

Seminar organised by the Hellenic Council of State and ACA-Europe

Rhodes, 15-16 May 2026

New elements in the organisation and functioning of the Public Administration and Administrative Justice

Questionnaire

Responses from HIGH COURT OF CASSATION AND JUSTICE OF ROMANIA

I. New models of organisation and functioning in the Public Administration

The aim and scope of Part I of this questionnaire is:

- (A) To examine collaboration with private individuals (who are not public servants) in the unilateral action taken by the Administration, and more specifically to study the delegation to private individuals of tasks traditionally performed by public servants during the procedure of issuing an administrative act. Participation, in general, of citizens/interested parties in administrative proceedings (e.g. preliminary hearings, participation and all forms of consultation), collaboration with private individuals in the Administration's contractual activity (works, supply and service contracts, concession contracts, public-private partnerships, etc.), privatisation of public-sector bodies and creation of legal entities governed by private law are not covered by this questionnaire.
- (B) To study the integration of private-sector organisational models into the tools and operating methods of the Public Administration.

A. Delegation of administrative tasks to private individuals

1. General provisions

Does your legal system recognise the following forms of collaboration between private individuals and the Public Administration?

Tasks assigned to private individuals during the procedure of issuing [adopting] an administrative act

Recruitment of private individuals who are not civil servants within the Administration's structure, e.g. executive managers, senior managers (state advisor, public administrator)



2. Regarding the involvement of private individuals in administrative proceedings

i. If the involvement of private individuals in administrative proceedings (as indicated above) is provided for in your legislation, please mention specific provisions.

- Constitutional provision
- General provision of a legislative nature **(The Administrative Code)**
- Specific legislation

ii. Does national case-law or legislation define criteria pursuant to which the delegation of administrative tasks to private individuals is authorised?

Yes, but illustratively or briefly.

iii. How are administrative tasks delegated to private individuals? Please provide specific examples.

- Directly by law
- By an administrative act
- By contract
- Other

iv. Which administrative tasks can be entrusted to private individuals [content of the tasks]?

Please provide specific examples from legislation and case-law.

- Preparation of the administrative act
- Issuance [adoption] of the administrative act
- (the status of the public administrator as chief authorizing officer)**
- Implementation of the administrative act
- Other

v. What is the extent [range] of administrative tasks that can be entrusted to private individuals?

Please provide specific examples from legislation and case-law.

- Advisory tasks
- Decision-making tasks
- Control and verification tasks:
- Establishment of the facts
- Legal qualification of the facts
- Other

vi. Are there any cases where the involvement of private individuals in administrative proceedings is prohibited?

- No
- Yes (please specify)

If yes, which legal instrument provides for the corresponding prohibitions?

- Constitution
- Legislation
- Other

Please indicate any relevant case-law.

As a general rule implicitly derived from the law, an individual does not participate in administrative activities; they may participate only as an exception in cases explicitly provided by law.

3. Qualifications and selection procedure for private individuals

i. What is the procedure provided for in the legislation for the certification of private individuals?

Please mention specific examples.

- Participation in examinations
- Selection based on criteria (**general legal criteria**)
- Other (**unilateral decision by the Prime Minister, the mayor**)

ii. How are selected the private individuals who will be entrusted with a specific administrative task? Please give examples.

- Random selection from a list/register
- Selection from a list/register based on criteria
- Absolute discretionary power of the Administration
- Selection by the citizen [upon a declaration]
- Other

iii. Is there a legal provision and/or other instrument governing the actions of private individuals when performing administrative tasks? Please indicate specific provisions.

- No
- If yes,
- General normative act (e.g. Code of Administrative Procedure)
- Specific normative acts
- Codes of Conduct, good practices (soft law)
- Other

They act on the basis of delegated powers, but must comply with the rules and procedures applicable to the public authority within which they operate.



iv. How are the impartiality and integrity of private individuals guaranteed under the law? Please indicate specific provisions.

- | | |
|--|-------------------------------------|
| Incompatibilities | <input checked="" type="checkbox"/> |
| Impediments | <input type="checkbox"/> |
| Criminal or disciplinary liability | <input checked="" type="checkbox"/> |
| Other | <input type="checkbox"/> |

v. What are the legal consequences in the event of an error, offence or failure on the part of the private individual?

- | | |
|---|-------------------------------------|
| Withdrawal of the certification | <input type="checkbox"/> |
| Disbarment from the professional association | <input type="checkbox"/> |
| Imposition of a fine or other penalty | <input type="checkbox"/> |
| Personal liability of the private individual (civil, criminal, disciplinary) | <input checked="" type="checkbox"/> |
| Revocation of the administrative act in the issuance of which the private individual collaborated (may be revoked if there is a cause for annulment) | <input checked="" type="checkbox"/> |
| Civil liability of the State | <input checked="" type="checkbox"/> |
| Other | <input type="checkbox"/> |

4. Administrative checks [controls]

i. Does the Administration carry out checks on private individuals when they perform administrative tasks?

