Bulletin of the *Transilvania* University of Braşov
Series VII: Social Sciences • Law • Vol. 15(64) Special Issue – 2022
https://doi.org/10.31926/but.ssl.2022.15.64.3.1

# THE ROLE OF THE PRIME MINISTER IN LEADING AND COORDINATING MINISTRIES AND CENTRAL PUBLIC ADMINISTRATION

**S. G. BARBU[1] E. E. ȘTEFAN[2]**

***Abstract:*** *The Government is a central public authority with a fundamental role in the functioning of the rule of law. Together with the President, the Government represents the executive power of the state. Even if the formation of the Government is in the first instance the result of political agreements, it moves away from the political component and focuses on the administrative component, after the investiture, to implement the political government program. This study analyzes the way in which, according to the constitutional and legal provisions, the Government, by means of the Prime Minister leads and coordinates the activity of the ministries and of the central public administration in achieving the double role, namely political and administrative, in order to observe if the current legislative framework needs to be improved.*

**Keywords**: *Prime Minister, Constitution, public administration, control, administrative act.*

## 1. Introduction

The Government of Romania is the executive public authority which, together with the President of Romania, represents the executive power in the state. Unlike the President – unipersonal authority, a representative feature of the Government is the fact that it is a collegial authority, consisting of ministers and led by a Prime Minister and as noted in the doctrine: "the Prime Minister, by being a *primus inter pares* in the exercise of the offices of governmental authority" (Tofan, 2008, p.183), therefore, the Prime Minister having the role of leading the entire government. We do not intend to detail hereby the way in which the Government is set up, this being a widely known procedure, situations being often created for the change of the government team long before the end of the

[1] Associate Professor, PhD, Faculty of Law, "Transilvania" University of Brasov, Romania; the head of the Prime Minister's Accountability Office, former judge at Bucharest Court Appeal, Romania, (e-mail: sg.barbu@unitbv.ro).
[2] Associate Professor, PhD, Faculty of Law, "Nicolae Titulescu" University of Bucharest, Romania, (e-mail: stefanelena@univnt.ro).

mandate, due to considerations of the power play created by the parties that make up political coalitions depending on political plans and reasons of context.

In brief, the Government is regulated by the Constitution in Title III – *Public authorities*, Chapter III and by the Administrative Code in Part II – *Central public administration*, Title I (G.E.O. no. 57/2019). Furthermore, in order to provide a full picture of the normative regulation of the Government, it is currently necessary to carry out a legal interpretation of the entire content of the two normative acts, on which occasion we will discover that references to the Government are not only in the expressly indicated texts, but also in many others. A remark by the great philosopher Seneca is very suitable here: "*the truth will never be discovered if we rest contented with discoveries already made*" (Seneca, 2018, p.18).

This study will analyze the Government from a triple standpoint: legal, doctrinal and jurisprudential, presenting in a personal manner the way in which the Prime Minister leads the Government, by providing information on his/her role in managing and coordinating the activities of the ministries and of the central public administration to conclude the need to improve current legislation on this subject. From this point of view, we consider the proposed research theme as being topical and important both for legal theorists and practitioners due to the fact that the Government is a central public authority with general powers.

## 2. General, constitutional and legal highlights regarding the Prime Minister and the Government

Starting from the text of the Fundamental Law and reaching the Administrative Code, there are some ideas that can be drawn up in order to identify the legal way in which the Government actually leads public administration. The common denominator of these legal provisions, whether it is the Constitution, or the Administrative Code is, in our opinion, the office of *Prime Minister.* This emerges, first of all, by indicating for example - art. 103 para. (2) of the Constitution which contemplates "*the 10-day deadline that the candidate has at his/her disposal to draw up the program*" (*government program,*) and "*list of the Government*" (list of future ministers). Secondly, there are many articles where the focus is on the Prime Minister: art. 104 para. (1) – the taking of the oath ("*The Prime Minister, the Ministers, ... shall individually take .... an oath*"), art. 107 para.(1) ("*The Prime Minister shall direct Government*....") etc.

Therefore, in the perspective of the constituent legislator, even from the constitutional stage when he/she was only a candidate to the office of Prime Minister, the appointed person was tasked with leading the future Government by building it from scratch, moreover, the entire constitutional and subsequently legal structure is centered on the *Prime Minister,* who coordinates the activity of the ministries and leads the central public administration. Such a thing entails that, according to the legislation invoked, he/she also has the legal lever to fulfill this role.

