team Leader) and Anca Butnaru (Senior Public Sector Specialist, Task Team Leader).

This report was developed by Dimitrie Miheș, with a core team composed of Radu Comșa (Senior Public Finance Expert) and Anca Butnaru (Senior Governance Expert). The report also benefited from substantial analytical and research input from Ciprian Ciobanu (Senior Legal Expert) and Brian Cawley (Senior HRM Expert).

The team would like to thank Fabian Seiderer (Practice Manager, Governance Global Practice, Europe and Central Asia), Yasser El-Gammal (Country Manager for Romania), and the Romania Portfolio Team for their overall advice, guidance, and support throughout the development of this report.

The team would also like to thank the officials from the various public institutions who participated in interviews, workshops and consultations. We appreciate the regular consultations and feedback received for this deliverable from representatives of the National Agency of Civil Servants, respectively the project team: Xenia Lupulescu, Technical Coordinator Jalon 419, Sonia Negoită, Project Manager, and Lavinia Niculescu, director, as well as managers/experts on specific project activities.

Contents

Executive summary.....	8
1. Introduction.....	22
1.1 Background.....	22
1.2 Methodological approach.....	23
2. Characteristics of an effective WFP function in the public administration	26
2.1 Overview of WFP in a public sector context	26
2.2 Key features of effective WFP in the public sector	28
3. Workforce planning in Romania’s public administration and civil service.....	34
3.1 Outcomes related to the effectiveness of the current WFP	34
3.2 Overview of the WFP function and the enabling elements and infrastructure in Romania’s public administration	37
3.3 The WFP function as a tool for HRM.....	50
3.4 The WFP function as a tool for budget planning and management	56
4. Enabling effective WFP in Romania’s public administration and civil service	63
4.1 Proposed measures to introduce structural prerequisites for WFP	63
4.2 Proposed changes to the WFP function to enhance its effectiveness.....	66
4.2.1 Data-driven workforce modelling for Romania’s civil service.....	73
4.3 Moving to a competency-based WFP in Romania’s civil service	86
Annex 1. Analysis of the legal provisions regarding workforce planning in the Romanian public administration	91
Annex 2. A proposed model for an integrated WFP function for the civil service.....	106
Annex 3. Case study on supporting the development of the ICT function in Romania’s public administration through a Strategic Workforce Plan.....	114
Annex 4. Data on personnel expenditure for the public administration in Romania, 2020-2025.....	119
Annex 5. Bibliography.....	120

List of Figures

Figure 1. Planned and executed wage bill in the central public administration, 2020-2025, RON million	35
Figure 2. Planned and executed wage bill in the local public administration, 2020-2024, RON million	35
Figure 3. Government effectiveness for EU member states, 2019-2023, percentile rank, as measured by the World Bank's Worldwide Governance indicators	37
Figure 4. Distribution of filled civil service positions by administrative tier (% of total filled) ..	74
Figure 5. Distribution of approved positions by status and administrative tier (% of positions by status)	74
Figure 6. Distribution of approved positions by category and status (% of positions by category)	75
Figure 7. Share of vacant positions by civil service jobs (share of total approved positions)	75
Figure 8. Share of temporary field positions by select civil jobs (share of total approved positions)	76
Figure 9. Distribution filled execution positions by professional grade	77
Figure 10. The distribution of execution positions by professional and status of the job	77
Figure 11. Distribution of filled positions by administrative tier and professional grade (share of total filled positions by administrative tier)	78
Figure 12. The share civil servants at the highest ("superior" grade across age bands	78
Figure 13. Distribution filled positions by administrative tier and age band (share of total filled positions Buy administrative tier)	79
Figure 14. Share of filled positions by age and professional grade in selected civil service jobs (share of filled the positions by job)	80
Figure 15. The share of civil servants due to retire in the next 15 years (male) and 13 years (female) (% of total filled positions)	81
Figure 16. Estimate of the wage of civil service by administrative tier, million RON, 2025	82
Figure 17. Annual wage bill of civil servants (occupied positions only), by administrative tier and category, 2025, million RON	82
Figure 18. Distribution of gross wages in the civil service across administrative tiers by category and educational attainment, RON, 2025	83
Figure 19. Distribution of gross wages of execution civil servants with tertiary education across administrative tiers by professional grade, RON, 2025	84
Figure 20. The number and cumulated wage bill of execution civil servants who are estimated to retire in the next five years, by administrative tier	85

List of Tables

Table 1. Medium-term planning and budget execution of wage bill in the central public administration .	36
Table 2. The main responsibilities of the institutional actors involved in the civil service WFP	40
Table 3. Model of maturity levels for WFP	43
Table 4. The main ICT systems that collect personnel data in the public administration in Romania	44
Table 5. Data quality classification for data-driven HRM in the public sector	45
Table 6. Approved wage bill for 2025 and estimates until 2028 for selected primary credit authorizing officers, million RON	57
Table 7. Approved wage bill for selected main budget holders in 2025, broken-down by quarter. Comparison with executed wage bill in 2024 (mil. RON).....	59
Table 8. Potential metrics for workforce modelling and projections in Romania’s civil service	67
Table 9. Calendar of implementation for the proposed WFP process	70
Table 10. Potential metrics for evaluating WFP effectiveness	72
Table 11. Results of two scenarios pertaining to the cost of replacement of positions left vacant after the retirement of execution-level civil servants in the next five years, million RON.....	86
Table 12. Summary of the correlation between the annual budget planning cycles and strategic planning cycles, and proposed WFP process.....	106

List of Boxes

Box 1. Approaches to WFP in the public administration in selected OECD/EU member states	29
Box 2. Overview of the SENEOSP and SIMRU ICT systems managed by the NACS	46
Box 3. Overview of ISP in Romania’s public administration.....	48
Box 4. WFP as an establishment control mechanism in the Austrian federal public administration	53
Box 5. Mandatory and standardized cost calculations for legislation in Austria.....	61
Box 6. Proposed definition for a WFP function in Romania’s public administration	63

Abbreviations and Acronyms

ADR	Authority for Digitalization of Romania
AI	Artificial Intelligence
DPEIPSRD	Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation
DG	Director General
DGAFP	Directorate General for Administration and the Civil Service
DSG	Deputy Secretary General
EDP	Executive Development Program
ERP	Enterprise Resource Planning
EU	European Union
FTE	Full-Time Equivalent
GEO	Government Emergency Ordinance
GoR	Government of Romania
HLCS	High-Level Civil Servants
HR	Human Resources
HRM	Human Resource Management
HRMIS	Human Resource Management Information System
ICT	Information and Communication Technology
NIA	National Institute of Administration
ISP	Institutional Strategic Plan
L&D	Learning and Development
M&E	Monitoring and Evaluation
MDPWA	Ministry of Development, Public Works and Administration
MoF	Ministry of Finance
MLFYSS	Ministry of Labor, Family, Youth and Social Solidarity
NACS	National Agency for Civil Servants
NRRP	National Recovery and Resilience Plan
OECD	Organisation for Economic Co-operation and Development
RAS	Reimbursable Advisory Services
SENEOSP	Sistemul electronic național de evidență a ocupării în sectorul public
SGG	General Secretariat of the Government
SIMRU	Sistemul integrat de gestionare a resurselor umane
TSI	Technical Support Instrument
WB	World Bank
WFP	Workforce Planning

Executive summary

The World Bank is providing technical assistance to the Government of Romania (GoR) to support its efforts, led by the National Agency for Civil Servants (NACS), to improve human resources management (HRM) in the public administration.¹ The current technical support builds on previous reforms developed by the NACS aimed at professionalizing, consolidating and improving the meritocracy and performance-orientation of the civil service in Romania. These include the introduction of a general competency framework for all civil servants in the public administration, and a new national recruitment and selection process for civil servants, based on the general competency framework. Under this RAS the Bank is supporting the NACS to enhance and expand these reform efforts through five inter-connected workstreams on consolidating the corps of high-level civil servants (HLCS) by modernizing the operating model;² developing, implementing, and evaluating an executive development program for secretaries general, deputy secretaries general, and directors general based on the general competency framework;³ improving strategic workforce planning and its competency-based approach;⁴ calibrating the national recruitment competition in line with the general competency framework;⁵ and developing a fit-for-purpose strategic framework for competency-based HRM and for personnel data governance.⁶

This report represents Deliverable 2 and provides recommendations for (i) improving the current WFP process applicable to the public administration and civil service, and (ii) preparing it to advance towards a competency-based approach. It reviews the existing regulatory and operational framework, identifies key structural gaps, and evaluates the effectiveness of current WFP practices for HRM and budget planning. Based on this analysis, it provides recommendations to the GoR and the NACS to strengthen WFP policies, governance, and processes, including the integration of functional domains and competencies. The report also illustrates how strategic WFP can be used to develop ICT HR capabilities in the public administration in Romania.

The analysis is based on a mixed methodological approach combining regulatory review, comparative analysis, and quantitative analysis of administrative data. It draws on an in-depth review of the legal and policy framework governing workforce planning, HRM, budgeting, and strategic planning, as well as of the analytical work and legislative proposals produced previously by the NACS concerning job analysis, specific competencies, and functional domains.⁷ The desk research is complemented by a review of WFP models and practices in selected member states in the European Union (EU) and the Organization for Economic Cooperation and Development (OECD).⁸ The quantitative analysis for workforce modeling uses

¹ Through the Reimbursable Advisory Services Agreement to Support to the National Agency for Civil Servants on Human Resource Management Reforms in Romania (P503309).

² This is covered through Deliverable 4 of the RAS.

³ This activity is covered by Deliverable 1 and, partially, by Deliverable 5.

⁴ This is covered through the current report.

⁵ This is covered through Deliverable 5 of the RAS.

⁶ Covered by Deliverable 3 of the RAS.

⁷ These consist of deliverables produced under Milestone 419, which can be accessed here: <https://www.anfp.gov.ro/proiecte/proiecte-in-implementare/proiecte-pnrr/proiecte-pnrr-lista/operationalizarea-cadrelor-de-competenta-din-administratia-publica-centrala>

⁸ WFP models and practices in Austria, Belgium, Croatia, France, Portugal, and Ireland; these countries were selected based on availability of information and to capture the diversity and maturity of WFP models in EU/OECD countries.

available administrative personnel data from the NACS, Ministry of Finance, and Ministry of Labor, Family, Youth, and Social Solidarity to examine workforce composition, dynamics, and costs, primarily for general and specific civil servants in the central public administration, with limited extensions to other staff categories where data allows. The data analysis and modelling are constrained to endogenous workforce characteristics captured in existing systems, as current data and planning tools do not allow personnel information to be systematically linked to organizational objectives, programs, or functions.

Characteristics of effective WFP in the public sector context

Workforce planning is a core component of strategic planning that focuses on ensuring the efficient and effective deployment of people across public sector organizations. As highlighted by the OECD, WFP enables governments to anticipate and shape the size, structure, and capabilities of the workforce in line with evolving service delivery needs and fiscal constraints. In many EU and OECD countries, WFP has become a standard tool for taking a strategic, multi-annual view of staffing needs, supporting optimal workforce sizing, preservation of institutional knowledge, development of new competencies, innovation in ways of working, and more effective management of personnel budgets and recruitment. When well implemented, WFP ensures that the right people, with the right skills, are in the right place at the right time.

In practical terms, WFP involves forecasting future staffing and competency needs, comparing demand with current workforce supply. Workforce planning consists of identifying gaps, and developing, implementing, and regularly updating action plans to address them, while accounting for cost implications. In the absence of a structured WFP framework, staffing decisions tend to be reactive and fragmented, driven by short-term pressures rather than strategic priorities, which leads to recruitment delays, service disruptions, and weak alignment with institutional objectives. These challenges are compounded by limited analytical capacity, poor data availability, and rigid staffing structures that constrain mobility and adaptation to new policy and technological demands. Addressing these shortcomings through a strategic WFP approach is therefore essential to build a more agile, evidence-based, and future-ready public administration.

Workforce planning should be embedded within strategic and budgetary planning processes, rather than implemented as a stand-alone reform. Strategic plans define long-term policy objectives and anticipate emerging challenges, such as digitalization, artificial intelligence, climate change, and migration, which workforce plans must translate into concrete staffing and competency requirements. International practice shows that effective WFP operationalizes strategic goals by aligning staff numbers, skills, and deployment with future service demands and policy priorities, thereby shifting HR decisions away from short-term administrative pressures toward a forward-looking, needs-based approach.

Across EU and OECD countries, WFP is implemented through different institutional models, but all successful systems balance central coordination with strong ownership by line ministries. Budget-anchored models (e.g. Austria, Belgium) tightly link staffing plans to fiscal ceilings; negotiation-based models (e.g. France, Portugal) rely on structured dialogue between the centre and ministries; process-based models (e.g. Ireland) formalize annual planning cycles supported by data standards and quality assurance; and decentralized models (e.g. Sweden, Finland) delegate planning responsibilities while retaining strategic oversight centrally. In all cases, WFP is most effective when personnel planning is closely integrated with

budget preparation, medium-term expenditure frameworks, and clear governance arrangements that involve senior management and HR leadership at both central and institutional levels.

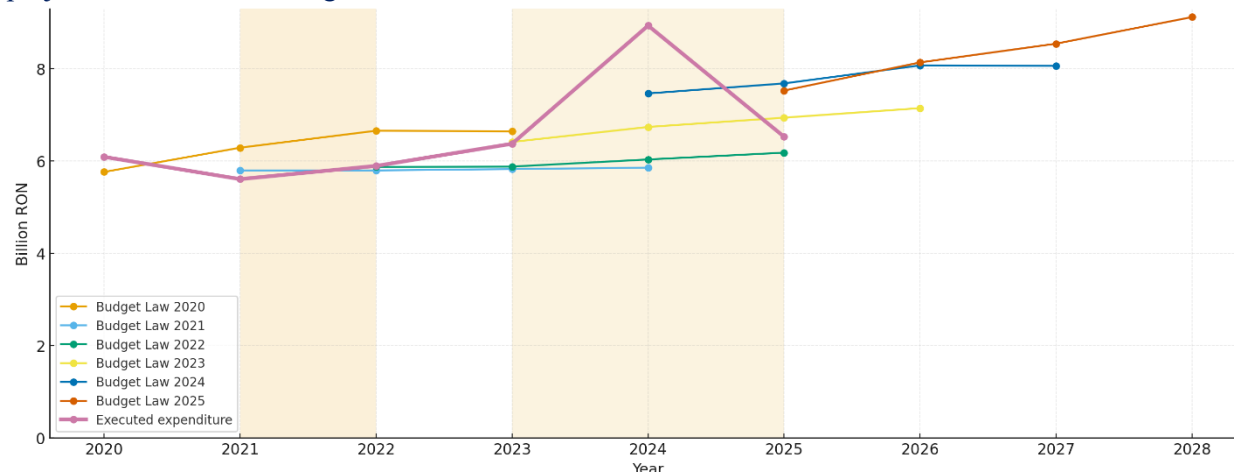
Effective and sustainable WFP further depends on robust data, analytical capacity, and phased implementation. High-quality workforce data, covering staff numbers, grades, costs, demographics, movements, and competencies, forms the foundation for credible analysis and forecasting, ideally supported by integrated Human Resources Management Information Systems (HRMIS) or Enterprise Resource Planning (ERP) systems linking HR and financial information. Competency frameworks enhance WFP by enabling qualitative assessment of future capability needs, but their use requires mature HRM systems and the ability to capture employee-level competency data. International experience shows that WFP should evolve gradually, starting with quantitative workforce and cost modelling and progressing toward competency-based analysis, supported by clear metrics, strong governance, and change-management measures to mitigate risks related to capacity gaps, data limitations, and non-compliance.

The WFP framework in Romania's public administration and civil service

Personnel data show that Romania's civil service is highly decentralized and structurally imbalanced, with direct implications for workforce planning and service delivery. Out of more than 175,000 approved civil service positions, only 73% (around 128,000) are permanently filled, while 20% are vacant and a further 7% are either temporarily filled or temporarily vacant. Over half of all permanently occupied positions (55%, roughly 70,000 staff) are located in local administration, compared to 28% in territorial administration (about 36,000) and only 16% at central level (around 21,000). This concentration becomes more problematic when vacancies are considered: 66% of all vacant posts are in local administration, compared to 18% in territorial and 16% in central administration. Temporary appointments and temporary vacancies also cluster disproportionately at the local level (around 45–50%), indicating persistent recruitment difficulties rather than short-term fluctuations. From a workforce planning perspective, this means that the tier responsible for most frontline service delivery is also the one facing the most severe staffing gaps and the weakest effective capacity.

Romania's public administration requires a robust WFP framework to support fiscal consolidation, improve governance effectiveness, and ensure value for money in personnel spending. Personnel expenditure is one of the largest and least flexible components of public spending, and in Romania it is poorly controlled over the medium term, as shown by persistent gaps between budgeted and executed personnel costs and unreliable multi-annual projections (see ES 1 below). In the absence of systematic WFP, staffing decisions are managed through blunt instruments such as hiring and wage freezes, which neither ensure fiscal predictability nor prioritize critical functions. At the same time, rising personnel costs have not translated into sustained improvements in public administration performance or service delivery, indicating weak alignment between staffing levels, skills, and institutional objectives. A structured WFP system is therefore essential to align personnel numbers, profiles, and costs with government priorities, integrate staffing decisions with budgetary planning, and strengthen the capacity of the public administration to deliver results within sustainable fiscal limits.

ES 1. Personnel expenditure for the public administration by annual budget allocations and multi-annual projections, and actual budget execution, 2020-2025, billion RON



Source: Author's elaboration, based on budget programming and projections for the public administration, per the Annual Budget Laws of 2020, 2021, 2022, 2023, 2024 and 2025, and on budget execution data, per MoF data (as found in Transparența bugetară: <https://mfinante.gov.ro/transparența-bugetara>).

Notes:

The budget execution for 2025 is limited to the first 10 months.

The highlighted areas represent the timeframe when personnel expenditures were legally constrained from increasing via wage or recruitment freezes.

The WFP function in Romania's public administration is fragmented and implicit, rather than defined as a coherent, structured, and integrated process. Elements of WFP exist across several administrative processes, namely strategic planning, budget planning and execution, organizational design, establishment control, and civil service recruitment, but these operate largely in isolation from one another. As a result, workforce considerations are not systematically translated from government objectives into staffing decisions, and WFP operates more as a by-product of compliance-driven processes than as a strategic management tool.

The existing WFP framework is highly decentralized and subject to limited central oversight. Responsibility for workforce planning lies primarily with individual institutions, which retain broad discretion over staffing decisions outside the established civil service recruitment process coordinated by the NACS. While this decentralization provides flexibility, it also weakens alignment between institution-level HR outcomes and central government priorities, and prevents effective coordination, guidance, or accountability at the system level. Within institutions, WFP is generally applied only to meet legal requirements, focusing on headcount compliance and budget ceilings rather than operational needs, service delivery priorities, or long-term capability development.

The impact of WFP is further constrained by its narrow scope and institutional fragmentation. A structured WFP process exists only for general and specific civil servants (which account for 55% of the personnel classified as pertaining to the public administration and 11% of public sector employees)⁹, under the lead of the NACS, although this is limited primarily to identifying recruitment needs on a multi-annual

⁹ Defined as jobs under Annex 8 of the Pay Law 153/2017.

basis. It does not function as a multi-level framework linking departmental, organizational, and whole-of-government workforce decisions. Fragmented mandates across institutions involved in establishment control, budgeting, recruitment, job analysis, and competency endorsement dilute accountability and prevent strategic decisions at the government level from influencing personnel management outcomes at the institutional or managerial level – each aspect of WFP is governed by distinct processes and responsibilities involving different combinations consisting of main budget holders, the NACS, the Ministry of Finance, and the Government, with limited coordination among them.

Structural prerequisites for effective WFP are largely missing. The WFP practices in Romania’s public administration are budget-driven, and focused on short-term headcount and cost control rather than strategic workforce design. Fundamental gaps include fragmented and non-interoperable personnel data systems, weak data governance, the absence of enforceable links between workforce needs and institutional objectives, limited analytical tools, and the lack of infrastructure to conduct granular personnel capacity modelling (e.g., by measuring workforce capacity in full-time equivalent, or FTE). These constraints prevent institutions from realistically assessing workforce supply and demand, estimating productivity, or aligning staffing decisions with operational requirements and fiscal sustainability.

Outdated job classification and weak use of HR data further undermine WFP effectiveness. The current classification system does not allow meaningful differentiation of roles, competencies, or career paths, particularly in cross-cutting and technical domains such as ICT, limiting its usefulness for workforce segmentation and planning. Personnel data remain siloed across multiple systems, inconsistently defined and rarely used strategically by institutions to inform planning, performance, or reform. The NACS has established a robust foundation for data-driven WFP in the civil service, through its ongoing investments in ICT systems, namely the “Sistemul Integrat de Gestionare a Resurselor Umane” (SIMRU), eANFP, and the “Sistemul electronic național de evidență a ocupării în sectorul public” (SENEOSP) – these have the potential to transform the data landscape, yet their impact on WFP will depend on full interoperability, integration of payroll data, and a clear governance framework that embeds workforce planning into strategic and budgetary decision-making across the public administration.

Budget planning is largely disconnected from workforce planning considerations. In Romania’s public administration, the annual budget drafting process is driven by macroeconomic forecasts, fiscal rules, and expenditure ceilings set by the Ministry of Finance (MoF), without relying on previously approved workforce plans or structured inter-agency discussions on staffing needs. Budget guidelines focus on compliance with wage bill ceilings derived from past execution and approved pay policy changes, but they do not incorporate projections of employment levels, recruitment needs, or workforce dynamics. As a result, primary credit authorizing officers prepare budget proposals within rigid financial constraints, with discretion over staffing decisions but without an institutionalized mechanism to align budgets with workforce plans such as recruitment or promotion plans.

Wage bill control dominates budget negotiations, often leading to underfunding and corrective measures. The MoF’s primary role is to enforce wage bill ceilings, while having no mandate in workforce planning or HR policy design. These ceilings frequently ignore changes in employment needs and are reinforced by restrictive fiscal measures, such as pay freezes, hiring suspensions, and requirements to absorb pressures through staff reductions or delayed promotions. In practice, this leads to systematic underbudgeting of personnel expenditures, uneven quarterly allocations, and reliance on in-year budget

rectifications to correct shortfalls. These adjustments are reactive and negotiated late in the budget cycle, rather than being informed by forward-looking workforce analysis.

The absence of strategic workforce planning weakens responsiveness to labor market realities. The current system does not link workforce planning to labor market dynamics, job benchmarking, or skills shortages, as public sector job classifications are not aligned with national or European occupational taxonomies. Workforce decisions are therefore largely insulated from external labor market signals, except through blunt fiscal controls imposed to contain public debt. This insensitivity limits the ability of public administration to anticipate skills gaps, compete for scarce talent, or improve workforce efficiency, ultimately undermining both service delivery and the strategic management of personnel costs.

Strengthening the fundamentals of WFP in Romania's public administration and civil service

Workforce planning in Romania's public administration should align with EU and OECD practices and be explicitly defined and institutionalized as a core HRM and management function, rather than remaining narrowly focused on recruitment processes. Effective WFP should systematically identify both staffing gaps (insufficient personnel) and, at a later stage, once the fundamentals are embedded, competency gaps. It would need to ensure that institutions have the right number of people, with the right competencies, in the right roles to deliver their mandates. To achieve this, the regulatory framework should define WFP as a structured, continuous process that links workforce decisions to institutional strategies, policy objectives, and fiscal constraints, and whose outputs directly inform personnel forecasting, budget substantiation, and HR strategies.

WFP must be embedded within institutional strategic planning and treated as an organizational responsibility, not solely an HR function. Integrating WFP into Institutional Strategic Plans (ISPs) would require each strategic objective and program to be supported by explicit workforce assumptions, including staffing levels, profiles, risks, and training needs, all costed and reflected in personnel budgets. Aligning WFP and strategic management processes would allow institutions to assess whether workforce resources are deployed cost-effectively to achieve results and would enable the ISP framework and ICT platform to become practical tools for monitoring workforce contributions to policy delivery.

At the system level, WFP cannot function effectively without a strong central coordinating structure with a clear mandate to guide, consolidate, and oversee workforce planning across institutions. Such a role, ideally anchored in the NACS and formally linked to the Ministry of Finance, should set common methodologies and data standards, ensure interoperability of HR and payroll systems, and aggregate workforce data to identify cross-government trends and critical capacity gaps. This central coordination is essential to align institutional workforce plans with government-wide priorities and fiscal ceilings, while still allowing flexibility at the institutional level.

The effectiveness and functioning of WFP are conditional on foundational reforms in job classification, data governance, and analytical tools. The current job taxonomy does not allow meaningful workforce segmentation or competency-based analysis, limiting the ability to plan strategically. Introducing functional domains, standardized job profiles, and a unified codification system, supported by centralized HR master data registries, would enable consistent workforce analysis across institutions.

Combined with integrated data systems and cost-aware planning tools, these reforms would allow WFP to function as an evidence-based mechanism that aligns staffing, competencies, and budgets into a coherent and sustainable public administration workforce system.

The application of WFP in Romania’s public administration should begin with a strong focus on producing reliable projections of workforce dynamics and personnel costs that directly inform the annual budget process. At its core, WFP must first establish a clear picture of the existing workforce supply and composition, quantify the cost of maintaining this structure, and identify priority roles that need to be filled in the short term. Translating staffing needs into precise cost estimates, covering salaries, allowances, retirements, and attrition, is essential to ensure that recruitment and mobility decisions remain within wage-bill ceilings and support fiscal discipline, while still financing critical staffing needs aligned with institutional objectives.

To be credible and operational, workforce modelling must rely on a standardized methodology and a limited set of robust, feasible indicators. At the current stage of administrative and analytical capacity, WFP should prioritize a core indicator set that links staffing projections to payroll costs, anticipates workforce risks such as retirements and attrition, and identifies gaps by staff category and job profile. Over time, this data-driven foundation can be expanded, but initially it should focus on building trust in projections and improving forecast accuracy. Importantly, WFP must cover all categories of public administration staff, not only civil servants, as excluding contractual and other personnel obscures real capacity constraints and the majority of personnel costs, undermining both planning and budgeting decisions.

An effective WFP framework must also be anchored in clear principles and an explicit process lifecycle. Leadership commitment, strategic anchoring to institutional mandates, use of reliable data, stakeholder involvement, and full integration with budget planning are essential to prevent WFP from remaining fragmented or reactive. Operationally, WFP should follow a structured cycle: clarifying strategic priorities; modelling the current workforce; projecting future demand and supply; identifying gaps; developing costed workforce actions; implementing these measures; and continuously evaluating results. This lifecycle, coordinated centrally by the NACS and aligned with the Ministry of Finance’s budget calendar, ensures that workforce decisions are evidence-based, iterative, and responsive to fiscal and strategic changes. The proposed process is summarized in the table below and detailed in Chapter 4 and Annex 2.

ES 2. Summary of the correlation between the annual budget planning cycles and strategic planning cycles, and proposed WFP process

Period	Annual budget planning cycle	ISP development cycle	Proposed biannual WFP cycle (for the civil service)	Current biannual cycle for the civil service national recruitment plan
January – March	Budget execution of previous year closes; macro-fiscal programming begins	Preliminary updates to ISP structure and programs.	Analysis of systemic workforce challenges and trends (NACS)	Stage 1. Institutions report projected recruitment needs (vacancies &

		Government priorities endorsed by GSG memorandum; ISP strategic direction confirmed		expected vacancies for next 2 years)
April – May	Draft macro-fiscal framework & expenditure aggregation			Stage 2: NACS consolidates & drafts the national recruitment plan
June	Budget policy orientation prepared at MoF	Main budget holders discuss ISP with MoF and subsequently submit them to MoF to substantiate annual and multi-annual budget planning	Stage 1. Issuing guidance for developing the 2-year Strategic Workforce Plan & on the guardrails (NACS, GSG, MoF) Stage 2. Training and dissemination workshops on WFP (NACS and GSG)	Stage 3. National recruitment plan approved through GD
June – July	Preparation & issuance of the framework-letter		Stage 3. Institutional workforce & cost analysis + 2-year projections (primary budget holders)	Recruitment competitions continue per approved plan, subject to substantiated changes at the request of institutions.
August – September	Institutions prepare draft budgets within ceilings		Stage 4. Institutional workforce action plans developed/updated (primary budget holders); draft Strategic Workforce Plan developed (NACS)	
October – November	Draft state budget law prepared & adopted by government	ISP financial components aligned with annual budget law	Stage 5. Government Decision approving the Strategic Workforce Plan	
December	State budget law adopted by parliament		Stage 6. Implementation, monitoring & evaluation of the	
January-February (following year)	Budget execution instructions issued	Isp implementation & annual reporting		
2-year cycle	Budget execution, controls, and revisions			

			Strategic Workforce Plan	
--	--	--	--------------------------	--

Source: Authors' elaboration.

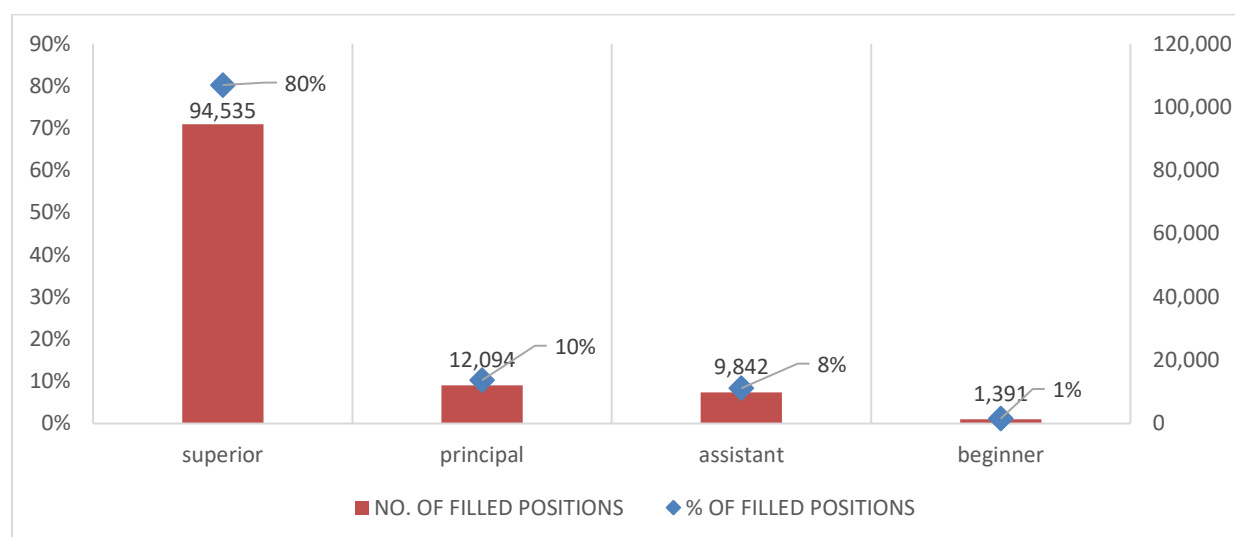
Workforce planning must be assessed against tangible performance outcomes, not only procedural compliance. Its success should be measured through improved forecast accuracy, stronger control over personnel costs, reduced competency gaps in mission-critical areas, faster and more targeted recruitment, and better alignment between staffing, budgets, and institutional strategies. By embedding clear metrics and feedback loops into each WFP cycle, Romania's public administration can progressively shift WFP from a narrow headcount exercise to a strategic management tool that strengthens institutional performance, supports reform delivery, and safeguards fiscal sustainability.

Leveraging available personnel data for WFP

Workforce data analysis is a critical prerequisite for effective WFP in Romania's civil service. A systematic examination of staff numbers, workforce composition, geographic distribution, retirement eligibility, and wage bill costs provides the empirical foundation needed to understand how the workforce is evolving and how these dynamics interact with fiscal constraints. By bringing together staffing and budgetary perspectives, workforce data enables credible modelling and forward-looking projections, helps identify structural risks and imbalances, and supports evidence-based planning for future recruitment, mobility, training, and leadership renewal. The analytical focus on workforce data ensures that workforce planning is grounded in a realistic assessment of current and projected capacity, creating the conditions for fiscally sustainable and strategically aligned workforce decisions, rather than ad hoc or reactive interventions.

Data on civil service composition reveal a deeply distorted workforce structure that undermines organizational design and long-term sustainability (see ES3). Around 80% of permanently occupied execution positions, 72% of temporarily occupied positions, and 54% of vacant positions are classified at the highest professional grade ("superior"). Entry-level ("debutant") positions represent only 0–2% of occupied posts across administration levels, while intermediate grades ("asistent" and "principal") remain marginal. This pattern is consistent across central, territorial, and local administration, where the share of "superior" grade positions ranges from approximately 72% to as high as 96%. As a result, professional grades no longer reflect task complexity or responsibility, but function primarily as a salary progression mechanism. For workforce planning, this top-heavy structure inflates the wage bill, weakens internal mentoring and succession pipelines, and limits institutions' ability to rebalance responsibilities toward lower-cost, entry- and mid-level roles.

ES 3. Distribution filled execution positions by professional grade



Source: Authors' elaboration, based on NACS civil service data, 2025

Workforce age and grade data indicate a predictable and severe retirement shock that requires immediate, multiannual planning. Roughly two-thirds of civil servants are concentrated in the 45–59 age cohorts across all administrative tiers, while staff under 35 represent only a small and insufficient inflow to replace upcoming exits. In many core professional roles, such as *inspector*, *auditori*, *consilieri*, and *referenți*, between 60% and 75% of incumbents are already over 50 years old, and 80–100% are at the superior grade. The data signals a first retirement wave in the 2027–2032 period that will disproportionately erode advanced technical expertise. A second, even more systemic wave is projected for 2032–2038, affecting leadership roles such as *director*, *director adjuncți*, *șef serviciu* and *inspector-șef*, where more than half of incumbents are over 50 and 85–95% are at the highest grade. At the same time, many civil servants under 50 have already reached the top grade, implying 15–20 years of career and salary stagnation, which weakens retention, especially in specialized roles facing private-sector competition. Taken together, these data show that retirements will reduce not only headcount, but also concentrated expertise and leadership capacity, unless WFP interventions are used early to rebuild staff pipelines and rebalance the civil service.

In terms of fiscal sustainability, the civil service wage bill is sizable and highly concentrated across tiers and job categories. In 2025, the total wage bill for the civil service is projected at RON 19.5 billion, equivalent to about 11% of the general government wage bill, while civil servants account for 10.5% of total public employment. Half of this expenditure is incurred at the local level, followed by territorial administration (29%) and central administration (19%), broadly reflecting the distribution of filled positions across tiers. Execution positions absorb the vast majority of spending (85%), while management positions account for 15%, and high-level civil servants represent a negligible share.

Wage distributions in the civil service reveal substantial internal pay inequities for similar civil service jobs. For comparable categories, particularly high-level civil servants, management positions, and execution positions at the “superior” grade, differences between the 5th and 95th percentiles frequently exceed RON 10,000 per month. These disparities are driven largely by variable pay and institutional top-

ups, which are unevenly distributed across institutions and concentrated at higher hierarchical levels, resulting in markedly different total remuneration for civil servants performing similar functions in different organizations.

Workforce attrition scenarios point to significant potential fiscal effects over the medium term.

Approximately 11,000 civil servants are expected to retire over the next five years, including about 1,400 in high-level civil service and management roles. If execution-level retirements are not replaced and wages were frozen, the cumulative reduction in the wage bill could reach around RON 4 billion. Partial replacement moderates these savings: replacing 15% of vacated positions with entry-level staff would absorb about RON 0.4 billion, while a 50% replacement rate would cost around RON 1.4 billion. Replacing positions at the superior grade instead of entry level would increase costs by roughly 40%, highlighting the importance of grade and entry-level recruitment decisions for wage bill sustainability.

Fundamentals of moving towards competency-based WFP

To enable progression towards competency-based WFP, the functional domains proposed by the NACS¹⁰ can act as a standardized, system-wide instrument for WFP. By classifying general civil service jobs according to job content rather than institutional or sectoral affiliation, functional domains can provide a common language for identifying competencies and comparing similar roles across the public administration. To achieve this, their purpose must be explicitly anchored in workforce planning and HRM, so that the eighteen proposed cross-cutting domains (e.g. HR, ICT, internal audit) become a practical tool for analyzing staffing needs and competencies rather than a parallel classification layer with limited operational use.

The mapping of civil service jobs into functional domains should be centrally led and standardized under the authority of the NACS. Assigning full responsibility to individual institutions to reclassify jobs through modified job descriptions risks inconsistent application (with effects in mobility across jobs and institutions) and weakens the analytical value of the framework. A common methodology and centrally coordinated process are necessary to ensure harmonization across institutions and to use functional domains as a lever to address broader weaknesses in the current job classification system. Implemented in this way, functional domains can support the systematic updating of job profiles, professional requirements, and competency standards in line with the functional needs of the public administration.