- | | |
|-----|-------------------------------------|
| Yes | <input checked="" type="checkbox"/> |
| No | <input type="checkbox"/> |

ii. If yes, at what stage are the checks carried out?

- | | |
|--------------|-------------------------------------|
| A priori | <input type="checkbox"/> |
| A posteriori | <input type="checkbox"/> |
| At any time | <input checked="" type="checkbox"/> |

iii. How are checks activated?

- | | |
|---|-------------------------------------|
| Following a complaint/administrative appeal | <input checked="" type="checkbox"/> |
| Ex officio | <input checked="" type="checkbox"/> |

iv. How extensive are the checks?

- | | |
|----------------------------------|--------------------------|
| Checks based on sampling | <input type="checkbox"/> |
| Mandatory checks for all actions | <input type="checkbox"/> |



v. What is the nature of the checks?

- Of legality
- Of the substance, of appropriateness

vi. What is the type of checks?

- On persons
- On actions

vii. Are the conclusions of private individuals binding on the Administration?

- Yes
- No

5. Judicial review

i. Can the actions of private individuals be subject to judicial review? Please indicate specific provisions or the relevant case-law.

- No
- Yes

If yes, what is the scope of the judicial review?

The review directly targets the action of the private individual (per se)

The review indirectly targets the action of the private individual (appeal lodged against the final act of the Administration, whether explicit or implicit, e.g. appeal lodged against the tacit acceptance of the actions of private individuals by the Administration)

ii. What types of disputes arise when challenging the actions of private individuals?

- administrative disputes **(if the contested act is administrative)**
- private disputes

iii. Please mention typical cases from national case-law concerning the delegation of administrative tasks to private individuals.

B. Integration of private-sector methods and organisational models into the functioning of the Administration

1. Recruitment of senior managers outside the hierarchy of the civil service

i. What are the objectives of recruiting private individuals as senior managers within the Administration?

Support provided for the activities carried out by certain officials at the central or local administration level

ii. In which sectors of the Public Administration is it permissible to recruit senior managers who do not belong to the hierarchy of the civil service, and in which sectors is it prohibited?

Officials of the central or local public administration (Prime Minister, ministers, mayor, etc.)

iii. What criteria does the Administration use to select external senior managers?

General local criteria (citizenship, Romanian language, education, seniority, absence of a criminal record, etc.)

iv. What is the nature of the duties of external senior managers?

- | | |
|-----------------|-------------------------------------|
| Decision-making | <input type="checkbox"/> |
| Advisory | <input checked="" type="checkbox"/> |
| Other | <input type="checkbox"/> |

v. Does error on the part of a senior manager give rise to:

- | | |
|---|-------------------------------------|
| Civil liability of the State | <input checked="" type="checkbox"/> |
| Personal liability of the manager (civil, criminal, disciplinary) | <input checked="" type="checkbox"/> |

2. Organisational models

i. Does your country use New Public Management, Public Value Management, Digital Era Governance, or New Public Governance policies in the organisation of its Public Administration, for example, to digitise procedures, achieve objectives, ensure accountability, evaluate efficiency, promote the rational use and distribution of resources, control expenditure and ensure compliance with budget restrictions, codify legislation, promote career progression, train staff, etc.? Please provide specific examples.

Government Emergency Ordinance no. 56/2024; Law no. 242/2022; Law no. 50/2024

ii. Is there a specific provision for the organisation of the Administration based on the above-mentioned models (Constitution, legal provision, etc.)?

Law, Government Emergency Ordinance

iii. In which public services and agencies is this type of organisation used?

- | | |
|----------------------------------|-------------------------------------|
| The Administration stricto sensu | <input checked="" type="checkbox"/> |
| Public enterprises | <input type="checkbox"/> |
| Other public entities | <input type="checkbox"/> |

iv. Are the policies for achieving the objectives designed:

- | | |
|---|-------------------------------------|
| At national level | <input checked="" type="checkbox"/> |
| At regional level | <input type="checkbox"/> |
| By subject-matter | <input type="checkbox"/> |
| By taking into account specific public entities | <input type="checkbox"/> |
| Other | <input type="checkbox"/> |

v. Have specific objectives been set out for the action of the Administration? Please provide examples.