According to art. 102 para.(1) of the Constitution, "*The Government shall, in accordance with its government program accepted by Parliament, ensure the implementation of the domestic and foreign policy of the country, and exercise the general management of public administration*", which also signifies the double role of

the Government, political and administrative. The Administrative Code takes over and develops constitutional provisions, by defining the Government as "*the public authority of the executive power, which acts on the basis of the vote of confidence granted by the Parliament, based on the government program*" (G.E.O. no. 57/2019, art. 14 para.1 thesis 1).

The Administrative Code notes, on the one hand that "*the role of the Government is to ensure the implementation of the domestic and external policy of the country, but it also exercises the general management of public administration*" and on the other hand, the role of the Prime Minister is descried as follows: "*The Prime Minister shall direct Government actions and coordinate activities of its members, with the observance of the powers and duties incumbent on them, as well as he/she shall represent the Government* (...)". In other legal systems, such as the Constitution of the Hellenic Republic, the following are provided: "*The Prime Minister ensures the unity of the Government and directs actions of Government and public services in general, in accordance with the law*" (art.82) while the Constitution of the Republic of Finland provides that: "*The Prime Minister directs the activity of the Government and supervises the draw up and analysis of the topics that are included in the Government's mandate*" (art.66).

**3. General management of public administration**

It is necessary to answer a few questions: how exactly does the Government ensure the general management of the public administration, what are the legal levers at disposal? Are the constitutional texts and the Administrative Code sufficient to help us to answer these questions? In what concerns the adoption of acts, in the exercise of the duties, the Government, according to the provisions of the Constitution and of those of the Administrative Code has the authority to adopt/issue resolutions and ordinances (simple and emergency ordinances), normative administrative acts placed on different levels of legal force.

In what concerns the functions of the Government, they are developed by the Administrative Code in art. 15: strategy function, implementation function, regulation function, the function of administration of state property and state authority function. The state authority function of the Government benefits from a legal definition: *"the function...which ensures the supervision of the control of the application and observance of the regulations in the field of defense, public order and national security, as well as in the economic and social field and of the functioning of the institutions and bodies which carry out the activity under the authority of the Government".*

At the same time, we also mention some of the Government's duties regulated by art. 25 of the Administrative Code:

*c.) "ensures the enforcement by the authorities of the public administration of the laws and other normative acts given in the application thereof.*

*l.) controls the activity of the ministries and other specialized central bodies subordinated to it;*

*q.) fulfills any other duties provided by the law or arising from the role and functions of the Government".*

As noted by the doctrine, "according to art.26 of the Administrative Code, the exercise of the control performed by the Government is regulated as a component of its role of leading public administration" (Vedinaș, 2020, p.163). Specifically, the exercise of the control performed by the Government is developed in two paragraphs: *-para. (1) "In performing its role of general management of public administration, the Government carries out control over the ministries, specialized bodies subordinated to it, as well as over prefects, under the terms of the law.*

*-para.(2) In exercising the control provided for by para.(1), the Government can request the revocation of illegal, groundless or inappropriate administrative acts issued by the authorities referred to in para.(1) which have not entered the civil circuit and have not produced legal effects and which can damage public interest*".

Finally, we mention art.53 of the Administrative Code entitled "*Functions of the Ministries"*: "*function of strategy, of regulation in the field of authority, of control and monitoring in the field of authority",* on this occasion, our attention being focused on the following: "*the function of control and monitoring in the field of authority, exercised over natural persons or legal entities or public authorities that fall within the scope of regulation of the specialization field, within the limits of the legal authority".*

Furthermore, the doctrine noted that: "based on the new Constitution, the Government exercises public administration general management, but not all administrative authorities have the same position towards the Government; there are at least three situations: a) subordinated bodies (directly or indirectly); b) independent central state bodies; c) local bodies of the territorial and administrative divisions. First of them are controlled by the Government by virtue of subordination, those in the second category are controlled by the Government by virtue of art. 102 para.1) of the Constitution, unless the Constitution regulates a special control of the President of Romania or of the Parliament, and those of the third category are controlled by the Government, by virtue of the right of public guardianship, resulting from the corroboration of art. 102 with art. 123 of the Constitution" (Iorgovan, 2005, p.479).

