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INSPEKTORI I LARTË  
I DREJTËSISË

**WORK REPORT**  
**OF THE OFFICE OF**  
**HIGH INSPECTOR OF JUSTICE**  
**FOR THE PERIOD**  
**01.01.2025 – 31.12.2025**

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## INTRODUCTION

This annual report provides a comprehensive analysis of the implementation of the recommendations issued by the Albanian Parliament in the resolution “On the Assessment of the Activity of the Office of the High Inspector of Justice for the Year 2024.” It examines in detail the review and verification of complaints, disciplinary investigations and proceedings, thematic inspections, institutional performance, as well as interinstitutional and international cooperation.

During the reporting year, the activity of the High Inspector of Justice entered a new stage of institutional maturity, evolving from a phase of consolidation toward one focused on enhancing the intensity, effectiveness, and quality of inspections. For the High Inspector of Justice, the inspection process extends beyond the oversight of magistrates’ accountability; it serves as a key mechanism for improving the efficiency and integrity of the justice system. This approach is aimed not only at monitoring professional performance, but also at raising service standards and strengthening public trust in justice institutions.

The report presents detailed data on the number of complaints submitted the decisions issued by the High Inspector of Justice and the progress achieved in thematic inspections.

During 2025, the following results were achieved:

- 1635 complaints reviewed;
- 12 disciplinary investigations initiated involving 13 magistrates;
- 23 disciplinary investigations completed concerning 25 magistrates;
- 8 disciplinary proceedings proposed;
- 16 cases referred to the respective Councils for ethical and professional evaluation;
- 7 thematic inspections completed;
- 166 decisions issued on the verification of complaints.

The rigorous handling of disciplinary investigations has contributed to a significant strengthening of professional responsibility and accountability standards within the justice system. This progress reflects a transition toward a more advanced culture of integrity, grounded in the continuous improvement of oversight and monitoring mechanisms. Through the systematic follow-up of the implementation of recommendations, the aim is to ensure that every finding arising from inspection and verification processes translates into a tangible guarantee for a more efficient, transparent, and accountable justice system for the public.

Within the framework of Albania’s European Union accession process, the High Inspector of Justice has further intensified its commitment to fulfilling the obligations stemming from the country’s integration agenda. This contribution has been realized through close cooperation with the Ministry of Justice, as the lead institution for Chapter 23, “Judiciary and Fundamental Rights.” Such cooperation has included the provision of analytical data and assessments, participation in reporting and coordination meetings, and the adoption of organizational and functional measures aimed at addressing findings and issues identified by the European Commission.

The High Inspector of Justice, through his representatives, actively participated in and contributed to meetings organized by the Ministry of Justice and the European Commission for the drafting and finalization of the Rule of Law Roadmap, thereby fulfilling the recommendations of the Albanian Parliament concerning cooperation within the framework of the European integration process.

In the context of Albania's integration commitments, the report also highlights the High Inspector of Justice's cooperation with the key institutions of the justice system, including the High Judicial Council (HJC), the High Prosecutorial Council (HPC), the Prosecutor General, and the Ministry of Justice. This cooperation has been further strengthened through constructive dialogue with civil society organizations and the continuous support of international partners, fostering a coordinated approach toward consolidating the rule of law and enhancing institutional transparency.

In line with the principles of transparency and public communication, the High Inspector of Justice has continued to promote citizen awareness, institutional transparency, and broader public access to the institution. Legal education initiatives have served to increase awareness of individuals' rights and obligations, while also strengthening communication with diverse social groups across the country, with the overarching objective of promoting a fairer, more transparent, and more efficient administration of justice.

In conclusion, this report reflects the continued commitment of the High Inspector of Justice to enhance the performance, accountability, and efficiency of the justice system.

Particular attention has also been devoted to strengthening the professional capacities of inspectors and assistant inspectors, with the aim of improving the quality and effectiveness of inspection and disciplinary processes.

At the same time, the High Inspector of Justice has sought to further consolidate its public profile through transparent communication and by clarifying its institutional role in promoting accountability, both at the national and international levels. The institution's interaction and exchanges with international counterparts have contributed to strengthening professional partnerships, fostering cooperation, and facilitating the exchange of best practices aimed at improving institutional processes and standards. These collaborative efforts place particular emphasis on reinforcing the rule of law, safeguarding judicial independence, enhancing accountability, and strengthening public confidence in the justice system.

## I. LEGAL FRAMEWORK REGULATING THE ORGANIZATION AND FUNCTIONING OF THE OFFICE OF THE HIGH INSPECTOR OF JUSTICE

### 1.1 Legal reference

High Inspector of Justice is an independent constitutional body, established in accordance with Article 147/d of the Constitution. This constitutional provision stipulates that the High Inspector of Justice is responsible for verifying complaints, investigating violations on its own initiative and initiating disciplinary proceedings against judges and prosecutors of all levels, members of the High Judicial Council, members of the High Prosecutorial Council and the Prosecutor General, according to the procedure established by law. The High Inspector of Justice is also responsible for the institutional inspection of courts and prosecutorial offices.

The institutional activity of the High Inspector of Justice is regulated by the following legal and sub-legal acts:

- Constitution of the Republic of Albania;
- Law No. 115/2016 “On the governance institutions of the Justice System”, as amended;
- Law No. 96/2016 “On Status”, as amended;
- Decision No. 536, dated 25.07.2019, of the Council of Ministers “On the creation of conditions for the High Inspector of Justice to verify the fulfillment of legal conditions and criteria, the verification of the integrity and assets of non-magistrate candidates for the position of inspector”;
- Decision No. 28/2020 “On the approval of the organizational structure, staff structure and salary classification of the personnel of the High Inspector of Justice”, as amended.

The institutional activity of the Office of the High Inspector of Justice is exercised in accordance with the following legal and sub-legal acts:

- Law No. 44/2015 “Code of Administrative Procedures in the Republic of Albania”;
- Law no. 152/2013 “On Civil Servants”, as amended;
- Law no. 119/2014 “On the Right to Information”;
- Law no. 114/2015 “On Internal Audit in the Public Sector”;
- Law no. 90/2012 “On the Organization and Functioning of State Administration”;
- Law no. 7961, dated 12.07.1995 “Labor Code of the Republic of Albania”, as amended;

- Law no. 9367, dated 07.04.2005 “On the Prevention of Conflict of Interest in the Exercise of Public Functions”, as amended;
- Law no. 9049, dated 10.04.2003 “On the Declaration and Control of Assets, Financial Liabilities of Elected Officials and of certain public servants”, as amended;
- Law no. 124/2024 “On the protection of personal data”,
- Law no. 9131, dated 08.09.2003 “On the rules of ethics in public administration”;
- Law no. 9154, dated 06.11.2003 “On Archives”, as amended;
- Law no. 9936, dated 26.06.2008 “On the management of the budget system”, as amended;
- Law no. 10296, dated 08.07.2010 “On financial management and audit”, as amended;
- Law on the annual budget;
- Law no. 162/2020 “On public procurement”, as amended;
- Law no. 9918, dated 19.05.2008 “On electronic communications in the Republic of Albania”, as amended;
- Law No. 10325, dated 23.09.2010 “On State Databases”;
- Law No. 2/2017 “On Cybersecurity”;
- Decision No. 972, dated 02.12.2020, of the Council of Ministers “On the organization, functioning and determination of the competencies of the Information Technology Center for the Justice System”;
- Decision No. 971, dated 02.12.2020, of the Council of Ministers “On the approval of the rules for general state policies for the information technology system, for the justice system”;
- Decision No. 893, dated 17.12.2014, of the Council of Ministers “On the approval of the rules for the organization and functioning of auxiliary cabinets, the internal organization of state administration institutions, as well as for detailed procedures”.

## 1.2 Acts adopted by the Office of the High Inspector of Justice

In order to implement the legal powers, for issuing general orders of an administrative or procedural nature, all the necessary acts for the functioning of the structure of the Office of the High Inspector of Justice at the level of administrative organization have been drafted and approved by the High Inspector of Justice. A total of 26 acts have been approved<sup>[1]</sup>, of which 24 general orders of an administrative nature and 2 decisions dealing with issues of organization and functioning. In addition, 10 decisions have been drafted in order to ensure the proper administration of inspection processes, as well as 11 decisions amending them.

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<sup>1</sup> Acts required for publication are accessible at the link: <https://ild.al/sq/legjislacion/akte/>

Referring to the corpus of administrative acts, the categorization of orders and decisions according to the categories of organization and functioning and acts of inspection activity is presented below.

### *1.2.1 Acts related to organization and functioning*

1. Order No. 5, dated 08.01.2025 “On the unification of the administrative document”;
2. Order No. 6, dated 08.01.2025 “On the establishment of the expert commission at the Office of the High Inspector of Justice”;
3. Decision No. 2, dated 28.01.2025 “On the determination of civil service positions to be announced for the year 2025, for the Office of the High Inspector of Justice”;
4. Order No. 12, dated 30.01.2025, “On an amendment to order no. 60, dated 31.05.2023, of the High Inspector of Justice “On the approval of the statistical data forms for the ethical assessment and professional activity of inspectors at the Office of the High Inspector of Justice”;
5. Order no. 13, dated 06.02.2025, “On the functioning of the electronic entry-exit system at the Office of the High Inspector of Justice”;
6. Order no. 15, dated 11.02.2025 “On the establishment of the working group for monitoring the behavior of civil servants during the electoral process”;
7. Order no. 15/1, dated 11.02.2025 “On the approval of the regulation “On the supervision of the behavior by the working group for monitoring the civil servant of the Office of HIJ during the electoral campaign period for the elections of May 11, 2025”.
8. Order no. 23, dated 27.02.2025, “On the submission of the internships of inspector Ms. D. S., and inspector Mr. J. Z., and their redistribution”;
9. Order no. 40, dated 21.03.2025 “On the establishment of the unit responsible for signaling and protecting whistleblowers in the HIJ Office”;
10. Order no. 41, dated 26.03.2025 “On the composition of the authority responsible for preventing, checking and resolving situations of conflict of interest”;
11. Order no. 15/2, dated 01.04.2025, “On some amendments to order no. 15, dated 11.02.2025 “On the establishment of the working group for monitoring the behavior of civil servants during the electoral process”;
12. Order no. 50, dated 16.04.2025 “On the replacement of the working day of 03.01.2025”;
13. Order no. 51, dated 16/04.2025 “On the appointment of the working day of 15.05.2025 and 16.05.2025 as a holiday”;
14. Order no. 51/1, dated 17.04.2025 “On the replacement of the working day of 15.05.2025 and 16.05.2025”;
15. Order no. 53, dated 22.04.2025 “On an amendment to order no. 74, dated 26.06.2024, of the High Inspector of Justice “On the initiation of the selection procedure of non-

- magistrate candidates for the position of inspector at the Office of the High Inspector of Justice”, as amended;
16. Order no. 81, dated 28.07.2025 “On an amendment to order no. 33/1, dated 04.11.2022, of the High Inspector of Justice “On the appointment of assistant inspectors at the Office of the High Inspector of Justice”, as amended;
  17. Order no. 88, dated 10.09.2025 “On an amendment to order no. 118, dated 31.12.2024, of the High Inspector of Justice “On the composition of the Commission for Appointment and Evaluation of Inspectors, the appointment of members of the secretariat and the initiation of the ethical and professional evaluation procedure of inspectors for the period 2021-2025”;
  18. Order no. 96, dated 22.09.2025 “On some amendments to the regulation on the administration and use of the complaint and investigation procedure document management system (SMAD), at the Office of the High Inspector of Justice, approved by order no. 59, dated 15.07.2022, of the High Inspector of Justice “On the approval of the regulation on the administration and use of the complaint and investigation procedure document management system (SMAD) at the Office of the High Inspector of Justice”;
  19. Order no. 108, dated 17.10.2025 “On the appointment of assistant inspectors at the Office of the High Inspector of Justice”;
  20. Order no. 109, dated 20.10.2025 “On some amendments to order no. 108, dated 17.10.2025, of the High Inspector of Justice “On the appointment of assistant inspectors at the Office of the High Inspector of Justice”, as amended;
  21. Order no. 129, dated 10.12.2025 “On an amendment to order no. 108, dated 17.10.2025, of the HIJ “On the appointment of assistant inspectors at the Office of the High Inspector of Justice”;
  22. Decision no. 74, dated 05.12.2025 “On the approval of the ethical-professional assessment program of inspectors of the Office of the High Inspector of Justice for the year 2026”;
  23. Order no. 145, dated 31.12.2025 “On the appointment of the administrative officer of the Office of the High Inspector of Justice for the procedure of drawing lots for the selection of members of the Appointment and Evaluation Commission for the year 2026”;
  24. Order no. 146, dated 30.12.2025 “On the composition of the Commission for Appointment and Evaluation of Inspectors, the appointment of members of the technical secretariat and the initiation of the ethical-professional evaluation procedure of inspectors for the period 2022-2024”;
  25. Order No. 147, dated 31.12.2025 “On the rules and procedures for reporting on the implementation of recommendations with quantitative and qualitative indicators in order to guarantee the effectiveness of inspections”;
  26. Order No. 148, dated 31.12.2025 “On the data that analytical reports must contain " on the subject matter of complaints and the periodicity of their drafting".

### 1.2.2 Acts related to inspection activities

1. Decision No. 5, dated 31.01.2025 “On the approval of the inspection plan for 2025”;
2. Decision No. 8, dated 28.02.2025 “Conducting the thematic inspection with the object: “Documentation by judges of informing the parties about the possibility of resolving the case through mediation for civil cases concluded for the period 01.05.2024–31.07.2024, at the Courts of First Instance of General Jurisdiction of Elbasan, Tirana and Vlora”;
3. Decision no. 10, dated 03.03.2025 “Conducting the thematic inspection with the object: “On cases processed for the first time upon request or decision of the prosecutor for dismissal due to statute of limitations of criminal prosecution, for the period 01.01.2024-31.12.2024”.
4. Inspection decision no. 14, dated 01.04.2025, “On the practice and reasons for the replacement of prosecutors, in the Prosecution Offices at the First Instance Courts of General Jurisdiction of Dibër, Durrës and Vlorë, for the period 01.01.2024-31.12.2024”;
5. Inspection decision no. 15, dated 01.04.2025, “On the handling of the reporting material by the prosecutor, within the framework of the elements defined in the Criminal Procedure Code for the period 01.01.2024-31.12.2024”;
6. Inspection decision no. 16, dated 01.04.2025, “On the procedure for the announcement and reasoning of judicial decisions in the Court of First Instance of General Jurisdiction Gjirokastrë, for the period 01.04.2024-30.06.2024”;
7. Inspection Decision no. 17, dated 01.04.2025, “On the allocation of the cases by draw, as well as checking of electronic system reports in the Supreme Court, the Court of Appeal of General Jurisdiction, the Court of First Instance of General Jurisdiction Shkodra, for the period 01.01.2024-31.12.2024”;
8. Decision no. 18, dated 15.04.202 “On the process of document circulation from the moment of registration in the secretariat until the completion of its treatment, in the Prosecution Office at the Court of First Instance of General Jurisdiction Dibër, for the period 01.04.2024-30.06.2024”;
9. Inspection decision no. 19, dated 15.04.2025, “On the duration of civil judicial proceedings with opposing parties completed at the Court of First Instance of General Jurisdiction Saranda, for the period 01.04.2024-30.06.2024”;
10. Inspection decision no. 57, dated 20.10.2025 “On conducting the thematic inspection with the subject: “On the planning and conduct of hearings in several courts of first instance of general jurisdiction”.

### 1.2.3 *Amending acts related to inspection activities*

1. Decision no. 49, dated 15.09.2025, “On some amendments to decision no. 16, dated 01.04.2025, of the High Inspector of Justice “Conducting the thematic inspection with the subject: “On the procedure for the announcement and reasoning of judicial decisions in the Court of First Instance of General Jurisdiction Gjirokastrë, for the period 01.04.2024-30.06.2024””.
2. Decision no. 48, dated 15.09.2025, “On some amendments to decision no. 18, dated 15.04.2025, of the High Inspector of Justice “On the process of circulation of documentation from the moment of registration in the secretariat until the completion of its treatment, in the Prosecution Office at the First Instance Court of General Jurisdiction Dibër, for the period 01.04.2024-30.06.2024”;
3. Decision no. 56, dated 20.10.2025, “On an amendment to decision no. 5, dated 31.01.2025, of the High Inspector of Justice “On the approval of the inspection plan for 2025”;
4. Decision no. 15/1, dated 30.10.2025 “On some amendments to decision no. 15, dated 01.04.2025, of the High Inspector of Justice “Conducting the thematic inspection with the object: “On the handling of the reporting material by the prosecutor, within the framework of the elements defined in the Criminal Procedure Code for the period 01.01.2024-31.12.2024”;
5. Decision no. 10/1, dated 30.10.2025 “On some amendments to decision no. 10, dated 03.03.2025, of the High Inspector of Justice “On cases processed for the first time upon request or decision of the prosecutor for dismissal due to statute of limitations of criminal prosecution, for the period 01.01.2024-31.12.2024”.
6. Decision no. 67, dated 13.11.2025 “On some amendments to decision no. 19, dated 15.04.2025, “On the duration of civil judicial proceedings with opposing parties concluded in the Court of First Instance of General Jurisdiction Saranda, for the period 01.04.2024-30.06.2024”;
7. Decision no. 71, dated 27.11.2025, of the High Inspector of Justice “On the process of circulation of documentation from the moment of registration in the secretariat until the completion of its prosecution, at the Prosecution Office at the First Instance Court of General Jurisdiction of Dibër, for the period 01.04.2024-30.06.2024”;
8. Decision no. 84, dated 30.12.2025 “On some amendments to decision no. 10, dated 03.03.2025, of the High Inspector of Justice “On cases processed for the first time upon request or decision of the prosecutor for dismissal due to statute of limitations of criminal prosecution, for the period 01.01.2024–31.12.2024”, as amended;
9. Decision no. 86, dated 30.12.2025 “On some amendments to decision no. 15, dated 01.04.2025, of the High Inspector of Justice “Conducting the thematic inspection with the object: “On the handling of the reporting material by the prosecutor, within the framework of the elements defined in the Code of Criminal Procedure for the period 01.01.2024-31.12.2024”, as amended;

10. Decision no. 85, dated 30.12.2025, “On some amendments to decision no. 18, dated 15.04.2025, of the High Inspector of Justice “On the process of circulation of documentation from the moment of registration in the secretariat until the completion of its processing, in the Prosecution Office at the First Instance Court of General Jurisdiction Dibër, for the period 01.04.2024-30.06.2024”, as amended;

11. Decision no. 87, dated 30.12.2025, “On some amendments to the inspection decision no. 57, dated 20.10.2025 “On conducting the thematic inspection with the object: “On the planning and conduct of hearings in some First Instance Courts of General Jurisdiction”.

## II. REVIEW, VERIFICATION OF COMPLAINTS, DISCIPLINARY INVESTIGATION AND INSPECTIONS

### 2.1 Complaints filed with the High Inspector of Justice

The High Inspector of Justice, based on Article 194 of Law No. 115/2016 “On the Governance Institutions of the Justice System”, as amended, and Part V, Chapter II, of Law No. 96/2016 “On Status”, as amended, is the state authority responsible for:

- verification of complaints;
- investigation of disciplinary violations and initiation of disciplinary proceedings against judges and prosecutors of all levels, members of the High Judicial Council, members of the High Prosecutorial Council and the Prosecutor General;
- as well as for the institutional inspection of courts and prosecution offices.

In the framework of fulfilling its constitutional and legal activity, the Office of the High Inspector of Justice has registered for 2025 a very significant increase in the number of complaints filed. This progressive trend, compared to the previous year, demonstrates the increase in public trust in the role of the High Inspector of Justice.