Functional domains should then serve as the backbone of a phased transition toward competency-based workforce planning. When explicitly linked to institutional mandates and objectives, they enable workforce analysis and planning by function rather than by grade or legal category, supporting more accurate forecasting and targeted recruitment, mobility, and reskilling. In practice, this requires the NACS to lead a gradual process that prioritizes mission-critical jobs, defines and validates their specific competencies centrally, and builds a national job catalogue. Over time, this approach would allow institutions to conduct consistent gap analyses and support national workforce plans that progressively

¹⁰ As proposed in NACS. 2024. Deliverable 5: Methodology for the regular updating of competency frameworks – Annex 4: Compendium of specific competencies. Developed as part of the technical assistance project no. 49313/26.10.2023, under Milestone 419 of the NRRP. Available at <https://www.anfp.gov.ro/media/nmehijrl/livrabil-5-anexa-nr-4-compendiu-de-competen%C8%9Be-spezificedocx.pdf>.

integrate competencies, ensuring that staffing decisions are aligned with government priorities and fiscal constraints.

Strategic WFP should prioritize developing the specific competencies and roles pertaining to the ICT function, given its strategic importance to enable Romania’s digital transformation agenda. The World Bank, NACS and the Authority for Digitalizing Romania (ADR) teams developed a competency framework and taxonomy of job roles for the ICT function in the public administration which should be used as the foundation for building the ICT function through strategic WFP.¹¹ This requires formally introducing the proposed standardized taxonomy of ICT roles that reflect the full digital service lifecycle, such as architecture, cybersecurity, development, data management, testing, service design, and digital governance, and transposing in legislation the proposed set of specific competencies associated with each role, regardless of employment status. Using this framework, institutions can map existing staff to defined ICT roles, assess functional coverage, identify critical competency and capacity gaps (including single-point dependency risks), and forecast future needs based on system complexity and policy commitments such as cloud migration, interoperability, cybersecurity, and AI governance. These diagnostics then inform multi-year workforce plans that prioritize mission-critical roles, set minimum redundancy benchmarks, and deploy targeted HR measures, such as recruitment, mobility, upskilling, shared services, or selective outsourcing, to build sustainable in-house capacity. By embedding this analysis within the WFP cycle and linking it to budget planning, competency-based WFP enables ICT staffing decisions to support continuity, security, and long-term reform delivery rather than short-term vacancy replacement, limited to generic job roles.

Enhancing WFP in Romania’s civil service (and broader public administration) requires a phased, sequenced approach that moves the current system from basic headcount management toward a fully integrated, competency-based and fiscally grounded WFP function (see ES4). It begins by establishing the essential structural prerequisites, namely clear legal definitions, modernized job classification and functional domains, robust data governance, and strengthened institutional roles, without which more advanced planning cannot function effectively. Once these foundations are in place, the roadmap introduces a standardized, evidence-based WFP process aligned with the budget cycle, supported by reliable indicators and costed projections, and initially focused on mission-critical roles to ensure early impact. Building on this operational base, a subsequent phase would incorporate the use of competencies into WFP, linking functional domains, job profiles, and competency frameworks to recruitment, mobility, training, and succession planning. Finally, the roadmap requires the full institutionalization of WFP across the public administration through the Strategic Workforce Plan, systematic monitoring and evaluation, expanded coverage to all public administration staff categories, and strengthened HR analytics capacity, thereby creating a sustainable system that aligns staffing, competencies, and personnel costs with Romania’s strategic and fiscal priorities.¹²

¹¹ As defined through World Bank. 2025. Report on the proposed ICT roles and functions for the Romanian central public administration – Output 2. Proposed Digital Competency Framework for Civil Servants in Romania. Developed under the Technical Support Instrument project “Developing a General Digital Competency Framework for Civil Servants in Romania”, under EC Contract No. REFORM/IM2024/005.

¹² Details regarding the implementation of the proposed WFP model and the related institutional responsibilities can be found in Chapter 4 and Annex 3 of this report.

ES 4. Roadmap for enhancing WFP in Romanian's public administration and civil service

Phase	Objective	Key actions / measures
Establishing structural prerequisites (Year 1-2)	Build the legal, institutional, and data foundations necessary for WFP.	• Legally define WFP as a structured, continuous organizational function. • Embed WFP within ISP and budget substantiation. • Introduce functional domains underpinned by a unitary job codification system. • Modernize job taxonomy, job profiles, and job analysis requirements. • Create centralized HR master data registry and enabling data governance framework. • Strengthen SENEOSP/SIMRU data infrastructure. • Clarify roles of NACS (methodology), MoF (costing), institutions (ownership) in the WFP function for the public administration. • Build HR analytics capacity in NACS and ministries. • Professionalize HR units through training, certifications, and analytical tools.
Operationalizing the proposed WFP model (Year 2–3)	Implement a standard, evidence-based WFP cycle integrated with the budget process.	• Apply multi-stage WFP lifecycle (supply analysis, demand projections, identifying gaps and costing, implementation and M&E). • Adopt core indicators for forecasting (staffing, retirements, attrition, cost trends). • Produce two-year projections for staffing and wage bill dynamics for targeted public administration staff categories. • Focus early cycles on mission-critical roles (e.g., ICT, management roles, and specialized roles). • Integrate WFP actions into annual budget planning and align the process with MoF budget planning calendar.

Introducing competencies in the WFP process (Year 3–4)	Leveraging specific competencies to identify competency gaps and plan interventions to address them through the WFP process	• Operationalize functional domains for forecasting and staffing benchmarks. • NACS develops standard specific competency libraries for each domain. • Institutions map competencies to job profiles and conduct competency gap analysis. • Integrate competency data gradually into the HR ICT systems (SIMRU/SENEOSP).
---	--	---

1. Introduction

1.1 Background

1. **The World Bank is providing technical assistance to the Government of Romania (GoR) to support its efforts, led by the National Agency for Civil Servants (NACS), to improve human resources management (HRM) in the public administration.**¹³ The current technical support builds on previous reforms developed by the NACS aimed at professionalizing, consolidating and improving the meritocracy and performance-orientation of the civil service in Romania. These include the introduction of a general competency framework for all civil servants in the public administration, and a new national recruitment and selection process for civil servants, based on the general competency framework. Under this RAS the Bank is supporting the NACS to enhance and expand these reform efforts through the following inter-connected workstreams:
 - (i) Consolidating the corps of high-level civil servants (HLCS) in the public administration, through improved HRM frameworks, policies and instruments. This includes reforming the operating model for the HLCS to enable it to drive the delivery of results for citizens in the public administration.¹⁴
 - (ii) Design, development, implementation and evaluation of an executive development program (EDP) to strengthen the skills of secretaries general/deputy secretaries general and senior civil servants at the level of directors general (DG) in the central public administration, as part of the initiative to introduce the general competence framework in learning and development (L&D) activities applicable to HLCS and management functions in public administration, in complementarity with the specialized training program for HLCS, coordinated by the National Institute of Administration.¹⁵
 - (iii) Improving strategic workforce planning in public administration, through better integration of the general competency framework and better use of personnel data.¹⁶
 - (iv) Enhancing the integration of the competency framework into the national recruitment competition, based on evidence-based evaluation and recommendations.¹⁷
 - (v) Developing a strategic framework focused on the development of fit-for-purpose human resources in the public administration and on the use of data for HRM through coherent and functional data governance arrangements.¹⁸

¹³ Through the Reimbursable Advisory Services Agreement to Support to the National Agency for Civil Servants on Human Resource Management Reforms in Romania (P503309).

¹⁴ This is covered through Deliverable 4 of the RAS.

¹⁵ This activity is covered by Deliverable 1 and, partially, by Deliverable 5.

¹⁶ This is covered through the current report.

¹⁷ This is covered through Deliverable 5 of the RAS.

¹⁸ Covered by Deliverable 3 of the RAS.

2. **This report represents Deliverable 2 and its objective is to analyze the necessary steps and prerequisites that the GoR must follow and, respectively, introduce to move towards a competency-based WFP in the public administration and civil service.** This report analyzes the degree to which the current WFP framework applicable in Romania's public administration and civil service can accommodate a competency-based approach. It identifies the missing structural elements required for a competency-based WFP process, and provides recommendations on the necessary reforms that the GoR should introduce to establish an enabling environment and a policy and operational framework that introduces the use of competencies in WFP. Specifically, the report
- Analyzes WFP practices and its underpinning regulatory and operational framework applicable in Romania's public administration, with a focus on the civil service.
 - Assesses the degree to which WFP is effective for both HRM and budget planning and management purposes, and identifies the structural and functional issues which constrain and undermine its utility for these purposes.
 - Provides recommendations to the NACS and the GoR to improve the policies, processes, and governance arrangements, including linkages with other core functions of government, pertaining to WFP for the civil service and, more broadly, the public administration. These recommendations also cover the introduction and use of the functional domains and specific competencies, as proposed by the NACS, for WFP for the civil service.
 - Exemplifies (i) how available administrative data can be used for WFP purposes in terms of analyzing and modeling staff costs and personnel dynamics in the civil service, and (ii) how competencies could be integrated in a WFP exercise, through a case study on developing the ICT function in the public administration through the proposed strategic WFP process.

1.2 Methodological approach

3. **The scope of the report is generally limited to the general and specific civil service in the central public administration, but includes analysis for other categories of public administration staff, across territorial and local administrative levels, where data is available.** First, the analysis of the WFP process and policies focuses on the framework that applies to the central public administration, in line with the scope of the RAS and of the mandate of the NACS. Under a similar reasoning, the analysis focuses on the WFP framework that applies to general and specific civil servants, as defined by the Administrative Code and as classified under the "public administration" occupational family in Annex 8 of the Public Sector Pay Law 153/2017.¹⁹ Moreover, the data analysis on workforce dynamics, composition, and costs, is generally limited to this category of staff, given the absence, restrictions to access, and/or inadequate quality of personnel data for other categories of staff classified under the "public administration" occupational family. However, where possible and appropriate, the data analysis extends to contractual staff across administrative levels.

¹⁹ Framework Law No. 153/2017 on the remuneration of staff paid from public funds.

4. **The analysis is based on an in-depth review of the regulatory frameworks and policies that pertain to WFP, a review of WFP models and practices in selected EU and OECD countries, and a quantitative analysis of administrative data sets for public administration personnel.** First, the Bank team conducted an in-depth assessment of the regulatory framework governing government functions related to WFP, namely on HRM, institutional set up and functioning, budget planning and execution, and strategic planning.²⁰ Moreover, the Bank team reviewed the set of analytical work and legislative proposals produced previously by the NACS concerning job analysis, specific competencies, and functional domains.²¹ Second, to identify lessons learnt in introducing and operating WFP in the public administration, the Bank team reviewed practitioner literature, as well as WFP models and practices in Austria, Belgium, Croatia, France, Portugal, and Ireland; these countries were selected based on availability of information and to capture the diversity and maturity of WFP models in EU/OECD countries. Third, the Bank team processed available administrative data on workforce and employer characteristics in the public administration from the NACS, Ministry of Finance, and Ministry of Labor, Family, Youth and Social Solidarity (MLFYSS) – the data sources, variables used in the analysis, and their limitations are explained below.
5. **The report blends and analyzes all available quantitative data on the civil service, collected from the NACS and the MLFYSS.** This data originated from the NACS Open Data 2025 and from the MLFYSS public sector wage database (L153) for 2024. All variables of the NACS database were employed to calculate total civil service filled and vacant positions by category, class, gender, administrative tier, age interval, grade and job. Moreover, the data was employed to project the number of civil servants who are expected to retire in the next 15 years. The main limitations of the NACS dataset pertain to (i) the lack of ID for the employer (i.e. the tax ID), (ii) the use of age bands for existing civil servants instead of discreet age values (iii) the non-standardized names of functional divisions to which civil servants belong and sometimes of job titles, and (iv) the lack of data on the educational profiles of civil servants. The MLFYSS L153 wage dataset was used to calculate median base and gross wages of civil servants by class, category, grade, job and administrative tier. The main limitation of the wage database is its coverage: in 2024, pay data was available for 43,000 civil servants, i.e. one third of total filled positions. Other limitations concern the accuracy of job codification and wage values. To mitigate these problems, the current analysis removed extreme values and used the 5th and 95th percentiles as wage boundaries, and corrected job codes on the basis of the administrative tier of the employer.
6. **The data analysis and modelling of workforce dynamics is limited to endogenous factors of the targeted categories of personnel.** The data analysis leverages personnel data captured by available administrative data, which is limited to selected job and jobholder characteristics. Neither the available data, nor the existing organizational processes and tools (e.g., the annual budget or Institutional Strategic Plans) are able to identify and link personnel data to exogenous factors, such as organizational

²⁰ See Annex 2 of this report.

²¹ These consist of deliverables produced under Milestone 419, which can be accessed here: <https://www.anfp.gov.ro/proiecte/proiecte-in-implementare/proiecte-pnrr/proiecte-pnrr-lista/operationalizarea-cadrelor-de-competenta-din-administratia-publica-centrala>

objectives and programs, or specific functions or processes, to allow for analysis on how the latter can be expected to influence workforce dynamics.

7. The report is structured into seven parts, which cover the review of international experience with WFP in a public sector context, the analysis of the WFP function and personnel data in Romania's public administration and, respectively, civil service, coupled with recommendations for improving the WFP framework and process. The deliverable is structured as follows:

- Chapter 2 provides an overview of the objectives and requirements of effective WFP in the public administration, based on lessons learnt from practitioner literature and international experience in EU and OECD member states.
- Chapter 3 describes the WFP function applicable to the Romanian public administration and, respectively, the civil service; it includes an assessment of its effectiveness for HRM and budget management purposes.
- Chapter 4 provides recommendations on improving the use and effectiveness of the WFP function in the public administration, as a tool for HRM and budget planning. It includes a snapshot, as well as projections, of the workforce composition, distribution, costs, and dynamics in the public administration, based on available administrative data. It also provides recommendations on putting in place the prerequisites that would enable the civil service to move towards a competency-based WFP function, which would include operationalizing the functional domains proposed by the NACS.
- The Annexes contain the complete analysis of the regulatory framework governing WFP in Romania's public administration and, respectively, civil service (Annex 1); a proposed model for a strategic WFP process integrated with the budgetary and strategic planning cycles (Annex 2); and a case study on a potential approach for using competencies and functional domains for WFP in the area of ICT in the public administration (Annex 3).

2. Characteristics of an effective WFP function in the public administration

2.1 Overview of WFP in a public sector context

8. **Workforce planning is an aspect of strategic planning specifically concerned with planning for the efficient and effective deployment of people across the organization(s).** Per the OECD, WFP is an essential tool for anticipating how the structure and size of the workforce can and should be modelled to meet the changing needs of the public service, in a cost-effective way.²² It is also now the norm in many OECD and EU member states to take a more strategic, long-term view of the staffing needs of the public service. This helps with planning for optimal staffing levels, maintenance of core expertise and knowledge in the public administration, the development of new competencies where needed, the introduction of new and innovative approaches to working, better management of staff budgets and a more systematic and well-planned approach to recruitment. In summary, workforce planning, when effectively implemented, helps to ensure that the right people are in the right place at the right time.
9. **In basic terms, WFP is a way of planning sectoral and organizational staffing needs on a multi-annual basis.** It involves planning for the numbers of staff that will be needed and where they will be needed, but also the kinds of knowledge and skills and other capabilities these staff will need. It is also related to cost management. Since staffing costs are a significant part of the public service budget it is important to be able to plan for what costs are likely to arise in the future. Where gaps are identified, actions plans are developed to fill this gap. In summary, workforce planning involves:
 - Predicting future staffing needs
 - Comparing staffing demand with current staffing supply
 - Identifying gaps
 - Developing actions to fill the gaps
 - Implementing these actions
 - Keeping the plan under review
10. **Effective workforce planning constitutes the technical foundation for sustainable and equitable salary policies in the public sector.** WFP enables the transition from *ad hoc* adjustments in salary policies toward an evidence-based remuneration model, where the personnel expenditure budget is dimensioned according to the actual capacity and need for manpower and specific competencies. Thus, strategic planning becomes a fiscal control instrument that guarantees that any increase in personnel expenditure is justified by clear operational priorities, preventing underfunding or multiannual budgetary slippages.

²² OECD. 2011. Public Servants as Partners for Growth: Towards a Stronger, Leaner and More Equitable Workforce, OECD Publishing; and OECD. 2013. The Government Workforce of the Future. OECD Publishing, Paris.

11. **Strategic workforce planning represents a pillar for the proactive management of demographic risks and for ensuring institutional continuity in the face of retirement waves.** By utilizing demographic projections and multiannual predictive analyses, WFP allows institutions to identify critical expertise that is about to leave the system in a timely manner and to implement succession planning strategies. This process facilitates a structured transfer of knowledge to new generations and substantiates entry-level recruitment policies to rebalance the age structure of the staff. At the same time, through early and systematic planning of career progression and mobility opportunities, WFP can transform the public sector into an attractive employer capable of retaining strategic talent even during periods of professional stagnation, thereby protecting institutional memory.
12. **Countries without a structured workforce planning approach often manage staffing needs in a reactive rather than strategic manner, addressing vacancies only after they arise or after a particular skill gap becomes evident.** This reactive model leads to delays in recruitment, service delivery disruptions, and missed opportunities to anticipate future capacity needs. Staffing decisions tend to respond to immediate pressures rather than long-term priorities, resulting in fragmented, ad hoc requests for posts from ministries and agencies throughout the year. Such frequent interventions burden the central coordinating authority and prevent the development of a stable, predictable workforce system.²³
13. **In these contexts, HRM is primarily transactional rather than strategic.** Ministries and agencies may lack the analytical capacity, tools, and methodologies to assess current and future staffing requirements, and as a result, staffing considerations are often disconnected from strategic planning processes. This disconnect poses risks to the implementation of institutional and government-wide objectives. Weak central coordination further compounds the issue, as HRM becomes focused on short-term administrative responses rather than proactive workforce design and development
14. **A further challenge in such systems is the lack of reliable data and technology infrastructure to support workforce analysis.** Many institutions may not have comprehensive information about their existing staff, competencies, or training records, nor the ability to project future skills losses due to retirement or structural changes. Workforce data are often fragmented across different systems or ministries and may be incomplete or inconsistent, limiting the government's capacity to make evidence-based decisions.
15. **Rigidity in staffing structures often prevents effective deployment of talent across the administration.** Mobility between institutions or even within large organizations can be constrained by outdated grading structures, contractual terms, or the absence of formal mobility schemes. This rigidity limits the public sector's agility to respond to emerging policy challenges, technological change, or crises. Moreover, the existing mix of competencies frequently reflects past rather than future needs, leaving civil servants well-prepared for traditional administrative processes but less equipped for analytical, digital, or cross-sectoral roles. Addressing these weaknesses through a strategic

²³ Sokol, Marc B., and Beverly A. Tarulli. 2024. Strategic Workforce Planning: Best Practices and Emerging Directions. New York. Oxford Academic.

workforce planning framework is therefore essential to build a future-ready, agile, and performance-oriented public administration.

2.2 Key features of effective WFP in the public sector

16. **Workforce planning should not be implemented as an isolated reform, but rather as a process fully integrated with both strategic and budgetary planning.** Strategic plans, developed at institutional and government-wide levels, reflect the economic, social, and demographic context in which the public service operates and establish long-term objectives in areas such as diversity, talent management, recruitment, and mobility. They also anticipate emerging challenges, including the digitalization of services, the use of artificial intelligence, and complex policy issues like climate change and migration. To be effective, workforce plans must therefore be designed as instruments that operationalize these strategic goals, ensuring that institutions have the right number of staff and the right competencies to deliver on their mandates. In Ireland, WFP has been an integral part of the Public Service Reforms, since their introduction in 2011. Aligning WFP with strategic planning ensures that HR decisions are driven by future service demands and policy priorities, rather than by short-term administrative needs.
17. **Workforce planning is a core element of public sector governance among EU and OECD member states, but is applied through different models, depending on their institutional context.** Four broad approaches can be observed. The budgetary approach, used for instance in Austria and Belgium, links workforce planning to fiscal discipline by setting clear ceilings for staff numbers and wage expenditure, often tied to medium-term expenditure frameworks. The negotiation or bargaining approach, as seen in France and Portugal, emphasizes structured dialogue between the central administration and ministries to align staffing and competency needs with government objectives. The process-based approach, such as in Ireland, formalizes an annual cycle for data collection and analysis supported by standard templates, quality assurance, and workforce planning networks. Lastly, decentralized approaches, such as those in Sweden and Finland, delegate responsibility for workforce planning to ministries and agencies, while maintaining some degree of central coordination for data management and strategic oversight. These examples illustrate that while models vary, successful systems strike a balance between central coordination and institutional ownership.
18. **Workforce planning must also be closely integrated with budgetary planning, as personnel costs represent a major share of public expenditure in EU and OECD member states.** WFP systems are most effective when directly connected to institutional strategic planning and financial management cycles, ensuring coherence between staffing levels, competencies, and fiscal sustainability. By projecting the number, grade, and composition of staff required over the medium term, workforce plans become essential tools for managing the wage bill and maintaining fiscal sustainability. Coordinating the processes of strategic planning, budgetary planning, and WFP allows institutions to make coherent decisions about resource allocation and program delivery. The active engagement of line ministries also emerges as a success factor in every country reviewed. Ministries and agencies need to approach these processes jointly, recognizing that decisions about staff structure, competency development, and recruitment directly affect both performance outcomes and financial planning. In Austria and France, for example, senior managers and HR directors regularly participate in structured dialogue with the

central authority to review workforce needs, identify gaps, and share best practices. Ireland's establishment of a senior management leadership group has further strengthened ownership and commitment at the institutional level (see Box 1). Finally, the legislative or regulatory anchoring of WFP, by mandating the preparation of annual plans and linking them to budget approvals, ensures accountability, continuity, and long-term institutionalization.

19. **Effective implementation of WFP also requires robust institutional structures, which connects central level mandates and within individual institutions.** In the analyzed EU member states, a central agency, typically the ministry responsible for the civil service or public sector management, leads and coordinates the process to ensure consistency across the administration (see Box 1 below). Its functions typically include: leading discussions with ministries on future staffing needs; maintaining centralized HR databases and technology systems; preparing and validating workforce data; coordinating with the Ministry of Finance on staffing numbers (e.g., in Croatia, to define short-, medium- and long-term recruitment plans)²⁴; conducting service-wide analyses; providing training and guidance; and evaluating the implementation of workforce plans. Central coordination allows for a holistic, forward-looking view of workforce needs across government and helps anticipate and address systemic HR risks before they materialize.

Box 1. Approaches to WFP in the public administration in selected OECD/EU member states

In Ireland, the Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation (DPEIPSRD) is responsible for developing policy on workforce planning, including designing the forms and guidelines for use by the civil service. Workforce planning is an integral part of the process for the setting of binding multi-annual pay ceilings and in monitoring delegated staffing prerogatives by the DPEIPSRD. Institutions are responsible for completing, on an annual basis, their respective workforce plans, first for the approval of their respective Management Board – these must be satisfied that the plan is feasible, that financial resources are within the budgetary allocation and aligned with the delegated staffing planning provisions available to the institution. The endorsed workforce plans are submitted for analysis and approval to the DPEIPSRD.

In Portugal, staff lists (*mapas de pessoal*) constitute the core formal instrument for workforce planning. They must reflect the organisation's annual activity planning and define the authorised positions. Any proposed increases in positions require prior authorisation of the member of the Government to whom the institution reports. The proposal must be compliant with the budget commitment and be approved by the member of the Government responsible for finance. A change in staff numbers involving a reduction of numbers must be based on a reorganization of the institution. The staff lists are annually submitted for approval, together with the budget proposal, to the competent member of the Government and made public on the website.

In France, workforce planning is coordinated by the Directorate General for Administration and the Civil Service (DGAFFP). The Minister responsible for the Civil Service as well as the DGAFFP define the HR

²⁴ As regulated by the Ordinance on the method of preparation and procedure for adopting the civil service recruitment plan for state administration bodies and professional services and offices of the Government of the Republic of Croatia (NN 19/2020)

policies every year, which are the priorities for the Civil Service. Overall workforce planning decisions depend on the budget. The government, in close cooperation with the Directorate of the Budget (within the Ministry of Finance), reviews the ministries' missions. Then it identifies the missions which are a priority, and the size of workforce they will require. Once ministries know their budgetary objectives and their strategic priorities, they must suggest where increased numbers are required and/or where budgetary cuts can be made.

In Austria, at the federal level, workforce planning is coordinated by the Federal Chancellery (previously done by the Ministry of the Civil Service and Sport). Each year the centre of government coordinates HR planning and control through the Staffing Plan (Personalplan). In doing so, it works with each Federal Ministry to determine medium-term reduction targets and to reflect political priorities when defining staffing levels. The Staffing Plan is linked to the medium-term expenditure framework, which lays down binding expenditure ceilings and upper limits on personnel for the next four years. The Plan itself lays down the maximum permissible number of Federal public employees for each financial year. It defines the maximum staffing capacity available for any given financial year, in quantitative and qualitative terms (number of posts and their salary brackets/pay groups) for each Federal Ministry, and is an annex to the Federal Budget Act with the force of law.

In Croatia, WFP in the state administration is operationalized through the mandatory Annual Recruitment Plan (Plan prijma). Each state administration body must annually assess its staffing needs and prepare a recruitment plan specifying the number and type of posts to be filled, the qualifications required, and the justification for each position, taking into account vacancies, expected retirements, organizational changes, and available budgetary resources. The planning process follows a bottom-up approach, with organizational units identifying needs that are consolidated by HR units and validated by top management, before being submitted for central review and approval to the ministry responsible for the public administration and Ministry of Finance, to ensure alignment with government employment policy and fiscal constraints.

Source: Review of relevant national legislation and policies governing HRM in the civil service and public finances, and input from local experts.

20. **At the same time, the effectiveness of WFP depends heavily on the active involvement of line ministries and agencies, whose HR units must develop strategic capacity and ownership of the process.** Local HR departments play a dual role: they coordinate the completion of workforce plans and engage senior managers and staff in forward-looking discussions on workforce composition, future competency needs, and organizational priorities. They also serve as key intermediaries between ministries and the central coordinating agency. Moreover, departments and divisions within ministries must participate actively, since they best understand their operational realities and the specific staffing and competency requirements of their domains. Building such decentralized analytical and planning capacity ensures that WFP becomes a continuous management function, embedded within organizational culture, rather than a one-off administrative exercise, particularly in country contexts where WFP responsibilities are delegated to institutions, such as Portugal.²⁵

²⁵ Per the Law 35/2014 on Employment in Public Functions.

21. **Competency framework can support public administrations to identify the key skills, behaviors, and attributes required at various staff grades and profiles.** These frameworks serve as the foundation for multiple HRM processes, including training, recruitment, promotion, and performance evaluation. In recruitment, they help identify the general competencies sought in new hires; in promotion, they provide a structured framework for assessing candidates' readiness for higher responsibilities; and in performance management, they form the basis for annual evaluations that assess employees against clearly defined competency standards. From a WFP perspective, competency frameworks are especially valuable because they allow organizations to assess whether the existing workforce possesses the competencies needed to meet future institutional objectives and to identify gaps that must be filled through training, reallocation, or recruitment. By integrating competency models into WFP, public institutions can ensure that staffing decisions are not only quantitative but also qualitative, focused on developing and sustaining the right mix of capabilities for future needs.
22. **The phased and adaptive implementation of WFP is critical to its effectiveness.** The review of international practices in WFP highlights that effective WFP requires a robust and credible quantitative foundation, such as mapping current staff numbers, grades, and demographics, before progressing to more sophisticated models that incorporate qualitative analysis, competency assessment, and succession planning. This gradual evolution reflects the progressive strengthening of strategic and analytical capacity across the public administration. In almost all cases, a central coordinating authority plays a pivotal role in managing the process, ensuring consistency, and linking workforce data to budgetary frameworks. At the same time, HR units in line ministries are critical for implementation: they facilitate the development of workforce plans, engage management and staff in the process, and build localized capacity for forecasting and planning. The review also reinforces the importance of reliable workforce data. In both Ireland and Austria, WFP relies on longitudinal data series that allow the identification of trends and the monitoring of compliance with personnel ceilings.²⁶ Where workforce planning has a legislative basis, as in Austria, compliance and data reporting are stronger, ensuring that personnel numbers remain within agreed limits.
23. **Competency-based WFP requires a high level of HRM maturity.** First, competency frameworks are often broad and generic, describing general skills for grades or roles but not the specific technical or contextual competencies required for particular positions. For example, while “strategic thinking” may be a general competency for senior officials, a senior role in the Ministry of Finance may specifically require the ability to design and evaluate economic policy frameworks. Second, most public administrations lack comprehensive systems for recording and managing competency data at the individual employee level. To assess competency gaps accurately, administrations need two datasets: (i) the competencies required for each job over the next 3–5 years and (ii) the current competencies held by each jobholder.
24. **Competency-based WFP depends on a clearly codified competency framework and on systems capable of capturing, storing, and reporting competency information.** Integrating competencies

²⁶ Respectively, the Civil Service HR Databank, in Ireland, and the Federal Civil Service Management Information System, in Austria (for the federal public administration).

into a Human Resource Management Information System (HRMIS), performance management tools, or Enterprise Resource Planning (ERP) platforms enables administrations to collect employee-level data and monitor gaps systematically, rather than relying on broad qualitative observations, such as general shortages of digital or analytical skills. While competency assessments can be conducted manually, scalable and evidence-based WFP requires digital infrastructure that supports continuous tracking of competencies and links this information to recruitment, mobility, learning, and performance management processes. Such systems allow public institutions to move from high-level judgments to precise, data-driven HR interventions and strategic WFP.

25. **High-quality, complete, and easily accessible workforce data forms the foundation of an effective WFP function.** Reliable information enables decision-makers to understand current workforce dynamics, anticipate future needs, and align staffing with strategic and budgetary priorities. A mature WFP framework relies on integrated data systems that consolidate information on employees in post, vacancies, staff movements, skills and qualifications, demographic profiles, and critical occupational groups, complemented by organizational structure and payroll data. While HR databases remain the core source for internal workforce information, WFP also requires the systematic use of external labour market intelligence, such as demographic trends, talent pipelines, and competition for skills, to anticipate labour supply pressures. This data environment is typically supported by a HRMIS, or in some administrations by an ERP platform that integrates HR, financial, and budgetary modules. When properly implemented, ERP solutions allow the linkage of HR and financial data, enabling more accurate forecasting, monitoring, and control of personnel costs and supporting an evidence-based approach to workforce planning.²⁷
26. **Once WFP is in place, clear metrics and indicators are necessary to monitor implementation progress and measure impact.** These metrics should evolve in sophistication alongside the maturity of the WFP process. At the input level, key metrics include the quality and accuracy of HR data, the engagement of institutions and stakeholders, the training provided to develop workforce plans, and the availability of standardized templates, guidance, and technology tools. Output-level metrics focus on the operational delivery of the process, such as the number and timeliness of workforce plans submitted, their quality and completeness, the strength of linkages with strategic and budgetary plans, and the extent to which workforce gaps are identified and addressed through practical strategies. At the outcome level, indicators measure the substantive results achieved: improved budgetary control over staff costs, more proactive identification of skill shortages and surpluses, greater workforce flexibility, more efficient recruitment and promotion processes, and stronger succession planning. Finally, workforce planning can also be used to track policy-level achievements, such as progress toward gender balance, minority representation, internal versus external promotion rates, retention patterns, and mobility across ministries. Together, these data-driven metrics ensure that workforce planning is not only a procedural requirement but also a strategic management instrument for improving efficiency, equity, and performance across the public administration.

²⁷ See Valcik, Nicolas A., Meghna Sabharwal, and Teodoro J. Benavides. 2017. *Human Resources Information Systems: A Guide for Public Administrators*. New York: Routledge.

27. **A successful system of WFP depends on strong governance, clear mandates, and sustained institutional capacity.** WFP should be seen as an integral component of strategic management and strategic HRM, not as an isolated administrative exercise. Its full benefits can only be realized when embedded within a broader understanding of the civil service's evolving staffing needs, external pressures, and changing skill demands. Establishing effective oversight mechanisms and ensuring compliance will require both central coordination and active engagement at the line ministry level. Building a planning culture across the administration will also necessitate investment in skills, leadership commitment, and dedicated structures to manage the process. As exemplified also in the following sub-chapter, many OECD countries adopted a phased approach for WFP, starting with foundational governance structures and gradually introducing more sophisticated coordination and analytical mechanisms as institutional capacity strengthens.
28. **The WFP process in the civil service can be undermined by non-compliance by line ministries and agencies, which may perceive WFP as an additional administrative burden rather than a strategic management tool.** This challenge can be mitigated by building awareness of WFP's benefits, securing senior management commitment early on, and embedding WFP in mandatory governance processes and reporting cycles. Capacity and skills gaps also pose a risk, as many HR units and managers may lack the analytical and planning expertise required to develop high-quality workforce plans. Targeted training programs, technical guidance, and peer learning through the WFP network will therefore be essential to build institutional capability and ensure consistent quality across ministries.
29. **Another major risk arises from the failure to integrate WFP with budgetary and strategic processes, which could create the perception that WFP is disconnected from decision-making.** This can be avoided by explicitly linking WFP to the preparation of strategic plans and budget submissions, ensuring that workforce projections directly inform resource allocation. A further implementation risk relates to phasing and timing, either moving too quickly without sufficient readiness or delaying progress due to excessive caution. These risks should be mitigated through a phased rollout, supported by clear project management and change management plans that define milestones, responsibilities, and evaluation mechanisms.
30. **The quality and integration of workforce data also represent a foundational risk.** Even if comprehensive data systems are still under development, the process can begin using existing payroll and HR data from institutions, while progressively improving data completeness and interoperability. Finally, there is a risk that ad hoc staffing requests will continue despite the introduction of WFP, undermining its credibility. This can be mitigated by adopting a firm policy that such requests will only be considered in exceptional circumstances and must be justified against the approved workforce plan.

3. Workforce planning in Romania's public administration and civil service

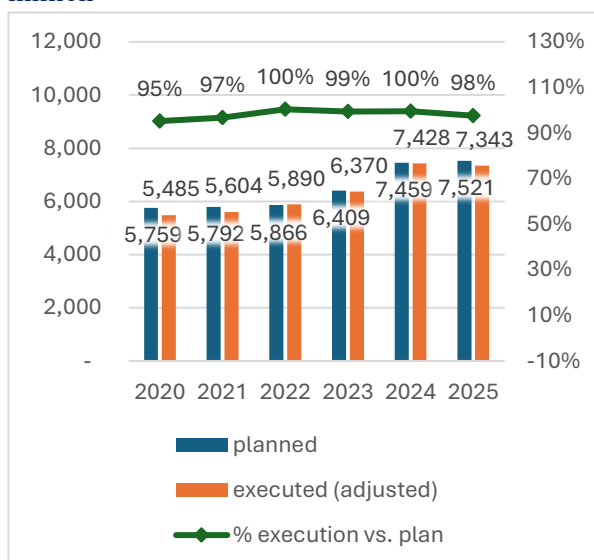
3.1 Outcomes related to the effectiveness of the current WFP

29. **The Government of Romania has launched a fiscal consolidation plan to respond to Romania's deterioration of public finances - this includes keeping recurrent spending in check.** Personnel expenditure plays a central role in fiscal consolidation, as it generally is one of the largest and least flexible components of government spending. Evidence shows that increases in personnel expenditure do not naturally revert and are typically financed through a mix of higher deficits and upward pressure on revenues, while non-wage spending often remains unchanged.²⁸ As a result, uncontrolled personnel expenditures can crowd out high-priority investments such as infrastructure or social protection, weaken the counter-cyclical role of fiscal policy, and amplify macroeconomic volatility. Persistent wage-driven deficits also worsen debt dynamics undermining fiscal sustainability and the credibility of fiscal frameworks. Without robust control and medium-term planning, personnel spending can undermine fiscal consolidation plans.
30. **At a fundamental level, the WFP in the public administration in Romania should shape personnel policies and decisions to support fiscal and budgetary policies and governance performance.** The WFP function should align personnel numbers, profiles, distribution, and associated costs with broader government policies, particularly fiscal, budgetary, and strategic priorities. By integrating staffing projections with medium-term expenditure planning and policy commitments, WFP could ensure that personnel spending is sustainable, predictable, and prioritizes categories of personnel required to deliver Government priorities.
31. **From a fiscal perspective, budgeted personnel expenditures for the public administration in Romania deviate systematically and significantly from executed spending, both annually and across multi-annual projections.** The budget executions of the wage bill reported under functional chapter "51 -executive authorities", which contains (but is not limited to) most civil service positions, within the state budget and local budgets reveal issues related to the lack of predictability of the multiannual trajectory. The execution rate does not seem to pose a problem in the central administration, because it is grounded in the execution of the previous year and expected pay rises, but frequent under-execution of the plan occurs in the local administration (Figure 1 and Figure 2). In the central public administration, the major issue is related to medium-term projections. Every year, the state budget is approved for the next year and three ensuing years (from year n to year $n+3$). The multiannual projections – $n+1$ to $n+3$ – are contradicted by executions every subsequent year (see Table 1). This pattern suggests that, while wage bill planning for the current year (year n) is mostly accurate,

²⁸ See Dybczak, K. and Garcia-Escribano, M. 2019. Fiscal Implications of Government Wage Bill Spending. Washington, DC: International Monetary Fund. Available at <https://www.imf.org/en/-/media/files/publications/wp/2019/wp1910.pdf> and Gupta, Sanjeev. et al. 2016. Managing Government Compensation and Employment: Institutions, Policies, and Reform Challenges. Washington, DC: International Monetary Fund. Available at <https://www.imf.org/external/np/pp/eng/2016/040816a.pdf>

projections for the subsequent years are not based on feasible assumptions of wage and workforce dynamics. The latter cause is the consequence of the absence of a systematic workforce planning process that would indicate more accurately medium-term workforce targets and related costs.

