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V E N D I M

1. Miratohet Raporti Vjetor për Menaxhimin e Burimeve Njerëzore për vitin 2025.

2. Obligohet Departamenti për Menaxhimin e Zyrtarëve Publikë në Ministrinë e Digjitalizimit dhe Administratës Publike, që të publikojë Raportin në përputhje me dispozitat e Ligjit për Zyrtarët Publikë.

3. Ky Vendim hyn në fuqi ditën e nënshkrimit.

Lulëzon JAUPAJ

Ministër
Ministria e Digjitalizimit dhe Administratës Publike

Human Resources Management Report 2025

Ministry of Digitalization and Public Administration

October 2026

Contents

Foreword by the Minister of Digitalization and Public Administration ..... *iv*

Executive Summary ..... *v*

1. Introduction *8*
1.1. Purpose, scope and methodological approach 8
1.2. Data sources and verification 8
1.3. Data limitations 9

2. Overview of public sector employees *10*

3. Overview of the civil service *11*

4. Key legislative and organisational developments *12*
4.1. Legal framework for public officials 12
4.2. Department for Management of Public Officials 13
4.3. Kosovo Institute for Public Administration 14
4.4. Human Resources Management Information System (HRMIS) 15
4.5. Salary system 16
4.6. Internal organisation and job classification 16

5. Structure and composition of the civil service *18*
5.1. Categories and gender composition 18
5.2. Representation of non-majority communities 20
5.3. Representation of persons with disabilities 22
5.4. Age structure 23
5.5. Personnel planning, vacancies and acting appointees 23
5.6 Temporary employment in the civil service 26

6. Recruitment in the civil service *27*
6.1. Recruitment competitions in the civil service 27
6.2. Competitiveness and participation in recruitment procedures 27
6.3. Appointments to the civil service 30
6.4. Efficiency of recruitment procedures 34

7. Termination of employment *35*

8. Performance management *38*

9. Disciplinary liability *40*

10. Appeals and protection of rights in the civil service *42*

11. Training and development of civil servants *46*
11.1 Training activities and coverage 46
11.2 Planning and quality assurance of professional development 47
11.3 Training funding 48
11.4 Summary and reporting limitations 49

12. Salaries in the civil service *50*
12.1. Framework of the salary system and budget developments 50
12.2. Salaries in the public sector 50
12.3. Salaries in the civil service 50
12.3.1. Gender differences 54
12.3.2. Salaries for ICT positions 54
12.4. Transparency and accessibility of salary data 55

13. Conclusions and next steps *58*
13.1. Key conclusions 58

List of tables

Table 1. New cooperation agreements signed by KIPA in 2025 14
Table 2. Gender representation by category, 2025 19
Table 3. Trend in women's representation in the civil service by category, 2024–2025 20
Table 4. Civil servants by ethnicity and institutional level, 2025 20
Table 5. Number of civil servants with disabilities by institutional level, 2024–2025 23
Table 6. Composition of civil servants by age group, 2024–2025 23
Table 7. Civil service vacancies planned to be filled, 2025 24
Table 8. Trend in senior management positions by status, 2024–2025 25
Table 9. Number of recruitment competitions by institutional level/type, 2023–2025 27
Table 10. Recruitment competitions and applications by civil service category, 2023–2025 27
Table 11. Appointments to the civil service, 2023–2025 30
Table 12. Indicators of competitiveness and vacancy filling in the central administration, 2023-2025. 32
Table 13. Average duration of recruitment procedures, 2023–2025 34
Table 14. Termination of employment in the civil service by reason and category, 2025 35
Table 15. Breakdown of civil service employment terminations by reason, 2024–2025 36
Table 16. Employment terminations and termination rate by institutional level, 2025 36
Table 17. Employment termination rate by civil service category, 2024–2025 36
Table 18. Trend in civil service employment terminations by category, 2023–2025 37
Table 19. Performance appraisal of civil servants by institutional level, 2025 38
Table 20. Disciplinary measures imposed in the civil service by type, 2023–2025 40
Table 21. Appeal caseload and clearance rate, 2024–2025 42
Table 22. Trend in new appeals received, 2023–2025 42
Table 23. Appeals by subject matter, 2024–2025 43
Table 24. Appeals received by institutional group, 2024–2025 43
Table 25. Outcomes of regular appeals, 2025 44
Table 26. Training delivered by field, 2025 46
Table 27. Planned and actual direct training expenditure, 2025 48
Table 28. Average gross salary by civil service category, 2024–2025 52
Table 29. Allowance data for the period from 1 January to 31 December 2025 53
Table 30. Average gross salaries and number of civil servants by category and class, 2025 56

List of figures

Figure 1. Number of internal organisation regulations adopted by year, 2021–2025 17
Figure 2. Senior management positions by status in the state administration, 2024–2025 25
Figure 3. Positions planned to be filled and appointments to the civil service, 2025 26
Figure 4. Recruitment procedures open to candidates from outside the civil service, 2023–2025 30
Figure 5. Appointments to the civil service by appointees' previous status, 2023–2025. 32
Figure 6. Trend in appointees by gender, 2023–2025 33
Figure 7. Average age of appointees to the civil service, 2023–2025 33
Figure 8. Performance appraisal of civil servants by rating level, 2024–2025 40
Figure 9. Public sector budget for salaries and allowances, 2023–2025 (million euros) 50
Figure 10. Average gross salary in Kosovo by sector, 2021–2025 52
Figure 11. Average gross salary in the civil service by institutional level, 2025 53
Figure 12. Average gross salary by civil service category, 2025 54
Figure 13. Average gross salary by professional category class, 2025 55

Foreword by the Minister of Digitalization and Public Administration

Dear readers,

A professional and efficient public administration is built, above all, on the people who work within it. The way we recruit, develop and manage civil servants directly affects the quality of institutions' work and the services we provide to citizens.



The Human Resources Management Report for 2025 provides a structured overview of the state of the civil service, developments during the year and areas requiring further work. This is the second reporting cycle under the new methodology and, in addition to presenting data, the report provides an important basis for planning and decision-making in human resources management.

The report covers 2025, before I took office as Minister of Digitalization and Public Administration in February 2026. I therefore also view this report as a reference point for our ongoing work. It helps us see more clearly where progress has been achieved and where future measures should focus.

At the end of 2025, the civil service had 14,155 civil servants. During the year, women's representation increased, 1,422 appointments were made, use of the electronic performance appraisal system expanded, and 3,791 civil servants participated in training organized by KIPA. In its thematic report on merit-based recruitment, SIGMA also identifies Kosovo's use of cognitive ability testing as a reference point for other administrations.

Alongside these developments, the report identifies challenges that remain significant, including the duration of recruitment procedures, the use of acting appointees, women's representation at management levels, personnel planning, and completion of the processes of job organization and systematization.
In the coming period, our focus will be on further strengthening merit in recruitment, improving workforce planning, professional development based on employees' needs and competencies, and a performance management system more clearly linked to institutional results.

Digitalization will also play an important role in this process. Further development of HRMIS and improvements in data quality should enable human resources decisions to rely increasingly on accurate and up-to-date information.

This report helps us better understand the state of the civil service and, at the same time, obliges us to use its findings to achieve concrete improvements. Our aim remains a professional, accountable and efficient administration that responds to the needs of citizens and the country's institutions.

Lulëzon Jagxhiu
Minister of Digitalization and Public Administration

Executive Summary

The Human Resources Management Report for 2025 presents the state of affairs, developments and key trends in civil service management in the Republic of Kosovo. The report constitutes the second reporting cycle under the new methodology for the Annual Human Resources Management Report, developed with OECD/SIGMA support. It aims to ensure that annual reporting serves not only as a statistical instrument, but also as a basis for decision-making, workforce planning and monitoring public service reforms.

The analysis relies primarily on data from the Human Resources Management Information System (HRMIS), administrative records of the Department of Management of Public Officials (DMPO), institutional human resources management reports, and data from the Kosovo Institute for Public Administration (KIPA), the Treasury of the Republic of Kosovo and the Independent Oversight Board for the Civil Service of Kosovo (IOBCSK). For indicators with comparable data, the report analyses trends for 2023–2025 and changes between 2024 and 2025. However, comparisons between years must be interpreted with due regard to changes in legal scope, institutional coverage and data completeness.

At the end of 2025, HRMIS recorded 14,155 civil servants, comprising 7,544 men and 6,611 women, or 53% and 47%, respectively. The professional category accounted for the largest share of the civil service, with 10,725 employees, or approximately 75.8% of the total. Women represented 47% of those recorded in the system, compared with 42% in 2024, while equal representation of 50% women and 50% men was achieved in the professional category. Women remain underrepresented in management categories, accounting for 26% in senior management, 27% in middle management and 36% in lower management. Year-on-year changes should not automatically be interpreted as actual changes in gender composition, owing to changes in the scope of the Law on Public Officials and the institutional reporting population. The age structure highlights the importance of medium-term workforce planning. In 2025, 1,537 civil servants, or 10.9% of the total, were aged 61–65, while those aged 18–30 accounted for 8.0%. This necessitates identifying critical positions, planning staff replacement and systematically transferring institutional knowledge.

At the same time, recruitment efficiency remains a challenge. The average duration of procedures increased from 104.4 days in 2023 to 116.2 days in 2024 and 127.7 days in 2025. In the senior management category, the average reached 217.2 days. This indicates the need to analyses the time spent at each procedural stage and identify bottlenecks causing delays.

A positive development was the reduced use of acting appointees in senior management positions in the state administration for which consolidated data are available. The share of these positions held by acting appointees fell from 72% in 2024 to 47.46% in 2025, while the share filled by appointed incumbents rose from 28% to 52.54%. Nevertheless, the proportion of acting appointees remains high, and a complete consolidated indicator is not yet available for middle and lower management categories.

Regarding employment terminations, 531 cases were recorded in 2025, compared with 537 in 2024. The overall number remained almost unchanged, but the breakdown of reasons changed. Retirements increased from 270 to 298 and accounted for 56.1% of cases in 2025, while resignations decreased from 196 to 118, or 22.2% of the total. Administrative data identify the legal form of termination of employment, but do not provide sufficient information on the reasons for resignations and factors affecting staff retention.

In performance management, use of the electronic system expanded. For the 2025 cycle, 8,968 appraisals were recorded, compared with 7,983 in 2024, an increase of 985 records. The average appraisal score remained 3.18, and most appraisals, 82.69%, were rated ‘meets expectations’. However, the increase in electronic appraisals should be accompanied by improvements in the quality of individual objectives, their alignment with institutional objectives and managers’ capacity to conduct evidence-based appraisals.

In professional development, KIPA delivered 75 courses in 193 groups, training 3,791 individual civil servants over 521 training days and awarding 3,464 certifications. Using the 14,155 civil servants recorded in HRMIS as the denominator, participation in at least one KIPA activity represents 26.8% of the recorded civil service, above the 25% target set in the 2025–2027 Action Plan. The next phase should gradually shift the focus from the number of activities and participants towards measuring learning outcomes, competency development and application in the workplace.

Appeal data indicate improved efficiency in case handling. In 2025, the IOBCSK had 2,544 cases to examine and concluded 2,167 of them, raising the clearance rate from 80.32% in 2024 to 85.18% in 2025. At the same time, challenges to recruitment competitions constituted the largest category of new appeals, with 888 cases, or 42.43%, requiring further analysis of decision outcomes and their relationship with recruitment procedures.

In the salary system, civil servants' average gross salary increased from 722 euros in 2024 to 833 euros in 2025. The report presents consolidated data by category and class, while analysis of identical or comparable positions requires more detailed data. In parallel, preparations to connect HRMIS with the Treasury payroll system continued during 2025, but functional integration had not been completed by the end of the reporting period. Regular publication of easily accessible aggregate salary data and HRMIS–Treasury integration constitute two related but distinct processes within the ongoing reforms.

A cross-cutting finding of the report is the need to strengthen data governance. Of the 139 institutions recorded, 17 do not use HRMIS or use it only partially, while 82 institutional reports were received for the 2025 report. Administrative sources differ in scope and coverage and do not necessarily represent the same population. Improving data completeness, quality and reconciliation between HRMIS, the Treasury, KIPA, the IOBCSK and institutional reports is therefore a prerequisite for more reliable reform monitoring.

In the coming period, priorities should focus on completing job organization, classification and systematization; making centralized recruitment operational and more efficient; further reducing the use of acting appointees; strengthening performance management; workforce planning and knowledge management; professional development based on competencies and outcomes; improving data quality and system integration; and increasing salary system transparency. Annual reporting should gradually evolve from presenting activities and administrative data towards measuring outcomes and using them to inform decision-making and human resources management policies.

1. Introduction

1.1. Purpose, scope and methodological approach

The Human Resources Management Report for 2025 was prepared pursuant to Article 13, paragraph 1.10, of Law No. 08/L-197 on Public Officials, under which the ministry responsible for public administration prepares and publishes the Annual Human Resources Management Report. At the same time, Article 16 of the Law establishes the responsibility of Human Resources Management Units in public institutions to prepare annual institutional reports and submit them to the Department for Management of Public Officials (DMPO).

The report aims to provide an integrated, data-based overview of the state of affairs and developments in human resources management in public institutions, identifying trends, results, challenges and areas requiring further intervention. It is intended to serve not only as a reporting instrument, but also as a basis for decision-making, personnel planning and policy development in the public service.

The overview of public sector employees includes various categories of public officials, according to the scope of the relevant sources. The detailed analysis in the following chapters focuses on civil servants. Where an indicator covers only civil servants in the state administration or a specific group of institutions, its scope is explicitly defined in the text, table or figure. Data on other categories of public officials are presented separately and are not included in the calculation of civil service indicators.

The 2025 report constitutes the second annual reporting cycle under the new methodology for the Annual Human Resources Management Report. The methodology was developed with OECD/SIGMA support and approved by Decision No. 0522/2025 of 12 September 2025. It was first applied in preparing the Human Resources Management Report for 2024[1], which was approved and published in September 2025.

The methodological approach combines descriptive statistics with trend analysis and comparisons between institutions, administrative levels, employee categories and demographic groups. For indicators with comparable data, the analysis includes trends for 2023–2025, while in certain areas comparisons focus on changes between 2024 and 2025. Data are presented through tables, figures and key indicators relating, among other matters, to the structure of the civil service, recruitment, management positions, termination of employment, performance appraisal, integrity and discipline, appeals, professional development and salaries.

Regular preparation and publication of this report under the new methodology are also linked to the implementation of human resources management reforms, including the commitment to continue approving and publishing the report regularly each year.

[1] https://mpb.rks-gov.net/Uploads/Documents/Pdf/AL/9318/Raporti%20p%C3%ABr%20Menaxhimin%20e%20Burimeve%20Njer%C3%ABzore%202024%20Shtator%202025.pdf

1.2. Data sources and verification

The principal data sources used to prepare the report are the Human Resources Management Information System (HRMIS), DMPO administrative data and records, annual institutional human resources management reports, data from the Kosovo Institute for Public Administration (KIPA), data from the Treasury of the Republic of Kosovo and the Ministry of Finance, Labour and Transfers, and data from the Independent Oversight Board for the Civil Service of Kosovo.

To prepare the 2025 report, the DMPO received 82 institutional reports prepared in the standardized format: 29 from municipalities; 12 from independent agencies, independent constitutional institutions and other independent institutions; and 41 from the state administration and public service institutions. The reports received were used as supplementary sources for the analysis alongside administrative data and central systems. Indicators derived from these reports reflect only the reporting institutions and cannot automatically be generalised to the entire civil service.

The sources used to prepare the report differ in scope and institutional coverage. The number of identified institutions, HRMIS use, annual institutional reports and personnel plans do not necessarily represent the same population.