During 2025, 1792 new complaints were filed with the Office of the High Inspector of Justice, which, distributed according to the complaining subjects, results in:

- **1718** complaints filed by natural persons;
- **74** complaints filed by legal entities.

At the end of 2024, **1480** complaints were submitted for review while a total of **3272** complaints are subject to review for 2025, including complaints filed during this year (**1792**).

The Office of the High Inspector of Justice reviewed **1635** complaints during 2025.

Table no. 1. Data on complaints for 2025;

<b>Complaints filed during 2025</b>	<b>Complaints carried over from 2024</b>	<b>Complaint subject to review during 2025</b>	<b>Complaints reviewed during 2025</b>	<b>Complaints carried over to 2026</b>
<b>1792</b>	<b>1480</b>	<b>3272</b>	<b>1635</b>	<b>1637</b>

According to the data on the progress of the review and handling of complaints, at the end of 2025, it results that 1,637 complaints remain in process, which will be carried over for handling in 2026.

The overview of the results resulting from the review of 1635 complaints is presented as follows:

- **1211** complaints archived after the initial review;
- **372** complaints archived after verification;<sup>[2]</sup>
- **52** complaints concluded with disciplinary investigation.

Of the 1635 complaints reviewed, it results that:

- **1482** complaints were filed by natural persons;
- **151** complaints were filed by legal entities, namely:
  - **92** complaints from public institutions;
  - **40** complaints from private entities;
  - **16** complaints from foundations and civil society organizations;
  - **3** complaints from religious institutions;
- **2** anonymous complaints, as the name of the complainant is not mentioned.

### *2.1.1 Complainant's data*

The complainants who addressed the High Inspector of Justice have a geographical representation from all over the country, where the largest share is in the Tirana region, with

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<sup>2</sup> The number of complaints archived after verification also includes complaints for which the HIJ has disposed of the verification procedure without a final decision, based on Article 95 of the Code of Administrative Procedure.

693 complainants (38.7% of complainants), followed by the Durrës region and the Elbasan region, respectively 122 and 95 complainants (7% and 5.3% of complainants). While the regions that record the lowest number of complainants are the Berat region, the Kukës region and the Dibër region, respectively with 38, 23 and 17 complainants (2.1%, 1.3% and 1% of complainants).

From the analysis of information related to the complaints filed, it is noted that 670 complainants (37.3%) have filed only 1 complaint with the Office of the High Inspector of Justice, while 752 complainants (42%) have filed more than one complaint, for the same subject.

During 2025, from the analysis of 1792 complaints filed with the Office of the High Inspector of Justice, it results that the vast majority of complainants' claims are related to the incorrect application of the law or serious procedural violations (41%). Other main categories include claims for unfair decision-making (26%) and the delay of judicial and investigative processes (23%). Meanwhile, a smaller share is occupied by ethics violations (8%) and cases of conflict of interest (4%).

### *2.1.2 Data on the subject against whom claims are being made*

Through **1635** reviewed complaints, claims are raised against subjects magistrates, judges and prosecutors. It results that the claims were filed in the following proportion:

- **672** complaints against magistrates (41%);
- **470** complaints against magistrates (29%);
- **375** complaints against judges and prosecutors together (23%);
- **118** complaints (7%) the subject against whom the claims are raised is not identified.

## **2.2 Review and verification of complaints**

### *2.2.1 Review of the complaints*

The High Inspector of Justice, based on Article 121 of Law No. 96/2016 “On the Status of Judges and Prosecutors in the Republic of Albania”, as amended, initially examines whether the complaint is admissible or not, according to the admissibility criteria set out in letters “a” to “dh”, of paragraph 1, of Article 120 of Law No. 96/2016 “On the Status of Judges and Prosecutors in the Republic of Albania”, as amended. During the initial examination phase,

the fulfillment of the admissibility criteria is verified, for which its archiving is decided, if one or more of the admissibility criteria of the complaint are not met.

Based on the examination of the subject of the complaints, it results that the issues or claims raised by the complainants, according to their weight in relation to the total number of complaints handled, are as follows:

Table no. 2 Types of complaint claims processed during 2025

Types of complaint claims processed during 2025	Percentage for each claim
Allegations of unfair decision-making	40%
Allegations of delay in trial and investigation	33%
Allegations of incorrect application of substantive/procedural law	29,5%
Allegations of delays in the announcement and reasoning of judicial decisions	6%
Allegations of breach of ethics by magistrates	2,8%
Allegations of incompatibility or conflict of interest	2,7%

From an analysis of statistical data, during 2025 it results that 50% of the complaints out of the total of 3272 (carried over from 2024 and filed during 2025) complaints subject to review were reviewed, increasing the number of complaints reviewed from the previous year. The high number of complaints reviewed in relation to the same number of inspectors and support staff is a clear indicator of the increase in the efficiency and effectiveness of the institution of High Inspector of Justice.

Also for 2025, the claims reviewed from the complaints submitted, related to claims related to the manner of resolving the judicial case and the evaluation of evidence and the evaluation of evidence by the respective court; the performance/failure of investigative actions, or the evaluation of evidence collected by the investigative body during the investigative process; delays in the announcement and reasoning of judicial decisions; delays in trials by judges but also delays in investigative activity by prosecutors unfair decision-making by magistrates during the examination of cases.

Based on the most numerous claims presented by complainants, the High Inspector of Justice has taken measures to include in the inspection plan topics related to delays in the announcement and reasoning of judicial decisions, delays in investigative and judicial processes, aiming to carry out inspections on these topics in all courts and prosecution offices in the country, reflecting the state of the system. Detailed data on the inspections can be found in sections 2.6. of this report, as well as on the official website of High Inspector of Justice.

### 2.2.2 *Verification of complaints*

According to Article 122 of Law No. 96/2016, for a complaint that does not have clear information, the High Inspector of Justice verifies whether there are sufficient facts that justify the initiation of the investigation, requesting additional documents and explanations from the complainant on the manner and circumstances in which the alleged violation occurred, or by obtaining any other information from the Council, the court or the prosecution office.

During 2025, the High Inspector of Justice issued **166** decisions for the verification of 246 complaints, specifically (**154** verification decisions are based on a complaint and **12** decisions for verification on the initiative of the High Inspector of Justice). After verification, some of the complaints were archived with an archiving decision after verification and the rest are in the verification process.

During 2025, attention was also paid to the verifications initiated on the institution initiative for the implementation of Law No. 33/2024 “On granting amnesty”, at courts and prosecution offices, as well as information published in several media outlets on issues in the implementation of this law. Within the framework of the data administered by the verification, issues were found in the level of understanding and interpretation of the law on the execution of criminal decisions, inaction in issuing the execution order, different ways of understanding and implementing the criminal procedural provisions on the announcement of the summary decision by the courts, finding of a time difference between the date of the final decision and its transmission, inconsistency of the date of registration of the decision in the prosecution office secretariat with the date of receipt by the prosecutor, the date of the accompanying letter of this order and its non-reflection in the internal delivery books, of the date of receipt by the prosecutor of the executions of final and recorded court decisions.

High Inspector of Justice has emphasized the necessity of respecting legal deadlines and coordinating the activities of institutions responsible for the execution of criminal decisions, to guarantee the recognition and implementation of the rights recognized for each category, detained or convicted according to special legislation, while it has requested increased attention, when initiatives such as the law on amnesty are approved, to be rigorous in the implementation of legal requirements and procedural deadlines, so as not to bring consequences in the acquisition of the rights and facilities recognized by this law.

At the same time, High Inspector of Justice has requested that the issues identified from the verification of the practice of implementing the law “On granting amnesty” by the courts and prosecution offices, be the subject of discussion and review, respectively, at the General Meeting of Judges and by the Head of the prosecution offices.

On the other hand, High Inspector of Justice, taking into account the needs of the system, legal obligations, addressing the most frequent problems encountered in complaints, the institution's work priorities and institutional capacities, will subsequently assess the conduct of a thematic inspection at the Court of Appeal of General Jurisdiction, the Courts of First Instance of General Jurisdiction, the Prosecution Offices at the Courts of First Instance of General Jurisdiction and the Prosecution Office at the Court of Appeal of General Jurisdiction on the procedure and deadlines for the execution of criminal decisions.

High Inspector of Justice has also verified 23 complaints against the activities of magistrates who are under conditions of special protection from disciplinary investigation according to article 149, point 1 of law no. 10019, dated 29.12.2008 "Electoral Code of the Republic of Albania", as amended. This verification has ended without a final decision because the object or purpose for which it was initiated has become impossible.

### *2.2.3 Decision-making of the High Inspector of Justice*

The appeals review process was concluded with the issuance of **1020** decisions, which according to their typology resulted in:

- a. **602** decisions for archiving after initial review, where **1211** complaints were reviewed;
- b. **240** decisions for archiving after verification<sup>[3]</sup>, where **372** complaints were reviewed;
- c. **12** decisions for disciplinary investigation against **13** magistrates:

- 6 decisions for disciplinary investigation against **7** magistrates, where 14 complaints were reviewed;
- 4 decisions for disciplinary investigation against 4 magistrates, initiated at the initiative of the appellant, where 40 appeals were reviewed and at the initiative of the High Inspector of Justice;
- 2 decisions for disciplinary investigation against 2 magistrates, initiated at the initiative of High Inspector of Justice.

### *2.2.4 Complaints from special entities*

High Inspector of Justice, based on point 2, article 194 of law no. 115/2016 "On the bodies of governance of the justice system", as amended, has also verified complaints received from special subjects. In implementation of this provision, the chairs of courts and heads of prosecution offices have filed a written complaint against the magistrates who exercise their

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<sup>3</sup> Verifications initiated during 2025 and in previous years.

duties in these institutions. There have also been written complaints from other bodies, which, according to special provisions and their functions, are obliged to transfer cases or to file a written complaint for further verification when they identify causes that may constitute a disciplinary violation. Referring to the legal provisions, complaints from subjects specifically identified by article 119, point 2 of law no. 96/2016 “On the status of judges and prosecutors”, as amended, must be accompanied by reliable data on the commission of the disciplinary violation. In some cases, it has been evidenced that the references of claims or cases related to disciplinary violations of magistrates are not substantiated or supported by the relevant documentation, or an analysis based on reliable data that the magistrate has committed the disciplinary violation in relation to the legal provisions in force.

The nature of the violations proposed in the complaints filed by the special subjects<sup>[4]</sup>, are listed according to the following data:

Table no. 3 Types of complaints filed by the special subjects during 2025

	Llojet e pretendimeve të ankesave të depozituara nga subjektet e posaçme gjatë vitit 2025						
Subjects	Incorrect application of substantive/procedural law	Delays in trial and investigative activity	Unfair decision-making	Delays in the announcement and reasoning of court decisions	Violation of ethics by magistrate	Incompatibility or conflict of interest	Committing actions that harm the integrity of the magistrate and discredit his position
<b>Heads of Prosecution Offices</b>	5	6			1		1
<b>Court Chairs</b>				1			
<b>Supreme Court</b>		3					
<b>Minister of Justice</b>			5	2			
<b>Prosecutor General</b>	1	2					1
<b>A single member of the Council</b>							1

The subjects and the data on the progress of their complaints are listed as follows:

<sup>4</sup> The data on claims is not the same as the number of complaints, as there may be more than one claim in a complaint..

Table No. 4 Subjects and data on the progress of complaints

Institution/ Subject	Complaints		Progress of processing of complaints					
	Complaints carried over from previous periods	Complaints filed during 2025	Complaints concluded with an archiving decision after initial review	Complaints concluded with an archiving decision after verification	Complaints concluded with a decision to initiate a disciplinary investigation	Complaints concluded with a decision to conclude a disciplinary investigation	Complaints concluded with a request for disciplinary proceedings	Complaints in process
Heads of Prosecution Office offices	18	8	16	2	0	0	2	6
Chair of the Courts	3	1	0	0	0	0	1	3
Independent Qualification Commission	6	0	2	0	2	1	0	2
Supreme Court	26	3	25	1	0	0	0	6
Minister of Justice	6	6	1	2	1	3	1	4
Prosecutor General	0	2	0	0	0	0	0	2

### 2.3 Disciplinary Investigations

High Inspector of Justice, pursuant to Articles 123, point 1 and 124, point 1 of Law No. 96/2016 “On the Status of Judges and Prosecutors in the Republic of Albania”, as amended, shall initiate an investigation if there are reasonable suspicions that a violation may have been committed, based on the facts and evidence collected, which justify the initiation of the investigation. High Inspector of Justice shall initiate an investigation on its own initiative, based on substantial data on facts resulting from reliable sources, on the basis of which a reasonable suspicion arises that a violation may have been committed.

Referring to these legal provisions, during 2025, the High Inspector of Justice, after ascertaining the existence of reasonable doubt, has issued 12 decisions to initiate disciplinary investigations, through which the alleged violations against the activities of 13 subjects (magistrates) have been investigated, specifying that:

- for 7 subjects the disciplinary investigation has been initiated based on a complaint;

- for 4 subjects the disciplinary investigation has been initiated on the initiative of the HIJ and on the initiative of the complainant;
- for 2 subjects the disciplinary investigation has been initiated on the initiative of the High Inspector of Justice.

The data on the subjects against whom the disciplinary investigation has been initiated are as follows:

- For 1 magistrate (judge) the investigation has been completed, by submitting 1 request for disciplinary proceedings to the High Judicial Council;
- For 1 magistrate (judge) the disciplinary investigation was closed because the facts discovered during the investigation do not justify the initiation of disciplinary proceedings and the case was referred for ethical and professional assessment to the High Judicial Council;
- For 2 magistrates (prosecutors) the investigation was closed due to the loss of the magistrate's tenure;
- For 9 magistrates (5 judges and 4 prosecutors), the investigation procedures remain in process.

Table no. 5 Disciplinary investigations for 2025

<b>Investigations according to the subjects</b>				
<b>Number of subjects investigated</b>				
<b>Prosecutors</b>	<b>Judges</b>	<b>Investigations based on a complaint</b>	<b>Investigations based on the initiative of HIJ and on the initiative of the complainant</b>	<b>Investigations initiated on the initiative of HIJ</b>
<b>6</b>	<b>7</b>	<b>7</b>	<b>4</b>	<b>2</b>

The disciplinary investigation for 13 subjects has been initiated after reasonable doubt that the alleged violation may have been committed. The disciplinary violations for which the institution of the High Inspector of Justice has initiated the disciplinary investigation relate

to disciplinary violations<sup>[ 5]</sup> in the exercise of the duty, which are listed as follows:

- Repeated delays or those that entail serious consequences or unjustified procrastination of actions and/or procedural acts, provided for in Article 102, point 1, letter “d” of Law No. 96/2016, as amended, for **5 cases**;
- Unjustified or repeated failure to fulfill functions during the trial or investigation, provided for in Article 102, point 1, letter “ç” of Law No. 96/2016, as amended, for **4 cases**;
- For actions, omissions or conduct of the magistrate, which brings unfair benefits or damages to the parties in a judicial or investigative proceeding, contrary to the law, provided for in article 102, point 1, letter “dh” of law no. 96/2016, as amended, for **3 cases**;
- Serious or repeated failure to comply with procedural and substantive legislation or incorrect application of procedural and substantive legislation, when ascertained by a higher court; provided for in article 102, point 2, letter “a” of law no. 96/2016, as amended, for **2 cases**;
- Issuing unreasoned acts or containing, in the reasoning part, only conclusions on the applicable law without setting out the circumstances of the fact, in all those cases where the law requires the issuance of the act in a reasoned form; provided for in Article 102, point 2, letter “c” of Law No. 96/2016, as amended, for 2 cases;
- Other violations<sup>[ 6]</sup> ], **4 cases**.

At the end of the disciplinary investigation, High Inspector of Justice drafts the investigation report and proposes the closure of the investigation or the initiation of proceedings. The disciplinary investigation is closed if it is proven that the allegations are unfounded or the evidence collected and the results of the investigation lead to the conclusion that:

- a) the evidence is insufficient to prove the commission of the disciplinary violation;
- b) the case has been the subject of a previous investigation that has been closed or for which a final decision has been issued, within the framework of a disciplinary proceeding;
- c) the case is time-barred at the time the investigation was initiated, due to the expiration of the deadlines;
- d) the magistrate's status expires according to the criteria of the law, or he/she does not exercise his/her duty permanently, as defined in Article 67 of Law No. 96/2016;

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<sup>5</sup> In some cases, a subject has been investigated for more than one disciplinary violation.

<sup>6</sup> Article 102, point 1, letter “a” of Law No. 96/2016, as amended, - 1 case.  
Article 102, point 1, letter “f” of Law No. 96/2016 - 1 case.  
Article 102, point 1, letter “ë” of Law No. 96/2016 - 1 case.  
Article 101, point 1, letter “b” of Law No. 96/2016, as amended, - 1 case.

- e) the magistrate has passed away.

During 2025, the High Inspector of Justice approved a total of 23 decisions to conclude disciplinary investigations, against 25<sup>[ 7]</sup> subjects, of which:

- For 8 magistrates, the initiation of disciplinary proceedings at the Councils was requested.
- For 6 magistrates, the investigation was closed because no disciplinary violation was found.
- For 11 magistrates, the investigation was closed due to the loss of the magistrate's tenure.

The disciplinary investigation for 2025 aimed to examine the legitimate interests of both subjects (complainants and magistrates) in the procedure, judging proportionally and documenting all evidence and testimony presented by one side and respecting the rights of the magistrate subject to investigation and the fair, impartial and objective assessment of all allegations, supporting documents to judge the actions, omissions or conduct of the magistrate against whom there is a complaint, public denunciation or data from state bodies.

For 2025, HIJ has requested an independent assessment by international experts of the EU4Justice project, on all investigations conducted that have ended with the proposal to initiate disciplinary proceedings to the Councils. This assessment is presented in more detail in Chapter IX “Monitoring and external checking of the activity of the High Inspector of Justice”.

## 2.4 Appeals against decisions to archive complaints and close the investigation

Based on Article 119, point 4 and Article 122, point 5 of Law No. 96/2016 “On Status”, as amended, the complainant has the right to appeal to the relevant Council against the decision of the High Inspector of Justice to archive the complaint and close the investigation. Article 62, point 13 and Article 160, point 13 of Law No. 115/2016 “On the Governing Bodies of the Justice System”, as amended, respectively provide for the right to appeal against the decisions to archive or to dismiss/close the investigation of the High Inspector of Justice, to the Temporary Commission for the Review of Complaints, which is established respectively by the High Judicial Council and the High Prosecutorial Council.

During 2025, the High Inspector of Justice has issued **835** decisions, which are subject to appeal to the Temporary Appeals Review Commissions, High Judicial Council and High

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<sup>7</sup> In some cases, the investigation began in the previous year.

Prosecutorial Council, from which it results that only **116** decisions have been appealed out of the total number of decisions that can be appealed to the Councils:

- **88** appeals against **602** decisions to archive after initial review;
- **28** appeals against **218** decisions to archive after verification;
- no appeal against **15** decisions to close the disciplinary investigation, initiated on the basis of a complaint.

During 2025, a low number of appeals against the decision-making of the High Inspector of Justice is noted. From the data presented in section 2.4 of this report, it results that 14% of the decisions to archive and no decision to close the disciplinary investigation have been appealed where for all the reviewed appeals, no decisions have been overreturned for review by the Temporary Appeals Review Commissions of the High Judicial Council and the High Prosecutorial Council.

Among the appealed decisions is also the decision of the High Inspector of Justice, to archive the appeal after verifying the claims raised by a special subject. This appeal is dismissed by the Temporary Appeals Review Commission.