Figure 1. Planned and executed wage bill in the central public administration, 2020-2025, RON million

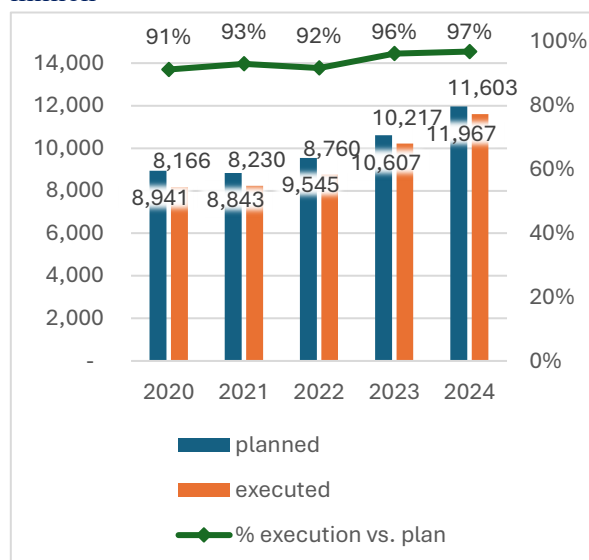


Source: Authors' elaboration based on data from MoF, Budgetary Transparency portal

Notes: Wage bill data in the graph pertains to the state budget, fully funded public institutions. It includes expenditure reported under functional chapter 51 "executive authorities", containing the remuneration of civil servants and contract employees in most ministries and their central and territorial subordinates.

Executed wage bill for 2025 is estimated based on wage bill reports for November which equal RON 7.1 billion. In 2020, 2024 and 2025 total execution was higher, but payments connected to the national elections were subtracted (respectively, RON 0.6 bn., RON 1.5 bn. and RON 0.4 bn.).

Figure 2. Planned and executed wage bill in the local public administration, 2020-2024, RON million



Source: Authors' elaboration based on data from MoF, Budgetary Transparency portal

Notes: Wage bill data in the graph pertains to public institutions fully funded from local budgets. It includes expenditure reported under functional chapter 51 "executive authorities", 54 "other general services" and 61 "public order" containing remuneration of civil servants and contract employees in municipality/ county halls and local police units.

32. **The medium-term planning of the wage bill in the civil service is undermined by the lack of workforce objectives and targets.** The government policy towards civil service hiring and remuneration in the past five years has relied on three main pillars. First, the controlled increase of base wages (freezes in 2020-2022, pay rises of 10 percent in 2023, and 15 percent - in installments - in 2024). Second, the freezing of variable pay, with some exceptions: food allowance, holiday vouchers and the allowance for working conditions, which actually decreased in 2023 and 2025. Third, on controlled recruitment on vacant positions since 2023, escalated to a near total hiring freeze since 2025. Because such decisions were made annually, usually through government emergency ordinances passed in

December of that year, and were only applicable for the coming year, the medium-term planning of wage bill was left without formal assumptions. In addition, the planning was conducted by the MoF by primary credit authorizing officers, in keeping with the overall objectives of the medium-term expenditure framework and without reference to any previously agreed workforce plan for the civil service (or broader public administration/public sector). This results in a low accuracy of the medium-term planning of wage bill in the central public administration, as shown in Table 1.

Table 1. Medium-term planning and budget execution of wage bill in the central public administration

Budget year (n)	Budget planned for year n+1 (RON mil) and % deviation compared to execution	Budget planned for year n+2 (RON mil) and % deviation compared to execution	Budget planned for year n+3 (RON mil) and % deviation compared to execution
2025	8.130 (deviation n/a)	8.536 (deviation n/a)	9.112 (deviation n/a)
2024	7.675 (+5% vs exec. 2025)	8.065 (n/a)	8.057 (n/a)
2023	6.733 (-12% vs exec. 2024)	6.934 (-5% vs exec. 2025)	7.140 (n/a)
2022	5.875 (-7.77% vs exec. 2023)	6.029 (-20% vs exec. 2024)	6.176 (-18% vs exec. 2025)
2021	5.792 (-1.5% vs exec. 2022)	5.821 (-10% vs exec. 2023)	5.851 (-27% vs exec. 2024)

Source: Authors' elaboration based on MoF data (Budgetary Transparency portal)

Notes:

Wage bill data in the graph pertains to the state budget, fully funded public institutions. It includes expenditure reported under functional chapter 51 "executive authorities", containing the remuneration of civil servants and contract employees in most ministries and their central and territorial subordinates.

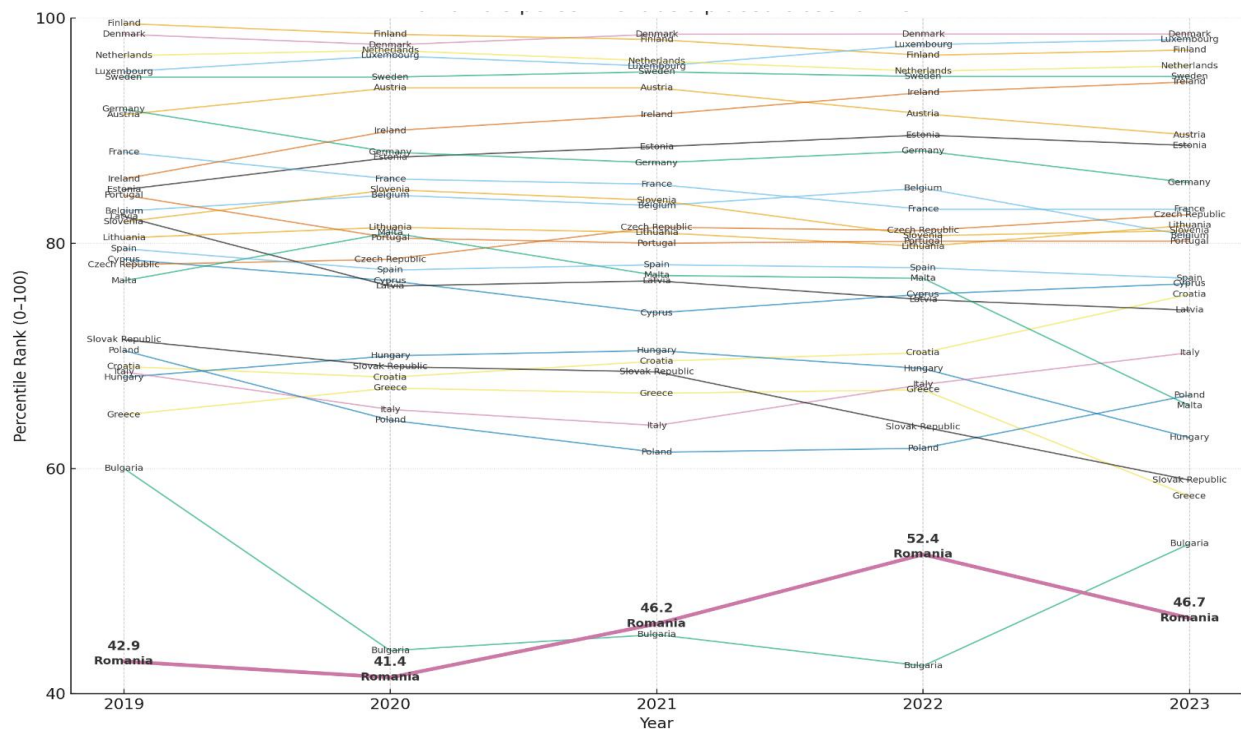
Executed wage bill for 2025 is estimated based on wage bill reports for November which equal RON 7.1 bn. In 2020, 2024 and 2025 total execution was higher, but payments connected to the national elections were subtracted (respectively, RON 0.6 bn., RON 1.5 bn. and RON 0.4 bn.).

33. From the perspective of governance effectiveness, Romania's public administration has not markedly or sustainably improved its measurable performance despite increases in personnel costs. Romania's public administration capacity²⁹ to plan, design, deliver, and sustain quality public services for citizens has not been measured as having improved consistently and sustainably along with

²⁹ As measured by the World Bank's "Worldwide Governance Indicators", through the "Government effectiveness" dimension of governance, which "captures perceptions of the quality of public services, the quality of the civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government's commitment to such policies". See World Bank. 2024. Worldwide Governance Indicators, 2024 Update. Available at www.govindicators.org.

the increased spending on personnel costs for the public administration (see Figure 3 below).³⁰ This could point to the current WFP function as not being effective in enabling, incentivizing, and directing public administration institutions to maximize the cost-effectiveness of personnel spending and staff allocations to deliver results for citizens. For instance, as explained below, the only structured WFP process applies to the civil service and is led by the NACS, as part of the national recruitment competition. However, even this WFP process, in 2024, was able to cover only a fraction of civil service workforce needs.³¹

Figure 3. Government effectiveness for EU member states, 2019-2023, percentile rank, as measured by the World Bank's Worldwide Governance indicators



Source: World Bank. 2024. Worldwide Governance Indicators, 2024 Update. Available at www.govindicators.org

3.2 Overview of the WFP function and the enabling elements and infrastructure in Romania's public administration

34. The WFP function in the public administration in Romania can be mapped across distinct and generally disconnected administrative processes. Active workforce planning is not defined and applied as an explicit, structured, and integrated function for Romania's public administration, but,

³⁰ Although personnel spending and the existing WFP framework in Romania cannot be expected to be, ceteris paribus, determining factors of Government effectiveness in Romania.

³¹ Details are included in ex-post evaluation of the extended national competition, developed under Deliverable 6 of this RAS.

instead, can be identified as an inherent and implicit part of existing administrative process linked to strategic planning, budget planning and execution, organizational design and set-up, and, for the general and specific civil service, for recruitment. More specifically, subfunctions of WFP can be identified in:

- Strategic planning and public policy formulation processes, which set out what responsibilities and objectives the Government must deliver and, by extension, the respective staffing needs.
- Budget planning processes, which are set out the medium-term expenditure framework (formally, the Fiscal-Budgetary Strategy, which is approved annually by the Government and is then sent to Parliament) which determines the expenditure thresholds for the coming budget year and two years beyond (n+2). The Strategy sets out wage bill limits for the entire public sector, which are then broken-down by budgets – state, local, self-financed public institutions, social insurance funds – and main budget holders (in the state budget only). The limits create constraints for personnel policies and the corresponding costs. However, in the absence of central WFP, these are dealt with at institution level, under the annual framework of general regulations regarding pay and hiring (e.g. the temporary partial or total hiring freezes).
- Establishment control during institutional set up and reorganizations, which aims to ensure that personnel numbers and composition align with mandates and fiscal space, through appropriate organigrams and staffing plans.
- Recruitment and career management processes, which determine the available internal workforce supply for the current and future years.

35. **The WFP framework applicable to the broader public administration, as well as the civil service, is highly decentralized and under limited central oversight.** As described in Annex 1, the applicable regulatory framework defines the level of analysis and application of the WFP process as the individual public authority or institution. It defines the process which each institution should apply to produce the documentation necessary to introduce existing or upcoming vacancies for civil service positions into the civil service recruitment plan managed by the NACS. Outside of this process for civil service positions, institutions have almost full discretion over WFP in their respective organization.³² These WFP provisions, however, do not apply to other categories of staff in the public administration outside of the civil service. Only the budgetary ceilings for wage bill expenditures set by the MoF at the level of each primary credit authorizing officer apply equally across public administration personnel categories. This decentralized approach provides flexibility for public administration institutions to adapt their workforce to their specific organizational needs and specificities, but does not anchor or correlate institution-level HRM outcomes with central-level priorities and direction, nor does it allow central coordination through oversight or guidance.

36. **Individual institutions in the central public administration generally apply workforce planning to the extent required for compliance with the national legislation.** Interviews with HR,

³² With the exception of the condition imposed by the AC for institutions to include, in their respective recruitment plans, at least 10 percent execution-level civil service positions at the debutant and assistant grade.

management, and policy personnel across the central public administration have not revealed enhanced uses or levels of maturity of WFP in individual institutions compared to WFP conducted centrally for the civil service or broader public administration.³³ Institutions generally transpose and apply WFP only to the extent required by the national legislation, primarily for the purpose of legal compliance. As such, WFP is generally restricted to a process whereby personnel resources and needs, in terms of headcounts, are centralized, at the level of institutions and their respective primary credit authorizing officer, for establishment control (i.e., that the workforce stays in the legally authorized staffing plans) and as part of the budget planning exercise. Personnel needs and allocations are, in turn, legacy-based and driven by political considerations, rather than operational demands and government priorities.

37. **The WFP process is not designed to ensure a coherent approach to personnel management in the public administration.** As explained below, a structured and intentional approach to WFP exists only for general and specific civil service personnel in the central public administration, which account for 55% of the personnel classified as pertaining to the public administration.³⁴ As such, the systemic impact of the WFP is limited. The scope of this WFP is restricted to the recruitment function, insofar as it requires institutions to identify civil service vacancies. It does not approach WFP as a multi-level process, that must connect department/unit-, organizational-, and public administration-level HRM processes into an integrated framework that enables coherent HRM policies and decisions.³⁵ Moreover, even for the civil service, the WFP process is undermined by fragmentation across multiple institutional mandates and organizational processes and functions, as summarized in Table 2 below. Therefore, in the current context, the WFP applicable to the wider public administration, or the civil service, does not allow strategic decisions at the Government level to influence personnel management outcomes at the institutional level. Within institutions, it does not allow specific department managers or institutional leaders to substantiate how personnel management decisions (e.g., in recruitment, promotion and learning and development) respond cost-effectively to institutional needs. As such, the WFP framework does not introduce traceable accountability in the public administration.

³³ Relevant information was collected through the thirty-nine one-to-one structured interviews with civil servants from across the central public administration, conducted between August and October 2024, and described in Deliverable 1, and through the online survey completed by 14 managers and HR experts from central institutions, and the 7 in-depth, face-to-face interviews conducted with 4 central institutions, as described in the ex-post evaluation of the extended national competition, developed under the upcoming Deliverable 6 of this RAS.

³⁴ Defined as jobs under Annex 8 of the Pay Law 153/2017.

³⁵ In workforce planning in the public sector, effectiveness depends on balancing centralized and decentralized approaches to leverage proximity, influence, and control across organizational levels. Rather than a binary model, workforce planning should operate like a “dial,” adapting the level of analysis to the issue at hand. Four interdependent levels are typically identified: (i) work-unit level, where supervisors assess skills gaps and development needs; (ii) agency level, where data are aggregated and workforce planning practices are implemented; (iii) departmental level, which oversees strategic alignment and access to personnel data; and (iv) government-wide level, which focuses on cross-cutting analyses and policy direction. Together, these layers ensure coherence and responsiveness in meeting institutional workforce needs. Based Sokol, Marc B., and Beverly A. Tarulli. 2024. *Strategic Workforce Planning: Best Practices and Emerging Directions*. New York. Oxford Academic.

Table 2. The main responsibilities of the institutional actors involved in the existing functionalities pertaining to WFP for the civil service at the central and territorial level

The workforce planning process/stage	Institutional actors and their main responsibilities
Setting up or changing the structure of state and/or territorial civil service positions	Public authorities/institutions which have state and/or territorial civil service positions: - Request the endorsement of the NACS, by submitting a set of documents, prior to setting up or changing the structure of state and/or territorial civil service positions. - Enact the set up or change of the structure of state and/or territorial civil service positions, by way of administrative act, after the NACS has issued its endorsement. NACS: - Issues the endorsement for setting up or changing the structure of state and/or territorial civil service positions
Budget planning and execution for personnel expenses	The primary credit authorizing officers: - Submit, annually, to the Ministry of Finance budget proposals for their budgetary expenses (including the wage bill). - Must take all necessary measures to observe the thresholds for wage bill approved in the state budget (including by reducing by laying off personnel or by reducing variable pay). - May approve the start of procedures for the promotion of personnel to higher positions or professional grades/levels only under the condition of not exceeding the wage bill approved in their budget. The Ministry of Finance: - Issues the Fiscal-Budgetary Strategy and the methodology for preparing the annual budget draft. - May reject the budget proposals which are not in line with the Strategy and the methodology for preparing the annual budget and ask the main budget holders to revise their budget proposals. - Following negotiations, under the mediation of the Prime Minister, may unilaterally adjust the budget proposals of the main budget holders that fail to ensure compliance of their budget proposals, within the deadline set out by the Ministry of Finance. - Prepares, approves and publishes, inter alia, quarterly targets for the wage bill within the state budget, and the social security budgets.
Planning of the recruitment of civil servants to fill state or	Public authorities and institutions that have state and territorial civil service positions:

territorial civil service positions - the recruitment plan	- Submit to the NACS information on the civil service positions they have in their organizational charts are designated to be filled by way of competition over a two-year reference period. NACS: - Requests, once every two years, that the public authorities and institutions that have state and territorial civil service positions provide information on the civil service positions that will be filled by way of competition. - Draws up the recruitment plan (which includes the state and territorial civil service positions designated to be filled by way of competition, over a two-year reference period) - May revise the recruitment plan, in certain, limited instances. The Government: - Approves, by decision, the recruitment plan.
Planning of the recruitment of civil servants to fill state or territorial civil service positions - the plan for promotion to management civil service positions	Public authorities and institutions of the central public administration, the specialized structures of the Presidential Administration, and the judicial authority structures: - Submit to the NACS information on which of the management civil service positions they have in their organizational charts are designated to be filled by way of competition for promotion over a two-year reference period. NACS: - Requests, once every two years, that the public authorities and institutions of the central public administration, the specialized structures of the Presidential Administration, and the judicial authority structures provide information on the civil service positions that will be filled by way of competition. - Draws up the plan for promotion to management civil service positions (which includes the management civil service positions designated to be filled by way of the competition for promotion, over a two-year reference period). - May revise the plan for promotion to management civil service positions, in certain, limited instances. The Government: - Approves, by decision, the plan for promotion to management civil service positions.
Planning of the recruitment of civil	Public authorities and institutions:

servants - conducting the job analysis process	- Each public authority/institution sets up a working group, tasked with carrying out the job analysis process and with identifying the general and specific competencies required for filling each civil service positions in its organizational chart. - The working group draws the job analysis report, which is submitted for approval by the head of the public authority/institution. - The relevant documents (the request for the endorsement, the job analysis report, the approval of the head of the public authority/institution) are submitted to the NACS to obtain its endorsement of the specific competencies identified by the working group and approved by the head of the public authority/institution. - After receiving the endorsement issued by NACS on the specific competencies put forth by the public authority/institution, the standardized job description for each civil service positions is filled in with the general competencies, as well as with the specific competencies endorsed by the NACS. NACS: - Issues the endorsement of the specific competencies put forth by the public authorities and institutions for each civil service position.
--	---

Source: Author's elaboration based on existing legislation.

38. The use and reliability of WFP in the public administration are limited by available structural prerequisites. Currently, when applied in practice to inform and shape personnel policies, WFP in the Romanian public administration is limited to the objective of managing and controlling personnel costs from a headcount perspective, at the level of a primary credit authorizing officer. Based on an established framework of workforce planning maturity, this approach largely corresponds to an early stage of WFP maturity, which is used primarily to respond to short-term budgetary requirements (see Level 1 as described in Table 3). The effectiveness and potential scope of WFP as a tool for personnel management in the public administration are constrained by the absence of fundamental structural prerequisites, summarized below and detailed in the remainder of this chapter:

- (i) Comprehensive, granular, readily available and centralized personnel data and an enabling and uniformly imposed data governance framework and ICT infrastructure for data collection, reporting, exchange, and use.
- (ii) A systematic, integrated, and enforceable framework and process within the budget planning and execution cycle which holds employing institutions accountable to assess and explicitly link personnel needs, in terms of profiles and headcount, and their associated costs with organizational objectives and corresponding programs and measures.

- (iii) An overarching institutional structure/architecture for personnel management and oversight, which can lead, moderate and enforce a coherent WFP process across public administration institutions.
- (iv) A job classification and job profiling framework (e.g., a specific competency framework) that allows a clear segmentation of job categories and profiles, for the purpose of mapping, evaluating and correlating specific personnel needs to different government functions and particular programs and initiatives.
- (v) Coherent HRM framework for public administration personnel that anchors establishment, recruitment, appointment and mobility decisions explicitly in a WFP process, both at the level of each employing institution, as well as correlated or part of a general workforce plan for the public administration.
- (vi) Tools, including procedures and systems that allow managers and organizations to realistically and reliably model and plan for personnel needs based on operational demands. For instance, the use of full-time equivalents (FTE) to capture available, allocated and required staff time and costs (and estimating staff productivity) in different roles and functions, as opposed to generic headcount estimates.

Table 3. Model of maturity levels for WFP

Level	Description
Level 1	Budget-driven planning, frequently from a headcount perspective.
Level 2	Talent planning, with a focus on the quantity and quality of talent required to meet organizational needs.
Level 3	Workforce planning, leveraging internal and external data sources and analysis to understand and act on the supply and demand of resources and skills.
Level 4	Strategic workforce planning, fully integrated into enterprise business rhythms with the same rigor and priority as financial performance.

Source: As seen in Sokol, Marc B., and Beverly A. Tarulli. 2024. Strategic Workforce Planning: Best Practices and Emerging Directions. New York. Oxford Academic

39. Personnel data in Romania’s public administration is fragmented across multiple institutions that operate separate ICT systems and rarely coordinate or share information, making data governance unfit for WFP. Public administration personnel data is centralized at three different levels: data processed at agency levels, data aggregated at main credit officer levels, which is employed for budget planning, and data aggregated at the entire public-sector level, which is employed for general monitoring. The most relevant operational personnel databases are the NACS database for civil servants, the Labor Inspection (LI) database for contractual personnel (both private and public), the Ministry of Labor, Family, Youth, and Social Solidarity’s yearly monitoring on public sector wage levels (Formulary 153, hampered by poor compliance), the budget database of the Ministry of Finance with the total number of approved, filled and vacant positions in each public institution, and the National Agency for Fiscal Administration’s (NAFA) database for tax purposes (see Table 4). Each entity collects and manages data for different purposes, using distinct classifications, formats, identifiers, taxonomies, and collection and reporting practices that often make the available data

inconsistent, incomplete, and unverifiable. The absence of a single reference registry of public sector employees and jobs further complicates integration and cross-checking, as even basic information for public administration personnel, such as wage levels and specific work location and employing department, cannot always be determined by a third party, such as a central-level institution, e.g., the NACS for civil servants working in multi-tier institutions such as the NAFA.³⁶ As a result, personnel data remain siloed, inconsistent, and lacking the interoperability needed to support evidence-based workforce planning and management across the public sector.

Table 4. The main ICT systems that collect personnel data in the public administration in Romania

System (Institution)	Staff categories covered	Data collection method	Frequency	Objective
eANFP (NACS)	General and specific civil service	Self-service in the NACS portal by designated HR representative for each institution	Real-time	Inventory and management of civil servant data
SIMRU (NACS)	General and specific civil service and contractual staff	HR representative for each institution and self-service for employees	On request	Digital HR services
SENEOSP (NACS)	All public staff categories	Data import mechanisms (batch)	Monthly	Aggregated HR data for the public sector
Revisal / REGES (Labor Inspection)	Contract-based staff	Institutions HR operate in desktop application or export from their own HR systems; Upload file in portal	Real-time contract changes	Monitoring and support field controls for labor legislation implementation at the institution level
Form L153 (MLFYSS)	All public staff (except defence and public order)	Intelligent PDF fill-in (or export from own system); upload in NAFA portal	Yearly	Monitoring of unified pay law L153/2017 implementation
Edusal (Ministry of Education, for pre-university education)	Primary and secondary education system (teachers and auxiliary staff)	Operate directly into the central portal and desktop application	Real-time	HR Management Payroll Declarations (including to Revisal/REGES)
Finance budget	Aggregated position counts for	Intelligent pdf. Upload files in MPF portal	Monthly	Budget planning and monitoring

³⁶ Institutions use the fiscal code for uniquely designating another institution for data collection purposes. This has significant advantages since it's a national-wide denominator and it obscures the granularity of smaller institutions that don't have a legal code and are assigned to a "parent" institution.

control (ForExeBug)	budget-relevant categories (as part of broader financial info)			(including aggregated payroll and personnel)
D112 (NAFA)	All staff categories	Intelligent pdf. Upload files in MPF portal	Monthly	Tax and Social contributions declaration

Source: Authors' elaboration, updated based on World Bank. 2019. Output 2: Deliverable 2.1 Study on data requirements and access procedures. Prepared under the RAS for the Development of a Unitary Human Resource Management System in Public Administration, as part of the SIPOCA 136 project "Development of a Unitary Human Resource Management System in Public Administration". Available at https://sgg.gov.ro/1/wp-content/uploads/2010/01/Livrabilul-5.1_EN_Studiu-privind-necesarul-de-date-standardizate-privind-personalul-din-adm-pub.pdf

40. **Up to this point, the NACS data and systems could not provide a complete and consolidated view of public administration personnel due to a lack of standardization, fragmented data sources, poor interoperability, and insufficient process automation.** Prior to a set of reforms being implemented under the NRRP, the core NACS ICT systems (Public Institutions Portal, MigBook) were mainly designed for civil service administration and managing career events, but they did not cover the entire public sector, lacked integration with salary or contractual staff data, and did not follow uniform data collection standards. Without interoperability with the LI's employment contract register (Revisal), the MoF, or identity validation sources, the data remained fragmented, incomplete, and inconsistent, which hindered the development of an integrated national overview of the size, structure, and costs of public personnel. Thus, the personnel data available for workforce and broader HRM analysis for the civil service could be classified at level 2 in the classification of HRM data quality provided in Table 5.

Table 5. Data quality classification for data-driven HRM in the public sector

Level	Definition	Description
Level 4	Level 3 + additional data for all units and categories of staff	At this level, governments can fully merge payroll/HRMIS microdata with external datasets, allowing analysis of both fiscal and productivity impacts of policies. For example, wage-bill data can be linked to student performance to model pay-for-performance reforms, enabling advanced simulations of fiscal and service-delivery impacts. This level supports high-quality, integrated strategic HRM and fiscal planning.
Level 3	Minimum data required available for all units and categories of staff	The minimum required data is available for most or all of the public workforce, enabling aggregate analysis of wage-bill dynamics, projections, and fiscal simulations. This level allows whole-of-government insights, such as projecting the wage bill under different hiring or salary scenarios. It is ranked above Level 2 because it supports fiscal modelling, even if some productivity variables are missing.

Level 2	Level 1 + additional data for some units and categories of staff	Basic HRMIS/payroll microdata exists, but enhanced information (e.g., education, performance, additional job attributes) is available only for specific sectors. This enables sector-specific deep-dives, such as linking teacher wage-bill data with student test scores to estimate productivity. However, it does not yet permit comprehensive government-wide analysis.
Level 1	Minimum data required available for some units and categories of staff	Only partial coverage exists: the minimum dataset is available only for some ministries or categories of staff. Analysis must be limited to these units, and results cannot be generalized to the entire public administration. Missing data can reflect capacity gaps or decentralized data collection.
Level 0	Some information available for a group of public employees	Data is scarce, inconsistent, incomplete, or fragmented. Data is systematic unavailable (e.g., some units do not report), meaning any statistics would be biased or invalid. At this level, meaningful HR or fiscal analysis is impossible, and governments lose significant opportunities for evidence-based strategic HRM.

Source: Adapted from Rogger, D., and Schuster, C. 2023. The Government Analytics Handbook: Leveraging Data to Strengthen Public Administration. Washington, DC: World Bank. Available at <https://www.worldbank.org/en/publication/government-analytics>

41. The new information systems (SIMRU, eANFP, and especially SENEOSP) currently being operationalized by the NACS are expected to fundamentally alter this situation by establishing the technical and organizational foundation for rigorous analysis and strategic HRM (see Box 2). SIMRU facilitates the comprehensive collection and standardization of personnel data (identity, education, position, salary, job dynamics), while eANFP manages the administrative processes and official documents that support professional development. SENEOSP functions as a national data repository, consolidating information from the NACS, LI/Revisal, the Ministry of Education, and the Ministry of Finance. This system is expected to deliver integrated analyses on the total number of employees, their distribution across institutions and fields, their professional profiles, mobility over time, and personnel cost structures. When supported by a coherent data governance framework, these systems would enable evidence-based public policies, that rely on accurate, complete, and integrated data across the entire public sector.

Box 2. Overview of the SENEOSP and SIMRU ICT systems managed by the NACS

SENEOSP is the first central national Data Warehouse dedicated to employment in the Romanian public sector, capable of collecting, standardizing, and aggregating data from multiple source systems. Its layered architecture and automatic extract, transform, and load flows position it as the core element of the human resources analysis infrastructure within the public administration. By integrating data from NACS, LI/Revisal, the Ministry of Education, National Center for Financial Information/MoF, and other institutions, SENEOSP could provide a unified and coherent view of employment, mobility, and costs for the public sector workforce. For SENEOSP to fully become a national reference platform for policy-making in the field of HRM, several developments are necessary, as outlined in the data governance analysis:

- Complete integration of salary and expense data from public institutions, based on L153 reports and financial flows provided by the MoF.
- Unification of employment contract data (including contractual personnel) through interoperability with LI/Revisal.
- Standardization of data on positions, functions, organizational units, and classifications so that data from different institutions are comparable.
- Development of a set of national indicators on employment, mobility, costs, and the structure of human resources in the public sector.

SIMRU is expected to function as the principal HRMIS for the public administration, once implemented on a large scale in public institutions. However, its usability for WFP is currently limited, given the following:

- SIMRU does not yet have a built-in salary component in its current form; salary-related data, such as wages, bonuses, allowances, and contributions, are managed using separate local systems and files. This could lead to inconsistencies across institutions, mismatches between classification data in eANFP and actual salary figures, and challenges in linking positions to associated costs.
- This limitation also hinders SENEOSP, resulting in incomplete or inconsistent information from external sources and reducing its effectiveness for national-level analysis. For WFP, without the comprehensive and precise reconciliation of personnel characteristics (e.g., such as disaggregated staff numbers, and corresponding job specific details), position structures (e.g., functions, distribution, and mobility), and related costs (e.g., wage components and personnel costs), the NACS cannot accurately evaluate civil service financial costs and project costs related to mobility, promotions, or organizational changes.

Consequently, without integrating payroll into SIMRU, the NACS capacity for data-driven workforce planning is significantly constrained, leaving key human resource indicators at the national level incomplete and insufficiently supported.

Source: Authors' elaboration, based on the analysis on the data governance framework for civil service personnel, developed under Deliverable 3 of this RAS.

42. **Personnel data is rarely used by employing institutions intentionally and strategically to improve dimensions of organizational performance and delivery capacity.** Institutions reportedly maintain comprehensive personnel data for their respective personnel, although this is not leveraged meaningfully in their internal or central WFP. Institutions generally do not report individually on HR dimensions (except as part of the budget execution reports) and rarely have in place and/or act upon HR plans and strategies, nor do they systematically correlate personnel with the implementation of their respective strategies and programs (e.g., as reflected in their institutional strategic plans). Moreover, personnel data maintained by employing institutions is exchanged only partially or with institutions with central mandates over public administration personnel (e.g., MLYFSS, NACS, and MoF), both

due to fragmented mandates and legal provisions, as well as non-compliance with legal requirements.³⁷ Similarly, representatives from main budget holders reported as not regularly maintaining or having access to personnel data from subordinated structures, reflecting also fragmentation and disconnected WFP processes within the same line ministry and sector.

43. **Strategic management and WFP processes and framework are not integrated or coherently aligned in central public administration institutions.** Primary credit authorizing officer are legally required articulate their respective strategic objectives and corresponding programs and measures into 4-year institutional strategic plans (ISP)³⁸, yet recent Bank analysis have found that institutions do not identify, define or assign workforce metrics to support the delivery of the ISP (despite this being a requirement of the plans, see Box 3 below). Currently, the WFP is a parallel function to the strategic management functions applicable in the central public administration. They are not explicitly linked in the respective regulatory framework. This translates, in practice, into HR decisions and policies that do not contribute to, nor are they budgeted into ongoing or planned institutional programs and measures, in an intentional, systematic, and realistic manner. This approach is reflected in how institutions use the existing ISP ICT platform predominantly for reporting purposes, as opposed to integrating it to inform their WFP process and vice-versa. Similarly, the WFP process does not function as a whole-of-government instrument to deploy the public administration workforce to contribute coherently to the Government's priorities, e.g., by identifying and redistributing, based on needs, surge capacity or agglomerations of specialized expertise. Instead, WFP operates in institutional silos.

Box 3. Overview of ISP in Romania's public administration

In the public administration in Romania, main budget holders are legally required to develop Institutional Strategic Plan, after a legally established methodology. The ISP components are aligned to the objectives of the strategies and ISP programs implement the lines of action (strategic programs) for the period defined in the Medium-Term Budget Framework (MTBF). Following the logic of the budget planning process, ISPs are developed each year for the following (budget) year and include estimates for the following three years. Each year, progress in the implementation of the ISPs is monitored and an updated version for the next year (plus three years) is developed. After a four-year cycle, new ISPs are developed.

Each institution develops its ISP through a Management Board, which is composed of the heads of the institution's internal and decentralized structures and is generally coordinated by the Secretary General of the organization. Public policy units within each institution support ISP development and monitor their implementation, acting as a technical secretariat. Each institution is required to report the implementation of their respective ISP in an internal ICT platform, while the GSG has a central dashboard to monitor achievement of high-level ISP goals.

Source: Authors' elaboration, based on Government Decision No. 427 of 25 March 2022 on the approval of the Methodology for the preparation, monitoring, reporting, and revision of institutional strategic plans

³⁷ In 2024, the share of civil service positions with wage data reported via Form L153 was 33% of total filled civil service positions.

³⁸ Per Government Decision No. 427 of 25 March 2022 on the approval of the Methodology for the preparation, monitoring, reporting, and revision of institutional strategic plans.

44. **The reliability and effectiveness of the existing WFP is limited by the current regulatory provisions and methodology to measuring workforce capacity.** The existing WFP framework requires employing public administration institutions to produce recruitment plans based on headcount gaps. However, effective workforce planning requires measuring staff capacity in Full-Time Equivalents (FTEs) rather than relying only on headcount.³⁹ FTEs convert contracted and net available hours (e.g., after statutory leave, sickness, and training) into a standardized capacity unit that enables like-for-like comparisons across organizational units and robust alignment of personnel numbers and profiles with service delivery needs. An FTE framework properly captures part-time arrangements, joint collaborations, and cross-program allocations of staff time. It allows a differentiation and tracking of generalist staff time from more specialized roles. Moreover, it allows institutions to take into account seasonality of activities and demand peaks for staff time. Critically, FTE modelling can monitor costs, including efficiency gains from re-allocation of staff or from organizational transformation initiatives, particularly from digitalization (i.e., in hours saved and roles to be redesigned). By contrast, headcount-only WFP implicitly standardizes all jobs as full-time and leads to distortions in actual service delivery capacity and in estimating and planning for personnel costs. It systematically overstates supply of available labor, and, by extension, to inefficient resource allocation for recruiting and retaining the staff not aligned with the organization's needs.
45. **The current job classification system for the public administration is outdated, and its structure and codification do not allow for valid comparability and differentiation between jobs.** A partial reform of the public sector pay system in Romania in 2010 grouped public sector job titles by sectors into seven occupational job families, to which two additional categories are added: jobs in public institutions which are entirely self-financed and positions of public dignity. The seven job families correspond to the following sectors, and the same classification was kept under the Pay Law 153/2017 : (i) education; (ii) health and social assistance; (iii) culture; (iv) diplomacy; (v) justice; (vi) defense, public order and national security and (vii) public administration (covering both civil servants and contract-based staff in central and local public administration). Job titles can be grouped into approximately 700 unique titles,⁴⁰ ignoring variations depending on professional grades and levels of education. Within this system, “occupational families” correspond to sectoral jobs that are grouped additionally by career structure (for example in the health sector, different career structures exist for doctors and nurses).
46. **Previous World Bank reports summarized key classification challenges identified in the job classification system, based on an analytical job evaluation exercise on a representative sample of**

³⁹ The transition to a WFP system based on FTE, within the context of the Romanian public administration, would require substantial and systemic amendments to the entire legislative framework governing the planning, monitoring, reporting, and execution of personnel expenditures. This framework includes Law no. 500/2002 on public finance, Law no. 273/2006 on local public finance, Emergency Ordinance no. 57/2019 on the Administrative Code, Framework Law no. 153/2017 on the remuneration of personnel paid from public funds, and Law no. 53/2003 – the Labour Code. Identifying the changes necessary for the transition to FTE requires a distinct analysis of both legal and operational implications.

⁴⁰ Based on the 2022 wage data and 2023 employment data self-reported by institutions.

public sector jobs.⁴¹ It concluded that the existing job classification system is only partially systematized, outdated in some sectors, including public administration, and at times, a source of inequity. Specifically, for the public administration:

- The job title is not relevant for the content of the job, leading to misinterpretation and distorted perception of the adequate pay level. For example, the differentiation between *expert* and *counsellor* is non-existent, further limiting differentiation in terms of competencies expected.
- The same job title is used in different sectors but the content is different. It is for example the case of some of the job titles labelled as “common jobs”, which are cross-cutting across occupational families but which differ in terms of complexity between various sectors. One such example is that of “expert”, classified also as a contract-based job in “other budgetary units subordinated to central and local structures”.
- The classification does not adequately accommodate and differentiate the span of roles, specializations and corresponding career trajectories currently required in the public administration. For example, ICT roles are not classified into a coherent professional or career structure (e.g., a job or occupational family), except through the *de jure* ranking established by the value of their respective pay coefficients. Public institutions tend to compensate these limitations by assigning ICT responsibilities to general civil service or contractual roles (such as “counsellor” or “clerks”), albeit not being able to differentiate applicable compensation and career management regimes.
- The classification lacks a coherent codification system, which creates ambiguity across jobs and their respective characteristics and restricts its potential use for consistent data analytics.