A special place within the specialized administrative control authorities is occupied by the Prime Minister's Control Body and a recent study analyzed the role of the Prime Minister's Control Body in ensuring legality in public administration (Barbu, Florescu, 2022, pp.60-62), occasion on which the following were analyzed: legal nature and authorities, acts and limits of control. Furthermore, several levels of administrative control are regulated in the national legislation, of which we mention the following: Prime Minister's Control Body, Ministers' Control Body, Inspections, Inspectorates etc. Apart from these, according to the constitutional and legal provisions, there is also the control exercised by the prefect over the administrative acts issued by the county council, the local council, or the mayor (public guardianship) which is regulated by a special law (contentious administrative). In this respect, we mention the opinion according to which: "the scopes of the administrative control are the following: the observance of the law in the activity of public administration, the control of the means used to achieve the purpose of the law; the finding of the positive results and, respectively, the deviations from the prescribed norms, as well as the setup of the measures to remove the deficiencies that are found" (Tofan, 2017, p.116).

"The Prime Minister's Control Body carries out its activity on the basis of the normative framework consisting of Government Emergency Ordinance no.87/2020 on the organization and operation of the Prime Minister's Control Body and for the establishment of measures to improve its activity and of Government Resolution no. 603/2020 on the organization, operation and powers of the Prime Minister's Control Body" (Barbu, Florescu, 2022, p.60).

As resulting from the legislation, the role of the Prime Minister's Control Body, in the fulfillment of its duties, is to ensure the performance of the administrative control and to monitor the activity of ministries and their decentralized public services, the public institutions subordinated to the Government, the specialized bodies of central public administration subordinated to the Government, offices, agencies, departments, commissions, autonomous administrations, national companies and societies, credit companies and institutions with majority or full state capital (G.E.O. no.87/2020, art. 1 alin.2). Furthermore, the Prime Minister's Control Body is organized and functions as a structure within the Government working apparatus, without legal personality, subordinated to the Prime Minister, financed from the state budget, by means of the Government General Secretariat budget (G.E.O. no.87/2020, art. 1).

**4. Administrative control in the future Code of administrative procedure**

The preliminary theses of the Code of administrative procedure were adopted by Government Resolution no. 1360/2008, despite this, we do not have a Code of Administrative Procedure yet, but only the Administrative Code. The Administrative Code triggers the following idea: "the principle of legality represents a *true constitutional postulate* and implies (...) organized, clear and coherent rules governing the activity of public administration authorities, in such a way that the normative system is understood by all, and, therefore, easily controllable".

As general scope, it is quite generous: "The Code of administrative procedure aims to clarify the principles, concepts, stages of the administrative procedure, remedies at law and the legal regime of administrative acts, operations and contracts", by bringing elements of novelty and legislative solutions. From this point of view, the administrative control is considered in order to be regulated in the Code of administrative procedure" in correlation with the right of appreciation and administrative remedies at law by establishing the rules and procedures applicable to graceful and hierarchical appeal and administrative appeal in case of administrative contracts". Furthermore, the content of the preliminary Theses expressly provides that "the administrative control (form and principles according to which it is exercised) together with administrative operations or general regime applicable to administrative contracts, etc." shall also be regulated in its structure, in a distinct Title. Finally, one of the fundamental scopes of the Code of administrative procedure, mentioned in preliminary thesis, aims at "*establishing minimal rules for controlling the organization and operation of public administration*".

Furthermore, after adopting the preliminary Thesis, a project to adopt the Code of Administrative Procedure appeared in the public space, prior to the adoption of the current Administrative Code, a project that was not completed. We note that, in the

respective project, Title VIII was dedicated to administrative control by bearing this name, consisting of four articles: art. 158-161 (art. 150 concept, art. 151 principles, art.160 internal control and art. 161 external control). It can be noted that the definition given to administrative control is brief, elliptical: "*represents the verification of the administrative activity, carried out by the public authorities in the public administration, in accordance with the express provisions of the law*".