## **2.5 Requests for disciplinary proceedings and decisions of the Councils**

The High Inspector of Justice, based on Article 138 of Law No. 96/2016 “On the Status of Judges and Prosecutors in the Republic of Albania”, as amended, after evaluating the evidence collected and when the results of the investigation lead to the conclusion that there are reasonable suspicions that the magistrate has committed a disciplinary violation, initiates disciplinary proceedings before the Councils, by submitting the investigation report together with the investigation file.

During 2025, the High Inspector of Justice has requested the initiation of disciplinary proceedings for 8 magistrates, for 3 magistrates the requests for proceedings have been submitted to the High Judicial Council and for 5 magistrates the requests for proceedings have been submitted to the High Prosecutorial Council.

The High Inspector of Justice has requested the initiation of disciplinary proceedings, based on the disciplinary violations provided for in Articles 101 and 102 of Law No. 96/2016 “On status”, as amended, for disciplinary violations during the exercise of their duty such as:

- Repeated delays or those that lead to serious consequences or unjustified procrastination of actions and/or procedural acts;

- Unjustified or repeated failure to fulfill functions during a trial or investigation;
- Action, inaction or behavior of a magistrate that brings unfair benefits or damages to the parties in a judicial process or investigative procedure, contrary to the law;
- Serious or repeated violation of legal and sub-legal provisions that regulate the organization and functioning of courts or prosecutors;
- Repeated or serious violation of the rules of solemnity, rules of conduct in relations with the parties, other subjects involved in the process, with the president, other magistrates, as well as with the personnel of the judicial administration;
- Violation of the rules of confidentiality and non-disclosure of information, provided for in the legislation in force, of which he becomes aware due to the function of a magistrate or resulting from an investigation or trial, in progress or completed;

The High Inspector of Justice has submitted 3<sup>[8]</sup> requests for disciplinary proceedings to the High Judicial Council, the progress of which is as follows:

- “Temporary reduction of salary up to 40%, for a period not exceeding one year” – 1 case, which is in progress;
- “Public reprimand” – 2 cases where one was accepted and the other was rejected.

The High Inspector of Justice has submitted 5<sup>[9]</sup> requests for disciplinary proceedings to the High Prosecutorial Council, the progress of which is as follows:

- “Dismissal from duty” – 1 case, which was closed without a final decision;
- “Temporary salary reduction of up to 40% for a period of one year” – 2 cases, one of which was closed without a final decision and the other was suspended;
- “Public remarks” – 2 cases, which were rejected.

Two requests for disciplinary proceedings submitted to the HPC were closed without a final decision, due to the loss of the status of the disciplinary magistrate.

Table no. 6 Dynamics of disciplinary measures proposed by the HIJ and their progress at the Councils for 2025

<sup>8</sup> For 2 magistrates (judges), the investigation began in 2024.

<sup>9</sup> For 5 magistrates (prosecutors), the disciplinary investigation began in 2024.

Disciplinary measure proposed by HIJ	Number of requests for disciplinary proceedings	Magistrate		Council decisions on proposed measures	
		Judge	Prosecutor	HJC	HPC
Dismissal	1	0	1		1 closed without a decision
Temporary salary reduction of up to 40% for a period not exceeding one year	3	1	2	1 nã proces	1 closed without a decision 1 suspended
Public reprimand	4	2	2	1 accepted 1 rejected	2 rejected
<b>Total</b>	<b>8</b>	<b>3</b>	<b>5</b>		

Regarding the rejected decisions, where the Council has not accepted the proposal of the High Inspector of Justice, they are assessed on a case-by-case basis and have become the subject of a judicial appeal for procedural reasons, lack of reasoning in the decision and the exercise of discretion not in accordance with the spirit of the law and in a disproportionate manner in relation to the facts proven during the disciplinary investigation.

During 2025, the HIJ has requested in court the annulment of the HPC decision-making in a case of rejection of a proposal for the imposition of a disciplinary measure at the end of the disciplinary proceedings. HIJ has assessed that despite the fact that the decision-making of the Councils on the imposition or not of a disciplinary measure against a magistrate constitutes an act of discretionary nature, this decision-making must be exercised in accordance with the purpose of the law and be exercised to achieve it and be in fair proportion to the need that dictated this purpose and based on the spirit of the law and the facts that result proven. In the case subject to the judicial appeal by HIJ, it was argued that the decision-making of the disciplinary body is the result of discretion exercised abusively, and results to be unjustified, requesting the annulment of this decision by the Administrative Court of Appeal and the resolution of the consequences by returning the case for reconsideration to the disciplinary body for imposing, (within the limits of its discretion), an appropriate and proportionate disciplinary measure in relation to the disciplinary violations established in the disciplinary investigation phase. This approach of the HIJ was assessed as based on evidence and the law by this court, which at the conclusion of the judicial review of the claim concluded that<sup>[ 10]</sup> the HPC's discretion was not exercised in a complete and verifiable manner since there is a lack of a clear analysis of the importance of the circumstances

<sup>10</sup> Decision No. 33 (86-2026-783), dated 24.03.2026, of the Administrative Court of Appeal, page 46

ascertained, their relationship to disciplinary liability and the criteria on which the conclusion for the rejection of the request for the imposing of the disciplinary measure was based. The Court considered that the Council's decision-making did not meet the standards of sufficient and lawful reasoning, appearing incomplete, incoherent and insufficient to justify the exercise of discretionary power, forcing the HPC to reconsider the request of High Inspector of Justice.

#### 2.5.1 Issues in the justice system identified by disciplinary proceedings conducted by the HIJ

##### - *Delays in the investigative activity and failure to fulfill competences*

During 2025, HIJ decided to initiate disciplinary proceedings and submit a proposal for disciplinary measures to High Prosecutorial Council in three cases in the context of disciplinary violations of delaying investigative actions, repeated delays in procedural acts and actions, failure to fulfill competences, or actions and behaviors of magistrates that have caused damage to the parties in an investigative procedure. In one case, HIJ proposed the imposition of the disciplinary measure “temporary salary reduction of 40% for a period of one year”, where in another case was proposed the imposition of the disciplinary measure “temporary salary reduction of 40% for a period not longer than one year” and in another case the imposition of the disciplinary measure “dismissal from office”.

In submitting the request for the imposition of the disciplinary measure "dismissal from office" it has resulted that in relation to the facts proven during the disciplinary investigation process, the actions/inactions of the magistrate have brought consequences in the delivery of justice in terms of not resolving a number of criminal cases in the function of exercising his duty, exceeding any logical and objective deadline despite the cases with an average level of difficulty.

In assessing the initiation of a disciplinary procedure, HIJ has assessed that the prosecutor must take all measures and plan the appropriate procedural actions as efficiently as possible without causing unnecessary interruption or delay of investigative actions, in order to complete the investigations within the deadlines set in the Code of Criminal Procedure. HIJ has balanced the activity carried out by the magistrate in relation to the duration of the investigations and the complexity of the proceedings on the one hand, as well as the burden faced by the prosecution system and the vacancies in the prosecution offices at the courts of general jurisdiction. The analysis of this balance has resulted in the magistrate's conduct having consumed the elements of several disciplinary violations, showing serious and obvious incompetence and violation of the fundamental values of the justice system. Given that the unjustified and continued violations of articles 24, 25/2 of the Code of Criminal Procedure have brought consequences for the constitutional rights of the parties and in the

delivery of justice, HIJ, taking into account the qualification of the violations as "very serious", has proposed the imposition of the disciplinary measure of dismissal from office. In two other cases, HIJ has requested the imposition of milder disciplinary measures in proportion to the nature of the disciplinary violation, its importance and the resulting consequences. Specifically, it has been proven during the disciplinary investigations that in these two cases the magistrates: have not consistently and in different practices fulfilled their verification/investigation functions; have not fulfilled the procedural obligations related to the announcement of decisions not to initiate criminal proceedings, creating delays for the reporting parties or victims of the criminal offense in exercising their rights guaranteed by legal provisions; have not carried out investigative actions in a timely and dynamic manner, over a long period of time, without having legal reasons; and have not taken all the necessary measures for its completion according to the procedural deadlines or deadlines set by the court.

This inaction of the magistrates subject to the disciplinary investigation evidences their subjective attitude manifested in the form of negligence and repeatedly. This inappropriate behavior of the magistrates has been assessed to have damaged the integrity of the prosecutor by reducing public confidence in this procedural figure.

This behavior was not related to professional incompetence or situations beyond the magistrate's control, but directly to the magistrates' negligence in fulfilling the functions assigned by law.

For this reason, taking into account the proposal of a disciplinary measure in proportion to the type, importance, consequence and attitude of the magistrates, the HIJ proposed the imposition by the High Prosecutorial Council of the disciplinary measure of a temporary salary reduction of 40%.

For these cases, the disciplinary proceedings have not been reviewed on the merits by the HPC, being suspended until the moment of a final decision by the transitional reassessment bodies regarding these subjects. All three of these disciplinary proceedings have been closed without a decision by the HPC due to the dismissal of the magistrates subject to the proceedings by a final decision of the Special Appeals Chamber.

- Violation of the rules of solemnity and ethical communication with the parties and other magistrates

During 2025, the HIJ initiated two disciplinary proceedings in the context of the respect by magistrates of the rules of solemnity and conduct, respectively, in one case in relations with other magistrates and in the other case with the head of the prosecution. During the disciplinary proceedings, emphasis was placed on the conduct that magistrates must maintain and reflect during the exercise of their function and outside it in order to guarantee the preservation and strengthening of public trust in the justice system.

In the analysis of the magistrate's activity in the context of these disciplinary proceedings, the HIJ emphasized that the function of the magistrate must be exercised fairly, carefully, objectively, self-restrained and prudently, demonstrating high responsibility in understanding the importance of the duties and responsibilities assigned to them by law. By assessing the activity of the magistrates subject to disciplinary proceedings within the framework of these standards of conduct sanctioned in the provisions of the law "On the status", the Code of Ethics but also international principles and standards, at the end of the disciplinary investigation, serious violations of the rules of conduct that should characterize the work of a magistrate were found. In both cases, the HIJ proposed the disciplinary measure "Public reprimand".

The High Judicial Council, during the review of the HIJ proposal, analyzed the activity of the magistrate in relation to the disciplinary violation, arguing that the behavior and attitude of the judge should reconfirm the citizens' trust in the integrity of the judiciary. At the end of the disciplinary proceedings, the HJC concluded that the magistrate had seriously violated the standards of ethics and the rules of conduct that should characterize his activity and, in analyzing the importance of the specific violation and in compliance with the principle of individualization and proportionality, assigned the disciplinary measure "Public reprimand". On the other hand, the High Prosecutorial Council, at the end of the disciplinary proceedings, concluded that the objective and subjective elements of a disciplinary violation were not identified in the activity and behavior of the magistrate, rejecting the proposal for the imposition of the disciplinary measure "public reprimand".

- Delays in the reasoning of judicial decisions:

The problem of delays in the reasoning of judicial decisions has been addressed not only through the initiation of thematic inspections and the issuance of recommendations of a regulatory and administrative nature, but also through investigations and requests for disciplinary proceedings against magistrates. During 2025, the HIJ submitted 2 requests for disciplinary proceedings to the High Judicial Council in the context of the failure to submit reasoned decisions within the "reasonable" time limits. The reason for initiating disciplinary proceedings and proposing disciplinary measures in these two cases was the conclusions reached during the disciplinary investigation, according to which the delays identified were not only in excess of the legal deadlines, but outside any reasonable, logical and objective deadline. These delays resulted in damaging the right of the subjects to a fair trial, part of which is the right to have a reasoned decision within a reasonable time. The actions and behavior of the magistrates in these cases had significantly damaged the image of justice and the public's trust in it, since exceeding logical deadlines is almost equivalent to the lack of justice.

The workload and objective causes that are beyond the control of the magistrate and are related to the malfunctioning of the judicial system, have been assessed in proportion to the

consequences that these delays have brought to the realization of the rights and legitimate expectations of the parties in the judicial process. In these cases, the necessity of finding legal solutions within the court has been assessed so that the delivery of judicial decisions does not take more time than the judicial process itself has taken, or that the judicial files are kept indefinitely blocked and undelivered, because such delays affect and have a direct effect on the constitutional rights of the parties in the process. The disciplinary measures requested by the HIJ, respectively “public reprimand” and “Temporary reduction of salary up to 40%, for a period not longer than one year”, have taken into account the importance of the violation, the consequences suffered by the participating parties, the repetition of this violation as well as the proportionality in relation to the workload and other factors beyond the control of the magistrate.

High Judicial Council in one of the cases assessed that the delay did not rise to the level of a disciplinary violation, considering the time period of more than 2 years in the reasoning of the judicial decision as a human error of the magistrate, insufficient to fulfill the elements of a disciplinary violation to the extent of charging the magistrate with disciplinary responsibility. While in the other case, HJC partially accepted the request of the HIJ by assigning a lighter disciplinary measure, namely “public reprimand”.

## **2.6 Inspections**

### *2.6.1 Progress of inspections*

In accordance with Article 194, point 4 of Law No. 115/2016 “On the Governance Institutions of the Justice System”, as amended, High Inspector of Justice has as its object of activity, among others, the performance of institutional and thematic inspections regarding every aspect of the work of the courts, the judicial administration, the prosecution offices and the administration of the prosecution offices.

The drafting of the inspection plan begins with the analysis of several internal sources such as the data administered by the review of complaints, the analysis of periodic information, the developments and dynamics of the justice system, the requests received from public bodies, the participation in the annual analyses of the courts and prosecution offices and the national and international commitments.

Another source of topics are also the legal obligations and the requests of the justice system bodies. During this year, following the proposal from HPC, High Inspector has also held a meeting with HPC, in order to discuss the inspection topics in detail.

The following is an overview of the data that was assessed during the approval of the 2025 plan.

The inspection plan for 2025 reflects several different topics from previous plans, as the topics defined in it have focused on issues related to the prosecution system, proposed by the Minister of Justice and for the first time by the High Prosecutorial Council.

Faced with the difficulty of clearly identifying the reasons for the proposal of the topics, the High Inspector of Justice has called meetings such as the meeting held with the Chair of the HPC (January 2025), to discuss and closely understand the issues identified regarding the proposed thematic inspections. At the end of the meeting, the topics that were included in the approved inspection plan for 2025 were agreed upon.

The approval of the plan was carried out using data from the review of various complaints and requests from institutions and private entities, which raise concerns about systemic issues of the justice system, as well as in compliance with legal requirements, requests received from institutions and private entities, but also within the framework of the institution's work dynamics.

The dominant issue, both from the review of complaints and requests received, was that of the announcement and reasoning of judicial decisions, the duration of the trial and the delay in investigations. For this reason, the 2025 plan reflected precisely these issues.

High Inspector of Justice, for 2025, also addressed the institutions specified in Article 194, point 4 of Law no. 115/2016 “On the Governance Institutions of the Justice System”, as amended, with a request to forward inspection topics. Referring to the received correspondence, the following data result:

It results that information has been sent by:

1. Ministry of Justice;
2. High Prosecutorial Council.

The Ministry of Justice has proposed the following topics:

- i. Delays of investigations by the prosecution body;
- ii. Delays of court proceedings and failure to submit the reasoned decision on time, together with the court files.

High Prosecutorial Council has proposed the following topics:

- i. Effective investigation and prosecution of criminal offenses related to free elections and the integrity of the democratic electoral system. This topic is considered factual, given that it is an election year and due to the sensitivity it has in public opinion. They think that this

inspection should be carried out in prosecutors' offices that cover areas that have been problematic in the past (Dibër, Elbasan, etc.);

ii. The statute of limitations for criminal prosecution during the preliminary investigation phase, due to the importance of the consequences that may arise (Tirana);

iii. Cleansing of the proceeds of crime (Kukës, Durrës);

iv. Respect for the rules of ethics and discipline in the exercise of duty by prosecutors (Saranda, Dibar).

Meanwhile, High Judicial Council and the Prosecutor General have not sent proposals for thematic or institutional inspection topics for 2025.

In addition to the proposals of the institutions, as was done with previous inspection plans for 2025, during the drafting of the plan, the following were taken into consideration:

In 2025, part of the discussions during the approval of the inspection plan are also the requests of legal entities which, due to the nature of the claims they submitted, have been assessed as a source of data for planning the inspection topics.

The work on drafting the plan is subject to a broad discussion at the General Meeting of Inspectors, where several factors are considered and after careful analysis in relation to the objective possibilities of the institution's capacities, those topics are selected, which focus on good administration and the smooth running of the system. During the discussions, the dynamics of the previous year's inspections as well as the developments of the system throughout the year are taken into account.

At the conclusion of the analysis of the factors explained above, with the agreement of the General Meeting of Inspectors, decision no. 5, dated 31.01.2025 "On the approval of the inspection plan for 2025" was issued. Based on the complaints received and the needs of the justice system, HIJ has revised the Thematic Inspection Plan for 2025 with decision no. 56, dated 20.10.2025, "On an amendment to decision no. 5, dated 31.01.2025, of the High Inspector of Justice "On the approval of the inspection plan for 2025". In this decision, a new thematic inspection has been added with the subject: "On the planning and conduct of hearings in some courts of first instance of general jurisdiction".

The approved plan contains the following topics:

1. "Documentation by judges of informing the parties about the possibility of resolving the case through mediation for civil cases concluded for the period 01.05.2024 – 31.07.2024, at the Courts of First Instance of General Jurisdiction of Elbasan, Tirana and Vlora";

2. “Conducting the thematic inspection with the subject: “On cases processed for the first time upon request or decision of the prosecutor for dismissal due to statute of limitations for criminal prosecution, for the period 01.01.2024 – 31.12.2024”;
3. “On the practice and reasons for the replacement of prosecutors, in the Prosecution Offices at the Courts of First Instance of General Jurisdiction of Dibër, Durrës and Vlorë, for the period 01.01.2024-31.12.2024”;
4. “On the handling of the indictment material by the prosecutor, within the framework of the elements defined in the Code of Criminal Procedure for the period 01.01.2024-31.12.2024”;
5. “On the procedure for the announcement and reasoning of judicial decisions in the Court of First Instance of General Jurisdiction of Gjirokastër, for the period 01.04.2024-30.06.2024”;
6. “On the allocation of cases by draw, as well as the checking of electronic system reports in the Supreme Court, the Court of Appeal of General Jurisdiction, the Court of First Instance of General Jurisdiction Shkodra, for the period 01.01.2024 - 31.12.2024”;
7. “On the process of circulation of documentation from the moment of registration in the secretariat until the completion of its treatment, in the Prosecutor's Office at the Court of First Instance of General Jurisdiction Dibër, for the period 01.04.2024-30.06.2024”;
8. “On the duration of civil judicial proceedings with opposing parties completed in the Court of First Instance of General Jurisdiction Saranda, for the period 01.04.2024-30.06.2024”;
9. “On the planning and conduct of hearings in some Courts of First Instance of General Jurisdiction”.

The approval of the inspection plan for 2025 aims to implement legal obligations for conducting inspections, addressing phenomena identified by complaints received, public complaints, but also as topics proposed at the request of the Minister of Justice and High Prosecutorial Council.

In addition to the approval of the inspection topics for 2025, 7 inspection reports have been completed as follows <sup>[11]</sup>:

1. “On the procedure for announcing and justifying judicial decisions of the Courts of First Instance of General Jurisdiction in Fier and Shkodra, for the period 01.01.2023-30.06.2023”;
2. “On the assignment of cases to the prosecutor's office for the period 01.01.2023-31.12.2023”;
3. “On the duration of the trial of judicial cases for the period 01.03.2023-31.05.2023”;
4. “Documentation by judges of informing the parties about the possibility of resolving the case through mediation for civil cases concluded for the period 01.05.2024 – 31.07.2024, at the Courts of First Instance of General Jurisdiction in Elbasan, Tirana, and Vlora”;

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<sup>11</sup> 3 reports are from the inspection plan for 2024, the deadline of which has been postponed by decision to 2025. 4 reports have been completed from the 2025 plan.