1.3. Data limitations

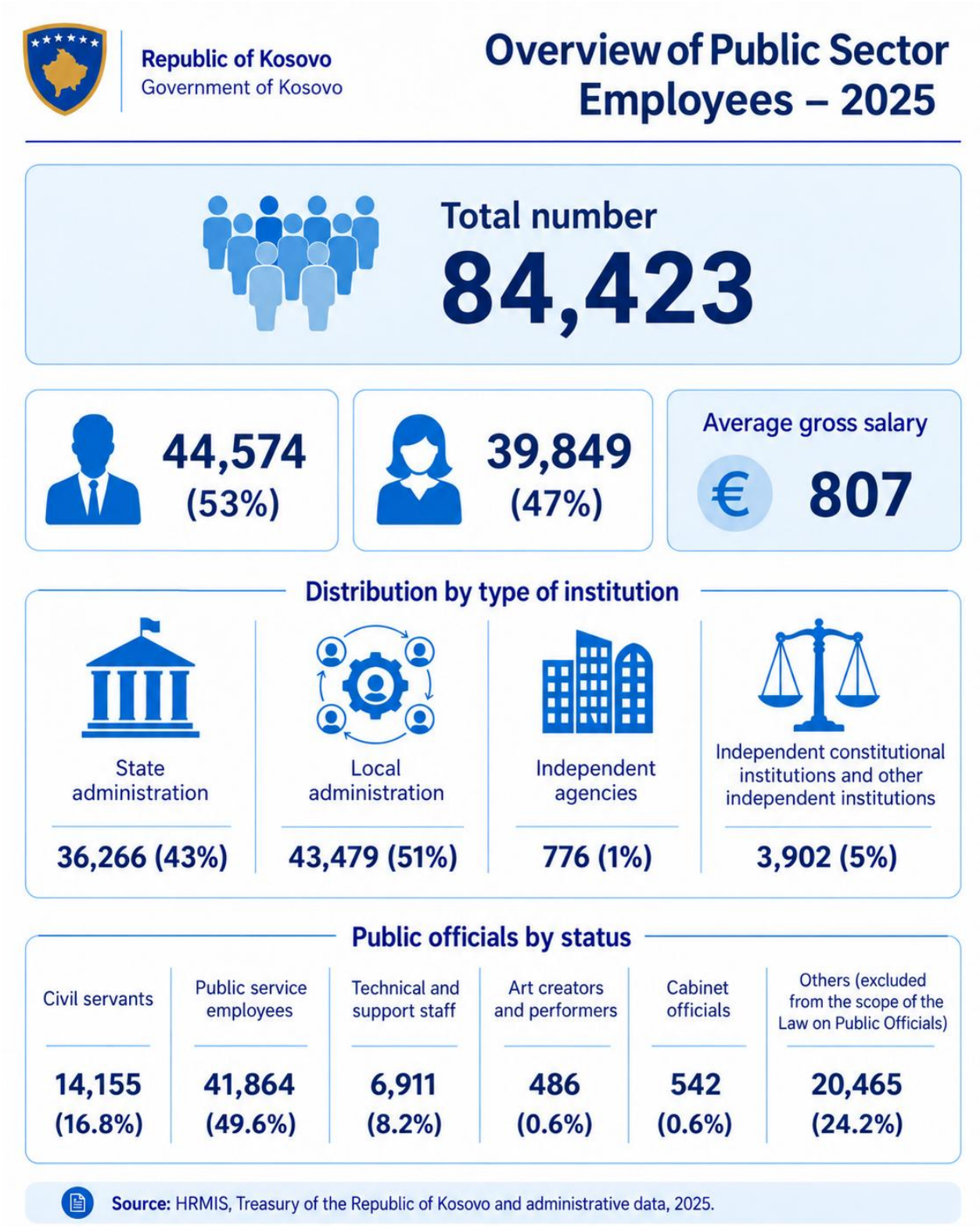
Interpretation of this report's results must take account of several limitations concerning data completeness, quality and comparability. Some institutions have not yet completed internal organization and job classification, while in some cases public officials' status and data are not fully updated. These circumstances particularly affect indicators relating to organizational structure, vacancies, job classification and systematization, and the status of acting appointees.

A significant limitation concerns HRMIS use. Of the 139 institutions recorded in the report, 17 do not use the system or use it only partially, without using all modules or regularly updating data. Consequently, for some indicators, information in HRMIS is incomplete and does not always allow consolidated indicators to be produced for the entire institutional population.

Comparability between years may also be affected by changes in legal scope, institutional classification and data completeness. Changes in absolute employee numbers or individual indicators are therefore not automatically interpreted as actual increases or decreases without considering changes in the population and data quality. Where these limitations are relevant to a particular indicator, they are also identified in the corresponding chapter of the report.

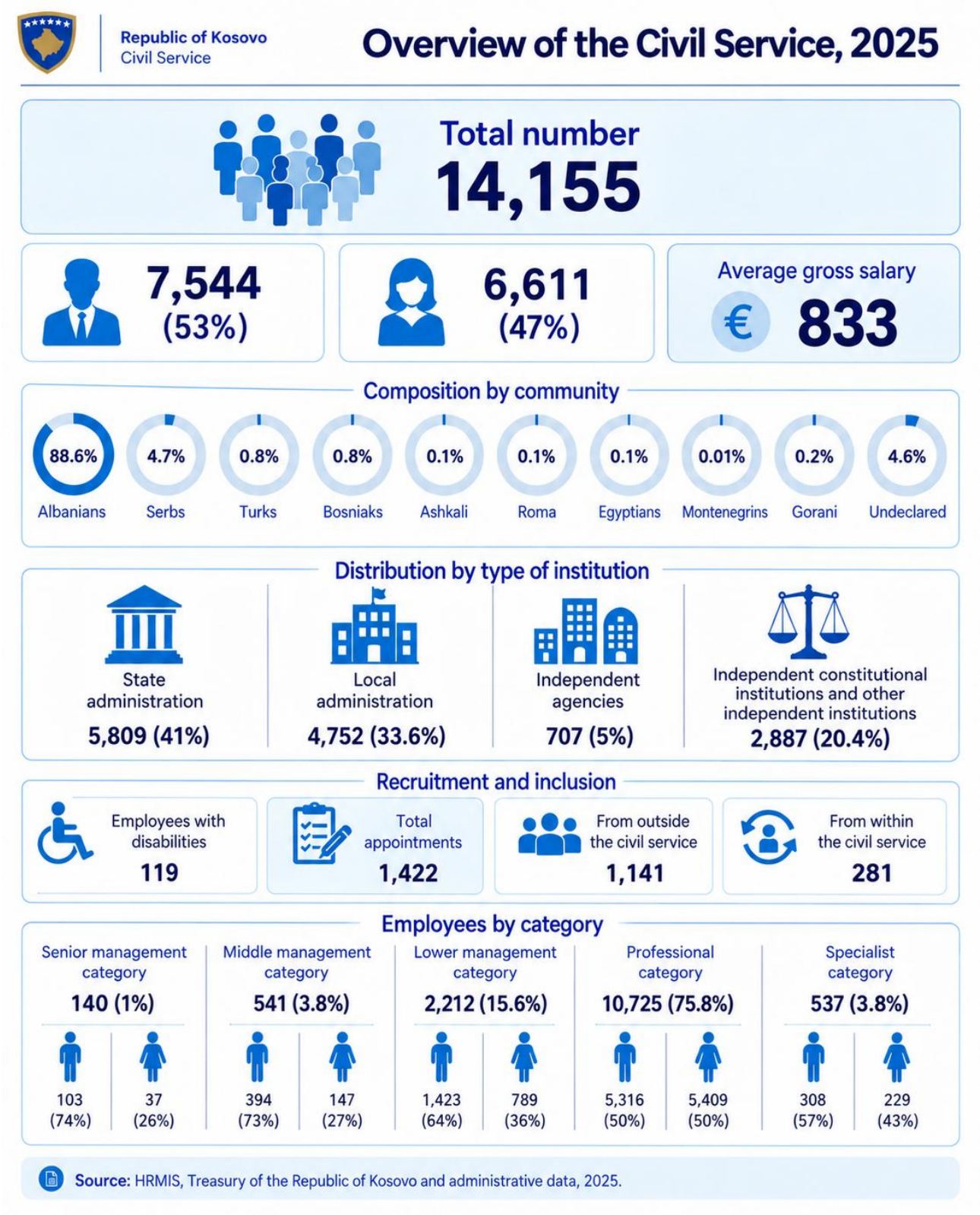
2. Overview of public sector employees

This chapter provides an overview of public sector employees by category and according to the scope of the relevant sources. The data provide context for the structure of public employment and are not automatically used as the basis for calculating civil service indicators, which are addressed separately in the following chapters.



3. Overview of the civil service

Methodological note: The indicators in this chapter refer to civil servants included in the relevant source. Data on the number and composition of civil servants reflect the situation as at 31 December 2025, while appointment data cover the period from 1 January to 31 December 2025. Specific coverage limitations are noted alongside the relevant indicators.



4. Key legislative and organizational developments

4.1. Legal framework for public officials

During 2025, the main development in the legal framework for managing public officials was the publication and entry into force of Law No. 08/L-294[2] on Amending and Supplementing Law No. 08/L-197 on Public Officials. The Law, adopted by the Assembly on 30 October 2024, was published in the Official Gazette on 2 June 2025 and provides for entry into force 15 days after publication. The amendments concern, among other matters, the Law's scope and the status of certain categories of employees, designation of the unit responsible for managing public officials, designation of acting appointees, placement of employees, and appointment acts or employment contracts. These amendments are important for interpreting the 2025 data. The provisions on scope and employee status require verification of the comparability of civil servant numbers between years; the provisions on the responsible unit and acting appointees relate to the organization of recruitment and monitoring of management positions; and the provisions on categorization and appointment acts relate to job classification and systematization. The actual impact of each amendment on the reported indicators must be established through institutional data and cannot be assumed solely from the legislative change. These matters are addressed further in Chapters 5 and 6.

In recruitment, Regulation No. 07/2025[3] on the Admission Procedure in the Civil Service was adopted by the Government on 5 June 2025, but was published in the Official Gazette on 9 January 2026. Its adoption in 2025 should therefore not be presented as the start of implementation of the new Regulation during the reporting period. Regulation (GRK) No. 15/2023, amended and supplemented by Regulation (GRK) No. 05/2024, remained part of the secondary legislation governing admission in 2025 and was repealed by the new Regulation. Non-publication of Regulation No. 07/2025 within the reporting year was an element of the transition to the new recruitment model. However, the specific consequences for the types of procedures that could be initiated, the responsible institutions and procedures still underway are addressed in Chapter 6.

For job classification and appraisal of work performance, Regulation (GRK) No. 06/2024[4] on Classification of Jobs in the Civil Service and Regulation (GRK) No. 26/2024[5] on Appraisal of Work Performance continued to serve as reference instruments in 2025. Implementation of classification is linked to the categorization and systematization of positions, while performance appraisal results and coverage are addressed in Chapter 8.

[2] https://gzk.rks-gov.net/ActDetail.aspx?ActID=106339

[3] https://gzk.rks-gov.net/ActDetail.aspx?ActID=115096

[4] https://gzk.rks-gov.net/ActDetail.aspx?ActID=87458

[5] https://gzk.rks-gov.net/ActDetail.aspx?ActID=97873

4.2. Department for Management of Public Officials

The Department for Management of Public Officials (hereinafter DMPO) operates within the Ministry of Digitalization and Public Administration and is responsible for developing policies for public officials and monitoring their implementation. Its purpose is to ensure a sustainable and professional civil service based on merit, moral integrity and political impartiality, serving the citizens, businesses and institutions of the Republic of Kosovo.

Law No. 08/L-197 on Public Officials provides that the ministry responsible for public administration shall have an administrative unit responsible for exercising the powers established by this Law. Following the transfer of public administration responsibilities to the Ministry of Digitalization and Public Administration, the DMPO continued to operate within MDPA, while the Department's internal organization and job systematization in 2025 continued to be based on the structure established by Regulation No. 01/2021 on Internal Organization and Systematization of Jobs in the Ministry of Internal Affairs.

The DMPO comprises four divisions:

- Division of Salary Policies and Development of Functional Structures;
- Division of Human Resources Policies and Capacity Development in Public Administration;
- Division of Recruitment Development and Inspection;
- Division of Administration of the Human Resources Management Information System.

During 2025, the DMPO continued implementing and monitoring policies for managing public officials, supporting institutions in implementing the Law on Public Officials, the Law on Salaries and the relevant secondary legislation. Support was provided through advice and interpretations on implementing legislation, review of internal organization regulations, provision of comments and prior approvals/advisory opinions, and support for classification and institutional restructuring processes.

A particular focus in 2025 was strengthening the capacity of Human Resources Management Units and preparing to implement changes in the recruitment system. For this purpose, the DMPO organized six (6) workshops with HRMUs on legislative changes, recruitment procedures, performance appraisal, job classification and HRMIS use.

Regarding recruitment, the Law on Public Officials assigned the DMPO new responsibilities for conducting admission procedures for state administration institutions. However, the centralized recruitment model was not yet operational in practice in 2025. The reporting period was characterized primarily by changes in primary and secondary legislation, institutional preparations and the necessary HRMIS adaptations to implement the new recruitment model. The legal transfer of powers to the DMPO must therefore be distinguished from the operational commencement of centralized recruitment procedures.

In terms of institutional capacity, progress was made in filling DMPO staff positions in 2025. At the end of the reporting period, the Department had 26[6] employees, comprising 19 women and 7 men. Ten (10) positions were filled during the year, six (6) through regular recruitment procedures and four (4) through the Young Cell Scheme programme. With these appointments, the DMPO filled its budgeted positions, strengthening its capacity to exercise its expanded responsibilities in managing public officials.

4.3. Kosovo Institute for Public Administration

The Kosovo Institute for Public Administration (hereinafter KIPA) is an Executive Agency within the Ministry of Digitalization and Public Administration and is responsible for implementing training, professional development and capacity-building policies and strategies in the civil service.

KIPA's organizational structure comprises 19 positions, while it currently has 18 employees. In 2025, KIPA completed the selection process for its Director General. During 2025, recruitment procedures were conducted for three (3) vacancies, all Senior Officer positions: two for organizing training and one for developing central-level curricula. As at 31 December 2025, one (1) vacancy resulting from retirement was also reported.

During 2025, KIPA completed the Training Needs Assessment and, based on its findings, developed central- and local-level curricula used to prepare the Annual Training Plan for 2026. The Institute also enhanced tools for monitoring and evaluating training quality, including electronic evaluation. Training activities, coverage, results and funding are presented in Chapter 11. KIPA also continued domestic and international cooperation with public administration schools and institutions and international organizations operating in Kosovo, signing cooperation agreements that are strengthening KIPA's training role.

Table 1. New cooperation agreements signed by KIPA in 2025

No.	KIPA Cooperation Agreements 2025	Date/Year
1.	Agency for Prevention of Corruption	20.08.2025
2.	Aristotle University of Thessaloniki	08.10.2025
3.	Integrated Water Resources Management Programme in Kosovo (IWRM-K) – Phase 2	29.10.2025

Source: Official KIPA data.

[6] *Clarification: Review of the data reported for the preceding year established that six (6) positions filled in 2025 had incorrectly been recorded as appointments in the previous reporting period. The data have been reviewed and corrected in accordance with the actual period in which recruitment took place.*

4.4. Human Resources Management Information System (HRMIS)

The Human Resources Management Information System is a central electronic system serving human resources management across all public institutions of the Republic of Kosovo, as established under Article 19 of Law No. 08/L-197 on Public Officials. The ministry responsible for public administration, specifically the DMPO, is responsible for administering, maintaining and developing the system.

HRMIS comprises three main components:

- The electronic database and human resources management modules;
- The single website for competition and appointment procedure[7]s; and
- The platform for electronic testing and assessment of candidates.

The system supports the main employment lifecycle management processes, including personnel planning, recruitment, appointment, transfer, performance appraisal, management of leave and disciplinary measures, termination of employment and statistical reporting.

HRMIS is connected to several other public systems and registers, including the Civil Register, the official user account system (Active Directory), the attendance management system, KIPA's training system and the Kosovo Pension Savings Trust. The connection to the Trust, completed in 2024, enabled electronic generation of the relevant supporting evidence during the application process, eliminating the need for candidates to submit the document.

During 2025, preparations continued to connect the Human Resources Management Information System (HRMIS) with the Treasury payroll system, and initial coordination took place between the DMPO and the Treasury. This development relates to the commitment in the Reform Agenda under the Growth Plan to automate salary payments by connecting HRMIS with Kosovo's financial management system.

Alongside system development, support to HRMUs in using HRMIS continued in 2025. Training and support sessions covered new and existing modules, data entry and updating, and practical problems encountered in using the system, with the aim of improving the accuracy and quality of human resources data.

The DMPO continued administering and maintaining HRMIS and providing technical support to ensure the system's continuous operation and users' access to electronic services.

[7] https://konkursi.rks-gov.net/

4.5. Salary system

Implementation of Law No. 08/L-196 on Salaries in the Public Sector and the relevant secondary legislation continued in 2025. In this context, progress in internal organisation, job classification and systematisation in public institutions was one of the factors directly affecting implementation of the salary system.