3.3 The WFP function as a tool for HRM

47. **Public administration institutions do not use WFP to shape their workforce for improved organizational performance.** The WFP process does not enable and explicitly require institutions to organize their respective workforce to support operational continuity and improvements or to achieve organizational priorities. Instead, it is only used by institutions to initiate the recruitment process, under the national recruitment competition, for central and territorial level civil service positions which are vacant or are expected to become vacant, under a fixed organigram and staffing plan. It does not introduce explicit requirements or guidance for institutions to produce workforce strategic or operational plans (e.g., HR strategies and action plans) that proactively set multi-annual commitments on how the workforce would be managed to achieve and to adapt to organizational priorities, including transformation initiatives (e.g., re-engineering and digitalization of processes). Thus, the existing WFP process and practices are not designed for a critical analysis of the continued relevance of the workforce

⁴¹ See World Bank. 2024. Deliverable 4: Report on options for adjustments to the public sector pay. Prepared under the RAS for Supporting the Reform of the Public Sector Pay System (P178811), under Component C14 – Good Governance, Reform 4 – Development of a fair and unified pay system in the public sector, Milestone 420 – Entry into force of the new legal framework on the remuneration of civil servants, within the National Recovery and Resilience Plan (NRRP). Forthcoming.

composition and distribution for the organization or within the broader context of the public administration (e.g., to adapt to government reorganizations).

48. **The only structured WFP process for the public administration is led by the NACS, applied to civil servants, and is primarily a function of the national recruitment competition.** Workforce planning is explicitly defined by the civil service legal framework as the main preparatory process for the national recruitment competition. The process is coordinated by the NACS, which issues an annual request to central and territorial public authorities and institutions by January 31 of the first year of the planning period. Each institution is expected to determine its recruitment needs based on a set of analytical tools, namely, the job analysis report, the data analysis, and the personnel deficit analysis. These tools are meant to assess the number of required positions, identify areas of specific competencies where recruitment is needed, and evaluate whether existing staffing levels and set of competencies can achieve the respective institutional objectives. Institutions must submit their proposed positions electronically to the NACS within ten days of the notification. Failure to do so results in exclusion from the national recruitment plan, meaning that such institutions cannot legally organize competitions to fill vacancies during the two-year period. Workforce planning is also performed implicitly, only in terms of aggregate personnel costs, as part of the annual budget formulation and negotiation process, as described below, and during the process of establishing and/or reorganizations institutions, for the design of organigrams and staffing plans.
49. **The output of WFP process in the civil service is a consolidated national recruitment plan that lists all civil service positions authorized to be filled through competition.** The plan covers execution-level, management, and high-level civil service positions, and serves to determine the job categories to be covered by the national recruitment competition. Other planning tools mentioned in the Administrative Code (AC), such as the promotion plan, the professional development plan, and generic internal HR planning tools, are not fully developed, standardized or operational in HR processes. Similarly, the AC provides for a mobility plan for high-level civil servants, it has not yet been operationalized, and mobility currently functions only on a case-by-case basis.⁴²
50. **The WFP process is not fully effective in matching and managing the supply and demand for recruitment in civil service positions.** The national recruitment plan relies exclusively on input provided by the institutions. The plan automatically triggers the NACS to organize different rounds of national recruitment competitions based on it (at least two per year), but the NACS does not track or verify the extent to which the pool of eligible candidates resulting from previous rounds have been selected by the employing institutions for the advertised vacancies. Moreover, the Plan currently counts only vacancies formally open for recruitment, without linking them to sectoral workforce needs, functional domains, or required competency profiles. While the national competition is rightly designed to assess general knowledge and general competencies only,⁴³ the Plan should provide a strategic basis for workforce planning aligned with sector-specific functions and skill requirements. The absence of a functional domain perspective means that critical workforce gaps are not visible at planning stage. For

⁴² As described in Deliverable 4 of this RAS.

⁴³ The competition provided for in Art. 467, para. (3) of GEO no. 57/2019 on the Administrative Code consists of two stages, namely the recruitment stage via national competition and the selection stage via position-specific competition.

example, if the system requires fiscal experts and recruitment should target this profile, the Plan does not signal this need. Candidates therefore lack transparency regarding priority profiles, and institutions face reduced chances of identifying suitably specialized candidates during the second, job-based selection phase. This disconnect results in an oversupply of pre-selected eligible candidates, misalignment between supply and actual needs, and repeated recruitment competitions with lower placement efficiency.⁴⁴ In effect, the WFP process does not include feedback loops to ensure that the outputs of the national recruitment competitions inform and influence selection decisions in public institutions.

51. The WFP process does not safeguard civil service positions (i.e., which are not included in the national recruitment plan) from being filled through other channels and types of appointment.

The WFP and the national recruitment competition only cover civil service vacancies in the central public administration, to be filled through open-ended appointments. As such, public institutions still have discretion in filling management roles and high-level civil service (HLCS) positions through temporary appointments, which are, *de facto*, appointments via political intervention.⁴⁵ This practice is currently the default type of appointment in top civil service management positions, i.e., (deputy) secretary general role, and has undermined both the professionalization of the high-level civil service,⁴⁶ as well as attempts to foster it through the national recruitment competition. Additionally, local governments are not bound by central-level recruitment policies and standards, for civil service positions or otherwise, nor by the WFP framework; yet internal mobility provisions apply without differentiation among similar jobs across levels of the public administration. As such, LG can recruit, select, and appoint civil servants within their administrative bodies through their own recruitment policies and process. These job holders, in turn, can subsequently occupy central-level civil service positions, through mobility, without undergoing the national recruitment competition.

52. Establishment control for the central public administration is not a function of the existing WFP process. As described in Annex 1, when defining organigrams and staffing plans, main credit holders in central administration are bound by their overall respective wage bill ceiling, set in the state budget law (see Sub-chapter 3.4 for details), and by legal and standard constraints on the allowed numbers of management-level personnel, and on the minimum size of each type of department. Within these parameters, institutions have full flexibility in defining the composition of their staffing plan. Moreover, since personnel costs are measured periodically in terms of actual wage bill spending in the budget execution, in many cases staffing plans do not accurately reflect the actual workforce potential or demand of the organization (in terms of headcount). Instead, interviewees pointed out that a general practice in the public administration is for staffing plans to be artificially inflated, in order to (i) act as disposable buffers during reorganization initiatives, and (ii) to fulfill workforce requirements for establishing management-level positions in the organization. This approach to establishment control showcases that the existing WFP process cannot – and is not designed to – act as a safeguard to maintain the link between budget allocations and constraints, the workforce composition and distribution, and

⁴⁴ The ex-post evaluation of the national recruitment competition, developed under Deliverable 6 of this RAS, details and quantifies these issues.

⁴⁵ As described in Deliverable 4 of this RAS.

⁴⁶ Ibidem.

the organization's design and requirements. Box 4 below provides an example of how this safeguard is embedded in the Austria federal public administration through WFP.

Box 4. WFP as an establishment control mechanism in the Austrian federal public administration

In Austria, a federal staffing plan sets limits for the number of posts (plan posts) for each grading for each ministry and „superior organs“ like the constitutional court, the court of audits, the president's office and parliament itself. Whenever a person is hired for a job of a specific grading, a plan post of that grading has to be „bound“ permanently to that person in the organization management system. In case of part-time work the plan post is only bound partially and the remains can be bound to another person (e.g., one plan post can be bound to two employees, each working 50 percent of the standard working time of 40 hours). All exceptions of this system are regulated within the budget act itself (e.g., for time-limited interns no plan post is required, a time limited-substitute can be bound to the same plan post as the employee in maternal leave until she returns, etc.).

As this structure proved to be too rigid over the years, two additional instruments were introduced. The first instruments were the „post pools“, for which similar gradings are combined to a common limit of posts. The second instrument consist of the personnel-controlling-points (PCP). PCP are units used by institutions to mix posts of different gradings in their organigram. For every grading, an amount of PCP has been defined based on evaluations of the average costs of a post of this grading, as exemplified in the 2019/2020 Staffing Plan (Personalplan) below.

General administration staff		
Grading (appointed civil servants)	Equivalent grading (contract staff)	PCP
A 1/9	v1/7	1 034
A 1/8	v1/6	967
A 1/7	v1/5	910
A 1/6	v1/4	563
A 1/5	v1/4	563
A 1/4	v1/3	455
A 1/3	v1/3	455
A 1/2	v1/2	413
A 1/1	v1/1	370
A 1/GL	v1/1	370
A 2/8	v2/6	425
A 2/7	v2/5	350
A 2/6	v2/4	336
A 2/5	v2/4	336
A 2/4	v2/3	317
A 2/3	v2/3	317
A 2/2	v2/2	279
A 2/1	v2/1	275
A 2/GL	v2/1	275
A 3/8	v3/5	266
A 3/7	v3/5	266

A 3/6	v3/4, h1/4	247
A 3/5	v3/4	247
A 3/4	v3/3, h1/3	231
A 3/3	v3/3	231
A 3/2	v3/2, h1/2	221
A 3/1	v3/1, h1/1	218
A 3/GL	v3/1	218
A 4/2	v4/3, h2/3	208
A 4/1	v4/2, h2/2	201
A 4/GL	v4/2, h2/1	201
A 5/2	v4/1, h3/1	196
A 5/1	v4/1	196
A 5/GL	v4/1	196
A 6	h4/1	186
A 7	v5/1, h5/1	175

As a result, ministries can exchange a certain number of posts of different gradings, if the amount of PCP and therefore the average costs of these post-packages are equal. Thus, if a ministry requires a higher grading for selected jobs, it must have enough free PCP to „finance“ these higher gradings, for example by keeping some available posts unused.

The budget act explicitly stipulates that the number of PCP available must not be exceeded on any given day during a fiscal year. An increase of the plan post and PCP limits can only be part of the annual budget negotiation for the whole ministry. This creates pressure on the ministries to find an internal balance and a unified position for demands before approaching the Ministry of Finance and the ministry responsible for civil service for next year's budget negotiations.

Source: Authors' elaboration based on the Federal Act on the Management of the Federal Budget (Federal Budget Act 2013 – BHG 2013) and expert input.

53. **The existing job classification, taxonomy, and codification systems do not support a reliable and unitary approach to workforce segmentation for WFP purposes.** As described previously, all public administration jobs are aggregated into one classification group,⁴⁷ and distinguished functionally according to employment type (e.g., civil service and contract-based), job category (e.g., management and execution-level), and job title. The complexity (including impact) of the job can be partially inferred based on corresponding pay coefficients, but, due to *ad hoc* and discretionary interventions, these are not a reliable indicator of job complexity. Moreover, currently there is no unitary codification system for public administration jobs to enable consistent recording and analysis of workforce data across ministries and agencies, and across different HR functions. Institutions, in turn, if relying on this generally available infrastructure, are restricted from segmenting their workforce in a way that enables them to plan, prepare and collaborate with peers for specific organizational HR demands through a

⁴⁷ Formally called an “occupational family”. For the public administration, the occupational family consists of jobs listed under Annex 8 of the Pay Law 153/2017.

WFP exercise.⁴⁸ This prevents them from moving beyond one-size-fits-all approaches to HRM in terms of headcount. By distinguishing, for example, between policy, operational, and technical segments, or between critical and support functions, institutions could better anticipate skills shortages, design targeted learning and development programs, and allocate resources to roles that are mission-critical for service delivery and reform implementation.

54. **The existing WFP framework applies generically and does not encourage prioritization of mission-critical jobs.** The WFP function is at an early stage of maturity in the Romanian public administration, and institutions have demonstrated limited demand, capacity and capabilities for applying it. However, the existing WFP framework does not fully account for this context, to ensure the effective use of limited institutional resources – it requires institutions to apply it uniformly across all civil service jobs. As such, it does not introduce enabling conditions, incentives, or requirements for institutions to prioritize WFP for jobs or competencies which are critical for different areas of the organization’s functioning and performance, and/ or have been historically identified as difficult to recruit and retain, e.g., ICT and highly specialized technical personnel. Institutions have the legal possibility and, respectively, obligation, to identify such roles only in terms of “unique positions”⁴⁹, *de facto* used for protecting selected job holders against organizational restructuring, and “vulnerable jobs” (*funcții sensibile*), used to mitigate against conflicts of interest and integrity risks – neither of which are integrated, as such, in WFP.
55. **The WFP framework does not engender in institutions a succession planning function for critical jobs.** Through succession planning, potential staff could be prepared, through appropriate development interventions, and deployed in critical roles, particularly in the case of management-level civil servants, which require a mix of subject-matter expertise, institutional knowledge, and familiarity with the specific role, particularly at director and director general (DG) level.⁵⁰ In the current system, there is not systematic approach to filling these roles, although for senior management roles, such as DG or (deputy) secretary general, temporary promotions based on discretionary political interventions were found to be the instrument of choice across the public administration.⁵¹ However, if occupied meritocratically through the due recruitment and appointment process, a structured approach to identifying and managing critical positions would mitigate against rigid staffing rules and long recruitment cycles and would allow institutions to protect core functions, retain institutional knowledge, and sustain reform momentum even during leadership transitions or organizational restructuring.

⁴⁸ Institutions are required to develop specific competencies for each of their respective civil service jobs, but this efforts are still ongoing. Similarly, the NACS has proposed introducing “functional domains” to classify civil service jobs more rigorously and methodically based on job content, but this initiative has yet to be formally approved.

⁴⁹ A position which has duties, by their content and nature, or assigned responsibilities not found in another organizational structure, and/or a position that is placed in an organizational structure comprising only vacant positions. See Annex 1.

⁵⁰ See Deliverable 4 for details on the job profile for directors general in the public administration in Romania.

⁵¹ Ibidem.

3.4 The WFP function as a tool for budget planning and management

56. **The drafting of the state budget and the budgets of the primary credit authorizing officer in the central public administration does not rely explicitly on previously approved workforce plans or inter-agency discussions.** Draft annual budget laws and final draft budgets of the main budget holders in central administration are prepared by the MoF and endorsed by the Government before being submitted to Parliament for debate and approval. According to the Law on public finance no 500/2002, the budget planning process takes place in the second half of each year. The draft budgets are based on:

- Forecasts of macroeconomic and social indicators for the budget year for which the draft budget is prepared, as well as for the subsequent three years.
- Fiscal and budgetary policies approved by the Government (i.e. the Fiscal-Budgetary Strategy).
- Budgetary indicators and expenditure ceilings specified in the budgetary framework for the respective budget year and the medium term.
- Sectoral policies and strategies, the priorities set out in the budget proposals of the main budget holders, as well as the measures recommended in the public expenditure analyses carried out by the MoF.

The documents that underpin the draft budget do not include explicit provisions on workforce and wage dynamics.

57. **The MoF is solely concerned with primary credit authorizing officers' compliance with wage bill ceilings and has no role in WFP or other HR interventions.** The draft budgets of central public administration institutions are based on the indicators and rules set out in the framework-letter (budget guidelines) sent by the MoF to the primary credit authorizing officers.⁵² The framework letter describes the macroeconomic context underpinning the preparation of the draft budgets, outlines the rules for their elaboration, and establishes expenditure ceilings at the general government level and for each primary credit authorizing officer, including for wage bill. The latter is determined based on the estimated execution for the current year and the forecast impact of pay policy changes, if any. The ceiling does not account for any change in employment in the primary credit authorizing officer and its subordinated institutions. Among the rules that can influence WFP applicable to the 2025 budget is the recommendation that proposals for wage bill and goods & services envisage a 5 percent decrease compared to the execution for 2024. The framework-letter makes no explicit mention of workforce plans that could inform the budget proposals (such as the Recruitment and Promotion Plans for civil servants). Instead, the usual provision is that, within the budget limits, the primary credit authorizing officers can establish the number of filled positions and remuneration, in keeping with the relevant applicable legislation in force. The latter is placed in various pieces of legislation which create temporary or permanent rules.

58. **In 2026, budgetary constraints are expected to remain the main drivers of wage bill planning.** For example, Law no. 141/2025 on certain fiscal-budgetary measures reiterated the previous wage bill

⁵² According to the Law on public finance, the letter should be sent by 1 August of each year.

containment restrictions. It is expected that these three provisions become the mainstay of the framework-letter for 2026 pertaining to wage bill, as follows:

- In 2026, the gross salaries of personnel paid from public funds may not exceed the level granted for December 2025, insofar as the personnel occupy the same position and perform their duties under the same conditions.
- In 2026, the maximum number of positions financed from public funds, for public institutions and authorities regardless of their financing source or subordination, shall be determined by budget holders to ensure full payment of statutory remuneration, within the wage bill limits approved in the budget. If needed, instead of increasing personnel expenditure budget holders must adopt measures to remain within the approved budget, including reducing the number of employees, reducing variable pay, or postponing professional promotions.
- During the period 1 January–31 December 2026, the filling of vacant positions in public authorities and institutions through competition or examination is suspended, subject to certain exceptions (unique jobs, positions established under projects financed EU grants, and one out of six positions vacated after 1 January 2026).

59. **The budget proposals contain estimates over the medium-term, but these are based on budgetary priorities set in the Fiscal-Budgetary Strategy, not projected workforce dynamics.** The budget proposal includes budgetary indicators for the previous completed budget year (actual execution), the current budget year (preliminary execution), the budget year for which the proposal is prepared (year n, proposals), and the subsequent three years (years n+1 to n+3, estimates). The estimates are mostly increments of the proposals for year n without consideration to workforce trends and needs or pay policy prospects. Table 6 shows that the increments in years 2027 (n+2) and 2028 (n+3) are equal for all primary credit authorizing officers. They must fit within the ceilings conveyed by the framework-letter, which is anchored in the objectives of the Fiscal-Budgetary Strategy. While the Fiscal-Budgetary Strategy has an outlook of three years (n to n+2), the budget proposals are expanded to four years (to n+3). This mismatch originates in the different provisions of the Law on fiscal responsibility no 69/2010 and the Law on public finance no 500/2002, respectively.

Table 6. Approved wage bill for 2025 and estimates until 2028 for selected primary credit authorizing officers, million RON

Primary credit authorizing officer	Programmed 2025	Estimate 2026	Estimate 2027	Estimate 2028	2026 vs. 2025	2027 vs. 2026	2028 vs. 2027
Ministry of Education and Research	36.400	38.508	40.434	43.264	1,06	1,05	1,07
Ministry of Internal Affairs	20.200	20.927	21.973	23.511	1,04	1,05	1,07
Ministry of National Defence	11.058	12.222	12.833	13.731	1,11	1,05	1,07
Ministry of Finance	4.266	4.715	4.950	5.297	1,11	1,05	1,07
High Court of Cassation and Justice	3.400	3.570	3.749	4.011	1,05	1,05	1,07
Ministry of Health	2.813	2.888	3.032	3.244	1,03	1,05	1,07

Romanian Intelligence Service	2.406	2.573	2.701	2.890	1,07	1,05	1,07
Public Ministry (Office of the Prosecutor General)	1.570	1.607	1.687	1.805	1,02	1,05	1,07
Ministry of Agriculture and Rural Development	903	998	1.047	1.121	1,11	1,05	1,07
Special Telecommunications Service	690	734	771	825	1,06	1,05	1,07
Ministry of Labour, Family, Youth and Social Solidarity	630	641	673	720	1,02	1,05	1,07
Ministry of Foreign Affairs	570	630	662	708	1,11	1,05	1,07
General Secretariat of the Government	519	551	579	619	1,06	1,05	1,07
Ministry of Environment, Waters and Forests	508	510	536	573	1,00	1,05	1,07
Foreign Intelligence Service	479	515	540	578	1,08	1,05	1,07
Court of Accounts	403	348	365	390	0,86	1,05	1,07
Ministry of Justice	400	431	452	484	1,08	1,05	1,07
Chamber of Deputies	375	425	447	455	1,13	1,05	1,02
Protection and Guard Service	347	375	394	421	1,08	1,05	1,07
Romanian Academy	328	352	369	395	1,07	1,05	1,07
Superior Council of Magistracy	200	222	233	249	1,11	1,05	1,07
Senate of Romania	195	205	215	230	1,05	1,05	1,07
Ministry of Economy, Digitalisation, Entrepreneurship and Tourism	181	200	209	224	1,11	1,05	1,07
National Administration of State Reserves and Special Issues	140	135	142	152	0,96	1,05	1,07
Ministry of Development, Public Works and Administration	119	131	138	147	1,11	1,05	1,07

Source: Author's elaboration, based on data from the MoF (<https://mfinante.gov.ro/ro/buget-2025>)

60. Primary credit authorizing officers can alter the ceilings provided in the framework letter during the negotiations that take place with the MoF in the middle of the budget planning process.⁵³

Primary credit authorizing officers are required to submit their budget draft proposals and the related annexes to the MoF by 1 September each year. After receiving the draft budgets from main budget holders, the MoF organizes consultations during which the primary credit authorizing officers can argue for and justify increased budget ceilings. The arguments are accepted whenever they are supported by

⁵³ The calendar for the budget planning process presented herein is the legally required timeline, per the Law on Public Finances. In reality, the calendar deviates significantly and unpredictably from it.

in-force or incoming legislation (such as the need to pay army volunteers by the Ministry of Defense from 2025 onwards). If the MoF and budget holders cannot reach a compromise over the ceilings, the Prime Minister intervenes and settles the differences. The law on public finance allows the MoF to make changes unilaterally in the budget proposals after the mediation of the Prime Minister. The revised budget drafts and annexes must be resubmitted to the MoF by 15 September each year. The MoF finalizes the budget drafts of the main budget holders and the draft annual budget laws and submits them to the Government by 1 November each year. Following the Government's endorsement, the draft budgets are submitted to Parliament for adoption no later than 15 November each year.

61. **The allocation by quarter of approved appropriations highlights the inadequacies of the wage bill ceilings proposed by the MoF.** After budget approval, primary credit authorizing officers allocate commitment appropriations and budget appropriations to subordinate budget holders, in accordance with the mechanisms described in the section “Budget holders.” Expenditures approved in the budgets of primary credit authorizing officers are distributed by quarter, by main budget line, depending on the financing capacity by the MoF and the spending cycles. During the budget year, quarterly appropriations may be adjusted by transferring to and from other quarters of the same primary credit authorizing officer. In 2025, the initial budget approved for some primary credit authorizing officers in the central administration was below or close to the executed values in 2024 (Table 7). In some cases, the dynamic was explained by administrative measures.⁵⁴ In most examples, appropriations in quarter 4 are lower than in quarter 1 or quarter 3, which is a clear indication of underfunding.

Table 7. Approved wage bill for selected main budget holders in 2025, broken-down by quarter. Comparison with executed wage bill in 2024 (mil. RON)

Primary credit authorizing officer	Execution 2024	Program 2025	Quarter 1	Quarter 2	Quarter 3	Quarter 4	Prog. 2025 vs. Exec. 2024	2025: Q4 vs. Q1
Ministry of Education and Research	35.217	38.145	9.760	10.049	8.889	9.446	8%	-3%
Ministry of Internal Affairs	20.323	20.471	5.133	5.389	4.989	4.961	1%	-3%
Ministry of National Defence	10.378	14.016	3.537	3.421	3.369	3.690	35%	4%
Ministry of Finance	4.189	4.167	1.100	1.100	1.080	887	-1%	-19%
High Court of Cassation and Justice	4.415	3.351	841	850	829	831	-24%	-1%
Ministry of Health	2.620	2.802	715	729	665	693	7%	-3%

⁵⁴ E.g., the budget of the Ministry of Internal Affairs included in 2024 wage bill payments for the members of electoral bureaus for three rounds of national elections; for 2025 only one national election was budgeted; the wage bill remained flat, however, to accommodate the impact of pay rises that were awarded since April 2024.

Romanian Intelligence Service	2.220	2.483	623	606	605	650	12%	4%
Public Ministry (Office of the Prosecutor General)	2.375	1.555	394	395	391	375	-35%	-5%
Ministry of Agriculture and Rural Development	898	903	245	230	219	208	1%	-15%
Special Telecommunications Service	663	719	178	187	185	168	8%	-5%
Ministry of Foreign Affairs	750	716	163	290	140	123	-4%	-24%
General Secretariat of the Government	646	526	132	149	143	102	-19%	-23%
Protection and Guard Service	331	356	91	91	83	91	8%	0%
Ministry of Development, Public Works and Administration	121	132	36	35	33	29	10%	-18%

Source: Authors' elaboration based on MoF data (<https://mfinante.gov.ro/ro/buget-2025>)

62. **Primary credit authorizing officers with underbudgeted wage bill rely on budget rectifications to increase appropriations.** Annual budget laws may be amended during the second semester of the budgetary year through rectification laws, no later than 30 November. Parliament may authorize the Government to issue ordinances amending the budget laws during the parliamentary recess. Rectification laws are subject to the same procedures as the initial annual budget laws, with the exception of the deadlines set out in the budget calendar. Usually, during budget rectifications, primary credit authorizing officers manage to obtain additional appropriations to the wage bill from other expenditure items of their own budgets or those of counterparts where execution is forecast below the plan. Again, the decisions taken during the rectification are not based on any formal WFP instrument.
63. **The current budget planning process serves the objectives of the MoF, but not those of the primary credit authorizing officers, including those with civil service personnel.** The current budget planning process led by the MoF does not enable or allow primary credit authorizing officers to account for WFP in their budget proposals. The situation is caused by the lack of interagency discussions on pay policies, WFP, and likely budget impact prior to the budget planning process. As a result, the MoF tailors the wage bill ceilings to fit the medium budgetary objectives, sometimes failing to meet expenditure needs of the primary credit authorizing officers. The ceilings will consider the estimated execution for the current year and the impact of already approved new regulations on pay or workforce. However, they do not account for other influences on the wage bill, such recruitment or training needs, unless they are provided in the legislation in force (see Box 5 for HR budgeting practices in Austria). Finally, in practice, the budget calendar is almost never observed. Rather the budget

planning process takes place entirely in quarter 4 of the current year or extends into the first month of the budget year (year n).

64. The WFP process for the public administration is not linked to broader labor market dynamics.

There is no systematic practice in the public administration to identify a set of comparators or benchmark jobs in the private sector, for any HRM policy objective (e.g., job classification or private-public pay benchmarking). The applicable job classification structure and system (i.e., under the Pay Law 153/2017) is not correlated with national and/or international job taxonomies, such as the Classification of Occupations in Romania (COR) or, respectively, the European Skills, Competences, and Occupations classification (ESCO), and does not enable a valid comparison between jobs of comparable complexity in the private sector to identify labor market dynamics for specific specializations or occupations. At a macro-level, the WFP is only indirectly linked to labor market conditions through a formal mechanism, insofar as freezes on personnel expenditures can be imposed by the Government to contain unsustainable increases in public debt.⁵⁵ As such, the public administration is, to a large extent, insensitive to labor market stress, and to prevailing employment terms and conditions, most prominently wage levels and structure. This can distort incentives to improve the cost-effectiveness and efficiency of the public administration workforce (e.g., due to the increased opportunities of rent-seeking through public employment), and prevents potential workforce synergies between the private and public sectors.

Box 5. Mandatory and standardized cost calculations for legislation in Austria

In Austria, drafts for new acts of law, or for amendments to existing ones, are usually proposed to parliament by the federal government (government bill). For such a proposal the council of ministers has to decide in unison. The structure of government bills – including the mandatory additional materials – is specified by an act of law and ordinances based on this act, so all public employees and the ministers have to respect these pre-defined specifications. A government bill usually consists of the actual draft, written explanations (considerations) for the draft and the so-called impact-oriented assessment („wirkungsorientierte Folgenabschätzung“, abbrev. „WFA“). It is compulsory to cover specified aspects within the WFA, one of which is the fiscal impact of the proposed measures. The fiscal impact estimations must include an annual forecast for the next five fiscal years of spending and obligations. For the HR spending, however, further regulations exist to standardize calculations: The ministry of finance stipulates through an ordinance and annual notices the number of annual working hours per post to calculate the demand for additional posts, the average cost per post by grading that has to be used for cost calculations, and the annual increase factor that has to be used to calculate costs for the upcoming years. It also contains nominal values for the costs of renting real estate (offices) per square meter in different areas of the country. Thus, if a ministry wants to propose a bill to, for example, create a new agency, it has to set up an organizational chart first. Then, preliminary job descriptions for all jobs within that agency have to be set up and calculations for the number of posts required have to be performed. All posts have to be assigned a preliminary grading, and then the total expenses for personnel have to be calculated according to the standards issued by the ministry of finance.

⁵⁵ GEO no 156/2024 on some fiscal-budgetary measures in the field of public expenditures for substantiating the consolidated general budget for 2025, for amending and supplementing some normative acts, as well as for the extension of some deadlines and Law no 141/2025 on some fiscal-budgetary measures.

These preliminary gradings, effects on the staffing plan and cost calculations will then be checked by the structure responsible for the civil service (currently in the Chancellery) and the ministry of finance for plausibility and financial feasibility.

Source: Authors' elaboration based on the Federal Act on the Management of the Federal Budget (Federal Budget Act 2013 – BHG 2013) and expert input.

4. Enabling effective WFP in Romania's public administration and civil service

4.1 Proposed measures to introduce structural prerequisites for WFP

65. **The WFP in the Romanian public administration must be explicitly defined and institutionalized as a core HRM function that can leverage all available instruments for managing personnel in terms of competencies and costs.** Effective WFP should go beyond preparing the recruitment of civil servants, as it involves systematically identifying and addressing current and future competency gaps to ensure that institutions have the right number of people, with the right competencies, in the right positions to deliver on their missions and policy objectives. Such analysis distinguishes between staffing gaps, where there are insufficient personnel to perform essential functions, and competency gaps, where existing staff lack the necessary competencies. Embedding WFP within a broader organizational strategy links and anchors HRM decisions to institutional mandates, and strategic objectives. Thus, the regulatory framework should define WFP as a structured and ongoing process through which leaders and managers at all organizational levels collaborate with the central HRM institution to determine the optimal size and structure of the workforce needed to achieve institutional objectives. The results of WFP should inform the preparation of budget substantiations, personnel forecasting and authorizations, as well as the design, implementation, and monitoring of each organization's HR strategy.

Box 6. Proposed definition for a WFP function in Romania's public administration

Workforce planning should be defined as a structured, continuous, and institutionalized organizational function through which public authorities and institutions, in coordination with the designated central institution responsible for HRM and the Ministry of Finance, determine the optimal size, structure, and profiles of their workforce necessary to fulfil their legal mandates, missions, and strategic objectives, while maximizing cost-effectiveness within the available fiscal space.

Workforce planning encompasses the systematic identification, analysis, and forecasting of current and future staffing and, where possible, competency needs, distinguishing between staffing gaps – i.e., where essential functions cannot be executed due to insufficient personnel – and competency gaps – i.e., where personnel lack the required knowledge, skills, or abilities.

66. **Public administration institutions should embed WFP as a core, integrated component of their ISP to ensure that the workforce distributed, developed, and budgeted in direct alignment with strategic objectives and program delivery needs.** The WFP should become an organizational function, as opposed to strictly an HR function. This requires establishing a formal linkage between the strategic management and WFP processes, both procedurally and within the regulatory framework, so that forecasts of workforce composition and corresponding personnel expenditures are derived from, and contribute to, the achievement of institutional priorities. In practice, this means that each strategic objective and program measure within the ISP should be supported by specific workforce metrics and

actions, such as staffing numbers and profiles, risks (e.g., retention or difficulty in hiring), and training interventions, all costed and reflected in personnel budgets. The ISP ICT platform should become a central tool for the WFP process, through which institutions would define, track and monitor the cost-effectiveness of personnel in achieving strategic objectives. Aligning the two processes would enable institutions to deploy and develop the right staff, with the right skills, in the right roles, at the right time, thereby optimizing the use of public funds in delivering organizational priorities.

67. **A WFP function in the public administration in Romania cannot function, at this stage, in the absence of a central-level coordinating structure with a clear mandate to guide, consolidate, and oversee workforce planning across institutions.** Such a structure, ideally anchored in the NACS, with an enhanced capacity, institutional positioning, and mandate, should act as both a strategic coordinator of workforce planning, ensuring coherence between institutional workforce plans and the Government's broader HR policies and budgetary-fiscal targets. Its role should include setting common methodologies and standards for workforce analysis – based on those proposed in this chapter, as well as in Annex 2 and Annex 3 –, defining data requirements, and ensuring the interoperability of HR and payroll systems to generate comprehensive, comparable workforce analytics across the administration. The central body should also aggregate and analyze workforce data to identify cross-government trends, critical capacity gaps, and use this evidence to inform recruitment priorities, mobility schemes, and targeted learning interventions. Most importantly, its mandate should be formally tied to that of the MoF in terms of the budgetary planning and execution process, from the perspective of personnel costs for the public administration. This explicit mandate aims to link WFP outcomes to budget planning, and vice-versa, ensuring that staffing decisions are both strategically justified and fiscally sustainable. Through this central coordination function, the Government would be able to steer the overall size, structure, and, in a later stage, the competencies of the public administration workforce in line with its operational and strategic priorities, while maintaining institutional flexibility and budget sustainability.
68. **The WFP framework should serve as the central coordinating mechanism that informs and conditions all other HR and budgetary functions for public administration personnel.** Its analytical outputs, such as analysis of workforce composition and projections of staffing needs, should directly guide establishment control by determining the optimal number and type of jobs that align with institutional objectives and comply with fiscal ceilings. Budget planning for personnel should be explicitly linked to forecasts about workforce numbers and costs, ensuring that wage bill expenditures reflect real staffing requirements, rather than historical or politically driven allocations. Likewise, recruitment, mobility, L&D or succession planning should be used in complementarity to respond to identified shortages and strategic priorities, based on the WFP. In turn, WFP should regularly inform and force institutions, through objective evaluations, to optimize the workforce, including by removing obsolete or redundant positions from the organigram and staffing plans or externalizing functions, to respond to evolving organizational demands. In doing so, WFP becomes the integrative and evidence-based process that aligns staffing, capability development, and personnel budgeting into a coherent system for managing the civil service strategically and sustainably.

69. **The public administration job classification and taxonomy⁵⁶ should be comprehensively restructured to enable meaningful workforce segmentation, data interoperability, and competency-based HR management for effective WFP.** The current aggregation of all administrative positions under a single occupational family and the absence of a unified codification system severely limit institutions' ability to segment their workforce, forecast needs, and design targeted HR interventions. The introduction of "functional domains", as proposed by the NACS, would allow institutions to map workforce composition more accurately, and identify mission-critical roles across occupations and types of jobs in the public administration. This initiative should be complemented by a centralized job analysis exercise that defines the specific job profiles (including specific competencies) for public administration jobs and reclassifies them in the functional domains. Moreover, the job analysis would serve to identify job roles which are not yet being delivered through the existing job classification or can be better delivered through distinct jobs. A coherent and unitary codification system should accompany this reform to ensure interoperability of workforce data across ministries and agencies, supporting consistent analysis and evidence-based decision-making.
70. **The GoR should establish a unified taxonomy for all HR master data and concepts used across ministries and public institutions.** This should cover, inter alia, standardized descriptions of job roles, positions, and functions for the entire public sector (aligned, where feasible, with ILO classifications and COR codes), which should inform comparable job descriptions for similar roles and positions, categories of salaries and wage supplements, and a comprehensive registry of public institutions (including, where possible, subordinate entities linked to the fiscal code of the parent institution). These registries should be managed by a single designated authority – currently, the MLFYSS is best placed for such a mandate, given its *de facto* responsibility of the public sector job classification by way of its prerogatives over the public sector wage system. The registries should rely on unique identifiers, be accessible to all relevant stakeholders, and use open data standards to enable querying through APIs. While individual systems may maintain offline replicas or caches for operational efficiency, regular synchronization with the central dataset and robust version control mechanisms are essential. Beyond the definition of individual data fields, the registries should also maintain the full hierarchy of dependent attributes, ensuring that duplicate entries and erroneous data inputs are prevented. For example, based on the institutional identifier, all related information (such as name, address, SIRUTA code, and occupational family) should be automatically retrievable. Similarly, based on the function identifier, the required level of education, special status, and eligible grades and gradations should be automatically available.
71. **The WFP process should be used to inform the annual budget planning process with workforce cost projections.** The budget planning process begins in theory in the middle of each calendar year. One of the tasks of the MoF is to establish expenditure ceilings at general government level and budget holder level by line items, including wage bill. To inform this process, WFP should yield the cost estimates for next year (year n) and beyond (up to year n+3) before, i.e. in the second quarter of each

⁵⁶ From an HRM perspective, job classification refers to the process of differentiating types of jobs based on certain dimensions related to role complexity, in order to ensure internal equity; job taxonomy refers to a structure for organizing jobs into hierarchical groups based on the nature of the work, the specific functional domain, and/or the required sets of competencies.

year. For the civil service, the NACS could estimate the workforce costs based on (i) the previous year wage data (e.g., collected via Form L153), adjusted with current year wage dynamics, (ii) the newly-designed projections of workforce numbers, and (iii) forecast wage policy changes to be rolled out in year n and beyond. This process should be conducted in close coordination with the MoF to ensure methodological accuracy and awareness before the framework-letter and expenditure ceilings are developed.