5. “On the procedure for the announcement and reasoning of judicial decisions in the Court of First Instance of General Jurisdiction Gjirokaštër, for the period 01.04.2024-30.06.2024”;
6. “On the allocation of cases by draw, as well as the checking of electronic system reports in the Supreme Court, the Court of Appeal of General Jurisdiction, the Court of First Instance of General Jurisdiction Shkodra, for the period 01.01.2024 - 31.12.2024”;
7. “On the practice and reasons for the replacement of prosecutors, in the Prosecution Offices at the Courts of First Instance of General Jurisdiction Dibër, Durrës and Vlorë, for the period 01.01.2024-31.12.2024”.

The monitoring of the follow-up and implementation of the recommendations of the inspection reports planned and completed in 2024 has also continued, with the follow-up and implementation period of the recommendations for 2025 as follows:

1. “On the allocation of cases by draw, as well as checking of reports of the electronic system in the courts for the period 01.01.2023 - 31.12.2023”, the follow-up and implementation period of the recommendations is the period 15.02.2025-15.07.2025;
2. “On the practice and causes of the replacement of prosecutors for the period 01.01.2023-31.12.2023”, the follow-up and implementation period of the recommendations is the period 15.03.2025-15.09.2025.

#### 2.6.2 *Recommendations of inspections*

At the end of the inspection, the reports contain recommendations which, depending on their type, contain measures in the following aspects:

- i. Regulatory, which includes recommendations for the issuance of by-laws by the Councils or, as the case may be, by the chairs of the courts or heads of prosecution offices;
- ii. Administrative, which includes assessments on aspects of the efficiency of the activity; structural organization and aspects of human resources; internal work procedures; distribution of work; respect for ethics; discipline; relations with the parties/public; financing and budget; electronic systems, judicial statistics, security and capacity of the building as well as any issue of a general nature with an impact on the effectiveness of service provision; capacity building or training;
- iii. Disciplinary, which includes verifications on actions or inactions of magistrates that give rise to verification or even disciplinary investigation.

From 7 (seven) thematic inspections completed in 2025, a total of 75 recommendations were given where:

- 46 recommendations for administrative actions, of which:

- 33 for courts;
- 3 for prosecution offices;
- 5 for HJC;
- 1 for HPC;
- 2 for ITC;
- 1 for the School of Magistrates;
- 1 for the National Mediation Chamber.

14 recommendations for issuing acts, of which:

- 10 for HJC (9 issuing of sub-legal acts and 1 proposal for amending the Code of Civil Procedure);
- 3 for the Prosecutor General;
- 1 for the High Judicial Council.

• 15 recommendations for HIJ, of which:

- 10 recommendations for initiating verification;
- 5 recommendations for administrative actions.

### *2.6.3 Issues identified by thematic inspections in the justice system*

Based on the detective role of High Inspector of Justice, a broad overview of the issues that the justice system has had throughout this year is presented.

#### ***- Duration of court proceedings***

During this year, complaints about delays in the adjudication of cases have accounted for 33% of the total complaints submitted for review. HIJ, assessing the importance of this issue that has a direct impact on public trust in the justice system, due to the frequency of complaint and also assessing that this issue requires addressing at a systemic level and not only through proceedings and proposals for the imposition of disciplinary measures, has decided to conduct a thematic inspection at the Court of First Instance of General Jurisdiction of Tirana with the objective of the duration of judicial processes during the period 01.03.2023-31.05.2023. At the end of this inspection, HIJ has identified several issues and has addressed recommendations of a regulatory and administrative nature. From this thematic inspection it resulted that:

- a. The first reason that has influenced the duration of judicial processes beyond reasonable deadlines is the workload of the magistrates of this court. The Court

of First Instance of General Jurisdiction in Tirana results in being the court with the highest number of cases transferred for the year 2023 with a total number of 19275 cases which constitutes 48% of the total *backlog* for the courts of first instance of general jurisdiction and for the year 2024 with 19,583 pending cases, which constitute about 45% of the total *backlog* of this level of courts<sup>[12]</sup>.

The Court of First Instance of General Jurisdiction in Tirana for 2024 continues to hold the main weight in the total workload of the system with 53,112 cases or 41.3% of the total under consideration in this court, positioning it as the busiest court in the first instance. Compared to 2023, the total workload has increased by 3.3%. The average workload per judge in the courts of first instance of general jurisdiction in Tirana for 2024 is 1005.9 cases out of 1176 cases that were in 2023, thus reducing this workload by 14.4%.

Also, this court results in having registered the highest number of new cases during 2023 and 2024, which constitute 38% and 40% respectively<sup>[13]</sup> of the total number of cases registered at the national level for this group of courts.

b. Vacancies in this court constitute another reason for the duration of the trial exceeding the reasonable deadlines provided for by the KPC. During the period under inspection, 26 judges exercised their functions in the Civil Chamber, while during 2024, this court in the Civil Chamber functioned with 25 judges (part of the civil and commercial section and 9 judges in the family section).<sup>[14]</sup>

During this inspection, HIJ has also identified issues of procedural provisions that require addressing through changes to the provisions of the Code of Civil Procedure. Based on this issue, HIJ has recommended legal changes, the addressing of which will be monitored also in function of the plan of measures that HJC has approved in the Roadmap for the Efficiency of the Judicial Power, one of which is the establishment of an inter-institutional group (including HIJ) to conduct an analysis and draft a set of recommendations for the simplification of judicial procedures provided for in the relevant procedural codes.

Another recommendation identified by us is the need to monitor the implementation of the minimum standard time limits and minimum quantitative standards, approved by the decision of the HJC no. 433, dated 22.07.2025 and the definition of standard rules to be used by the court, based, among others, on the principles of equality, effectiveness, transparency and adjudication within a reasonable time. In this context, HJC foresees annual reporting on compliance with these standards and monitoring of their implementation.

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<sup>12</sup> Report of the High Judicial Council “On the state of the judicial system and the activity of the High Judicial Council for the year 2024” page 109.

<sup>13</sup> Report of the High Judicial Council “On the state of the judicial system and the activity of the High Judicial Council for the year 2024” page 111..

<sup>14</sup> Annual Analysis of the Court of First Instance of General Jurisdiction of Tirana for 2024, page 5.

The ECHR has emphasized the need to fill vacancies in the Administrative Court of Appeal and the Court of Appeal of General Jurisdiction and to provide the necessary human resources to address this challenge that our judicial system is currently facing, an issue that has been repeatedly highlighted in reports by international institutions such as the Rule of Law report for 2025. The delays caused in the adjudication of cases in the courts of appeal, in particular in the Court of Appeal of General Jurisdiction, cannot be addressed only with changes in the Calendar of reviewing cases, but require a greater commitment from HJC to continue the progress and completion of the ethical-professional assessment procedures at a rapid pace.

***- Delays in reasoning court decisions***

During 2025, HIJ completed two thematic inspections with the objective of the duration of the reasoning of judicial decisions to monitor the respect of the procedural deadlines for the submission of reasoned judicial decisions in the Courts of First Instance of General Jurisdiction in Fier, Shkodër and Gjirokastrë.

In addition to identifying a reasonable period of time that the magistrate needs to submit the final reasoned decision, taking into account the average time that each magistrate in the same court needs to reason decisions regarding cases of the same typology, HIJ also analyzed all phases from the moment of the announcement of the judicial decision to the submission of the reasoned decision to the judicial secretariat and its communication to the parties. This identification of each phase, taking into account the duties of the magistrate/court administration, has served to identify issues that have prevented the accurate identification of the deadline for the delivery of court decisions or the respect of legal requirements for the communication of decisions. In order to address each issue, HIJ has presented the relevant recommendations for the judiciary and the court administration.

***- Manner of conducting court proceedings with audio recording and the conduct of electronic draw***

During the inspection of the Court of First Instance of General Jurisdiction of Tirana which concluded in 2025, with the objective of the duration judicial processes, the lack of the necessary infrastructure for the recording of judicial hearings was identified. HIJ has recommended that High Judicial Council, in cooperation with the Chair of the Court and the Council of the Court, assess the measures to be taken for the possibility of using the court premises so that the trial of all civil cases with opposing parties can take place in courtrooms equipped with audio recording within the first 6 months of 2026. HIJ is in the phase of monitoring the implementation of this recommendation and at the end of the specified deadline will present an analysis on the way in which this recommendation has been addressed.

Within the framework of the legal obligation to inspect the method of allocating cases by draw during 2025, the HIJ has completed the thematic inspection on the method of allocating cases by draw in the High Court, the Court of Appeal of General Jurisdiction and the Court of First Instance of General Jurisdiction Shkodra for the period 01.01.2024-31.12.2024. The purpose of this thematic inspection is to increase transparency in the procedure of allocation by draw of court cases, in function of the principles of objectivity and equality of distribution of cases. At the conclusion of this thematic inspection, it was found that in most cases the courts subject to inspection had implemented the legal and sub-legal acts on allocation by draw of court cases.

Despite this, HIJ has recommended taking regulatory and administrative measures so that courts at all levels use a unified case management system that guarantees judicial efficiency, transparency, traceability and direct access of HIJ to the reports that will be generated by this system in order to fulfill HIJ's inspection powers for electronic draws, manual draw assignments and re-draws. Until the new Case Management System is fully operational, HIJ has recommended to HJC that the necessary technical adjustments be made to the CCMIS and ARK electronic systems in order to generate periodic tracking reports or as requested by HIJ for electronic draws, manual draw assignments and re-draws. On the other hand, the intervention of the HJC has also been requested in the context of the uniformity of acts issued by court leaders of all levels, to include the registers and indexes that the court must necessarily use in the process of allocating cases by draw.

#### ***- Impartiality and efficiency of criminal investigation by prosecution offices***

In fulfillment of its legal obligations, HIJ in 2025 completed the thematic inspection with the object of the practice and reasons for the replacement of prosecutors, in three prosecution offices of general jurisdiction for the period 01.01.2024-31.12.2024. This inspection resulted in accepted cases of replacement and appointment of a new prosecutor without undergoing electronic or manual lottery procedures, a practice which is not in accordance with the instruction no. 3, dated 29.12.2016 of the Prosecutor General "On the distribution of cases in the prosecution office", chapter IV which provides that: "When there are legal cases of replacement of the prosecutor, in the selection by draw of the prosecutor to whom the case will be assigned, the head of the prosecution office takes into account equal treatment among the prosecutors, considering the workload of each magistrate in the relevant section". In the decisions on the appointment of new prosecutors by the heads of offices, the reasons for not following the draw procedure were not mentioned, referring to the powers of the head of the prosecution office provided for in Article 42 of Law No. 97/2016 "On the Organization and Functioning of the Prosecution Office in the Republic of Albania". In order to guarantee compliance with the above-mentioned standards from the regulatory framework referred to above, HIJ recommended the issuance by the Prosecutor General of a sub-legal act regarding the decision-making deadline, as well as the unification of the practice regarding

administrative actions for the registration of declarations of resignation by the prosecutor or requests of the parties for the removal/replacement of the prosecutor. Along with the thematic inspection, HIJ has also decided to initiate verifications on its own initiative in two cases where the appointment of the prosecutor of the case without a draw by the head of the prosecution office was evidenced. At the conclusion of these verifications, depending on the results, HIJ will assess the initiation of a disciplinary investigation if the verification of the data proves facts that may constitute a disciplinary violation.

***- The way cases are allocated in the prosecution office***

In fulfillment of the legal obligation to inspect the allocation of cases by draw in prosecution offices, HIJ in 2025 has concluded the thematic inspection with the objective of assigning cases to all prosecution offices during 2023. The purpose of this annual periodic thematic inspection is to identify the manner of compliance with the organic law and relevant sub-legal acts in force that regulate the assignment of cases in the prosecution office in the function of transparency and a fair ratio of the workload between prosecutors. One of the main issues identified in this report was assessed to be the lack of clear and well-defined criteria that would justify the reduction of the workload of a prosecution office. This is in order to guarantee transparency as well as a fair ratio of the distribution of cases between prosecutors. For this reason, HIJ has recommended the revision of general instruction no. 3/2016 “On the distribution of cases in the prosecution office”, as amended, in terms of:

- determining other cases besides criminal reports/referrals that will be subject to the regulation of the procedure for distribution by draw, in the considerations of establishing and developing a new case management system;
- regulating the distribution of cases for which they can be identified as having the same fact/or connection with the fact of another report previously registered in the prosecution office and for which a prosecutor has been assigned;
- regulating the distribution of cases for the heads of prosecution offices, the deputy head of the office, the head of the section on the determination of well-defined criteria on the workload depending on the size of the prosecution office and its workload.

High Inspector of Justice also recommended the unification of the practice followed by the Prosecution Offices at the Courts of First Instance of General Jurisdiction regarding the registration of electronic data into the current system until the start of the operation of the new case management system, in terms of: recording all cases regardless of the method of proceeding for their distribution; the date of receipt of cases by the designated prosecutor, as well as recording the date of arrest in flagrante/detention on initiative.

***- Documentation by judges of informing the parties about the possibility of resolving the case through mediation for completed civil cases***

High Inspector of Justice has undertaken a thematic inspection also in the context of fulfilling commitments according to the government's strategic documents and policies<sup>[ 15]</sup>, or even the Sectoral Contract "EU for Justice Reform" for the IPA program, in order to benefit from European Union funds. High Inspector of Justice has included and carried out during 2025 a thematic inspection in order to support/promote and increase the use of alternative dispute resolution mechanisms in the Courts of First Instance of General Jurisdiction of Elbasan, Tirana and Vlora for the period 01.05.2024-31.07.2024. Despite the fact that conducting inspections of this nature does not guarantee the awareness of court users about this alternative means of resolving disputes without intervention at several levels, the recommendations given have had an impact.

HJC, within the framework of the plan of measures provided for in the roadmap of the judicial power, has foreseen several concrete initiatives: drafting a guide for the courts that, for each case according to the categories defined in the law on mediation, an invitation for mediation should be sent together with the notification; approving a cooperation agreement with the National Chamber of Mediators and Albanian Chamber of Advocacy; as well as including informing the parties about the resolution of cases by agreement as part of the ethical-professional evaluation process of magistrates.

#### *2.6.4 Monitoring of recommendations*

The follow-up of recommendations is ensured by High Inspector of Justice through the monitoring mechanism of the implementation of the issued recommendations. Monitoring is carried out through requests addressed to the inspected bodies and the assessment of the information received from the inspection teams.

Upon completion of the implementation period (mainly up to 6 months) specified in the inspection report, High Inspector of Justice requests information from the inspected bodies on the implementation of the recommendations. All data received is further analyzed by each inspection team, to determine whether measures have been taken to address the recommendation.

In terms of implementation, all inspected bodies have provided data on the relevant measures or challenges in achieving the purpose of the recommendations. The challenges relate to high workload, lack of human resources, transfer of magistrates, poor infrastructure, lack of

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<sup>15</sup> Decision of the Council of Ministers No. 787, dated 18.12.2024, "On the approval of the Intersectoral Justice Strategy 2024–2030".

digitalization or the need to further develop information technology in courts and prosecution offices.

Monitoring the implementation of recommendations also poses a challenge for High Inspector of Justice, as each inspection requires a high level of human resource involvement, in the face of the call to increase the number of qualitative inspections related to the quality and efficiency of the justice system.

Based on the results evidenced by the implementation of these recommendations, it is assessed whether it is necessary to conduct a follow-up inspection, balancing it with the need to conduct other inspections and institutional capacities. Within the framework of this recommendation, the approval of the Inspection Plan for 2026 assessed and included the conduct of follow-up inspections.

#### *2.6.5 HIJ focus on thematic and institutional inspections throughout 2026*

During the approval of thematic and institutional inspection plan for 2026, instruments have been provided for measuring the efficiency of the justice system with a focus on respecting the rights of the individual in judicial and investigative processes. In selecting these topics, the analysis of data on the nature of the claims presented at HIJ, but also the institutional proposals of the bodies of the justice system, served.

From respecting the rights to a due process related to the duration of civil judicial proceedings, announcement and reasoning of judicial decisions, respecting the terms of detention, the handling of referrals and criminal charges against state police and prison employees for mistreatment, infrastructure and the circulation of documentation in the Court of Appeal of General Jurisdiction, inspection calendar for 2026 aims not only to provide an overview of the issues of the justice system, but also of the way in which this system is being perceived by the public and how it is respecting its rights.

Finally, but not less important, the following inspections are planned, through which the impact of the recommendations given in previous inspections is assessed.

### III. INTERINSTITUTIONAL AND INTERNATIONAL COOPERATION <sup>[16]</sup>

Strengthening institutional relations with justice system bodies, organizations and interest groups, as well as with international partners, remains an essential pillar of the activity of High Inspector of Justice. This cooperation guarantees effective coordination of activities towards achieving common goals, and enables direct and efficient communication in the function of consolidating the justice system and increasing public trust in accountability processes.

Beyond strategic coordination, this interaction also serves as an important platform for the continuous strengthening of the professional capacities of the staff, enabling the acquisition of contemporary best practices in fulfilling the legal mission.

#### 3.1 Cooperation of High Inspector of Justice - HJC/HPC

Regarding cooperation with the Councils, beyond the recommendations given by the resolution of the Albanian Parliament “On the assessment of the activity of the Office of High Inspector of Justice for the year 2024”, High Inspector of Justice has given priority to providing information regarding complaints filed with the Councils, regarding the decision-making of High Inspector of Justice on archiving and closing investigations, information on the data of complaints filed for magistrates who are in the evaluation process and for those applying for promotion within the career system, as well as other issues related to the field of activity of these institutions. For 2025, High Inspector of Justice has cooperated with High Judicial Council and High Prosecutorial Council, both in the exchange of information and in discussions on professional issues of mutual interest, as follows:

- Exchange of updated data on magistrates who are currently exercising their duties, are part of the delegation or transfer scheme, as well as data related to the list of former magistrates who are no longer part of the justice system.
- Exchange of information within the process of reviewing appeals against decisions to archive or decisions to close disciplinary investigations at the High Judicial Council (96 cases) and the High Prosecutorial Council (20 cases).
- Exchange of information within the process of ethical and professional evaluation of magistrates, with High Judicial Council, for 105 cases and with High Prosecutorial Council, for 42 cases.
- High Inspector of Justice has forwarded referrals to the Council for Ethical and Professional Assessment, in cases where the disciplinary investigation for a certain magistrate has been closed, because the assessed facts did not justify the initiation of disciplinary proceedings, or even in cases where, after verifying the allegations, there

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<sup>16</sup> For each activity mentioned there is a special publication on the official HIJ website, in Albanian and English..

were insufficient facts to justify the initiation of a disciplinary investigation. During 2025, 10 cases were referred to High Prosecutorial Council and 6 cases were referred to High Judicial Council.

### **3.2 Cooperation of High Inspector of Justice with the Prosecutor General**

Cooperation with the Prosecutor General has continued throughout 2025, building on mutual commitments and the bilateral agreement signed in February 2021. This interaction has focused on identifying priority topics for inspection and the systematic exchange of information on individual violations by prosecutors. This process has served as an efficient mechanism for coordinating investigative actions and increasing accountability within the prosecution system, ensuring more thorough and professional monitoring.

### **3.3 Cooperation of the High Inspector of Justice with the Ministry of Justice**

As in previous years, cooperation with the Ministry of Justice has continued during 2025. Part of this cooperation is the request of High Inspector of Justice for proposals on inspection topics from the Minister of Justice, some of which have been included in the annual inspection plan of the Office of High Inspector of Justice.