Currently, another draft of the Code of Administrative Procedure is being worked on within the Ministry of Development. This time, the administrative control is expressly regulated in Title XI and has a much more developed content, the declared scope of this chapter being: "*the establishment of common legal norms on the concept, scope, principles, forms and procedure of administrative control achievement*". Unlike the first draft where the following were provided in section scope of the control: "*the administrative control aims the legality of the administrative activity and/or the exercise of the right of appreciation of the public authority*", the following are stated in current draft: "unless the law provides otherwise, *the administrative control aims the legality of the administrative activity and the exercise of the right of appreciation of the public authority*", conjunction "*or*" being removed. Therefore, the future Cod of administrative procedure is an attempt to settle the relation between legality and appropriateness centered on the adoption of the administrative act.

The case law of the Constitutional Court captures the confusion in what concerns the powers of certain public authorities which sometimes proceeded to an unjustified extensive interpretation: "The Court finds that by verifying the circumstances in which the Government's Emergency Ordinance no. 13/2017 was adopted (…) the Public Ministry - the Prosecutor's Office attached to the High Court of Cassation and Justice - the National Anticorruption Directorate assumed the power to perform a criminal investigation in a field that exceeds its legal framework, which can lead to an institutional deadlock from the perspective of the constitutional provisions establishing the separation and balance of powers in the state. (…) By means of its conduct, the Public Ministry - the Prosecutor's Office attached to the High Court of Cassation and Justice - the National Anticorruption Directorate acted *ultra vires*, assumed a power that it did not possess – the control of a way of adopting a normative act, in terms of its legality and appropriateness, which damaged the good operation of an authority, which has its remedy in the provisions of art. 146 letter e) of the Constitution which provide for the settlement of legal conflicts of constitutional nature between public authorities and the Constitutional Court" (Decision no.68/2017 of the Constitutional Court, para.121).

The doctrine also highlighted that current art.26 of the Administrative Code on the exercise of the control by the Government provides "the possibility of the Government to control and the appropriateness of the activity of the bodies subordinated to it differentiates the central from the local administration; in the case of the latter, nobody can rule on the appropriateness of its acts, the decision on their appropriateness rests exclusively with these bodies" ( Vedinaș, 2020 Codul, p 41).

By reading the working draft of the new Code of Administrative Procedure, in its current form, we can find provisions related to the principles of control, the stages of the control procedure, challenge of the control result, sanctions. In terms of control

forms, it can be internal or external, and the external one can be classified in hierarchical control, specialized control, or public guardianship control. Finally, the provision of a uniform practice is also regulated, as well as the adoption of the internal administrative control regulation.

Given the importance of the Code of administrative procedure, which is to be completed, with direct impact on public administration, we note that it is not synchronized with special legislation of the Prime Minister's Control Body. From this point of view, if the Code of administrative procedure is adopted in this form, we point out that it represents a normative error that cannot remain unsanctioned by the legislator, due to the fact that the content of the Title regulating the administrative control tends to be unconstitutional, given that the provisions of art. 107 of the Constitution on the Prime Minister's power to lead the Government are ignored, the Prime Minister's power of control over the ministries and the central administration, derived from the leadership position, is ignored.

**5. Realities and trends regarding administrative control at the European Union level**

At the European Union level, there is a constant concern for the adoption of an administrative procedure and we mention in this regard, the Proposal for a Regulation of the European Parliament and of the Council on the Administrative Procedure of the European Union's institutions, bodies, offices and agencies. Furthermore, the objective of adopting such Regulation is "*to guarantee the right to good administration enshrined in art.41 of the Charter of Fundamental Right of the European Union by means of an open, efficient and independent administration*" (art.1 para.2). In this respect, the case file of the European Ombudsman can be referred to in order to see the dynamics of the cases of inappropriate administration performed by it at the European Union level, by means of the activity reports. From this point of view, we consider that the adoption of the national Code of administrative procedure falls under the European tendency of ensuring the right to good administration by codifying administrative law.

The Regulation "*lays down the procedural rules which shall govern the administrative activities of the Union's administration*" (art.1 para.1) and "*applies to administrative activities of the Union's institutions, bodies, offices and agencies*" (art.2 para.1), our focused falling on the definition given to the administrative procedure which means "*the process by which the Union's administration prepares, adopts, implements and enforces administrative acts*" (art.4 letter c). We do not further develop this topic in this study, but we note references to "*inspections*", "*administrative investigations*", in this Regulation, which leads us to think of a reality, namely that the efficiency of observing the right to good administration of the citizens of the European Union can only be achieved by means of the implementation of clear and functional policies of good governance and good administration of the European area and this entails a control, regardless of its form (*namely* governmental control).