4.2 Proposed changes to the WFP function to enhance its effectiveness

72. **The current WFP function in Romania's public administration should focus on producing accurate projections on workforce dynamics and costs that directly inform the annual budget process.** To start generating value as a core public administration function, the WFP must first effectively achieve its fundamental objective, namely to determine the existing workforce supply and composition, quantify the financial implications of maintaining this structure, and identify the roles that must be filled in the coming year. To the extent possible, it should enable institutions to prioritize these recruitment needs. These staffing needs should then be translated into clear personnel cost estimates, covering salaries, allowances, and projected retirements or attrition, to ensure that recruitment and mobility decisions fit within the wage-bill ceilings set through the budget cycle. By grounding workforce planning in precise cost projections and linking them to the budget process, institutions can control personnel expenditures while ensuring that essential staffing needs are financed and aligned with strategic objectives.
73. **Workforce modelling and projections must be based on a standardized methodology and indicators for collecting and processing personnel data.** A central prerequisite for establishing a credible and operational WFP function in Romania's public administration is to define and apply a set of relevant and *feasible-to-measure* indicators. For the civil service, the NACS should apply these indicators to conduct workforce modelling and projections; a comprehensive WFP process would require this mandate to be extended to the broader central public administration. As described in the country case studies, data-driven WFP starts with a small, standardized, high-quality core indicator set that is feasible to measure early on, and only later expands into advanced predictive analytics. At the current, incipient stage of system and administrative capacity and experience in data-driven HRM, the NACS should prioritize measuring the following types of metrics, as described in detail in Table 8:
- Forecasting fiscal sustainability, by linking staffing projections to wage bill.
 - Analyzing workforce dynamics and anticipating workforce risks, such as retirements, attrition, and predicted exits and mobility.
 - Identifying gaps in civil service categories of staff and job profiles.

Table 8. Potential metrics for workforce modelling and projections in Romania's civil service

Indicator category	Specific indicators	Importance for WFP
Workforce size & structure (stock)	Headcount by institution, category, class, job, grade, age, gender	Establishes the baseline workforce envelope, exposes structural distortions (overstaffing/understaffing), and identifies aging and retirement risks.
Retirement eligibility	Staff eligible to retire in 1, 3, and 5 years	Enables replacement forecasting and prevention of leadership and expert capacity gaps.
Geographic distribution	Staff by region and municipality	Identifies territorial service delivery risks and recruitment constraints outside of benchmark locations (e.g., Bucharest)
Salary costs	Total wage bill, average cost per category, class, job, grade	Links WFP directly to fiscal sustainability, budget ceilings, and wage bill control
Attrition & exit flows	Retirements, voluntary exits, dismissals, deaths	Allows developing trends for projecting and anticipating workforce dynamics
Recruitment & entry	New hires by grade, gender, education level	Highlights attraction and retention dynamics in the civil service
Internal mobility	Promotions, transfers, temporary assignments	Measures the functionality of the internal labor market and career pipelines
Education at entry	Educational characteristics at entry, by level and domain	Acts as a proxy for subject-matter specialization.
Training & upskilling	Work-related training, developmental programs completed	Shows investment in future capacity, not just maintenance
Experience by functional area	Years of experience in core policy/operational domains	Allows capacity mapping by function, not just by headcount

Source: Authors' elaboration.

74. The WFP process must comprehensively cover public administration personnel, beyond central and territorial civil servants. Effective planning requires a full view of all categories of jobs in the public administration, as these roles collectively determine an institution's ability to deliver services, implement reforms, and manage operational workloads – the role of civil servants in the functioning of the public administration cannot be delineated and treated separately from the other categories of staff. Limiting workforce planning to civil servants overlooks the other half of personnel costs and leaves unaddressed interdependent staffing gaps competency needs. A comprehensive approach ensures that workforce supply, demand, and related cost projections reflect the full operational reality of public

administration, enabling better allocation of budgetary resources, clearer prioritization of critical roles, and more coherent alignment between HR decisions and strategic needs.

75. The calculation of workforce costs requires comprehensive data at micro, i.e., at position level.

The NACS does not currently own such data, yet the MLFYSS does and it could be imported into the NACS databases. The estimation of personnel costs in the public administration demands information on the gross salary for at least a representative sample of employees, civil servants and contract employees alike. Given the complexity of the institutional setup and variations in functions and job charts, representativity is almost impossible to come by. Therefore, it is more appropriate to determine the costs by calculating the impact of any pay or workforce intervention at microlevel, i.e. by position. To this end, the central body designated for WFP, in the current context the NACS, should employ a database with qualitative and quantitative variables that contribute to the calculation of gross wage⁵⁷ as well as the variables underpinning the indicators in Table 8 above. Currently, the NACS databases – SENEOSP – do not contain this data and nor should they be designed to collect it from scratch. A case in point is Form L153 from the MLFYSS, which collects comprehensive data on the remuneration of civilian public sector employees. While it could use a restructuring of variables and coding, the main problem of Form 153 is compliance. In 2024, only 40% of positions in the public sector were reported by public institutions. The simplification of the formulary and the sanctioning of non-compliant employers are prerequisites to developing the database into a reliable instrument for measuring the costs of workforce in the public administration.

76. The WFP function should be centered around core principles that ensure workforce decisions remain strategically aligned, evidence-based, and responsive to changing organizational needs.

The WFP framework should be underpinned by a number of core principles that create the governance, discipline, and feedback loops needed to anticipate workforce risks, adapt to shifts in organizational mandates or labor markets, and, at a later stage, maintain the right mix of competencies over time. Without adherence to these principles, WFP will continue to be fragmented, reactive, and disconnected from institutional priorities, undermining both service quality and fiscal sustainability. These principles are:⁵⁸

- **Leadership commitment:** effective WFP requires clear sponsorship and active support from top leadership, as only leaders can set priorities, allocate resources, and signal that workforce decisions are strategic rather than administrative.
- **Strategic anchoring:** WFP must be directly linked to the organization's mandate and corresponding functions, objectives, and operational priorities so that staffing numbers and composition, and workforce investments support what the institution is expected to deliver and accomplish.

⁵⁷ Employer characteristics, job, seniority, grade, education, worktime fraction, base wage, factors that can adjust the base wage, such as participation to the implementation of EU projects, all variable pay components,

⁵⁸ In line with US General Accounting Office. 2003. Key Principles for Effective Strategic Workforce Planning. Report to Congressional Requesters; and Sokol, Marc B., and Beverly A. Tarulli. 2024. Strategic Workforce Planning: Best Practices and Emerging Directions. New York. Oxford Academic.

- **Use of reliable and comprehensive data:** decisions must be based on accurate information about workforce demographics, competencies, turnover, and workload; without quality data, organizations cannot assess risks, forecast needs, or make sound staffing choices.
- **Involvement of key stakeholders:** managers, HR departments, employees, and social partners must be engaged in the process to ensure that workforce plans reflect operational realities, increase buy-in, and reduce resistance to change.
- **Full integration with budget and resource planning functions:** WFP must be tied to budget planning so that staffing priorities are realistically funded and personnel costs remain sustainable within budget constraints.
- **Embedding monitoring and evaluation in WFP:** regular assessment of progress, assumptions, and outcomes would allow organizations to adjust workforce plans in response to changing conditions and to inform improvements in the following WFP and budget cycles.

77. An effective WFP function should be underpinned by an explicit and integrated process lifecycle.

The WFP framework should provide structured process for aligning human capital with organizational objectives by first clarifying strategic priorities. It should establish a detailed picture of the current workforce, project future demand and likely workforce dynamics, and identify gaps requiring action. Based on these insights, organizations would develop and implement targeted recruitment, retention, development, or workforce restructuring plans, and finally monitor and revise these measures to ensure they remain effective and responsive to changing conditions, particularly fiscal and budgetary. This process would be overseen and guided, from the central level, by the NACS, as part of the budget planning cycle led by the MoF. It would consist of several staggered and consecutive stages:

- (i) **Defining the organization's strategic direction.** WFP is not an end in itself but should support public organizations to discharge their mandate and achieve their assigned objectives. As such, it must start from a clear understanding of what the institution is mandated and expected to deliver and achieve. To this end, for WFP, organizations must delineate and disaggregate core organizational functions and map how these are assigned among internal structures, to identify corresponding departmental responsibilities, and the personnel capabilities and capacity required to deliver them. This would enable assessing the workforce against functional needs at the institutional level, as opposed to assessing it in siloes, at the level of each department. Without this alignment, WFP remains an administrative exercise, limited to isolated headcount measurements, rather than a core process which enables organizational performance.
- (ii) **Modelling the current workforce.** Effective WFP requires (i) a comprehensive overview of the current workforce in terms of size, composition, demographics, distribution, and the degree to which it depends on the use of temporary staff and/or external vendors, and (ii) how this workforce is mapped to the delivery of specific functions, objectives, and/or programs. This baseline allows institutions to understand their current capabilities, identify vulnerabilities (e.g., high retirement eligibility in specialized and critical departments), and determine what resources they actually have available to deliver their core functions and thus meet their strategic goals., Sub-chapter 5.3.1 below

provides an example of how personnel data currently available in the civil service and, respectively, the public administration can be used by the NACS for workforce analysis and projections.

- (iii) **Assessing future workforce needs and project future supply.** Institutions should estimate the workforce they will need in the future (demand) and compare it to the workforce they are likely to have (supply). Demand forecasts consider strategic priorities, future workload, service delivery models and expected organizational changes (e.g., digitalization of processes), and required job profiles. Supply forecasts estimate retirements, turnover, recruitment and retention challenges and budget constraints. This step translates strategy into concrete staffing and capability requirements.
- (iv) **Identifying workforce needs and developing workforce plans at a strategic and operational level.** Comparing supply and demand reveals workforce shortages, surpluses, and competency gaps. This step articulates what must change, whether the organization requires recruiting more or less staff and what specific profiles, a redistribution of staff, or redesigned processes for service delivery. It then develops targeted strategies such as recruitment, retention, training, job redesign, outsourcing, mobility, or knowledge-transfer measures. This step ensures the organization has a realistic pathway to bridge its workforce deficits.
- (v) **Implementing workforce plans.** This step implements the operational workforce plans, which translate into concrete measures the strategic workforce plans. Organizations must set out clear responsibilities for the implementation of this plan. Implementation requires institutional leaders and managers to explain objectives, adapting HR-related decisions, and (re)allocate budgets.
- (vi) **Evaluating the effectiveness of strategies and revise as needed.** WFP is iterative and institutions must monitor whether the workforce plans are implemented, whether they are closing gaps, and whether assumptions remain valid. Changing fiscal-budgetary circumstances, HR policies, or strategic priorities often require adjustments. This step ensures continuous improvement and keeps the workforce plan responsive and relevant.

A summary of a calendar for the proposed WFP process is provided in Table 9 below and a full description of the process is included in Annex 2. This process is envisaged as a bi-annual exercise, implemented through action plans with yearly measures.

Table 9. Calendar of implementation for the proposed WFP process

Stage	Timing	Core purpose	Key outputs
Stage 1. Issuing guidance for strategic WFP	March – June (biennial)	Launches the national WFP cycle and aligns workforce planning with government priorities and the budget framework	- NACS-GSG-MoF joint guidance policy on WFP - National recruitment priorities - Mandatory fiscal and staffing guardrails (vacancy caps, expenditure deviation caps, reallocation limits)

Stage 2. Dissemination & training	June, after Stage 1	Builds institutional capacity to apply WFP methodology consistently	- Operational and methodological guidance for main budget holders
Stage 3. Institutional workforce analysis	June-July (before the framework letter is developed)	Produces institution-level diagnostics on staffing, costs, and workforce dynamics	- Public administration workforce and cost assessments - Institutional workforce and cost assessments (main budget holders) - 2-year projections of retirements, exits, promotions, recruitment - Identification of mission-critical roles (where feasible) - Key HR priorities derived from ISP
Stage 4. Developing workforce action plans	August–November	Translates diagnostics into costed workforce measures	- Standardized metrics (net staff changes, wage bill impact, positions to open/close) - Strategic Workforce Plan and workforce actions plans drafted - Costed proposals aligned with MoF ceilings - National recruitment plan substantiation
Stage 5. Government approval of Strategic Workforce Plan	Within 30 days after annual budget law	Legally authorizes workforce measures on staff management, recruitment, and personnel cost ceilings	- Authorized headcount ceilings by institution and category - Authorized external recruitment vacancies - Approved changes to staffing plans and organigrams - Data integrated in the ISP digital dashboard
Stage 6. Implementation, monitoring & evaluation	2-year implementation cycle	Executes workforce measures and feeds evidence into the next planning cycle	- Personnel spending execution compliant with fiscal-budgetary targets - Implementation report of Strategic Workforce Plan

			- Cost deviations, staffing results, and lessons learned
--	--	--	--

Source: Authors' elaboration.

78. **The WFP function should be measured against concrete performance results because its ultimate purpose is to enhance institutional effectiveness, not simply fill vacancies.** Success must be demonstrated through measurable improvements in the workforce, such as reduced competency gaps in mission-critical areas, improved time-to-hire for specialized and senior positions, and multi-annual financial control over personnel costs. Table 10 below provides a list of potential metrics of performance for WFP. Over time, effective workforce planning should enable public institutions to adapt rapidly to changes in mission, technology, budget constraints and labor markets.

Table 10. Potential metrics for evaluating WFP effectiveness

Dimension	Outputs (process/deliverables)	Results (performance/outcomes)
Workforce data and analytics	Workforce data coverage rate (% of workforce included in WFP database)	Improved accuracy in staffing forecasts and budget estimates
	Defining specific competencies for civil service jobs (% of positions with up-to-date profiles)	Evidence-based HR decisions supported by reliable analytics
	Forecast accuracy (variance between projected and actual workforce needs)	Reduction in data discrepancies across institutions
Addressing competency gaps	Skills gap analysis completion (% of institutions completing gap assessments)	Reduction in competency gaps (% decrease in skill shortfalls)
	Learning and development alignment rate (% of programs linked to identified gaps)	Increased training effectiveness (% of employees reporting improved performance)
	Succession planning coverage (% of critical positions with successors identified)	Higher internal promotion and leadership readiness rates
Recruitment and mobility	Improving time-to-hire (% of positions in the recruitment plan occupied in the expected timeframe)	Shorter average time-to-hire
	Improving use of internal resources (% of positions in the recruitment plan occupied through mobility)	Improved internal mobility
	Vacancy rate reporting (% of positions unfilled beyond target threshold)	Reduced reliance on temporary or ad hoc staffing

Financial control over personnel costs	Main budget holders maintain personnel spending within a +/- 3% margin of the cost projections developed through the WFP	Improved predictability of wage bill within fiscal limits
	The % of main budget holders that associate costs, staff profiles and numbers to ISP objectives and measures.	Decrease in unplanned staffing expenditures Increased efficiency in allocation of HR resources (share of personnel expenditures to organizational budget)

Source: Authors' elaboration.

4.2.1 Data-driven workforce modelling for Romania's civil service

79. **Systematic analysis of the wage bill, staff numbers, distribution, and workforce composition provides the essential empirical foundation for a credible workforce plan for Romania's civil service.** The current section provides an analysis of the currently available civil service and public administration personnel data. It presents insights into the workforce size and structure, retirement eligibility, geographic distribution, and wage bill costs for the civil service. Together, these indicators allow workforce developments to be interpreted simultaneously through a staffing, and budgetary lens, creating the necessary evidence base for forward-looking workforce projections and for designing policy interventions related to recruitment, mobility, training, and leadership renewal. In this way, the chapter establishes the empirical backbone for a future workforce plan that is fiscally realistic, structurally balanced, and oriented toward future service delivery needs.
80. **The scope of this chapter is analytical and focuses on workforce modelling and projections, rather than on prescriptive recommendations for addressing workforce challenges.** Its purpose is to establish a robust, evidence-based understanding of current and projected workforce dynamics in Romania's civil service by analyzing trends in staff numbers, structure, distribution, costs, and dynamics. The chapter therefore aims to quantify risks, pressures, and imbalances of the workforce, and inform a data-driven WFP exercise, and not to define policy solutions or reform measures.⁵⁹

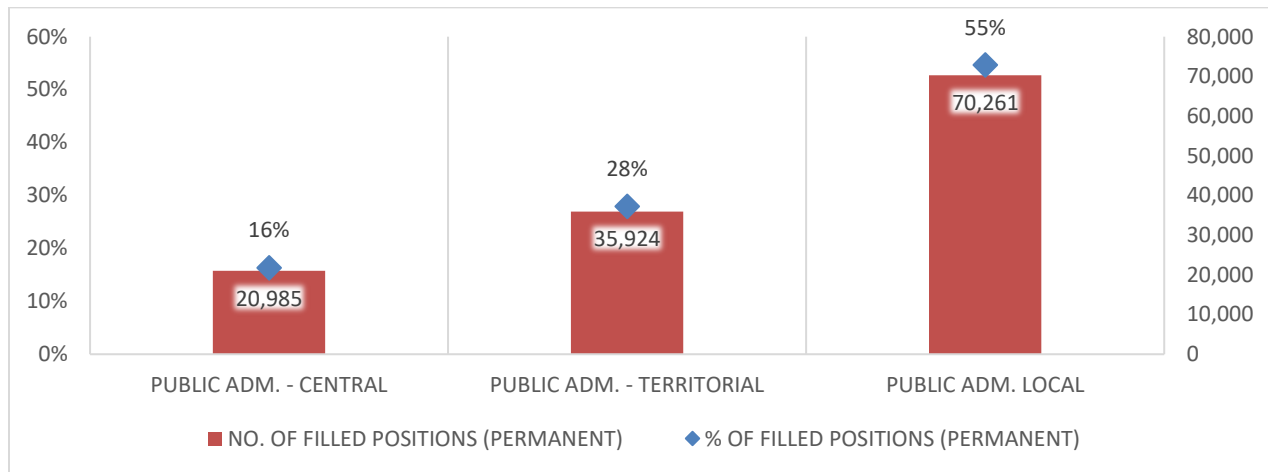
Civil service personnel characteristics

81. **The distribution of occupied civil service positions across administrative levels highlights a strongly decentralized workforce structure, with major implications for capacity, consistency, and workforce planning in Romania's public administration.** Romania's civil service totals more than 175,000 positions, of which 73% (128,000) are permanently filled, 3% are temporarily filled, 20% are vacated and 4% are temporarily vacated (see Figure 4). Over half of all the filled civil servant positions (55%, about 70,000 staff) are concentrated at the local level, followed by 28% in territorial administration (about 36,000), while only 16% operate at the central level (about 21,000). From a workforce planning and modelling perspective, this means that the bulk of operational capacity—and therefore service delivery risk—is structurally located at the local and territorial tiers, where institutions

⁵⁹ Strategic and policy interventions to address the problems identified will be proposed under Deliverable 3 of the current RAS, as part of the input for substantiating the future civil service strategy.

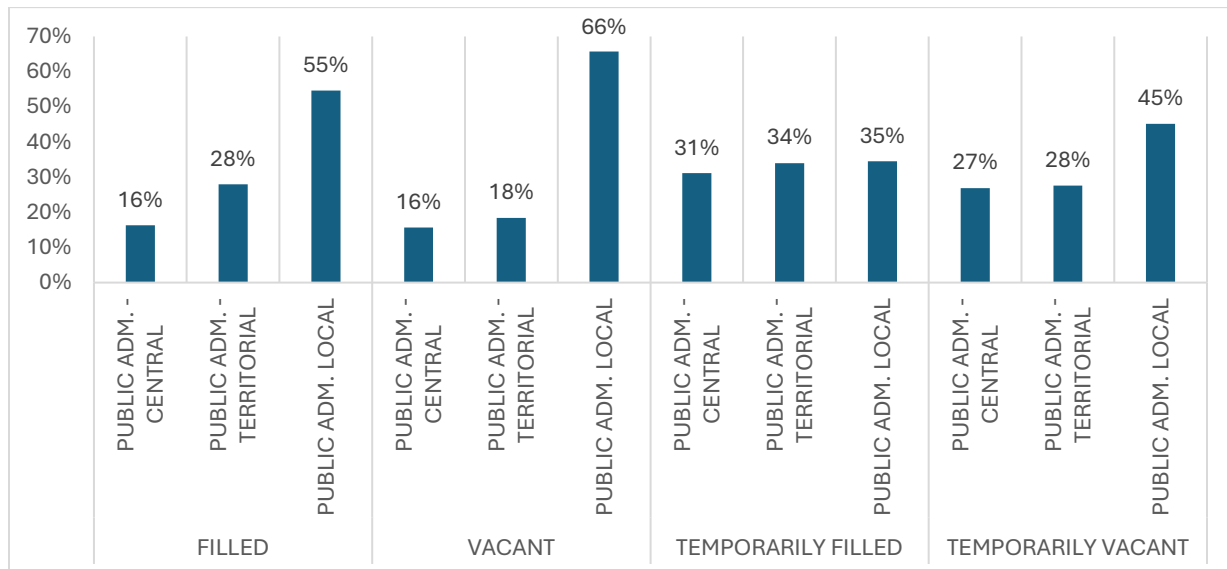
typically face weaker HR capacity, higher aging pressures, and more severe recruitment constraints. Across *occupied* positions, local administration already accounts for the majority of staff (55%), followed by territorial (28%) and central (16%), while the justice sector is marginal; however, this imbalance becomes even more acute for *vacant* posts, where 66% of all vacancies are concentrated in local administration, compared to only 18% in territorial and 16% in central administration (Figure 5). This means that the tier carrying the largest service delivery burden is also the one with the weakest effective staffing coverage. The pattern is mirrored in *temporary appointments*, where local and territorial administrations again dominate, indicating reliance on short-term solutions rather than stable recruitment. Finally, *temporary vacancies* are also most prevalent at the local level (45%), confirming persistent recruitment bottlenecks rather than cyclical fluctuations (Figure 6).

Figure 4. Distribution of filled civil service positions by administrative tier (% of total filled)



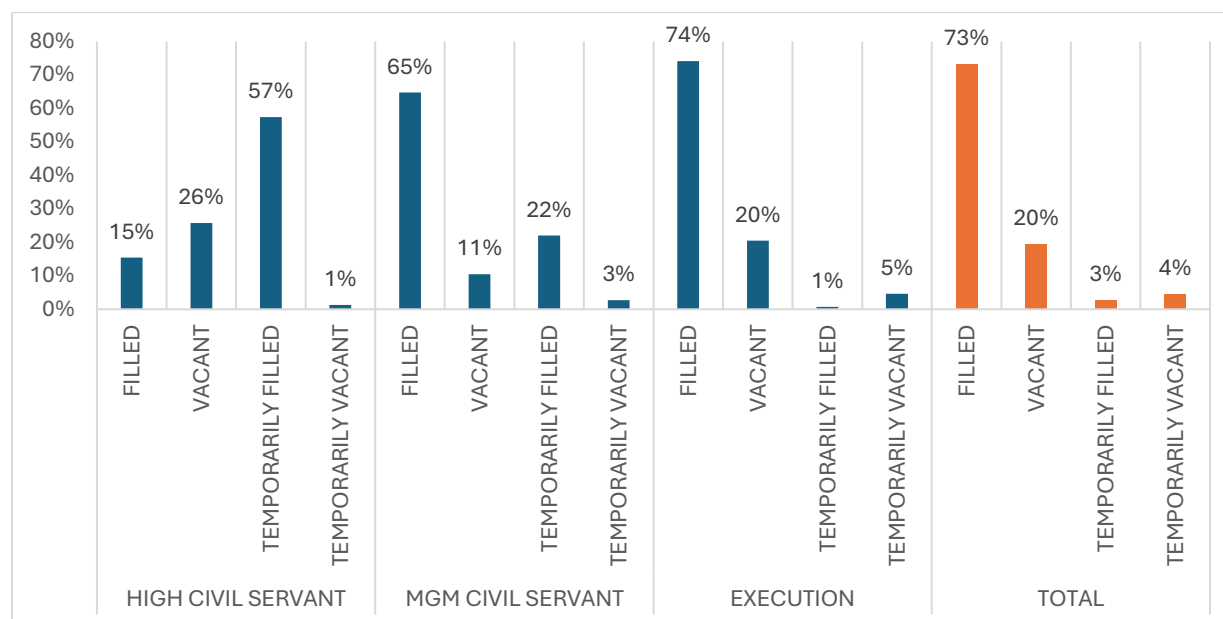
Source: Authors' elaboration, based on NACS civil service data, 2025

Figure 5. Distribution of approved positions by status and administrative tier (% of positions by status)



Source: Authors' elaboration, based on NACS civil service data, 2025

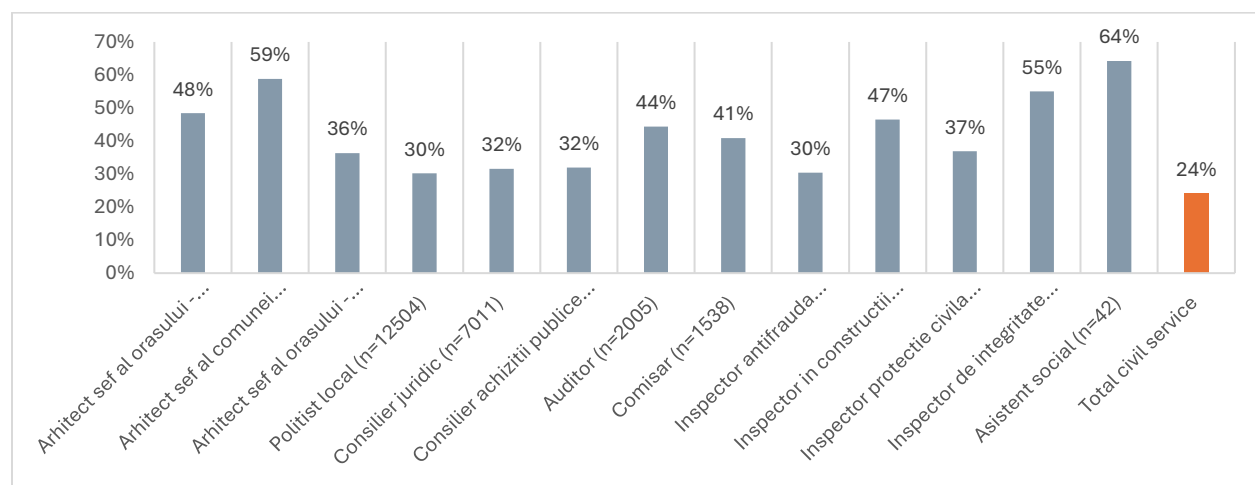
Figure 6. Distribution of approved positions by category and status (% of positions by category)



Source: Authors' elaboration, based on NACS civil service data, 2025

82. **Across the civil service, a high rate of vacancies can be observed in certain jobs, while others rely disproportionately on temporary appointments.** Both of these features highlight potential vulnerabilities and raise the need for intervention through WFP. The distribution of vacancies by job highlights a number of instances where the share of vacancies in total approved positions exceeds significantly the national average. These are jobs that may be labelled as being in short supply and should become the focus of WFP (Figure 7). On the other hand, a number of jobs exhibit a large share of temporarily occupied positions, suggesting lack of predictability for the respective civil servants and vulnerability to political discretion (Figure 8).

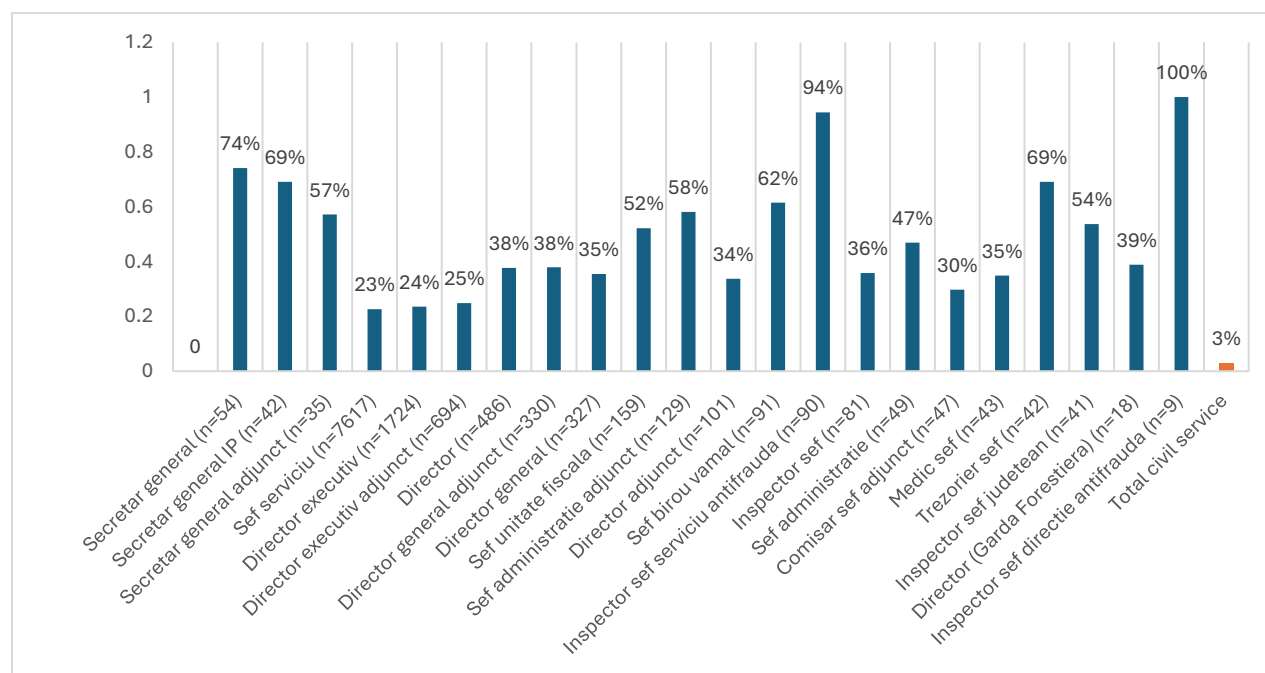
Figure 7. Share of vacant positions by civil service jobs (share of total approved positions)



Source: Authors' elaboration, based on NACS civil service data, 2025

Notes: The denominator consists of vacant and temporarily vacant positions.

Figure 8. Share of positions with temporary appointments, by selected civil jobs (share of total approved positions)



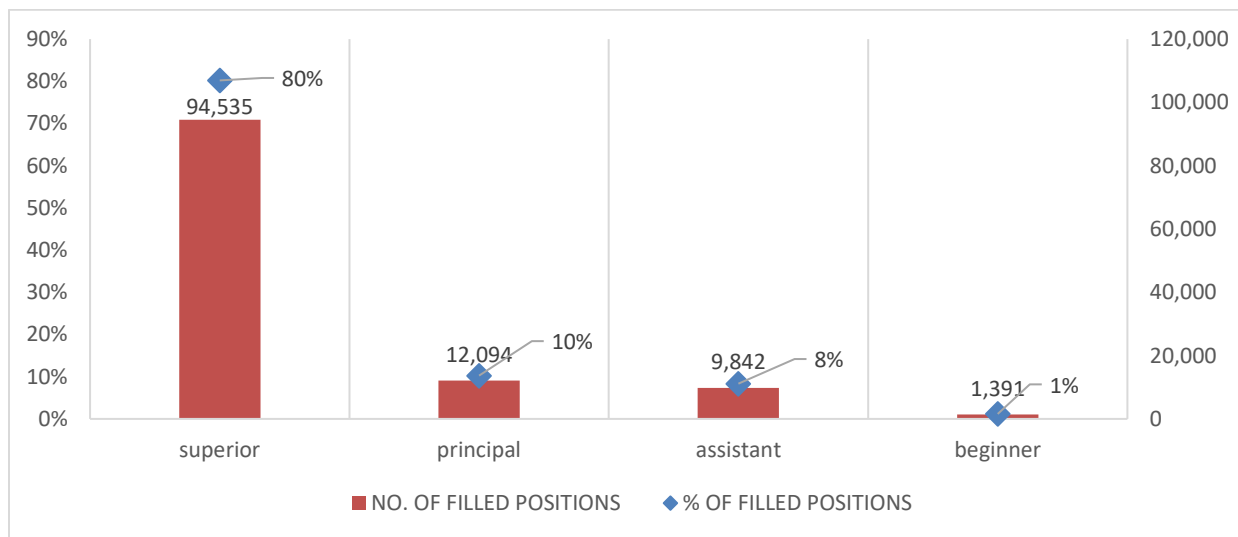
Source: Authors' elaboration, based on NACS civil service data, 2025

83. **The overwhelming majority of civil servants carry out execution roles across all tiers of administration.** Management roles are more numerous in local administration. Data shows the span of control and leadership pyramid of Romania's civil service, with direct consequences for managerial effectiveness, succession, and policy coordination. Across positions occupied by permanent appointments, 92% of staff are concentrated in execution roles (117,000), only 8% in management (11,000), and a statistically negligible number of high-level civil servants (24 or 0.02% of staff). This means that, on average, one manager supervises around 11 execution civil servants, which is broadly consistent with the legal framework (Law no 296/2023). Most HLCS positions are occupied through temporary appointments. The share of management jobs is higher in local administration (10% of total permanently filled positions) than in central and territorial administration (6%), which is explained by the higher number of institutions and the need to replicate many on the management roles – of the 4,000 public institutions recorded in the NACS database, 85% are in local administration, 12% in territorial administration and 3% in central administration.

84. **The distribution of approved civil service positions by professional grade reveals a significant distortion in how grades are used in Romania's civil service, with direct consequences for organizational design, pay rationality, and workforce planning.** Around 80% of civil servants who fill execution positions permanently, 72% of those in temporarily occupied positions, and even 54% of vacant positions are classified at the highest professional grade ("superior") (Figure 9 and Figure 10). As such, the grade structure no longer functions as a tool for functional differentiation based on task complexity, responsibility, or required expertise. Instead, the system appears to have progressively converted professional grades into a mechanism for salary progression rather than a

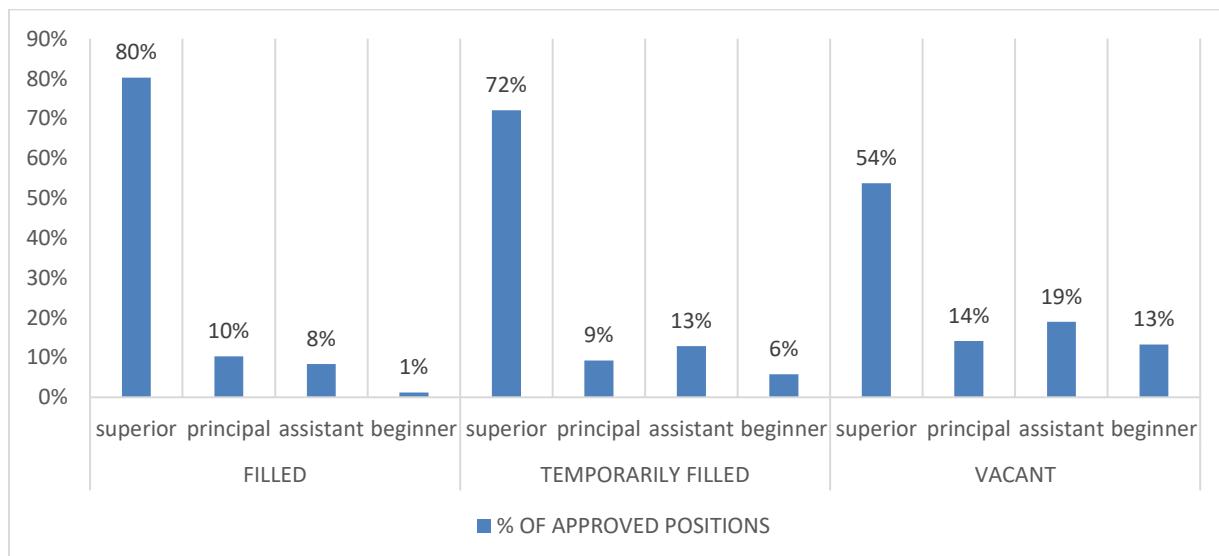
reflection of job content. The relatively low shares of intermediate (“principal”, “asistent”) and especially entry-level (“debutant”) grades, despite their essential role in creating internal career pipelines, indicate that institutions are structurally top-heavy by design, not only in practice. From a workforce planning and institutional effectiveness perspective, this means that Romania lacks a rational distribution of responsibilities between entry-level, intermediate, and senior roles: routine, administrative, and support activities are formally embedded in the highest-grade positions, which inflates the wage bill unnecessarily, weakens internal mentoring chains, and undermines competency-based job architecture.