Part of the cooperation during the year have also been the requests of the Minister of Justice for disciplinary investigations of magistrates, the data of which are presented in section 2.2 of this report.

- In the context of Albania's advancement in the process of negotiations for membership in the European Union, specifically regarding Chapter 23 "Judiciary and Fundamental Rights" for the chapter group "Quality, Independence and Accountability", cooperation with the Ministry of Justice has continued through the drafting of contributions, according to the recommendations made and the attendance of planned meetings. Specifically, the following data resulted:
- 11 multilateral reporting meetings (weekly and then monthly) attended by HIJ representatives at the GNPIE;
- 1 bilateral meeting with High Inspector of Justice, within the framework of the Rule of Law Report, for the year 2025;
- 1 coordination meeting with the Thematic Team within the framework of monitoring the Intersectoral Justice Strategy, for the period January-June 2025;
- 1 meeting within the framework of the monitoring report for the year 2024 on the implementation of the Intersectoral Justice Strategy 2024-2030;

- 4 coordination meetings with the European integration structures in the Ministry of Justice 13 reports, of which 11 reports were drafted within the framework of fulfilling the interim benchmarks and tasks set by the European Commission, 2 reports are within the framework of the progress report. 2 reports within the framework of monitoring the measures set out in the Intersectoral Justice Strategy 2024-2030.

According to the above data, High Inspector of Justice and his representatives have proactively participated in bilateral and multilateral meetings with representatives of the European Commission, under the coordination of the Ministry of Justice.

Another aspect of this cooperation is also related to the submission of contributions by the High Inspector of Justice to the Justice, Freedom, Security Subcommittee, the preparation of the contribution to the annual progress report, report on the rule of law, as well as to the Intersectoral Strategy 2024-2030.

### **3.4 Cooperation with civil society actors**

Office of the High Inspector of Justice has consolidated a stable tradition of dialogue with interest groups, developing intensive communication both inside and outside the institution, in the capital and in various cities of the country. This commitment aims to increase transparency and public awareness through open and targeted communication on the mission and legal competencies of High Inspector of Justice in particular, as well as on legal education within the framework of the rule of law in general. During 2025, special attention was paid to cooperation with Civil Society Organizations (CSOs) operating in the field of justice and human rights. In this context, HIJ organized a special meeting to discuss the progress of 2024, as well as the dynamics of activity over the years, starting from 2020. This commitment was further expanded through educational activities with pupils and students, as well as through the organization of regional conferences and high-level round tables with leaders of justice system institutions. The calendar of main activities for this period is presented as follows:

1. Following a tradition already built over the years, at the beginning of January 2025, participants of the Academy of European Integration and Negotiations (AIEN) conducted a study visit to the premises of High Inspector of Justice, where they had a conversation with High Inspector of Justice Mr. Artur Metani, within the framework of the “Rule of Law” module. Engaged in public administration, non-public institutions, non-governmental organizations, lawyers and the media, the participants of this academy were introduced to the role and functions of High Inspector of Justice and the challenges of the institution, as an important part of the new structure created by the justice reform and, beyond, the process of Albania's membership in the European Union. The interest of AIEN participants was related to the difference between the competences of HIJ and the predecessor institution of the disciplinary process, regarding the manner of conducting inspections, the progress of complaints,

aspects of the work of High Inspector of Justice towards magistrates and the human resources of the institution.

2. In February 2025, High Inspector of Justice hosted the 2024-2025 class of the LEAD Albania program, of the Albanian-American Development Foundation (AADF), in the premises of the institution. Participants were young professionals, educated domestically and abroad, who had the opportunity to gain direct experience in the governance process, through a one-year commitment as part of the cabinets of the highest state institutions in the country. During the conversation with them, High Inspector of Justice introduced the participants to the role and competences of High Inspector of Justice, and responded to their interest in aspects of the institution's work, from receiving complaints from citizens or institutions, reviewing and verifying them, disciplinary investigation and proceedings, as well as thematic and institutional inspections.
3. In March 2025, High Inspector of Justice Mr. Artur Metani participated in the roundtable discussion on the topic "The vetting process and its effects towards an independent, professional and accountable judiciary in Albania", together with heads and representatives of justice institutions and not only, such as High Judicial Council, High Prosecutorial Council, Supreme Court, High Inspectorate of Declaration and Audit of Assets and Conflicts of Interest (HIDAACI), the Ombudsman, Civil Society Organizations, the Ambassador of the European Union, Ambassador of the Kingdom of the Netherlands in Tirana etc.. The meeting was organized by the Albanian Helsinki Committee (AHC), which presented the Policy Document regarding the continuation and consolidation of the vetting process in Albania with the support of the Group Chapter 1 Platform.
4. In June 2025, High Inspector of Justice Mr. Artur Metani participated in the round table "Improving the Safety and Protection of Journalists. Sharing best practices and addressing ongoing challenges", organized by the Council of Europe and the European Union within the framework of the project on freedom of expression and media freedom in Albania. Mr. Metani was part of the panel of institutions where the "Challenges and solutions for local authorities to meet international standards for the protection of journalists" was discussed. In his speech, Mr. Metani referred to statistics on the interaction of the media with High Inspector of Justice in the 5 years of the institution's operation, mainly as initiator of verifications, as a complainant and as an informer of public opinion.
5. Also in June 2025, High Inspector of Justice, Mr. Artur Metani, participated in the national conference "Dimension of integrity in the function of the magistrate. Commitment to justice", organized by the School of Magistrates, with contributors

from leading justice institutions, magistrates, jurists, lecturers and representatives of civil society. Mr. Metani spoke on the topic “The Rule of Law on Trial: Independence or Accountability?” analyzing the dynamic and delicate relationship that exists between the independence of the judiciary and the legitimate need for public accountability, a subject of debate today among legal professionals, also in Europe and beyond. The formal legal independence of magistrates requires institutional guarantees, but must be accompanied by a high standard of integrity and professionalism of the magistrates themselves, the High Inspector of Justice emphasized, among other things, in his speech.

6. In July 2025, the High Inspector of Justice, Mr. Metani participated in the roundtable “Assessment of the institutional architecture in function of the performance and integrity of the Special Prosecution Office: guarantees for independence and accountability mechanisms”, organized by the Center for the Study of Democracy and Governance, where the evaluation report “Independence and accountability of the Special Prosecution Office, as prerequisites for institutional performance and integrity” was presented. High Inspector of Justice highlighted in his speech several concepts and practices of independence and accountability of magistrates, providing statistics from the 5-year activity of High Inspector of Justice on the level of disciplinary checks against prosecutors and judges of SPAK, GJKKO (Special Court of First Instance for Corruption and Organized Crime) and members of the High Prosecutorial Council.
7. Also in July 2025, High Inspector of Justice held a consultative working meeting with Civil Society Organizations (CSOs), which focus on justice and human rights in their work, to discuss the strengths and weaknesses of the Office of High Inspector of Justice and priorities for the future, based on the institution's activity report for 2024 and the dynamic comparison with concrete figures of work in 5 years of operation. Mr. Metani made a graphic presentation of the dynamics of the work of High Inspector of Justice during 2024, focusing on the main functions of the institution, related to the administration and the review of complaints, investigation, disciplinary proceedings and inspections. Further, High Inspector of Justice presented the progress of the Office of HIJ's activity over the years, with concrete data, since the start of its operation in 2020, and the goals for increasing work efficiency, in order to ensure transparency and strengthen public trust in High Inspector of Justice office and justice institutions.
8. Following the meeting in January 2025, in November 2025, the new class of the Academy of European Integration and Negotiations (AIEN) conducted a study visit to the premises of HIJ office, holding a conversation with High Inspector of Justice, Mr. Artur Metani, within the framework of the “Rule of Law” module and a visit to

the premises of the Office of the High Inspector of Justice. The meeting was held as an open conversation on the challenges of the justice system and the specific role of High Inspector of Justice in addressing them. High Inspector of Justice emphasized the importance that the institution attaches to respecting the independence of magistrates and balancing their accountability, in addition to legal education, through activities and meetings with various social groups.

9. As part of the institution's communication strategy and in implementation of the program for education and information through legal education, in December 2025, high school graduates of the law class of the "Sami Frashëri" high school conducted a study visit to the Office of the High Inspector of Justice. The high school graduates held a conversation with inspectors of the Office of the High Inspector of Justice, who introduced the students to the scope of the High Inspector of Justice's activity, the role, competences, work processes, as well as the challenges of the institution, to increase the efficiency of the justice system and public trust in the High Inspector of Justice, as one of the new institutions created by the justice reform. Among other things, the high school students were informed in detail about how complaints are made, who has the right to file a complaint with the Office of the High Inspector of Justice and whether High Inspector of Justice himself can be set in motion to initiate a disciplinary procedure. In the tour of the institution at the end of the visit, the students had the opportunity to see the units and work processes of the institution.
10. The year 2025 was concluded with an activity that marked the first 5 years of work of the Office of the High Inspector of Justice. A working afternoon on disciplinary inspection in Albania was the solemn activity, conceived as a moment of reflection on the values and contribution over the years of disciplinary inspection of magistrates and people who have worked in this sector. The activity featured the television documentary, "Inspecting Justice", prepared as a historical documentary of the developments of disciplinary inspection from the 90s to the present day. The history of the disciplinary process against magistrates, dating back to the declaration of independence in 1912, was brought through a special publication prepared by Prof. Erind Mërkuri "General History of the Disciplinary Process against Magistrates in Albania (1912 – 2025)", as a documentation of our country's early efforts to keep the justice system accountable. The activity brought together heads and representatives of justice institutions in the country, courts and prosecution offices, contributors to the inspection service over the years, international partners, academics and researchers.

### **3.5 Cooperation of the High Inspector of Justice with international partners**

The cooperation of the Office of the High Inspector of Justice with international partners is carried out in three dimensions: strengthening capacities, through continuous training of the various units and sectors of the institution's staff; working meetings in function of the common field and communication on the achievements and challenges of the institution and justice in the country. The activities are carried out as part of the cooperation with the partners that assist HIJ in Albania, but also within the framework of events and projects, as a member of the European Network of Justice Inspection Services. In this context, several important activities were carried out during 2025, which are listed as follows:

1. In April 2025, High Inspector of Justice, Mr. Artur Metani, carried out a working visit to the justice institutions in London, which deal with the inspection and disciplinary process of magistrates, and to the British Foreign Office. Mr. Metani and the delegation that accompanied him held a meeting and working sessions at the HM Crown Prosecution Service Inspectorate where he was hosted by the Chief Inspector, Mr. Anthony Rogers at the Office of Judicial Conduct Investigations of the High Court, with Ms. Madeline Knox, Director for the Western Balkans at the British Foreign Office, meetings in which he was accompanied by the Ambassador of the Republic of Albania to the United Kingdom, Mr. Uran Ferizi. The focus of the meetings was the sharing of good practices between institutions and the role that the inspection process has in the efficiency of the justice system for promoting transparency and impartiality, in the service of public trust.
2. In May 2025, High Inspector of Justice, Mr. Artur Metani participated in the proceedings of the General Assembly of RESIJ, the European Network of Justice Inspection Services, of which the High Inspector of Justice is a member. The event was hosted by the High Judicial Council of Portugal with the presence of the inspection services of the RESIJ member countries, Belgium, Bulgaria, France, Italy, Portugal, Spain, Albania and Moldova, which has held observer status in this network since last year. The participants in the General Assembly of RESIJ participated in the conference organized by the High Judicial Council of Portugal entitled “Communicating Justice”, held in the plenary hall of the Supreme Court in Lisbon, where the role of judicial inspection in promoting the clarity and transparency of judicial decisions was discussed; argumentation, language and communication in judicial decisions; communication of justice in the context of the media: data protection, anonymization of judicial decisions; artificial intelligence and public interest, freedom of expression and information; new challenges and advantages in the use of technology and artificial intelligence tools in drafting decisions and conducting judicial inspections.
3. Another meeting of High Inspector of Justice was that of June 2025, where he participated in the first joint meeting of the High Judicial Council and the High

Prosecutorial Council with a focus on thematic inspections. This initiative of High Prosecutorial Council was supported by the EU4Justice project. In his speech, Mr. Metani said that the justice system in Albania is not only facing the challenge of its revival and reorganization, after a deep reform, but must also maintain a fair balance between the issues and difficulties it experiences, as well as the public's trust or demands for a quality, efficient, fast and integrity-based justice. Focusing on the thematic inspections carried out, Mr. Metani said that their goal was to identify issues in the justice system and recommend solutions, recommendations, that have served to improve the functionality of courts and prosecutors' offices in the service of delivering justice to the public.

4. In October 2025, High Inspector of Justice Mr. Artur Metani, accompanied by the Unit of Inspectors and the Unit of Assistant Inspectors of the Office of the High Inspector of Justice, participated in the roundtable on the role of magistrates in a democratic society and the function of judicial inspections. The activity was conceived as a conversation with two Spanish magistrates with long experience in the field of inspections and disciplinary matters, Judge Juan Martínez Moya, with a 38-year career, member of the Supreme Court of Spain, former member of the General Judicial Council of Spain, former President of the Supreme Court of Murcia, contributor to the establishment of the European Network of Justice Inspection Services (RESIJ) and the drafting of the European Charter of Ethics for Magistrates, as well as Judge Ricardo Conde Díez, with a 30-year career in the judicial system, currently a promoter of Disciplinary Acts in Spain.
5. In September 2025, High Inspector of Justice, Mr. Artur Metani, participated in the high-level meeting with justice institutions on judicial independence and accountability, organized by the “MATRA” project of the government of the Kingdom of the Netherlands, to launch the two-year project “Strengthening Judicial Integrity”, implemented by the Netherlands Center for Training and Study for the Judiciary. In his speech, the High Inspector of Justice said that when talking about independence, a distinction must first be made between the independence of magistrates during their decision-making on concrete issues and the independence of the judiciary in the framework of its organization and functioning from a structural and systemic point of view. *“Both of these concepts are essential for an independent judiciary. The individual independence of magistrates should be understood as a personal value and a prerequisite for the development of a legal and fair judicial process. In this case, individual independence should be understood as a right of magistrates, but also as their obligation, to make decisions objectively, independently of politics, but not only of politics, independent for all and by all, free from any interference or influence, and in accordance with the facts as well as with the legislation in force”*, emphasized High Inspector of Justice. ***“In our country, judicial***

*independence has been put to the test. It has been a long time since magistrates have been exposed and faced with direct public attacks, intimidation or inappropriate influences. From everyone. It has been a long time since the judicial system has been under pressure, for me unconstitutional, to exercise their duties or not, in a certain form. From everyone. It has been a long time since insults to magistrates are a more significant part of the articulation when it comes to criticism of the judicial power and this of course, puts magistrates to a difficult test, but nevertheless the test of independence is not just rhetoric,"* noted High Inspector of Justice. On the other hand, High Inspector of Justice emphasized that *"...despite the statements of various public actors, magistrates should not forget that public reactions are not part of their function. But self-restraint is! Self-restraint is not a weakness of any kind, but respect for freedom of expression in democracy, is a constitutional distance from the political nature of other powers. Political deontology should not dictate the behavior of magistrates. In this case, I believe that the essence of the rule of law and European values is precisely the way we behave, even when we disagree with each other's decisions."*

6. For the first time, justice institutions from the region came together in Tirana at the conference “Justice Inspection Services and Integration Challenges”, on 25 and 26 September 2025, to exchange experiences, address challenges related to judicial integrity and discuss their role in the European Union integration process. This regional conference was co-organized by High Inspector of Justice in cooperation with the OSCE Presence in Tirana, as well as the OSCE missions in Belgrade, Podgorica, Pristina, Sarajevo and Skopje. For two days, delegations of justice institutions from Belgrade, Podgorica, Pristina, Sarajevo, Skopje and Tirana discussed the principles and functioning of institutions for the inspection of the work of magistrates; their roles in protecting democratic standards and promoting the integrity of magistrates; as well as the contribution that our inspection institutions make in the context of the ongoing reform of the justice system and the process of integration into the European Union. They all shared the view that the quality and efficiency of justice are non-negotiable criteria for the progress of countries in strengthening the rule of law and that communication, exchange of experiences and sharing of professional dilemmas serve to strengthen their role in the integrity of the justice system and the trust of citizens, but also in the EU integration process.
7. In December 2025, High Inspector of Justice Mr. Artur Metani participated in the 3rd joint meeting of the High Judicial Council and the High Prosecutorial Council “Strengthening Institutional Capacities through Improved Career Development and Protective Measures for the Judicial System”. In his speech, Mr. Metani first emphasized the practices that must be followed to have a strong and sustainable justice system. Building a strong and sustainable justice system requires continuous

commitment. The rule of law is not simply a set of legal norms or abstract rules, but is above all an institutional administrative activity. High Inspector of Justice also focused on the findings observed during the work of the institution he leads, which affect the quality of work and performance of magistrates, and as such must be addressed.

8. As a member of the European Network of Justice Inspection Services (RESIJ), High Inspector of Justice participated in the organizational and decision-making General Assembly of the Network, which was organized and hosted by the French Presidency of RESIJ, at the Court of Appeal in Paris in December 2025. RESIJ members summarized the administrative situation of the network, obligations, work of the last quarter of 2025 and voted on the program for the next six months. During the Assembly, news was reported on the use of Artificial Intelligence in justice from several countries and the progress of Italy, which has adopted a law on the use of AI in September 2025.

Within the framework of international cooperation and technical assistance, High Inspector of Justice has also organized dedicated training for the unit of inspectors and assistant inspectors, the data for which can be found in section 4.5. Activities in the framework of increasing human resources capacities, of this report.

### **3.6 Implementation of recommendations of international instruments, within the framework of the European integration process**

High Inspector of Justice has continued to be an active part of key institutions by engaging and taking concrete measures within the framework of several international reports. In this context, High Inspector of Justice has effectively fulfilled all the recommendations set out by or requests received within the framework of the reports within the framework of the integration process by taking active actions to fulfill them.

Through a well-coordinated reporting process and periodic meetings, High Inspector of Justice has effectively addressed all the recommendations given in several documents within the framework of the integration process. This commitment has been concretized through active participation in the following forums and meetings:

- EU – Albania Subcommittee on Justice, Freedom and Security, 12 February 2025
- Bilateral meetings on the Rule of Law;
- Roundtables organized by the Minister of Justice within the framework of the EU Common Position.

Meanwhile, at the organizational level, High Inspector of Justice, through an internal reorganization, requested in 2024, has created a special unit for reporting and integration

processes, as a unit specifically dedicated to advancing and responding in a timely manner to the ever-increasing commitments within the framework of European Integration.

In the capacity of the contributing institution for Chapter 23, High Inspector of Justice has reported on the progress of the processes related to:

- Progress Report on Albania – answering questions and reflecting activity data for the requested periods.
- Contribution to the 16th meeting of the Subcommittee on Justice, Freedom and Security – where the narrative for the discussions to be held during the meeting in February 2025 was presented.
- EU Rule of Law Report – part of which the data for the requested periods were prepared and analyzed.
- Interim benchmarks within the framework of the EU Common Position – recommendations have been made through this process, for which specific measures have been taken, listed below.

### **Findings of the Progress Report for 2025 <sup>[17]</sup>:**

This report assessed the role of High Inspector of Justice as one of the independent justice institutions that have contributed to increasing the stability of the judiciary, where more specifically High Inspector of Justice is mentioned in the section on independence and impartiality and where it is emphasized that “although the independence and impartiality of the judiciary is satisfactory in the courts of first instance and those of higher levels, attempts by public officials or politicians to exert undue influence and pressure have increased, raising serious concerns, especially the unprecedented public reactions and attempts to exert pressure by the executive and legislative branches against the Special Structure against Corruption and Organized Crime and High Inspector of Justice”.