From this perspective, by documenting which countries in the European Union benefit from a legal framework in the field of government control or inspection, we identified, for example, the institutional model in France. Unlike the Romanian system, where the

Prime Minister's Control Body works, in France, there is I.G.A.- *General Inspectorate of Administration*. I.G.A. exercises a general mission of control, audit, analysis, advice and evaluation of the central and decentralized services of the state, according to the relevant French legislation (I.G.A. Bylaws, art.1). According to the official information, together with I.G.F. (the General Inspectorate of Finance), I.G.A.S. (the General Inspectorate of Social Affairs), the General Inspectorate of Administration is one of the three inter-ministerial inspectorates of the state and by its inter-ministerial nature, it interferes in all areas of public administration, by transposing in practice the requests of the Prime Minister or of any member of the Government. In addition, in France there is also the General Inspectorate of Justice - I.G.G., within the Ministry of Justice as well as the French Anticorruption Agency.

According to the law, the main activity of I.G.A. covers the following topics: state reform, public freedoms, security, local and territorial authorities. According to I.G.A. Bylaws: "The Prime Minister or the Minister of the Interior can authorize I.G.A. to intervene at the request of local authorities or their bodies, foundations or associations, foreign states, international organizations or the European Union, for all tasks that fall within their field of competence".

Furthermore, we mention that I.G.A. has adopted a Deontology Charter, and the values the members of the I.G.A. body of officials are bound to comply with in their professional activity shall be the following: "loyalty, integrity, impartiality, individual responsibility, independence and discretion" (The Deontology Charter). The Romanian Prime Minister's Control Body has adopted a Personnel Code of ethics and integrity. From this point of view, the values governing the activity of the personnel are the following: "integrity, dignity, impartiality, fairness, legality, loyalty, devotion, respect, responsibility, confidentiality, civility, transparency, promptness, availability, efficiency, honesty". The activity of I.G.A. is mentioned in a report which is public.

## 6. Conclusions

As resulting from the documentation carried out on the topic, according to related constitutional and legal provisions referred to in this presentation, the Government, by means of the Prime Minister leads and coordinates the activity of the ministries and of the central public administration in achieving the double role, namely political and administrative, and the current legislative framework needs to be improved, being incomplete. Some of our conclusions are presented below:

(I). Given the drafting method of the Administrative Code, respectively norms of legislative technique, the philosophy of the legal regulations regarding the Government, are found in the Code, consists in emphasizing the main role of the Government according to the Constitution, namely: "*exercises the general management of public administration",* also substantiated by the **control** (duty) power**.** It seems that the phrase: "**exercises control"** stands out best in the content of the Administrative Code, compared to the description of other duties.

(II). Notwithstanding, the legislation by means of which the Government's control over the ministries and the public administration is carried out is disparate, there is a certain

parallelism in terms of powers, as well as a faulty organization of the governmental system of administrative control. For example – the Prime Minister's Control Body, the Ministers' Control Body, the public guardianship control carried out by the prefect, etc.. (*emphasis added:* We do not consider the forms of parliamentary political control permitted by the Constitution in art. 111-114). Therefore, following the analysis carried out in order to see how the Government ensures the general management of the public administration and what are the legal levers at its disposal, the special role of the Prime Minister's Control Body is outlined, but the legal framework consisting of the Constitution and the Administrative Code, also accounting for the one regulated by G.E.O. no. 87/2020, all these regulations represent an insufficient, lapidary, incomplete legal framework. Therefore, an employment status of government administrative control inspectors is lacking (not to be confused with government inspectors), the attributions of the administrative control structures in the government apparatus are yet elliptical, laconic, not being able to outline a legal framework capable of enhancing the control of the observance of legality. A unification of legal norms with the force of law in a future Code of Administrative Procedure could have the image of a good approach to establishing the legal framework applicable to administrative control.

(III). *De **lege lata**,* theoretically, we cannot speak, at least at this moment, of a practical finality of the meaning of the constitutional and legal wordings that regulate the role of the Government, namely that of "*general management of public administration"*, by exercising *control*, as long as the Code of administrative procedure is not adopted in order to separately regulate administrative control. Therefore, we consider that the legislation needs to be improved from this point of view. From this point of view, as we have already pointed out, the current draft of the Code of administrative procedure in progress at the Ministry of Development is not synchronized with special legislation of the Prime Minister's Control Body, which represents a serious normative error, due to the fact that the adoption under this form of the Title regulating administrative control tends to be unconstitutional, by ignoring art. 107 of the Constitution.