The DMPO continued supporting institutions in defining and harmonising categories, classes, and general and specific groups of positions, in accordance with the Law on Public Officials, the Law on Salaries in the Public Sector and the relevant secondary legislation. In institutions that advanced their organisation and systematisation processes, position classification was also reflected in appointment acts and the relevant employment documentation, including determination of the salary class for each position.

These processes are important for uniform implementation of the salary system, as they establish the link between a position, its category and class, and the corresponding salary level. The DMPO's role in standardising position classification and supporting institutions in implementing the legal framework therefore remains an important component of salary system consistency and transparency.

In parallel, preparations continued in 2025 to harmonise and connect data between the Human Resources Management Information System (HRMIS) and the Treasury payroll system. As explained in greater detail in Section 4.2, legal, technical and coordination steps were taken during the year to establish this connection, but functional integration of the two systems had not been completed by 31 December 2025.

As part of salary policy implementation, the Committee for Experts, established by Government Decision No. 09/230 and chaired by the DMPO representative, also operated in 2025. The Committee handled six (6) requests from public institutions pursuant to Law No. 08/L-196 on Salaries in the Public Sector and Regulation (GRK) No. 22/2024 on Experts, as follows:

- The request from the Aeronautical Accident and Incident Investigation Commission (AAIIC), Office of the Prime Minister, was handled;
- Requests from the Ministry of Defense and the Kosovo Forensic Agency/MIA were examined;
- Two requests from the Water Services Regulatory Authority were received and handled, including the issuance of Rejection Decision No. 04/2025; and
- Examination of the Civil Aviation Authority's request was discontinued following the Supreme Court's annulment of Regulation (CAA) No. 01/2025.

4.6. Internal organisation and job classification

As at 31 December 2025, of the 15 ministries and the Office of the Prime Minister, 13 ministries, or 81.25%, had adopted internal organization regulations, while the Office of the Prime Minister, the Ministry of Defense and the Ministry of Culture, Youth and Sport were still drafting them. Of the 43 Executive Agencies employing civil servants, 22, or 51.16%, had adopted internal organization regulations after receiving prior approval from the DMPO. Overall, approximately 59.32% of state administration institutions had adopted internal organization regulations.

The data show continued progress in adopting internal organization regulations, but the process had not been completed by the end of 2025. With 59.32% of the covered institutions having adopted regulations, the result remained below the 95% target. Completing the remaining regulations, job classification and placement of civil servants within the new structures remain key priorities for the subsequent period.

During 2025, the DMPO reviewed and provided comments on the compliance of draft internal organization regulations for 28 central and local institutions. In the same period, 10 decisions granting prior approval of regulations were issued at ministerial level, while the Prime Minister gave final approval to five (5) internal organization regulations. These processes contributed to gradual progress in job organization and classification, although a considerable proportion of institutions were still undergoing the process at year-end.

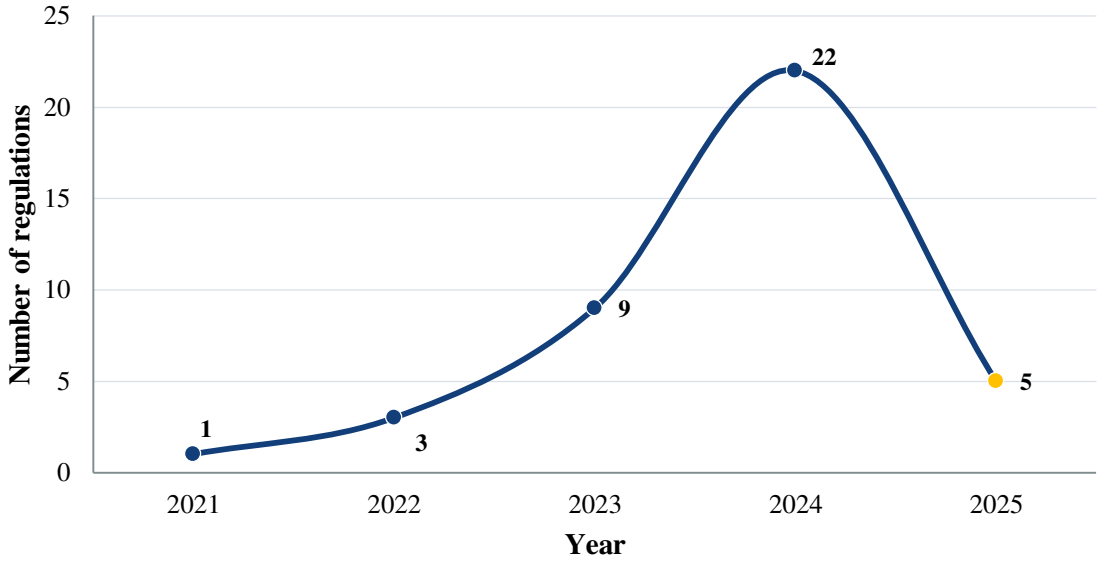


Figure 1. Number of internal organization regulations adopted by year, 2021–2025

Source: DMPO.

5. Structure and composition of the civil service

5.1. Categories and gender composition

Article 38 of the Law on Public Officials establishes the civil service classification procedure, further specified in Regulation (GRK) No. 06/2024 on Classification of Jobs in the Civil Service. Under the Law and Regulation, civil service positions are classified into five (5) categories:

- **The senior management category (SMC),** comprising the Secretary General, the Director General of an independent or regulatory agency, the Executive Director and Deputy Director of an executive agency, and equivalent positions;
- **The middle management categor**y **(MMC)**, comprising Department Director positions and equivalent positions;
- **The lower management category (LMC)**, comprising Head of Division positions and equivalent positions;
- **The specialist category (SC),** comprising professionals in fields requiring specific qualifications; and
- **The professional category (PC**), comprising professional officers.

The Law provides that every civil service position shall be classified into a specific class based on its duties, responsibilities and requirements. The senior management, middle management, lower management and specialist categories each have one class, while the professional category comprises three classes: Profe*ssional 1, Professional 2 and Professional 3.*

Job classification also directly affects implementation of Law No. 08/L-196 on Salaries in the Public Sector, as determination of a position's category and class is linked to the corresponding salary coefficient. Completion of classification and systematization is therefore a prerequisite both for managing the civil service structure and for consistent implementation of the salary system.

As at 31 December 2025, HRMIS recorded 14,155 civil servants, comprising 7,544 men and 6,611 women. Women accounted for 47% of all civil servants recorded in the system, compared with 42% in 2024. However, this change should not be interpreted directly as an actual increase in women's representation, given changes in the scope of the Law on Public Officials (LPO), which have resulted in some institutions no longer being included in the institutional reporting population.

By institutional level, women's representation is highest in independent constitutional institutions and other independent institutions, where they account for 54% of civil servants. Women account for 46% in the state administration, 49% in independent agencies and 43% at local level.

At the end of 2025, HRMIS recorded 14,155 civil servants, compared with 15,172 in 2024. The difference of 1,017 employees cannot be interpreted directly as a reduction in civil servant numbers or the workforce without considering changes in the scope of the LPO and data comparability between the two years.

Under the amendments to the LPO, employees of the Agency for Protection of Classified Information, the Tax Administration of Kosovo, the Air Navigation Services Agency, the Kosovo Security Council, the Central Bank of the Republic of Kosovo, the Kosovo Pension Savings Trust, the Health Insurance Fund and the Kosovo Energy Efficiency Fund, as well as correctional officers in the Kosovo Correctional Service, were excluded from the scope of the Law.

Excluding these institutions and categories from the scope of the LPO has significantly affected the number of officials included in HRMIS data and, consequently, the comparability of indicators between the two years.

Consequently, excluding these employees and categories from the scope of the LPO has significantly contributed to the reduction in the number of officials included in HRMIS data and thus the overall number of civil servants recorded in the system, also affecting the comparability of indicators between the two years.

Table 2. Gender representation by category, 2025

	State administration[8]		**Local administration[9]**		**Independent agencies[10]**		**Independent constitutional institutions and other institutions[11]**		**% by category**		**Total**
	M	F	M	F	M	F	M	F	M	F	
Senior management category	54	15	0	0	11	6	38	16	74%	26%	140
Middle management category	256	89	0	0	44	10	94	48	73%	27%	541
Lower management category	649	399	589	218	64	53	121	119	64%	36%	2212
Professional category	2089	2041	1932	1715	229	268	1066	1385	50%	50%	10725
Specialists	116	101	177	121	15	7	0	0	57%	43%	537
Total	**3164**	**2645**	2698	2054	363	344	1319	1568	7544	6611	**14155**
	54%	46%	57%	43%	51%	49%	46%	54%	53%	47%	

Source: HRMIS/DMPO.

[8] Office of the Prime Minister, Ministries, Executive Agencies and Regulatory Agencies
[9] 38 municipalities of the Republic of Kosovo.
[10] Agencies established under Article 142 of the Constitution of the Republic of Kosovo
[11] Independent Constitutional Institutions, Presidency of the Republic of Kosovo, Constitutional Court of the Republic of Kosovo, Justice System, Assembly of the Republic of Kosovo

Gender representation varies considerably by position level. Gender balance has been achieved in the professional category, with women and men each accounting for 50%, while women account for 43% of specialists. The gap remains more pronounced in management positions: women account for 36% of lower management, 27% of middle management and 26% of senior management.

Table 3. Trend in women's representation in the civil service by category, 2024–2025

Category	Women 2024	Women 2025	Change 2024–2025
Senior management category	23%	26%	**+3 p.p.**
Middle management category	26%	27%	**+1 p.p.**
Lower management category	34%	36%	**+2 p.p.**
Professional category	44%	50%	**+6 p.p.**
Specialists	43%	43%	0 p.p.
Civil service – total	**42%**	**47%**	**+5 p.p.**

Source: HRMIS; Human Resources Management Report 2024 and data for 2025.

Comparison with 2024 shows a positive trend. Women's representation increased from 23% to 26% in senior management, from 26% to 27% in middle management and from 34% to 36% in lower management. The greatest improvement was recorded in the professional category, where women's share increased from 44% to 50%.

Article 101 of the Constitution provides that 'The composition of the civil service shall reflect the diversity of the people of Kosovo and take into account internationally recognized principles of gender equality.' To achieve gender equality in public institutions, Article 50 of the Law on Public Officials provides that candidates from communities, persons with disabilities and the underrepresented gender, where they meet the conditions for appointment under this Law, shall have priority for appointment to a vacancy in order to meet the representation quota or the quota required by law. Article 13, paragraph 5, of Regulation (GRK) No. 15/2023 on the Admission Procedure in the Civil Service provides that public institutions may open recruitment procedures exclusively to members of the underrepresented gender in order to achieve equal gender representation in public institutions.

During 2025, public institutions conducted 13 recruitment procedures dedicated to the underrepresented gender, receiving 517 applications and resulting in 4 appointments recorded in HRMIS, while 9 procedures ended without a successful candidate. These procedures demonstrate the practical use of affirmative measures provided for in the legal framework to improve gender representation.

5.2. Representation of non-majority communities

The Constitution of the Republic of Kosovo guarantees equitable representation of communities in public institutions. Article 61 establishes the right of communities and their members to equitable representation in employment in public bodies, while Article 101 requires the composition of the civil service to reflect the diversity of Kosovo's people. These principles are also operationalised through Article 10 of Law No. 08/L-197 on Public Officials, which establishes the minimum representation quota for non-majority communities in central public institutions, while municipal-level representation is linked to the population composition of the municipality concerned.

According to HRMIS data, 88.6% of civil servants self-identified as Albanian, while those identifying as members of non-majority communities account for approximately 6.9% of all civil servants. The Serb community is the largest non-majority group at 4.7%, followed by the Turkish and Bosniak communities at 0.8% each. Ethnicity was not declared for 645 civil servants, or 4.6% of the total (Table 4).

Table 4. Civil servants by ethnicity and institutional level, 2025

Ethnicity	State administration		Local administration		Independent agencies		Independent constitutional institutions and other institutions		Total	Total %
Albanian	5158	88.8%	4105	86,4 %	661	93.5%	2615	90.6%	**12539**	**88.6%**
Serb	312	5.4 %	306	6,4 %	17	2,4%	30	1.0%	**665**	**4.7%**
Turkish	51	0,9 %	52	1,1 %	6	0,8%	8	0,3%	**117**	**0.8%**
Bosniak	48	0,8 %	54	1,1 %	3	0,4%	15	0,5%	**120**	**0.8%**
Ashkali	2	0,0%	12	0,3%	0	0.0%	0	0.0%	**14**	**0,1%**
Roma	7	0,1%	5	0,1%	0	0.0%	1	0.0%	**13**	**0,1%**
Montenegrin	2	0,0%	0	0,0%	0	0.0%	0	0.0%	**2**	**0,0%**
Egyptian	4	0,1%	9	0,2%	1	0.1%	0	0.0%	**14**	**0,1%**
Gorani	7	0,1%	19	0,4%	0	0.0%	0	0.0%	**26**	**0,2%**
Undeclared	218	3,8 %	190	4,0 %	19	2,7%	218	7.6%	**645**	**4.6%**
Total	5809	100%	4752	100%	707	100%	2887	100%	**14155**	**100%**

Source: HRMIS/DMPO.

The distribution varies by institutional level. Most employees from non-majority communities are concentrated in the state and local administrations, while their representation in independent agencies and independent constitutional institutions is lower. Independent constitutional institutions and other independent institutions also have the highest proportion of undeclared ethnicity data, at 7.6%.

These data provide an overview of community representation in the civil service, but should not, on their own, be used to measure compliance with the statutory 10% quota at central level. The statutory quota relates to the population and categories defined in the Law, while Table 4 presents only the composition of civil servants. Assessing quota compliance requires a separate calculation for the relevant institutional population. To achieve the statutory quotas, the Government has undertaken a series of affirmative measures.

The legal framework provides affirmative measures to improve the representation of non-majority communities, including priority in appointment where statutory conditions are met, the possibility of procedures dedicated to underrepresented communities, and inclusion in recruitment notices of the right to equitable and proportional representation. In 2025, public institutions conducted 48 recruitment procedures dedicated to members of underrepresented communities, receiving 501 applications. These resulted in 4 appointments recorded in HRMIS; 27 procedures ended without a successful candidate; and for 17 procedures, appointments were not recorded in the system because of appeals and failure to update system data.

A significant limitation in monitoring community representation is that ethnicity data rely on self-declaration. At the end of 2025, 645 civil servants, or 4.6% of the total, had not declared their ethnicity in HRMIS. The absence of these data limits the accuracy of representation analysis and quota monitoring; results must therefore be interpreted with this limitation in mind.

5.3. Representation of persons with disabilities

Article 11 of the Law on Public Officials requires public institutions to ensure the representation of persons with disabilities in the civil service, guaranteeing appropriate working conditions and equal treatment in employment. Under this statutory requirement, each public institution shall employ at least one (1) person with disabilities for every fifty (50) employees. This obligation also applies to institutions with fewer than fifty (50) employees, which shall employ at least one person with disabilities. The Law also allows public institutions to conduct recruitment procedures exclusively for persons with disabilities in order to meet the statutory quota.

Similarly, Article 50 of the Law on Public Officials guarantees priority in appointment for candidates from underrepresented categories, including persons with disabilities, with the aim of achieving equitable and proportional representation in the civil service. Secondary legislation governing recruitment procedures also requires institutions to state in competition notices the right of persons with disabilities to equal and proportional representation.

According to data from 82 individual institutional reports, 119 civil servants with disabilities were recorded at the end of 2025: 66 in the state administration, 48 at local level and 5 in independent agencies.

Compared with 2024, when reporting institutions recorded 127 civil servants with disabilities, the recorded number decreased by eight. However, this change should not necessarily be interpreted as an actual decline in employment of persons with disabilities, as recording relies on self-declaration and data completeness may vary between years.

Table 5. Number of civil servants with disabilities by institutional level, 2024–2025

Institution type	2024	2025	Change
State administration	85	66	**-19**
Local level	37	48	**+11**
Independent agencies	1	5	**+4**
Independent constitutional institutions and other independent institutions	4	0	**-4**
Total	**127**	**119**	**-8**

Source: Human Resources Management Report 2024 and Individual Institutional Reports for 2025.