Regarding this finding, High Inspector of Justice has continued to exercise its activity, in accordance with the constitutional and legal framework and has assured national and international opinion that despite attempts at pressure, HIJ as an independent constitutional body stands above the parties in the context of current political discussions and debates and continues to exercise its activity in accordance with the legal framework and the mandate for which it was voted by a parliamentary majority.

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<sup>17</sup> Page 27-30, progress report date 04.11.2025 i accessible at the following link:  
[https://enlargement.ec.europa.eu/document/download/fe9138b7-90fe-4277-a12c-3a03f6d1957f\\_en?filename=albania-report-2025.pdf](https://enlargement.ec.europa.eu/document/download/fe9138b7-90fe-4277-a12c-3a03f6d1957f_en?filename=albania-report-2025.pdf)

Despite the progress achieved, the report still considers the attractiveness of the position of inspector magistrates at the High Inspector of Justice Office a challenge, also noting that legal changes are still awaited to address this issue. High Inspector of Justice should strengthen inspection protocols to handle cases of corruption within the judicial system. Thematic inspections remain a priority, including a plan for coordination with all relevant institutions on follow-up actions. HIJ, HJC, HPC and the The High Inspectorate of Declaration and Audit of Assets and Conflicts of Interest (HIDAACI) should update their internal procedures and ensure sufficient staff and resources to improve the quality and efficiency of integrity checks and asset verification.

Although vacancies are not entirely related to the secondment criteria at the Office of the High Inspector of Justice, they are linked to several other factors such as: the current state of human resources in the courts, the effect created by the vetting process, the priorities that filling vacancies has in the justice system, have a direct impact on the secondment of magistrates to the Office of the High Inspector of Justice.

High Inspector of Justice, in order to anticipate the situation of a long-term shortage of inspectors, continued in 2020 with the requests addressed to the Minister of Justice and then in 2021 to the Assembly of Albania to change the criteria for seconding magistrates to the HIJ office. This was a request that took place with two legal initiatives to amend two of the essential laws of the reform in the justice system, followed by two committees: the Parliamentary Committee on Legal Affairs and Public Administration and the Parliamentary Committee on Civic Initiatives, Cooperation and Institutional Oversight, in December 2025. These legal initiatives, approved by the Assembly of Albania in January 2026, aim to implement the commitments and recommendations identified in international reports, addressing the challenges and problems that the institutions of the justice system have encountered during their activity in the function of exercising constitutional and legal powers. In this context, the 10-year experience in office as a magistrate, provided for in the legal amendments approved by the Albanian Parliament through Law no. 10/2026 “On some additions and amendments to Law No. 115/2016 “On the Governance institutions of the justice system”, as amended, is a reasonable and objective period to investigate disciplinary violations of magistrates of all levels and members of the Councils.

Not only the legal criterion of seniority in the profession, but also the application in spirit and in full of the concept of secondment, is seen by the Councils as a priority need to ensure an increase in applications. The Councils should have an encouraging approach regarding the appointment of magistrates at the appeal level of magistrates seconded in the HIJ office, this to give voice to the spirit of the law, since the secondment recognizes as promoted to office the magistrate seconded in the position of inspector in the HIJ office.

The element of salary increase, through a bonus proposed by High Inspector of Justice at the stage of discussion of the draft law in the parliamentary committees which is left to their assessment, constitutes another impetus that HIJ, has proposed in the context of providing an opinion during December 2025.

As for the inspection, High Inspector of Justice has continued to progressively increase the number of inspections and, in accordance with the recommendations given in the reports, has investigated suspected violations mainly, based on the data obtained within the framework of institutional and thematic inspections, according to the conditions and procedures provided for in the law "On the status of judges and prosecutors in the Republic of Albania", as amended. Also, within the framework of the inspections, the recommendations given have been qualitatively increased, addressing the system at the level of orientation of the inspected body on how to address the problem. Not stopping only at a formal verification of the fulfillment of the recommendation, but by exercising further monitoring through subsequent inspections, foreseen to be carried out in the Thematic Inspection Plan for 2026.

### **Findings of the Rule of Law Report 2025 <sup>[18]</sup>:**

In this report, High Inspector of Justice is mentioned in the first pillar, the justice system, starting with the abstract and then in the subsection on independence, where for HIJ the emphasis is placed on the high number of vacancies as a factor that affects the efficient functioning of HIJ office.

Further, in this report, in the subsection "Independence", the need to maintain accountability standards is highlighted, stating the updating of internal procedures, strengthening capacities and ensuring sufficient resources to continue carrying out integrity and competence checks in accordance with verification standards. Such a finding was also highlighted within the framework of the monitoring process of intermediate milestones.

These findings have been accompanied by concrete measures, where HIJ during December, presented comments on the proposed initiatives, especially for those provisions related to the criteria for seconding magistrates in the position of "inspector", but also proposing alternatives, to increase the interest of magistrates in applying for secondment in HIJ office.

HIJ also, closely following the meetings and discussions with representatives of the European Commission, with the cooperation of international actors, has taken measures to strengthen capacities and ensure sufficient resources to continue conducting integrity and ability checks in accordance with the verification standards, the data for which can be found in the following section.

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<sup>18</sup>[https://commission.europa.eu/document/download/3732ae59-5ab4-48a6-a3e6-0ef9aa593863\\_en?filename=2025%20Rule%20of%20La%20Report%20-%20Country%20Chapter%20Albania.pdf](https://commission.europa.eu/document/download/3732ae59-5ab4-48a6-a3e6-0ef9aa593863_en?filename=2025%20Rule%20of%20La%20Report%20-%20Country%20Chapter%20Albania.pdf)

In the framework of monitoring the fulfillment of interim benchmarks:

During the first 6 months of 2025, several priorities related to inspections and the review of internal rules for the verification of assets and integrity for HJC, HPC, HIJ and HIDAACI were monitored.

Regarding inspections, we reported and forwarded data on the method of determining the topics in the inspection plan, types of inspections, recommendations given, their follow-up and implementation. In order for the European Commission to monitor the information provided, it was considered reasonable to encourage the holding of 2 annual joint meetings of the justice system bodies, with the participation of High Inspector of Justice. On June 11, 2025, the first joint meeting was organized, which also had a discussion point on deepening the cooperation of the justice system bodies regarding inspections.

On July 11, 2025, the second meeting was held, which focused on the presentation and review of two joint regulations of the Councils, on the organization of joint meetings and inter-institutional cooperation between HJC and HPC, and the regulation on the carrying out of magistrates' re-evaluation procedures. In this meeting, High Inspector of Justice expressed his opinion on the regulations during the meeting held.

Regarding the review of the internal rules for the verification of assets and integrity, HIJ has taken the following measures:

- In June 2025, a meeting was held with HIDAACI to discuss the methodology used by this institution;
- In July 2025, a request to IMO regarding the criteria and standards followed during the vetting process and the EU4Justice project – for technical assistance in the drafting of a methodology;
- In September 2025, an expert was contracted from EU4Justice to support HIJ in the drafting of the methodology;
- In October 2025, the expert held three meetings in order to familiarize himself with the functions and work processes followed by the inspectors. At the same time, the questionnaire sent by IMO was completed, which aimed to provide general information on the procedures followed by HIJ in the context of the verification of assets and integrity during the investigation and recruitment of non-magistrate inspectors;
- In December 2025, the expert contracted by EU4Justice submitted the draft methodology, which also contains the suggestions and input of the IMO. The draft methodology will be subject to evaluation and analysis at the General Meeting of Inspectors.

## IV. INTERNAL ORGANIZATION

For 2025, the staff of the High Inspector of Justice continues to be unfilled with 10 positions in the “inspector” position, while it has undergone a change. In October 2025, the staff was supplemented with a magistrate inspector with a prosecutor profile, bringing the number to 10 inspectors, 5 magistrates and 5 non-magistrates.

Also, High Inspector of Justice, in accordance with Article 55, point 5 of Law No. 96/2016 “On Status”, as amended, has submitted a request for the confirmation of four magistrate prosecutors commissioned by High Prosecutorial Council in 2021, for another 5-year period.

### 4.1 Secondments from HJC

In addition to the organizational structure of the Office of the High Inspector of Justice, the vacant positions in the unit of inspectors, High Inspector of Justice has submitted to the High Judicial Council the request for initiating procedures for the secondment of magistrate judges for the position of "inspector", as well as 3 requests for secondment of magistrate judges for the position of "advisor" to the Office of the High Inspector of Justice. At the end of 2025, there were no candidates interested for the position of "inspector", while two magistrates have expressed interest for the position of "advisor".

### 4.2 Secondments from HPC

Following the completion of the structure of the Office of the High Inspector of Justice of the vacant positions in the inspectors' unit, it is worth noting that in October 2025, a magistrate prosecutor was seconded to the Office of the High Inspector of Justice for a period of five years, as a result of the request made by us in previous periods for the initiation of the procedure for secondment to the High Prosecutorial Council. Meanwhile, another request for secondment to the position of inspector was also submitted.

### 4.3 Recruitment of non-magistrate inspectors

During 2025, the Office of the High Inspector of Justice continued the selection procedure and verification of candidacies that expressed interest in running for the position of "non-magistrate inspector" based on order no. 74, dated 26.06.2024 “On the initiation of the selection procedure for non-magistrate candidates for the position of inspector at the Office of the High Inspector of Justice. After carrying out the relevant verifications, this process was concluded with decision no. 83, dated 27. 12.2025, of High Inspector of Justice “On the completion of the selection procedure for candidates to fill the vacant position for non-magistrate inspector, announced on 27.05.2024”, where there was no winning candidate since none of the candidates allowed to run for the position of “non-magistrate inspector” at the Office of the High Inspector of Justice secured over 70% of the total maximum points. The completion of the announced procedure for the recruitment of non-magistrate inspectors without winning candidates, although it did not produce an effective increase in the number

of inspectors, guaranteed an extended verification process and analyzed in details regarding all the criteria of assets, integrity and professionalism, as an issue continuously highlighted for all institutions of the justice system by the European Commission.

During 2025, ethical-professional assessments of the activity of four magistrate inspectors were completed. Meanwhile, the ethical-professional assessment program of the other inspectors was approved, during 2026. With the achievement of the ethical-professional assessment of the inspectors, the way is opened for important processes for the Office of the High Inspector of Justice, such as the establishment of the Committee for the appointment and evaluation of Inspectors in compliance with the legal conditions and the appointment of the Deputy High Inspector of Justice.

#### **4.4 Implementation of the Law "On Civil Service" in the framework of complementing and building human resources capacities**

During 2025, in accordance with Law No. 152/2013 "On Civil Servants", as amended, the Labor Code and the organic law, a total of 9 (nine) appointments/recruitments within the approved structure, 10 (ten) dismissals were made, as follows:

- |                           |  |
|---------------------------|--|
| Cabinet                   | 3 (three) vacancies for the position of Advisor in the Cabinet of the High Inspector of Justice).  |
| 2. Middle level directing | 2 (two) appointments for the position of Assistant Inspector, of which 1 (one) position was filled through the parallel movement procedure and 1 (one) position through the admission procedure from outside the civil service, (from 2 vacant positions created during the year, due to suspensions from the civil service at the request of the civil servants).   |
| 3. Low level directing    | 2 (two) appointments, of which 1 (one) position of Head of the Human Resources unit was filled through the promotion procedure and 1 (one) position of Head of the Methodology and Standards unit was filled through the parallel movement procedure (from 2 (two) vacant positions created during the year due to suspension from the civil service at the request of the civil servant, as well as due to the resignation of civil |

servants).

4. Executive level

4 (four) appointments, of which 2 (two) with the parallel movement procedure and 2 (two) with admission to the civil service, as well as 1 (one) vacancy (due to resignation at the request of the civil servants and 1 suspension from the civil service at the request of the civil servants).

5. Support employees

1 (one) appointment and 1 (one) vacancy due to resignation at the employee's request.

The total number of appointments for 2025 within the approved structure is 9 (nine) employees/clerks and 10 (ten) vacancies created by dismissals and suspensions at the request of civil servants.

For 2025, the approved structure of the institution provides for a staff of 101 employees. During this reporting period, the effective number of employees who have performed their duties is 82.

#### **4.5 Activities in the context of increasing human resource capacities**

During 2025, in terms of increasing capacities, the High Inspector of Justice has maximized efforts to find and enable professional development by continuing cooperation with international partners for the exchange of experiences in the field of investigations and inspections.

High Inspector of Justice, together with the unit of inspectors and the unit of assistant inspectors, have attended a series of trainings and have carried out exchanges of experiences, focusing on professional development, as well as the standardization and unification of the practice of inspection activity.

High Inspector of Justice has shown special attention to increasing and strengthening the capacities of the Office of the High Inspector of Justice, giving priority to the carrying out of trainings by national and international experts, since the establishment of the institution.

Regarding training activities during 2025, in the framework of capacity building, the following trainings and study visits were conducted:

During 2025, a total of 61 training activities were carried out, within which inspectors and assistant inspectors were trained, with the involvement of 9 institutions that provide training and the treatment of over 50 different training topics. This involvement demonstrates a broad commitment of the institution's human resources in professional and institutional development processes.

A total of 23 trainings were carried out for inspectors, with the participation of inspectors, organized by the relevant training institutions, of which 17 trainings were organized by the School of Magistrates, 2 trainings by EU4Justice, 1 training by CEPEJ, 1 training by the High Inspector of Justice, 2 trainings by the Netherlands for Training and Study Center for the Judiciary (SSR – MATRA).

A total of 25 trainings have been conducted for the Assistant Inspectors Unit, of which 21 trainings were organized by the School of Magistrates, 1 training from the EU4Justice program, 1 training from the CEPEJ and 2 trainings from High Inspector of Justice.

These trainings have been oriented towards strengthening the legal, procedural and ethical knowledge necessary to support the inspection activity. The trainings have focused on thematic and institutional inspections, disciplinary investigations, European standards of justice and the exchange of international good practices.

As part of the training activity, civil servants of the Office of the High Inspector of Justice have attended a considerable number of trainings conducted by the Albanian School of Public Administration for the period January-December 2025 (10 trainings). During the reporting year, a total of 10 trainings were carried out for civil servants, organized by:

ASPAs – 5 trainings, CEPEJ – 1 training, Parliament of Albania – 1 training, AKSIK – 1 training. The trainings were oriented towards strengthening the administrative, organizational and procedural capacities of the support staff.

During the reporting year, over 50 training topics were addressed, according to the official programs of the organizing institutions. In particular, the School of Magistrates addressed over 32 specific topics, covering judicial, administrative and constitutional jurisdiction, civil and criminal procedures, constitutional control, ethics, integrity, human rights, media, digitalization, disciplinary liability, money laundering, summary trial, victim and minor in criminal proceedings, as well as other complex issues of the justice system. EU4Justice contributed with key topics, focused on thematic and institutional inspections, strengthening the capacities of the HIJ and disciplinary mechanisms. CEPEJ, ASPA, the Assembly of Albania, AKSIK each contributed with specific topics, in accordance with their field of expertise.

In April 2025 and June 2025, the Unit of Inspectors and the Unit of Assistant Inspectors at of the Office of the High Inspector of Justice participated in targeted training on identifying and addressing conflict of interest issues in the context of disciplinary investigations, organized by EU4Justice mission expert mission, which assists HIJ. Identifying, addressing and handling conflict of interest issues in the context of disciplinary investigations remains important for the very role of this process, which is to protect the public interest through the investigation of disciplinary violations of magistrates. In the training a month later, the specific stages of conducting thematic and institutional inspections were discussed. Conducted by two international experts from Spanish justice bodies, with the support of EU4Justice, the training was based on the HIJ's working models and best practices from Spain and EU countries.

Another training was held in July 2025, when Unit of Inspectors and Unit of Assistant Inspectors Unit in the Office of the High Inspector of Justice conducted a two-day training focused on increasing inspection skills according to the CEPEJ (Council of Europe for the Efficiency of Justice) guidelines. The activity is part of the work strategy of the Office of the High Inspector of Justice for continuous staff training and was supported by the HFIII project, Strengthening the Quality and Efficiency of Justice in Albania (SEJ IV) of the European Union and the Council of Europe.

The Unit of Inspectors and the Unit of Assistant Inspectors Unit of the Office of the High Inspector of Justice conducted in October 2025 a two-day training on disciplinary investigation and inspections with concrete stages of the proceedings, with the practices of counterparts from Italy and Spain, based on the models of the work so far of inspections by the High Inspector of Justice. The training was carried out by two short-term international experts, prosecutor María del Carmen de la Fuente Méndez, part of the Spanish Inspectorate, and former prosecutor Annita Sorti, former member of the Italian Inspectorate General, with the support of the EU4Justice mission.

The data show that during the reporting year, High Inspector of Justice has carried out a broad, structured and comprehensive training activity, ensuring high staff involvement and a rich thematic range, in order to increase professional capacities, strengthen institutional integrity and align with European standards of the justice system.

## V. DATA ON COURT PROCEEDINGS WHERE HIGH INSPECTOR OF JUSTICE IS A PARTY IN THE JUDICIAL PROCEEDINGS

The overview of institutional representation in various judicial processes, until the end of 2025, is presented as follows:

### 5.1 Processes in the Appeal Chamber

1. Disciplinary jurisdiction case no. 2, dated 13.12.2024, where High Inspector of Justice has been called in the capacity of the interested party together with the High Prosecutorial Council where the applicant magistrate T. D., with the duty of prosecutor at the Prosecution Office at the First Instance Court of General Jurisdiction in Dibër, with the subject: "Retrial of the case tried by the Appeal Chamber, with decision no. 01, dated 20.07.2020, concerning the applicant T. D., "Granting a fair reward". The Special Appeals Chamber with decision no. 1, dated 13.03.2025 has decided: "Not to pass the case for consideration in a plenary session. Imposition of a fine of 100,000 lek, against the applicant T. D.”.
2. Disciplinary jurisdiction case no. 1, dated 21.05.2025, where High Inspector of Justice has been called in the capacity of the interested party together with High Prosecutorial Council where the applicant magistrate K. Ll., with the duty of prosecutor at the Prosecution Office at the Court of First Instance of General Jurisdiction Saranda, with the subject: “Abolition as incompatible with the Constitution and with law no. 96/2016, as amended, of decision no. 15, dated 30.01.2025 of High Prosecutorial Council and suspension of the effects of decision no. 15, dated 30.01.2025 of the HPC”. The Special Appeals Chamber with decision no. 2, dated 23.09.2025 has decided: “Not to overturn the case for reconsideration in a judicial session”.
3. Disciplinary jurisdiction case no. 2, dated 02.06.2025, where High Inspector of Justice was called in the capacity of the interested subject together with High Prosecutorial Council where the applicant magistrate K. Ll., with the duty of prosecutor at the Prosecution Office at the Court of First Instance of General Jurisdiction Saranda, with the subject: “Abolition as incompatible with the Constitution and with law no. 96/2016, as amended, of decision no. 65, dated 10.04.2025 of the High Prosecutorial Council and suspension of the effects of decision no. 65, dated 10.04.2025 of the HPC". The appeal chamber with decision no. 3, dated 02.10.2025 has decided: "Not to overturn the case for reconsideration in a court session".

## **5.2 Judicial proceedings at Tirana Administrative Court of Appeal**

1. Court case, with applicant A. G., third parties: E. B., Court of the Lushnja Judicial District, Commissioner for Protection from Discrimination, State Attorney's Office, High Inspector of Justice, KPK, IDHPCKI, with the subject: "Clarification and interpretation of the decision of the Administrative Court of First Instance of Vlora with no. 1615, dated 05.12.2018 is requested". The Administrative Court of Appeal, with the decision dated 26.02.2025, has decided: "The decision dated 25.09.2019 of the Administrative Court of First Instance of Vlora shall be left in force".