Figure 9. Distribution filled execution positions by professional grade



Source: Authors’ elaboration, based on NACS civil service data, 2025

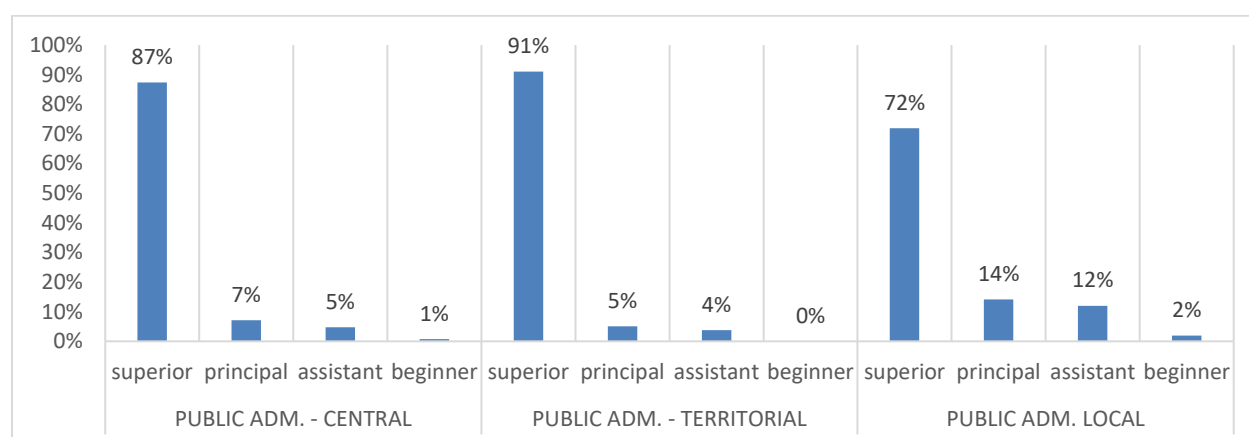
Figure 10. The distribution of execution positions by professional and status of the job



Source: Authors’ elaboration, based on NACS civil service data, 2025

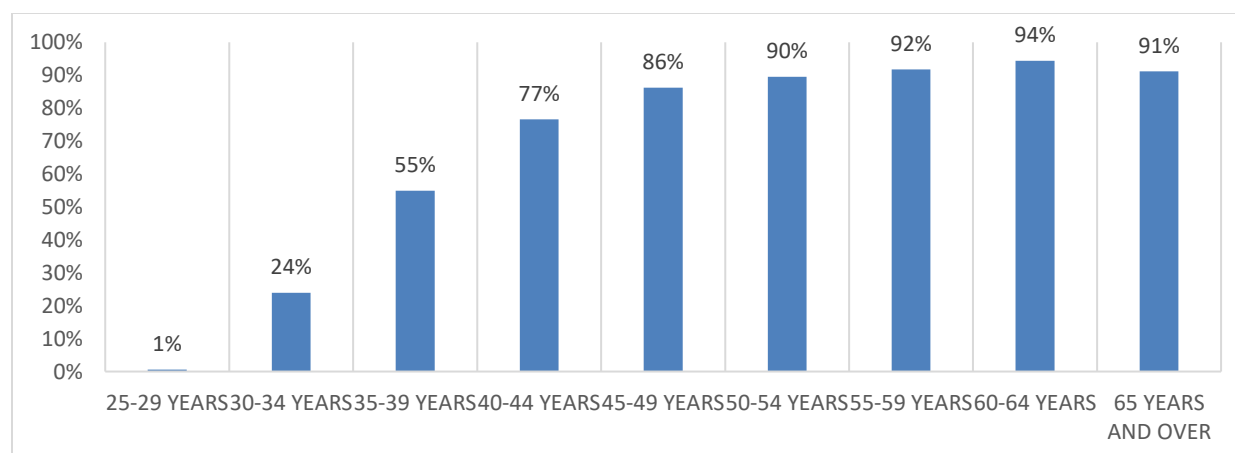
85. **The distribution of occupied positions by professional grade further reinforces the picture of a structurally imbalanced and demographically constrained civil service that poses long-term workforce sustainability risks for Romania’s public administration.** Across all segments, i.e., central, territorial, local administration, and justice, the “superior” grade (the highest professional level) dominates overwhelmingly, ranging from about 72% to 96% of occupied posts, while entry-level (“debutant”) positions are virtually non-existent (0–2%) and lower-to-mid grades remain marginal. This extreme top-heaviness indicates that the system is not renewing itself through a healthy pipeline of entry-level staff, but instead is operating as a closed, aging structure with limited generational replacement. From a workforce modelling perspective, this means that upcoming retirements will not only reduce headcount, but also directly erode advanced professional capacity, with too few trained entry-level staff available to take over. This also signals a dual structural failure: recruitment at entry level is insufficient, and internal career progression cannot compensate for demographic exits.

Figure 11. Distribution of filled positions by administrative tier and professional grade (share of total filled positions by administrative tier)



Source: Authors’ elaboration, based on NACS civil service data, 2025

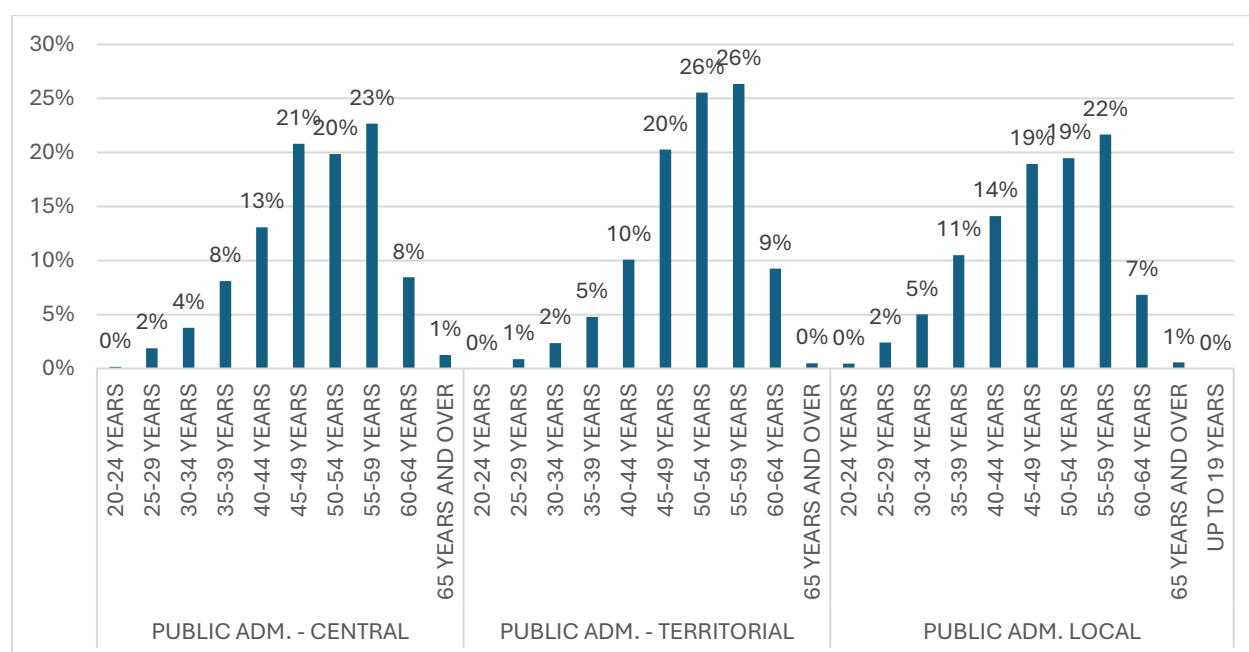
Figure 12. The share civil servants at the highest (“superior” grade across age bands



Source: Authors’ elaboration, based on NACS civil service data, 2025

86. **The age structure of Romania’s civil service reveals a structurally aging workforce and a predictable medium-term capacity shock that requires immediate, multiannual workforce planning at all levels of public administration.** Across central, territorial, and local administration, roughly two-thirds of staff are concentrated in the 45–59 age cohorts, indicating that a large share of institutional knowledge, leadership capacity, and operational expertise will exit within the next 5–15 years, while the inflow of young staff under 35 remains critically low and mathematically insufficient to replace future retirees. This demographic imbalance implies that attrition will accelerate non-linearly rather than gradually, with particularly severe impacts in territorial and local administrations that are most exposed to service delivery risks. Because Romania does not significantly rely on delayed retirement beyond age 65, these exits will translate almost directly into workforce losses.

Figure 13. Distribution filled positions by administrative tier and age band (share of total filled positions by administrative tier)



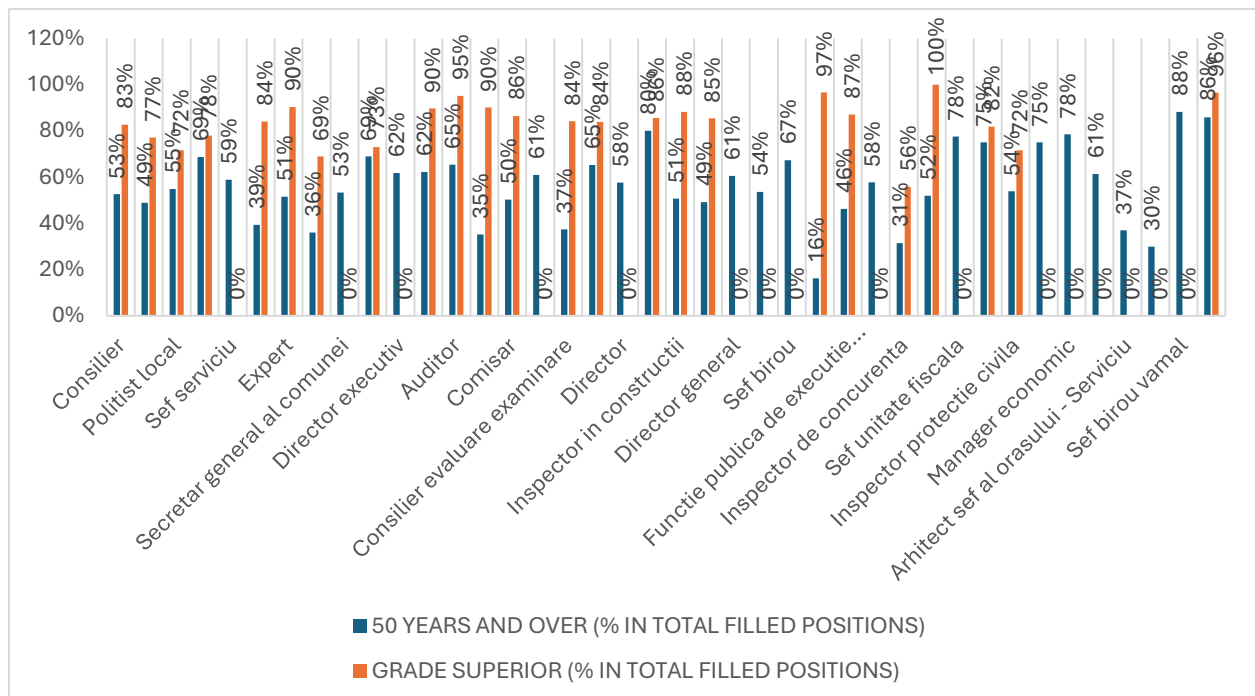
Source: Authors’ elaboration, based on NACS civil service data, 2025

87. **Romania’s civil service face simultaneous career stagnation and accelerated retirement pressure across many categories of civil servants, including specialized roles.** Across most occupied civil service job categories, the share at the highest professional grade are extremely high, often between 80% and 100%, showing that the majority of incumbents have already reached the top of their formal career and salary ladder, with little or no remaining scope for progression. At the same time, the share of job holders aged over 50 years are also very high for many of the same profiles, frequently exceeding 60–70%, indicating that a large proportion of staff who are already career-locked are also within one decade of retirement. This combination is especially visible among *inspectori*, *auditori*, *consilieri superiori*, *referenți*, *director* and *șef serviciu*, where density at the highest grade and aging overlap almost perfectly. From a workforce modelling perspective, this means that Romania’s civil service is exposed to a compound risk: (i) imminent loss of advanced expertise through retirement, and (ii) weak

retention among the younger cohorts, since many staff under 50 years old are already at the top grade, facing flat salary trajectories and limited professional differentiation for the next 15–20 years.

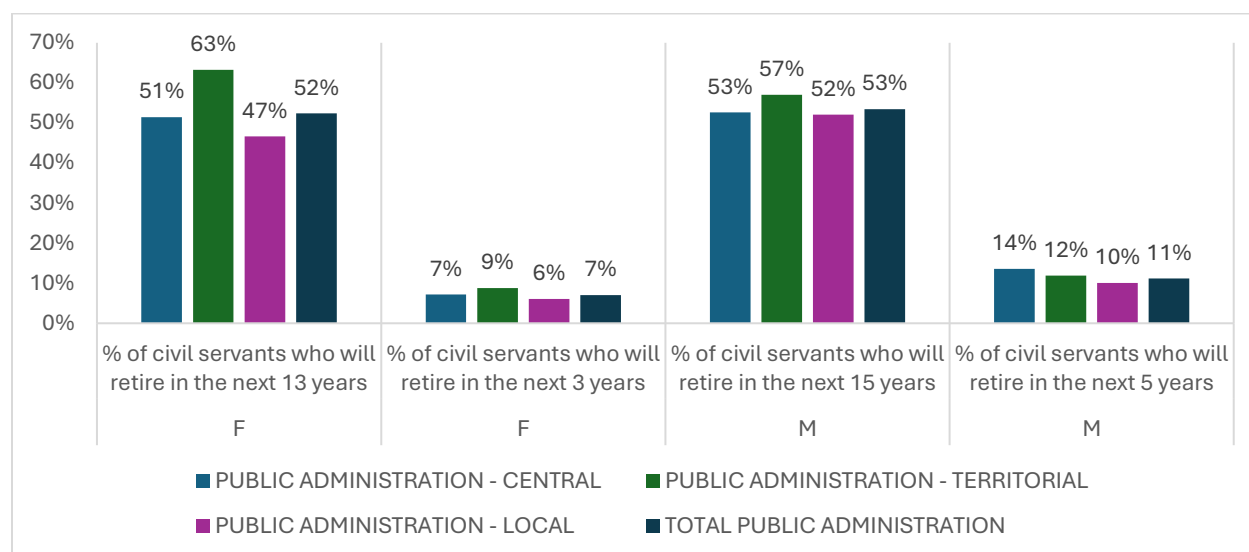
88. **The data indicates the existence of two major and successive retirement waves that will directly affect first the core of expertise and then the management level of Romania’s public administration.** A first wave, expected in the 2027–2032 period, will primarily consist of the jobs of *inspector (fiscal, de muncă, de concurență, de construcții), auditor, specialist, referent, comisar, șef birou, and șef unitate fiscală*, where around 60–75% of incumbents are already over 50 years old, and 80–100% are at the superior grade, meaning that most of the expertise in control, verification, and regulatory functions will exit the system within a short period of time. The second wave, with even greater systemic impact, is projected for the 2032–2038 period and will affect the jobs of *director, director general adjunct, inspector-șef, șef serviciu, șef administrație, and manager public*, where again more than half of incumbents are over 50 and over 85–95% are at the superior grade, foreshadowing a massive and highly concentrated loss of leadership capacity. At the same time, the data shows that a significant share of civil servants under 50 years old are already at the “superior grade”, placing them in a long-term “career and salary lock-in” for the next 15–20 years, with severe negative effects on retention, especially in jobs where the required technical profile commands a pay premium in the private sector.

Figure 14. Share of filled positions by age and professional grade in selected civil service jobs (share of filled the positions by job)



Source: Authors’ elaboration, based on NACS civil service data, 2025

Figure 15. The share of civil servants due to retire in the next 15 years (male) and 13 years (female) (% of total filled positions)



Source: Authors' elaboration, based on NACS civil service data, 2025

Notes:

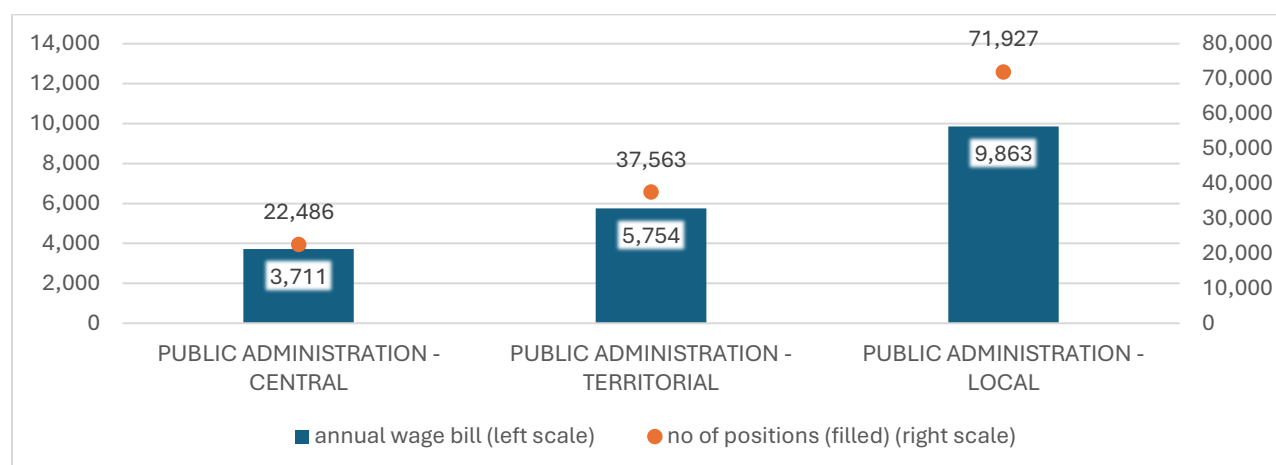
The intervals employed in the retirement projection are different for men and women because the civil service database does not provide the age of the civil servant. It indicates the age band where the civil servant fits. As the retirement age is different for men (65) than women (62-63), the resulting projections had to be grouped in different time intervals. The projections assume that civil servants will retire when they reach retirement age.

Civil service wage bill costs data

89. **The total wage bill for the civil service reached RON 19.5 bn. in 2025, of which half pertain to civil servants in the local administration, 29% to those in the territorial administration, and 19% to those in the central administration (Figure 16).**⁶⁰ The annual wage bill for the 133,000 filled positions (permanent and temporary, central, territorial, local and justice tiers) is projected to amount to RON 19.5 bn. in 2025 – or 11% of all wage bill in the general government, as civil servants represent 10.5% of total public employment. Of the total, 85% is related to execution positions, 15% to management positions and a negligible share to high-level civil servants (Figure 17). By administrative tier, civil servants in the local administration accounted for half of the wage bill, territorial administration for 29% of wage bill (28% of filled positions) and central administration for 19% of wage bill (16% of filled positions).

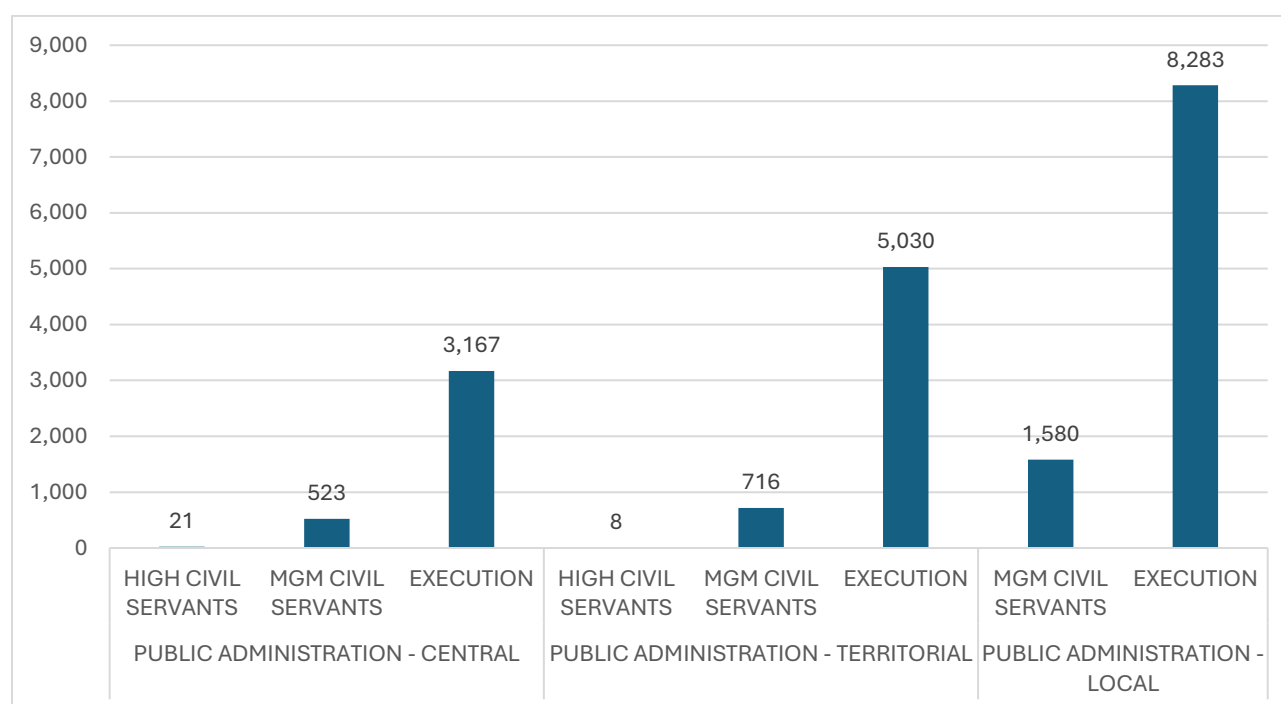
⁶⁰ Wage data from Form L153 pertaining to October 2024 was used to estimate median base and gross wages by administrative sub-tier, category, class and professional grade. In total, 46 unique combinations from the NACS and, respectively L153 data. The administrative sub-tiers are ministries, central public institutions & authorities, prefectures & deconcentrated services, courts and prosecutor offices, local administration. These were matched with the equivalent sub-tiers of the employers that reported wage data through Form L153. The median gross wage for each combination was imported to each position in the NACS database. This mapping exercise allowed the estimation of annual wage bill for the civil service, as well as a additional breakdowns by various criteria. Next iterations could go to more detail by adding the job name to the mapping identifiers.

Figure 16. Estimate of the wage of civil service by administrative tier, million RON, 2025



Source: Authors' elaboration, based on NACS civil service data and MLFYSS L153 database, 2025

Figure 17. Annual wage bill of civil servants (occupied positions only), by administrative tier and category, 2025, million RON

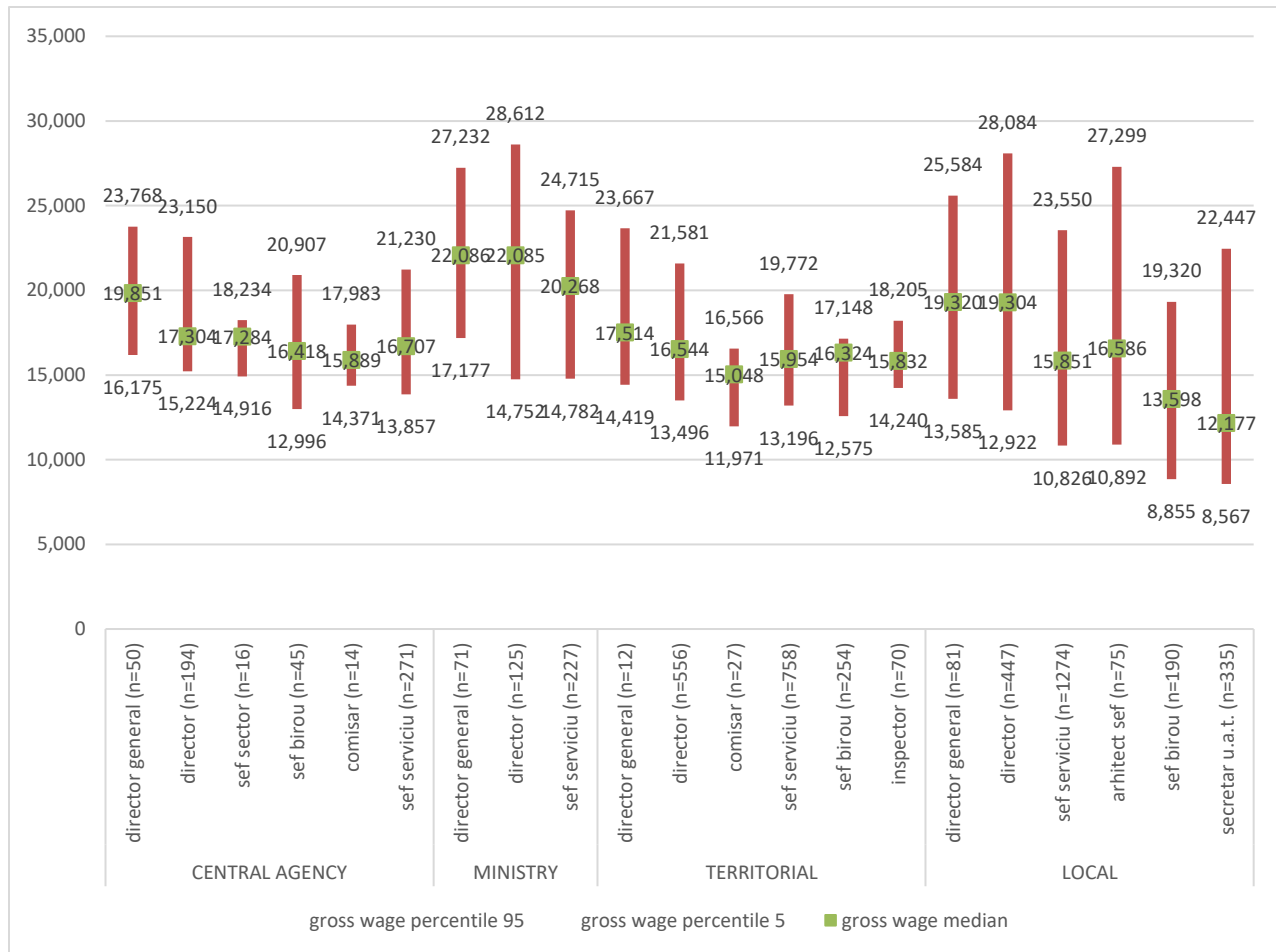


Source: Authors' elaboration, based on NACS civil service data and MLFYSS L153 database, 2025

90. **The wage distributions reveal wide internal pay inequities for similar civil service jobs that reshapes internal job markets and affects retention dynamics.** Within sub-categories of civil servants, especially high-level civil servants, management positions and execution grade superior positions, the data show very large spreads between the 5th and 95th percentiles, often amounting to differences of over RON 10,000 for the same formal category, particularly at ministerial and central public institution level. The data highlights also that civil service pay inequity is amplified by variable

pay and top-ups, which are disproportionately concentrated at the top of the hierarchy and in specific institutions, rather than being evenly distributed across comparable positions. This indicates that civil servants occupying similar jobs in different institutions can earn radically different total wages depending purely on institutional placement (Figure 18 and Figure 19).

Figure 18. Distribution of gross wages in the civil service across administrative tiers by category and educational attainment, RON, 2025



Source: Authors' elaboration, based on MLFYSS L153 database, 2025

Notes: The intervals show percentiles 5 and 95 and the median value, as reported in L153 by public institutions.

Figure 19. Distribution of gross wages of execution civil servants with tertiary education across administrative tiers by professional grade, RON, 2025



Source: Authors' elaboration, based on MLFYSS L153 database, 2025

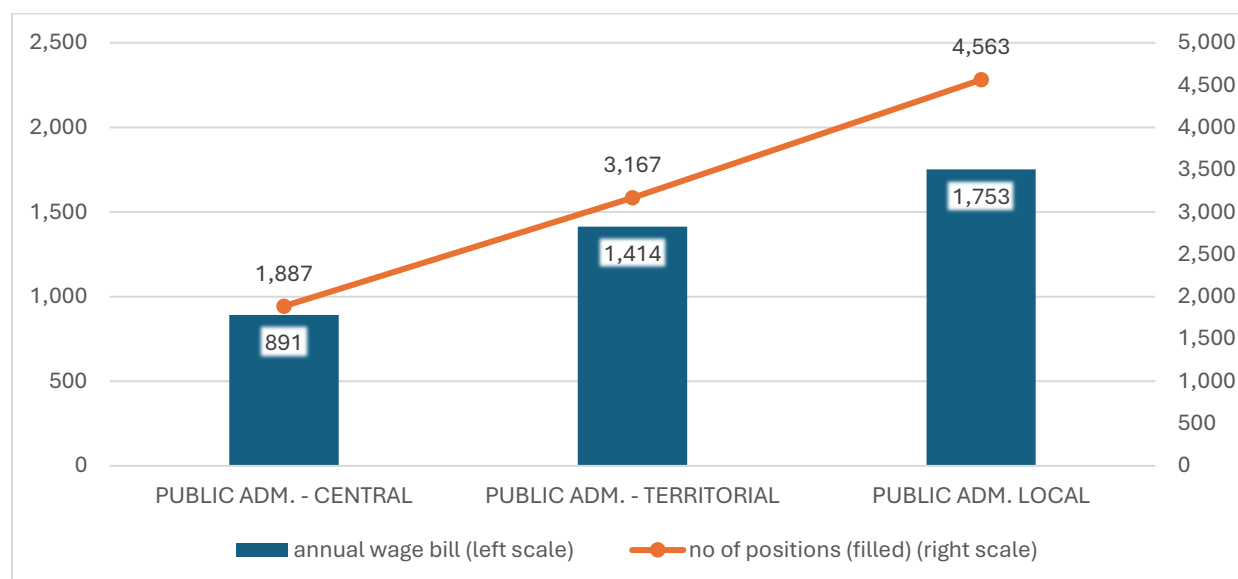
Notes: The intervals show percentiles 5 and 95 and the median value, as reported in L153 by public institutions.

91. **Available data can be used to project the budgetary impact of natural attrition from the civil service over the next five years.** Overall, 11,000 civil servants are expected to retire in equal sequences during the next five years, of which 1,400 high-level and management civil servants can be expected to be replaced. However, if none of the execution civil servants were replaced during this timeframe and wages would be frozen⁶¹, the wage bill would be reduced by around RON 4 bn. over five years (Figure 20).⁶²

⁶¹ Law no 141/2025 mandates the freezing of public sector wages in 2026.

⁶² The estimate would be more precise if the exact age of the civil servants was known.

Figure 20. The number and cumulated wage bill of execution civil servants estimated to retire in the next five years, by administrative tier



Source: WB calculation, based on NACS civil service data and MLFYSS L153 database, 2025

Notes:

Wage bill estimate assumes that gross wages will stay frozen across the reference. The estimate includes only execution jobs, as it was assumed that management and high-level civil servants are unique jobs that would be replaced. It was assumed that the number of new retirees will distribute equally across the five years. The calculated wage bill impact pertains to the cumulated values from the five years pertaining to all retirees that will have left the civil service.

The intervals employed in the retirement projection are different for men and women because the civil service database does not provide the age of the civil servant. It indicates the age band where the civil servant fits. As the retirement age is different for men (65) than women (62-63), the resulting projections had to be grouped in two different time intervals.

92. Over the next five years, if 50% of the vacated execution positions are replaced by entry-level jobs, the wage bill would reduce by RON 2.6 bn. Based on the projection of retirees over the next five years and median gross wages they earn in 2025 – which were assumed to remain frozen – the foregone wage bill was estimated to accumulate to RON 4 bn. (Table 5). If 15% of the positions vacated every year are replaced by entry-level jobs (“debutant”), the ensuing wage bill would aggregate to RON 0.42 bn. (10.5% of the foregone amount). In a second scenario, if 50% of the positions vacated every year were replaced by entry-level jobs, the ensuing wage bill would cumulate to RON 1.4 bn. (35% of the foregone amount). Maintaining the same replacement rate with new civil servants at the “superior” grade would be 40% more expensive than by transforming the jobs to entry-level grades.

Table 11. Results of two scenarios pertaining to the cost of replacement of positions left vacant after the retirement of execution-level civil servants in the next five years, million RON

Administrative tier and civil servant class	No. of positions that will retire annually in the next 5 years	Wage bill foregone by retirees (RON mil.)	New wage bill from replacing 15% of newly vacated positions with entry-level jobs every year (RON m)	New wage bill from replacing 50% of newly vacated positions with entry-level jobs every year (RON m)
		Year 1 - 5	Year 1 - 5	Year 1 - 5
Central - I	351	851,0	82,2	273,9
Central - II	3	4,0	0,6	2,0
Central - III	23	36,1	5,1	17,1
Territorial - I	587	1.342,2	129,8	432,5
Territorial - II	2	3,7	0,5	1,7
Territorial - III	44	67,8	8,7	29,1
Local - I	628	1.360,4	138,6	462,1
Local - II	16	22,9	3,4	11,2
Local - III	268	369,7	53,5	178,2
Total	1.922	4.057,7	422,3	1.407,7

Source: WB calculation, based on NACS civil service data and MLFYSS L153 database, 2025

Notes: Wage bill estimate assumes that gross wages will stay frozen across the reference. The total number of retirees will divide equally over the five years. Every year a share of the retirees will be replaced. The annual cost estimate assumed that retirees would leave the civil servants in January, which results in a moderate overestimation of the savings in the first year of retirement. The replacement by beginners was assumed to take place in January every year, which results in a moderate overestimation of the associated wage bill in the first year of employment.

4.3 Moving to a competency-based WFP in Romania's civil service

93. **The NACS has proposed the introduction of functional domains for general civil service jobs to classify them based on job content.** The NACS has defined functional domains as a cross-cutting set of activities used to carry out public authority functions, characterized by comparable or related tasks and responsibilities that are found across both central and local government institutions, independent of their sectoral policy domain.⁶³ These apply to general civil service jobs, with the stated objective of enabling institutions to define specific competencies for these jobs based on their specific job responsibilities, while incorporating the common specific competencies defined by the NACS for each functional domain. Beyond this, the functional domains have no clear explicit use for other HRM or functional purposes. The proposed model consists of eighteen functional domains, which cover cross-cutting functions in the public administration (e.g., HR, ICT and internal audit). Institutions would be required to decide the functional domains to which their general civil service jobs would be mapped, based on their respective job content; a job can be mapped to up to three functional domains.

⁶³ Per NACS. 2024. Deliverable 5: Methodology for the regular updating of competency frameworks – Annex 4: Compendium of specific competencies. Developed as part of the technical assistance project no. 49313/26.10.2023, under Milestone 419 of the NRRP. Available at <https://www.anfp.gov.ro/media/nmehijrl/livrabil-5-anexa-nr-4-compendiu-de-competen%C8%9Be-specificedocx.pdf>.

94. **The process and methodology for reclassifying general civil service jobs in functional domains remains underdeveloped.** The analytical work and proposed legislation underpinning the introduction of functional domains suggest that employing institutions would be fully responsible for mapping general civil service positions into functional domains, by means of modifying their respective job descriptions. This approach can be expected to lead to wide variations and inconsistencies across institutions in how and what specific jobs are matched across the functional domains, which would undermine the stated objective of improving the system of classification of general civil service jobs and, ultimately, the usefulness of functional domains for WFP.
95. **A centrally led and standard approach to mapping civil service jobs in functional domains is required, in order to ensure that the classification is harmonized across public administration institutions and jobs.** Introducing and operationalizing the functional domains for general civil service jobs should be driven centrally, by the NACS, as the lead HRM agency for the civil service. The introduction of functional domains should be coupled with measures to address the structural issues regarding the inadequacy of the job classification system and structure for the civil service (and broader public administration). As such, it should be leveraged as an opportunity to adapt, update, and redefine civil service jobs, and corresponding competency and professional requirements, based on the functional needs of the public administration. To this end, the NACS should introduce the functional domains as part of the broader efforts of building the prerequisites and enabling environment for competency-based WFP described herein.
96. **Classifying civil service jobs in functional domains can significantly strengthen WFP by providing a more precise basis for job classification and workforce segmentation.** Functional domains would support WFP by segmenting staff not only by grade or legal category, but by the functional characteristics of their roles, thus providing consistent and comparable information of staff shortages, excess capacity, or emerging skill needs across the public administration and in individual institutions. A standardized approach to the classification into functional domains of civil service jobs would ensure that the civil service workforce is analyzed and grouped consistently within the appropriate functional areas, thereby enabling valid analyses at the personnel category level and, subsequently, at the level of competency sets. Leveraging functional domains in this way allows for more accurate forecasting of domain-specific staffing requirements, better alignment of establishment structures with operational demands, and more targeted recruitment, reskilling, and mobility strategies. In effect, functional domains would allow transposing and disaggregating institutional mandates and objectives into different job profile requirements, making them a critical tool for evidence-based WFP. Annex 3 exemplifies how strategic WFP can be used to develop and embed ICT job roles and competencies in the public administration.⁶⁴

⁶⁴ As proposed in World Bank. 2025. Report on the proposed ICT roles and functions for the Romanian central public administration – Output 2. Proposed Digital Competency Framework for Civil Servants in Romania. Developed under the Technical Support Instrument project “Developing a General Digital Competency Framework for Civil Servants in Romania”, under EC Contract No. REFORM/IM2024/005.