**Promoting the widespread use of information technology;
Increasing the transparency of administrative acts;
Enhancing public trust in the use of information technology.**

If yes, is their accomplishment:

- | | |
|-----------|-------------------------------------|
| Optional | <input type="checkbox"/> |
| Mandatory | <input checked="" type="checkbox"/> |

Does failure to meet these objectives lead to:

- | | |
|--|-------------------------------------|
| Personal consequences for the senior managers | <input type="checkbox"/> |
| Legal consequences for the assessed organisation | <input checked="" type="checkbox"/> |
| Financial consequences for the assessed organisation | <input type="checkbox"/> |

Are incentives of any kind provided for civil servants (e.g. remuneration) or public entities to ensure that these objectives are achieved?

vi. Are there any indicators for evaluating the action of the Administration in relation to the following factors:

- | | |
|--|-------------------------------------|
| Compliance with the regulatory framework | <input checked="" type="checkbox"/> |
| Effectiveness | <input type="checkbox"/> |
| Efficiency | <input type="checkbox"/> |



Economy	<input type="checkbox"/>
Achievement of strategic objectives	<input type="checkbox"/>
Other	<input type="checkbox"/>

II. Alternative methods for resolving administrative disputes

1. General provisions

i. Does your legislation provide for alternative dispute resolution (ADR) in cases involving public law/administrative law?

Arbitration	<input type="checkbox"/>
Mediation	<input type="checkbox"/>
Other	<input type="checkbox"/>

Not the case

ii. Are there categories of administrative disputes that are excluded from ADR by law or according to case-law?

** Please elaborate on your answer, citing any relevant legislation and/or case-law*

Not the case

2. Settlement and Mediation

** Please elaborate on your answers, citing any relevant legislation and/or case-law.*

i. In administrative disputes, is it permissible for the Administration and private individuals/legal entities to sign a settlement agreement or other similar document (without prior mediation)?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

ia. If yes,

Is this option expressly provided for in a legislative text (Constitution, law) or does it derive from a general principle of law?

However, the general principle of law may be applied to achieve the revocation of an administrative act carried out unilaterally by the public authority, when it is convinced of the illegality of that act or of the absence of opportunity for its issuance.



Does this option only apply to the settlement of administrative disputes that are already under way, or can it also be used to prevent administrative disputes from arising in the first place?

Do the law or case-law distinguish between application for annulment (judicial review limited to the legality) and appeal on the merits (full judicial review of both legality and substance)?

Yes, in the first instance there is full judicial review, but the appeal is limited to reviewing legality

Is there a special procedure for initiating and conducting this alternative dispute resolution method, or are all matters left to the discretion of the parties involved?

There is no special procedure.

After signing a settlement agreement (or other similar document), is ratification by a court required?

Yes

No

If yes, by which court?

If no, can the legality of the settlement agreement (or other similar document) be examined by the judge on an incidental basis? Under what circumstances could the settlement be considered null and void and without legal effect?

Not the case.

After being signed and/or validated, as applicable, does the settlement agreement have the force of res judicata? Can the enforcement of this document be pursued?

Not the case.

Which court has jurisdiction over disputes concerning such enforcement?



In principle, the ordinary court, if the issue of enforcing a contractual agreement arises.

- ib.** If the signing of a settlement agreement or other similar document between the Administration and private individuals/legal entities is not permitted in your country, this prohibition results from:
- a legislative provision
- a general principle of law

- ii.** Does your country provide for a mediation procedure between the Administration and private individuals/legal entities for administrative disputes?
- * The term 'mediation' is used here to refer to a procedure conducted by an independent and impartial third party, and not to administrative appeal procedures addressed to the Administration or to a body that is hierarchically dependent on the Administration.*

- Yes
- No

ii.a. If yes,

Is it expressly provided for in a legislative text (Constitution, law) or does it derive from a general principle of law?

-

Is it mandatory or optional?

-

If it is optional, does it require:

- The mutual agreement of the parties
- Only the intention of the Administration
- Only the intention of the private individual/legal entity



Specifically with regard to the State as a party to the dispute, is mediation initiated:

After approval by a special committee

By the administrative authority involved in the dispute

Other

-

At what stage can a case be referred for mediation?

Necessarily before the introduction of legal proceedings

At any stage of the litigation proceedings

Is there a specific piece of legislation governing the mediation process?

Yes

No

If yes, please specify:

-

Which principles of trial apply to the mediation process (hearing of the parties, adversarial principle, equality of arms, publicity, representation by a lawyer?)

-

How is the impartiality of the mediator ensured?

-

Is there any interim relief (stay of execution, etc.) during the mediation process? If yes, who is competent to hear the case?