2. Court case, with plaintiff: High Inspector of Justice, defendant: High Prosecutorial Council, A. K., with subject matter: "1. Abrogation of the administrative act, decision no. 302, dated 02.10.2025 of the High Prosecutorial Council, by which the request of the High Inspector of Justice, for disciplinary proceedings no. 1371/2, dated 31.07.2025 against prosecutor A. K., was rejected, the case was returned for reconsideration, ordering the High Prosecutorial Council to determine, within the limits of its discretion, an appropriate and proportionate disciplinary measure in relation to the disciplinary violations committed by prosecutor A. K.". The trial of this case has concluded with decision no. 33 (86-2026-783), dated 24.03.2026, of the Administrative Court of Appeal, which has decided to accept the lawsuit according to the aforementioned object.

## **5.3 Court proceedings completed or in trial phase at the Administrative Court of First Instance of Tirana**

1. Administrative court case registered at the Administrative Court of First Instance of Tirana, with no. 11219 (31155-09532-80-2025), with plaintiff: P. S., defendant: Office of the High Inspector of Justice, with subject: "Taking the measure of securing the lawsuit by deciding the suspension of the implementation of decision no. 2738/2 prot., 51 decision dated 03.10.2025 of the Committee for the Appointment and Evaluation of Inspectors and the competition procedure for the High Inspector of Justice according to the announcement dated 27.05.2024. Abrogation of decision no. 2738/2 prot., no. 51 decision dated 03.10.2025 of the Committee for the Appointment and Evaluation of Inspectors "On the prohibition of the candidacy of Mr. P. S., in the vacant position for non-magistrate inspector, announced by the High Inspector of Justice on 27.05.2024". The Administrative Court of First Instance of Tirana has decided: Rejection of the request for taking the precautionary measure of the plaintiff P. S., and with the final decision no. 4275, dated 16.12.2025 has decided: "Rejection of the claim, as unfounded in evidence and law". This decision has reached the HIJ on 30.01.2026 and to date no appeal has been filed (as it is filed within 15 days from the notification of the reasoned decision).

2. Administrative court case registered in the Administrative Court of First Instance of Tirana, with no. 9847(31138-07006-80-2025), with plaintiffs: M. P., defendants: Office of the High Inspector of Justice and the Court of Appeal of General Jurisdiction, with subject matter: "Obligation to pay salary difference and social and health insurance". The examination of this case has not yet been completed at the Administrative Court of First Instance of Tirana.

3. Administrative court case registered at the Administrative Court of First Instance of Tirana, with no. 9612 Registry, with plaintiff: R. M., defendant: High Inspector of Justice, with subject matter: "Abolition of decision no. 30 decision dated 02.06.2025 of the Committee for the Appointment and Evaluation of Inspectors "On the prohibition of the candidacy of Ms. R. M., in the vacant position for non-magistrate inspector, announced by the High Inspector of Justice on 27.05.2024"". The examination of this case has not yet been completed at the Administrative Court of First Instance of Tirana.

4. Administrative court case registered with no. 10673 dated 31.01.2025, with plaintiff: B. I., defendant: High Inspector of Justice, interested party: M. L., with object: 1. Disciplinary proceedings, 2. Procedural transition. The Administrative Court of First Instance of Tirana with decision no. 2861, dated 17.07.2025 has decided: Dismissal of the lawsuit.

5. Administrative court case registered at the Administrative Court of First Instance of Tirana with no. 229 (300013-08181-80-2025), with applicant: B. I, third party: HPC, HIJ, etc... with subject: "Declaration of violation of failure to examine my complaint registered with no. 2295 prot., dated 20.08.2024 within the legal deadlines provided for in the first paragraph, of article 118 of law no. 96/2016 "On the status of judges and prosecutors in the Republic of Albania"". The Administrative Court of First Instance of Tirana with decision no. 229 act, dated 21.10.2025 has decided: Dismissal of the request. An appeal has been filed against this decision with the Administrative Court of Appeal.

6. Administrative court case registered at the Administrative Court of First Instance of Tirana with no. 228 (Reg., date 03.10.2025, with applicant: B. I., third party: HPC, HIJ, etc... with subject: Finding the violation of the failure to examine my complaint registered with no. 2383 prot., date 10.09.2024 within the legal deadlines provided for in the first paragraph, of article 118 of law no. 96/2016 "On the status of judges and prosecutors in the Republic of Albania". The examination of this case has not yet been completed at the Administrative Court of First Instance of Tirana.

## VI. TRANSPARENCY AND PUBLIC RELATIONS

### 6.1 Informed citizen in the attention of High Inspector of Justice

In accordance with the resolutions of the Assembly over the years, the public communication of High Inspector of Justice continues to be oriented in a sustainable manner towards guaranteeing transparency and guaranteeing complete, accurate and accessible information for the public. This orientation aims to facilitate citizens' access to the institution and to accurately address their claims, as far as the competences of the High Inspector of Justice are concerned. At the same time, the institution takes into account the respect of the principle of balance between the public interest for a fair and efficient administration of the justice system and guaranteeing the independence of magistrates, assessing that the more independent the magistrate, the more guaranteed the citizen is for his rights. The public communication strategy of HIJ aims to translate the information collected through structured and continuous interaction with citizens, interest groups and institutions into concrete action plans and well-defined activities. These interventions proactively address the challenges identified in terms of informing and raising public awareness, in accordance with the institution's scope of activity, as well as with the strategic and integrity documents in force.

By setting as a main priority the education, information and awareness of citizens, as well as increasing transparency towards the public, High Inspector of Justice has continued during the reporting period to work in a structured manner to strengthen the trust of the public, institutional actors, the media and interest groups, through continuous information on the competences and functions of the institution. In this context, a detailed program for informing, legal education and raising awareness of citizens has been drafted, based on the identified needs and on the suggestions collected from direct interaction with the public. The main sources of this information include physical meetings with citizens, the results of surveys published on the official website of the institution, communication through the telephone line, as well as data obtained from complaints, various information also through other channels of public information. The program defines the main goals and objectives, oriented towards the legal education of citizens, especially on the competencies of the High Inspector of Justice and the functioning of the justice system as a whole, with the aim of increasing the level of information and awareness of the public, in accordance with the institutional mandate, the strategic plan and the integrity plan.

Increasing public awareness is considered an essential element for reducing the flow of complaints, which result outside the scope of the activity of the High Inspector of Justice, or do not meet the legal criteria for admissibility. In this regard, the High Inspector of Justice has continued to rely on the systematic analysis of data obtained from all channels of communication with the public. These include meetings with interest groups, organizing awareness-raising activities, monitoring media information, as well as cooperation with civil society organizations operating in the field of human rights and the rule of law. This approach

has served the institution to orient interventions in a targeted manner, not only towards improving information, but also towards increasing public trust in the institution and the justice system as a whole. Nevertheless, the implementation of programs for legal education, information and awareness of citizens is a complex process that requires patience and systematic commitment, as success also depends on the contribution of other actors, cooperating in this field, with whom the Office of the High Inspector of Justice has cooperation agreements, or that may have them in the future.

## **6.2 Legal education as a direct way of communication**

During 2025, High Inspector of Justice has intensified the practice of communication with various social groups, with the aim of legal education on the role, competencies and responsibilities of the Office of the High Inspector of Justice, as well as on the functioning of the justice system.

- Legal education has targeted various social categories, as the High Inspector of Justice and his team have created a tradition of presenting the institution to various interest groups, through open conversations regarding the role, activity, but also the scope of work of High Inspector of Justice, but also the way the institution is seen by them. Study visits to the institution are already a consolidated practice for HIJ, as are working meetings with civil society, and other awareness-raising meetings outside the institution.

- Legal education through the media has targeted the dynamics that have focused on the justice system. High Inspector of Justice has paid special attention to public clarification on the ways in which the Office of the High Inspector of Justice is activated for public complaints. A process that continues in 2025. In public communication, High Inspector of Justice has highlighted the institutional obligation to make an accurate characterization of facts and actions related to public data or information, in relation to alleged disciplinary violations by magistrates, underlining that the interest of the public/media in the administration of justice must go hand in hand with respect for the independence of magistrates, as a balance that gives value to the rule of law. Part of the public communication through the media has also been the clarification of the work methodology of High Inspector of Justice, in relation to the reiew of complaints, which is done according to an order of priority based on criteria such as time, typology, or urgency of processing, respect for the principle of equality and objectivity, as well as the time necessary for the review and assessment of the complaint.

### 6.3 Reception of citizens in the premises of the Office of the High Inspector of Justice

In addition to information and complaint submission through the official website, citizens and entities are welcomed daily at the Office of the High Inspector of Justice to receive information or file complaints, with assistance from the Unit of Complaints and Public Relations ( from 09:00 to 14:00 on working days). They may also inquire via the official phone line. In 2025, an average of two citizens per day were assisted.

Specifically:

- 393 meetings were held with citizens (scheduled, via phone requests, or walk-ins), where staff listened to claims and provided guidance on complaint rights, procedures, deadlines, and follow-up.
- 234 citizens/entities were assisted by phone, mainly regarding the status of complaints, submission procedures, and additional documentation.

### 6.4 The right to information

Office of the High Inspector of Justice has fulfilled the legal obligation arising from Law No. 119/2014 “On the Right to Information” and from the approval of the revised Transparency Program. The register of requests and responses has been updated in accordance with the deadlines, according to the orders of the Commissioner for the Right to Information and Personal Data Protection. The information made public in the transparency program comprehensively reflects the activity of HIJ, through detailed publication on the official website [www.ILD.al](http://www.ILD.al) as well as in the premises of the office for receiving citizens.

During 2025, Office of the High Inspector of Justice received 207 requests for information, which were reviewed in all cases within the legal deadlines. The requests for information are categorized as follows:

Table No. 7

<b>Year 2025</b>	
<b>Applicants</b>	<b>Number of requests for information</b>
<b>Private individuals</b>	191
<b>Media</b>	7
<b>Legal entities</b>	9
<b>Total</b>	<b>207</b>

From the data administered, during the reporting period, no claimant has exercised the right to appeal to the relevant authorities for:

- a) lack of information;
- b) unclear information;
- c) exceeding legal deadlines;
- ç) refusal to provide information.

Even for 2025, Office of the High Inspector of Justice has received maximum points, for high proactive transparency, in the Proactive Public Transparency Index, the annual measuring mechanism of the Office of the Commissioner for the Right to Information and Protection of Personal Data. <sup>[19]</sup>.

## 6.5 Targeted public communication

In order to ensure the transparency of the institution's activities and to guarantee public access, even during 2025, the communication strategy of High Inspector of Justice has included the use of traditional means of communication, improving elements to increase work efficiency, in order to provide complete and accurate information on the role and competences of the institution.

### 6.5.1 Official website

The official bilingual website, Albanian and English ([www.ild.al](http://www.ild.al); <https://ild.al/en/home/>) is the main official tool of communication of the High Inspector of Justice with the public, in order to have a proactive and transparent relationship with its users. Information through the website is provided in real time with every activity of the institution, with dedicated columns on the acts, decisions, work procedures and activity of the Office of High Inspector of Justice, or other data that directly concerns the citizen, such as the complaint form, surveys and other detailed information data. The website is improved from time to time, in order to facilitate the identification of the abundant information it contains, but also to simplify its use by any citizen or interested entity, in search of information in real time. Thus, the column “How complaints are received” is updated with specific cases that provide guidance to complainants on the legal conditions for the admissibility of the complaint, its progress, archiving, complaint up to the investigation and disciplinary proceedings, with a graphic illustration of the entire journey that a complaint follows at the HIJ. This updated information complements the existing one, to facilitate the complaint process through the standard complaint form, with the relevant instructions for completing it, a standard completed orienting model and a total of 4 ways of sending it to the High Inspector of Justice: via mobile phone or computer, by e-

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<sup>19</sup> [https://idp.al/wp-content/uploads/2026/03/INDEKSI\\_AP\\_2025.pdf](https://idp.al/wp-content/uploads/2026/03/INDEKSI_AP_2025.pdf)

mail, by mail or physically at the institution. The complainant can select the form he prefers for sending the complaint. “Frequently Asked Questions on the Complaints Process” is the section created on the website to respond to ambiguities identified from communications with citizens/complainants, as an added element of transparency in public information on the complaints process at the HIJ, with answers on how and to whom you can complain to the HIJ, how the complaint is processed, its progress, etc. Every Monday, the official website reflects in numbers the work done during a week in the institution with the processing of complaints, from those filed, to the review, verification, investigation and disciplinary proceedings processes, but also thematic and institutional inspections. Even during 2025, the “Survey on the HIJ activity” continued to be used by citizens, as a tool that the institution uses to obtain opinions on its work, based on concrete experiences and suggestions for improvements. In the span of one year, 27 online surveys were completed by different users. The newsletter continued to be a systematic means of public communication during 2025, providing monthly data on the institution's activities, including detailed monthly statistics on the handling of complaints, in Albanian and English.

#### *6.5.2 Mass media communication*

Even during 2025, Office of the High Inspector of Justice has continued its sustainable communication with the media, as a way to reach the public, trying to convey real-time information on the institution's activities, responding to interest in various aspects of the work of the HIJ, and monitoring them, with the aim of collecting information on various denunciations for cases of alleged disciplinary violations of magistrates. 42 announcements have been published on the official website and shared to the media. 66 decisions of the High Inspector of Justice have also been published by announcement.

#### *6.5.3 Social networks*

Communication through social networks has received increased attention during 2025, as they have become one of the main information platforms for users of all ages. In addition to Twitter and YouTube, the institution has a Facebook account, with the aim of informing users about the role and competences of the Office of the High Inspector of Justice. Although the page has an informative character only, the Unit of Complaints and Public Relations that administers it, has responded to requests for assistance from various citizens, orienting them based on the relevant legislation.

## VII. FINANCIAL PERFORMANCE

With Law No. 115/2024 “On the 2025 Budget”, for the activity of the High Inspector of Justice, a budget of 354.6 million lek was approved, detailed in:

1. Current expenses (Salaries, insurance, operating expenses, etc.) in the amount of 302.9 million lek.
2. Capital expenses (investments) in the amount of 51.7 million lek.

This budget was revised during the year with Normative Acts No. 6, dated 11.06.2025, No. 10, dated 08.10.2025 and No. 11, dated 19.12.2025, specifically:

- funds for salaries, insurance, operating expenses and other current expenses have been reduced by 75 million lek.
- Investment funds have been reduced by 15.8 million lek.

The reductions were made from reserves created in the items “Salary” and “Insurance” for vacant positions in the “Inspector” position as well as from savings in procurement procedures for the items “Goods and Services” and “Investments”.

At the end of 2025, the revised budget of HIJ is 264.1 million lek, with an implementation of 247.8 million lek, or 93.83%.

This implementation is Detailed according to budget indicators at the expenditure group level as follows:

<u>Zërat:</u>	<u>Plan</u>	<u>Realization</u>	
	<i>(mln lek)</i>	<i>(mln lek)</i>	<i>(% according to the plan)</i>
1. Current expenses	228.2	224.4	98.33%
2. Capital expenses	35.9	23.4	65.18%
<b>TOTAL BUDGET 2025</b>	<b>264.1</b>	<b>247.8</b>	<b>93.83%</b>

In the current expenditure group, the level of budget execution is within the limits of the revised plan, after reductions in implementation of Normative Acts No. 6, dated 11.06.2025, No. 10, dated 08.10.2025 and No. 11, dated 19.12.2025.

Regarding the capital expenditure group, the revised budget for 2025, realized at 65.18%, enabled the implementation of the following investment projects:

- 1) Furnishing of offices and premises with a realized fund of 17.5 million lek, against 25 million lek which was the budget approved in the law.
- 2) Construction of the videoconferencing system in the meeting room with a realized fund of 3.9 million lek, out of 5.2 million lek budget available for this project.
- 3) Drafting the project for the construction of the server room with a realized fund of 475 thousand lek.
- 4) Drafting the project for the construction of the Case Management System in HIJ with a value of 597 thousand lek.
- 5) Purchase of IT equipment with a value of 993 thousand lek.

In the 2025 budget law, a fund of 18.2 million lek was also approved for the construction of the server room. After the completion and submission of the preventive project, the procurement procedure for the implementation of this project was initiated, which, due to delays by the Public Procurement Commission (PPC) in reviewing the complaints of economic operators, could not be implemented within this year.

During 2025, 2 audits were conducted at the Office of the High Inspector of Justice, specifically:

1. Audit by the Albania Supreme Audit Institution, according to the thematic audit program with no. 523/12 prot., dated 12.05.2025 with the subject “On the implementation of the recommendations given in the audits carried out in the first 6 months of 2024”. At the end of the verification carried out, Albania Supreme Audit Institution has concluded that recommendations no. 2.1., and 3.1., given in the final report “On the financial audit carried out in the Office of the High Inspector of Justice for the period from 01.01.2021 to 31.12.2023”, and recommendation no. 1.1. is in the process of being implemented, which is related to taking measures to fill vacancies, especially in the positions of “Magistrate Inspector” and “Non-magistrate Inspector”, requesting the taking of all necessary measures in order to accelerate the implementation of this recommendation within 6 months.
2. Audit by the Ministry of Finance (Directorate of Harmonization of Financial Management, Control and Accounting), following the letter no. 1138/10 prot., dated 18.03.2025 with the subject “Assessment of the quality of the internal audit system in the Office of the High Inspector of Justice”. The Ministry of Finance team, during the first week of June 2025, monitored the work processes in the HIJ, analyzing and assessing in detail the state of the internal audit systems of the Office of the High Inspector of Justice. At the conclusion of this monitoring and analysis process, the report of the Financial audit Directorate of the Ministry of Finance stated that “The internal audit system in the HIJ institution is assessed as effective, with 59 points completed from the checklist, accompanied by supporting documentation”.

## **VIII. LEVEL OF IMPLEMENTATION OF THE RECOMMENDATIONS OF THE RESOLUTION OF THE ASSEMBLY OF THE REPUBLIC OF ALBANIA ON THE OFFICE OF THE HIGH INSPECTOR OF JUSTICE FOR THE YEAR 2024**

In accordance with decisions no. 49/2017 “On the establishment of a joint mechanism for the systematic monitoring of the follow-up and implementation of recommendations of independent constitutional institutions and those established by law and no. 134/2018, “On the approval of the annual and periodic monitoring manual”, which sanction the mechanisms for the systematic monitoring of independent institutions, the Assembly of the Republic of Albania has conducted a detailed assessment of the activity of the High Inspector of Justice for the year 2024. This assessment process, based on the Annual and Periodic Monitoring Manual, reflects the progress of the institution's work and the degree of implementation of recommendations, serving as an essential instrument for ensuring parliamentary accountability and transparency over the justice system.

In the plenary session of 30.10.2025, the Assembly of Albania adopted the resolution “On the assessment of the work of the High Inspector of Justice, for the year 2024”, through which 8 recommendations were given for follow-up and implementation. With the approval of the resolution, High Inspector of Justice has drafted a calendar of measures for the implementation of the recommendations, the persons responsible for the follow-up and implementation of the measures for each recommendation and the respective deadlines for the fulfillment of the recommendations have been designated where regarding the recommendations given according to the resolution of the Assembly of the Republic of Albania, in a synthesis of the level of their implementation, we inform you that all the given recommendations have been fully fulfilled.