97. **To enable a competency-based WFP, organizations must link functional domains to mandated functions and defined objectives and, where possible, operational benchmarks.** Functional domains classify civil service jobs by job similarity, in effect mirroring existing departmental divisions of jobs roles – and, as such, enabling WFP based on departmental needs. A competency-based WFP, which enables institutions to shape the composition of their workforce to achieve strategic objectives, would require public institutions to define how the different functional domains and their corresponding general civil service job profiles and specific competencies contribute coherently to the delivery of organizational functions and objectives. This would allow institutions to map the available supply, and existing gaps, of general civil service job profiles and numbers against functional needs, and produce institution-wide workforce plans that contribute directly to institutional performance. For specific functions, workforce needs can be assessed and adapted against pre-defined standardized benchmarks (e.g., ratio of staff in support functions to total staff population).
98. **The NACS should support institutions to identify and define specific competencies for mission-critical jobs, as a prerequisite for advancing towards competency-based WFP.** As described above, the current WFP process, operating environment, and institutional capabilities are not amenable to integrating competencies as a dimension of WFP in the civil service or the broader public administration. Moreover, the fundamental prerequisites for competency-based WFP, namely civil service jobs defined through comprehensive and consistent specific competencies, and delineated across functional domains, are still at an incipient phase of implementation and, respectively, development. To advance the shift towards competency-based WFP, the NACS should expand its role as a center of expertise and methodological lead for public administration institutions to define consistent standards for competencies for civil service jobs across the different functional domains, as well as enhance its prerogatives as a custodian concerning the application of and compliance with these standards. In the current context of low institutional capacity, resources, and demand across the public administration for WFP, this mandate should be discharged in a phased approach, to (i) centrally develop the prerequisites for competency-driven WFP, while not overloading the capacity of institutions in the process, and (ii) to produce, at each stage of the process, outputs and/or changes which can immediately add the highest value to institutions. As such, the main stages of the phased approach should consist in:
- (i) Supporting and overseeing institutions to identify and consistently classify and harmonize in the proposed functional domains the jobs and job categories which are critical for the delivery of their respective core mandates.⁶⁵ This would allow institutions to define and map the highest impact workforce needs and prioritize allocations and distribution of personnel expenditures for these roles (including for opening vacancies and initiating recruitment processes). This process is expected to require legislative changes to reclassify civil service positions according to the functional domains, and to define and introduce new job roles in the classification, if warranted due to job specificities. The criteria for classifying jobs as critical can be:

⁶⁵ This stage is underway for the ICT profession, through Technical Support Instrument project “Developing a General Digital Competency Framework for Civil Servants in Romania”, under EC Contract No. REFORM/IM2024/005. See also Annex 3 of this report.

- **Degree of subject-matter specialization and/or experience:** The role requires expertise or experience that can only be gained through significant time on the job or through advanced, specialized training.
 - **Difficulty to recruit:** A role for which the organization struggles to attract suitably qualified applicants, even with active recruitment, potentially jeopardizing the institution's ability to achieve its objectives.
 - **Attrition/retirement:** The role is affected by consistently high turnover or expected waves of retirements.
 - **Geography:** The role is uncommon in the specific region, and relocating or substituting it with a similar position elsewhere would make it difficult to perform the required duties effectively.
- (ii) Conducting a centrally led job analysis for jobs and/or categories of jobs identified as critical by institutions to define, develop, and validate the specific competencies and behavioral descriptors which can be applied uniformly to the respective jobs across the public administration. This would allow both for the NACS to ensure a consistent application of competency-based HRM functions across the public administration, but would also afford limited flexibility to institutions to adapt the competency requirements for critical jobs without distorting the existing job classification (e.g., introducing specific competencies which are not comparable, in terms of complexity or demands on the jobholder, for the same type of job). The end result would be for critical jobs to have a set of fixed specific competencies defined and required by the NACS, and employing institutions to define up to two additional specific competencies for their respective critical jobs.
- (iii) Introducing provisions to develop a jobs catalogue, initially populated with the identified critical jobs, including their respective specific competencies.⁶⁶ This would be a first step towards centralizing and making available comprehensive information on the job classification and the competency taxonomy for civil service jobs.
- (iv) Supporting institutions to do a gap analysis across their workforce to map critical workforce headcount gaps for these job profiles.⁶⁷

⁶⁶ A similar catalog is used in the French civil service, namely the Répertoire des métiers de la fonction publique (RMFP). Details are available here: <https://www.fonction-publique.gouv.fr/devenir-agent-public/les-metiers-de-la-fonction-publique>.

⁶⁷ NACS has produced guidelines and methodologies for institutions to conduct job analysis for civil service positions, as a basis for identifying workforce gaps. See deliverables produced under Milestone 419, available here: <https://www.anfp.gov.ro/proiecte/proiecte-in-implementare/proiecte-pnrr/proiecte-pnrr-lista/operationalizarea-cadrelor-de-competenta-din-administratia-publica-centrala/>

- (v) Rolling out guidance and requirements for institutions to embed competency-based WFP for the identified critical jobs. This would be centered around a national annual workforce plan, which maps and prioritizes the critical job profiles and specific competencies for the public administration, and sets out how upcoming national recruitment competition would/could address these workforce needs, in line with the Government's strategic priorities (e.g., as set through a national strategy for the public administration) and available budgetary ceilings. This workforce plan would be the main instrument for the inventory and tracking of competency gaps, but should initially be used for headcount WFP and gradually matured to incorporating competencies.

In the long term, once this plan becomes an established element of the WFP model, it can set out recommendations and/or instructions on how public administration institutions should address these gaps by leveraging HRM functions beyond recruitment and selection – this would include leveraging external resources for contracting and outsourcing, prioritized promotion for these roles, developing L&D plans for upskilling of existing staff in these roles. This approach, however, would require the NACS to conduct benchmarking exercise for the target group of jobs, to identify leading practices across institutions and the private sector to identify recruiting and retention strategies, and labor market dynamics (e.g., emerging competency needs and roles) in these areas.

- (vi) Replicating the centrally led job analysis, as well as the process for reclassification into functional domains, and the process of identifying and describing specific competencies for cross-cutting civil service job profiles in the public administration (*funcții comune*), e.g., in support functions. The job catalogue would be subsequently populated with these jobs and their corresponding common specific competencies.
- (vii) Providing methodological guidance and introducing a gatekeeping role for the reclassifying and defining and attaching specific competencies to the remaining civil service jobs. These jobs would be subsequently introduced in the job catalogue.

Annex 1. Analysis of the legal provisions regarding workforce planning in the Romanian public administration

Overview of the legal framework on determining and setting out the structure of civil service positions within public authorities and institutions

The planning of the recruitment of civil servants has as starting point and reference the categories (executive, management or high-level), types and number of civil service positions set out in the organizational charts⁶⁸ of public authorities and institutions. The civil service positions within each public authority/institution are set out in its organizational chart, which is approved by administrative act (the type of administrative act depends on the type of public authority/institution and/or on its hierarchical position within the public administration). Thus, changes to the category, type and number of civil service positions entail amendments to the administrative act by which the organizational chart was approved. Furthermore, the total number of civil service positions within each public authority/institution is usually also set out in the administrative act by which the authority/institution was set up and functions, so increasing the total number of positions entails amending that act as well. In most cases in the central public administration, changing the total number of positions within a public authority/institution is more cumbersome/bureaucratic than implementing other changes to the organizational chart, because the former entails amending a piece of legislation (e.g., Government decisions) of a higher level than the one by which the organizational chart is approved (e.g., orders issued by line ministries).

Public authorities and institutions must request the prior endorsement of NACS⁶⁹ for setting up or changing the structure of state and/or territorial civil service positions.⁷⁰ The prior endorsement of NACS is required⁷¹ when setting up or changing the structure of state and/or territorial civil service positions, as well as when reorganizing a public authority/institution, provided it entails changes to the

⁶⁸ The term "organizational chart" is used to refer jointly to the following Romanian terms: "organigramă"/"structură organizatorică", which is a graphic representation of the structures that comprise a public authority/institution (e.g., general directorate, directorate, service, department) and which, usually, includes information on the category and number of civil service positions assigned to each structure; "stat de funcții", which includes additional information on the civil service positions within each public authority/institution (e.g., the types/names, class, professional grade of the positions, the studies required to fill in the positions).

⁶⁹ The endorsement of NACS is not required for setting up/amending the structure of special statute civil service positions or local civil service positions.

⁷⁰ According to Article 402 of GEO No 57/2019 on the Administrative Code.

⁷¹ According to Article 402(1¹) corroborated with Article 409(3)(a) and (b) of GEO No 57/2019 on the Administrative Code, the prior endorsement of NACS is not required in the following cases: in the case of changes in the structure of civil service positions within public authorities or institutions as a result of the promotion of civil servants to a higher class or professional grade; and in the case of the transformation of a vacant civil service position into a civil service position with a different name or into a lower or higher level civil service position, within the maximum number of positions approved for the public authority or institution and within the annual budgetary funds allocated.

organizational chart, reorganizations, or eliminations of structures within that public authority/institution. In order to obtain the endorsement of NACS, the public authority/institution concerned must submit a set of documents,⁷² which include the report approving the draft administrative act that substantiates the request, highlighting the changes that have occurred for each civil service position and each structure within the public authority/institution, and indicating the relevant legal basis.⁷³ No legal provisions on the requirements that have to be met for the endorsement to be issued were identified, but it may be presumed that the validity/soundness of the arguments presented to substantiate the request do not fall within the scope of the assessment conducted by NACS.

Review of the legislation has not revealed comprehensive and detailed legal provisions on the process of assessing the human resources needs in order to substantiate the structure of civil services positions set out in the organizational charts of public authorities/institutions. The law lays down broadly the legal documents and administrative steps for setting up or changing the organizational charts (mainly, as previously mentioned, by issuing administrative acts that set up/change the organizational chart), but a formal process of assessing the HR needs in connection with the stated mandate and responsibilities of the public authorities and institutions, which should then inform the decision on the structure of civil service positions within those authorities/institutions, is not regulated. Therefore, it is not clear whether such a process is conducted, or if the structure of the civil service positions in each public authority/institution is actually determined by other constraints (most notably, budgetary constraints), and not by an evidence-based HR needs assessment.

There are legal provisions that limit or impact the maximum number of civil service positions per public authority/institution or per organizational structures within public authorities/institutions, but these provisions are linked to administrative or budgetary constraints, rather than to HR needs assessment. According to the Administrative Code, the total number of management civil service positions within a public authority/institution is limited to 8% of the total number of positions approved at the level of the main budget holder.⁷⁴ Furthermore, setting up organizational structures within each public authority/institution is subject to meeting certain quotas: (i) at least 10 executive positions to set up a service, (ii) at least 20 executive positions to set up a directorate, and (iii) at least 35 executive positions to set up a general directorate;⁷⁵ this, in turn, impacts the number of management positions, since for each of the aforementioned organizational structures one or two management positions are required.

On a side note, it should be pointed out that, in the case of local public authorities and institutions, which do not fall within the scope of this report, the law sets out a minimum, average, and maximum number of positions (local civil service position and contractual staff positions) that can be set up at the level of each territorial-administrative unit⁷⁶ depending on the type of unit (commune, town, municipality, county, and, separately, the Municipality of Bucharest and its sectors), and the number of inhabitants that unit has; the

⁷² The list of documents that have to be submitted is set out in the annex to Order No 1886/2019, issued by the president of NACS.

⁷³ According to Article 1(c) of the annex to Order No 1886/2019, issued by the president of NACS.

⁷⁴ According to Article 391(1) of GEO No 57/2019 on the Administrative Code.

⁷⁵ According to Article 391(3) of GEO No 57/2019 on the Administrative Code.

⁷⁶ These thresholds apply to the positions within in the mayor's office, the county council's office and the local public institutions set up by decisions issued by the local council/county council. There are certain exceptions to these thresholds (as is the case of the positions under the budget chapters "Education" and "Social insurance and assistance," financed from local budgets, as well as those under the budget chapter "Health").

actual number of local civil service positions in each territorial-administrative unit is calculated according to the procedure established by GEO No. 63/2010, but it cannot be lower or higher than the minimum or maximum number, respectively.

The legislation on budget planning and execution includes provisions that impact the number of positions within public authorities and institutions (covering, usually without distinction, the total number of civil service positions as well as the contractual staff positions). The principle of efficient management of personnel expenses paid from public funds requires that the salary policy and the number of personnel (i.e. civil servants and contractual staff) of institutions, authorities, public and/or public utility entities must be in line with the fiscal and budgetary targets set out in the fiscal and budgetary strategy.⁷⁷ The fiscal and budgetary strategy sets out annual thresholds,⁷⁸ inter alia, for the personnel expenses within the general consolidated budget, which are expressed as percentages out of the gross domestic product.⁷⁹ Annually, each main budget holder must submit a budget proposal for its budgetary expenses in line with the fiscal and budgetary strategy and the methodology for preparing the annual budget draft, which includes the thresholds for the personnel expenses and the number of personnel, issued by the Ministry of Finance.⁸⁰ The Ministry of Finance has the authority to reject the budget proposals which are not in line with the two aforementioned documents, and, if the main budget holders concerned fail to ensure compliance of their budget proposals within the deadline set out by the Ministry of Finance, the latter is empowered, following negotiations, under the mediation of the Prime Minister, to unilaterally adjust the budget proposals of these main budget holders, in order to be included in the annual budget.⁸¹ After the state budget and the state social security budget are approved by law, the Ministry of Finance publishes the quarterly financial schedule of state budget expenses, the state social security budget and the special fund budgets,⁸² and the main budget holders for those budgets must submit the proposals for the quarterly installments of their expenses.⁸³ The Ministry of Finance prepares, approves and publishes, inter alia, quarterly targets for the personnel expenses within the general consolidated budget for the main budget holders for the state budget, the state social security budget and the special fund budgets.⁸⁴ The main budget holders are mandated by law to take all necessary measures to observe the thresholds for personnel expenses,⁸⁵ including by:⁸⁶

- reducing the number of positions financed from their budgets;
- laying off, in accordance with the law, part of the employed personnel;
- not promoting employees, if that entails increasing the personnel expenses;

⁷⁷ According to Article 4(1)(6) of Law No 69/2010 on fiscal and budgetary responsibility.

⁷⁸ The fiscal and budgetary framework, which is part of the fiscal and budgetary strategy, includes thresholds for the reference budget year as well as for the next two years. According to Article 26(4) of Law No 69/2010, the thresholds for the personnel expenses within the general consolidated budget, approved by the Parliament, are binding for the next two budget years.

⁷⁹ According to Article 12(1)(a) of Law No 69/2010.

⁸⁰ According to Article 30(1) of Law No 69/2010.

⁸¹ According to Article 30(3) of Law No 69/2010.

⁸² According to Article 37(1) of Law No 69/2010.

⁸³ According to Article 37(3) of Law No 69/2010.

⁸⁴ According to Article 37(4) of Law No 69/2010.

⁸⁵ According to Article 18¹ of Law No 69/2010.

⁸⁶ According to Article 18(2), (5) and (6) of Law No 69/2010.

- not launching competitions for vacant positions or not filling vacant positions by other means provided for by law.

On a more specific topic, the framework-law on public pay provides that holders may approve the start of procedures for the promotion of personnel to higher positions or professional grades/levels only under the condition of not exceeding the personnel expenses approved in their budget.⁸⁷ A similar provision is included in the Administrative Code, which provides that the competition for promotion to management civil service positions is organized within the budgetary funds allocated by the competent public authority or institution, in accordance with the law.⁸⁸

In recent years, extraordinary measures have been put in place to deal with the government deficit, measures that have also impacted the public sector workforce, including the process of filling civil service positions. Starting from 1st of July 2022, successive pieces of legislation⁸⁹ have suspended the filling of vacant positions in public authorities and institutions through competition or examination. The latest such piece of legislation provides such a suspension for the period 1st of January 2026 – 31st of December 2026.⁹⁰ It should be noted that these provisions refer to vacant positions, i.e., not new positions, but positions that were already included in the approved organizational charts of public authorities and institutions and that, for different reasons, had not yet been occupied at the moment the hiring freeze has put in place. There are certain exceptions to the suspension of filling vacant positions, for example:

- The suspension does not apply to so-called unique positions.⁹¹ The law defines the unique position as being:⁹²
 - o that position which has duties, by their content and nature, or assigned responsibilities not found in another organizational structure;
 - o a position that is placed in an organizational structure comprising only vacant positions.
- In duly justified cases, main budget holders may approve the filling of up to 15% of the total number of positions that will become vacant after the suspension has entered into force, provided that this does not lead to exceeding the personnel expenses approved in the budget of the main budget holder, for each source of funding separately.⁹³ The 15% cap does not apply to filling vacant positions that are high-level civil service positions or management civil service positions provided that filling those positions does not lead to increasing the total number of positions that are occupied or to exceeding the personnel expenses approved in the budget of the main budget holder.⁹⁴

⁸⁷ According to Article 31(8) of Framework-Law No 153/2017 on public sector pay.

⁸⁸ According to Article 165 of Annex No 10 to GEO No 57/2019 on the Administrative Code.

⁸⁹ GEO No 80/2022, GEO No 34/2023, GEO No 115/2023, GEO No 156/2024, and Law No 141/2025.

⁹⁰ According to Article XXII of Law No 141/2025.

⁹¹ According to Article VII(2) of GEO No 156/2024 (which is in force from 1st of January 2025).

⁹² According to Article VII(3) of GEO No 156/2024 (which is in force from 1st of January 2025).

⁹³ According to Article VII(5) of GEO No 156/2024 (which is in force from 1st of January 2025).

⁹⁴ According to Article VII(6) of GEO No 156/2024 (which is in force from 1st of January 2025).

- The suspension does not apply to positions that have to be filled as a prerequisite to fulfilling outcome or project indicators set out in financing contracts from European funds as well as from the Recovery and Resilience Facility, within the limits of the approved budget.⁹⁵

Overview of the legal framework on planning of the recruitment of civil servants to fill state or territorial civil service positions

The Administrative Code lists the planning tools for organizing and developing the civil service career, which also include recruitment planning tools, most notably the recruitment plan for state and territorial civil service positions to be filled by way of competition. The tools for organizing and developing the civil service career are:⁹⁶

- (i) The recruitment plan for civil servants, used for organizing and conducting the competition set out in Article 467(3) of GEO No 57/2019 on the Administrative Code.
- (ii) The plan for promotion to management civil service positions, used for organizing and conducting the competition for promotion in management civil service positions set out in Article 482(4) and in Article 483(2) of GEO No 57/2019 on the Administrative Code.
- (iii) The internal HR management and planning tools within each public authority or institution. The Administrative Code does not provide further information/guidance on these internal tools that public authorities and institutions should, presumably, develop. Thus, the role that these internal tools play/would potentially play in the planning of recruitment is not clear and cannot be ascertain.
- (iv) The professional development plan for civil servants. As the name suggests, this plan is not relevant for the recruitment of civil servants, but to their professional development. The plan referred to in this point includes information on the professional development/training areas that civil servants within each public authority/institution should undergo training.

While not included in the list of planning tools for organizing and developing the civil service career, the Administrative Code also provides for a mobility plan for high-level civil servants.⁹⁷ Mobility is a change to the service relationship which is specific only to high-level civil servants. Being a change to an existing service relationship, mobility does not entail recruiting individuals into the civil servants core (i.e., mobility is applied to individuals that already hold a high-level civil service position), but through mobility high-level civil servants may fill another, vacant high-level civil service position⁹⁸ or, exceptionally, a vacant management civil service position.⁹⁹ Mobility in the public interest, which is one of the types of mobility,¹⁰⁰ may be applied according to a mobility plan, approved by Government decision.¹⁰¹ Review of

⁹⁵ According to Article 14 of GEO No 41/2025 (which is in force from 19th of August 2025).

⁹⁶ According to Article 5 of Annex No 10 to of GEO No 57/2019 on the Administrative Code.

⁹⁷ Referred to in Article 216(3) and (4) of Annex No 10 to of GEO No 57/2019 on the Administrative Code.

⁹⁸ According to Article 215(1)(a) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

⁹⁹ According to Article 503(3) of GEO No 57/2019 on the Administrative Code.

¹⁰⁰ According to Article 213(1) of Annex No 10 to GEO No 57/2019 on the Administrative Code, there are three types of mobility of high-level civil servants: mobility for carrying out of the activity of public authorities and institutions; mobility in the public interest; mobility for the professional development of high-level civil servants.

¹⁰¹ According to Article 216(3) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

the legislation did not reveal such a mobility plan being approved up to the moment this report was drawn up.

The recruitment plan for civil servants comprises the state and territorial civil service positions designated to be filled by way of the competition set out in Article 467(3) of GEO No 57/2019 on the Administrative Code. The recruitment plan is drawn up for a reference period of two years and lists the state and territorial civil service positions¹⁰² (executive positions, management positions and high-level civil service positions) that (i) are vacant when the plan is drawn up or are expected to become vacant over the two-year reference period and (ii) that are designated to be filled by way of the competition set out in Article 467(3) of GEO No 57/2019 on the Administrative Code (which is one of the ways civil service positions can be filled¹⁰³). In order to draw up the recruitment plan, NACS requests, by 31st of January of the first year of the reference period, that the public authorities and institutions that have state and territorial civil service positions determine their civil service HR needs (i.e., the civil service positions, vacant or expected to become vacant) that will be filled by way of competition.¹⁰⁴ Within 10 days of being notified, public authorities and institutions must submit to NACS, through competition IT platform^{105, 106} the following information on the civil service positions that will be filled by way of competition over the two-year reference period of the recruitment plan¹⁰⁷:

- For the executive civil service positions: the type of department; the name of the department; the name of the civil service position; the professional grade; the ID code assigned by NACS; the number of vacant positions; the number of positions expected to become vacant in each of the four semesters that comprise the two-year reference period.
- For the management civil service positions: the type of department; the name of the department; the name of the civil service position; the ID code assigned by NACS; the number of vacant positions; the number of positions expected to become vacant in each of the four semesters that comprise the two-year reference period.
- For the high-level civil service positions: the name of the civil service position; the ID code assigned by NACS; the number of vacant positions; the number of positions expected to become vacant in each of the four semesters that comprise the two-year reference period.

If a public authority/institution fails to submit the required information, within the deadline and through the competition IT platform, then it will not be included in the recruitment plan,¹⁰⁸ which

¹⁰² Other than special statute civil service positions.

¹⁰³ According to Article 466(2) of GEO No 57/2019 on the Administrative Code, vacant civil service positions can be filled by: (i) competition organized according to the law, (ii) changes to the service relationship, (iii) reassignment to a vacant civil service position, and (iv) other ways specifically provided in the Administrative Code.

¹⁰⁴ According to Article 13 of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹⁰⁵ The competition IT platform set up and managed by NACS, and used to conduct the recruitment stage (the national competition), which is the first stage of the Article 467(3) of GEO No 57/2019 on the Administrative Code.

¹⁰⁶ According to Article 16(1) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹⁰⁷ The information that the public authorities and institutions have to submit to NACS are set out in Article 16(2) of Annex No 10 to GEO No 57/2019 on the Administrative Code and in Order No 337/2024, issued by the president of NACS.

¹⁰⁸ According to Article 16(3) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

means that that authority/institution will not be able to fill any of its vacant positions by way of competition.

Each public authority/institution must determine which of its state and territorial civil service positions are to be filled by way of competition. According to the Administrative Code, public authorities and institutions determine their civil service HR needs that will be filled by way of competition, over the two-year reference period of the recruitment plan, on the basis of:¹⁰⁹

- (i) The job analysis report, which is drawn up following the analysis process conducted in order to identify the purpose, objectives, main tasks, and the required competences for each civil service position in the organizational chart.¹¹⁰ This process is regulated in Annex No 8 to GEO No 57/2019 on the Administrative Code and is designed, primarily, to transpose the general competences and to identify the specific competences for each civil service position.¹¹¹
- (ii) The data analysis, which is defined by the Administrative Code as the tool for forecasting the civil service HR needs that entails identifying the key areas where new human resources should be recruited within the public authority/institution.¹¹²
- (iii) The personnel deficit analysis, which is defined by the Administrative Code as the tool for forecasting the civil service HR needs that a public authority/institution can use to determine whether it has the necessary number of human resources with the appropriate skills in the relevant positions to enable it to fulfill its institutional objectives and mission.¹¹³

Notwithstanding the conclusions derived from the above mentioned documents/analyses, when determining the civil service positions to be filled by way of competition, public authorities and institutions are required by law to set aside at least 10% of the total number of vacant positions for vacant executive positions at the entry-level and assistant professional grades.¹¹⁴ To this end, public authorities and institutions can issue administrative acts that change the structure of civil service positions within their organizational charts (i) by transforming an existing vacant civil service position to a vacant executive civil service position at the entry-level or assistant professional grade^{115,116}, and, where appropriate, (ii) by changing the quality of an existing position (a contractual staff position) to a vacant executive civil service position at the entry-level or assistant professional grade.¹¹⁷

Public authorities and institutions determine the civil service positions to be filled by way of competition in reference to the existing positions in their organizational charts. Thus, changing the organizational chart is a separate process from drawing up the recruitment plan for civil servants.

¹⁰⁹ According to Article 15 of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹¹⁰ According to Article 3(b) of Annex No 8 to GEO No 57/2019 on the Administrative Code.

¹¹¹ According to Article 26 of Annex No 8 to GEO No 57/2019 on the Administrative Code.

¹¹² According to Article 3(b) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹¹³ According to Article 3(c) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹¹⁴ According to Article 14(2) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹¹⁵ Within the maximum number of positions approved for the public authority or institution and within the annual budgetary funds allocated.

¹¹⁶ According to Article 409(3)(b) of GEO No 57/2019 on the Administrative Code.

¹¹⁷ According to Article 409(3)(c) corroborated with Articles 405-407 of GEO No 57/2019 on the Administrative Code.

While the law does not specify clearly, it can be inferred from the different legal provisions that only civil service positions that are already set out in the organizational charts may be reported by public authorities and institutions to NACS to be included in the recruitment plan (provided, of course, those positions are vacant or expected to become vacant over the two-year reference period of the plan). To this point, it is relevant that, according to the Administrative Code, when informing NACS, public authorities and institutions are required to specify the departments where the reported civil service positions are to be found,¹¹⁸ which implies that those positions already exist in the organizational chart. Furthermore, when regulating the 10% quota for vacant executive positions at the entry-level and assistant professional grades, the Administrative Code references the possibility to change the structure of civil service positions within the organizational charts of public authorities and institutions by administrative acts; the letter by which the relevant information is submitted to NACS for drawing up the recruitment plan cannot be assimilated to these administrative acts, as the latter have a special legal nature, so the changes to the organizational charts would have to be decreed prior to including those positions in the information submitted to NACS.

Based on the information provided by the public authorities and institutions, the recruitment plan for civil servants is drawn up by NACS and approved by Government decision.¹¹⁹ Civil service positions included in the recruitment plan are protected, to some extent, from changes that might lead to them being occupied by other ways than competition. Based on the information provided by the public authorities and institutions that have state or territorial civil service positions, NACS draws up the recruitment plan, which is then approved by Government decision. The current recruitment plan, which covers the 2025-2026 period, was approved by GD No 298/2025; this is the first recruitment plan to be approved by Government decision (previously, as a transitional measure, the recruitments needs to be filled by way of competition were approved by orders issued by the president of NACS¹²⁰). A civil service position included in the recruitment plan cannot be:¹²¹

- (i) transformed to a contractual staff position;
- (ii) transformed to civil service position of a different class or professional grade or by changing more than 50% of the responsibilities of the civil service position;
- (iii) reduced, except if the position is in a department that is reorganized by reducing the number of positions within that department;
- (iv) filled by transfer of permanent redeployment, according to law;
- (v) filled by applying mobility within the category of high-level civil servants.

The aforementioned restrictions provide safeguards against civil service positions that were earmarked for the competition set out in 467(3) of GEO No 57/2019 on the Administrative Code being filled by other ways, which are covered by law, but do not afford, in theory, the same degree of transparency, accessibility and impartiality as the former.

At the request of public authorities and institutions, NACS can revise the recruitment plan for civil servants, but only in certain cases exclusively provided for by law. At the request of public authorities

¹¹⁸ According to Article 16(2)(e) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹¹⁹ According to Article 17(1) and (2) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹²⁰ Order No 207/2023 and Order No 243/2024, issued by the president of NACS.

¹²¹ According to Article 12 of Annex No 10 to GEO No 57/2019 on the Administrative Code.

and institutions, the recruitment plan can be revised by NACS, but not sooner than one year after the plan was approved by Government decision, and only in the following cases:¹²²

- (i) New public authorities or institutions are set up, whose HR needs were not provided for in the recruitment plan.
- (ii) A public authority or institution is reorganized and the setting up of new civil service positions within that authority/institution is approved.
- (iii) A civil service position included in the recruitment plan is not filled after conducting at least two consecutive rounds of the selection stage (i.e., the competition for the position, which is the second stage of the competition set out in 467(3) of GEO No 57/2019 on the Administrative Code).
- (iv) Civil service positions become vacant for reasons that could not have been anticipated when the civil service HR needs were submitted to NACS for drawing up the recruitment plan.

It should be noted that civil service positions that become vacant during the year and were not included in the recruitment plan can be filled by other ways than by the competition set out in Article 467(3) of GEO No 57/2019 on the Administrative Code. Thus, public authorities and institutions would have to request the revision of the recruitment plan only if they wanted to fill those positions by way of competition.¹²³

The civil service positions included in the recruitment plan for civil servants, approved by Government decision, are filled following the competition set out Article 467(3) of GEO No 57/2019 on the Administrative Code. The first stage of the competition (the recruitment stage, also referred to as the national competition) is conducted by NACS, while the second stage (the selection stage, also referred to as the competition for the position) is conducted by the public authorities and institutions, in the case of executive and management civil service positions, or by a special committee, in the case of high-level civil service positions. The stages of the competition consist of different tests:

- (i) The recruitment stage (the national competition) is conducted by NACS, through the competition IT platform, and consists of three successive tests:¹²⁴
 - The eligibility check, which is conducted by an eligibility check committee, set up by NACS.
 - The preliminary testing, which is conducted in test centers.
 - The advanced testing, which is conducted, depending on the type of management civil service position:
 - o in test centers, for the executive positions and for certain management positions (namely, head of service, executive director and deputy executive director who are not heads of public institutions, director and deputy director);

¹²² According to Article 17(3) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹²³ According to Article 6 of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹²⁴ According to Article 34(2) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

- in assessment centers, for certain management positions (namely, executive director and deputy executive director who are heads of public institutions, director-general and deputy director-general) and for high-level civil service positions.

The stage conducted by NACS refers to a general type of civil service position, not to any particular position within a given public authority/institution.

Candidates that have successfully passed the recruitment stage are included in a pool of candidates, which is managed by NACS, for a maximum period of three years starting from the moment they have passed the stage. Throughout the three-year period, the candidates in that pool are allowed to apply to the competition for position (the selection stage) organized for any civil service position (i) that falls within the type for which they have passed the national competition or (ii) that is within the same category, class, and, where appropriate, professional grade, and for which the required level of complexity of the general competences is the same as the one for which they have passed the national competition.¹²⁵

- (ii) The selection stage (the competition for the position) is organized for a particular civil service position and is conducted, depending on the category of civil service position:
 - by the public authority/institution that looks to fill a particular vacant civil service position, through a competition committee appointed to that end, in the case of executive and management positions;
 - by the special committee, in the case of high-level civil service positions.

The selection stage (the competition for the position) consists of the following successive tests:¹²⁶ (i) the eligibility check, (ii) the additional test, where appropriate, (iii) the written test and (iv) the interview.

The candidate who passes all the tests of the selection stage and obtains the highest mark¹²⁷ out of the candidates who competed in the selection stage is deemed to be admitted¹²⁸ and gains the right to be appointed to the civil service position for which the selection stage was organized.

The plan for promotion to management civil service positions comprises the management civil service positions within the public authorities and institutions of the central public administration, the specialized structures of the Presidential Administration, and the judicial authority structures, that are designated to be filled by way of the competition for promotion set out in Article 482(4) and in Article 483(2) of GEO No 57/2019 on the Administrative Code. The plan for promotion to management civil service positions is drawn up for a reference period of two years and lists the management civil service positions¹²⁹ within the public authorities and institutions of the central public administration, the specialized structures of the Presidential Administration, and the judicial authority structures that (i) are vacant when

¹²⁵ According to Article 67(1) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹²⁶ According to Article 92(1) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹²⁷ Provided he/she obtained the required minimum number of points.

¹²⁸ According to Article 109(3) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹²⁹ Other than special statute management civil service positions.

the plan is drawn up or are expected to become vacant over the two-year reference period and (ii) that are designated to be filled by way of the competition for promotion set out in Article 482(4) and in Article 483(2) of GEO No 57/2019 on the Administrative Code. In order to draw up the plan for promotion, NACS requests, every two years, that the public authorities and institutions referred to in this paragraph determine their HR needs regarding the management civil service positions to be filled by way of the competition for promotion.¹³⁰ Within 10 days of being notified, public authorities and institutions must submit that information to NACS, through competition IT platform,¹³¹ the following information on the management civil service positions that will be filled by way of the competition for promotion over the two-year reference period of the plan for promotion¹³²: the type of department; the name of the department; the name of the civil service position; the ID code assigned by NACS; the number of vacant positions; the number of positions expected to become vacant in each of the four semesters that comprise the two-year reference period. If a public authority/institution fails to submit the required information, within the deadline and through the competition IT platform, then it will not be included in the plan for promotion,¹³³ which means that that authority/institution will not be able to fill any of its vacant management positions by way of the competition for promotion.

Each public authority/institution must determine which of its management civil service positions are to be filled by way of the competition for promotion. These positions are determined in reference to the existing positions in their organizational charts. According to the Administrative Code, public authorities and institutions determine their HR needs regarding the management civil service positions to be filled by way of the competition for promotion, over the two-year reference period of the plan for promotion, on the basis of:¹³⁴

- (i) The job analysis report, which is drawn up following the analysis process conducted in order to identify the purpose, objectives, main tasks, and the required competences for each civil service position in the organizational chart.¹³⁵ This process is regulated in Annex No 8 to GEO No 57/2019 on the Administrative Code and is designed, primarily, to transpose the general competences and to identify the specific competences for each civil service position.¹³⁶
- (ii) The data analysis, which is defined by the Administrative Code as the tool for forecasting the civil service HR needs that entails identifying the key areas where new human resources should be recruited within the public authority/institution.¹³⁷

As in the case of the civil service positions included in the recruitment plan for civil servants, although the law does not specify clearly, it can be inferred from the legal provisions that only management civil service

¹³⁰ According to Article 166(1) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹³¹ According to Article 166(4) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹³² The information that the public authorities and institutions have to submit to NACS are set out in Article 166(5) of Annex No 10 to GEO No 57/2019 on the Administrative Code and in Order No 337/2024, issued by the president of NACS.

¹³³ According to Article 166(6) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹³⁴ According to Article 166(3) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹³⁵ According to Article 3(b) of Annex No 8 to GEO No 57/2019 on the Administrative Code.

¹³⁶ According to Article 26 of Annex No 8 to GEO No 57/2019 on the Administrative Code.

¹³⁷ According to Article 3(b) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

positions that are already set out in the organizational charts may be reported by the public authorities and institutions to NACS to be included in the plan for promotion.

Based on the information provided by the public authorities and institutions, the plan for promotion to management civil service positions is drawn up by NACS and approved by Government decision.¹³⁸

The current plan for promotion, which covers the 2025-2026 period, was approved by GD No 298/2025; this is the first plan for promotion to be approved by Government decision.

At the request of public authorities and institutions, NACS can revise the plan for promotion to management civil service positions, but only in certain cases exclusively provided for by law. At the request of public authorities and institutions, the plan for promotion can be revised by NACS, but not sooner than one year after the plan was approved by Government decision, and only in the following cases (these are similar to the cases in which the recruitment plan for civil servants can be revised):¹³⁹

- (i) New public authorities or institutions are set up, whose HR needs were not provided for in the plan for promotion.
- (ii) A public authority or institution is reorganized and the setting up of new civil service positions within that authority/institution is approved.
- (iii) A management civil service positions included in the plan for promotion is not filled after conducting at least two consecutive rounds of the last stage of the competition for promotion.

It should be noted that this legal provision actually refers to two consecutive rounds of the selection stage; since, in the case of the competition for promotion to management civil service positions, as opposed to the competition set out in Article 467(3) of GEO No 57/2019 on the Administrative Code, the law does not define a recruitment stage and a selection stage, it was presumed that this legal provision should be interpreted as referring to the last stage of the competition for promotion, conducted by the public authorities and institutions (referred to, in Annexa 10 to GEO No 57/2019 on the Administrative Code, somewhat confusingly, either as the competition for the position, or the competition for promotion).

- (iv) Management civil service positions become vacant for reasons that could not have been anticipated when the HR needs regarding the management civil service positions were submitted to NACS for drawing up the plan for promotion.

It should be noted that management civil service positions that become vacant during the year and were not included in the plan for promotion can be filled by other ways than by the competition for promotion set out in Article 482(4) and in Article 483(2) of GEO No 57/2019 on the Administrative Code. Thus, public authorities and institutions would have to request the revision of the plan for promotion only if they wanted to fill those positions by way of the competition for promotion.¹⁴⁰

¹³⁸ According to Article 166(7) and (8) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹³⁹ According to Article 166(9) corroborated with Article 17(3) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹⁴⁰ According to Article 6 of Annex No 10 to GEO No 57/2019 on the Administrative Code.