5.4. Age structure

The age structure shows that 81.2% of civil servants are aged 31–60. The largest age group is 41–50, at 28.5%, followed by 31–40 at 27.9% and 51–60 at 24.8%. The 61–65 age group is presented separately to provide a clear picture of the number of employees expected to retire over the next five years.

Table 6. Composition of civil servants by age group, 2024–2025

Age group	Number 2024	% 2024	Number 2025	% 2025	Change in p.p.
18–30	990	6.5%	1,137	8.0%	**+1.5**
31–40	3,875	25.5%	3,945	27.9%	**+2.4**
41–50	4,217	27.8%	4,029	28.5%	**+0.7**
51–60	3,912	25.8%	3,507	24.8%	**-1.0**
61–65	1,810	11.9%	1,537	10.9%	**-1.0**
Missing age data	368*	2.4%*	–	–	–

Source: HRMIS; Human Resources Management Report 2024 and data for 2025.

Comparison with 2024 shows an increase in the share of younger age groups in the civil service. The share aged 18–30 increased from 6.5% to 8.0%, while the share aged 31–40 increased from 25.5% to 27.9%. At the same time, the share aged 61–65 decreased from 11.9% to 10.9%.

Meanwhile, 1,537 civil servants, or 10.9% of the total, are aged 61–65 and are expected to reach retirement age in the coming years. This underscores the importance of linking demographic data to personnel planning, recruitment, succession planning and institutional knowledge transfer.

5.5. Personnel planning, vacancies and acting appointees

Civil service vacancy planning is carried out through institutional personnel plans, which form the basis for the General Personnel Plan. Pursuant to Article 13, paragraph 1.9, of the Law on Public Officials, the ministry responsible for public administration is responsible for preparing and approving this plan.

The General Personnel Plan for 2025 was prepared on the basis of personnel plans submitted through HRMIS by 98 institutions. It identified 4,675 positions planned to be filled, of which 2,564 were in the civil service. Of these, 1,483 were in the state administration, 154 in independent institutions and agencies, and 927 at local level.

The number of reporting institutions depends on the institutions submitting their personnel plans through HRMIS. The General Personnel Plan for 2024 was based on plans from 105 institutions, compared with 98 for 2025. Consequently, the data presented reflect only positions reported by institutions that submitted their plans and do not necessarily represent all vacant or planned positions in the civil service.

Table 7. Civil service vacancies planned to be filled, 2025

Category	State Administration	Independent Institutions and Agencies	Municipalities	Number of vacancies
Senior Management Category	33	5	-	38
Middle Management Category	72	16	-	88
Lower Management Category	238	50	177	465
Specialist Category	2	-	12	14
Category Professional	1138	83	738	1959
Total:	**1483**	**154**	**927**	**2564**

Source: General Personnel Plan for 2025

Of the 2,564 civil service positions planned to be filled, 591 were management positions: 38 in senior management, 88 in middle management and 465 in lower management. The considerable number of vacancies at management levels highlights the importance of accelerating recruitment procedures and limiting the use of acting appointments.

Article 35 of Law No. 08/L-197 on Public Officials regulates the designation of acting appointees to vacant management positions. HRMIS allows acting status to be recorded, but incomplete use of this field across institutions does not yet allow reliable data to be produced for all management categories.

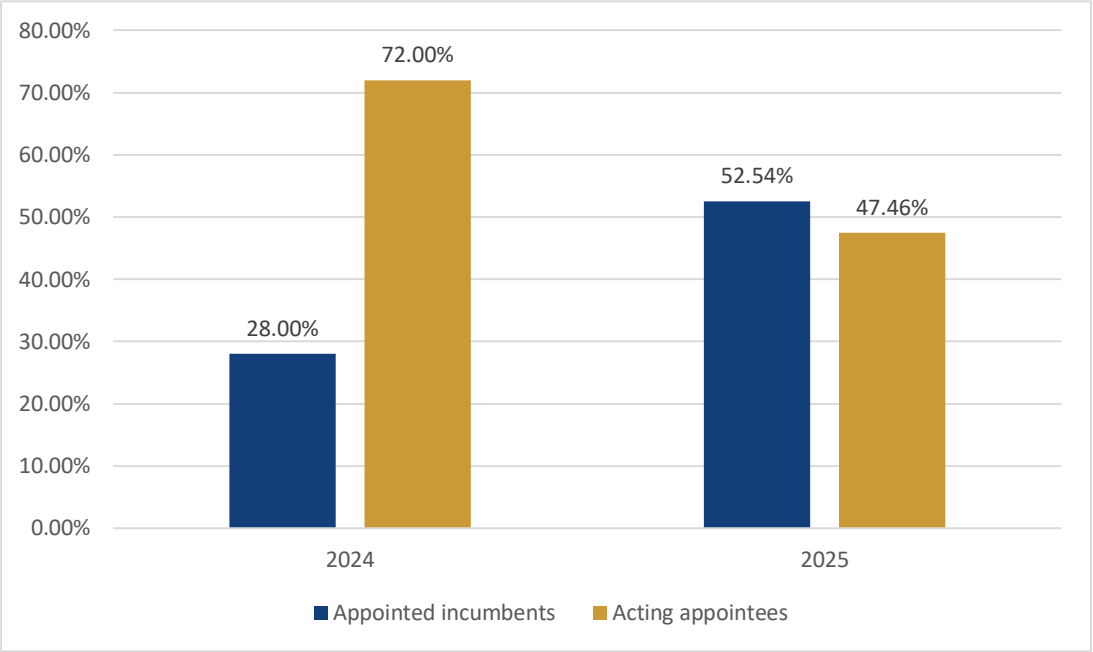


Figure 2. Senior management positions by status in the state administration, 2024–2025

Table 8. Trend in senior management positions by status, 2024–2025

SMC position status	2024	*2025*	Change
Appointed incumbents	28.00%	*52.54%*	**+24.54 p.p.**
Acting appointees	72.00%	*47.46%*	**-24.54 p.p.**

Source: DMPO; Human Resources Management Report 2024 and data for 2025.
Methodological note: Data on the status of senior management positions cover state administration institutions for which the DMPO holds consolidated records. No overall indicator of acting appointees is presented for middle and lower management categories because of limitations in the completeness of HRMIS data on this status.

The data show a significant improvement compared with the previous year. The share of senior management positions held by acting appointees decreased from 72% in 2024 to 47.46% in 2025, a reduction of 24.54 percentage points. At the same time, the share filled by appointed incumbents increased from 28% to 52.54%.

During 2025, 35 recruitment competitions were opened for senior management positions, and 12 resulted in appointments in this category.

The General Personnel Plan for 2025 identifies 72 middle management and 238 lower management vacancies in the state administration, but these vacancies cannot automatically be equated with positions held by acting appointees. The report therefore does not calculate the proportion of acting appointees for these two categories. Completing HRMIS data on acting status remains necessary for comprehensive monitoring of this indicator.

To assess implementation of the General Personnel Plan, Figure 3 compares the number of civil service positions planned to be filled with the number of appointments made in 2025.

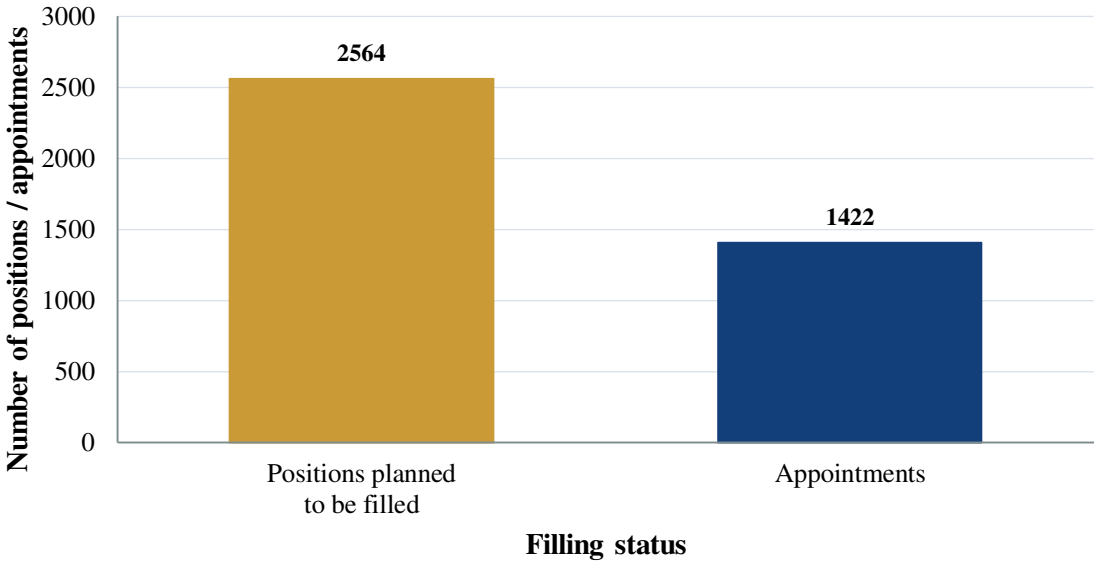


Figure 3. Positions planned to be filled and appointments to the civil service, 2025

(Source: General Personnel Plan for 2025 and HRMIS appointment data)

5.6 Temporary employment in the civil service

During 2025, a total of 458 fixed-term employment procedures were opened across all institutions, of which 125 were successful.

Of all procedures opened, 30 were in the state administration, while of the 125 successful procedures, 18 were successful in the state administration.

Most fixed-term employment procedures provided for a contract duration of two to three years.

6. Recruitment in the civil service

6.1. Recruitment competitions in the civil service

The data in this chapter refer to recruitment procedures for civil service positions, according to the scope of HRMIS and the relevant DMPO records. Where indicators are presented separately for the state administration, local level or independent institutions, this distinction is identified in the relevant tables and figures.

During 2025, 1,921 recruitment competitions were announced for civil service employment, compared with 1,638 in 2024, an increase of approximately 17%. The largest number in 2025 was recorded at local level, with 854 competitions, followed by the state administration with 734, independent constitutional institutions and other independent institutions with 246, and independent agencies with 87.

Compared with 2024, the number of recruitment competitions in the state administration decreased from 878 to 734, while at local level it increased from 621 to 854. For independent agencies, the number decreased from 104 to 87. Data for all years and public administration levels are presented below:

Table 9. Number of recruitment competitions by institutional level/type, 2023–2025

Institution type	Number of competitions 2023	Number of competitions 2024	Number of competitions 2025
State Administration	451	878	734
Local Level	853	621	854
Independent Agencies	75	104	87
Independent constitutional institutions and independent institutions	//	35	246
Total: competitions	**1379**	**1638**	**1921**

Source: HRMIS/DMPO.

6.2. Competitiveness and participation in recruitment procedures

The following table presents data on the number of recruitment competitions, applications and participants in recruitment for 2023, 2024 and 2025, by employee category.

Table 10. Recruitment competitions and applications by civil service category, 2023–2025

Year	Category	Senior management category	Middle management category	Lower management category	Professional	Specialist	Total
2023	Competitions	26	38	235	1080	n/a	1379
	Applications	186	128	727	13579	n/a	14620
	Passed verification	56	35	232	4150	n/a	4473
	Test participants	30	27	158	2163	n/a	2298
	Passed the test	30	25	151	1788	n/a	2010

Year	Category	Senior management category	Middle management category	Lower management category	Professional	Specialist	Total
	Average number of applicants per competition	7.15	3.37	3.09	10.30	n/a	10.60
2024	Competitions	73	81	256	1194	34	1638
	Applications	859	996	4588	50890	570	57903
	Passed verification	253	298	1480	19966	127	22124
	Test participants	164	199	732	9125	86	10306
	Passed the test	164	52	250	2097	55	2612
	Average number of applicants per competition	11.77	12.30	17.92	42.62	16.76	35.30
2025	Competitions	35	53	259	1544	30	1921
	Applications	601	667	4070	50094	491	55923
	Passed verification	225	229	1782	26656	198	29090
	Test participants	94	125	670	7943	81	8913
	Passed the test	94	43	275	2211	57	2680
	Average number of applicants per competition	17.17	12.58	15.71	32.44	16.37	29.11

Source: HRMIS/DMPO

The data show significant changes in the volume and structure of competition for civil service jobs. Following the substantial increase in the average number of applications per competition from 10.60 in 2023 to 35.30 in 2024, the average decreased to 29.11 in 2025. Nevertheless, the level remains significantly higher than in 2023.

Overall, the number of competitions increased from 1,638 in 2024 to 1,921 in 2025, while applications decreased slightly from 57,903 to 55,923. This indicates that the increase in competitions was not accompanied by a proportional increase in applications, resulting in a lower average level of competition than in 2024.

A marked improvement is evident at the preliminary verification stage. In 2024, 22,124 of 57,903 applications, or approximately 38.2%, passed verification; in 2025, 29,090 of 55,923, or approximately 52.0%, passed this stage. This represents an increase of approximately 13.8 percentage points in the formal verification pass rate. Conversely, participation at the testing stage decreased. In 2024, approximately 46.6% of candidates who passed verification participated in testing, compared with approximately 30.6% in 2025. This difference suggests the need for more detailed analysis of why eligible candidates do not participate in testing.

The test pass rate remains significantly lower than in 2023. Of candidates taking the test, approximately 87% passed in 2023, 25.3% in 2024 and 30.1% in 2025. An improvement of approximately 4.8 percentage points was recorded in 2025 compared with 2024, but the pass rate remains relatively low. As part of measures to improve testing quality and standardization, the new question bank was completed and tested in 2025 with OECD/SIGMA support. The bank was not yet used in recruitment procedures during the reporting period; its impact on test results can therefore be assessed only after implementation begins.

Recruitment procedures up to September 2023 were conducted under Law No. 06/L-114 on Public Officials, which provided for internal recruitment processes first (movement within a category and promotion), followed by competitions open to candidates from outside the civil service. Consequently, only 544 of the 1,379 recruitment procedures in 2023 were open to the public. In 2024, in accordance with Law No. 08/L-197 on Public Officials, all 1,638 recruitment procedures were open to all interested candidates, marking a transition towards a more open approach with greater transparency, competition and equal opportunities for all applicants.

In recruitment, 2025 was characterized by a gradual transition from the centralized to the decentralized recruitment model, in accordance with the changes established by Law No. 08/L-197 on Public Officials. During the 18-month transitional period established by this Law, recruitment procedures for state administration institutions were conducted by the institutions themselves, through their units responsible for human resources management, until 25 March 2025. During this period, 1,422 of the 2,564 vacant positions were filled.

Following the end of this transitional period, powers to conduct centralized recruitment procedures were transferred to the Department for Management of Public Officials. As part of this change in recruitment model, the Government of the Republic of Kosovo adopted Regulation No. 07/2025 on the Admission Procedure in the Civil Service on 5 June 2025. However, the Regulation was published in the Official Gazette on 9 January 2026; its adoption in 2025 should therefore not be presented as the commencement of implementation during the reporting period. In 2025, Regulation (GRK) No. 15/2023, amended and supplemented by Regulation (GRK) No. 05/2024, continued to form part of the secondary legislation governing admission to the civil service and was repealed upon the entry into force of Regulation No. 07/2025.

The transition to the centralized recruitment model also required harmonization of the Human Resources Management Information System (HRMIS) with the procedures and requirements established by the new secondary legislation. Harmonizing HRMIS was necessary in view of changes in the admission procedure, particularly the centralization of recruitment procedures and transfer of powers to conduct them to the DMPO.

For this reason, during the transition period, recruitment procedures for all state administration institutions of the Republic of Kosovo were temporarily suspended to ensure full harmonization of HRMIS with the requirements of the new recruitment model and the legislation in force.

Nevertheless, 1,921 recruitment procedures were opened to candidates from outside the civil service in 2025. Of these, 1,544 were in the professional category, 259 in lower management, 53 in middle management, 35 in senior management and 30 for specialist positions. These data reflect the number of recruitment procedures conducted in 2025 and the need to fill positions in various civil service categories, including professional and management categories.

The figure below presents only procedures open to all interested candidates in 2023–2025.