As for the progress of the implementation of the recommendations and the measures taken in their implementation, we inform you in detail as follows:

*1. Drafting a periodic reporting format for the implementation of the inspection recommendations, with measurable indicators, identified improvements or repeated cases to strengthen the impact and effectiveness of the inspections*

In function of the implementation of this recommendation, High Inspector of Justice has drafted and approved order no. 147, dated 31.12.2025, which contains rules and procedures

for reporting on the implementation of recommendations with quantitative and qualitative indicators in order to guarantee the effectiveness of inspections.

*2. Inclusion of follow-up inspections as part of the annual inspection planning and provision of relevant resources for their implementation to ensure direct verification of the implementation of recommendations and comparative analysis over the years*

Office of the High Inspector of Justice continuously monitors the progress of the implementation of the recommendations made, at the end of the period set for their follow-up and implementation in each inspection report. Based on the results evidenced by the implementation of these recommendations, it is assessed whether it is necessary to conduct a follow-up inspection, balancing it with the need to conduct other inspections and institutional capacities. Within the framework of this recommendation, the Inspection Plan for 2026 included the implementation of follow-up inspections.

*3. Initiation of an inter-institutional cooperation protocol with High Judicial Council, High Prosecutorial Council and Prosecutor General Office, to enable access to the electronic systems of courts and prosecution offices*

In implementation of this recommendation, institutional cooperation with High Judicial Council and Prosecutor General Office has continued regularly, responding to the needs for data, clarifications and official communications by the representatives of High Judicial Council. Given that this is an ongoing process, all measures have been taken by High Inspector of Justice to guarantee representation at each meeting, according to the requests for representatives in working groups and information on the needs related to the systems to be implemented by them.

Following the implementation of the EU4Digital Justice (EU4DJ) Project, in the framework of the implementation of the case management system for the Prosecutor General and the achievement of interoperability between information systems in the judicial system, meetings have been held between representatives of High Inspector of Justice and United Nations Office for Project Services (UNOPS), with the aim of identifying the data necessary to be enabled by the new system of the Prosecutor General Office, in support of the activity of the inspectors. High Inspector of Justice electronically forwarded the data needs on 20.06.2025 and at the meeting on 22.11.2025, representatives of the High Inspector of Justice participated in the meeting convened by representatives of the Prosecutor General, UNOPS and High Inspector of Justice to closely discuss the requirements and find the best technical solutions for granting inspectors access to the system.

At the invitation of the High Judicial Council, representatives of High Inspector of Justice participated in all technical meetings to present the needs of HIJ office to have access to the system of courts and prosecution offices.

On 27.10.2025, the next meeting of the working group for the HJC system was held, discussing the position on the data that the HIJ requires from the system.

3. *Conducting consultations with the Albanian Chamber of Advocacy, with the aim of identifying issues in the justice system and addressing them through thematic inspections.*

In order to implement this recommendation, High Inspector of Justice has forwarded request no. 3286 prot., dated 14.11.2025 for proposals regarding inspection topics for 2026 to the Albanian Chamber of Advocacy. Albanian Chamber of Advocacy has not responded to the request and so far no proposals have been submitted for inspection topics or alternatively issues in the judicial and prosecutorial system identified by this regulatory and supervisory body of the work of lawyers.

4. *Taking measures to create a system for managing HIJ issues, in order to digitalize the complaint review, verification and investigation processes, to improve efficiency, reduce delays and facilitate real-time tracking of complaints, investigations and inspections, as well as transparency with citizens.*

In implementation of this recommendation, a working group has been established at the Office of the High Inspector of Justice to draft the technical specifications of the design task, terms of reference and calculation of the limit fund for the procurement procedure with the object “Design of the HIJ Digitalization System Project”, following which, a small value procurement procedure was announced with REF-69697-11-20-2025, with the object “Design of the HIJ Digitalization System Project”, and the service contract with no. 2508/7 prot., dated 27.11.2025, “Design of the HIJ Digitalization System Project” was signed with the economic operator winning the procurement procedure.

The economic operator contracted according to the specifications and conditions set out in the aforementioned contract has submitted the “HIJ Digitalization System Project” on 29.12.2025.

Office of the High Inspector of Justice will continue with the procedures for sending the “HIJ Digitalization System Project” to the ITC for an opposing opinion, in order to continue with the procurement procedure for the purchase of the “HIJ Digitalization System”, with the financial resources made available to the Office of the High Inspector of Justice from the

state budget for 2026, after the support it found during the review of this budget in the Parliamentary Committees, for the allocation of the necessary funds for the development and maintenance of the case and document management system in the Office of the High Inspector of Justice.

5. *Drafting periodic analytical reports on the topics of citizens' complaints, with the aim of identifying the main trends identified by the public, institutions and identifying issues for thematic inspections.*

The thematic inspection plan for 2025, approved at the General Meeting of Inspectors, is based on issues encountered during the review of complaints from citizens, legal entities and institutions provided for in Article 194, point 2 of Law No. 115/2016 “On governance institutions of the justice system”, as amended, where the main place is occupied by allegations of protracted trials and delays in the disclosure of decisions by magistrates. In order to formalize this process according to the recommendation given by the Albanian Parliament, High Inspector of Justice has issued Order No. 148, dated 31.12.2025, regarding the data that analytical reports on the subject of complaints should contain and the periodicity of their drafting.

6. *Expanding and strengthening the awareness-raising activity of institutional communication through thematic campaigns and educational content adapted to the general public, aiming to increase the recognition of citizens' rights and the role of the HIJ, improving citizen-institution interaction and increasing trust in accountability mechanisms in the justice system.*

Within the framework of this recommendation, a program for legal education, information and awareness of citizens for the year 2026-2027 has been drafted, which summarizes the functional obligations arising from point 7 of the Resolution of the Assembly of Albania. This program is expected to be approved in January 2026, and extends the scope of action for a 3-year period. Also, after the adoption of the resolution for the year 2025, the following activities have been carried out:

- a. High Inspector of Justice organized an activity on disciplinary inspection in Albania. Conceived as a moment of reflection on the values and contribution over the years of disciplinary inspection of magistrates and the people who have worked there, the event featured the television documentary, “Inspecting Justice”, prepared as a history of the developments of disciplinary inspection from the 1990s to the present day. The history of the disciplinary process against magistrates, dating back to the declaration of independence in 1912, was brought through a special publication prepared by Prof. Erind Mërkuri “General History of the Disciplinary Process against Magistrates in Albania (1912 – 2025)”, as a

documentation of our country's early efforts to keep the justice system accountable.

b. Meeting with students of the "Sami Frashëri" high school in Tirana, on the premises of the institution.

c. Meeting with participants of the Academy of European Integration and Negotiations (AIEN) and introduction to the "Rule of Law" module on the premises of the institution.

d. Updating the institution's website, with data on complaints, media announcements, decisions with announcements, acts and other information that are in two languages, Albanian and English.

7. *Preparing by December 2025 a general analysis of the inspections carried out in the period 2020-2025, their compliance with the priorities set by the system itself, as well as with the expectations of citizens during this period, the effect created on the system and on citizens' trust in justice, the issues identified, cooperation with justice institutions and those related to the process, as well as the needs for fulfilling the institution's activity in the future*

In order to implement this recommendation, a working group has been established to reflect the data to date of all inspections carried out and those in process, according to the issues raised in recommendation no. 8 of the resolution.

The general analysis of inspections, in implementation of recommendation no. 8, was forwarded to the Assembly of the Republic of Albania on 15.01.2026.

## **IX. MONITORING AND EXTERNAL CHECK OF THE ACTIVITIES OF THE HIGH INSPECTOR OF JUSTICE**

### Introduction

High Inspector of Justice has attached primary importance to the principle of accountability and transparency. The institution's activity has been subject to monitoring and checking by constitutional bodies, as well as international partners and civil society, in order to guarantee compliance with the legal framework and increase public confidence in the justice system.

In order to increase transparency and strengthen the analytical dimension of the annual reporting, High Inspector of Justice has deemed it necessary to include in a special chapter, in addition to reflecting its own institutional activity, data and assessments from other public institutions and independent actors. This methodological expansion aims to build a more complete and comprehensive picture of the functioning of the justice system, placing it in a broader institutional, financial and social context. On the other hand, this checking process by public institutions, the EU, NGOs, and others serves to identify shortcomings identified by monitoring, but also to create opportunities for intervention and continuous improvement.

High Inspector of Justice has been monitored by other public institutions and not only, such as the Ministry of Finance, Albanian Supreme Audit Institution, the Commissioner for the Right to Information and the Protection of Personal Data, the Commissioner for the Supervision of the Civil Service, the European Union, or even civil society organizations, since its first year of operation. High Inspector of Justice considers monitoring by state institutions as an essential element for strengthening the rule of law. In assessing the checking and transparency structures, High Inspector of Justice results as an institution that acts in accordance with the law, respects the rights of citizens and uses public resources responsibly.

At the same time, monitoring increases public trust in institutions, as citizens feel more secure when mechanisms exist to oversee the work of the state administration. Civil society organizations, the media and independent institutions play an important role in this regard, contributing to increased accountability and transparency. In this way, reporting acquires a more objective and credible dimension, contributing to increased public trust in justice institutions.

## 9.2 Audit by state institutions

Supreme Audit Institution (SAI) and Ministry of Finance (MF)

During 2024, Albanian Supreme Audit Institution conducted the financial audit of the High Inspector of Justice for the period 01.01.2021-31.12.2023. In the final audit report, the regularity and compliance with the legal framework regarding the information in the financial statements is assessed, which, as expressed in the audit opinion, fairly present, in all material aspects, the financial position of the institution, referring to the regulatory framework in force.

In this report, the audit group has made 3 recommendations regarding:

***Recommendation no. 1:*** Taking measures to complete the organizational structure of the High Inspector of Justice Office.

***Recommendation no. 2:*** Taking measures by the responsible structures during the process of forecasting, implementing and reviewing the annual budget, in order to avoid frequent changes to budget plan items during the year.

***Recommendation no. 3:*** Taking measures to fully carry out the process of physical inventory of assets in the institution, (this recommendation refers to the finding of failure to carry out the inventory of assets for 2023, as a result of reconstruction, transfer to other premises and postponement of the deadlines for reconstruction works).

For the implementation of the three recommendations given in the final report of the Albanian Supreme Audit Institution, Office of the High Inspector of Justice has drafted a plan of measures and activities, which are continuously followed by the structures in charge.

During 2025, 2 audits were conducted at the Office of the High Inspector of Justice, specifically by the Albanian Supreme Audit Institution, Ministry of Finance (Directorate for Harmonization of Financial Management, Audit and Accounting). Data on these audit reports can be found in Section VII of this Report. The full reports can be found on the official website of the institution.

## 9.3 Commissioner for Civil Service Supervision

At the request of the Office of the High Inspector of Justice, the Commissioner for the Supervision of the Civil Service, supervised the procedures for filling vacant positions in the civil service. This process of supervision of the procedures for filling vacant positions in the civil service was concretized through the drafting of the Final Report on the Supervision of

the Administration of the Civil Service, according to decision no. 145, dated 17.11.2021. According to this report, during the period February 2020 - May 2021, Office of the High Inspector of Justice has filled a total of 41 job positions in the civil service, administered through competitive procedures. The procedures carried out for parallel movements, admission to the civil service, promotion and admission from outside the civil service were carried out in full compliance with the principles and requirements of law no. 152/2013 “On the Civil Servant”, as amended, as well as the by-laws issued in its implementation. In each case, it has been found that the recruitment procedures have been carried out respecting the principles of legality and the legal procedure for filling vacancies, as defined in the by-laws issued on the basis of and in implementation of the law.

Office of the High Inspector of Justice, as part of the independent institutions, is included in the process of supervision oriented for the year 2025 by the Commissioner for Supervision of the Civil Service. This process is oriented towards monitoring all processes provided for in law no. 152/2013, “On the Civil Servant”, as amended, including:

- annual admission plan for 2025,
- status of civil service positions,
- recruitment by type of procedure,
- performance evaluation,
- discipline,
- suspension,
- as well as all forms of termination of the civil service relationship according to legal categories.

Referring to decision no. 17, dated 06.03.2026, which approves the report on the assessment of the implementation of legality in the civil service for 2025 and the comparative analysis 2024-2025, it results that Office of the High Inspector of Justice, as part of independent institutions, presents positive indicators and a stable performance in the administration of the civil service, especially in terms of increasing capacities, reflected in the structural expansion and the increase in filled positions. This is related to the carrying out of institutional competences and the strengthening of their role in the civil service system. Also, the monitoring shows that independent institutions have lower levels of disciplinary measures and limited deficiencies in terms of the origin of education, while maintaining a stable professional profile.

#### **9.4 General Directorate of Archives**

With letter no. 6882, dated 29.6.2023, GDA announced the inspection of the secretariat-archive, on 19.07.2023-20.07.2023, with the object of inspection, checking the fullfilling of the tasks in the secretariat and in the archive.

The decision to complete the inspection left tasks to be completed by the secretariat-archive, for which a plan of measures was drafted and implemented from the inspection period onwards.

### **9.5 The Commissioner for the Right to Information and the Protection of Personal Data<sup>[20]</sup>**

- During 2025, High Inspector of Justice was monitored for the transparency index and was assessed with 16 points, for the 16 indicators monitored by the Commissioner for the Right to Information and the Protection of Personal Data, which include the publication of procedures followed by senior officials, internal regulations, budget execution, register of requests and responses, legislation and others.
  - During 2024, the Commissioner for the Right to Information and the Protection of Personal Data assessed the transparency of High Inspector of Justice with 12 points for the 12 established indicators.
  - The maximum assessment by the Commissioner for the Right to Information and Personal Data Protection was also for 2023, where the High Inspector of Justice was assessed with 10 points, resulting in high proactive transparency, meeting all the established indicators.
  - For 2022, High Inspector of Justice has maximally met the indicators set by the Commissioner for the Right to Information and Personal Data Protection, assessing it with 8 points for the 8 proactive transparency criteria.
  - For 2021, High Inspector of Justice was assessed with 0.5 points less in the proactive transparency index by the Commissioner for the Right to Information and Personal Data Protection.
  - While for 2020, High Inspector of Justice was not monitored, as it was the first year of operation of the institution.

### **9.6 Monitoring within the integration process**

Due to the national importance of the integration process, High Inspector of Justice has continued to be an active part of the key contributing institutions within the framework of

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<sup>20</sup> The above-mentioned assessments are found in the monitoring reports of the Commissioner for the Right to Information and Protection of Personal Data.

several international reports. In this context, High Inspector of Justice has effectively fulfilled all the recommendations set out or requests received within the framework of the reports within the framework of the integration process by taking active actions to fulfill them.

As highlighted above, in section 3.6 of this report, the year 2025 has marked an intensive process of cooperation with local bodies, technical assistance projects, active participation in technical working groups to coordinate and achieve the fulfillment of deficiencies or recommendations within the framework of the integration process.

The monitoring was also carried out within the framework of the periodic monitoring reports of the Intersectoral Justice Strategy, the measures for the rule of law roadmap, where High Inspector of Justice is engaged in the timely monitoring of the requested data and the measures taken, in continuous coordination and coordination with the structures of the Ministry of Justice. In 2025, the European Union assistance project EU4Justice analyzed the disciplinary investigations and requests for disciplinary proceedings together with the proposals for the imposition of disciplinary measures submitted by High Inspector of Justice, since the beginning of the institution's functioning. In the content of this report, it is noted that the HIJ's decision-making within the framework of disciplinary procedures is characterized by a high technical level, detail and comprehensive legal reasoning. Disciplinary procedures in any case have guaranteed the rights to a due process of law of the magistrates subject to the disciplinary process, including the right to be acquainted with all acts, the right to be heard and to make submissions, and in the function of contradiction, the relevant arguments on the explanations of the magistrate have been given. The report has emphasized the high quality of the decision-making in terms of presenting a full reasoning of the facts, specifying the actions and behavior of the magistrate that constitute the elements of the disciplinary violation, as well as the analysis of all the criteria for proposing a disciplinary measure in proportion to the importance and consequences of the violation.

The project has assessed that the decision-making of HIJ has achieved the main objective of the disciplinary measures, which is related to the protection of the public interest and the preventive effect in the commission of other disciplinary violations. The report highlights the role of the HIJ in protecting the reputation of the magistrate, as well as evaluating behavior from the perspective of respecting ethical standards and rules in order to strengthen public trust in the justice system.

### **9.7. Monitoring by Civil Society Organizations (CSOs)**

- The report on the activities of the Office of High Inspector of Justice for 2025 was drafted taking into account the suggestions presented during the working meeting, held on July 22, 2025 with civil society organizations (CSOs), which focus on justice and human rights. During this meeting, the strengths and weaknesses of the institution were discussed, as well as priorities for the future were determined, based on the

activity report for 2024 and a dynamic comparative analysis of the work over the five years of operation.

- During 2025, High Inspector of Justice (HIJ) was involved in institutional discussions on the findings of the Policy Document, regarding the continuation and consolidation of the vetting process in Albania. These discussions were held within the framework of the initiative of the Albanian Helsinki Committee (AHC), with the support of the Group Chapter 1 Platform on “The Vetting Process and Its Effects Towards an Independent, Professional and Accountable Judiciary in Albania”.
- In 2023, the activity of HIJ was monitored by the Institute for Political Studies. The findings of the report “The Role, Balance and Challenges of HIJ” were discussed with institutional, political, diplomatic and civil society actors, highlighting both the challenges, the high number of complaints and the lack of human resources, as well as the achievements, including the confirmation of the HIJ’s decisions. The need for inter-institutional cooperation, increased public trust and a focus on the quality of justice standards was emphasized.
- In 2023, Office of the High Inspector of Justice, in cooperation with the European Center and with the support of the Albanian Helsinki Committee, drafted the Integrity Plan for the period 2023–2024, which aims to strengthen ethics, transparency and accountability, as well as prevent risks that undermine institutional integrity.
- In 2023, the activity of the institution was also monitored by the Albanian Helsinki Committee, which presented a report on the work of High Inspector of Justice and High Judicial Council. The high workload was highlighted, including the processing of the backlog and complaints, despite challenges such as the lack of inspectors. The HIJ's approach to balancing the public interest with the independence of magistrates was also emphasized, considering disciplinary proceedings as a means of guaranteeing standards and increasing trust in justice.
- In 2023, the Center for the Study of Democracy and Governance prepared and presented the monitoring report “Justice Reform in Albania and the Role of High Inspector of Justice in Strengthening the Rule of Law”, with the support of the Embassy of the Kingdom of the Netherlands in Albania, within the Cluster 1 platform.
- In 2021, HIJ participated in an event organized by the Albanian Helsinki Committee to present the results of the monitoring of the HJC and HPC. This event highlighted the progress of the Justice Reform, as well as the important role of civil society in increasing accountability, underlining the need for continuous inter-institutional cooperation and strengthening public trust in justice.
- In 2021, HIJ’s activity was monitored by the The Cooperation and Development Institute (CDI) within the framework of the report “Good Governance of New Institutions in Albania”. Based on the results of this monitoring, HIJ was selected as a representative institution at an international event in Brussels, where it presented “Insights and Lessons Learned from the Office of the High Inspector of Justice”.

- In December 2020, HIJ finalized the “Strategic Plan and Action Plan for 2020–2022”. The documents were put up for public consultation for two weeks, during which institutions and civil society organizations provided suggestions, mainly for increasing transparency and public access, which were included in the final version.
- The first monitoring of HIJ Office was carried out by the Albanian Helsinki Committee during March-June 2020, as part of a project on the rights of persons deprived of liberty during the pandemic. The proactive monitoring involved justice institutions, media, official sources and institutional correspondence, and the report focused on the activity of the Prosecutor General, HPC, HJC and HIJ.