The management civil service positions included in the plan for promotion, approved by Government decision, are filled following the competition for promotion set out in Article 482(4) and in Article 483(2) of GEO No 57/2019 on the Administrative Code. The first stage of the competition for promotion to management civil service positions is conducted by NACS, while the second stage is conducted by the public authorities and institutions. By corroborating the different relevant legal provisions (as opposed to the competition set out in Article 467(3) of GEO No 57/2019 on the Administrative Code, the law does not set out a clear and comprehensive framework for the competition for promotion), it can be concluded that the competition for promotion comprises two main stages, each consisting of different tests:

- (i) The stage conducted by NACS, through the competition IT platform, consists of two successive tests:
 - The eligibility check,¹⁴¹ which is conducted by an eligibility check committee, set up by NACS.
 - The advanced testing for filling a management civil service position through promotion, which is conducted, depending on the type of management civil service position:
 - o in test centers, for the positions of head of service, executive director and deputy executive director who are not heads of public institutions, director and deputy director;
 - o in assessment centers, for the positions of executive director and deputy executive director who are heads of public institutions, director-general and deputy director-general.

The stage conducted by NACS refers to a general type of management civil service position, not to any particular position within a given public authority/institution.

Candidates that have successfully passed the stage conducted by NACS are included in a pool of candidates, which is managed by NACS, for a maximum period of three years starting from the moment they have passed the stage. Throughout the three-year period, the candidates in that pool are allowed to apply to the competition for promotion (i.e. the competition for the position per se).¹⁴²

- (ii) The stage conducted by the public authority/institution that looks to fill a particular vacant management civil service position, which is the competition for promotion per se (also referred to as the competition for the position - not to be confused with the competition for position which is the selection stage of the competition set out in Article 467(3) of GEO No 57/2019 on the Administrative Code). This stage consists of the following successive tests, conducted by the competition committee appointed by the public authority/institution: (i) the eligibility check, (ii) the additional test, where appropriate, (iii) the written test and (iv) the interview.¹⁴³

The candidate who passes all the tests of the competition for promotion per se (the competition for the position) and obtains the highest mark¹⁴⁴ out of the candidates who competed in the selection

¹⁴¹ According to Article 171 of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹⁴² According to Article 174 of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹⁴³ According to Article 186 of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹⁴⁴ Provided he/she obtained the required minimum number of points.

stage is deemed to be admitted¹⁴⁵ and gains the right to be appointed to the management civil service position for which the competition for promotion was organized.

There are special legal provisions that address the status of civil servants in cases when the public authorities and institutions that employ them are restructured. These legal provisions are meant to offer protection to civil servants that could be affected by layoffs when the public authorities/institutions that employ them are restructured. While not being workforce planning measures per se, they do set out the framework to allow for the retention of experienced and valuable human resources. When a public authority/institution is restructured, the civil servants that it employs may be appointed to the new civil service positions/departments in the following cases: (i) less than 50% of the duties of the civil service positions are changed; (ii) the duties of the department are reduced; (iii) the name of the civil service position is changed without changing more than 50% of the duties associated with the civil service position; (iv) changes are made to the structure of the department.¹⁴⁶ When there are more civil servants than available positions, an exam is organized by the public authority/institution; the civil servants that are declared admitted following the exam are appointed to fill the new positions, while the civil servants that are declared rejected are released from the civil service positions.¹⁴⁷ During the notice period granted to the civil servants that were released, if there are suitable vacant civil service positions within the public authority or institution¹⁴⁸, it is obliged to make them available to those civil servants.¹⁴⁹ Finally, if there are no suitable vacant civil service positions in the public authority/institution, it must request NACS, during the notice period, the list of vacant civil service positions (all across the public administration), and, if there is a suitable vacant civil service position in another public authority/institution, the civil servant that was released may fill that position by way of transfer.¹⁵⁰

Civil servants that are part of the reserve corps may be reassigned to fill vacant or temporarily vacant civil service positions. The reserve corps of civil servants comprises the civil servant that were released from their civil service positions they hold, for any reason other than professional incompetence.¹⁵¹ Reassignment may be used to fill all categories of civil service positions, under the condition that the reassigned civil servant fills a civil service position of the same level (in terms of category, class and, if applicable, professional grade)¹⁵² as the one he/she held when they entered into the reserve corps¹⁵³ (a civil servant from the reserve corps may also be reassigned to a lower level civil service position but only if he/she agrees to it¹⁵⁴). Furthermore, the civil servant must meet the educational qualifications, seniority and

¹⁴⁵ According to Article 203(3) of Annex No 10 to GEO No 57/2019 on the Administrative Code.

¹⁴⁶ According to Article 518(1) of GEO No 57/2019 on the Administrative Code.

¹⁴⁷ According to Article 518(3) and (4) of GEO No 57/2019 on the Administrative Code.

¹⁴⁸ I.e., civil service positions of the same level, by reference to the category, class, and, where applicable, professional grade, or civil service positions of a lower level, if there are no civil service positions of the same level in that public authority/institution.

¹⁴⁹ According to Article 519(7) of GEO No 57/2019 on the Administrative Code.

¹⁵⁰ According to Article 519(9) of GEO No 57/2019 on the Administrative Code.

¹⁵¹ Referred to in Article 525(1) of GEO No 57/2019 on the Administrative Code.

¹⁵² According to Article 526(2) of GEO No 57/2019 on the Administrative Code.

¹⁵³ According to Article 2(1) of the annex to Order No 193/2020 on approving the procedure for the reassignment of civil servants and the arrangements for conducting the professional testing in view of reassignment, issued by NACS.

¹⁵⁴ According to Article 526(2) of GEO No 57/2019 on the Administrative Code.

specific conditions laid down in the job description for the position to which he/she is to be reassigned.¹⁵⁵ The responsibility to verify that the requirements for reassignment are met lies with the public authority/institution where there is the position to be filled through reassignment.¹⁵⁶ The reassignment of civil servants from the reserve corps is requested by the public authority/institution where there is the vacant/temporarily vacant civil service position. The reassignment from the reserve corps of civil servants to fill an executive or management civil service position is carried out by order of the president of NACS, while the reassignment to fill a high level civil service position is carried out by decision of the prime minister.¹⁵⁷

¹⁵⁵ According to Article 2(5) of the annex to Order No 193/2020, issued by NACS.

¹⁵⁶ According to Article 2(6) of the annex to Order No 193/2020, issued by NACS.

¹⁵⁷ According to Article 526(6) and (7) of GEO No 57/2019 on the Administrative Code.

Annex 2. A proposed model for an integrated WFP function for the civil service

Table 12 below summarizes the stages of the proposed 2-year WFP cycle for the civil service and highlights (i) its correlation with the annual budget planning cycles and strategic planning cycles, through the ISP, and (ii) the gaps it addresses in the current WFP process applicable to the national recruitment competition for civil servants.

Table 12. Summary of the correlation between the annual budget planning cycles and strategic planning cycles, and proposed WFP process

Period	Annual budget planning cycle	ISP development cycle	Proposed biannual WFP cycle (for the civil service)	Current biannual cycle for the civil service national recruitment plan
January – March	Budget execution of previous year closes; macro-fiscal programming begins	Preliminary updates to ISP structure and programs. Government priorities endorsed by GSG memorandum; ISP strategic direction confirmed	Analysis of systemic workforce challenges and trends	Stage 1. Institutions report projected recruitment needs (vacancies & expected vacancies for next 2 years)
April – May	Draft macro-fiscal framework & expenditure aggregation			Stage 2: NACS consolidates & drafts the national recruitment plan
June	Budget policy orientation prepared at MoF	Main budget holders discuss ISP with MoF and subsequently submit them to MoF to substantiate annual and multi-annual budget planning	Stage 1. NACS, GSG and MoF issue guidance on the parameters for the Strategic Workforce Plan Stage 2. NACS organizes training and dissemination workshops on the WFP exercise	Stage 3. National recruitment plan approved through GD
June – July	Preparation & issuance of the Framework-letter		Stage 3. Institutional workforce & cost	

			analysis + 2-year projections	approved plan, subject to substantiated changes at the request of institutions.
August – September	Institutions prepare draft budgets within ceilings		Stage 4. Institutional workforce action plans (costed measures) developed/updated by primary budget holders; draft Strategic Workforce Plan developed by the NACS	
October – November	Draft state budget law prepared & adopted by government	ISP financial components aligned with annual budget law		
December	State budget law adopted by parliament		Stage 5. Government decision approving Strategic Workforce Plan	
January-February (following year)	Budget execution instructions issued	ISP implementation & annual reporting		
2-year cycle	Budget execution, controls, and revisions		Stage 6. Implementation, monitoring & evaluation of the Strategic Workforce Plan	

Source: Authors' elaboration.

Stage 1. Issuing guidance for developing the 2-year Strategic Workforce Plan for the civil service (June, every two years)

The NACS, in collaboration with the GSG and the MoF, initiates the strategic WFP process for the civil service by issuing formal guidelines to main budget holders on developing a Strategic Workforce Plan for the civil service for the following two years.

This Strategic workforce plan would be developed throughout the process described below and would be approved in June of the following year, by Government Decision. The process would be repeated every two years, to accommodate changes in Government priorities and fiscal conditions. It would be integrated with the budgetary and strategic planning processes – this would allow the WFP to evolve from a stand-alone HR exercise and become part of a broader cycle linking institutional objectives, budgets, and workforce needs.

The main objective of the Strategic Workforce Plan would be to provide a comprehensive and unified direction on how the civil service workforce should respond to Government-wide priorities and challenges,

in line with the civil service and/or broader public administration strategic objectives. Its main instruments for achieving this objective would be

- (i) The national recruitment plan, which sets out what civil service positions can be occupied through the national recruitment context in the following 2 years.
- (ii) The priorities for modelling the civil service workforce across specific job categories and profiles (e.g., specific ICT roles), and/or functional domains (when/if operationalized) and sets of competencies (when operationally possible).
- (iii) Mandatory rules for main budget holders on managing the costs, structure, and composition of the civil service workforce, set by the MoF. These should/could include:
 - A cap of maximum 10 percent of unoccupied and budgeted civil service positions, to restrict institutions from holding excessive financial buffers to compensate for personnel financing gaps, as opposed to submitting realistic personnel cost projections during the budget planning cycle.
 - A cap of maximum 5 percent of allowed increases in personnel expenditures during budgetary negotiations and subsequent in-year revisions, relative to initial cost projections (unless otherwise stated explicitly in the respective budget revision law), to restrict institutions from deviating substantially in-year from the allotted personnel budgetary ceilings.
 - A cap of maximum 5 percent of total personnel expenditures that the main budget holder can reallocate across its respective secondary and tertiary budget holders, to prevent discriminatory and formalistic cuts and/or inflation of personnel budgets within an aggregate personnel expenditure ceiling.

This Strategic Workforce Plan for the civil service is needed in order to:

- (i) Connect civil service workforce expectations that derive from multi-annual strategic objectives and action plans set at the Government-level, with multi-annual operational planning processes at the level of individual institutions, which are done in terms of aggregate headcount, through the ISP.
- (ii) Enable the Government to reconcile the current civil service WFP process, driven primarily through a bottom-up approach by the recruitment needs from individual institutions, with a top-down element that allows leverage to the NACS for adapting the strategic direction for the civil service workforce.

The Strategic Workforce Plan and its objectives would be substantiated and determined by

- (i) The strategic framework applicable to the public administration and, respectively, the civil service, and its sequencing and structuring in a multi-annual framework as set through their respective action plans and their transposition in the ISP of main budget holders.

- (ii) Consultations with main budget holders on existing and predicted workforce challenges related to the civil service.
- (iii) The results of evaluations that should be undertaken at the end of the implementation period of the previous strategic workforce plan on the degree to which it was successful in achieving its personnel and organizational policy objectives, through the workforce action plans described below.

The Strategic Workforce Plan should be endorsed in June of the year, given that:

- It should support and reflect the Government's strategic priorities, transposed in the ISP, which are endorsed by the Government through a Memorandum issued by the GSG by June of that year.¹⁵⁸
- This Strategic workforce plan would inform the annual budget planning process led by the MoF, and the multi-annual budgetary framework. As such, the development by the NACS and endorsement by the Government of the Strategic workforce plan should precede the issuance of the annual framework-letter (budget guidance), which describes the macroeconomic context underpinning the preparation of the draft budgets, outlines the rules for their elaboration, and establishes expenditure ceilings at the general government level and for each main budget holder, including for wage bill.¹⁵⁹

Output: Guidance policy issued by the NACS, GSG, and MoF that harmonizes WFP with the ISP process, under the broader budgetary planning cycle, providing a coherent national framework, shared definitions, and clear responsibilities and outputs.

Stage 2. Dissemination and training workshop on the WFP process and requirements with main budget holders (June)

The NACS and the GSG organize a training workshop for the key staff in the main budget holders who will be responsible for leading the WFP process. The purpose of this workshop is to provide a timely forum to discuss the process for completing the required workforce plan, identify operational and methodological challenges, and deal with queries. The workshop should be repeated on an annual basis.

Output: One or more workshops which provide methodological and operational guidance and clarity on the proposed WFP process and requirements.

¹⁵⁸ Per Government Decision No. 427 of 25 March 2022 on the approval of the Methodology for the preparation, monitoring, reporting, and revision of institutional strategic plans.

¹⁵⁹ By law, the MoF should issue the framework-letter (budget guidelines) by 1 August of each year.

Stage 3: Workforce analysis by main budget holders (June-July)

Main budget holders would conduct a workforce analysis at their level and across all of their central and territorial public administration institutions and authorities to inform the strategic workforce plan and the action plans, described below.

This analysis would consist of an overview of current civil service staffing composition, dynamics, and costs, and when/where possible, mission-critical roles. This analysis would substantiate each institution's projections on the degree to which their respective existing and expected personnel costs fit within the designated personnel expenditure ceilings set by the MoF through the Framework-letter.

Each institution would use available HR, payroll, and budget data to produce an evidence-based workforce diagnostic. The diagnostic would consist of the following:

- (i) Producing an inventory and mapping of current staff numbers and associated personnel costs, per each category of jobs and grade in the institution and, when possible, per functional domain. The jobs should be codified in line with the registry of jobs used for the L153 reporting process on pay practices, led by the MLFYSS.
- (ii) Forecasting changes expected to impact their respective workforce in the following 2 years. These should be related to personnel dynamics, such as retirements, planned voluntary exits, eligible grade promotions, and recruitment into budgeted open positions, as well as to organizational dynamics, such as planned organizational restructuring, budgetary restrictions, and/or changes to working procedures and organizational processes (e.g., via digitalization). As such, this analysis would go beyond the scope of an analysis of personnel gaps, as currently defined in the AC,¹⁶⁰ as it would project how the workforce would change in terms of staff numbers, profiles, and distribution, as opposed to being limited to identifying staffing gaps.
- (iii) Once WFP is embedded as a core function in the public administration, it could advance towards incorporating the use of competencies. Under this model, this step would also include identifying mission-critical categories of jobs essential for delivering the programs set in the ISP, based on the outputs from the job analysis exercise defined under the AC.¹⁶¹ The analysis should avoid exhaustive competency mapping and instead target those areas where staff shortages would disrupt service delivery or program implementation and/or those set by the Strategic Workforce Plan.

¹⁶⁰ Personnel gap analysis is defined in the AC as “a tool for forecasting human resource needs in the civil service, based on which an institution or public authority can identify whether it has the required number of human resources with adequate competencies in the appropriate positions, in order to be able to fulfill its institutional objectives and mission”

¹⁶¹ Job analysis is defined in the AC as “a process carried out through the collection of information on the responsibilities and expected results of each position corresponding to a civil service job within the organizational structure, with the aim of identifying its purpose, objectives, main tasks, and the specific competencies required”.

Each targeted institution would be instructed to leverage its ISP working group to produce the required documents, or to establish an internal coordination group, led by its main budget holder, bringing together HR, finance, and public policy units, for the purpose of this analysis.

Output: An institutional workforce and cost assessment, and key HR priorities, derived from the ISP.

Stage 4. Main budget holders develop/update workforce action plans to respond to personnel needs (August- November)

Main budget holders would develop two-year workforce actions plans – based on the methodological guidance, tools, and rules developed in Stage 1 – to respond, with corresponding measures, to the identified workforce dynamics, so that personnel policies respond to the strategic priorities defined in the ISP.

These action plans can be revised in the second year of implementation, as part of the annual budget planning process, to accommodate potentially revised budgetary ceilings; nonetheless, they would be required to remain within the guardrails and set by the Strategic Workforce Plan.

These action plans should employ standardized metrics, set by the NACS, to ensure comparability and provide decision-makers and central HRM institutions with representative statistics on the expected magnitude of the proposed changes. These standardized metrics would include:

- Net personnel expenditure change: Budget impact of all workforce measures
- Workforce headcount gaps to be addressed, per modality (e.g., recruitment, transfer, transformation of posts and promotions)
- Financial cost of proposed recruitments/promotions/transformations of positions: Additional wage bill from expansion
- Net change in staff numbers: Overall expansion or downsizing of the workforce
- Required new positions, per civil service categories, grades, and (when possible) functional domains
- Existing positions to close, per civil service categories, grades, and (when possible) functional domains

This workforce action plan would be prepared by the main budget holder's delegated working group, based on input from each manager of the internal structures. The objective will be to verify data, to assess the extent to which the various options for managing the workforce strategically have been engaged with, and to discuss options that may not have been included in the proposed input. After this, internal structures may be asked to revise their draft and return it within a specified timeline.

Institutions would be encouraged to first explore redeployment from over-staffed or lower-priority areas, followed by internal mobility within the same ministry or across the public administration. Internal promotion to management positions is to be used strategically to fill critical roles when employees already possess the relevant skills or can be rapidly upskilled. Only when internal solutions prove unfeasible should institutions propose external recruitment, ensuring efficient use of existing personnel and control of the wage bill.

Main budget holders would use the workforce action plan to substantiate and request the Ministry of Finance potential increases over their respective allotted personnel expenditure ceilings, as part of the annual budget planning process. The Ministry of Finance would endorse new budgetary ceilings for personnel expenditure or would request the institution to revise the workforce action plan to remain within the allotted ceilings.

In budget negotiations, workforce priorities and measures set in the current Strategic Workforce Plan would be prioritized.

The MoF would be required to endorse any proposed increases in personnel costs included by institutions in their respective workforce action plans which are outside of the fiscal parameters included in the initial framework letter. The endorsement will be decided during the negotiations between the MoF and the main credit holders following the first draft budget that is developed based on the framework-letter. In the absence of this endorsement, the wage bill ceilings proposed by MoF would be maintained and the respective institutions would be required to resubmit their respective workforce action plan without increases in personnel costs and/or the NACS would not be authorized to implement the actions under its remit required in the respective action workforce plans (e.g., open recruitment competitions for vacancies).

All central and territorial public administration institutions, at the level of their primary credit authorizing officers, report to the NACS their workforce action plans within the expenditure ceilings endorsed by the Ministry of Finance.

The endorsed workforce action plans will constitute the substantiation for the Strategic Workforce Plan and its corresponding national recruitment plan, to be transposed by the NACS as a draft Government Decision.

Outputs: Workforce plans for each main budget holder; a draft of the Strategic Workforce Plan and national recruitment plan, which reconciles Government priorities for the civil service, available budgetary space, and measures to address workforce needs across the public administration.

Stage 5. Approving the 2-year Strategic Workforce Plan (30 days after the approval of the annual budget law)

The 2-year Strategic Workforce Plan for the civil service in the central and territorial public administration would be submitted and led by the NACS through due process for the Government's endorsement through a Government Decision within 30 days after the annual budget law is published in the Official Gazette. This would ensure that the measures set out in the endorsed action plan, and potential corresponding increases in personnel spending, are fully budgeted and implementable by the main budget holders and by the NACS.

The GD would specify, for each institution, authorized headcount ceilings per categories of civil service jobs (including functional domains, when applicable), authorized vacancies for external recruitment, and authorized changes in the staffing plan and organigram, such as reducing, expanding, and/or transforming civil service positions (e.g., through grade promotions).

Outputs: The Strategic Workforce Plan approved by Government, accompanied by clear communication on personnel cost ceilings and recruitment authorizations, and reflected in the ISP digital dashboard.

Stage 6. Implementing and monitoring and evaluating the Strategic Workforce Plan (2-year timeframe)

The implementation stage consists of each primary credit authorizing officer and the NACS applying the civil service priorities endorsed through the Strategic Workforce Plan. Each institution is responsible for carrying out the approved workforce action plans, while ensuring compliance with budgetary limits.

For occupying civil service vacancies through recruitment, organizing new rounds of the national recruitment competitions should be decided only after the NACS assesses the degree to which the supply of eligible candidates in the existing pools of candidates from previous recruitment competitions responds to recruitment needs set through the Strategic Workforce Plan.

Prior to the start of the following strategic WFP cycle (before June), the NACS and GSG would evaluate the degree to which the most recent Strategic Workforce Plan responded to (i) workforce needs expressed by central and territorial public administration institutions; and (ii) achieved its defined personnel policy objectives.

Throughout, NACS will monitor personnel dynamics in the civil service and the MoF will monitor monthly wage bill execution and the total employed workforce. They will compare it with the quarterly and annual program, identify deviations and send instructions to the primary credit authorizing officers to ensure compliance with previously decided workforce and budget targets.

Outputs: An evaluation report summarizing implementation results, cost deviations, and lessons learned, feeding into the next ISP update and government planning guidance.

Annex 3. Case study on supporting the development of the ICT function in Romania's public administration through a Strategic Workforce Plan

Strategic WFP requires moving beyond aggregate headcount projections toward a functional, competency-based understanding of public administration staffing needs. A workforce plan that counts vacancies without distinguishing between professional domains or types of work cannot provide a reliable foundation for reform delivery. Effective planning must explicitly identify which roles are required in each functional domain, what competencies these roles demand, where deficits exist, and how capacity should be built over time in alignment with sectoral priorities.

The required approach for WFP to enable the digital transformation in Romania's public administration offers a clear illustration of this principle. The Bank, the NACS, and the Authority for Digitalizing Romania (ADR) teams have recently developed a comprehensive assessment and design exercise to define the roles and classification of the ICT workforce required in Romania's public administration.¹⁶² This work demonstrated that planning solely on the basis of total numbers of "ICT staff" obscures the diversity of expertise required to support modern public administration. Digital transformation does not require undifferentiated IT support capacity, but distinct professional roles corresponding to different functions along the digital service lifecycle: architecture, cybersecurity, development, data management, service design, testing, operations, and governance.

To address this gap, the teams proposed a structured taxonomy of 24 ICT roles, that can be mapped to six ICT job groups.¹⁶³ The roles describe the actual competencies and tasks performed (what must be done), while jobs are the formal positions in the legal HR system that can host one or multiple roles depending on institutional size and maturity. Examples of the defined specialized ICT roles include:

- Systems Administrator – maintaining infrastructure, system availability, backups, upgrades, and incident management.
- Network Specialist – managing network architecture, cybersecurity controls, and performance.
- Developer – designing and building applications and service platforms.
- Test Specialist – validating systems against functional, security, and user standards.
- Data Scientist / Data Specialist – managing data assets, analytics, quality assurance, and insight generation.

¹⁶² Developed under the Technical Support Instrument project "Developing a General Digital Competency Framework for Civil Servants in Romania", under EC Contract No. REFORM/IM2024/005.

¹⁶³ Developed through "Report on the proposed ICT roles and functions for the Romanian central public administration", under "Output 2. Proposed Digital Competency Framework for Civil Servants in Romania" of the Technical Support Instrument project "Developing a General Digital Competency Framework for Civil Servants in Romania", under EC Contract No. REFORM/IM2024/005.

- Service Designer – designing citizen-facing digital services using user-centred methodologies.
- Information Security Specialist / Manager – implementing security frameworks and compliance with EU cybersecurity requirements.
- Enterprise Architect – ensuring alignment between ICT solutions and institutional business processes.
- Digital Transformation Leader – coordinating change management, strategic planning, and cross-departmental transformation efforts.

These roles can be aggregated into ICT jobs, such as:

- ICT Manager (e.g., CIO, ICT Operations Manager, Digital Transformation Leader);
- ICT Architect (Enterprise Architect, Solution Designer, Systems Architect);
- Cybersecurity Specialist (security management and operations roles);
- ICT Development and Data Specialist (developers, data scientists, analysts);
- ICT Service Delivery and Support Specialist (systems administrators, technical specialists, service desk); and
- ICT Service Management Specialist (business analysts, systems analysts, service managers).

These roles can be operationalized as either civil servants or contract-based positions. Employment status should not obscure professional mapping to a certain functional domain, especially when it comes to ICT jobs. All ICT roles – regardless of how their incumbents are contracted – need to be fully captured in the WFP to ensure visibility over actual institutional capacity and to detect shortages that may threaten strategic reforms.

The limitations of the current WFP framework and existing instruments applicable in the public administration and, respectively, civil service, impede the development of ICT capabilities in public institutions. Specifically related to ICT jobs, these limitations include the following:

- **First, functional invisibility of ICT workforce is a key challenge at system level because ICT specialized competencies are not defined in the current regulatory system.** Current workforce plans aggregate ICT and non-ICT staff under generic job titles such as “expert”, “counsellor”, or “specialist”. These designations do not reflect actual skill sets or operational responsibilities. As a result, it is impossible to determine how many cybersecurity specialists exist, whether institutions employ sufficient application developers to maintain digital services, or whether service design and testing functions are present at all.
- **Second, while digital transformation has been a strategic priority for investments over the past five years, the administration was not capacitated to plan, develop, operate or sustain**

the digital investments through the adequate workforce profiles. Romania's digital agenda, including the Government Cloud, interoperability obligations, cybersecurity frameworks, and emerging AI governance requirements, implies growing demand for highly specific ICT competencies. Workforce planning that is not anchored to these policy priorities risks producing staffing profiles incapable of sustaining reform investments, leading to persistent reliance on outsourced solutions without internal oversight capacity.

- **Third, public institutions cannot identify or define what is critical in terms of ICT expertise and capabilities, which constitutes a security risk.** Even when relevant ICT expertise is available, institutions are found in single-point dependency risks. Most public institutions rely on one person per specialized function, especially for cybersecurity, system administration, and application development. Such structures expose institutions to immediate operational risks if a single specialist becomes unavailable.

The reform of ICT specialist roles demonstrates that strategic WFP cannot rely on static annual recruitment targets or simple vacancies. Building the specialized capacities required to deliver digital transformation is a multi-year reform process, not a one-off staffing exercise. The transition from generic ICT job titles to professionalized, competency-based ICT roles implies substantial changes to job classification, recruitment profiles, learning pathways, governance arrangements, and sector coordination mechanisms. These changes must be sequenced gradually, in line with each institution's digital maturity and system complexity.

For this reason, the proposed Strategic Workforce Plan must enable the public administration to move progressively from the current baseline of generic civil services jobs covering multiple and limited ICT responsibilities, toward stable operational capabilities, and, ultimately, to specialized, strategically distributed ICT roles. This phased logic can be directly embedded into the proposed Strategic Workforce Plan as a core strategic dimension, shifting its function from short-term staffing administration to medium-term institutional capacity development aligned with system reform priorities.

Developing the ICT function through strategic WFP

A fit-for-purpose competency-based WFP process for ICT jobs would require a Strategic Workforce Plan that can set multi-year guidance for introducing and embedded the aforementioned ICT jobs and competencies across the public administration. The Strategic Workforce Plan would need to address the following items for ICT jobs during the WFP cycle, once the ICT roles and specific competencies are legally introduced in the public sector job classification:

1. The roles and competencies which are needed for the organization's effective functioning and/or to achieve its objectives, particularly related to digital transformation.
2. The current ICT personnel gaps, based on the required needs.
3. Workforce measures to address the identified ICT personnel gaps (e.g., recruitment, training, mobility, and/or sector pooling).

The implementation of the reform of ICT specialist role classification based on competencies should be a multi-year, phased exercise, integrated within the proposed WFP process. This approach reflects the understanding that professionalizing ICT functions in public administration is not a one-time regulatory change.¹⁶⁴

First, the Strategic Workforce Plan should be informed by a baseline of existing ICT personnel capabilities and gaps, following a remapping of existing staff to the proposed ICT role taxonomy. The objective of the Strategic Workforce Plan would be to establish a reliable evidence base on existing ICT capacity across the central public administration, based on workforce diagnosis conducted by public administration institutions under the WFP process. For institutions to report on ICT personnel capabilities and gaps under the proposed ICT role taxonomy, they would be required to

- Reclassify all ICT posts against the nationally adopted ICT role taxonomy, regardless of whether staff are employed as civil servants or contract-based personnel;
- Identify primary and secondary roles per each position, capturing current multi-role arrangements, particularly common in smaller institutions;
- Define and validate ICT system complexity and digital service portfolios, allowing differentiation between institutions managing simple administrative systems and those responsible for large or mission-critical platforms;
- Document dependence on outsourced ICT functions, distinguishing between strategic activities and technical execution; and

The Strategic Workforce Plan would incorporate the outputs from this analysis, to set:

- Real functional coverage by ICT role type;
- Institutional gaps relative to system requirements and mandates;
- Single-point dependency risks, where essential functions rely on a single individual;
- Targeted recruitment priorities for mission-critical roles in the public administration.

Second, the Strategic Workforce Plan should define how the identified gaps for ICT roles (particularly those identified as critical) in the public administration would be addressed in the multi-annual timeframe it covers. The Strategic Workforce Plan would serve a critical risk-reduction function: stabilizing ICT operations, strengthening continuity mechanisms, reducing singular dependencies, and building reliable in-house delivery capacity. Recruitment and learning investment decisions are driven by

¹⁶⁴ Based on recommendations from “Report on the proposed ICT roles and functions for the Romanian central public administration”, under “Output 2. Proposed Digital Competency Framework for Civil Servants in Romania” of the Technical Support Instrument project “Developing a General Digital Competency Framework for Civil Servants in Romania”, under EC Contract No. REFORM/IM2024/005.

functional gap analysis rather than generic vacancy replacement. To this end, the Strategic Workforce Plan should translate the deficits identified in diagnosis phase into targeted measures to develop recruitment pipelines and competency development programs focused on ensuring institutional operational stability and regulatory compliance. The Strategic Workforce Plan should concentrate on filling core roles indispensable for system functionality, which recent World Bank analysis identified as follows:¹⁶⁵

- Systems Administrators and Network Specialists (availability, continuity, infrastructure integrity);
- Cybersecurity Specialists (compliance, resilience, risk management);
- Developers and Test Specialists (internal application development and quality assurance);
- Data Management profiles (governance, quality assurance, analytics); and
- Business/System Analysts (requirements specification and vendor oversight).

The Strategic Workforce Plan should also define minimum redundancy benchmarks. The Plan should introduce provisions for at least two qualified staff per critical role in medium-sized and large institutions to reduce continuity risks and operational vulnerabilities. Institutions must demonstrate compliance with these benchmarks or justify transitional mitigation measures (temporary outsourcing, shared services, or redeployment).

Third, the Strategic Workforce Plan should support the consolidation and specialization of the ICT functions across future WFP cycles, as part of broader strategic reforms. The Plan would set short-to-medium term objective for developing HR capabilities for the ICT function, but should be aligned with and support longer-term reform domain-specific strategies and roadmaps, including digital government priorities, cybersecurity regulation timelines, interoperability rollouts, and AI governance implementation. In case of developing ICT personnel in the public administration, this would require the deepening of professional role differentiation and cross-institution coordination to maximize efficiency and expertise. Specifically, key priorities of supporting this reform would include:

- Progressive separation of combined ICT roles in larger institutions, enabling greater depth of expertise in cybersecurity, data governance, architecture, development, and testing;
- The creation of sector-level ICT hubs for functions that benefit from economies of scale or concentrated expertise, such as enterprise architecture, cybersecurity operations, data platforms, or cloud service management;
- The establishment of shared expert pools for high-cost or scarce specializations, reducing institutional duplication and fragmentation; and
- The introduction of senior digital governance roles, notably the Digital Transformation Coordinator, embedded at top civil service management level to oversee coherent sector-wide implementation of digital strategies and reforms.

¹⁶⁵ Ibidem.

Annex 4. Data on personnel expenditure for the public administration in Romania, 2020-2025

Source	Programmed budget (year t)	Projected budget Y2 (t+1)	Projected budget Y3 (t+2)	Projected budget Y4 (t+3)	Execution Yt (RON, mil.)
Law 9/2025 (2025 Budget)	7.521 (+15.33%)	8.130 (deviation n/a)	8.536 (deviation n/a)	9.112 (deviation n/a)	7343
Law 421/2023 (2024 Budget)	7.459 (-16.46%)	7.675 (+5% vs exec. 2025)	8.065 (n/a)	8.057 (n/a)	7428
Law 368/2022 (2023 Budget)	6.408 (+0.60%)	6.733 (-12% vs exec. 2024)	6.934 (-5% vs exec. 2025)	7.140 (n/a)	6370
Law 317/2021 (2022 Budget)	5.865 (-0.42%)	5.875 (-7.77% vs exec. 2023)	6.029 (-20% vs exec. 2024)	6.176 (-18% vs exec. 2025)	5890
Law 15/2021 (2021 Budget)	5.792 (+3.37%)	5.792 (-1.5% vs exec. 2022)	5.821 (-10% vs exec. 2023)	5.851 (-27% vs exec. 2024)	5603
Law 5/2020 (2020 Budget)	5.759 (-5.36%)	6.284 (+12.14% vs exec. 2021)	6.651 (+12.93% vs exec. 2022)	6.638 (+4.20% vs exec. 2023)	5485

Source: Author's elaboration, based on budget programming and projections for the public administration, per the Annual Budget Laws of 2020, 2021, 2022, 2023, 2024 and 2025, and on budget execution data, per the MoF (Budget Transparency portal)

Notes:

Wage bill data in the graph pertains to the state budget, fully funded public institutions. It includes expenditure reported under functional chapter 51 "executive authorities", containing the remuneration of civil servants and contract employees in most ministries and their central and territorial subordinates.

Executed wage bill for 2025 is estimated based on wage bill reports for November which equal RON 7.1 billion.

In 2020, 2024 and 2025 total execution was higher, but payments connected to the national elections were subtracted (respectively, RON 0.6 bn., RON 1.5 bn. and RON 0.4 bn.).

Annex 5. Bibliography

Dybczak, K. and Garcia-Escribano, M. 2019. Fiscal Implications of Government Wage Bill Spending. Washington, DC: International Monetary Fund. Available at <https://www.imf.org/en/-/media/files/publications/wp/2019/wp1910.pdf>

Gupta, Sanjeev. et al. 2016. Managing Government Compensation and Employment: Institutions, Policies, and Reform Challenges. Washington, DC: International Monetary Fund. Available at <https://www.imf.org/external/np/pp/eng/2016/040816a.pdf>

Valcik, Nicolas A., Meghna Sabharwal, and Teodoro J. Benavides. 2017. Human Resources Information Systems: A Guide for Public Administrators. New York: Routledge.

NACS. 2024. Deliverable 5: Methodology for the regular updating of competency frameworks – Annex 4: Compendium of specific competencies. Developed as part of the technical assistance project no. 49313/26.10.2023, under Milestone 419 of the NRRP. Available at <https://www.anfp.gov.ro/media/nmehijrl/livrabil-5-anexa-nr-4-compendiu-de-competen%C8%9Be-specifiedocx.pdf>.

OECD. 2011. Public Servants as Partners for Growth: Towards a Stronger, Leaner and More Equitable Workforce. OECD Publishing. Paris. Available at https://www.oecd.org/en/publications/public-servants-as-partners-for-growth_9789264166707-en.html

OECD. 2013. The Government Workforce of the Future. OECD Publishing. Paris. Available at https://www.oecd.org/en/publications/the-government-workforce-of-the-future_5k487727gwvb-en.html

Rogger, Daniel, and Christian Schuster, eds. 2023. The Government Analytics Handbook: Leveraging Data to Strengthen Public Administration. Washington, DC: World Bank. Available at <https://www.worldbank.org/en/publication/government-analytics>

Sokol, Marc B., and Beverly A. Tarulli. 2024. Strategic Workforce Planning: Best Practices and Emerging Directions. New York. Oxford Academic

US General Accounting Office. 2003. Key Principles for Effective Strategic Workforce Planning. Report to Congressional Requesters. Available at <https://www.gao.gov/products/gao-04-39>

World Bank. 2019. Output 2: Deliverable 2.1 Study on data requirements and access procedures. Prepared under the RAS for the Development of a Unitary Human Resource Management System in Public Administration, as part of the SIPOCA 136 project “Development of a Unitary Human Resource Management System in Public Administration”. Available at https://sgg.gov.ro/1/wp-content/uploads/2010/01/Livrabilul-5.1_EN_Studiu-privind-necesarul-de-date-standardizate-privind-personalul-din-adm-pub.pdf

World Bank. 2024. Deliverable 4: Report on options for adjustments to the public sector pay. Prepared under the RAS for Supporting the Reform of the Public Sector Pay System (P178811), under Component C14 – Good Governance, Reform 4 – Development of a fair and unified pay system in the public sector, Milestone 420 – Entry into force of the new legal framework on the remuneration of civil servants, within the National Recovery and Resilience Plan (NRRP). Forthcoming.

World Bank. 2024. Worldwide Governance Indicators, 2024 Update. Available at www.govindicators.org

World Bank. 2025. Report on the proposed ICT roles and functions for the Romanian central public administration – Output 2. Proposed Digital Competency Framework for Civil Servants in Romania. Developed under the Technical Support Instrument project “Developing a General Digital Competency Framework for Civil Servants in Romania”, under EC Contract No. REFORM/IM2024/005

„PNRR. Finanțat de Uniunea Europeană - UrmătoareaGenerațieUE”
„NRRP. Funded by the European Union - NextGenerationEU”

<https://mfe.gov.ro/pnrr/> <https://www.facebook.com/PNRROficial/>