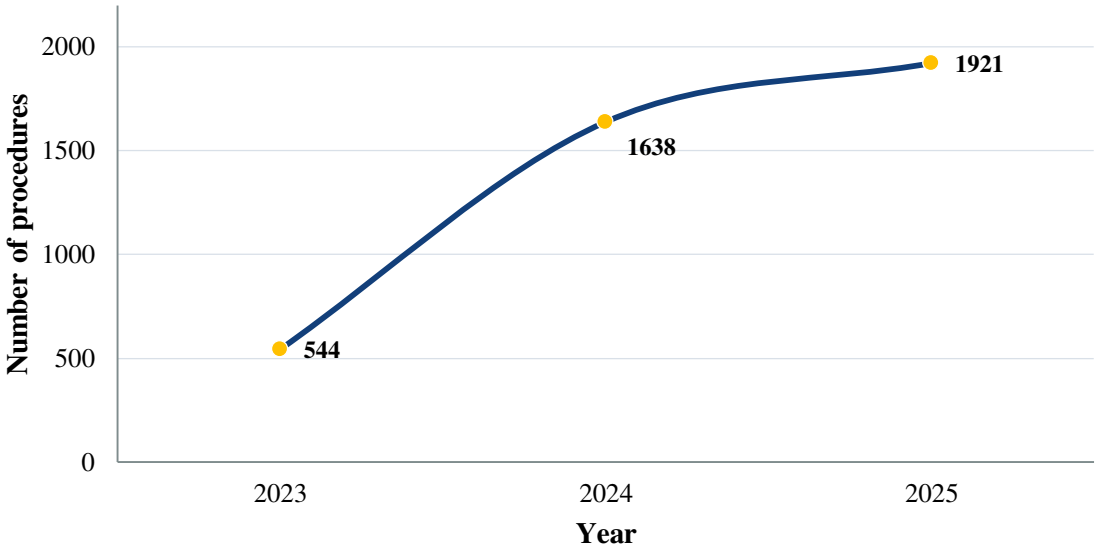


Figure 4. Recruitment procedures open to candidates from outside the civil service, 2023–2025

6.3. Appointments to the civil service

During 2025, 1,422 appointments were made to the civil service, compared with 1,113 in 2024 and 770 in 2023. Compared with 2024, appointments increased by 309, or approximately 26.5%, continuing the upward trend over the period analyzed. Table 11 presents the breakdown of appointments by category, gender, candidates' previous status and ethnicity.

Table 11. Appointments to the civil service, 2023–2025

Year	Category	Gender		Appointees' previous status		Ethnicity			Total by category	Tot.
		M	F	From outside the civil service	Within the civil service	Albanian	Non-majority communities	Undeclared		
2023	SMC	2	2	0	4	4	0	0	4	**770**
	MMC	11	3	0	14	14	0	0	14	
	LMC	64	31	1	94	92	3	0	95	
	PC	324	333	385	272	599	17	41	657	
	Total	401	369	386	384	709	20	41		
	In %	52%	48%	50%	50%	92%	5%	3%		
2024	SMC	11	1	2	10	11	0	1	12	**1113**
	MMC	21	10	5	26	31	0	0	31	
	LMC	83	64	27	120	144	1	2	147	
	PC	328	578	788	118	720	50	136	906	
	SC	8	9	3	14	11	2	4	17	
	Total	451	662	825	288	917	53	143		
	In %	41%	59%	74%	26%	82%	5%	13%		
2025	SMC	8	4	1	11	12	0	0	12	**1422**
	MMC	21	13	12	22	33	1	0	34	
	LMC	106	96	35	167	191	5	6	202	
	SC	9	5	5	9	14	0	0	14	
	PC	395	765	1088	72	880	53	227	1160	
	Total	539	883	1141	281	1130	59	233		
	In %	38%	62%	80.2%	19.8%	79.5%	4.1%	16.4%		

Source: HRMIS/DMPO

Appointments increased from 770 in 2023 to 1,113 in 2024 and 1,422 in 2025. However, comparisons between years must be interpreted with regard to changes in recruitment rules and arrangements. In 2023, appointments included those made through internal procedures, such as movement within a category and promotion, followed by procedures open to candidates from outside the civil service. By contrast, the appointments reported for 2024 and 2025 arose from open recruitment procedures.

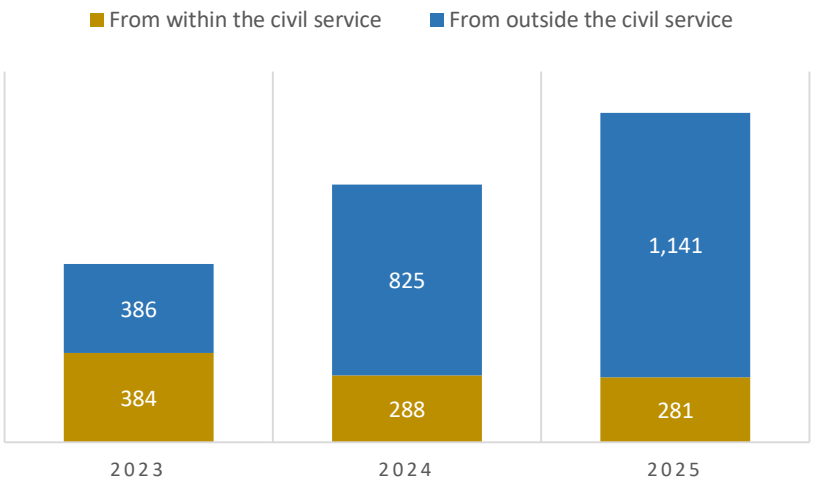


Figure 5. Appointments to the civil service by appointees' previous status, 2023–2025.

External entrants are particularly concentrated in the professional category, where 1,088 of the 1,160 appointments in 2025, or approximately 93.8%, were candidates from outside the civil service. In management categories, the share of external appointments was significantly lower: 1 of 12 in senior management (8.3%), 12 of 34 in middle management (35.3%), and 35 of 202 in lower management (17.3%). In the specialist category, 5 of 14 appointments, or 35.7%, were from outside the civil service. This indicates that appointments to management categories continue to rely primarily on candidates from within the civil service, while the professional category remains the principal entry route for new candidates.

Table 12. Indicators of competitiveness and vacancy filling in the central administration, 2023–2025.

Indicator	2023	2024	2025
Percentage of positions advertised through public competitions in the central administration that were filled	56%	63%	71%

In 2025, 734 competitions were conducted in the state administration, resulting in 523 appointments and a position filling rate of 71%. Compared with 2024, when 557 appointments resulted from 878 competitions, 2025 recorded an increase of 8 percentage points in the proportion of positions filled; compared with 2023, the increase was 15 percentage points.

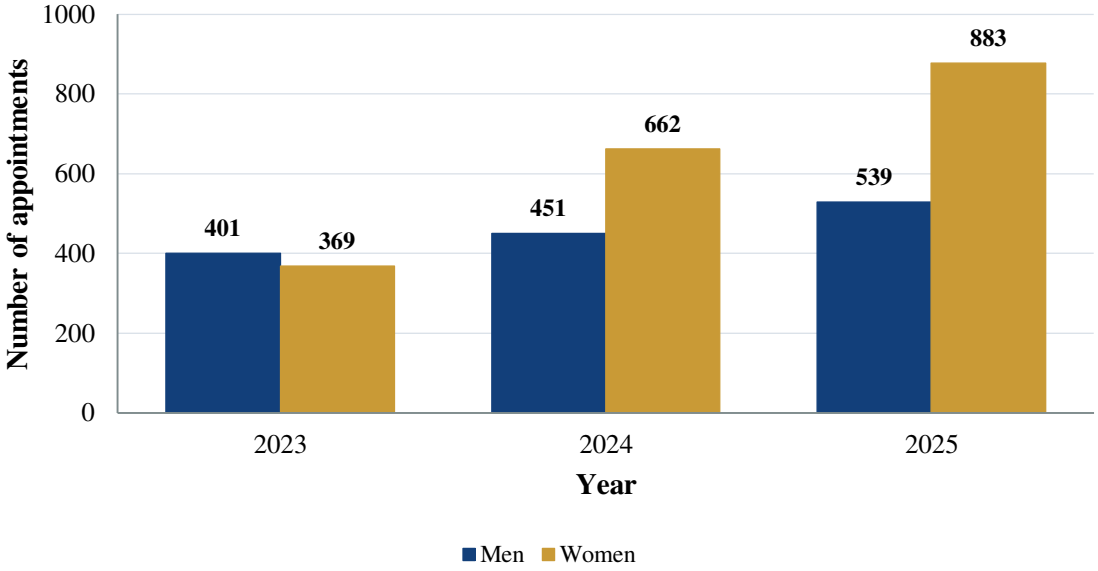


Figure 6. Trend in appointees by gender, 2023–2025

In terms of gender, women accounted for 62.1% of appointments reported in 2025 and men for 37.9%. This continues the trend of increasing women's share of new appointments compared with 2023, when women accounted for 48%, and 2024, when they accounted for 59%.

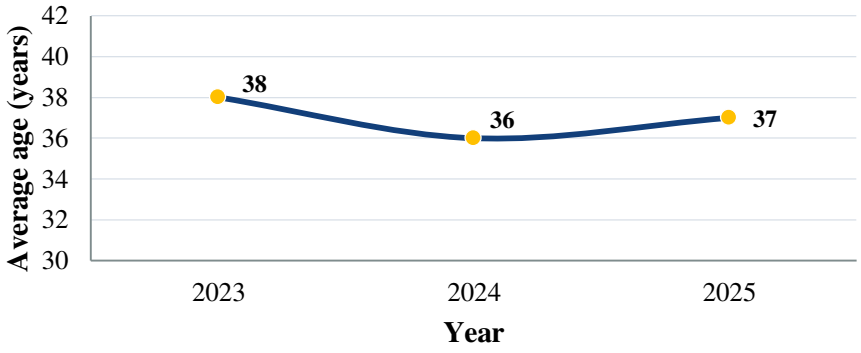


Figure 7. Average age of appointees to the civil service, 2023–2025

The average age of appointees to the civil service was 37 in 2025, compared with 36 in 2024 and 38 in 2023. These data indicate that appointees' age profile remained relatively stable over the period analyzed. In 2025, the youngest appointee was an 18-year-old man and the oldest a 64-year-old woman. This suggests that the civil service remains accessible to different age groups.

6.4. Efficiency of recruitment procedures

The average duration of recruitment procedures increased for the third consecutive year, from 104.4 days in 2023 to 116.2 days in 2024 and 127.7 days in 2025[12]. Compared with 2024, the average procedure lengthened by approximately 11.5 days, or almost 10%.

The longest duration is recorded in senior management, where the average increased from 175.5 days in 2024 to 217.2 days in 2025. Increases were also recorded in middle management, from 107.4 to 137.5 days; lower management, from 120.7 to 132.9 days; and the professional category, from 113.5 to 125.6 days. In the specialist category, however, the average decreased from 161.7 days in 2024 to 137.6 days in 2025.

According to institutional reports, factors affecting procedural duration include the time required to establish and fully constitute admission committees, assessment stages and, for senior management positions, procedures for establishing the committee and making the final appointment. Appeal processes may also affect procedural duration. However, determining the weight of each factor requires more systematic recording of time spent at each procedural stage.

Table 13. Average duration of recruitment procedures, 2023–2025

	2023	2024	2025
Senior management category	114.6	175.5	217.2
Middle management category	110.3	107.4	137.5
Lower management category	103.8	120.7	132.9
Specialist category	-	161.7	137.6
Professional category	104.6	113.5	125.6
Overall average duration	**104.4 days**	**116.2 days**	**127.7 days**

Source: HRMIS/DMPO.

[12] *Methodological note: The duration of a recruitment procedure is calculated from the competition publication date to the date on which the candidate is appointed in the system. The annual average duration is calculated by dividing the total number of days taken by all recruitment procedures completed in 2025 by the total number of those procedures.*

7. Termination of employment

During 2025, the Human Resources Management Information System (HRMIS) recorded 531 employment terminations (ET) in the civil service. Table 14 presents these cases by the recorded reason for termination and civil service category.

Table 14. Termination of employment in the civil service by reason and category, 2025

Type of termination	SMC	MMC	LMC	PC	Total
Final conviction for an intentionally committed criminal offence	0	0	0	4	**4**
Resignations	0	1	16	101	**118**
Disciplinary measures[13]	0	0	0	15	**15**
Employee incapacity	0	0	0	0	**0**
Invalidity of the appointment act	0	0	1	4	**5**
Retirement	1	7	61	229	**298**
Early retirements	0	1	5	14	**20**
Expiry of term of office	1	1	7	41	**50**
Employee deaths	0	0	2	19	**21**
Total	**2**	**10**	**92**	**427**	**531**
Note: Data recorded in HRMIS by the institutions responsible for reporting.					

Source: HRMIS

Retirement and resignation are the principal reasons for termination of employment recorded in 2025. Of the 531 cases, 298 were retirements, or 56.1% of the total, and 118 were resignations, or 22.2%. Together, these two reasons account for 78.3% of reported employment terminations. To illustrate changes in the breakdown of ET between years, Table 15 compares the number and share of each reason recorded in 2024 and 2025.

[13] *Table 13 records 15 employment terminations resulting from disciplinary measures. Chapter 9 separately presents 42 disciplinary measures of the 'termination of employment' type, reported by another administrative source. As the records have not been reconciled at individual case level, these figures cannot be equated or used to determine the number of disciplinary measures executed during the year.*

Table 15. Breakdown of civil service employment terminations by reason, 2024–2025

Reason for termination of employment	2024: number	2024: share	2025: number	2025: share
Retirement	270	50.3%	298	56.1%
Resignation	196	36.5%	118	22.2%
Expiry of term of office	1	0.2%	50	9.4%
Employee death	33	6.1%	21	4.0%
Disciplinary measure	22	4.1%	15	2.8%
Early retirement	5	0.9%	20	3.8%
Invalidity of the appointment act	7	1.3%	5	0.9%
Final conviction for an intentionally committed criminal offence	2	0.4%	4	0.8%
Employee incapacity	1	0.2%	0	0.0%
Total	537	100%	531	100%

Source: HRMIS/DMPO; Human Resources Management Report 2024, Table 11, and HRMIS data for 2025. Percentages are rounded to one decimal place.

7.1 Employment terminations by institutional level

Table 16 presents the number and rate of employment terminations by institution type for 2025.

Table 16. Employment terminations and termination rate by institutional level, 2025

Institution type	Population 2025	ET 2025	ET rate 2025
State administration	5809	251	4.32%
Local level	4752	253	5.32%
Independent agencies	707	17	2.40%
Independent constitutional institutions and other independent institutions	2887	10	0.35%
Total	**14155**	**531**	**3.75%**

Source: HRMIS; HRM Report 2024 and data for 2025.

7.2 Employment terminations by functional category

Table 17 presents the employment termination rate by civil servants' functional category for 2024 and 2025.

Table 17. Employment termination rate by civil service category, 2024-2025

Functional category		ET 2024	ET rate 2024	ET 2025	ET rate 2025	Change in p.p.
1	Senior management category	4	2.89%	2	1.43%	**-1.46**
2	Middle management category	20	3.71%	10	1.85%	**-1.86**
3	Lower management category	79	3.70%	92	4.16%	**+0.46**
4	Professional category	434	3.66%	427	3.98%	**+0.32**
5	Specialists	-	-	-	-	–
Overall ET rate				**531**	**3.75%**	

Note: No separate data are presented for the specialist category in the source table. Missing values do not imply an absence of employment terminations.
Source: HRMIS/DMPO.

7.3 Trend in employment terminations in 2023–2025

Table 18 presents the number of employment terminations reported by functional category for 2023–2025.

Table 18. Trend in civil service employment terminations by category, 2023–2025

Functional category		2023	2024	2025
1	Senior management category	3	4	2
2	Middle management category	22	20	10
3	Lower management category	90	79	92
4	Professional category	517	434	427
5	Specialists	-	-	-
Total		632	537	531

Note: No separate data are presented for specialists. For 2024, the value of 20 employment terminations in middle management, presented in the detailed tables of that year's report, has been used; the historical table in the same report contains a different value requiring reconciliation.
Source: HRMIS/DMPO; Human Resources Management Report 2024, Tables 11, 13 and 14, and data for 2025.

The total number of reported employment terminations decreased from 632 in 2023 to 537 in 2024 and 531 in 2025. The decline between 2024 and 2025 is small in absolute terms, with six fewer cases. However, these data are insufficient to conclude that actual staff turnover decreased throughout the period without confirming the comparability of institutional scope and personnel categories.

The professional category accounts for the largest number of employment terminations in absolute terms, but also for the largest share of civil servants. Comparisons between categories should therefore be based on termination rates rather than case numbers alone.