(IV). De **lege ferenda**, given that according to current legislation, the Prime Minister leads and coordinates the activity of the members, but also has control and monitoring powers, maybe we should *improve government control*, in order to avoid letting it run in parallel to other forms of control of other institutions and to have an unitary legal framework focused only on the activity of administrative control. On the contrary, each separate control structure will function as before, having its own rules and procedures: inspections, directorates, inspectorates, etc., some of which have administrative district at national level, others only regionally. Therefore, de **lege ferenda,** the creation of a unified system of control through the Prime Minister who directs and controls the activity of the Government and the central public administration, could be a solution to improve the existing legal framework. In conclusion, there is no doubt that the current normative framework is insufficient to give meaning to the constitutional wording, namely strengthening or underlining the control power of the Prime Minister, the one who leads the Government, in coordinating ministries and the power of *general management of public administration,* as long as there is a parallel legislation on the multiple forms of control of other institutions / structures.

(V). Our study presented in its final part the concern existent at European Union's level in what concerns the adoption of a Regulation on the administrative procedure of the institutions, bodies, offices and agencies of the European Union, this falling under the scope of guaranteeing the right to a good administration for the European Union citizens. Furthermore, the analysis also pointed out brief information on the administrative control in France which is achieved by means of I.G.A – General Inspectorate of Administration.

**References**

Barbu, S.-G., Florescu, C.-M. (2022). *The role of the prime-minister's administrative control (accountability) office in respecting legality in public administration*. Brașov: Bulletin of Transilvania, vol.15 (64) no.1.

Deaconu, S., Muraru, I., Tănăsescu, E., S., Barbu., S. G. (2015). *Codex constituțional,* vol.I-II. Bucharest: Official Journal R.A.

Domșa Al (coordinator), Coșman D., Vasc Al. Corpul de Control al Prim-Ministrului. (2022). "*Analiza institutiilor similare cu Corpul de Control al Prim-Ministrului din statele membre ale Uniunii Europene și din SUA* ". CCPM – Bucharest, not published.

Iorgovan, A. (2005). *Tratat de drept administrativ*, vol.II, edition 4. Bucharest: All Beck.

Tofan, D., A. (2008). *Drept administrativ*, vol.I, edition 2. Bucharest: C.H.Beck.

Tofan, D., A. (2017). *Drept administrativ*, vol.II, edition 4. Bucharest: C.H.Beck.

Vedinaș, V. (2020). *Drept administrativ*, edition XII, revised and supplemented. Bucharest: Universul Juridic.

Vedinaș, V. (2020). *Codul administrativ,* edition II, revised and supplemented, Bucharest: Universul Juridic.

Seneca. (2018). *Despre învățătură*. Bucharest: Seneca Lucius Anaeus.

Proposal for a Regulation of the European Parliament and of the Council on the Administrative Procedure of the European Union's institutions, bodies, offices and agencies, available at https://www.europarl.europa.eu/meetdocs/2014_2019/plmrep/COMMITTEES/JURI/DV/2016/01-28/1081253RO.pdf, visited on 20.20.2022.

G.E.O. no. 57/2019 on the Administrative Code (Official Journal no. 555 of 5 July 2019)

G.E.O. no. 87/2020 on the organization and functioning of the Prime Minister's Control Body and for measures to improve its activity, (Official Journal no. 464 of 2 June 2020)

Decree n° 81-241 du 12 mars 1981 portant statut de l'inspection generale de l'administration au ministere de l'interieur.

Decision du 17 fevrier 2017 portant adoption de la charte deontologie de l'inspection generale de l'administration.

Decision no. 68/2017 of the Constitutional Court of Romania (Official Journal no. 181 of 14 March 2017).

https://www.interieur.gouv.fr/Le-ministere/Organisation/Inspection-generale-de-l-administration, accessed on 17.10.2022.

www.legifrance.gouv.fr accessed on 17.10.2022.

https://www.curieruljudiciar.ro/wp-content/uploads/2016/12/Proiect-COD-procedura-administrativa.pdf, visited on 14.10.2022.