-

At the end of the mediation process,

If an agreement is concluded:

A document is drawn up



Other possibility (please specify)

-

If an agreement is not concluded:

Is a time limit set for bringing the matter before the competent court?

Are the litigation proceedings already under way (if applicable) continued?

-

In the event that a document is drawn up following mediation, do the rules concerning the settlement procedure (see above) apply, or are there differences? If yes, please specify.

-

ii.b. If no mediation process is provided for, is this exclusion provided for in:

a legislative provision

a general principle of law

3. Arbitration

** Please elaborate on your answers, citing any relevant legislation and/or case-law.*

i. In administrative disputes, is arbitration between the Administration and private individuals/legal entities permitted in your country?

Yes

No

ia. If yes,

Is this option expressly provided for in a legislative text (Constitution, law) or does it derive from a general principle of law?

-

Does it concern both application for annulment (judicial review limited to the legality) and appeal on the merits (full judicial review of both legality and substance)? Are there any exceptions provided for by law or established by case-law?

-

Is it mandatory or optional?

-

ib. If arbitration is not permitted, is this prohibition due to

- A legislative provision
- A general principle of law

ic. If arbitration is optional, does it require:

- The mutual agreement of the parties
- The sole intention of the Administration
- The sole intention of the private individual/legal entity

On the part of the State, is arbitration initiated:

- After approval by a special committee
- By the administrative authority involved in the dispute
- Other

ii. For disputes arising from contracts between private individuals/legal entities and the State, do the common provisions relating to commercial arbitration (domestic or international) apply, or is there a special regime?

If there is a special regime, please briefly mention the elements that differentiate it from the commercial arbitration regime.

The common provisions apply.

iii. Is arbitration provided for in contracts falling within the scope of Directives 2014/24/EU and 2014/25/EU?

If yes, have any issues been raised regarding the application of the rules governing the performance of these contracts? How have the courts addressed such issues in the relevant case-law?

Yes, but only for disputes concerning the execution of the contract, not for those concerning the validity of the contract award procedure.

Not the case.

iv. How are the independence and impartiality of the arbitrator ensured?

EU arbitration is, in principle, governed by the rules of the Code of Civil Procedure.

v. Is there any interim relief when an administrative dispute has been submitted to arbitration? If yes, which body is competent to hear the case?

Yes, either the court or the arbitral tribunal

vi. In arbitration concerning administrative disputes:

yes / no

Is there an obligation to make publicly available the basic information and documents relating to the proceedings? **X**

Is the participation of third parties permitted? **X**

Is legal representation mandatory? **X**

If yes, is legal aid available?

Is the hearing public? **X**

Is the arbitral tribunal obliged to give reasons for its award? **X**

Is the arbitral award made publicly available? **X**

vii. During the proceedings, the applicable system is:

the adversarial system **X**

the inquisitorial system

viii. What powers does the arbitral tribunal have?

Reviews the legality of administrative acts of a non-pecuniary nature **no**

Reviews the legality of an administrative act of a pecuniary nature (fine, etc.) **no**

Annuls/amends an administrative act of a non-pecuniary nature **no**

Annuls/amends an administrative act of a pecuniary nature **no**

Addresses only recommendations to the Administration **no**



Restricts itself to awarding compensation for damages (**Aspects of the performance of the public procurement contract**) yes

Does the arbitral award have effect:

Erga omnes (with regard to all)

Inter partes (between the parties)

Is it considered 'case-law' for other cases?

If the answer to the last question is yes, please explain.

Can the validity of the arbitral award be challenged in court?

Yes

No

If yes, is the validity of the arbitral award reviewed directly or incidentally?

It can be challenged directly, for a limited list of grounds.

Is it possible to waive the right to judicial review?

Yes

Which courts have jurisdiction?

Administrative litigation court

What is the scope of the judge's review according to case-law?

Limited to the list of grounds on which an action for annulment may be brought against the arbitral award

In arbitration, is the concept of public policy different, according to case-law, in cases where the State (or a legal person governed by public law) is a party to the arbitration? If yes, what are the differences compared with the concept of public policy in arbitral proceedings between private individuals?

The same procedure applies to all actions for annulment of an arbitral award.

In arbitration, in addition to the rules of European competition and consumer protection law (see C-126/97, *Eco Swiss China Time Ltd v Benetton International NV* and C-168/05 *Mostaza Claro v Centro Móvil Milenium SL*, respectively), has case-law recognised other rules of EU law as rules of international public policy? If yes, please mention the relevant cases.

No

Which body has jurisdiction to hear disputes arising during the enforcement of an arbitral award? Has case-law dealt with special cases where enforcement has been contested on the grounds of the administrative nature of the dispute?

The ordinary court as an enforcement court