Administrative data allow identification of the legal form of termination of employment, but do not provide sufficient information on the reasons for voluntary departures, particularly resignations.

8. Performance management

Civil servants' performance appraisal is conducted electronically through HRMIS. In 2025, appraisals were recorded for 8,968 civil servants out of the 14,155 required to undergo appraisal under the scope of Regulation (GRK) No. 26/2024[14], representing a coverage rate of 63.4%. Compared with 7,983 employees with recorded appraisals for the 2024 cycle, this represents an increase of 985 records, or approximately 12.3%. Although electronic appraisal numbers have increased, the data show that the process still does not fully cover all civil servants required to undergo appraisal. Alongside the absolute number of appraisals, monitoring the coverage rate of the appraisal process is therefore important.

Table 19. Performance appraisal of civil servants by institutional level, 2025

Institution type	Number of civil servants appraised	Average appraisal score
State Administration	4966	Meets expectations 3.18
Independent Agencies	566	Meets expectations 3.18
Independent Constitutional Agencies	151	Meets expectations 3.24
Municipal Level	3285	Meets expectations 3.17
Total number of civil servants appraised and average score	**8968**	**Meets expectations 3.18**

Source: HRMIS/DMPO.

The number of appraisals recorded in HRMIS increased across all comparable institutional categories. In the state administration, the number increased from 4,521 to 4,966; in independent agencies, from 401 to 566; and at municipal level, from 3,061 to 3,285. At the same time, the overall average score remained unchanged at 3.18, while differences in average scores by institutional level remain small.

Under the Regulation, the 'outstanding achievement' rating is awarded in rare and exceptional cases where a civil servant has achieved outstanding results with a major and visible impact at national level, requiring confirmation by the Chief Administrative Officer (CAO). Of those appraised, 142 employees received this rating, which was also confirmed by the CAO.

[14] https://gzk.rks-gov.net/ActDetail.aspx?ActID=97873

The ‘exceeds expectations’ rating was awarded to 1,282 employees and also requires CAO confirmation. Conversely, only 18 employees received an ‘unacceptable’ rating, meaning that they have demonstrably and repeatedly failed to meet the expectations and requirements of their role, that performance is well below the established standards, and that immediate corrective action is required. The ‘needs improvement’ rating was awarded to 110 civil servants.

The Performance Appraisal Regulation provides that, for ‘outstanding achievement’ and ‘exceeds expectations’ ratings, the appraisal must be confirmed not only by the supervisor but also by the institution’s CAO and Human Resources Management Unit. As at February 2026, according to HRMIS data, the confirmation status of the 8,968 recorded performance appraisals was as follows:

- Fully confirmed appraisals or appraisals not requiring confirmation: 7,998;
- Appraisals awaiting CAO confirmation: 941;
- Appraisals awaiting HRMU confirmation: 18;
- Appraisals returned by the CAO for reassessment: 11.

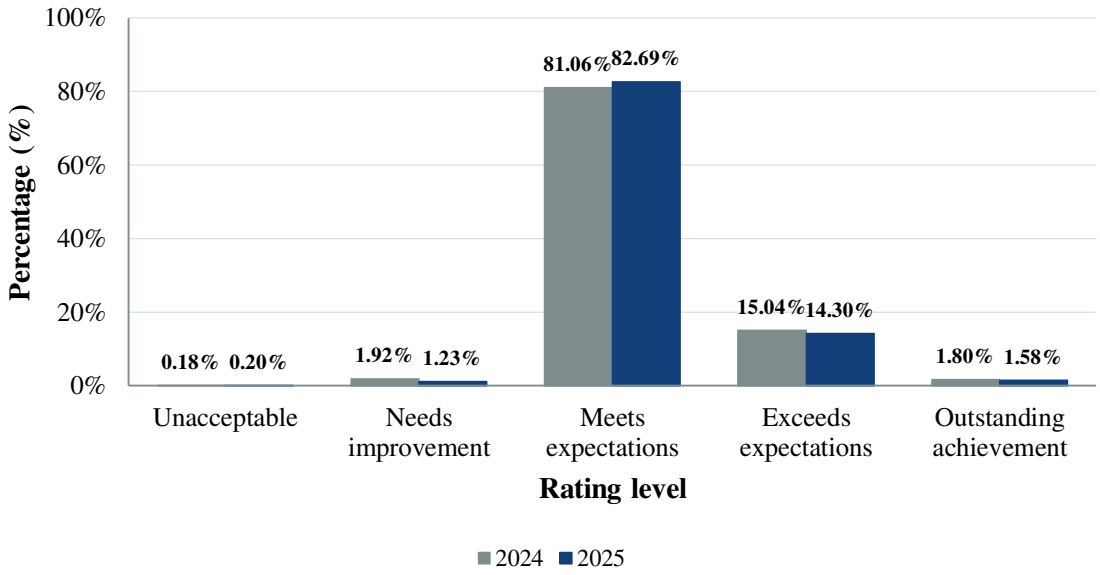


Figure 8. Performance appraisal of civil servants by rating level, 2024–2025

The distribution of appraisals for 2025 remains concentrated primarily at ‘meets expectations’, accounting for 82.69% of those appraised, compared with 81.06% in 2024. The share rated ‘exceeds expectations’ decreased slightly from 15.04% to 14.30%, and ‘outstanding achievement’ from 1.80% to 1.58%. Compared with 2024, the share rated ‘needs improvement’ decreased from 1.92% to 1.23%, while the share rated ‘unacceptable’ remained almost unchanged.

Overall, the distribution of ratings between 2024 and 2025 is relatively stable, with a high concentration at ‘meets expectations’. The statistical distribution of scores alone does not allow conclusions about the objectivity or quality of the appraisal process. This requires measurable individual objectives aligned with institutional objectives and applied consistently by supervisors.

Beyond expanding HRMIS use for electronic appraisal, the qualitative dimension of performance management still needs strengthening. The planned manual for setting civil servants' annual objectives and aligning them with institutional objectives was not completed in 2025.

Consequently, managers' capacity to set measurable objectives, monitor performance and conduct consistent, evidence-based appraisals requires further development. Activities were also undertaken in 2025 to support implementation of the new appraisal system, including training Human Resources Management Units to conduct appraisals through HRMIS. These activities supported operational use of the electronic system, while further development of managerial capacity remains necessary to strengthen the quality of the process.

9. Disciplinary liability

Articles 55–62 of the Law on Public Officials regulate civil servants' disciplinary liability. A civil servant is disciplinarily liable for failure to perform, or improper performance of, job duties and responsibilities, and for actions contrary to the Constitution, laws and other secondary legislation in force. Disciplinary violations are categorized as minor or serious, for which the Law establishes the corresponding measures. Measures for minor violations are imposed by the immediate supervisor and/or the highest administrative head, while serious violations are decided by the disciplinary committee.

During 2025, 160 disciplinary measures were recorded, comprising 62 for minor violations and 98 for serious violations. The total exceeds the two preceding years: 138 disciplinary measures were reported in 2023, while the current table reports 129 for 2024. Table 20 presents the distribution by measure type for 2023–2025.

Table 20. Disciplinary measures imposed in the civil service by type, 2023–2025

	Disciplinary measures 2023–2025	2023	2024	2025
Measures for minor disciplinary violations		27	33	62
Measures for serious disciplinary violations	Deduction of 20% to 50% of the basic salary for a period of up to six (6) months.	54	29	30
	Prohibition of promotion/appointment to a higher category for a period of one (1) to five (5) years.	5	7	6
	Transfer to a similar position in the same class and category.	5	10	5
	Demotion.	5	3	4
	Suspension from the position without pay for up to six (6) months.	9	11	3
	Suspension from the position with deduction of up to fifty per cent (50%) of the basic salary for up to one (1) year.	14	14	8
	Termination of employment	19	22	42
	Total measures for serious violations	**111**	**96**	**98**
Total disciplinary measures		138	129*	160
* Technical correction to data reported in the Human Resources Management Report 2024.				

Source: Individual Institutional Reports, 2025.

For 2025, the administrative source on disciplinary liability reports 42 measures of the 'termination of employment' type. This differs from the 15 employment terminations due to disciplinary measures recorded in the employment termination data source and presented in Chapter 7. The sources have not been reconciled at individual case level; the report therefore presents these indicators separately, without treating the 42 reported measures as 42 employment terminations.

An increase in disciplinary measures should not, by itself, be interpreted as an improvement or deterioration in civil service discipline. Such an assessment requires additional data on the number of procedures initiated, types of violations, procedural outcomes and the proportion of measures annulled or amended following appeal.

10. Appeals and protection of rights in the civil service

The Independent Oversight Board for the Civil Service of Kosovo (IOBCSK) is the institution responsible for examining civil servants' appeals in accordance with the powers established by the legislation in force. Appeal data are an important indicator for identifying areas of human resources management where administrative decisions are most frequently challenged and assessing the efficiency of the mechanism for protecting rights in the civil service.

During 2025, 2,093 new appeals were received, while 449 regular appeals were carried over from the preceding year and 10 others were pending before the Court of Appeals of Kosovo. In addition, the IOBCSK had two cases to handle pursuant to obligations imposed by the court. Overall, the Board had 2,544 cases to examine in 2025, of which 2,167, or 85.18%, were examined during the year, while 377, or 14.82%, remained pending.

Table 21. Appeal caseload and clearance rate, 2024–2025

Indicator	2024	2025	Change
New appeals received	2,137	2,093	-44
Carried over from the preceding year	169	459	+290
Court-imposed obligation	26	2	-24
Total for examination	**2,332**	**2,544**	**+212**
Examined	**1,872**	**2,167**	**+295**
Clearance rate	**80.32%**	**85.18%**	**+4.86 p.p.**
Pending before the IOBCSK at year-end	449	373	-82
Pending before the competent court at year-end	10	4	-6
Share remaining pending	19.68%	14.82%	-4.86 p.p.

Source: Official IOBCSK data for 2025

Comparison with 2024 shows improved efficiency in handling appeals. Although the overall caseload increased from 2,332 to 2,544, or approximately 9.1%, the number of cases examined increased from 1,872 to 2,167, or approximately 15.8%. Consequently, the clearance rate improved from 80.32% to 85.18%, while cases remaining pending decreased from 459 to 377.

Table 22. Trend in new appeals received, 2023–2025

Year	New appeals received	Court-imposed obligation	Total new cases for handling	Year-on-year increase (%)
2023	1,584	49	1,633	–
2024	2,137	26	2,163	+34.9%
2025	2,093	2	2,095	-2.1%

Source: Official IOBCSK data for 2025

Following the substantial increase in new appeals between 2023 and 2024, from 1,584 to 2,137, the number decreased slightly to 2,093 in 2025, or by approximately 2.1%. Nevertheless, appeal numbers remain significantly higher than in 2023.

Table 23. Appeals by subject matter, 2024–2025

Subject matter of appeal	2024	% 2024	2025	% 2025	Change in p.p.
Challenge to a recruitment competition	722	33.78%	888	42.43%	**+8.65**
Financial compensation	595	27.84%	341	16.29%	**-11.55**
Employment-related claims	237	11.09%	309	14.76%	**+3.67**
Violation of the right to salary	214	10.01%	207	9.89%	-0.12
Disciplinary measure	177	8.27%	127	6.07%	-2.20
Transfer	87	4.06%	123	5.87%	+1.81
Appraisal of work performance	47	2.18%	45	2.15%	-0.03
Termination of employment	26	1.21%	38	1.82%	+0.61
Suspension of employment	24	1.12%	15	0.71%	-0.41
Preventive suspension*	8	0.47%	-	-	-
Total	**2,137**	**100%**	**2,093**	**100%**	
* Under Law No. 08/L-197 on Public Officials, this subject matter is included under 'Suspension of employment' for 2025.					

Source: Official IOBCSK data for 2025

In 2025, challenges to recruitment competitions accounted for 42.43% of new appeals classified by subject matter. This percentage indicates the share of competition-related appeals within all appeals; it does not represent the percentage of recruitment procedures appealed or the percentage in which irregularities were established. Assessing the implications of appeals for recruitment quality requires analysis of IOBCSK decisions, including classification by subject matter and identification of cases where irregularities were established or reconsideration of the procedure was ordered. Such analysis was not possible for 2025 because recruitment was decentralized and IOBCSK decisions were sent directly to the institutions conducting the recruitment procedures. Consequently, the DMPO did not have access to the content of these decisions.

Table 24. Appeals received by institutional group, 2024–2025

Institutions	2024	% 2024	2025	% 2025	Change
Central administration	1,379	64.39%	1,262	60.36%	-117
Local administration	568	26.47%	583	27.79%	+15
Independent institutions and agencies	104	4.84%	135	6.45%	+31
Justice system institutions	86	4.03%	113	5.39%	+27
Total	2,137		2,093	100%	-44

Source: Official IOBCSK data for 2025

The central administration continues to generate the largest number of appeals, although the number fell from 1,379 in 2024 to 1,262 in 2025. At the same time, increases were recorded in appeals from the local administration, independent institutions and agencies, and justice system institutions.

Regarding outcomes, in 2025 most cases categorized by outcome ended in rejection (33.47%) or dismissal (15.97%). Upheld appeals accounted for 17.77%, while 2.77% were partially upheld. Other decision categories include termination of administrative proceedings, remittal for reconsideration, declaration that the Board lacks jurisdiction, an obligation to issue a decision, and suspension of proceedings.

Table 25. Outcomes of regular appeals, 2025

No.	Outcome	Number of appeals	Percentage
1.	Rejected	725	33.47%
2.	Dismissed	346	15.97%
3.	Upheld	385	17.77%
4.	Termination of administrative proceedings	311	14.36%
5.	Remitted for reconsideration	83	3.84%
6.	Partially upheld	60	2.77%
7.	Declaration of lack of jurisdiction	124	5.73%
8.	Obligation to issue a decision	115	5.30%
9.	Suspended	17	0.79%
	Total	2166[15]	100%

Source: Official IOBCSK data for 2025

Compared with 2024, the share of fully upheld appeals increased from 14.66% to 17.77%, while the share partially upheld decreased from 5.20% to 2.77%. Taken together, fully or partially upheld appeals accounted for approximately 20.5% of categorized cases in 2025, compared with approximately 19.9% in 2024.

[15] The figure of 2,166 includes regular appeals from 2025 and those carried over from 2024. In contrast to Table 21, the total of 2,167 appeals examined also includes one court-mandated case.

11. Training and development of civil servants

Civil servants' professional development is an important component of human resources management, aimed at developing and updating the knowledge, skills and competencies required to perform functions effectively in public administration. Within its mandate, the Kosovo Institute for Public Administration (KIPA) organizes and coordinates training and professional development programmes for civil servants.

11.1 Training activities and coverage

During 2025, KIPA delivered 75 training courses in 193 groups, totalling 4,168 hours and 521 training days. These activities trained 3,791 individual civil servants, while KIPA's system recorded 8,891 training attendances in total (as training lasts several days, attendance was calculated on the basis of days attended). A total of 3,464 certificates were issued during the year, and the average training evaluation score was 4.85.

Training covered a broad range of fields, including general management, administration and legislation, human resources management, budget and finance, information technology, municipal affairs and European integration.

Table 26. Training delivered by field, 2025

Field	Courses	Groups	Hours	Days	Participants (Individuals)	Attendance (Days)	Certification	Average group size	Average score
General Management	9	18	344	43	286	558	244	15.89	4.95
Administration and Legislation	7	60	1112	139	1388	2254	1490	23.13	4.94
Human Resources	7	21	816	102	501	2282	440	23.86	4.82
Budget and Finance	6	24	800	100	443	2017	212	18.46	4.72
Information Technology	9	12	232	29	128	289	124	10.67	4.78
Municipal Affairs	33	51	728	91	925	1365	855	18.14	4.94
European Union	4	7	136	17	120	126	99	17.14	4.82
Total	**75**	**193**	**4168**	**521**	**3791**	**8891**	**3464**	**18.18**	**4.85**

Source: Official KIPA data for 2025.

Of the 3,791 civil servants trained, 2,129, or 56.2%, were women and 1,662, or 43.8%, were men. Training activities also recorded 58 participants from non-majority communities.

Using the 14,155 civil servants recorded in HRMIS at the end of 2025 as the population, 26.8% participated in at least one KIPA training activity during 2025. This percentage exceeds the 25% target for 2025 established in the 2025–2027 Action Plan for implementing the Public Administration Reform Strategy.

The 26.8% indicator should be interpreted as civil service coverage by training recorded by KIPA. It does not necessarily include all training or other forms of professional development organized directly by institutions or other partners.

Compared with the period reported for 2024, training activity expanded considerably. Courses increased from 35 to 75, groups from 105 to 193, training hours from 2,360 to 4,168, and training days from 295 to 521. Persons trained increased from 2,140 to 3,791, and certifications from 1,801 to 3,464. The average evaluation score increased from 4.78 to 4.85.

Comparison with 2024 should be interpreted with caution, as that year's data cover 1 January–29 November 2024, while the 2025 data cover the full calendar year.

11.2 Planning and quality assurance of professional development

During 2025, KIPA completed the Training Needs Assessment (TNA) and prepared the final findings report. Based on the TNA results, central- and local-level training curricula were developed, forming the basis for the Annual Training Plan for 2026. This approach provides a basis for a more systematic link between identified competency development needs and planning the training offered.

As part of monitoring and quality assurance, training on 34 topics, in 97 groups and over 268 training days was monitored and evaluated in 2025. Methodological tools were also developed to standardise the process, including a facilitated training methodology and guidelines for evaluating training quality at Level 1 and Level 2.

An important development during the year was standardization of electronic training evaluation through electronic forms and QR codes. Following piloting, this method was used for more systematic collection and faster processing of participant feedback.

To develop training delivery capacity, KIPA organized Training of Trainers (ToT) in fields where internal capacity was more limited. Through this process, 32 new trainers were added to KIPA's database in 2025.

During the year, 34 training requests from central and local institutions were also received and handled. According to KIPA's reporting, approved requests were incorporated into the training calendar and delivered.

The average score of 4.85 indicates that participants rated training highly. However, this indicator should primarily be interpreted as a measure of participant reaction and satisfaction, rather than direct evidence of increased knowledge, competency development or changes in workplace performance. Further development of the evaluation system should aim to gradually measure learning outcomes and, where possible, the transfer of acquired competencies to the workplace.

11.3 Training funding

For 2025, analysis of funding for KIPA training activities was based on two budget codes clearly identifiable as direct training delivery expenditure:

- 13410 – Education and training services; and
- 13620 – Supply of food and beverages (excluding official lunches), which, in KIPA's case, includes food and beverages provided to participants during training.

For code 13410, 71,386.00 euros were planned in the 2025 cash flow plan, while 33,000.00 euros were planned for code 13620. The 33,000.00 euros for code 13620 represent initial planning under the procurement procedure.

Table 27. Planned and actual direct training expenditure, 2025

Code	Description	Planned (€)	Actual (€)	Difference from planned (€)	Actual as a proportion of planned
13410	Education and training services	71,386.00	40,697.44	+30,688.56	57.01%
13620	Supply of food and beverages for training participants	33,000.00	67,712.10	-34,712.10	205.19%
Total	The two codes identified as direct training expenditure	104,386.00	108,409.54	-4,023.54	103.85%

Source: KIPA, Expenditure Analysis for December 2025 and KIPA budget documentation.

A total of 104,386.00 euros was planned under the two codes identified as direct training expenditure, while expenditure of 108,409.54 euros was recorded during the year. Recorded expenditure exceeded the initial planned amount for these two codes by 4,023.54 euros, or 3.85%.

This difference should not be interpreted as an overrun of KIPA's overall budget. According to KIPA's explanation, where funds planned under one code within the Goo*ds and Services ca*tegory were insufficient, expenditure could be covered by available funds under other codes within the same budget category. The percentages in the table therefore show the relationship between actual expenditure and the planned amount presented for each of the two codes, rather than the execution rate of KIPA's overall budget.

In addition to funding from KIPA's budget, some training activities in 2025 were financed or directly supported by donors and development partners. As some of this expenditure was incurred directly by donors and its value is not fully consolidated in KIPA's financial records, external funding is not included in the 108,409.54 euros.

Consequently, the amount presented in this section should be interpreted as expenditure identified under the two budget codes used directly for training activities, rather than the full cost of the entire professional development system for civil servants.

11.4 Summary and reporting limitations

Data for 2025 show a considerable expansion of professional development activity and coverage, alongside progress in needs-based planning and stronger quality monitoring mechanisms. With 26.8% of civil servants participating in at least one KIPA training activity, the 25% target established for 2025 was exceeded.

At the same time, the analysis identifies the need for future reporting cycles to move beyond primarily measuring inputs and outputs, such as numbers of courses, participants, days, certifications and expenditure, towards a more systematic link between development needs, training participation, financial resources, learning outcomes, and the impact on civil servants' competencies and performance.

The available data do not yet allow presentation of a complete, consolidated value for funding of all civil servant training, as some activities are funded directly by donors or organized outside KIPA's budget. Moreover, no separate data were provided for 2025 on the number of individual civil servants participating in mandatory training; the corresponding indicator has therefore not been calculated in this report.

12. Salaries in the civil service

12.1. Framework of the salary system and budget developments

The public sector salary system is regulated by Law No. 08/L-196 on Salaries in the Public Sector. The Law's annexes establish coefficients for functions and positions in public institutions, ranging from 2 to 18 across 136 levels. The highest coefficient, 18, is assigned to the President of the Republic of Kosovo, while the lowest, 2, applies to the categories established by the Law, including police, correctional, customs and Kosovo Security Force cadets.

Pursuant to Article 9 of the Law on Salaries, the monetary value of the coefficient is determined through the annual budget law. For 2025, Article 32 of Law No. 08/L-332 on Budget Appropriations for the Budget of the Republic of Kosovo for 2025 established the coefficient's monetary value at 110 euros.

The overall public sector budget for salaries and allowances in 2025 was approximately 916.5 million euros, compared with 805.4 million euros in 2024 and 767.3 million euros in 2023. This represents an increase of 111.1 million euros, or 13.8%, compared with 2024, and 149.2 million euros, or 19.4%, compared with 2023. The trend reflects continued growth in budget expenditure on public sector salaries and allowances in 2023–2025.

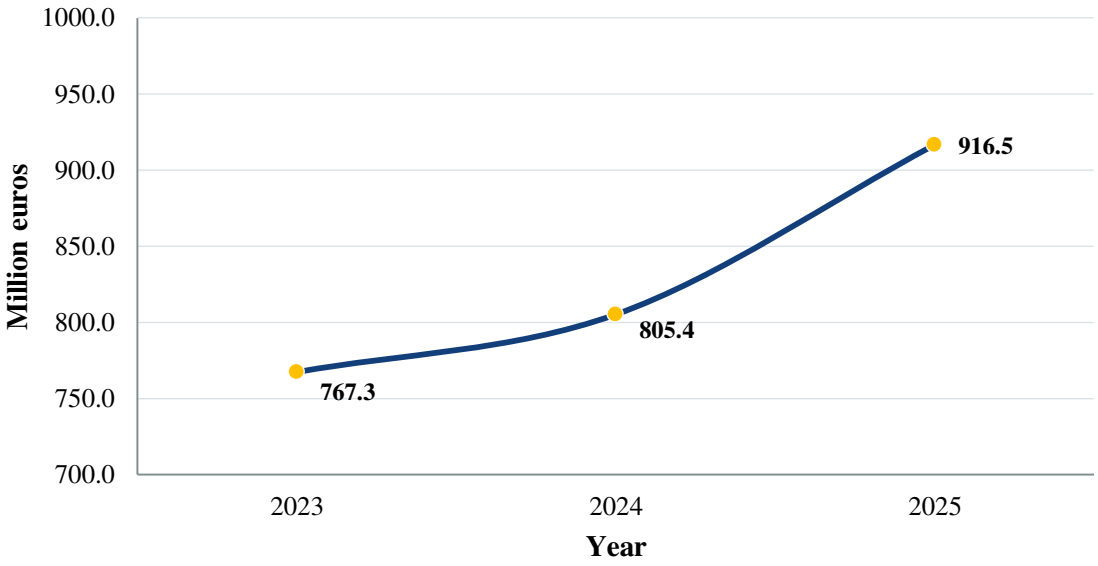


Figure 9. Public sector budget for salaries and allowances, 2023–2025 (million euros)

12.2. Salaries in the public sector

According to the Kosovo Agency of Statistics (KAS) publication on salary levels in 2025, the average gross salary in the public sector was 840 euros per month and the average net salary was 744 euros. Compared with 2024, when the average gross salary was 755 euros and the average net salary was 668 euros, gross salary increased by approximately 11.3% and net salary by approximately 11.4%. KAS public sector data include all employees paid from the Budget of the Republic of Kosovo and therefore have a broader scope than the civil service.

In the private sector, the average gross salary in 2025 was 666 euros and the average net salary was 596 euros. For comparison, the average gross salary for the whole economy was 713 euros. Thus, the average gross salary in the public sector was approximately 17.8% higher than the Kosovo average and approximately 26.1% higher than the private sector average.

The gross minimum wage of 350 euros per month, which entered into force on 1 October 2024 under Government of the Republic of Kosovo Decision No. 02/218, continued to apply in 2025. It replaced the previous minimum wage system with different levels by age group.

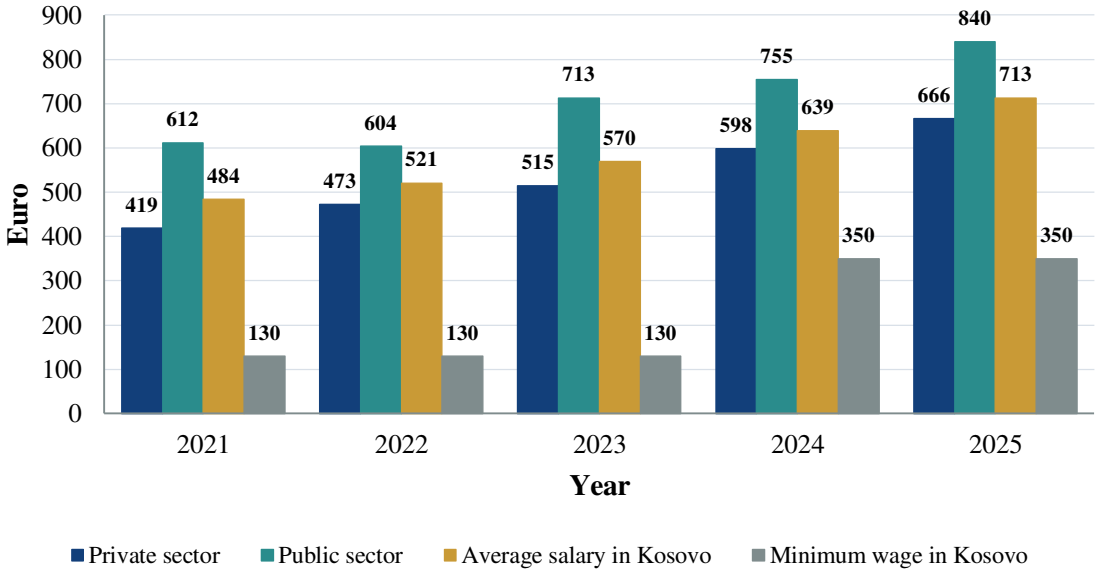


Figure 10. Average gross salary in Kosovo by sector, 2021–2025

KAS data on public sector salaries cover a broader group of employees than the civil service. The following analysis focuses on civil servants' salaries, based on data from the Treasury of the Republic of Kosovo.

12.3. Salaries in the civil service

According to Treasury of the Republic of Kosovo data, civil servants' average gross salary in 2025 was 833 euros, compared with 722 euros in 2024. This represents an increase of 111 euros, or approximately 15.4%, within one year.

A civil servant's gross salary comprises the basic salary determined by the position coefficient and its monetary value, the increment for work experience and, where applicable, allowances established by the legislation in force. In 2025, the coefficient's monetary value was 110 euros. A transitional allowance continues to apply to some employees under Article 41 of the Law on Salaries and in accordance with the Constitutional Court's Judgment in Case KO79/23.

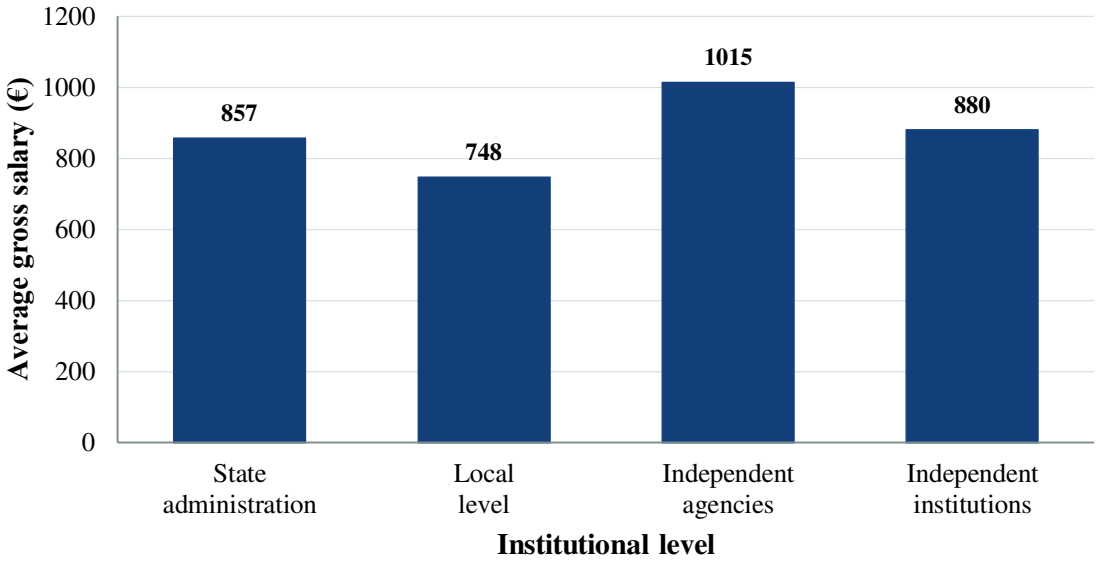


Figure 11. Average gross salary in the civil service by institutional level, 2025

The data show differences in average gross salary by institutional level. The highest average, 1,015 euros, was recorded in independent agencies, while the lowest, 748 euros, was recorded at local level. In 2024, these two categories had averages of 950 euros and 629 euros, respectively. Compared with 2024, the local-level average increased by 119 euros, or approximately 18.9%, while that of independent agencies increased by 65 euros, or approximately 6.8%. Differences in average salary between institutional levels should be interpreted with regard to job structure, distribution of categories and classes, work experience and, where applicable, the impact of transitional allowances. Institutional average salaries should therefore not be interpreted as salary differences for identical positions.

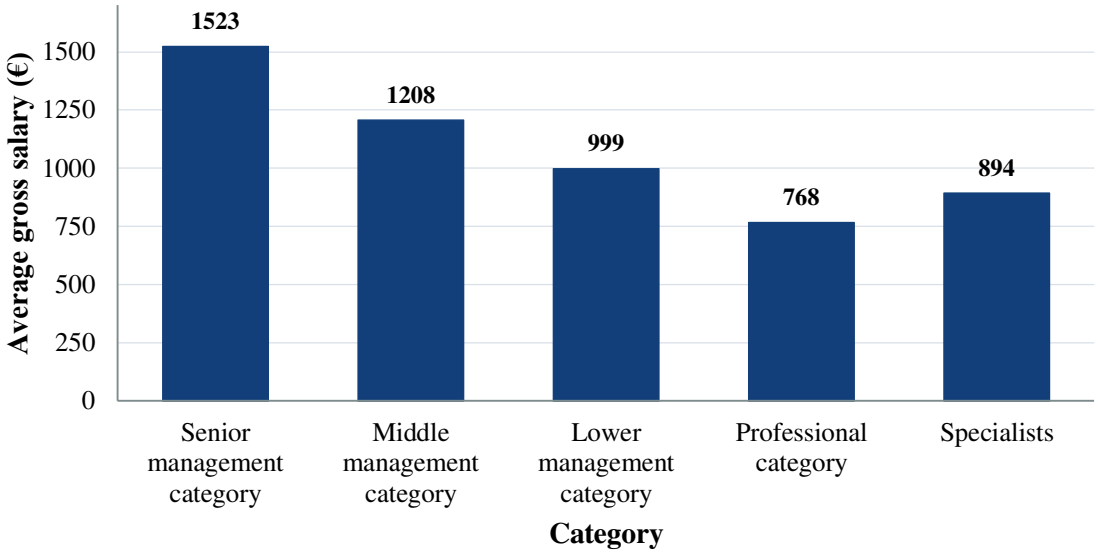


Figure 12. Average gross salary by civil service category, 2025

In 2025, the average gross salary was 768 euros in the professional category, 894 euros in the specialist category, 999 euros in lower management, 1,208 euros in middle management and 1,523 euros in senior management.

Table 28. Average gross salary by civil service category, 2024–2025

Category	2024	2025	Change €	Change %
Senior management category	1,483 €	1,523 €	+40 €	+2.7%
Middle management category	1,120 €	1,208 €	+88 €	+7.9%
Lower management category	911 €	999 €	+88 €	+9.7%
Specialists	784 €	894 €	+110 €	+14.0%
Professional category	657 €	768 €	+111 €	+16.9%

Source: Treasury of the Republic of Kosovo; HRM Report 2024 and data for 2025.

The comparison shows an increase in average gross salary across all civil service categories. In relative terms, the largest increases were recorded in the professional category, at approximately 16.9%, and the specialist category, at approximately 14.0%, while the smallest increase was in senior management, at approximately 2.7%. Differences in average salary between categories are consistent with the coefficient structure and classification levels, while actual average salary is also influenced by staff composition, work experience and applicable allowances.

Table 29. Allowance data for the period from 1 January to 31 December 2025

1. Summary – Allowances under Article 22					
No.	**Category**	**Reference**	**Total amount (€)/year**	**Number of beneficiaries/month**	**Period**
1	Allowance for labour market conditions	Article 22, subparagraph 1.2	861,348.54 €	317	1 January 2025 to 31 December 2025
2	Performance allowance	Article 22, subparagraph 1.3	0.00 €	0	1 January 2025 to 31 December 2025
3	Allowance for specific working conditions	Article 22, subparagraph 1.4	8,446,246.02 €	8828	1 January 2025 to 31 December 2025
4	Workload allowance	Article 22, subparagraph 1.6	589,164.80 €	246	1 January 2025 to 31 December 2025
5	Functional allowance	Article 22, subparagraph 1.10	400,916.72 €	227	1 January 2025 to 31 December 2025
		TOTAL	**10,297,676.08 €**	**9618**	

Source: Payroll system.

During 2025, the total value of allowances paid under Article 22 of the Law on Salaries reached 10,297,676.08 euros. Most of this amount, approximately 82%, or 8,446,246.02 euros, was allocated to allowances for specific working conditions, whose principal beneficiaries are Kosovo Police employees.

Other allowance categories account for a substantially smaller share of the total. Payments amounted to 861,348.54 euros for labour market conditions allowances, 589,164.80 euros for workload allowances, and 400,916.72 euros for functional allowances, whose principal beneficiaries are university employees. No payments were recorded in the performance allowance category during 2025.

Overall, the data show that the distribution of allowances under Article 22 was substantially concentrated in allowances for specific working conditions, which account for the dominant share of expenditure in this category.

Under Regulation (GRK) No. 06/2024 on Classification of Jobs in the Civil Service, the professional category comprises three classes: Professional 1, Professional 2 and Professional 3. Data for 2025 show differences in average gross salary between these classes, ranging from approximately 584 euros to 880 euros.

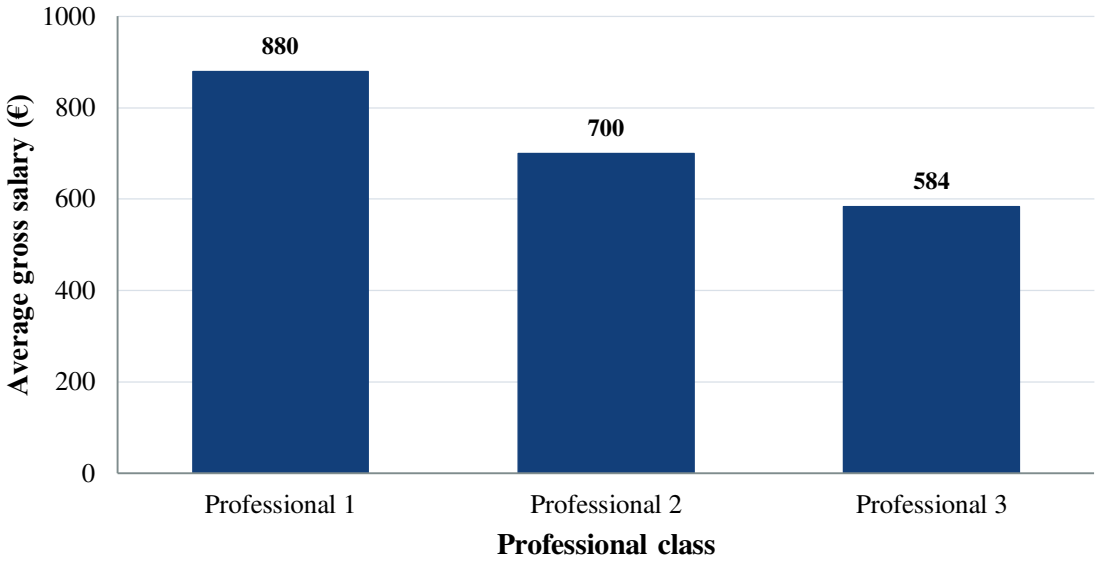


Figure 13. Average gross salary by professional category class, 2025

12.3.1. Gender differences

The principle of equality and non-discrimination in the salary system requires salary for a position to be determined by the job's classification, requirements and responsibilities, rather than the personal characteristics of its holder. Differences between women's and men's average salaries should therefore not automatically be interpreted as differences in pay for equal work.

In 2025, male civil servants' average gross salary was 858 euros and female civil servants' average was 805.5 euros, representing an average difference of 52.5 euros, or approximately 6.1% relative to men's average salary.

This difference should be analyzed in the context of employment structure. As presented in Chapter 5, women have achieved equal representation in the professional category but remain underrepresented in management categories, which have higher average salaries. However, aggregate average salary data alone are insufficient to determine the causes of the gender difference.

For a comprehensive analysis of pay equality, comparisons should be made within categories, classes and, where possible, identical or comparable positions, controlling for other factors affecting gross salary, including work experience and allowances.

12.3.2. Salaries for ICT positions

According to Kosovo Agency of Statistics (KAS) data, the average gross salary in the Information and Communication Technology (ICT) sector in 2025 was 1,216 euros. At the same time, the average gross salary of civil servants classified under Annex 14.4 – 'Experts', pursuant to Law No. 08/L-196 on Salaries in the Public Sector and the relevant decisions on the List of Experts, reached 1,480.89 euros. This category includes 273 key positions responsible for state information and communication systems.

These data show a significant difference in remuneration between the overall ICT market and a specialized part of public administration. In nominal terms, the average salary of this public sector expert category is 264.89 euros higher than the ICT sector's average gross salary, or approximately 21.8% higher.

This difference is particularly significant given the nature of the positions covered by this category. These experts and positions are directly linked to the operation, maintenance, security and development of state information and communication systems. In an increasingly digitalized public administration, these capacities are not merely technical functions but form part of the critical infrastructure underpinning public services, data management, interinstitutional interaction and information security.

From a public policy perspective, this difference should be viewed beyond a simple salary comparison. It relates to the state's ability to attract and retain qualified professionals in a sector with high labour demand and continuing competition from the private sector and international market.

The fact that the average salary of this public sector expert category exceeds the ICT sector average may be interpreted as an effort to reflect these positions' specialized nature and strategic importance. In particular, treating 273 key positions as part of a specialized expert category indicates that the state recognises the need for a differentiated remuneration regime for professional profiles on which its digital systems depend.

12.4. Transparency and accessibility of salary data

Publication of salary data is an important component of public service salary system transparency. In addition to the analysis of average salaries by institutional level and category presented in the preceding subsections, the following table presents consolidated data on the number of civil servants and average gross salary by civil service category and class for 2025.

Table 30. Average gross salaries and number of civil servants by category and class, 2025

Category	Class	Number of civil servants	Average gross salary including transitional allowance and work experience increment	Basic salary	Work experience increment for 2025	Transitional allowance for 2025
Senior management category	Senior management category	140	1,523 €	1,341 €	89 €	93 €
Middle management category	Middle management category	541	1,208 €	1,091 €	73.93	43 €
Lower management category	Lower management category	2,212	999 €	923 €	59 €	17 €
Specialists	Specialists	537	894 €	849 €	45 €	0 €
Professional	Professional 1	5,329	880 €	825 €	41 €	14 €
Professional	Professional 2	3,432	700 €	659 €	31 €	11 €
Professional	Professional 3	1,964	584 €	550 €	32 €	2 €
Professional – total		**10,725**	**768 €**	**721 €**	**36 €**	**11 €**
Civil service – total		**14,155**	**833 €**	**778 €**	**42 €**	**13 €**

Source: HRMIS and Treasury of the Republic of Kosovo, 2025.

Table 29 presents the number of civil servants and average gross salaries by category and class for 2025. These data allow more detailed analysis of salary structure within the civil service, while comparisons of identical or comparable positions require additional data.

Presenting data by category and class enables a clearer link between the job classification structure, employee numbers and average salary levels. For the professional category, which comprises three classes, data are presented separately for Professional 1, Professional 2 and Professional 3, while other civil service categories are presented according to the corresponding class established by the classification system.

Overall, 2025 data show increases in average salaries in the civil service and all its principal categories. The average gross salary in the civil service increased from 722 euros in 2024 to 833 euros in 2025, with increases varying by category and institutional level. Publication of salary data is also a commitment established in the Reform Agenda under the Growth Plan. Reporting for 2025 presents aggregate data by category and class. The HRMIS–Treasury connection will support the accuracy and preparation of these data, but constitutes a commitment separate from publication itself.

13. Conclusions and next steps

13.1. Key conclusions

The analysis of human resources management for 2025 shows that public administration has advanced in several important areas, while also identifying structural issues that must be addressed to ensure more effective and integrated operation of the human resources management system.

First, data quality, completeness and comparability remain fundamental prerequisites for monitoring reforms. HRMIS is the principal source of civil service data, but its use is not yet complete across all institutions and modules. In addition, the administrative sources used in the report differ in scope and coverage. Changes between years must therefore be interpreted with regard to changes in the institutional population, classification and data completeness.

Second, internal organization, job classification and systematization, personnel planning and recruitment should be treated as parts of a single workforce management cycle. Internal organization remains incomplete in some institutions, affecting accurate job planning, classification, recruitment and implementation of the salary system.

Third, recruitment data show increased appointments and greater openness to candidates from outside the civil service, while also identifying the need to improve procedural efficiency. In 2025, 1,422 appointments were made, of which 80.2% were from outside the civil service, while the average duration of procedures increased to 127.7 days. Recruitment performance should therefore be monitored not only through competition and appointment numbers, but also through procedural duration, competitiveness and the rate of filling planned positions.

Fourth, the use of acting appointees in senior management decreased from 72% in 2024 to 47.46% in 2025. However, the level remains high and requires continued monitoring and regular filling of management positions. For middle and lower management categories, the absence of a complete consolidated indicator limits the overall assessment of the phenomenon. Fifth, performance management has advanced in the use of the electronic system, but the next phase should focus more on process quality. An increase in recorded appraisals is insufficient to assess the system’s effectiveness. Clearer definition of coverage, better-quality individual objectives aligned with institutional objectives, and use of appraisal results for professional development and career management are required.

Sixth, the age structure and employment terminations make succession planning and knowledge management increasingly important. At the end of 2025, 10.9% of civil servants were aged 61–65, while retirement was the principal reason for termination of employment. This requires identification of critical positions, replacement planning and knowledge transfer mechanisms.

Seventh, professional development should gradually move from activity monitoring towards measuring outcomes. In 2025, KIPA trained 3,791 individual civil servants, or approximately 26.8% of those recorded in HRMIS, exceeding the 25% target. The next step should be a stronger link between training and competency needs, and measurement of learning outcomes and application in the workplace.

Finally, the salary system requires greater transparency, more detailed data and better system integration. The report presents aggregate data by category and class, while analysis of comparable positions requires additional data. Functional integration of HRMIS with the Treasury payroll system remains an important development for improving data accuracy and automation.

Overall, the report's findings indicate that the next phase of reform should shift the focus from establishing and using administrative mechanisms towards implementation quality, process integration and measurement of outcomes.

13.2. Remaining challenges and gaps

Despite the progress recorded, several gaps continue to limit the full operation of the human resources management system.

Data coverage and reconciliation remain a cross-cutting challenge. Of the 139 institutions recorded, 17 do not use HRMIS or use it only partially, while 82 institutional reports were received for the 2025 report. This affects the ability to produce complete and fully comparable indicators for the entire institutional population.

In institutional organization, adoption and implementation of internal organization regulations, job classification and systematisation remain to be completed. In recruitment, alongside making the centralized model operational, procedures need to be shortened, competitiveness improved and the vacancy filling rate monitored.

In performance management, the coverage of the appraisal cycle remains to be accurately defined and the quality of objectives and appraisals strengthened. In professional development, current data primarily measure activity and participation, while more developed indicators of learning outcomes and impact on job performance are lacking.

Workforce planning and staff retention also require more developed tools to identify critical positions, anticipated retirements and reasons for voluntary departures. Administrative data identify the legal form of termination of employment but do not provide sufficient information on the reasons for resignations.

In equal opportunities, appeals and salaries, more detailed data and analyses based on clearly defined populations are needed to distinguish actual changes from the effects of changes in coverage or institutional structure.

13.3. Priorities and next steps

Based on the report's findings, the coming period should focus on consolidating the human resources management system and implementing the reforms established in the Public Administration Reform Strategy 2022–2027, the Action Plan 2025–2027 and the Reform Agenda under the Growth Plan. The main priorities are:

- **Strengthening HRM data governance.** Full and regular use of HRMIS should be ensured, data definitions and quality controls standardized, and a regular reconciliation process established between HRMIS, the Treasury, KIPA, the IOBCSK and institutional reports. Functional HRMIS–Treasury integration and reconciliation of records on disciplinary measures and employment terminations should also continue.
- **Completing job organization, classification and systematization.** Institutions should complete adoption and implementation of internal organization regulations and ensure that jobs are aligned with approved structures. Monitoring should cover both formal adoption and actual implementation of structures.
- **Improving recruitment efficiency and quality.** Work should continue to make centralized recruitment operational, standardize assessment mechanisms and develop the question bank. At the same time, procedural stages and sources of delay should be analyzed, and competitiveness, the rate of filling planned positions and use of acting appointees monitored.
- **Strengthening performance management.** The methodological framework for setting individual objectives and aligning them with institutional objectives should be completed, full coverage of employees subject to appraisal ensured, and managers' capacity for monitoring, feedback and evidence-based appraisal developed.
- **Strengthening workforce planning, staff retention and knowledge management.** Personnel planning should incorporate anticipated retirements, critical positions and replacement needs. Mechanisms for onboarding, handover, offboarding and exit interviews should be developed and implemented to enable institutions to retain knowledge and better understand the reasons for staff departures.
- **Professional development based on competencies and outcomes.** The Training Needs Assessment should serve as the basis for planning KIPA's training offer. Alongside the number of training activities and participants, reporting should gradually include coverage, learning outcomes and application of acquired competencies in the workplace.
- **Advancing equal opportunities and monitoring representation.** Monitoring of gender representation, non-majority communities and persons with disabilities should continue, using clearly defined populations and denominators. Particular attention should be given to women's representation in management positions.
- **Increasing transparency and analysis of the salary system.** Regular publication of aggregate salary data by category and class should continue and, in accordance with the relevant requirements, accessibility of data by position should be expanded. Future analyses should enable comparisons

between identical or comparable positions and identification of professional profiles facing recruitment and retention difficulties.

In addition to these priorities, the annual human resources management reporting cycle itself should be improved. Future reports should rely on standardized indicator definitions, documented sources and clearly defined institutional populations. Comparability between years should be ensured for key indicators and, where this is not possible, limitations should be explicitly stated.

In this way, annual reporting can gradually evolve from presenting administrative data towards analyzing outcomes, causes and implications for human resources management policies.

In conclusion, 2025 shows that several important elements of a more modern human resources management system have been consolidated. The next phase should focus on consistent implementation, data quality and integration, process efficiency and measurement of outcomes. Sustainable progress will depend on the ability to link institutional organization, personnel planning, recruitment, performance management, professional development and the salary system into an integrated human resources management cycle supported by complete, accurate and reliable data.